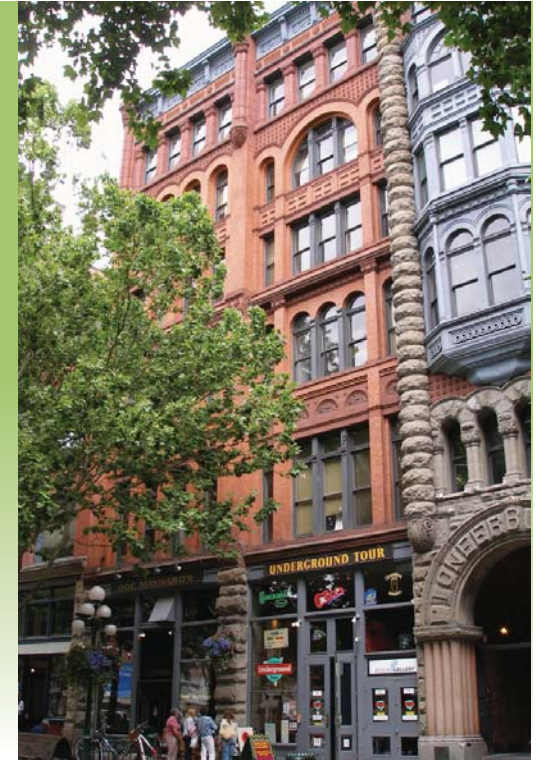


# LIVABLE SOUTH DOWNTOWN PLANNING STUDY

## EXECUTIVE RECOMMENDATIONS December 2009



# ACKNOWLEDGEMENTS

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Historic photos courtesy Seattle Municipal Archives



December 2009

Dear Friends:

I am pleased to present *Livable South Downtown – Executive Recommendations*. This report accompanies proposed land use legislation to encourage investment and enhance neighborhood character, helping to implement neighborhood plans. City Council will consider this legislation in 2010.

South Downtown is home to Seattle's earliest history, a gateway to the Pacific Rim, a unique blending of diverse cultures and ingenuity, a transportation hub and a destination for regional entertainment. The actions described within this report acknowledge the area's regional and historic context, and describe directions for the future as South Downtown neighborhoods evolve over time.

The report represents the culmination of numerous conversations with individuals and organizations over the past four years. It has been a pleasure working with so many community members who care so deeply about the future of South Downtown.

The City of Seattle continues to work with South Downtown neighborhoods to address neighborhood needs and citywide goals through a diversity of actions. Many of these actions are reflected in the *Related Initiatives* chapter of this report. Others, such as urban design and economic development strategies, are outlined in the materials found on the project web site.

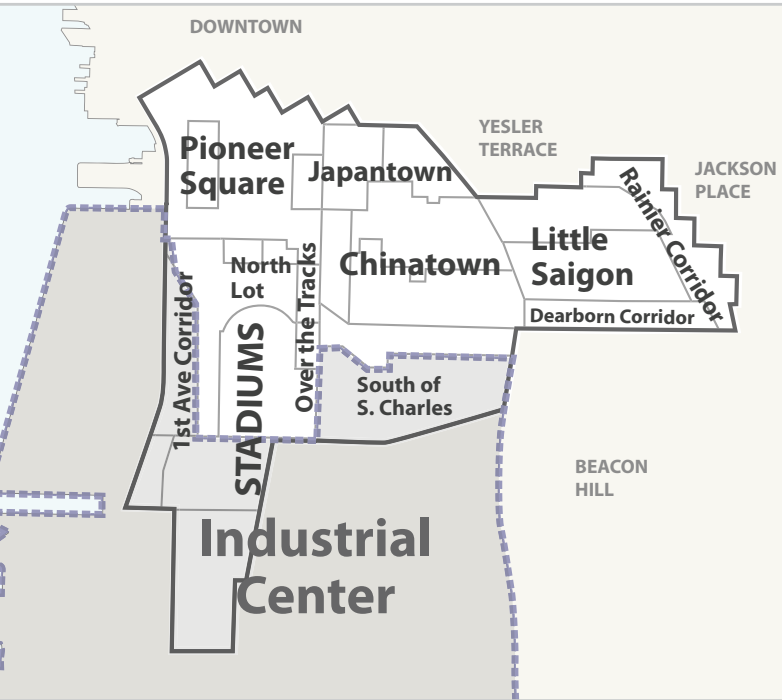
I invite you to join in the ongoing dialogue about the future of South Downtown as the City Council considers recommendations for changes to land use requirements for this unique and fascinating area of our city.

Sincerely,

A handwritten signature in blue ink, appearing to read 'Greg Nickels', written over a white background.

GREG NICKELS  
Mayor of Seattle





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*Pioneer Square (foreground), Chinatown/ID (left), Union Station and King Street Station (center, center-right respectively), circa 1920s*

## A SHORT HISTORY OF SOUTH DOWNTOWN

South Downtown has been shaped by its location at the crossroads of industry, culture and the natural environment. Here, Seattle celebrates its earliest history, first as the location of tribal villages along rich tidelands of Elliott Bay and the Duwamish River, and later as a pioneer town with a booming timber industry. As South Downtown developed in the early 19th century, it soon became a center for Seattle's earliest trade within the region and throughout the world. Chinese and Japanese communities flourished in the late 19th century as Asian workers helped build Seattle's growing industrial base and the nation's rail system.

By the early 20th century, many Filipino people worked in fishing trades on a seasonal basis, and Jackson Street near 12th Ave. South began to develop as a thriving African American cultural scene marked by after-hours jazz clubs. More recently, Vietnamese and other Southeast Asian entrepreneurs established a strong presence east of Interstate 5, where a vibrant business community is thriving today.

In the mid-20th century, South Downtown was bisected by Interstate 5, and was also affected by the State Route 99 Alaskan Way Viaduct's construction. The Kingdome was constructed from 1972-1976, introducing Seattle to its first regional sports venue and inspiring the establishment of the Pioneer Square and International District Special Review District in response to potential stadium impacts. This was followed by demolition of the Kingdome in 2000 and the construction of Safeco Field, Qwest Field and the associated exhibition center, all bringing new visitors to the area.

Over the past several decades, the economic fortunes of South Downtown have risen and fallen with the city's growth and employment trends. In recent decades, land values and private investment in South Downtown have at times stagnated while other areas of Downtown have experienced more growth and change. The resultant affordable cost of rental space close to Downtown provided an ideal location for numerous small businesses, non-profit organizations, art galleries and organizations, and human service operations.

In the late 1990s, the Pioneer Square and Chinatown/International District neighborhoods developed neighborhood plans that called for more residents, opportunities for employment, investments in public safety, and services that provide a balance between regional uses and neighborhood needs. In early 2004, several property owners identified future development opportunities in South Downtown that could potentially meet the intent of the neighborhood plans and Seattle Comprehensive Plan.

In response to neighborhood and community interest in future development, the Mayor asked the Department of Planning and Development to begin evaluating potential land use actions to support re-investment in South Downtown and improve the "livability" of the area. Thus, the Livable South Downtown Project commenced in 2005.



*Pioneer Square Totem Pole, 1899*

## LIVABLE SOUTH DOWNTOWN PLANNING STUDY GOALS AND OBJECTIVES

The Livable South Downtown Planning Study has proposed City land use actions to create a more livable community by encouraging appropriate residential and jobs-related development in the area. Recommendations in this report will help to focus the vision for a cohesive community made of distinct neighborhoods, where people can comfortably and safely live, work and play.

Goals for the Livable South Downtown Planning Study include:

- Stimulate housing and jobs through changes to land use regulations;
- Respect neighborhood plans and neighborhood character, including historic resources;
- Promote an integrated mix of uses;
- Support connections between neighborhoods;
- Encourage economic vitality and environmental sustainability; and
- Accommodate regional services and ensure they align with the goals of the local community.

Specific objectives to accomplish through the project include:

- Evaluate development opportunities and constraints, particularly with regard to housing and jobs;
- Identify desired development character;
- Recommend and implement City land use action to support emerging residential/employment communities; and
- Recommend public and private investments that will contribute to a well-balanced community in South Downtown.

## OVERVIEW OF COMMUNITY DIALOGUE

The Department of Planning and Development (DPD) is grateful to each member of the South Downtown community who has taken time to analyze, provide commentary and consult with staff on the many complex issues that arise in this area of the city. The Livable South Downtown Planning Study has been informed by a rich dialogue with the community including the following:

- Review of relevant neighborhood plans with special attention to specific recommendations that inform the Livable South Downtown Planning Study;
- Meetings with community groups and community planners throughout Pioneer Square, Chinatown/International District, including Little Saigon and the industrially-zoned areas;
- Meetings with the Pioneer Square Preservation Board and the Chinatown/International District Special Review Board;
- Review and commentary by the Vision 2030 Chinatown/International District community stakeholders group;
- Interviews with individuals throughout the community;
- Meetings with Seattle City Councilmembers and other elected leaders;
- Meetings with the industrial community, Port of Seattle officials, rail representatives, stadium representatives and property owners;
- Public open house events;
- Public hearings and meetings associated with the South Downtown EIS;
- Consultation with City departments that play a role in South Downtown's development.
- Meetings and consultation with the Seattle Planning Commission; and
- Consultation with the Livable South Downtown Advisory Group. Notes from the Advisory Group meetings can be found online at: [www.seattle.gov/dpd/Planning/South\\_Downtown/](http://www.seattle.gov/dpd/Planning/South_Downtown/). A list of advisory group members can be found at the beginning of this report.



PROJECT MILESTONES

Land Use Recommendations

Advisory Group Process	From 2005 through 2007, an advisory group comprised of 25 stakeholders from the South Downtown community was convened to explore a range of issues including: community character, land use goals, transportation, urban design, sustainable forms of development and future zoning options.
Public Meetings	September 2005, Open House at the International District/ Chinatown Community Center.  March 2006, Open House at City Hall.
Background Report	Published January 2006.
Phase I Staff Report	Phase I Staff Report released in March, 2006. The report identified preliminary land use recommendations.
Draft Land Use Recommendations	May 2008. Formal public commentary concluded in Summer 2008. A public open house took place on June 3, 2008.
Final Proposal to City Council	A final package of recommended land use changes released December 2009.
City Council Deliberation	The City Council will conduct public hearings. The proposal may be amended by Council Members prior to a final vote.

Environmental Impact Statement (EIS)

Scoping Process	Formal scoping comment period for the Draft EIS was initiated on May 15 and concluded on June 15, 2006. A draft Scope was published in August 2006. A final EIS scope was published in November 2006.
EIS Scoping Public Meeting	On June 1, 2006 at the Klondike Goldrush Museum in Pioneer Square, DPD held a formal EIS scoping meeting.
Studies	Numerous studies were conducted to support the Environmental Impact Statement and provide overall analysis for the Livable South Downtown Planning Study including: <ul style="list-style-type: none"> <li>▪ Comprehensive transportation analysis;</li> <li>▪ Historic and cultural resources inventory;</li> <li>▪ Housing Inventory;</li> <li>▪ Assessment of potential small business impacts in Chinatown/ I.D./Little Saigon;</li> <li>▪ Urban design and streetscape analyses of Little Saigon, Chinatown and Pioneer Square;</li> <li>▪ Assessment of real estate economic conditions;</li> <li>▪ Noise impacts analysis; and</li> <li>▪ Potential earthquake losses modeling study.</li> </ul>
Draft EIS	The Draft EIS document was released on November 1, 2007.
Public Commentary, Public Hearing	On December 5, 2007 at City Hall, a Draft EIS public hearing was held. The public comment period ended on December 17, 2007. Over 120 pages of public commentary were received.
Final EIS	The Final EIS was published in May 2008.

# A VISION FOR SOUTH DOWNTOWN

...building a foundation for South Downtown neighborhoods

- Enlivening neighborhood centers
- Safeguarding historic resources
- Providing options for housing
- Creating economic opportunities
- Celebrating the area's multicultural character
- Enhancing public spaces
- Sustaining the environment



*The Livable South Downtown Planning Study was initiated by Mayor Greg Nickels in 2005 to study potential land use and zoning changes that will encourage investment in South Downtown neighborhoods.*

South Downtown is a richly complex geographic area, home to Seattle's first neighborhoods, the region's hub for transit, diverse cultural communities, regional entertainment venues... located between the city's commercial core and major industrial center.

South Downtown neighborhoods include:

- Pioneer Square;
- Chinatown/ International District;
- Little Saigon and areas east of Interstate 5 within the Downtown Urban Center;
- The stadium district; and
- Areas at the far north of the Greater Duwamish Manufacturing Industrial Center.

## WHY HERE? WHY NOW?

South Downtown is located at the crossroads of the region's transportation system, largely within the Downtown Urban Center. Encouraging new jobs and housing near transit and other services is an important strategy to reduce traffic congestion and encourage sustainable patterns of community growth in the region.

Over the past decade, as growth and investment has occurred throughout Seattle, South Downtown has not experienced desired new investment in housing and jobs, resulting in an often challenging social environment, deteriorating structures, and vacant or under-used land.

A key question for South Downtown neighborhoods is: How can the City encourage more investment, residents and workers to enliven South Downtown, while retaining the history and character of South Downtown neighborhoods?

The South Downtown Planning Study builds upon the vision established by neighborhood plans, Seattle's Comprehensive Plan, and City policies governing historic preservation. The Study provided an opportunity for additional community dialogue and information that strongly informed the Livable South Downtown land use recommendations. The study included:

- Extensive public process and dialogue with neighborhood groups and many others;
- Assessment of economic conditions including those affecting small businesses;
- Study of urban design needs, identifying future opportunities;

- An Environmental Impact Statement that evaluated alternatives for future growth;
- Examination of transportation patterns and investments; and
- Study of urban form in the neighborhoods

## BUILDING A FOUNDATION FOR SOUTH DOWNTOWN NEIGHBORHOODS: DIRECTIONS FOR LAND USE

Land use regulations provide an important foundation for future growth and development. South Downtown Planning Study recommendations address the following objectives:

**South Downtown will develop in a manner that is sustainable for the community and for the environment.**

Proposed zoning will support increased residents and jobs near light rail stations and other transit hubs. Zoning will offer incentives for improvements to the public realm in order to encourage people to live near places of employment, seek services locally, and use public transit whenever possible. New development will serve environmental goals through the introduction of green roofs, landscaping and open spaces, green streets and sustainable energy systems.

- Transfer of development rights (TDR) and incentives will encourage new open space;



- LEED (Leadership in Energy and Environmental Design) Silver will be required for all buildings taking advantage of bonus development options; and
- Landscaping will be required to improve water quality, reduce stormwater flows, and improve habitat.

## A diversity of households are located within and near core neighborhood centers.

South Downtown’s population will increase in new and rehabilitated mixed use buildings in and near core neighborhood areas of Pioneer Square, Chinatown/International District, and Little Saigon. Additional residents will bring personal investment to neighborhoods, and will enhance public safety by providing more “eyes” on the street. Zoning changes to increase development heights and allowable densities for residential use are tailored to neighborhood areas.

- **Chinatown/International District and Pioneer Square.** Incentives will promote residential uses in renovated historic buildings and infill development between and around historic buildings;
- **Japantown.** Opportunities will exist for highrise residential towers with ground-floor retail;
- **Little Saigon.** Allowance for residential uses in midrise structures will contribute to a mixed-use environment;
- **South Chinatown.** Increases in height for residential uses will spur new investment south of the Historic Chinatown core within the International Special Review District; and
- **Affordable housing.** Inclusion of incentive zoning programs will support affordable workforce housing.

## South Downtown is a place to locate new jobs.

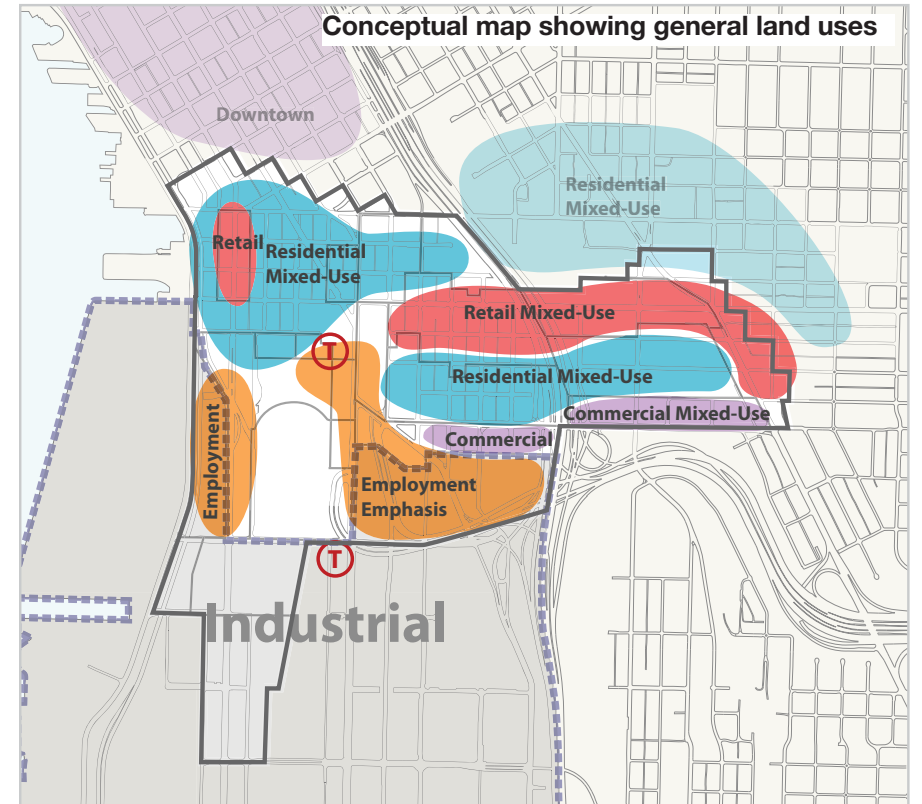
Proposed zoning in South Downtown allows for a mix of uses, with varying degrees of density for residential and non-residential uses. Proposed zoning emphasizes office uses at the edge of core neighborhood areas, allowing a transition from the Downtown Urban Center to the north, to industrial areas to the south. Future office developments will include pedestrian and open space amenities. Most new office development will be located within walking distance of light rail stations and other transit options. Commuter parking will be discouraged.

Areas where zoning would allow significant employment density include:

- Land south of S. Charles Street area near the Stadium light rail station;
- Areas along 1st Avenue South on the site of WOSCA warehouse;
- The north lot (Qwest Field) adjacent to King Street Station; and
- Infill development throughout South Downtown.

## The historic, cultural, and small business character of South Downtown neighborhoods is protected and enhanced.

The strength of South Downtown neighborhoods is their historic and cultural characteristics. Consistent with neighborhood plans, land use recommendations propose modest increases in allowable heights and densities to bring investment and vitality to core neighborhood areas through new residents, street-level retail and upper floors of buildings that are actively used. At the same time, proposed zoning serves to prevent adverse impacts of development on surrounding historic properties. The height of historic buildings is generally limited to the historic height of structures. Retaining existing heights while introducing new programs to encourage rehabili-



tation will discourage demolition of historic structures in the two National Register Historic Districts of Pioneer Square and Chinatown/International District.

- The role of the Special Review Boards will be retained.
- An appropriate scale of new infill development around historic buildings is encouraged.
- South Downtown Historic Transfer of Development Rights (TDR) will be introduced in South Downtown to encourage preservation and provide resources to assist the rehabilitation of historic buildings.
- Small business character of the existing Little Saigon neighborhood commercial area will be retained through limits on the size of business uses, pedestrian design standards and incentives for residential development on upper floors of buildings.

## South Downtown's streetscapes and public spaces are safer and more accessible.

In areas where allowable residential densities will increase, green streets are proposed. Implementation of green streets will be in conjunction with future development projects as part of the incentive zoning program and as part of streetscape improvements required by the Land Use Code. Outside core neighborhood areas, large development projects will be required to make improvements to the public realm consistent with the size and impact of future developments. Projects that use bonus development rights will have many options to create open spaces through neighborhood open space amenities, and the creation of green streets.

## Freight and other vehicles continue to move through and around South Downtown.

In general, recommended zoning changes discourage future development activities that will conflict with freight and active industrial uses. No changes to zoning are proposed for the industrial area south of South Royal Brougham Way. Significant increases in zoned density and changes of use are located away from active freight corridors. Where a potential for future pedestrian activity exists, recommendations call for future street designs that focus pedestrian activity to specific locations in order to minimize conflicts between modes of travel.

## Economic opportunities are enhanced and protected.

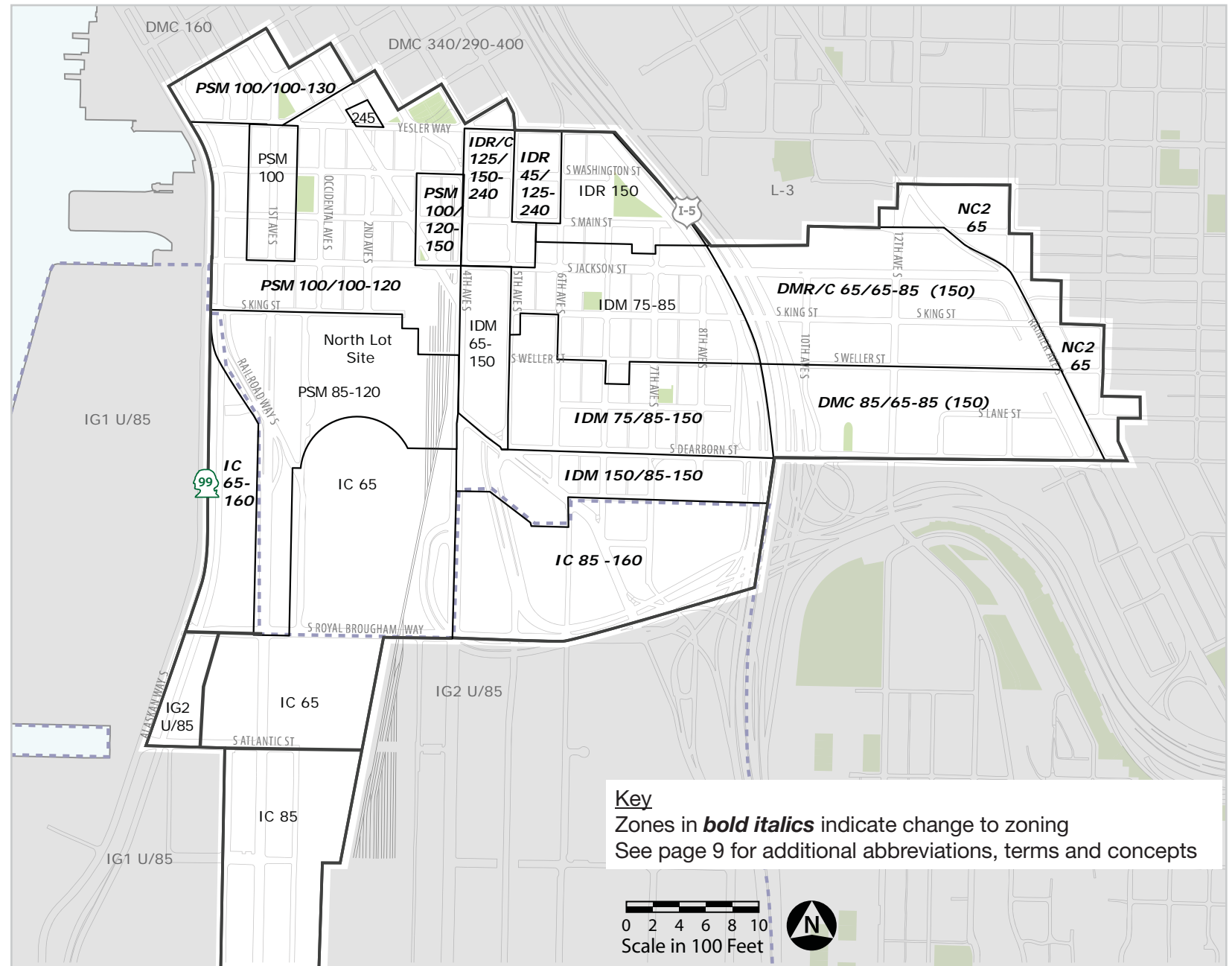
Over the past decade, the City has undertaken several measures to respond to the needs of businesses in Pioneer Square, Chinatown/International District, and Little Saigon.

Most recently, the City evaluated the local economy: 1) to understand real-estate economic conditions throughout South Downtown, and 2) to understand the needs of small businesses in Chinatown/International District/Little Saigon. Land use recommendations include densities and development standards that provide opportunities for future development, particularly in areas where large sites, superior access to transit and potential views exist. However, these opportunities are balanced by proposed incentive zoning provisions that will direct resources to affordable housing and provide public amenities. Land use recommendations are intended to help preserve small business opportunities, affordable housing and historic resources located in core neighborhood areas.



# A LOOK AT PROPOSED ZONING

The pages that follow provide sub-area descriptions of land use recommendations. The map to the right illustrates recommended zone designations and proposed height limits. A map of existing zones can be found in the Appendices, on page 104, of this report. Several terms and land use concepts are referenced throughout this document. They are described on the following pages.



## What Do The Abbreviations Mean?

The following chart identifies the zones that are proposed for South Downtown as identified on the map on the preceding page. Each zone proposed for South Downtown includes provisions that support a pedestrian-oriented street-level environment. A more complete description of each zone can be found in Chapter 23.34 of the Land Use Code.

Zone	Zone Designation	Description
PSM	Pioneer Square Mixed	The PSM zone applies to areas within the Pioneer Square Preservation District, characterized by a mix of uses in low and medium scale structures.
IDM	International District Mixed	The IDM zone applies to areas within the International Special Review District (ISRD), characterized by a mix of uses in low and medium scale structures.
IDR	International District Residential	The IDR zone applies to primarily residential areas in the northern portion of the ISRD.
DMR	Downtown Mixed Residential	The DMR zone applies to mixed use areas within the Downtown Urban Center where housing and associated services and amenities predominate at low to moderate densities.
DMC	Downtown Mixed Commercial	The DMC zone characterizes areas with lower scale office, retail and commercial uses mixed with housing at the edges of the retail and office cores in the Downtown Urban Center.
IC	Industrial-Commercial	The IC zone is intended to promote development of businesses which incorporate a mix of industrial, commercial and other employment activities near downtown.
NC2	Neighborhood Commercial 2	The NC2 zone is applied to moderately-sized shopping areas that provide a range of retail sales and services to the surrounding neighborhood.

## Zoning Terms & Concepts

Several concepts are referenced throughout this report as described below. A more complete glossary of terms can be found in the appendices of this report.

Term	What Does it Mean?
Density	Density generally refers to the intensity of land uses. The Land Use Code regulates the density of both residential and non-residential land uses through limits on floor area, restrictions on heights for certain uses, allowances/ prohibition of uses in certain areas, etc.
Floor Area Ratio (FAR)	Floor Area Ratio (FAR) is the relationship between the amount of gross floor area permitted in a structure and the area of the lot on which the structure is located as depicted in Exhibit 23.84.012 A from the Seattle Land Use Code. For example, a FAR of 2 would permit a building with gross floor area equal to 2 times the area of the lot. See Appendix C glossary on page 106 for a graphic depiction of FAR.
“Base” or Base Development Right	“Base” development rights are the heights and densities to which future development projects can be constructed without participating in the incentive zoning program. In South Downtown, these are roughly equivalent to development rights existing under zoning today prior to rezone.
Maximum Development Right	Developers will have the option to develop to “maximum” height and density limits through participation in the incentive zoning program. In some cases, other conditions are required of development projects that exceed “base” development rights. These are consistent with the scale and impacts of future development projects.
Incentive Zoning Program	The incentive zoning program is described on page 80. Developers who participate in the program may develop to greater height and density by including affordable housing or other public amenities, or making a payment-in-lieu.
South Downtown	“South Downtown” is proposed to be defined in the Seattle Land Use Code. This definition includes all areas of the Livable South Downtown planning area located within the Downtown Urban Center. Other areas of the South Downtown planning area are outside of the Downtown Urban Center, and are not included in the definition of “South Downtown” as regulated by the Land Use Code.
Use of “/” in a Zone Designation	The number before the “/” refers to non-residential heights. Numbers after the “/” refers to residential heights. In case where no “/” is used, the numbers express height ranges for all uses.
Use of “-” in a Zone Designation	The first number in a sequence refers to a zone’s “base” height. For example “PSM 100’-130’” suggests a base height of 100’ for all uses. The 130’ refers to the maximum allowable height.



# PIONEER SQUARE

*Pioneer Square has evolved over the past one and one half centuries of Seattle’s history. Formerly located on a peninsula of land surrounded by tidal flats, this was the location of Seattle’s first downtown. The district’s existing historic buildings were constructed in successive phases of development influenced by the need to rebuild after the Great Fire of 1889, followed by the Klondike Gold Rush era, railroad construction, World Wars I and II, and an era of automobiles and road construction beginning in the mid 20<sup>th</sup> century.*

Legal protections have preserved the architectural heritage of Pioneer Square’s buildings. However, the neighborhood has also adapted to the present in its business and activity patterns. The Pioneer Square business district enjoys the anchoring presence of businesses that attract tourists and shoppers to books, furnishings, fine art, crafts, antiques and specialty clothing. Restaurants and nightclubs attract visitors even as the mix and popularity of these businesses change. Commercial and professional service employment in Pioneer Square has fluctuated with economic trends in the past twenty years. The current economic recession has hurt prospects for small businesses, and has caused several development projects to be stalled. The neighborhood also provides shelter and services to many low-income individuals.

The Pioneer Square Neighborhood Plan presents a multi-faceted vision that is supported by several Livable South Downtown Land Use recommendations. Key among the neighborhood’s interests is preservation of historic character, growth of a significant residential population, future development that knits-together the neighborhood and investments in public spaces. Achieving development in the Qwest Field north parking lot is also a priority in the Pioneer Square Neighborhood Plan.



## EXISTING LAND USE CONTEXT

### Historic Review and Historic Protections

Land Use Code provisions combined with U.S. Secretary of the Interior *Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings* and local Pioneer Square Preservation District Rules help protect the historic and cultural integrity of properties in Pioneer Square. In addition to the Federal designation, a local designation—the Pioneer Square Preservation District—encompasses a larger geographic area (see map on page 14). As a special review



district, an official Certificate of Approval from the Director of the Department of Neighborhoods, following a recommendation from the Pioneer Square Preservation Board, is required prior to the issuance of City permits for any Pioneer Square structure. Approvals are required for actions such as façade alterations, new construction, demolition or remodeling.

### Design and Use Patterns

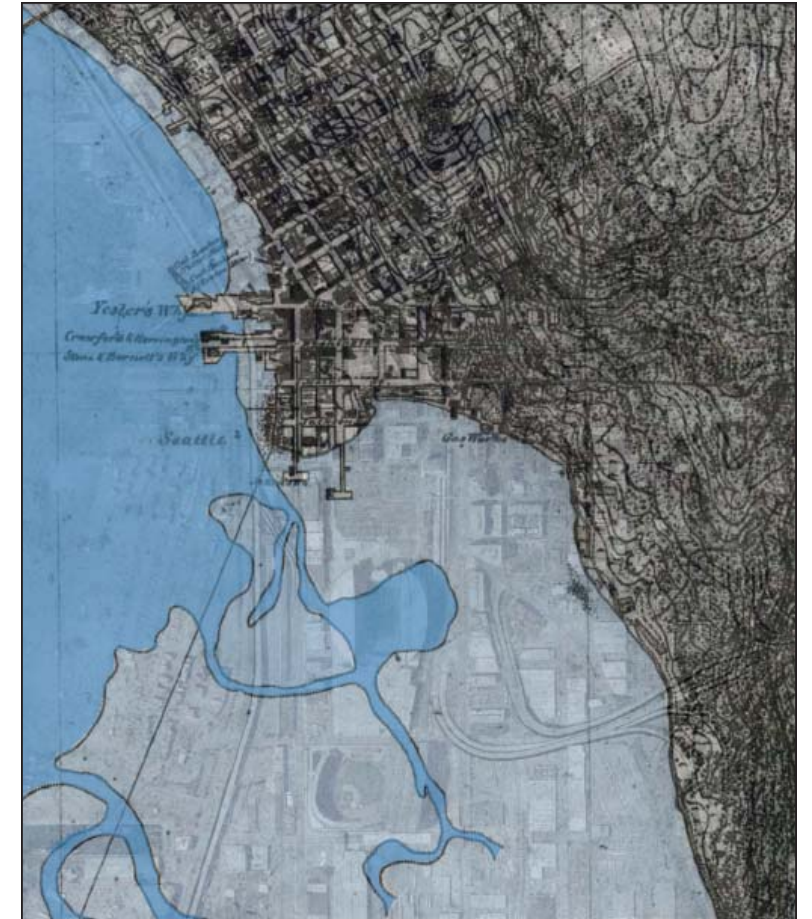
Chapter 23.66 of the Land Use Code contains provisions governing special review districts. This section identifies preferred development patterns and character features of development in Pioneer Square including buildings developed to the property line, exterior materials that are consistent with the historic character of the district, and height incentives to encourage residential uses.

### Variable Height Limit

Existing provisions in the PSM 100 zone provide that no structure shall exceed by more than “15 feet the height of the tallest structure” within the block or on adjacent block frontages to a maximum of 100 feet. The provision has resulted in a patchwork of potential building heights, and is viewed by some as a complicating factor for new infill development.

### High Water Table

Much of Pioneer Square is located atop former tidelands. This fact complicates potential construction of underground structures and creates unique seismic and drainage control challenges that must be met through the engineering of each project.



Historic Tidelands

## OBJECTIVES FOR FUTURE LAND USE

1. Protect and preserve historic buildings and the historic character of the Pioneer Square neighborhood
2. Support the emergence of a significant residential community in Pioneer Square particularly for market rate and affordable workforce housing
3. Provide incentives for redevelopment of vacant and under-developed non-historic parcels
4. Encourage employment density near the transit hub of King Street Station
5. Facilitate redevelopment of the Qwest Field North Lot
6. Improve the pedestrian experience and quality of public spaces within and around Pioneer Square

## North Lot Land Use Code Amendments

DPD proposed changes to development standards for the Qwest Field north lot in early 2009 as Phase 1 of the Livable South Downtown legislative process. The standards allow heights up to 240 feet under specific conditions, subject to review by the Pioneer Square Preservation Board.

Other amendments as part of that legislation apply more generally to Pioneer Square. Among other minor changes, the amendments would also prohibit new principal use parking garages for long-term (commuter) parking. Garages for short-term parking that serve area businesses would continue to be allowed through a special review process.

## Proposed Zoning and Land Use Code Amendments

### Protecting Historic Character

One hundred twenty six buildings in Pioneer Square have been identified as contributing to the historic or architectural character of the National Register Historic District. Preserving these buildings is a principle objective in the Pioneer Square Neighborhood Plan. The community has emphasized throughout the Livable South Downtown planning process that Land Use Code changes should 1) encourage upgrades or rehabilitation of historic buildings, 2) retain a scale of future development that complements historic structures in sub-areas within the district and 3) discourage demolition of historic structures. In the past, property owners have argued that existing historic buildings are not economically viable and therefore should be demolished in order to provide opportunities for partial or whole-sale redevelopment.

To support these historic preservation objectives, the following land use strategies are recommended:

- Retain review by the Pioneer Square Preservation Board. In addition, a new section, 23.66.032, would codify the process by which the Pioneer Square Preservation Board identifies properties that “contribute” to the architectural or historic character of the Pioneer Square Preservation District, based on criteria that are identified in the Land Use Code. Criteria include the National



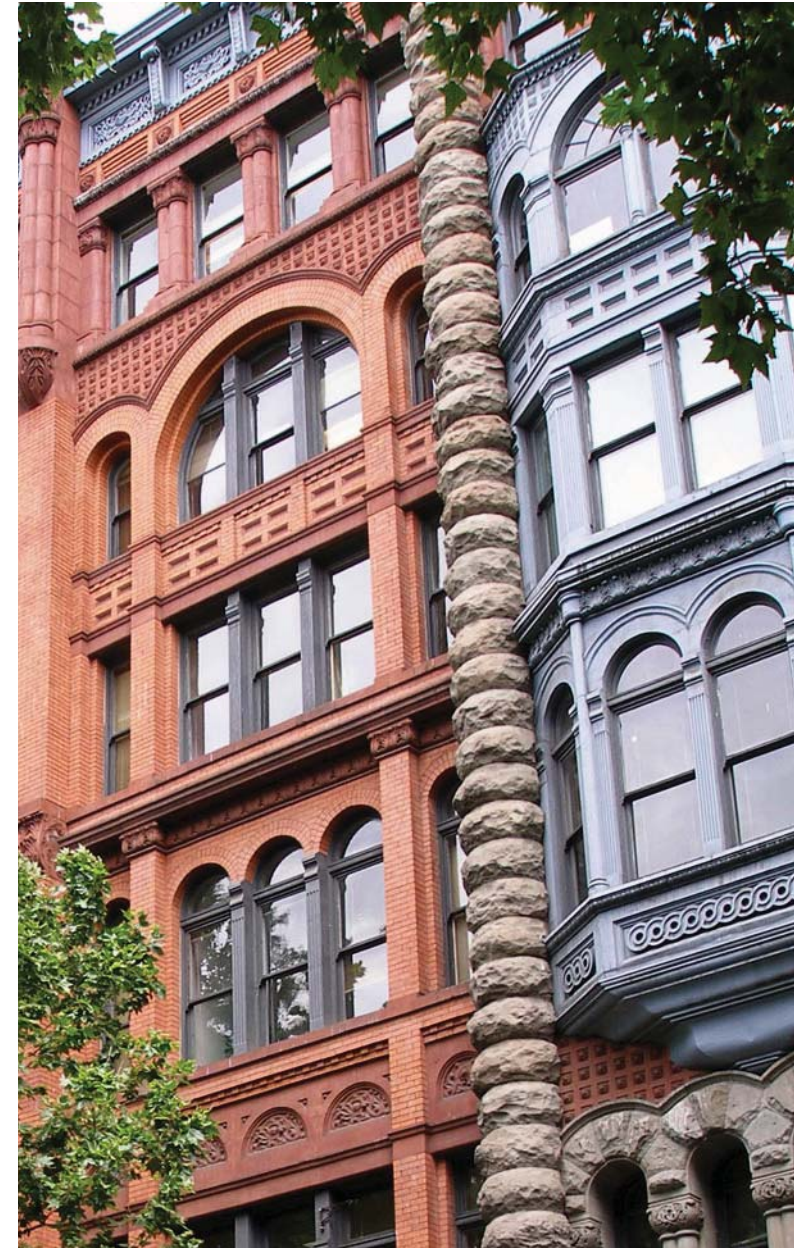
Register of Historic Places category of resources that are “contributing” to the Pioneer Square-Skid Road Historic District, which is a federal designation.

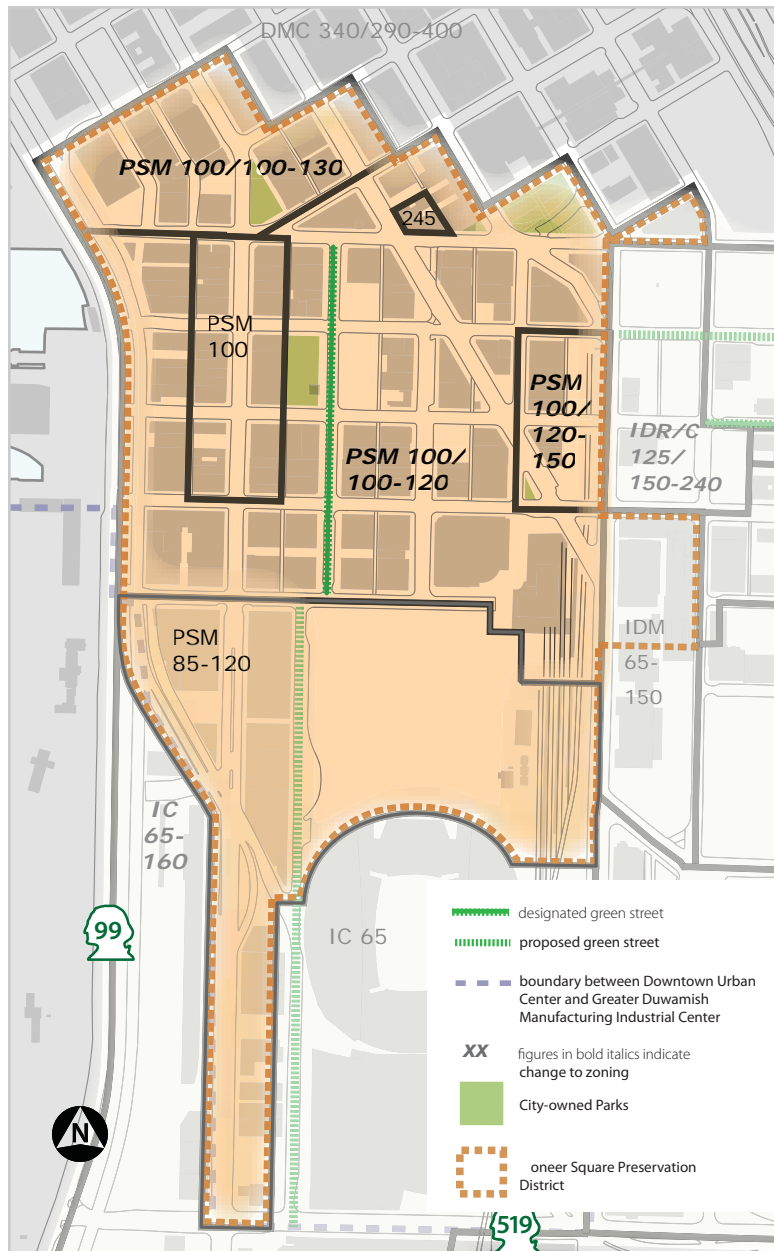
- Retain existing base development capacity throughout Pioneer Square, identified in the area north of S. King Street as building heights of 100 feet, and prohibit higher heights in the central historic retail area along First Avenue South.
- Provide an option for buildings to exceed base heights through incentive zoning so long as the development does not result in the demolition or removal of any contributing structure.
- Establish South Downtown Historic Transfer of Development Rights (TDR, commercial floor area) and Transfer of Development Potential (TDP, residential floor area) programs to provide the opportunity for owners of contributing properties to sell up to 3 FAR of development capacity for use on eligible lots, contingent upon building restoration or maintenance of the contributing feature on the lot. For a complete description of the proposed TDR and TDP programs, see page 86 of this report.

### Promoting Residential Uses & Infill Development

A key objective of the Pioneer Square Neighborhood Plan is “a diverse community with a significant residential population.” The neighborhood plan identifies “targeted sites in Pioneer Square,” including future new construction on vacant parcels. Proposed Land Use Code amendments would:

- Allow higher heights outside the central historic area at the edges of Pioneer Square north of Yesler Way, East of 2nd Avenue S., and south of S. King Streets for buildings in residential use.
- Implement a residential incentive zoning program. The program will provide developers with an option to construct buildings to an identified “maximum” height through construction of, or contribution toward, affordable workforce housing.





## Proposed Heights and Development Standards

The Pioneer Square Neighborhood Plan identifies the need to encourage infill development on vacant, non-historic properties. The community has indicated that zoned building heights should respond to the character of the surrounding neighborhood. The map to the left identifies recommended building heights in Pioneer Square.

Along 1st Avenue S. between Yesler Way and S. Jackson Street,

- Limit maximum height to 100 feet. This area features the greatest concentration of historic buildings in Pioneer Square, all of which are less than 100 feet in height.

North of S. King Street the following is recommended:

- Three height zones with the following maximum height limits for buildings with residential uses through participation in the incentive zoning program:
  - 120 feet in central areas of Pioneer Square;
  - 130 feet north of James Street near the downtown core; and
  - 150 feet east of Second Avenue S. Extension.
- Maximum height for buildings in non residential uses: 100 feet. For development above the base height, bonus floor area may be developed only in residential use through participation in the incentive zoning program.

- No development may result in the demolition or removal of any historic building or structure.
- Replace the variable height limit with a provision to require a 15 foot building setback above 100 feet along street frontages in central Pioneer Square. This standard was suggested by the Pioneer Square Preservation Board to ensure lower façade heights compatible with the scale of buildings surrounding Occidental Park. The setback requirement may be waived by the Department of Neighborhoods Director upon recommendation of the Pioneer Square Preservation Board.
- A building may be developed above the base height limit only on lots at least 7,200 square feet in size. Existing City code requires “fire separation” between windows and nearby structures. Buildings on larger lots are able to provide that separation along property lines rather than create blank walls along lot lines.

South of S. King Street

- Retain the existing PSM 85-120 zoning as amended for the Qwest Field North Lot that was recently approved.

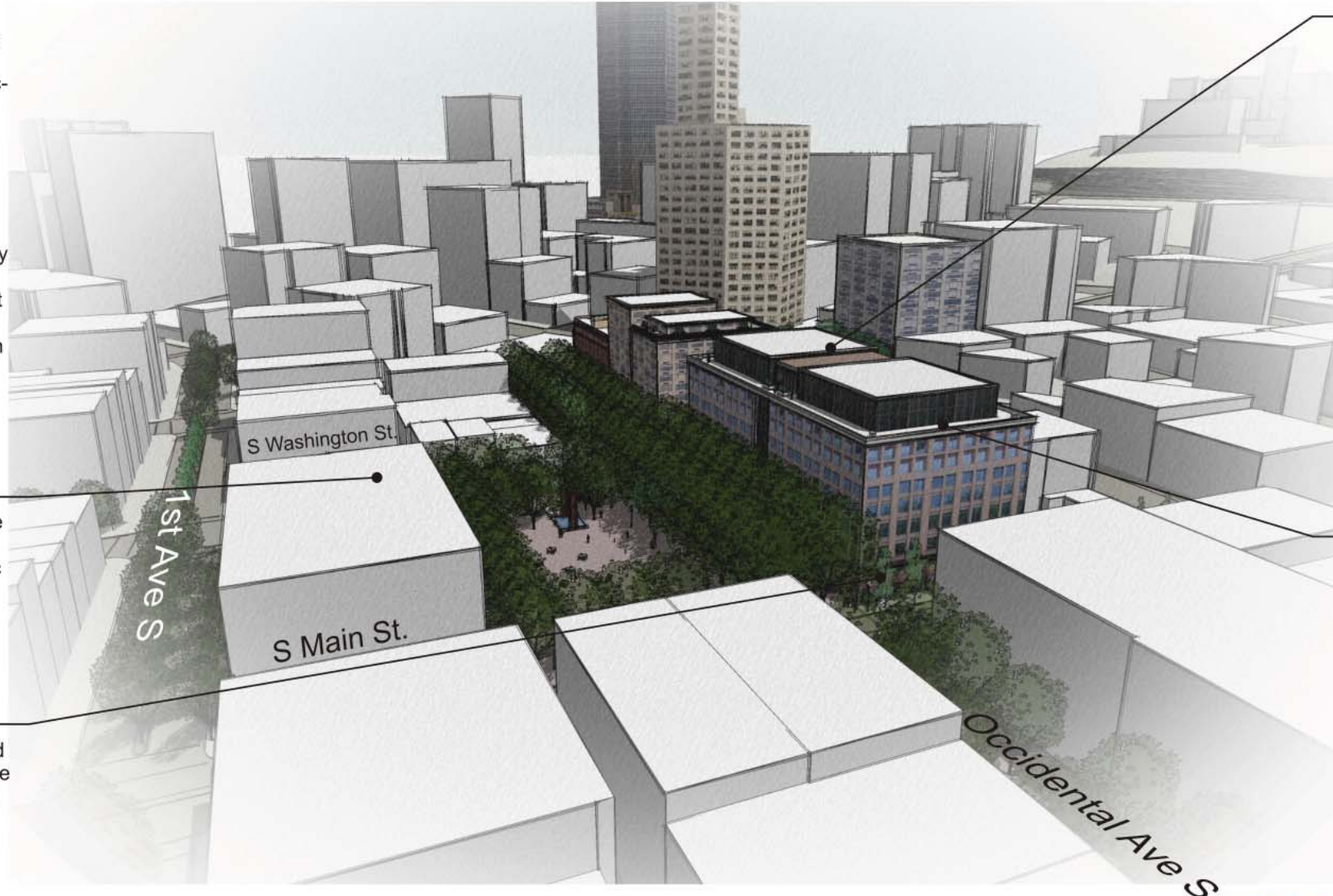
# Pioneer Square - aerial view

Development projects are reviewed to ensure preservation and rehabilitation of historic and architectural features

New buildings generally constructed to the property line consistent with the existing Pioneer Square pattern of development

South Downtown Historic TDR to provide resources for rehabilitation of historic buildings

Retail and other preferred uses required at street-level to provide pedestrian activity and interest



Heights up to 120 feet with a setback at 100 feet in central Pioneer Square for buildings with residential units (100 feet maximum currently)

Building height above 100 feet gained through participation in incentive zoning programs

Building set-back required at 100 feet in central Pioneer Square to minimize shadow impacts on Occidental Park; this standard may be waived by the Pioneer Square Preservation Board

This depiction is presented for illustration purposes only. White structures depict existing buildings





The building depicted on the right in this graphic is currently a surface parking lot.

Pioneer Square - Occidental Park - eye-level view



*This depiction is presented for illustration purposes only.*



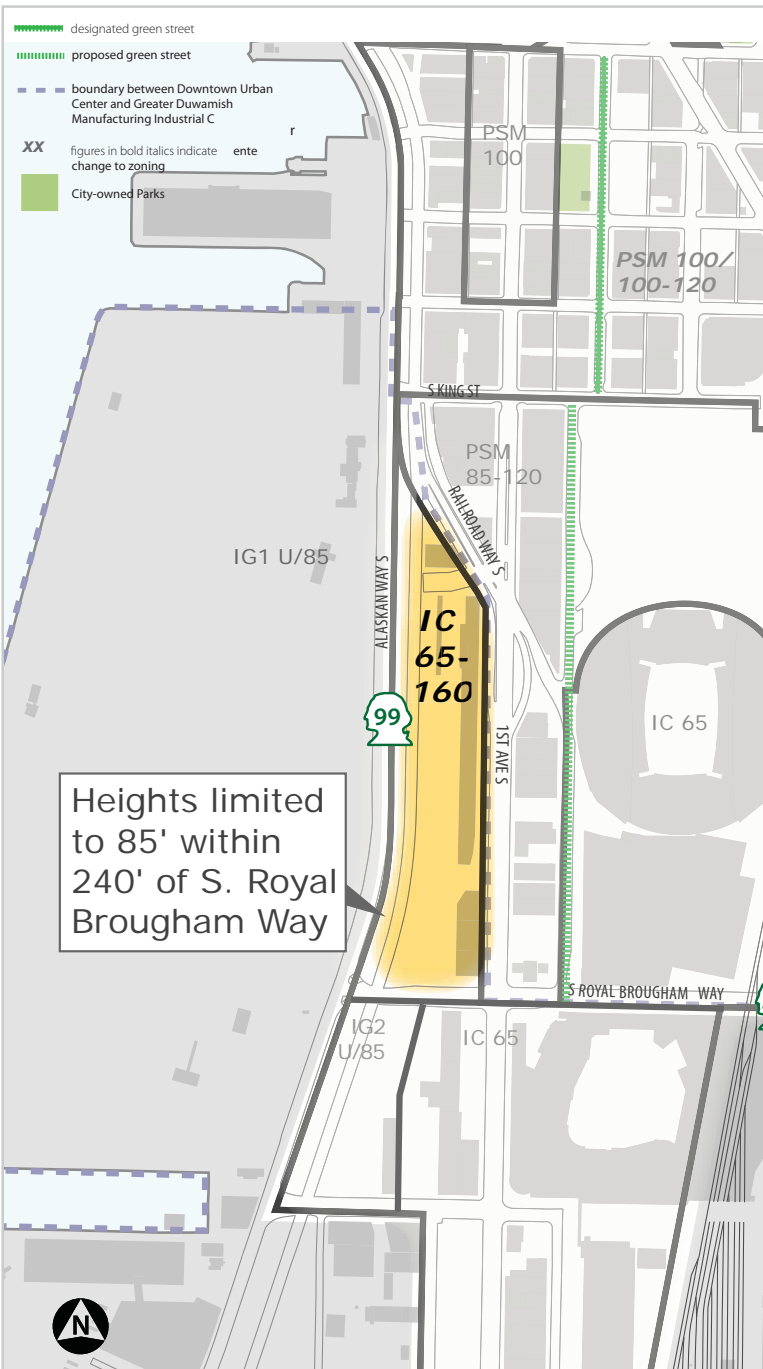
## Proposed Amendments to the Pioneer Square Sign Code

Amendments to sign regulations were requested by the Pioneer Square Preservation Board. The ordinance would add a subsection that addresses surface parking lot signage in the same manner as currently used in the International District, allowing for a limited presence of signs that indicate the location of parking entrances/exits and whether parking spaces are for public or private use. Other edits improve the clarity and consistency of the sign regulations. For example flags and banners are identified as categories of signs addressed by existing regulations.

### Summary of Base and Maximum Development Potential Pioneer Square

Zone/ Category	Base Height	Maximum Height On properties greater than 7,500 square feet.
PSM 100 (First Ave S. Corridor)	100 feet for all uses	
PSM 100-120 (central Pioneer Square)	100 feet for all uses	Up to 120 feet Residential floor area must be at least equivalent to the total floor area above 100 feet.  Setback provisions apply above 100 feet
PSM 100 -130 (north of James Street)	100 feet for all uses	Up to 130 feet Residential floor area must be at least equivalent to the total floor area above 100 feet.
PSM 85-120 (retain existing zoning west of Occidental Avenue S. and south of S. King Street)	85 feet for all uses	Up to 120 feet Retain provision that requires 75% of the building to be in residential use for buildings greater than 85 feet in height.
PSM 100-150	100 feet for all uses	Residential floor area must be at least equivalent to the total floor area above 100 feet.

# FIRST AVENUE SOUTH CORRIDOR



*The First Avenue South Corridor is located within the Greater Duwamish Manufacturing Industrial Center (MIC), abutting the Downtown Urban Center. Current zoning is Industrial Commercial (IC) with a 65' height limit. The area is also located within the Stadium Transition Area Overlay District and abuts the Pioneer Square Preservation District to the north.*

## EXISTING LAND USE CONTEXT

On the west side of 1<sup>st</sup> Avenue S., between Railroad Way S. and S. Royal Brougham Way, is the site of the former Washington Oregon Shipping Cooperative Association (WOSCA) warehouse. The 8.2-acre property is located immediately east of SR 99 and the Port's Terminal 46. Qwest Field is located one block to the east, separated by one block of properties within the Pioneer Square Preservation District that are zoned Pioneer Square Mixed (PSM). Safeco Field is located southeast of the area.

The western half of the property was acquired by the State of Washington for construction of the SR 99 tunnel project. The State is leasing the remaining portion of the property for construction staging purposes, and a potential option

for purchase is now under negotiation. The reconfigured SR 99 will impact this property through new surface and structured roadways, changes to parcel size and configuration, and the tunnel's alignment underground. Plans for the highway include a tunnel entrance located on the southern portion of the property. The portion of the tunnel in this area is cut-and-cover construction, and is not planned to accommodate the weight of future buildings at this time.

Under provisions of the Stadium Transition Area Overlay District, development is allowed up to 3.0 FAR (floor area ratio) for permitted non-residential uses. An additional 75,000 square feet of street level retail use is exempt from the FAR limit to encourage pedestrian-oriented development that would complement the regional sports and entertainment uses associated with Safeco and Qwest Fields and the Qwest Exhibition Center. Additional development standards apply to add to the pedestrian-friendly environment.

Historically, First Avenue South served industrial activity associated with the Port of Seattle. Construction of the viaduct/ SR99 and the removal of rail service interrupted this relationship and led to changes in how inland areas functioned, including stadium development and mixed use activity in Pioneer Square. Proposed amendments are intended to help integrate the area and future development with the surrounding Pioneer Square and Stadium neighborhoods.



## OBJECTIVES FOR FUTURE LAND USE

1. Support a transition between nearby industrial uses, the Pioneer Square neighborhood and stadium and entertainment uses.
2. Improve the pedestrian experience along First Avenue South.
3. Allow light-industrial, research and development, commercial, and office uses; while prohibiting residential uses that may be negatively impacted by nearby industrial activities.
4. Allow additional height and floor area gained through voluntary participation in bonus and TDR programs, with provisions to retain compatibility with the surrounding neighborhood.
5. Direct density and bulk away from the First Avenue South/South Royal Brougham Way intersection in order to minimize impacts to freight networks in this area.

## ZONING CONSIDERATIONS

The Comprehensive Plan encourages the retention of industrial zoning in areas located within Seattle's Manufacturing and Industrial Centers (MIC). A discussion of the Comprehensive Plan policies for the Greater Duwamish MIC can be found at [www.seattle.gov/dpd/Planning/IndustrialLands](http://www.seattle.gov/dpd/Planning/IndustrialLands). Throughout the Livable South Downtown planning process, residents and business people expressed diverse opinions as to the future of this area. Opinions ranged from retaining existing industrial-commercial zoning, to allowing residential uses at the northern edge of the WOSCA property near Pioneer Square.

## LAND USE OBJECTIVES AND STRATEGIES

The First Avenue South corridor is recommended to retain an employment focus, allowing for office and light industrial uses that would complement and remain compatible with other nearby uses. The Livable South Downtown Environmental Impact Statement identified potential conflicts between residential uses and existing and future industrial activities. Examples of impacts include noise and light and glare from nearby Terminal 46; railroad activity and SR 99 traffic and construction; air pollutants; and freight traffic.

## Description of Proposed Zoning: Industrial-Commercial 65'-160' (IC 65-160)

The west side of the First Avenue South corridor north of S. Royal Brougham Way is proposed to retain Industrial Commercial (IC) zoning with a height limit of 65 feet. In the proposed Industrial-Commercial 65-160 zone, the permitted increase in height and FAR is allowed only for development above base development capacity. Development standards will promote compatibility between the density and scale of new development in the area and the historic scale and character of Pioneer Square.

Proposed standards are also intended to provide for a transition between the Downtown Urban Center and the Duwamish MIC. On lots with unusually long street frontages, required spacing between structures would promote building massing on the site similar to development conditions on typical Pioneer Square blocks.

In addition, certain streets are identified as being critical to the network of pedestrian connections within the area. These streets abut the Downtown Urban Center boundary. Other identified streets are proposed to be included in the Industrial Streets Landscaping Plan Map.

### Proposed Heights

- The existing 65 foot height limit would be retained as a base height limit.
- A maximum structure height of 160 feet would be allowed only for projects electing to add floor area above the base FAR by participating in the incentive zoning program

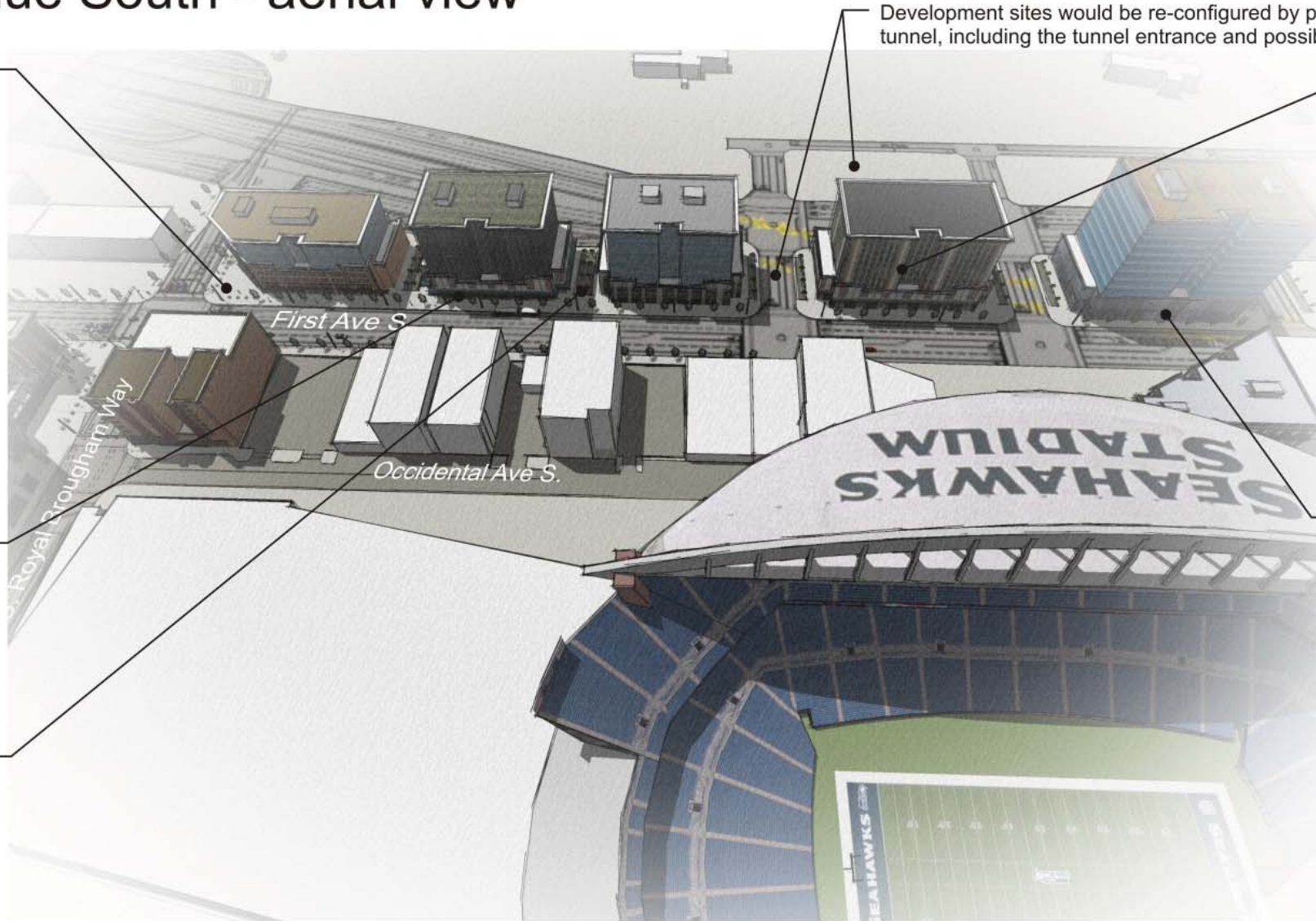
# First Avenue South - aerial view

Plaza at the corner of S. Royal Brougham Way and First Avenue South will accommodate large volumes of pedestrians.

Seattle Green Factor requirement of .3 will encourage landscaping and natural drainage features

Pedestrian-oriented uses required at street level

Required separation between buildings will provide opportunities for open spaces and access to light



Development sites would be re-configured by plans for the Alaskan Way tunnel, including the tunnel entrance and possible new surface streets

Building over the cut-and-cover portion of the tunnel may not be possible, depending upon final tunnel design. Additionally, some land will be devoted to tunnel-related services (not depicted here).

Facade design requirements will ensure pedestrian scale and orientation of buildings to complement areas within Pioneer Square and the stadium district.

This depiction is presented for illustration purposes only. White structures depict existing buildings



and complying with additional conditions. For buildings exceeding 125 feet in height, there is a limit proposed on the average size of floors above 85 feet in height.

- Structure height would be limited to 85 feet in the southernmost portion of the First Avenue South Corridor area within 240 feet of Royal Brougham Way S.

### Proposed Floor Area Limits

- Retain the current 3 FAR limit and the exemption of 75,000 square feet of street level uses, as a base density limit. Projects not exceeding the base limit would be subject to existing IC zone development standards and the Stadium Transition Overlay District (SMC Chapter 23.74).
- Allow up to 5 FAR through participation in incentive zoning programs and to special development conditions and standards that address the impacts of added height and density.

### Conditions for exceeding base development capacity

- Participate in incentive zoning program
- Comply with the standards in Downtown zones for maximum limits on parking
- Comply with street-level use requirements
- Meet bulk and density standards, and standards for street-level design, upper level development, and location and screening of parking.

- Meet LEED Silver standards, in recognition of the greater environmental impact of larger buildings
- Provide open space consistent with a determination of the project's impacts

### Relationship to the Stadium Transition Area Overlay District Requirements

Within the Stadium Transition Area Overlay District, regulations are intended to complement stadium activities and the adjacent Pioneer Square neighborhood by encouraging retail at street-level within a pedestrian-oriented environment. In the proposed IC 65-160 zone, projects that do not exceed base development capacity would continue to be subject to these standards.

The existing overlay district requirements do not, however, contemplate the possibility of larger buildings in the area. For this reason, new standards that address streetscape, uses, and building form are proposed, consistent with the intent of the overlay district, in order to mitigate the impacts of increased height and density. Buildings that exceed 3 FAR would be subject to provisions similar to those that apply to larger, more complex projects elsewhere downtown and within the IC zone in the South Lake Union Urban Center. These include the following:

### Floor area exemptions—bonus projects

- Parking above grade, if the Director concludes that conditions such as a high water table, the presence of tunnels below grade, or contaminated soils prohibit the location of parking below grade;

- Wind generators and solar collectors on rooftops; and
- Pedestrian-oriented street level use requirements similar to those that apply in some Downtown zones.

### Use Provisions

Most uses currently permitted under existing zoning would continue to be allowed. However, accessory surface parking would be prohibited, and principal use parking in developments electing to exceed the base FAR would be prohibited. Residential uses would continue to be prohibited.

Currently, the Stadium Transition Area Overlay District allows up to 75,000 square feet of certain street level uses to be exempt from floor area calculations in the IC zone to encourage pedestrian-oriented retail activity. This would continue to apply to development that does not exceed base development capacity.

Under proposed zoning, within projects electing to build according to incentive zoning provisions, certain uses are required for portions of the street-level facade along identified pedestrian streets. These uses include general sales and service, eating and drinking establishments, and entertainment uses. Floor area accommodating required street level uses would be exempted from FAR calculations.

Additionally, general sales and service uses and major durables retail sales uses are subject to a maximum size limit of 30,000 square feet in order to encourage moderate-size retail spaces that complement the pedestrian environment.

# WOSCA - 1st Ave S. & S. Royal Brougham Way

Allow the following heights:

- up to 65' generally
- up to 160' through incentive zoning provisions
- up to 85' through incentive zoning within 240' of S. Royal Brougham Way

Alaskan Way Viaduct replacement depicted

Only non-residential uses permitted in the IC zone, with additional allow:

- up to 3.0 FAR, with additional allowance for pedestrian-oriented street-level uses
- up to 5.0 FAR through incentive zoning




Existing heights:

- Qwest Field 263'
- Pioneer Square Mixed zone allows up to 120' East of First Avenue S.

- Silver Cloud Hotel is 85' and 75'

Existing Stadium Transition Overlay standards will help ensure future development that complements both Pioneer Square and the stadium district.

This depiction is presented for illustration purposes only. White structures depict existing buildings 

## Design Review

Design review is currently required for development exceeding 120 feet in width on any street frontage in the Stadium Transition Area Overlay District. In addition to this requirement, design review is proposed to apply to development projects participation in the incentive zoning program with more than 12,000 square feet of non-residential gross floor area. The 12,000 square foot threshold for design review is consistent with provisions for design review that apply to IC zones in the South Lake Union Urban Center.

## Regulating Form and Design for Projects Subject to Incentive Zoning Program

Proposed development standards address potential increases in height and density on sites that are up to one quarter of a mile in length, the current length of the WOSCA site north-south. Projects meeting criteria for participation in the incentive zoning program would be subject to standards that address the following elements:

- Street façades, including minimum façade height, façade setbacks at street level, maximum façade widths on lots with frontage on a street that exceeds 400 feet, and pedestrian entrances;
- Façade modulation for upper levels and, for buildings exceeding 125 feet in height, a limit on the average floor size for all stories above 85 feet in height;
- Façade transparency and blank walls; and
- Screening and location of parking.

## Street Façade Requirements- projects exceeding base FAR

*Façade height.* The minimum height of a street façade is proposed to be 50 feet, is consistent with the minimum height requirement that applies in the abutting zone in the Pioneer Square Preservation District. Currently, a minimum façade height of 25 feet applies throughout the Stadium Transition Area Overlay District.

*Façade setbacks.* To maintain continuous street walls characteristic of development in Pioneer Square, at least 75 percent of the street façade of a new structure that uses incentive zoning provisions would be required to be built within two feet of the street lot line. To allow for some variety in the treatment of the street frontage, the remaining 25 percent may set back up to 10 feet from the street lot line. The proposal also accounts for conditions that might prevent a structure from abutting the street, such as a sidewalk widening or the presence of a utility easement, in which case the setback may be measured from a line that provides an appropriate substitute for the street lot line.

*Maximum structure width.* A limit on structure width for projects that use incentive zoning provisions is intended to promote development massing that reflects conditions in Pioneer Square, where developed block frontages are typically 240 feet in length. On lots that have a street frontage of 400 feet or more, proposed amendments would limit the maximum width of structures to 240 feet, measured parallel to 1st Avenue South, and require separation between a structure built to the maximum width and another structure on the lot. The required separation area must be provided at ground level and open to the sky. The area would be al-





lowed to be used for landscaping, vehicular or pedestrian access to structures, and amenity areas for project occupants.

*Principal pedestrian entrances.* Similar to the current requirements of the Stadium Transition Area Overlay District, a principal pedestrian entrance is required for facades facing streets that are identified as pedestrian streets. These streets include First Avenue South and Railroad Way South, both streets that abut the Downtown Urban Center and Pioneer Square, and South Royal Brougham Way. The segment of South Royal Brougham Way abutting the site west of 1st Avenue S. is proposed to be added to the Industrial Streets Landscaping Plan, consistent with its role in the pedestrian network in an industrial area.

*Modulation.* A modulation requirement is proposed for structures exceeding 85 feet in height. This standard will promote architectural variation and create visual interest for exterior walls along First Avenue South. The modulation requirement would only apply to portions of facades within 15 feet of a street property line on floors above 65 feet in height. Under the proposal, a street-facing façade less than 15 feet from the street property line would only be allowed to extend a maximum of 120 feet without modulation. To extend beyond 120 feet, the façade would have to “break” by setting back a minimum of 10 feet from the property line for a minimum distance of 20 feet measured parallel to the street.

*Average floor area limit.* For structures exceeding 125 feet in height, the average gross floor area of all floors above 85 feet in height would be limited to a maximum of 20,000 square feet.

*Façade Transparency Requirements and Blank Façade Limits.* Standards for façade transparency and blank façades that apply in Downtown zones are incorporated in the pro-

posed amendments for projects that participate in incentive zoning provisions to provide visual interest for pedestrians and to integrate the street level portions of a development with the public street environment.

Provisions for transparency require a percentage of the street level portion of a street façade to include windows. Sixty percent of the façade frontages on identified pedestrian streets are required to provide transparency, and blank facades are proposed to be limited to 15 feet in length. Where less pedestrian activity is anticipated, transparency is required for 30% of the street level façade, and blank facades generally may not exceed 30 feet. Under the proposed amendments, enclosed parking at street level on these frontages would not be subject to a transparency requirement, but must comply with special screening requirements.

## Parking Provisions

*Parking Quantity.* The Stadium Transition Area Overlay District establishes a maximum limit on parking that permits one space for each 650 square feet of floor area. The proposed amendments reflect the high degree of transit access in this area, allowing no more parking than one space for every 1,000 square feet of floor area.

*Screening of Parking.* Because of a high water table in this former tidelands area, with soils that are often contaminated from previous industrial uses, and in anticipation of the presence of the tunnel below grade replacing the Alaskan Way Viaduct, it may be economically prohibitive to provide parking below grade. The following measures address the potential impacts of street level parking on the character of the streetscape and the visual impacts of above-grade parking:

*Parking at street level.* Along designated pedestrian streets, parking at street level in a structure would be required to be separated from the street by another use. Parking would be required to be screened along other street frontages and lot lines that do not abut a street. Parking at street level abutting the required separation area between structures on lots with street frontages of 400 feet or more would be required to be separated from the separation area by another use for 30 percent of its length.

*Parking above street level.* On lots with depths greater than 150 feet, parking located on floors above street level would be required to be separated from the street by another use. On other lot lines, separation of parking by another use, both at and above street level, would not be required. However, parking would be required to be screened from view in a manner that is visually interesting and integrates the parking levels as part of the overall design of the structure.

Proposed provisions for screening of parking are similar to those that currently apply under the Stadium Transition Area Overlay District. However, they also include standards similar to those that apply in Downtown zones on both Class I and Class II pedestrian streets.

## Summary of Base and Maximum Development Provisions

IC 65-160 Zone	Base Development	Maximum Development Development above base is an option for projects that participate in the incentive zoning program.
Height	65 feet	85 feet within 240 feet of S. Royal Brougham Way; 160 feet in the area located more than 240 feet north of S. Royal Brougham Way.
FAR	3.0 FAR; with exemption for 75,000 square feet of specified street-level uses.	5.0 FAR; with exemption for specified street-level uses
Applicable Development Standards	Existing IC and Stadium Transition Overlay standards apply.	Substitute development standards would apply to address increased bulk and density allowed. Standards would apply to façade design, screening of parking and bulk controls.

# CHINATOWN/INTERNATIONAL DISTRICT

Amendments are recommended to the International District Mixed (IDM) zone in the area of Chinatown/I.D. located generally south of S. Main Street, east of 4th Avenue S. and west of Interstate 5.

## CHINATOWN/INTERNATIONAL DISTRICT NEIGHBORHOOD AND SPECIAL REVIEW DISTRICT (ISR D)

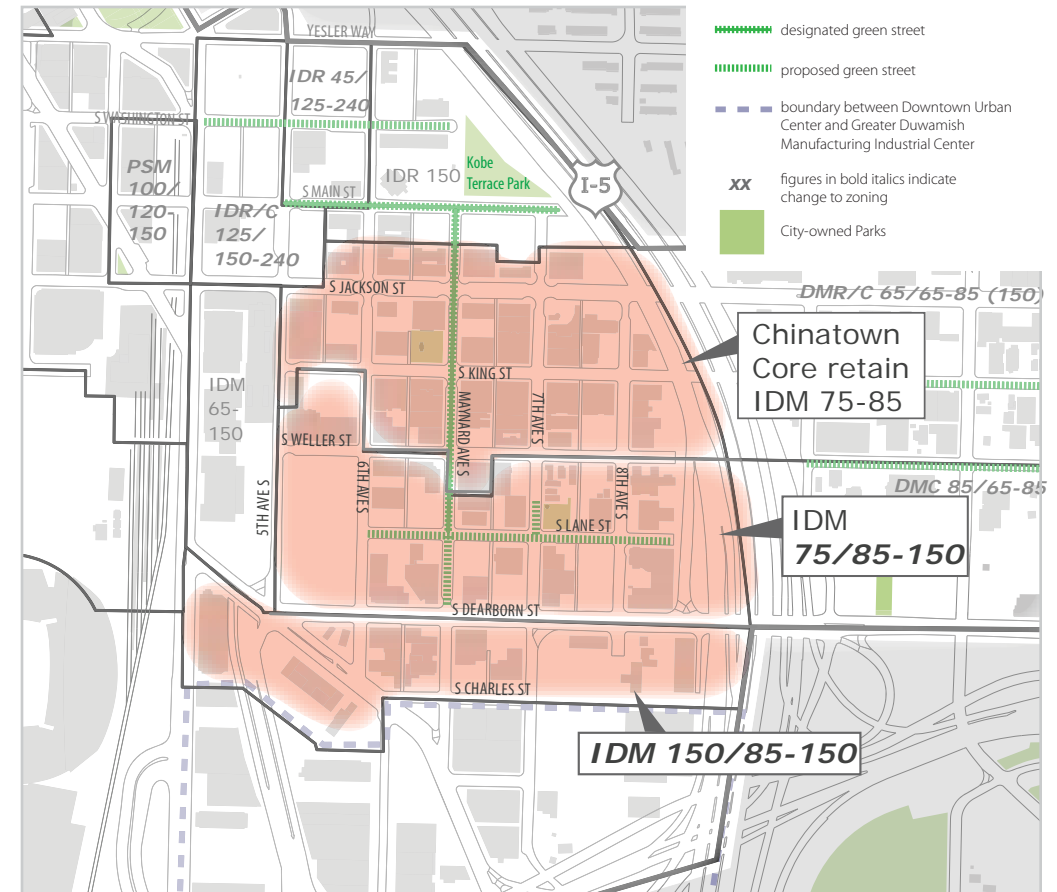
The Chinatown/I.D. neighborhood is a unique historic and cultural treasure. The Chinatown/I.D. Strategic Plan (neighborhood plan, June 1998) describes the district as follows: “We are a community characterized by a sizable elderly population, significant low-income households, and a large number of affordable housing units. We are primarily small businesses as well as social service and community development organizations. We are a delicate social connection for many elderly. We are a regional hub for Asian-Pacific American commerce and culture.”

The neighborhood plan identifies many challenges and assets: anticipated increases in population and housing costs, the impacts of nearby sports stadiums, public safety concerns, and small business and cultural vitality.

Goals from the Neighborhood Plan Chapter of the Comprehensive Plan for Chinatown/I.D. include:

- Thriving businesses, organizations, and cultural institutions;
- A neighborhood with diverse and affordable housing;
- Rehabilitation of substandard and vacant buildings;
- Create safe and dynamic public spaces;
- An accessible neighborhood, with access within and to the neighborhood, for all transportation modes, while encouraging less dependence on cars and greater use of transit, bikes and walking; and
- Seek to reduce auto congestion at key intersections.

Recent City and community investments provide important amenities for future residents. These include the acquisition of a one-quarter block parcel to expand Hing Hay Park, and the recent construction of the Chinatown/International District Community Center and library near the intersection of S. Dearborn Street and 8th Avenue S.



The City is also moving forward on programs to facilitate cleaner, safer alleys in Chinatown/I.D., and allow more liberal use of sidewalks by merchant vendors.



## South of South Dearborn Street

An area immediately south of S. Dearborn Street lies within the Chinatown-International District Urban Center Village within the Downtown Urban Center. The area was not a focus of the neighborhood plan, but has received considerable interest and attention from the community in recent years. Current zoning in this area allows large commercial uses and significant amounts of parking. The area south of S. Dearborn Street features a diverse mix of uses and buildings, including:

- A portion of the City's Charles Street Yards (light industrial, City operations);
- The Pang Warehouse site (vacant);
- The Old Popich Sign Company Building (office and art gallery);
- The Salvation Army-William Booth Center (housing);
- The Old Pacific Fish warehouse/Wan Hua (offices);
- The Crescent Manufacturing Company/RDA Building (offices);
- A gas station and convenience store; and
- The former Federal Immigration Services Building (INS Building), listed on the National Register of Historic Places (vacant)

The South Dearborn area, and the industrially-zoned area immediately to the south, were the subject of a comprehensive transportation analysis in 2007. In general, the area's north-south avenues have experienced a drop in

freight traffic. Reduced truck volumes are due to changes in industrial land uses and SR 519 improvements that provide more direct access to I-5 and I-90. Airport Way S. continues to see significant traffic volumes. Larger trucks travel north-south along 7th Avenue S. between S. Dearborn Street and Airport Way S. Similarly, many trucks travel along the eastern portion of S. Dearborn Street between Airport Way S., Interstate 5, and Rainier Avenue S.

## EXISTING LAND USE CONTEXT

### Special Review District

Similar to Pioneer Square, the Chinatown/International District is a Special Review District that encompasses a broad geographic area (see map). The International Special Review District (ISRD) was established in 1973 to preserve and perpetuate the cultural, economic and historic qualities of the area, particularly the features derived from its Asian heritage. Changes to property in the District, including a change of use or a proposal to alter the exterior appearance of any structure, public right-of-way, or public space within the District must first receive a Certificate of Approval from the Department of Neighborhoods Director, who administers Special Review Districts. Applications for Certificates of Approval are reviewed by a seven member volunteer Board, five of whom are elected by the community and two of whom are appointed by the Mayor. Board members review applications to ensure that proposals are consistent with the District Ordinance (SMC 23.66) and compatible with the ISRD Design Guidelines.



## National Register District

The Seattle Chinatown National Register Historic District is a sub-district located within the ISRD. As in Pioneer Square, alterations to features that contribute to the National Register District are reviewed by the Board for consistency with the Secretary of the Interior’s Standards must also adhere to the Seattle Land Use Code and ISRD Design Guidelines. Forty-four buildings within the Chinatown/International District are identified as “primary” or “secondary” structures contributing to the National Register district. Those properties are eligible to apply for benefits including Historic Rehabilitation Tax Credits and donation of a conservation easement.

Objectives of ISRD zoning is to:

- Maintain and protect the International District as an Asian cultural, retail and residential center;
- Allow flexibility and discretion in land use control;
- Protect and promote small businesses;
- Encourage the development of housing;
- Encourage the rehabilitation of existing buildings; and
- Encourage new development that is compatible in scale and character with existing buildings.

## IDM Zone

The Land Use Code provisions for International District Mixed (IDM) zones regulate property use and development in the core of the Chinatown/I.D. in several ways: by identifying permitted and prohibited uses, requiring pedestrian-orientation at street-level, setting maximum height limits, among others.

## IDR Zones

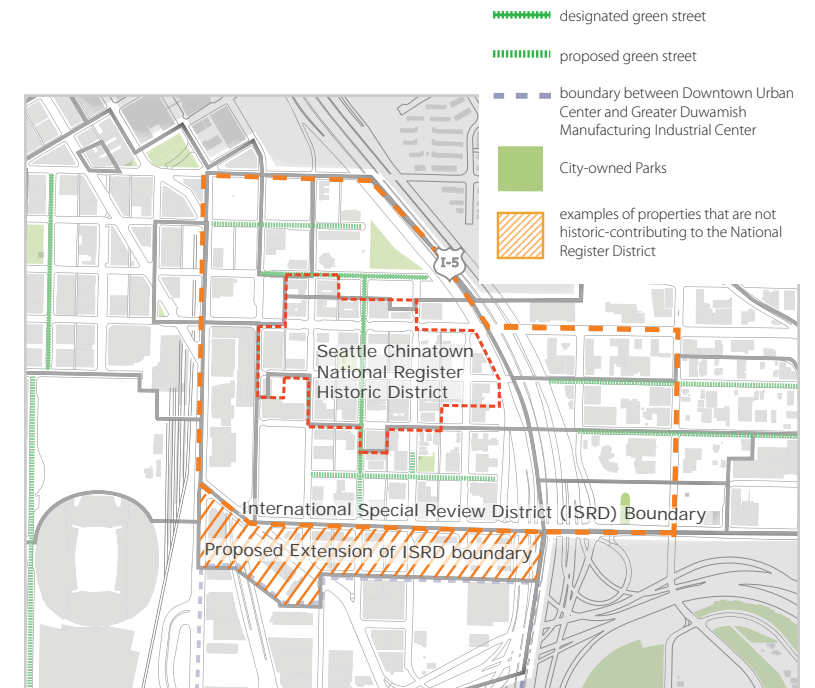
The Land Use Code provisions for International District Residential (IDR) zones regulate properties in the Japan-town area of Chinatown/I.D., as discussed in the Japan-town Chapter of this report.

## Asian Design Character District and Retail Core

Specific design standards and use criteria have been enacted in the Land Use Code for a sub-area of the ISRD (see map at right). Within the Asian Design Character District, the Code identifies architectural characteristics intended to “strengthen and preserve the existing Asian architectural character of the Design District.” This sub-area is also the boundary for the “Retail Core,” where pedestrian-oriented retail uses are required at street level with a mix of residential and commercial uses above the street level. The Special Review District Board evaluates development applications against these design standards and street-level use standards.

## Commercial 2 (C2) Zone

Zoning in the area south of S. Dearborn Street is C2, a zone generally characterized by larger auto-oriented commercial establishments such as manufacturing or warehouse uses. Residential uses are allowed only through conditional use approval. These are the only C2 zoned blocks within the Downtown Urban Center.



## OBJECTIVES FOR FUTURE LAND USE

Planning objectives for the Chinatown/International District and strategies to meet these objectives are described below:

1. Preserve historic and cultural resources and encourage revitalization of historic buildings
  - Retaining existing development capacity within the National Register Historic District while expanding capacity elsewhere in South Downtown will help to reduce redevelopment pressure on historic buildings and ensure a complementary scale of development on adjacent properties.
  - The South Downtown Historic Transfer of Development Rights (TDR) and Transfer of Development Potential (TDP) programs will encourage preservation of historic buildings and direct resources toward their rehabilitation. (See page 86 for a description of these programs.)
  - An on-site historic bonus could apply in limited circumstances when a new development is located on the same lot as a historic-contributing structure within IDM and IDR zones.
2. Protect existing affordable housing and plan for future affordable units.
  - The incentive zoning program will help to produce affordable workforce housing throughout South Downtown.
  - The Housing TDR program will allow available floor area from sending sites in South Downtown to be calculated in a manner more similar to other downtown zones (see page 89).
  - The highest recommended heights of 240 feet in Chinatown/I.D. will not apply to areas where affordable housing exists. This will help to minimize redevelopment pressure on those sites.
3. Provide opportunities for the development of a dense residential mixed-use community south of the neighborhood core, and provide a transition from the core of the Chinatown/I.D. to non-residential employment uses located south of S. Dearborn Street.
  - Proposals would increase the maximum height limit to 150 feet for residential uses south of the Chinatown/I.D. core area.
  - Proposed development standards in the 150 foot zoned areas are intended to ensure a scale of development consistent with the residential/mixed use neighborhood.
4. Enhance the pedestrian environment.
  - Continue to require pedestrian-oriented street level uses in the retail core.
  - Designate certain streets outside the retail core as “pedestrian” to ensure a pedestrian-oriented street.
  - A greater diversity of street level uses outside the retail core, including ground-level residential units or ground-level retail would be allowed.
5. Provide open space to support increased density and integration with surrounding neighborhood areas.
  - Establish open space TDR and TDP programs in South Downtown as a method to gain extra floor area. Provide the option of creating neighborhood open space amenities within South Downtown as a method to gain extra residential floor area.
  - Designate certain streets as “green streets” to encourage the development of informal open spaces over time.

### PROPOSED ZONING IN THE CHINATOWN/I.D. CORE

#### Retain existing IDM 75-85 zoning

The Seattle Chinatown National Register Historic District is a compact area with a concentration of historic and cultural resources. The forty-four properties that are identified as being “primary” and “secondary” contributing to the National Register District are located within an approximate nine-block area.

The Livable South Downtown EIS concluded that allowing additional height in this area could negatively impact historic resources for two reasons:

- Height over 100 feet would be incompatible with the lower height of historic buildings in this area; and
- Significant increases in zoned height could result in economic pressure to demolish and replace existing historic buildings, particularly those in need of substantial rehabilitation.

Encouraging the rehabilitation of existing structures is one of the primary goals and objectives of the ISRD. As such, demolition of contributing properties within the district boundaries is strongly discouraged. Demolition of structures within the ISRD requires a Certificate of Approval from the City. Factors considered when reviewing a request for demolition include the economic, social and physical consequences and benefits of the requested demolition, as well as any alternatives to demolition that may exist.



A common reason to request demolition is the cost involved in renovation. At least eight historic buildings are partially vacant and/or in need of substantial repairs, including seismic retrofit. These buildings are most vulnerable to economic pressure to demolish. A separate City effort is under way to work with owners of the most vulnerable historic buildings to encourage or require seismic retrofit and repair.

In order to encourage preservation of existing historic buildings and affordable housing in this area, several programs are recommended. Lots that contain structures that contribute to the historic or cultural character of the district as determined by Department of Neighborhoods Director after consultation with the International Special Review District Board will be candidates for participation in either the South Downtown Historic TDR program (commercial development capacity) or the South Downtown TDP program (residential development capacity). Under proposed

changes to the TDR program commercial floor area equal to 3 FAR may be transferred. A total of 6 FAR of all types of TDR and TDP may be transferred from any lot. These programs do not depend upon additional zoned height in this area.

Other IDM zoning requirements within this area include:

- Buildings allowed up to 85 feet in height if at least 50 percent of the gross floor area, excluding parking, is in residential use. Other buildings are limited to 75 feet in height;
- Commercial uses limited to 3 FAR (see glossary on page 106 to better understand these concepts), except that hotels are allowed up to 6 FAR; and
- Residential uses are not subject to floor area limits, consistent with the IDM zone emphasis on housing above ground floor commercial uses.

# Chinatown/International District Historic Core

Children's Park depicted

Historic TDR/TDP will allow transfer of development capacity to encourage renovation and upgrades of historic buildings

Retain incentives for residential use

Retain boundaries and requirements of the National Register Historic District, Asian Design Character District, Retail Core District, and ID Special Review District



S. Lane Green Street

Maynard Green Street

Require street-level pedestrian uses and amenities

Hing-Hay park expansion depicted

Retain 85' height limit in scale with existing historic buildings

This depiction is presented for illustration purposes only. White structures depict existing buildings



### Proposed Zoning in Chinatown/I.D. South of S. Weller Street: IDM 75/85-150

The intent of the recommended IDM 75/85-150 zone is to accommodate residential/mixed-use density in this underdeveloped area south of the historic ID core. The South Downtown Advisory Group and the Vision 2030 recommendations (described in the introduction to this report) identified this area as appropriate for higher residential density with pedestrian-oriented design and amenities at street level. Economic analysis conducted in 2006 determined that new development to heights of 150 feet or greater would be feasible in this area. Increased density in the southern portion of Chinatown/I.D. will infuse the neighborhood with a round-the-clock residential presence to balance nearby regional services and provide for enhanced public safety through additional “eyes on the street.”

Proposals applicable to this area include:

- Rezone the area zoned International District Mixed (IDM) 75-85 to International District Mixed (IDM) 75/85-150.
- Retain the existing boundaries for the ISRD, Asian Design Character District, and retail core.
- Retain a base height limit of 75 feet for commercial uses and 85 feet for residential uses; allow hotels at any height within applicable floor area (FAR) limits.
- Allow building heights greater than 75 feet if 50% of the gross floor area of the building, excluding parking, is in residential use.

Upper Level Setbacks:

- South of S. Weller Street: average upper level setback of 15 feet above 45 feet in height for buildings taller than 85 feet.
- North of S. Weller Street and west of 6<sup>th</sup> Avenue S.: average upper-level setback of 15 feet above 85 feet in height.
- Green Streets: a continuous upper-level setback of 20 feet above 45 feet in height.

Façade Modulation:

- Structures taller than 85 feet: for any façade longer than 110 feet, a portion of the façade must set back a minimum depth of 15 feet for a minimum length of 30 feet above 45 feet.



# Chinatown/International District: South of S. Weller Street Area and South of Dearborn Blocks

Allow a maximum of 150' in height south of the Chinatown/International District historic core area



This depiction is presented for illustration purposes only. White structures depict existing buildings.





## Proposed Zoning South of S. Dearborn Street: IDM 150/85-150

The area south of S. Dearborn Street is a transition area from central Chinatown neighborhoods to the industrial former tidelands to the south. A description of these blocks is found on page 46 of this report. Proposed zoning will allow the area to continue to function as a transition between residential/mixed use areas to the north and commercial/industrial areas to the south. Future development would focus pedestrian travel along Maynard Avenue S. toward the Stadium Light Rail Station while allowing continued truck and vehicle access. Proposed actions for this area are:

- Extend the ISRD to this area.
- Rezone from Commercial 2/85 to International District Mixed 150/85-150
- Retain a base height of 85 feet for residential uses; commercial uses are provided more flexibility and are regulated through FAR.
- Establish a base floor area for commercial uses of 3 FAR and a maximum of 6 FAR through incentive zoning.
- Allow unlimited residential density up to 150 feet in height through incentive zoning.
- Designate Maynard Avenue S. as a Class II pedestrian street to require transparency (windows) and landscaping, and limit blank façades.
- Incorporate upper level setbacks and façade modulation to help ensure compatibility with the surrounding neighborhood, access to light and air, and interest in and diversity in upper level building design, as follows:

## Upper Level Setbacks and Modulation

- For any façade longer than 110 feet, a portion of the façade must set back a minimum depth of 10 feet for a minimum length of 30 feet above 65 feet.
- Along Maynard Avenue S.: average upper level setback of 15 feet above 45 feet in height for buildings taller than 85 feet.





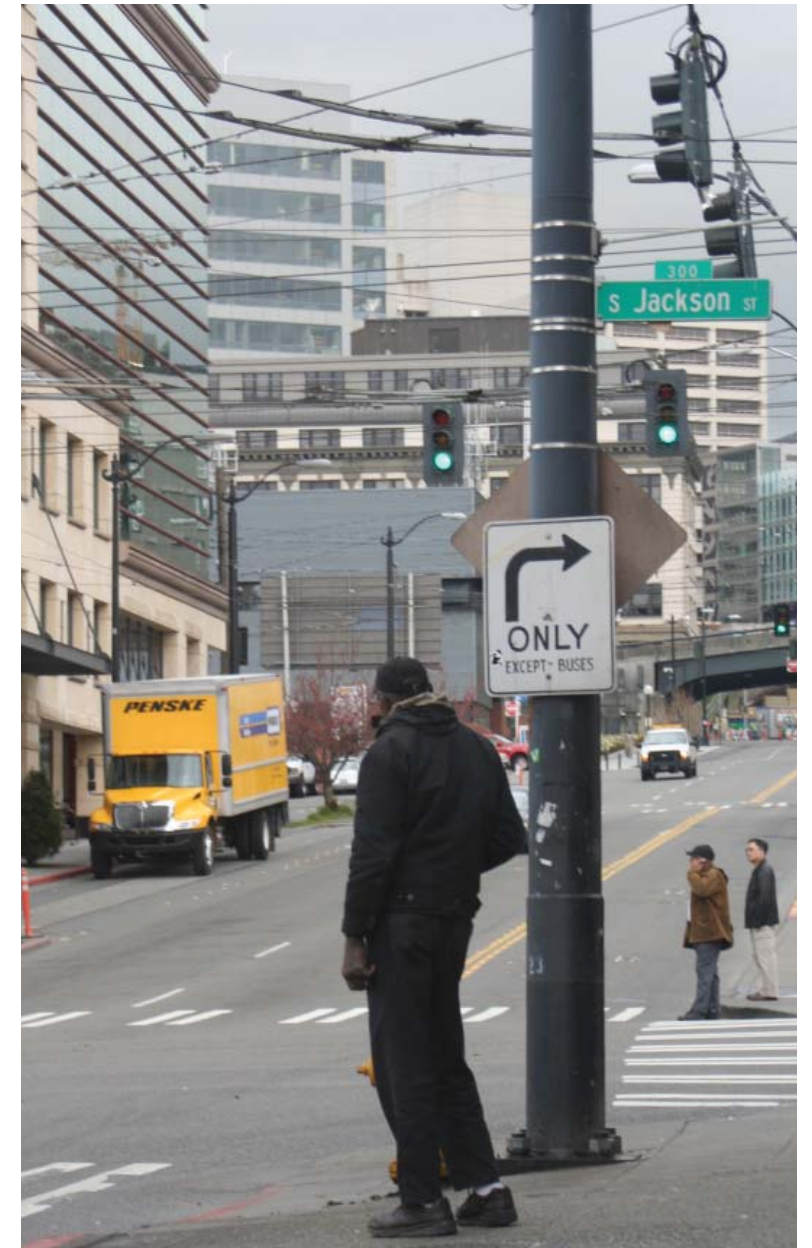
## The Pedestrian-Orientation of Streets Outside the Core

Within the ISRD, street-level uses and building designs are regulated through a combination of provisions that apply in the underlying Downtown zone and provisions that apply specifically to the ISRD.

Within the central retail core/Asian Character District identified on Map B for 23.66.326 (see page 36), street-level use requirements and design standards are intended to create a pedestrian-oriented retail district.

The ISRD Board expressed interest in regulations that will help to ensure that future buildings will:

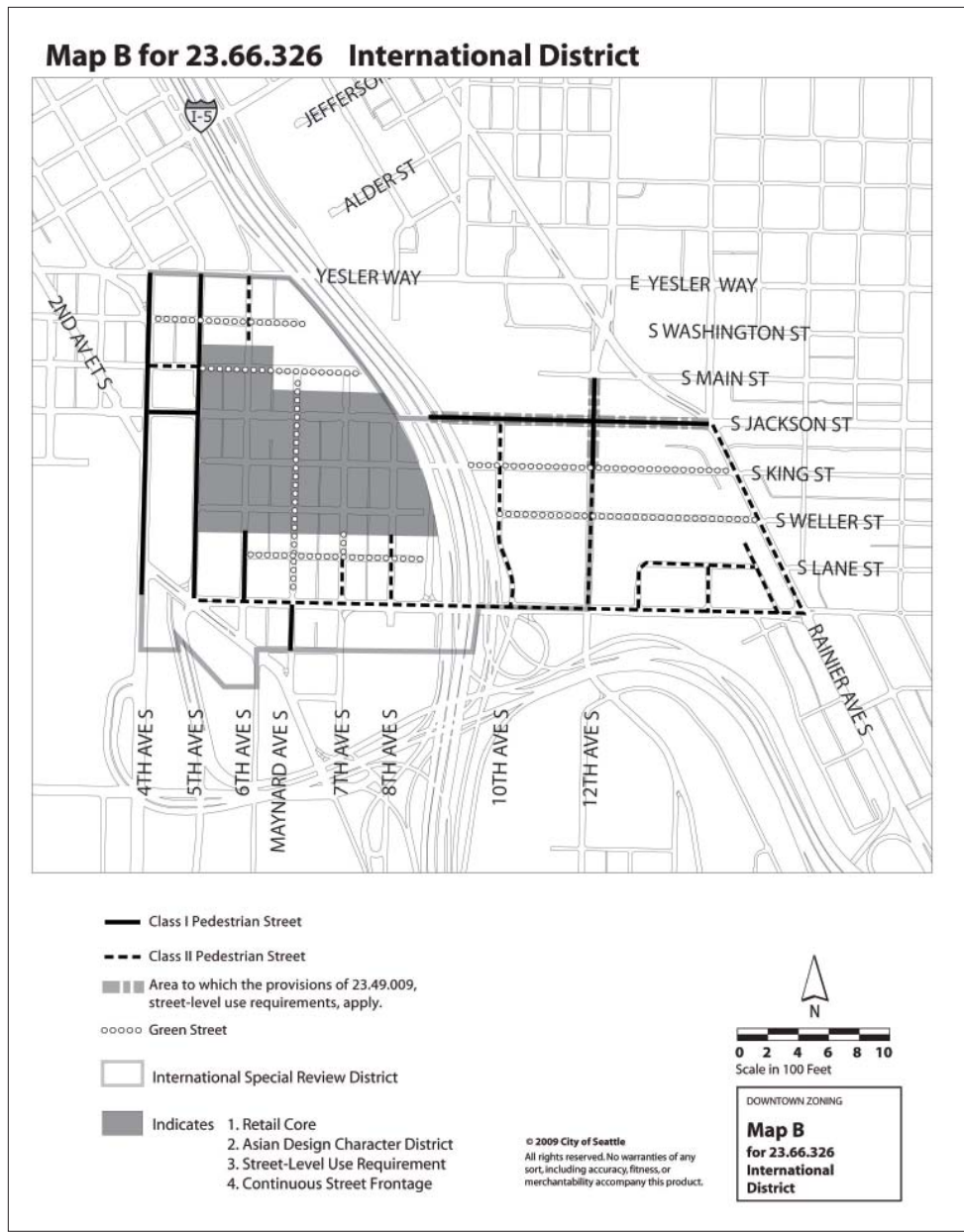
- Provide visual interest at street level;
- Contribute to a continuous pedestrian street-frontage within the district;
- Integrate with surrounding pedestrian networks;
- Ensure that parking within buildings does not disrupt the pedestrian environment;
- Integrate landscaping and street trees; and
- Avoid creating areas that are isolated and encourage legitimate pedestrian activity at many hours of the day.



After community review and taking into account community concerns, the following recommendations are proposed:

## Designate Pedestrian Streets

Outside the ISRD core, certain streets are recommended to be identified as “Class I Pedestrian” or “Class II Pedestrian” as identified on Map B for the ISRD. Development along streets with a pedestrian designation are subject to design and use standards that help create a pedestrian-oriented street front. The following sections of the Land Use Code are recommended to apply to pedestrian-designated streets in the International District:



Code Section	Regulates:
23.49.019.B	<ul style="list-style-type: none"> <li>▪ Parking Location within Structures</li> <li>▪ Parking at street level is not allowed on Class I pedestrian streets and green streets. Standards regulating upper-level parking within structures apply to all buildings.</li> </ul>
23.49.019. H	<ul style="list-style-type: none"> <li>▪ Access to Parking</li> <li>▪ Access to parking is discouraged on Class I pedestrian streets and green streets.</li> </ul>
23.49.162.C	<ul style="list-style-type: none"> <li>▪ Transparency required</li> <li>▪ Defined as “clear or lightly tinted glass in windows, doors, and display windows...that allow views into the structure from the outside,” transparency is required along pedestrian-designated street frontages.</li> </ul>
23.49.162.D	<ul style="list-style-type: none"> <li>▪ Blank facades limits</li> <li>▪ Any portion of a façade that is not transparent is considered to be a blank façade. The length of walls not enhanced by “architectural detailing, artwork, landscaping, or similar features that have visual interest” is limited on pedestrian-designated streets.</li> </ul>
23.49.162.F	<ul style="list-style-type: none"> <li>▪ Landscaping</li> <li>▪ Street trees and landscaping in the right-of-way is required on all streets.</li> </ul>
23.66.326	<ul style="list-style-type: none"> <li>▪ Street-level uses</li> <li>▪ Within the retail core, small-scale pedestrian-oriented retail businesses are identified as preferred uses. Outside the retail core, a wider variety of uses are permitted at street level. It is recommended that street-level retail uses be required along 25% of the street frontage of commercial-only buildings outside the retail core north of S. Dearborn Street, subject to review by the ISRD Board.</li> </ul>

## Regulating Signs

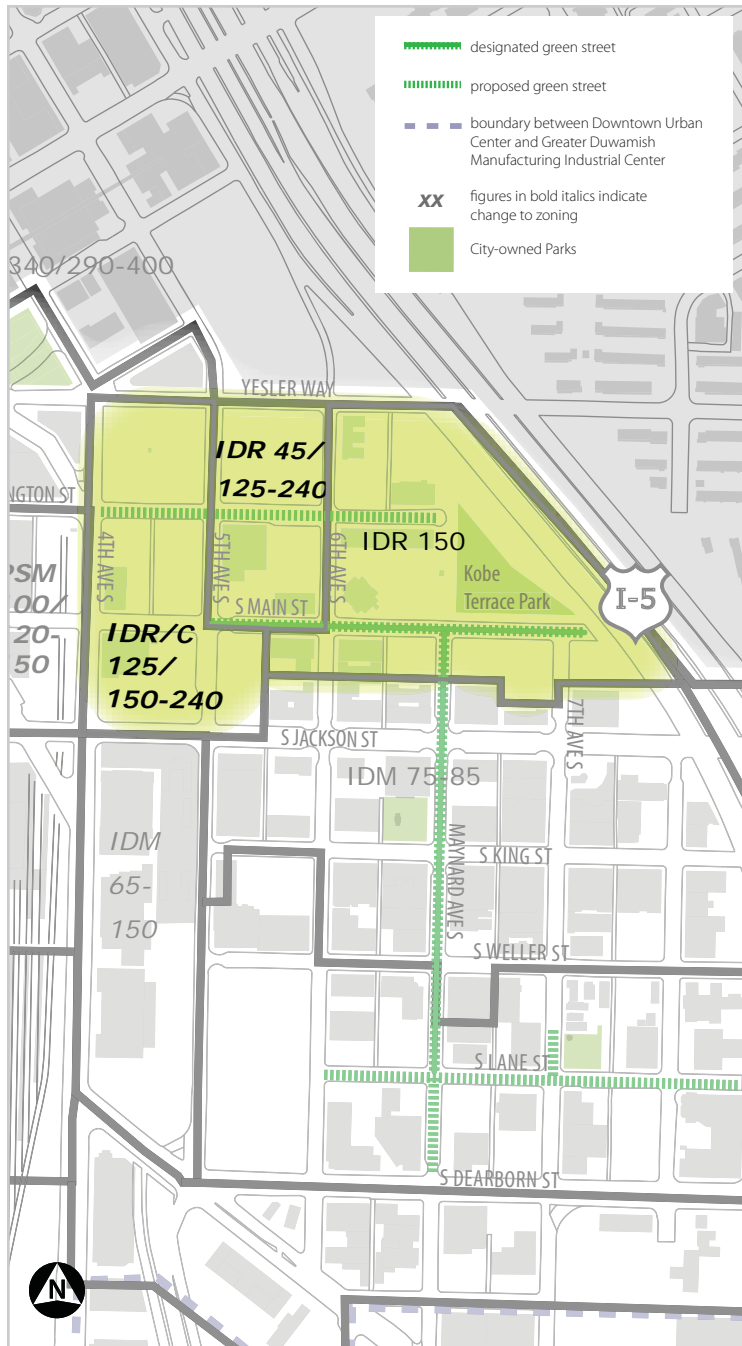
The ISRD Board is responsible for reviewing applications for sign permits within the ISRD. Members of the board recently requested amendments to existing code provisions for business identification signs. Currently, Land Use Code Section 23.66.338 identifies permitted size and placement of signs. Comments from the board and from members of the community indicate that the current regulations are difficult to interpret. Amendments will replace a lengthy table identifying permitted sign size with provisions that are similar to those in Pioneer Square. The recommended regulations would identify the basis of review by the Board in a manner that would better relate to the goals and objectives of the ISRD. This method of review will provide greater flexibility to allow for many kinds of signs as long as they are visually compatible with the International District.

## Onsite Historic Bonus in IDM/IDR Zones

In circumstances where a historic-contributing structure is located on the same lot as a new construction project, a historic bonus may be used within IDM and IDR zones. The bonus is calculated as equivalent of the rehabilitated floor area of the historic-contributing structure, and may be applied to the non-affordable housing incentive zoning obligation in new projects. See page 83.

## Summary of Proposed Base and Maximum Height Limits and Floor Area Ratios (FAR)

Zone	Base Height and FAR Limits	Maximum Height and FAR Limits
IDM 75-85	75 feet 3 FAR commercial uses, except hotels 6 FAR hotels Residential uses not subject to an FAR limit.	<b>Non-residential uses:</b> 75 feet 3 FAR commercial uses, except hotels 6 FAR hotels <b>Residential uses:</b> 85 feet; mixed-use building must include at least 50% residential uses. Residential uses not subject to an FAR limit.
IDM 75/85-150	75 feet 3 FAR commercial uses, except hotels 6 FAR hotels <b>Residential uses:</b> Residential uses not subject to an FAR limit.	150 feet 3 FAR commercial uses, except hotels 6 FAR hotels Residential use not subject to an FAR limit. For buildings that exceed 75 feet: at least 50% of the floor area must be in residential use, and building must gain extra floor area through incentive zoning Hotel uses are allowed up to 150' in height. However 50% of the building must be in residential use.
IDM 150/85-150	<b>Commercial uses:</b> 3 FAR non-residential (commercial) at 150 feet <b>Residential uses:</b> 85 feet Residential uses not subject to an FAR limit.	150 feet for all uses 6 FAR commercial uses Residential use not subject to an FAR limit Maximum height and FAR are an option for projects that participate in the incentive zoning



# JAPANTOWN

*From early in Seattle’s history, the area around the intersection of Sixth Avenue and Main Street has been regarded as Seattle’s Nihonmachi (Japantown).*

A cluster of historic buildings, including the Panama Hotel, is located in this area at the northern edge of the Seattle Chinatown National Register Historic District. Topographically, the Japantown area is relatively flat between 4th and 5th Avenue, climbing upward toward Interstate 5. Perched at the top of the hill, Kobe Terrace Park and Danny Woo Gardens offer generous views of the city, Elliott Bay, and the Olympic Mountains to the west and south. While they provide views, the steep slopes of this area hinder pedestrian travel.

The combination of real estate markets, zoning restrictions and topographical challenges have resulted in low levels of development in Japantown over the past half century. Several properties remain in surface parking lot use, primarily serving commuter parking needs. Within the past decade, two senior housing projects, one apartment-turned-condominium development and construction of the City’s Emergency Operation Center/Fire Station #10 have begun to fill available properties, generally in wood-frame buildings less than 85 feet in height. The close proximity to Downtown and transit hubs in South Downtown makes this an attractive area for accommodating future growth.

Seattle’s Comprehensive Plan describes the International District Residential (IDR) zone and International Special Review District as follows:

*“Areas of the International Special Review District identified for development as a predominantly residential neighborhood in conformance with the Downtown Urban Center Goals. The IDR land use district is intended to:*

- *maintain areas primarily for residential use;*
- *allow other uses compatible with housing, with the general intent that they reinforce and do not detract from the primary residential function of the area; and*
- *recognize and promote the area’s unique social and urban design character through the IDR designation and the regulations of the International Special Review District.”*

Consistent with the overall Livable South Downtown strategy of emphasizing dense housing near core neighborhood areas, land use recommendations support the continued development of a residentially-focused, mixed use neighborhood in the Japantown area. Recommended zoning includes three IDR zone designations that emphasize increased residential density in a diversity of building types.

Other recommended amendments to the Land Use Code establish incentives for affordable housing and neighborhood amenities. Active ground-level uses in the IDR zone, in combination with a greater residential presence and streetscape improvements, will help to make this area safer and more walkable for pedestrians, and provide a stronger sense of neighborhood character.

## OBJECTIVES FOR FUTURE LAND USE

1. Maximize housing opportunities adjacent to Downtown employment centers, Chinatown/International District retail businesses, and regional transit services.
2. Enhance neighborhood livability by transforming the street network into a series of well-designed public spaces that serve pedestrians in addition to automobiles.
3. Add life and activity to public spaces by providing active uses on street-facing lower floors.
4. Ensure adequate access to light and air and preserve views from Kobe Terrace Park and the Danny Woo Community Garden through height and bulk limits that encourage carefully spaced towers.

## DESCRIPTION OF PROPOSED ZONING

### The Proposed IDR 150 Zone

Amendments to the IDR zone are intended to shape new buildings to preserve views southward from Kobe Terrace Park, and encourage redevelopment of several area parcels to residential use. Features of recommended zoning in this area include:



- Retaining existing density limits. Commercial uses would be limited to 1 FAR. Residential uses would not be subject to a density limit.
- Modifying bulk controls of the existing International District Residential (IDR 150 feet) zone adjacent to Kobe Terrace Park to allow more design flexibility for development of upper floors, but with additional provisions for setbacks to help preserve views.
- Requiring upper-level setbacks on S. Main Street and a greenstreet on Maynard Avenue S. to preserve views from Kobe Terrace Park. A 15 foot setback is recommended above 45 feet, structures greater than 65 feet in height.
- Eliminating minimum lot size in order for structures to be built above 125 feet in height while simplifying development standards to allow buildings to be more efficiently constructed to 150 feet.
- ISRD Board review would continue to inform building design and use, with DON Director approval after Board recommendation required for future development.
- Continue to allow departures from certain development through optional participation in the City's Design Review process (current standard).

# Japantown

All new development above base allowable height and density must meet affordable housing bonus requirement

Ensure light and air access and protect views from Kobe Terrace Park and Danny Woo Garden

In IDR zones, limit coverage of lot area for upper stories

In IDR/C zone only residential uses allowed above 125' up to 240' Unlimited residential density subject to bulk controls

Encourage green roofs and other low impact development technologies

Designate S. Washington St. as Green Street with "park-like" street edges created as part of new development

Require parking to be underground with access from alley, where possible

Note: Tall buildings will be predominantly residential on upper floors. Greater flexibility for taller commercial buildings in the IDR/C zone as compared to the IDR zone.

In IDR zones, buildings with a taller base must have a slimmer tower



In IDR zones, require 60' separation of buildings taller than 120'

In IDR zones, limit maximum width of building stories above 85' high

On Main Street between 5th & 6th Avenues, require retail uses on ground floor

Retain special review district parking location and screening standards

Along east/west and Green Streets require 16' building setbacks at 65' height

Encourage hillside terraces as part of new development to assist people ascending steep slopes

Require buildings to be modulated and set back in a manner that supports pedestrian-oriented streetscape character

Designate S. Main St as Green Street

This depiction is presented for illustration purposes only. White structures depict existing buildings **MAKERS**

## The Proposed IDR 45/125-240 Zone and IDR/C 125/150-240 Zone

In addition to the IDR 150 zone, two additional IDR zones are recommended:

- International District Residential/Commercial (IDR/C) 125/150-240; and
- International District Residential (IDR) 45/125-240.

The IDR/C zone provides flexibility in the location of commercial uses, which will support better design of mixed-use buildings. In addition, upper level setback requirements are recommended to be amended in order to help ensure feasibility of development on small and large sites.

Both zone designations are intended to allow a range of uses while emphasizing a dense residential population. The allowable density of uses at various heights is a key distinction between these two zones. Both zones allow for residential buildings up to 240 feet in height with provisions for appropriate massing and shaping of towers. An important objective of zoning in this area is the development of a green street network that complements the anticipated residential population, and the expansion of pedestrian-oriented uses in specific locations.

## Commercial Uses

Consistent with existing zoning, residential uses would be emphasized toward the top of Japantown hill, while commercial uses are encouraged along 4th and 5th Avenues South.

- In the IDR 45/125-240 zone, the base commercial floor area limit is recommended to remain at 1 FAR, and maximum commercial density is recommended to be 2 FAR if at least 50% of the building is in residential use. The proposed maximum height limit for commercial use is 45 feet.
- In the IDR/C 125/150-240 zone, the limit on commercial floor area is recommended to be 3 FAR, or 6 FAR for hotels consistent with existing zoning. The maximum height limit for commercial use of 125 feet. No bonus floor area for commercial use is recommended.



## Residential Uses

In both zones, upper levels of structures are intended to accommodate only residential uses.

- In the IDR 45/125-240 zone, only residential uses would be allowed above the maximum height limit of 45 feet for commercial uses. However, above 125 feet residential floor area would be permitted only through participation in incentive zoning (Incentive zoning provisions are described beginning on page 80 of this report).
- In the IDR/C 125/150-240 zone, only residential uses would be allowed above the maximum height limit of 125 feet for commercial uses. However, above 150 feet, residential floor area would be permitted only through participation in incentive zoning.



*Seventh and Washington, 1925*

## Development Standards

Proposed IDR zoning does not contemplate that every parcel would be eligible for the 240 foot maximum height limit. Rather, a diversity of building types and heights are anticipated in the Japantown area, depending upon site conditions.

Buildings over 150 feet in height are recommended to be allowed only on lots at least 21,000 square feet in size in order to ensure an appropriate massing of towers in proportion to the lot and to surrounding lots. This standard, in combination with the development standards identified in the chart on this page, will help to ensure access to light and air throughout the neighborhood. Development on smaller lots will likely feature wood-frame construction up to 85 feet in height. Wood frame construction for buildings with smaller floor sizes is efficient and relatively less costly to the developer.

Development standards are recommended to help ensure buildings that provide an appropriate scale. Proposed standards include:

- A minimum lot size of 21,000 square feet for any structure exceeding 150 feet;
- Required façade modulation to provide interest and diversity in the appearance of buildings;
- A Maximum Tower Width. For residential floors above 150 feet: maximum permitted façade width would be 100 feet in the north-south direction, for portions of buildings above 85 feet in height; and
- Upper level coverage limits are recommended as shown in the following chart:

### For structures 150 feet or Less in Height

Height of portion of structure (in feet)	Percent of lot coverage permitted	
	Floors with residential uses as the predominant use	Floors with non-residential or live-work uses as the predominant use
0 – 65	No limit	No limit
66 – 125	75%	No limit
125 – 150	65%	NA

### Coverage Limits for Floors in Predominantly Nonresidential Use above 45 feet in Height for Structures exceeding 150 in Height

Height of portion of structure (in feet)	Percent of lot coverage permitted
0-45	No limit
46– 125	For floors with nonresidential uses as the predominant use: no limit For floors with a majority of floor area in residential use: 35% of lot area, or an average gross floor area of 9,000 square feet for stories with floor heights between 46 feet and 125 feet, whichever is greater.
126 – 240	35% of lot area or an average gross floor area per story of 9,000 square feet, whichever is greater.

### Coverage Limits for Floors in Predominantly Residential Use above 45 feet in Height for Structures exceeding 150 in Height

Height of portion of structure (in feet)	Percent of lot coverage permitted
0 – 45	No limit
46 – 85	75%
86 – 240	35% of lot area, or an average gross floor area of 9,000 square feet per story, whichever is greater.

International Special Review District Board review would continue to inform building design and use, with DON Director approval after Board recommendations required for future development. As in all Downtown zones, departures from certain development standards may be considered through optional participation in the City’s Design Review process.



## Setbacks

For building taller than 65 feet the following setback requirements are recommended:

- **Green Streets in IDR.** A continuous setback of 15 feet along the green street property line for all portions of the structure above 45 feet in height. This setback would not be required for a structure 65 feet or lower.
- **Green Streets in IDR/C.** For lots abutting a designated green street in the IDR/C zone, a minimum setback of 6 feet at street level along the green street property line. A setback of 16 feet would be required from the required street lot line for all portions of a structure above a height of 65 feet.
- **Abutting lots.** A continuous upper-level setback of 15 feet from a side lot line that is not a street lot line for all portions of a structure above a height of 65 feet.



Japantown - intersection of 5th Ave S and S Jackson St - eye-level view



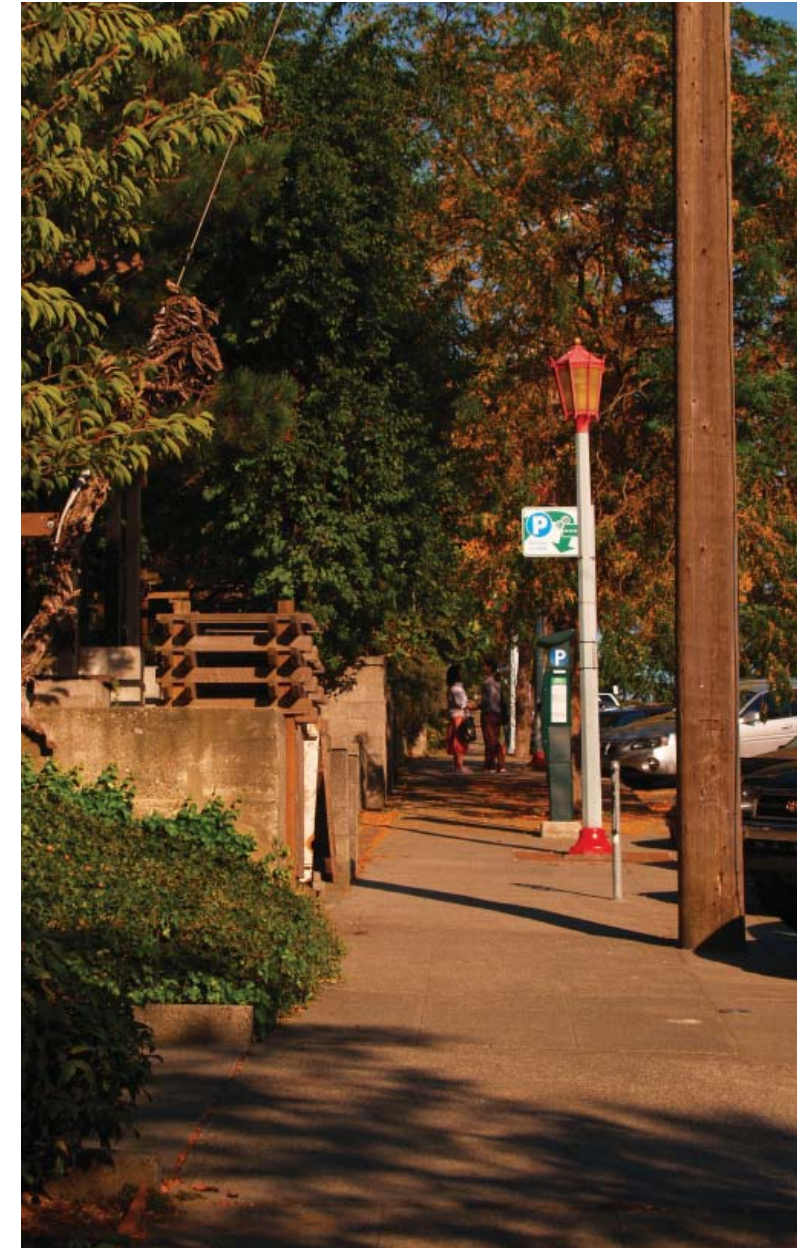
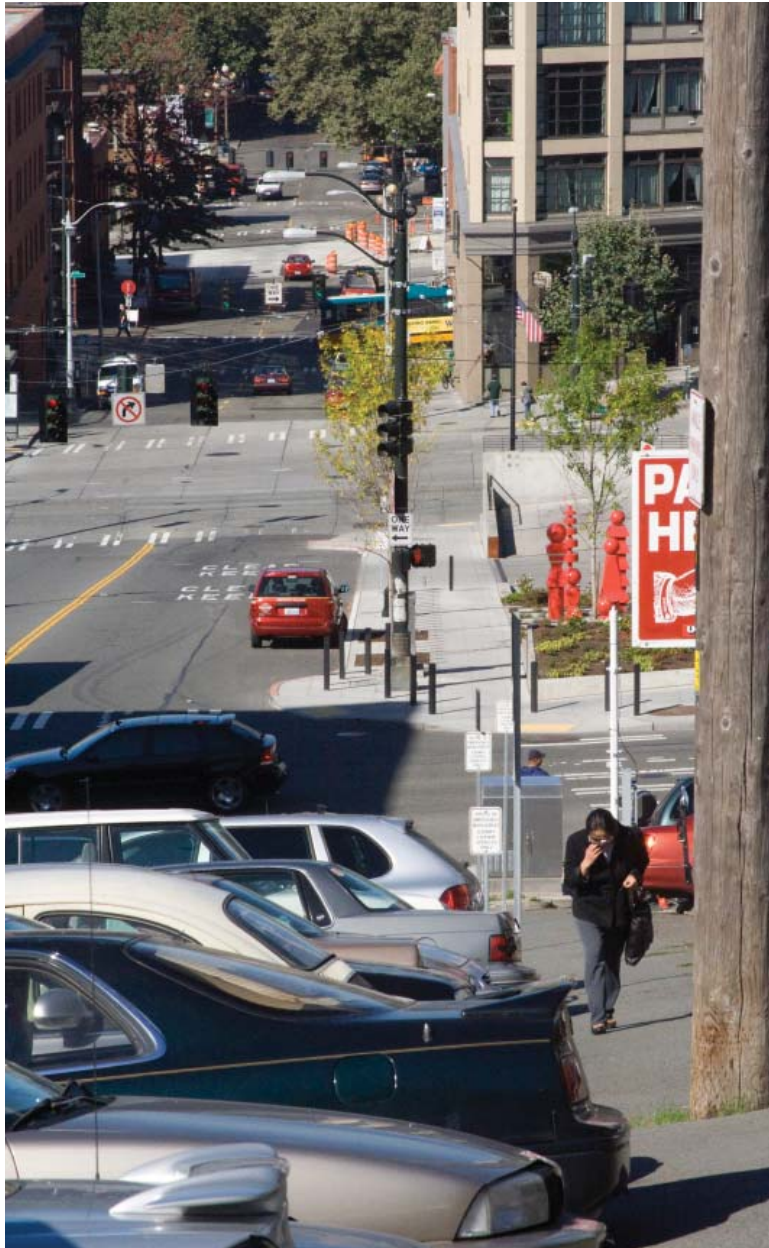
Japantown - looking East on S Main St - eye-level view  
Gray structures depict existing building



## Future Street Character

Development projects in the Japantown area will continue to provide street improvements as currently required, and may provide green street improvements as a means to gain extra floor area under incentive provisions. The following Code amendments are intended to facilitate the creation of pedestrian-oriented street amenities that may include park-like landscaping and other features:

- The designation of S. Washington Street as a “green street,” in addition to the existing green street designation along S. Main Street.
- The development of a “residential hillside terrace” as a public amenity option to encourage landscaped areas near sidewalks and open spaces along steep slopes that may provide places for pedestrians to rest as they ascend Japantown’s hills.
- A requirement that buildings be modulated and set back in a manner that reinforces the pedestrian-oriented character of streets.
- A requirement that upper level setbacks be provided to preserve views from Kobe Terrace Park.
- A requirement for pedestrian-oriented retail uses at the corner of 6th Avenue S. and S. Main Street.
- Identification of certain streets outside the Asian Character District/retail core as “Class I Pedestrian Streets” and “Class II Pedestrian Streets” to provide a continuous pedestrian-friendly street environment between Japantown and nearby neighborhood areas.

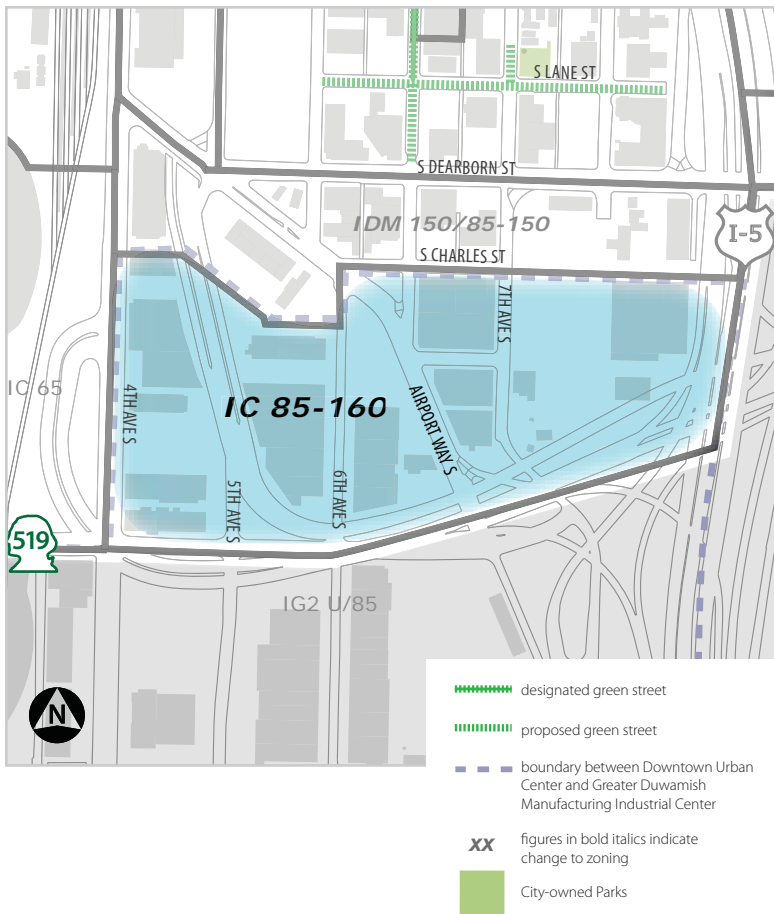


Summary of  
Proposed Base and Maximum FAR and Height Limits

Zone	Base	Maximum
IDR 150	1 FAR commercial uses Residential uses not subject to an FAR limit	1 FAR commercial uses Residential uses not subject to an FAR limit
IDR 45/125-240	1 FAR commercial uses 125 feet for residential uses	2 FAR commercial if 50% of the floor area of the building is in residential use, not through bonus provisions. 240 feet for residential uses
IDR/C 125/150 - 240	3 FAR commercial / 6 FAR hotels 150 feet for residential uses	3 FAR commercial / 6 FAR hotels 240 feet for residential uses



# SOUTH OF SOUTH CHARLES STREET



South of the Downtown Urban Center, bounded by Interstate 90 to the south and east and Fourth Avenue S. on the west, is a 23.3 acre area currently zoned General Industrial 2 with an unlimited height limit for industrial uses and 85 foot height limit for non-industrial uses (IG2 U/85). This area is characterized by older industrial/warehouse and office buildings and is comprised of the following four sub-areas:

- The City of Seattle Charles Street Yards, a vehicle maintenance and materials storage facility to the east.
- A new BMW auto dealership, occupying two blocks between 7th Avenue S. and Airport Way S.
- A collection of low warehouse buildings along 6th Avenue S. under common ownership between Airport Way South and I-90. A preliminary proposal for office development has been discussed for these properties.
- A collection of office, human service, storefront and parking uses located along Fourth Avenue S.

## EXISTING CONDITIONS

This area, south of South Charles Street, is located wholly within the Greater Duwamish Manufacturing Industrial Center (MIC), but is geographically separated from heavy industrial uses by the 20-acre Metro Transit Base and on-ramps to I-90 and is well-served by public transit (bus,

intercity rail and light rail). About half of the area is owned by public entities (City of Seattle, State of Washington) or non-profit organizations.

The area is also traversed by several high-volume traffic corridors, including Airport Way South, that carry a high volume of freight, and other vehicular traffic. Freight transit through the area has decreased in recent decades due to construction of SR 519 that re-directs truck traffic to I-90. Seventh Avenue S. borders the City’s Charles Street Yards and continues to carry heavy freight north and south between Airport Way/S. Royal Brougham Way and S. Dearborn Street. Fourth Avenue South serves passenger vehicles north and south, and freight trucks travel from I-90 southbound.

Three zoning options for this area were evaluated as part of the Livable South Downtown Environmental Impact Statement:

1. The existing General Industrial 2 U/85 (IG2 U/85) zone. This designation prohibits housing (except artist live-work housing in existing structures) but allows a range of office and industrial uses at moderate densities.
2. Industrial-Commercial (IC) zoning at maximum heights up to 125 feet and 160 feet, allowing greater intensity of office uses in addition to industrial uses.
3. A “South Downtown Mixed” zone allowing structures up to 160 feet in height. The proposal would allow office uses outright, and allow residential uses only through a special review process.



## ZONING CONSIDERATIONS AS PART OF THE LIVABLE SOUTH DOWNTOWN PROCESS

The Greater Duwamish Manufacturing Industrial Center Plan and the Seattle Comprehensive Plan advocate for the protection of industrial uses and family wage jobs through goals and policies to provide opportunities for industrial activities to thrive in Seattle by prohibiting uses (such as residential) that are incompatible with industry, particularly in areas where significant infrastructure and land area exists to support a base of industrial uses.

Throughout the Livable South Downtown planning process, differing opinions were expressed as to the viability of industrial uses south of S. Dearborn Street within the Livable South Downtown planning area. Some groups advocated

for a change from existing industrial zoning that would allow a greater range of uses for several reasons:

- While numerous small wholesale and light manufacturing uses exist in the area, land ownership and new uses indicate a trend away from the area's traditional light industrial base toward office and auto retail uses.
- The area is located at the edge of the Chinatown/I.D. neighborhood, and could accommodate residential and employment uses that would complement activity in the Chinatown/I.D. area.
- The area is physically separated from other industrial uses, and already accommodates many uses that are non-industrial in nature.
- The area is well-served by transit and light rail and could support more intensive redevelopment and higher density of use.

A central question for the area south of S. Charles Street is the extent to which the area is important to meeting the goals of the Greater Duwamish MIC. The City's ongoing study of industrial lands will continue to examine the role of industrial areas on the edge or outside of Manufacturing and Industrial Centers including the area south of S. Charles Street. Rezoning this industrial area to a non-industrial zone would require an amendment to the City's Comprehensive Plan to remove the area from the Greater Duwamish Manufacturing Industrial Center and add it into the Downtown Urban Center.

# South of South Charles Street

Allow 160' maximum height with participation in incentive zoning program

Prevent bulky buildings by limiting floor sizes above 85'

Zone for light industrial and commercial uses

Sustainability features for new development:

- Seattle Green Factor to encourage green roofs, street-level planting
- LEED Silver for all bonus projects
- Transportation Demand Management

Improve the 6th Ave S and Airport Way S intersection for safety and mobility

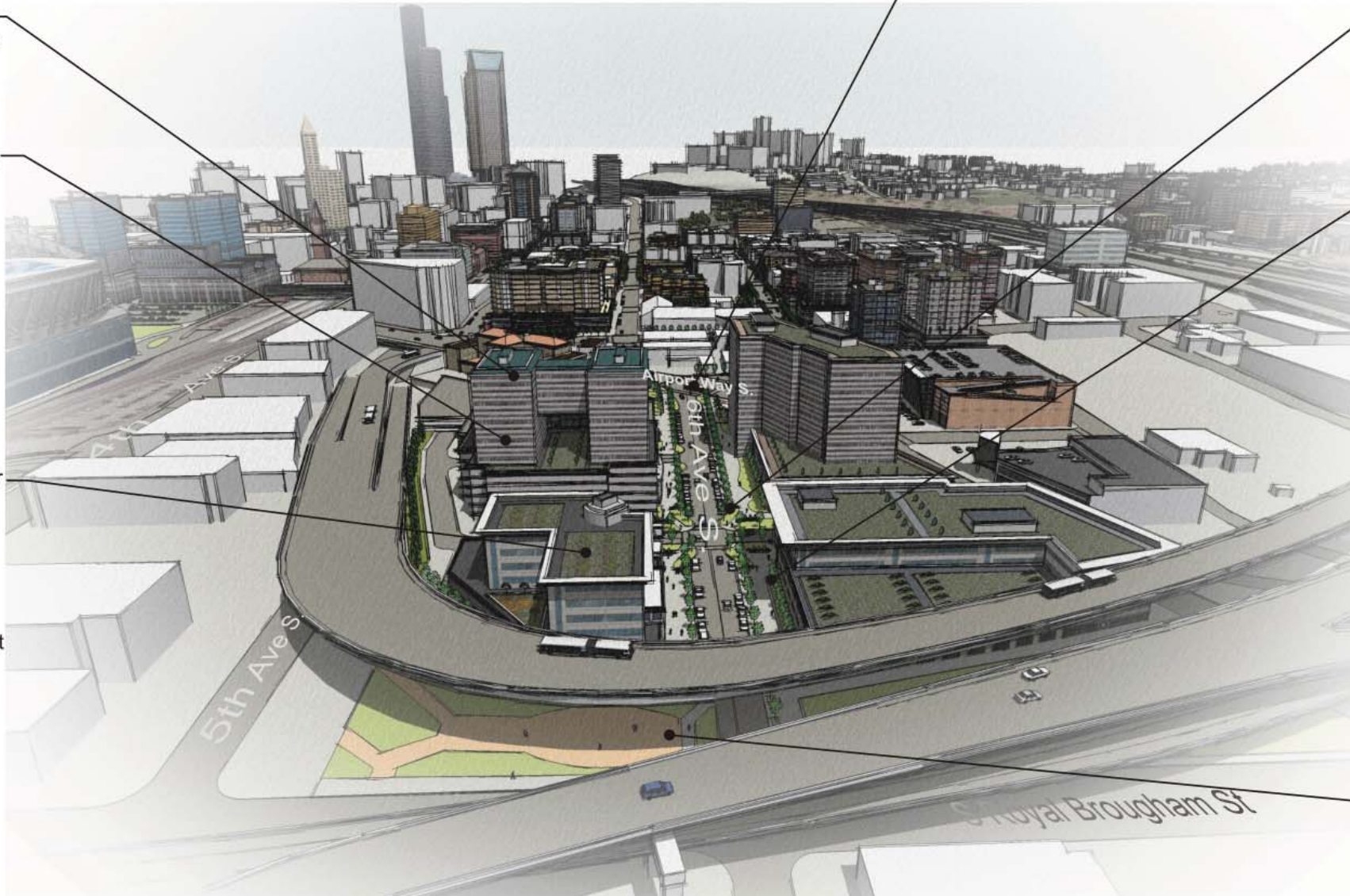
Integrate pedestrian improvements with future development along 6th Avenue South

Require pedestrian-friendly street-frontages on buildings

Provide open space for workers

Limit retail businesses to 30,000 square feet

Establish pedestrian connections to stadiums, light rail station, and Chinatown/I.D.



This depiction is presented for illustration purposes only. White structures depict existing buildings **MAKERS**

## OBJECTIVES FOR FUTURE LAND USE

The recommendation to rezone the area south of S. Charles Street from the existing General Industrial 2 (IG2) zone to an industrial-commercial (IC) zone reflects the gradual transition of land uses in the area from a predominant industrial character to one that can accommodate a wider mix of uses, including industrial uses.

1. Allow a mix of light industrial and office uses to provide a transition between mixed use development in the Downtown Urban Center and industrial activity in the Greater Duwamish Manufacturing and Industrial Center.
2. Encourage significant employment density in an area located at the edge of the Downtown Urban Center with excellent access to public transit, and within walking distance of the downtown office core.
3. Establish pedestrian connections to the Stadium Light Rail Station and the Chinatown/ International District in a manner that will minimize conflict with vehicle traffic.
4. Allow retail uses that serve local customers; discourage large-scale retail establishments catering to a city-wide or regional clientele; prohibit drive-in uses that encourage single occupant vehicle travel.
5. Require sustainable patterns of future development.

## Description of Proposed Zoning: Industrial-Commercial (IC 85-160)

IC zoning is consistent with Comprehensive Plan policies that promote a wide mix of employment activities, including industrial and commercial uses, within a range of maximum building height limits (Policies LU 168, LU 173). The Comprehensive Plan (LU 174) further directs the City to ensure compatibility between IC zones and surrounding areas as follows:

*“Include development standards in the Industrial Commercial zones designed to create an attractive environment for new industry and ensure compatibility with surrounding development without inhibiting more traditional industrial activity or the expansion of smaller firms already located in the area. Generally require screening, landscaping and setback standards in the Industrial Commercial zone similar to those found in the pedestrian-oriented commercial areas to promote an attractive setting for new industries.”*

The IC zone permits a broad mix of uses with design standards for pedestrian-oriented development. Like other industrial zones, the IC zone prohibits residential uses. New requirements would apply to this area to address unique conditions such as non-standard “super-blocks,” potentially large development sites, and a lack of pedestrian facilities including sidewalks.



View of I-90 ramps from South-of-Dearborn Area



### Proposed Heights

- Base height for all uses: 85 feet
- Maximum height limit: 160 feet permitted for projects electing to add floor area above the base FAR subject to participation in the incentive zoning program.

### Proposed Floor Area Limits

- Base FAR for non-industrial uses: 1 FAR or 50,000 square feet of chargeable floor area, whichever is greater, for non-industrial uses, including entertainment uses. These include lodging uses, medical services, office, restaurant, major durables retail sales, automotive sales and services, and general sales and services. This limit is a reasonable approximation of the amount of floor area in non-industrial uses that could likely be accommodated under current IG2 zoning within existing size of use limits.
- Base FAR for industrial uses: 2.5 FAR
- Maximum FAR for all uses combined: 3.5

The 50,000 square foot limit for non-industrial uses provides flexibility for development on smaller lots and balances the relationship between lot size and FAR. For example, both office and general sales and service uses are currently limited to 25,000 square feet. A development combining these two uses to the maximum limits allowed would have 50,000 square feet. This would equal 1 FAR on a 50,000 square foot lot, but 2.5 FAR on a 20,000 square foot lot.

In all cases, development may exceed the base FAR up to a maximum of 3.5 FAR. The additional floor area must be gained through participation in the incentive zoning program and by complying with the following conditions:

- Achieve a LEED Silver rating;
- Achieve a Green Factor score of .3;
- Comply with the standards in Downtown zones for maximum limits on parking;
- Pedestrian amenities; and
- Open space for office use may be provided, based on a project's assessment of need.

### Pedestrian Amenities

For projects that elect to participate in the incentive zoning program and exceed base FAR limits, an individual determination of project impacts on pedestrian facilities and a voluntary agreement between the property owner and the City to mitigate identified impacts is required. The Director may consider a variety of measures that promote improved pedestrian circulation and safety as impact mitigation.

Existing conditions in the South of Charles Street area present significant challenges to pedestrians, particularly as the area becomes more densely developed over time. An atypical platting pattern reflects the historic presence of industrial and major transportation facilities near the city's original shoreline. Today, super blocks and large lots—several over 80,000 square feet in size—create special challenges to development and to the future network of pedestrian connections.



Proposed increases in employment density are only appropriate if an enhanced pedestrian environment can better integrate future development on the site with mixed use areas to the north. Pedestrian amenities are also important to promote walking and transit use within the area. A determination of impacts of future development and required mitigation would contribute to a pedestrian network and on-site amenities for pedestrians as the area develops.

Potential considerations for pedestrian and bicycle improvements in the area to mitigate project impacts include:

- Improvements to 6th Avenue South as the primary pedestrian and bicycle corridor;
- Street improvements to facilitate pedestrian wayfinding to and from the Stadium Light Rail Station;
- Features of abutting development that serves to enhance the pedestrian environment; and
- Safe pedestrian and bicycle crossing of Airport Way South at 6th Avenue South.

Exemptions from FAR calculation:

- Parking above grade, if the Director concludes that conditions such as a high water table or contaminated soils would prohibit parking below grade ;
- Wind generators and solar collectors on rooftops; and
- Street-level retail uses



Charles Street Yard Facility

### Use Provisions

Most uses currently permitted would continue to be allowed, except that surface parking would be prohibited. The existing prohibitions on residential uses would remain. *Street level use requirements.* In order to ensure a continuous pedestrian environment in certain areas, pedestrian-oriented retail uses would be required to be provided at street level on streets identified on the Industrial Streets Landscaping Plan Map in the Land Use Code.

*Size of Use Limits.* In order to discourage auto-oriented retail uses in this area, a proposed 30,000 square foot maximum size limit is proposed for general sales and service uses and major durables retail sales uses. Entertainment uses, currently subject to a 10,000 square foot size of use limit, would be permitted up to 75,000 square feet, as allowed in other IC zones. No drive-in businesses are permitted in IC zoned areas.

### Development Standards addressing bulk and design

As noted previously, the area proposed for designation as IC 85-160 is characterized by large lots, irregular street patterns, and numerous low warehouse structures. To the extent that higher-density development is allowed, proposed development standards are intended to promote a more urban, pedestrian-oriented environment as follows:

- Street façade requirements, including minimum façade height, façade setbacks, and requirements for pedestrian entrances on designated pedestrian streets;
- Upper level development standards, including modulation, floor size limits on upper floors, and separation between the upper portions of structures;
- Façade transparency requirements and blank wall limits; and
- Screening of parking.

## Street Façade Requirements

*Façade height.* The minimum height of a street-facing façade is proposed to be 50 feet on streets identified on the Industrial Streets Landscaping Plan Map in the Land Use Code. On other streets, the minimum height for street-facing façades is 25 feet.

*Façade setbacks.* To promote new development that contributes to a quality pedestrian environment and integrates pedestrian space with abutting structures, setbacks from the street property line would be limited. Along streets most important to pedestrian circulation in the area, an average setback depth of five feet from the street lot line would be allowed. For other streets, where a less structured streetscape is acceptable, greater setbacks would be allowed.

*Principal pedestrian entrances.* A principal pedestrian entrance is required for facades facing streets that are pedestrian designated. These streets include those identified on the Industrial Streets Landscaping Plan Map in the Land Use Code.

## Upper level development standards

*Modulation.* Modulation requirements will provide architectural variation and visual interest for street facing facades, and are proposed for structures exceeding 85 feet in height. The modulation requirement would only apply to portions of facades within 15 feet of a street property line:

Height of portion of Building	Maximum Un-modulated Façade before setting back 10 feet for at least 20 feet in length
65 to 125 feet	155 feet
> 125 feet	125 feet

*Floor area limit.* With a maximum height limit of 160 feet, buildings could rise above the elevation of the adjacent I-90 freeway. The maximum amount of floor area permitted for any floor above 85 feet in height is proposed to be limited to 25,000 square feet.

*Separation between structures.* To provide varied and interesting urban form and promote access to light and air, separation between the tallest portions of structures would be required. For development on the same lot, a minimum separation of 60 feet is required between portions of structures exceeding 85 feet in height.

## Façade Transparency Requirements and Blank Façade Limits

Standards for façade transparency and limits on blank façades that apply in Downtown zones are incorporated into the proposed zoning for this area to provide visual interest for pedestrians and to integrate the street level of a development with the public environment.

Provisions for transparency require a percentage of the street level of the street façade to be transparent with features such as windows near the street. Façade frontages on streets that are most important to the pedestrian circulation network are required to provide the greatest amount of transparency (60% of the street level facade), with the greatest limit on blank facades (generally not to exceed a limit of 15 feet but may increase to 30% if approved by Director). For other frontages, where less pedestrian activity is anticipated, transparency is required for 30% of the street level façade, and blank facades generally are not to exceed 30 feet but may be increased to 60 feet if approved by Director.

## Parking Quantity

For projects electing to participate in the incentive zoning program, and add additional floor area above the base FAR, the proposed amendments would allow only one space for every 1,000 square feet of floor area—the same standard that applies to non-residential uses in adjacent Downtown zones—to reflect the high degree of transit access in this area.

## Screening of Parking

Because of a high water table in this former tidelands area, and some soils that are contaminated from previous industrial uses, parking may be allowed as structured parking above-grade. The following provisions address the potential impacts of street level parking on the character of the streetscape and the visual impacts of above-grade parking:

### Parking at street level

- Along the street frontages of pedestrian designated streets, parking at street level in a structure would be required to be separated from the street by another use.
- Along other street frontages and lot lines that do not abut a street, parking at street level would be required to be screened.

### Parking above street level

Parking located on floors above street level on lots with depths of 150 feet or more would be required to be separated from the street by another use.

On other street and non-street lot lines, parking located at street level and on floors above grade would not need to be separated by another use, but would be required to be screened integrated into the overall design of the structure.

## Design Review

Under the proposal, all development in the IC 85-160 zone with more than 12,000 square feet of non-residential gross floor area would be subject to design review.

### Summary of Base and Maximum Development Provisions

IC 85-160 Zone	Base Development	Maximum Development participation in incentive zoning program required
Height	85	160
FAR	2.5 FAR for all permitted uses, except: the following uses are limited to 1 FAR or 50,000 square feet of chargeable floor area, whichever is greater: entertainment uses; lodging uses; medical services; office; restaurant; major durables retail sales; automotive sales and services; and general sales and services	3.5 FAR

# LITTLE SAIGON

*“Little Saigon” refers to the area within the Downtown Urban Center between Interstate 5 and Rainier Avenue S. and north of S. Weller Street to S. Main Street.*

Historically home to many establishments featuring jazz music, today South Jackson Street and Little Saigon have grown into a lively center for Southeast Asian American businesses. Little Saigon’s existing neighborhood character includes a mix of commercial and light industrial businesses, merchandise displays that spill out onto sidewalks, some residential uses, and vacant or under-developed parcels, many in surface parking use. Existing zoning allows an assortment of commercial and industrial-commercial uses. Some large development sites have been assembled from small parcels.

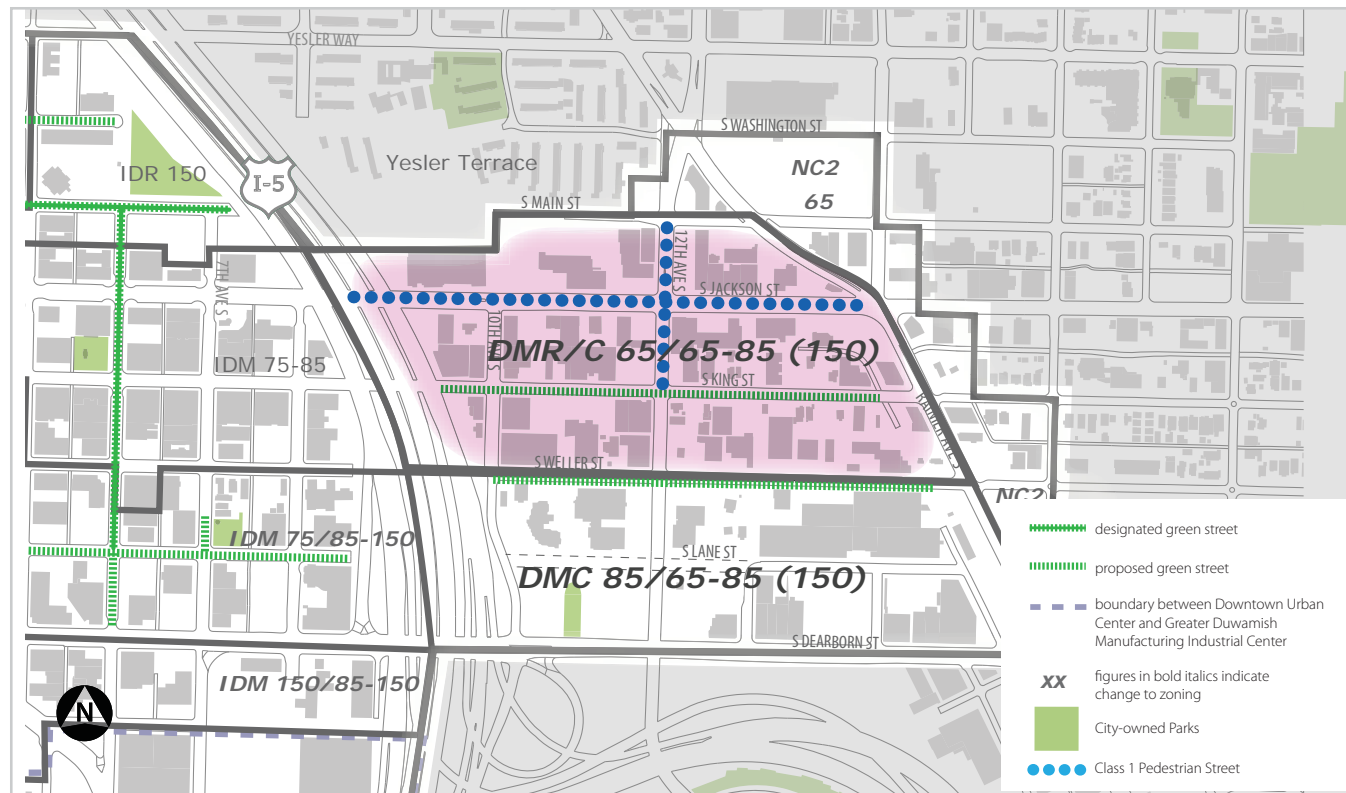
Growth and change is likely in Little Saigon over the next 10-20 years under any scenario, due to the area’s acces-

sible location within the Downtown Urban Center at the crossroads of transportation routes serving the Rainier Valley, Central District and Downtown Seattle. Development has been slow, but an entrepreneurial spirit has fostered small business activity in existing buildings. Little Saigon’s small businesses generally lease space rather than own the buildings in which they are located, making them vulnerable to displacement as the area redevelops.

Development interest is evident by the several proposed development projects in the area, including a large shopping center project that was recently abandoned. In addition, planning is underway for the redevelopment of the Seattle Housing Authority’s Yesler Terrace neighborhood immediately to the north of Little Saigon. These examples indicate the importance of updating the area’s zoning to enable the character of this unique neighborhood to remain vital while it grows within the Center City.

## BUSINESS COMMUNITY

An important goal for Little Saigon is retaining and enhancing the successful small, primarily Southeast Asian business community, particularly within the S. Jackson Street/12<sup>th</sup> Avenue S retail core. This goal was identified in the Chinatown/ International District Neighborhood Plan. In early 2007, DPD commissioned an economic study of Seattle’s Chinatown/International District and Little Saigon with extensive involvement from community stakeholders. The study identified potential economic impacts associated with future growth and development. The study also identified possible strategies to support the small business community in Little Saigon. Many of those strategies are included as part of the recommended South Downtown Land Use Code amendments.





*S. King Street*

In late 2007, the Office of Economic Development began a second phase of work with the Little Saigon and Chinatown/International District community to evaluate and identify strategies to support small businesses including technical assistance to Asian/Pacific Islander business owners, as well as other businesses. The study included recommendations, many of which are included in the South Downtown Land Use recommendations.

## EMERGING LANDSCAPE

Little Saigon was identified as an area in need of public open spaces by the Livable South Downtown EIS, by the Chinatown/International District Strategic Plan (neighborhood plan), and by a recent nexus analysis conducted on behalf of DPD in early 2009. Throughout 2006 and 2007, DPD worked with the community and the Seattle Parks Department to identify potential properties for future parks and open space using

current or future Parks levy funding. In 2008, the Seattle Parks Department, as part of the Pro-Parks Levy, purchased a .31 acre parcel for the expansion of Hing Hay Park in the core of Chinatown/International District.

It is likely that a combination of public and private funding will be needed to meet the need for open space as Little Saigon develops over time. In 2008, DPD worked with members of the community and landscape architects to develop concepts for future pedestrian connections and open spaces throughout the area. Final land use recommendations include a concept for mid-block corridors (see page 63) in Little Saigon that can be combined with land use tools associated with private development such as open space transfer of development rights (TDR), green street setbacks and green street improvements, and the creation of neighborhood open space as part of the incentive zoning program.

## Neighborhood Character

Discussion about future land use in Little Saigon raises many questions about the identity of the neighborhood. Some of the constituents of this community include:

- Southeast Asian small business owners and their families;
- Shoppers and patrons of businesses from throughout the region;
- Organizations that are interested in the future of the commercial area;
- Light industrial business owners in the neighborhood;
- Property owners;
- Human service providers;
- Residents within Little Saigon and in surrounding neighborhood areas;



The Livable South Downtown Planning Study focused on land use, with the understanding that other City and community actions will be undertaken through other initiatives. Throughout the study, City staff have worked to understand and address the social complexities of South Downtown neighborhoods. To this end, DPD continues to engage with other City departments, community organizations and stakeholders around the following actions and recommendations:

- **Economic Development.** DPD and the Office of Economic Development have documented key economic issues in Little Saigon and Chinatown/I.D. and propose addressing these issues through business assistance and programs to retain and enhance the business community.
- **Street Vending and Sidewalk Use.** Efforts have been taken to facilitate the continued, legal presence of sidewalk merchandise displays and street vending that characterizes small business operations in Little Saigon and Chinatown/I.D. A formal proposal that will serve area businesses and ensure public safety is anticipated in late 2010.
- **Cultural/ Community Center Land Use.** The community has expressed strong interest in creating a cultural community center that expresses the history and experiences of people in the neighborhood. DPD is recommending a Land Use Code provision to exempt 25,000 square feet of community center use from floor area calculations in the Little Saigon neighborhood in order to help to encourage the creation of such a community center.
- **Future Design Guidelines.** Neighborhood-specific design guidelines for Little Saigon are recommended to be completed in the future.

## OBJECTIVES FOR FUTURE LAND USE

1. Encourage incremental growth and development, allowing small businesses to adapt over time.
2. Retain the small- and medium-size character of businesses in the area between Main Street and S. Weller Street. Allow larger commercial uses south of S. Weller Street.
3. Encourage the development of a residential community, including affordable housing.
4. Enliven the area through pedestrian-oriented street front uses and building design features.
5. Retain a neighborhood-scale of development at street level, and ensure access to light and air near taller buildings.
6. Enhance neighborhood livability through the creation of open spaces and green features that link neighborhood areas. Provide spaces for play and relaxation and contribute to the sustainable infrastructure of the area.
7. Reflect Little Saigon's diversity in future development, including the prominence of Southeast Asian-American businesses.



# Little Saigon - View of S. Jackson St.

## Neighborhood Character and Design

- Sidewalk displays of merchandise legally allowed
- Building setbacks at 45' to establish neighborhood scale street environment
- Most buildings up to 85' in height
- Shape upper-level bulk of buildings
- Neighborhood design guidelines recommended

## Mixed-use Neighborhood

Up to 4 FAR of commercial density allowed; limit size of retail to 25,000 s.f. or 50,000 s.f. for grocery stores

“Main street” pedestrian-oriented designs and retail uses required along S. Jackson Street and along 12th Ave S. between S. Main and S. King Streets.



Planning for Yesler Terrace, including open space connections to Little Saigon currently taking place

Hill climb to Yesler Terrace Field and Yesler Community Center suggested

## New open space with larger residential development projects:

On larger lots, allow height up to 150' for residential/mixed-use projects that incorporate a mid-block corridor open space amenity and participate in incentive zoning programs.

## Add open space and green elements

- Mid-block corridor open space public amenity program
- Encourage park-like “green street” improvements along S. Main Street
- Other open space public amenities an option for projects participating in incentive zoning options

This depiction is presented for illustration purposes only. White structures depict existing buildings **MAKERS**



## EXISTING ZONING

Current zoning is a mix of commercial and industrial zones generally inconsistent with the community's vision for Little Saigon. Several zones were analyzed as part of the Livable South Downtown EIS and the rezone analysis beginning on page 109 of this report. Following is a description of existing zoning.

### The Commercial 1 (C1) Zone

Approximately one-half of Little Saigon is zoned Commercial 1 (C1), allowing buildings up to 65 feet in height. The function of the C1 zone is to "...provide for an auto-oriented, primarily retail/service commercial area that serves surrounding neighborhoods and the larger community, citywide, or regional clientele." The Land Use Code specifies that the zone is most appropriate on land "...outside of urban centers and urban villages or, within urban centers or urban villages... and either abutting a state highway, or in use as a shopping mall..." Other criteria include the presence of existing retail, larger lots, access to major arterials and limited pedestrian and transit access.

C1-zoned areas are typified by a variety of commercial building types and site layouts, include one-story commercial structures with extensive surface parking, and multistory residential or office buildings. The size of retail and other commercial uses are not limited in the C1 zone, although the total permissible amount of square feet of office and warehouse uses is limited. Drive-in businesses are allowed. Total allowable FAR is 4.75 for buildings with both residential and commercial uses.

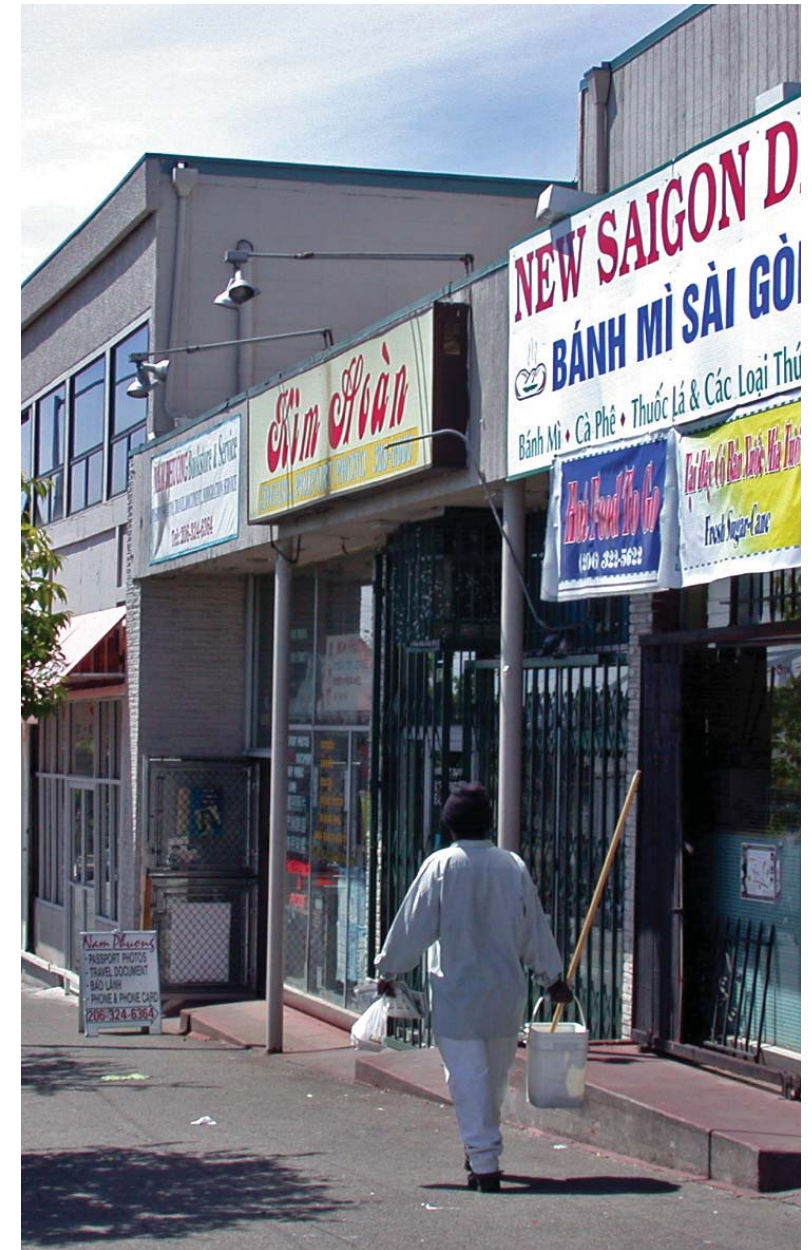
### The Industrial Commercial (IC) Zone

The Industrial Commercial (IC) zone in Little Saigon reflects the light-industrial operations and commercial uses present in this area. IC zoning allows buildings up to 65 feet in height. The Industrial Commercial zone is "...intended to promote development of businesses which incorporate a mix of industrial and commercial activities, including light manufacturing and research and development, while accommodating a wide range of other employment activities." The Land Use Code supports IC zones in areas where technology-oriented and research uses may locate. Typical land uses include manufacturing, commercial uses, transportation facilities, institutions and utilities.

The IC zone limits retail uses to 75,000 total square feet; there is no maximum size limit for offices, however the total allowable FAR is 2.5. Like the C1 zone, the IC zone is not particularly pedestrian-oriented and contains relatively few provisions for modifying the bulk, shape or design of a building. However, screening and landscaping is required for blank facades and outdoor uses. Finally, Seattle's Comprehensive Plan contains policies that discourage industrial designations within urban centers and villages.

### The Neighborhood Commercial 3 (NC3) Zone

The Neighborhood Commercial 3 (NC3) zone is intended 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 incorporate offices, business support services, and residences that are compatible with the retail character of the area..." Typical land uses include super-





markets, restaurants, office, hotels, clothing shops, business support services and residences.

The NC3 designation is likely a better match than the other existing zone designations for Little Saigon due in large part to its pedestrian orientation and street front design standards. However, the NC3 zone does not limit the size of most commercial uses, and the incentive zoning program does not apply within NC zones at this time. Finally, the NC3 designation does not include provisions to shape taller buildings.

## DESCRIPTION OF PROPOSED ZONING

### The Downtown Mixed Residential/ Commercial (DMR/C) Zone

Proposed zoning, illustrated by the map on page 54, is intended to support Little Saigon’s continued transition to a mixed-use neighborhood in which workers, residents and visitors can benefit from access to jobs, services and transportation choices. Future zoning will also allow the use of incentive zoning programs to provide neighborhood amenities that are currently lacking.

While the DMR/C zone has only been applied to areas of the Downtown Urban Center north of the commercial core in the past, the zone provides an appropriate scale of development and mix of uses for Little Saigon. The DMR/C zone is intended to “provide a mixed use community where housing and associated services and amenities predominate.

Office, retail and other commercial uses shall be compatibly integrated with the predominant residential character at low to moderate densities.” Additionally, the DMR zone is intended for “those areas containing housing or having housing potential where larger scale non-residential serving commercial development exists and is likely to remain.”

The DMR/C zone, as modified for this area, is intended to allow midrise buildings in either commercial or residential use, with ground floor retail. Proposed zoning would allow taller residential/ mixed use buildings in areas where a network of pedestrian and open space amenities are present. In the event of conflicts between the standards of the recommended DMR/C zone and the International Special Review District regulations, that apply to areas east of 12<sup>th</sup> Avenue South, the Review District regulations would apply.

The Little Saigon community suggested that more flexibility for commercial uses would be desirable for Little Saigon. For this reason, the DMR/C (Downtown Mixed Residential/ Commercial) zone is recommended for all areas east of Interstate 5 north of S. Weller Street. The FAR limits of the DMR/C zone are consistent with existing zoning in the existing NC and C zones, though it represents an increase in allowable FAR over the existing IC zones.

Further feedback from the development community suggests that the 150’ height for buildings that contain a mid-block corridor would be a more feasible height than the previous proposals to allow only 125 feet. Therefore the final proposal includes a maximum height limit of 150 feet for residential towers under limited circumstances. In addition, standards that would regulate the future bulk and design of buildings are proposed.

The DMR/C zone is recommended for areas of Little Saigon north of S. Weller Street:

#### Recommended Heights in the DMR/C Zone

- Retain a base height of 65 feet throughout Little Saigon;
- Allow a height increase up to 85 feet only for residential uses through participation in the incentive zoning program; and
- Allow building height up to 150 feet only on lots greater than 40,000 square feet in size that includes a mid-block corridor. The mid-block corridor is described on page 63 of this report.

#### Residential Uses in the DMR/C Zone

- Allow unlimited residential density above street level retail; and
- Allow floor area above 65 feet to only be developed in residential uses through participation in the incentive zoning program.

#### Commercial Uses in the DMR/C Zone

The DMR/C zone is intended to provide significant commercial density and a diversity of building types, while size limits for retail uses are recommended in this area to encourage small- and medium-size businesses.

The S. Jackson Street Corridor serves as Little Saigon’s “main street,” characterized by a diversity of small businesses with lively street frontages. The extent of S. Jackson Street between Rainier Avenue S. and Interstate 5, and the intersection of 12<sup>th</sup> Avenue S. and S. Jackson Street are recommended to be designated as a Class I Pedestrian Streets to ensure the area continues to serve as a lively pedestrian-oriented commercial shopping district.

Standards in the DMR/C zone are proposed as follows:

- Establish a base commercial density of 2.5 FAR, exempting ground floor retail;
- Allow up to 4.25 FAR through participation in the downtown commercial density programs;
- Limit the size of individual businesses to 25,000 square feet; up to 50,000 square feet for multi-purpose convenience stores such as grocery stores;
- Apply a Class I Pedestrian Street designation to S. Jackson Street between Rainier Avenue S. to Interstate 5 and 12th Avenue S. between S. Main Street and S. King Street; and
- Exempt from FAR calculations up to 40,000 square feet of a streetcar maintenance base. The First Hill Streetcar project is a planned 2-mile streetcar connector serving Seattle’s Capital, First Hill and Chinatown/International District areas with connections to Link light rail and Sounder commuter rail. “Streetcar maintenance base” is defined in the Land Use Code as a “transportation facility in which a fleet of streetcars is stored, maintained and repaired.”

### Class I Pedestrian Street Designation

The Class I Pedestrian Street Designation is a downtown street classification that is intended to facilitate a vibrant pedestrian-oriented commercial district. Class I Pedestrian Streets are identified on Map 1G within the Downtown chapter of the Land Use Code. The designation:

- Requires 60% façade transparency (windows at street level)
- Limits blank walls
- Requires minimum façade heights
- Limits parking located at street level
- Requires 75% of street-front facades to be occupied by pedestrian-oriented retail and service uses per SMC 23.49.009


#### Design Guidelines for Little Saigon Neighborhood

Neighborhood-specific design guidelines are recommended for the portion of the Little Saigon neighborhood that is outside the International Special Review District. Design guidelines inform the City’s Design Review process by articulating specific elements of preferred neighborhood character. The Design Review process allows flexibility in certain development standards to provide a better fit in neighborhoods than may otherwise be possible through prescriptive zoning requirements. Design guidelines for Little Saigon would help engage the community in neighborhood development and improve communication between developers, neighborhoods and the City early in projects’ design processes.



Little Saigon - intersection of 12th Ave S and S Jackson St - eye-level view 



Little Saigon - intersection of 12th Ave S and S King St - eye-level view 

*\*These depictions are presented for illustration purposes only.*

## Planning for Open Space and Pedestrian Connectivity

A unique feature of the Little Saigon neighborhood is very long blocks without alleys that can make the pedestrian experience challenging. In addition to Green Factor requirements that would apply throughout South Downtown (see page 92 for a discussion about the Green Factor), three Land Use Code amendments are recommended to help address the need for open space, enhanced pedestrian travel, environmental benefits from increased vegetation, and access to light and air:

### Green Streets

Green Streets are designed to emphasize pedestrian amenities and landscaping in densely developed areas. They are typically located adjacent to higher-density residential or mixed use buildings on non-arterial streets. Each Green Street has its own unique character and design. The design and construction of Green Street improvements is often dependent on funding by developers in exchange for increased density or departures from Land Use Code requirements. A more complete discussion about green streets can be found on page 74 of this report.

Two green streets are proposed to provide informal pedestrian-oriented open space resources, calm traffic, and create an identifiable street character for the emerging Little Saigon residential mixed use neighborhood. Proposed Green Streets are:

- S. King Street between Rainier Avenue South and Interstate 5
- S. Weller Street between Rainier Avenue South and Interstate 5



Green Streets may be constructed with or without the benefit of a street concept plan, but must meet public amenity standards and be consistent with formally adopted concept plans. Among other things, a street concept plan identifies design elements, and helps to resolve conflicts between design standards, the presence of underground utilities, and vehicle travel patterns. The development of a concept plan may be undertaken by the City, a private entity or a public agency. The Seattle Right of Way Improvements Manual identifies the process requirements for such a design.

### Mid-block Corridor

In general, heights of buildings in Little Saigon would be limited to 65 or 85 feet. However, in certain circumstances, higher heights may be possible, particularly if the occupants of taller buildings and the general public can be served by a network of open spaces.

In the DMR/C zone and the DMC zone in South Downtown, a mid-block corridor is recommended as a public amenity feature for residential bonus floor area through the City's incentive zoning program. The corridor is intended to serve the need for open space and pedestrian access as residential density increases in the area.

In the DMR/C and DMC zones, buildings may be constructed to 150 feet in height if bonus floor area is gained through development of a mid-block corridor open space public amenity. Floor area above 65 feet must be in residential use only, and additional floor area may be gained only through participation in the incentive zoning program. The minimum lot size for buildings up to 150 feet is 40,000 square feet.

Buildings along the corridor must provide at least one principal entrance facing the corridor for every 100 linear feet of building along the corridor. Upper level setbacks would apply in order to allow access to light and air for building occupants and the corridor open space itself. Appendix E contains case studies of two mid-block corridor examples.

### Neighborhood Scale Buildings

In order to maintain a neighborhood scale of development that is compatible with existing low-rise structures in the DMR/C zone, the following provisions are recommended:

- Building setbacks at 45 feet for buildings greater than 65 feet in height;
- Façade modulation above 45 feet for structures exceeding 85 feet in height;
- Lot coverage limits that allow 75% lot coverage over 65 feet, and 50% lot coverage over 85 feet; and
- Maximum wall dimensions of 250 feet to avoid very long single structures on the very long blocks. Portions of structures over 65 feet would be limited to 120 feet in length, with separation of upper floors by gaps of at least 25 feet.

### Proposed Definition of “mid-block corridor”

*“...an open space in the Downtown Urban Center east of Interstate 5 that meets the standards of 23.58A.016.F.4. The purpose of the corridor is to contribute to the network of open space resources where such open space is limited and where increased residential density is anticipated.” (Land Use Code definition)*

Mid-block corridors (23.49.008.C.4) are proposed to be:

- Located a minimum of 200 feet from the nearest north-south street;
- Directly accessible from the sidewalk;
- At least 65% open to the sky;
- An average width of 25 feet;
- Accessible to the public at least ten hours per day; and
- At least one open space with a minimum dimension of 30' located along the corridor.

## Parking

Parking is not required in urban centers generally, and parking as a principal use (such as pay lots not associated with a business) is discouraged. Businesses in Little Saigon, however, rely upon customers and visitors from throughout the region, particularly on weekends and festival days. Further, Little Saigon is outside the Metro free ride zone, and is less well-served by bus than other areas of Downtown.

There is community interest in allowing a principal-use parking facility that can serve area businesses in the future. Downtown parking standards are proposed to be amended to allow principal use short-term parking structure in the area east of Interstate 5 outside the International Special Review District through a conditional use process, similar to the conditions for allowing such facilities west of Interstate 5. Businesses would retain flexibility in deciding whether or not to supply new parking. Accessory commuter (long term) parking would be prohibited for more than 1 space per 1,000 square feet of nonresidential floor area.

Type of Parking	Proposed Parking Regulation in the Proposed DMR/C Zone
Parking quantity	No parking, either long-term or short-term is required. Within the ISRD, parking is required for certain uses (23.66.342).
Maximum parking	Limit parking provided to 1 space per 1,000 square feet of non-residential use (23.49.019). Within the International Special Review District (ISRD), review district provisions would apply (23.66.342).
Principal use parking garages	Allow as an administrative conditional use (amended 23.49.146)
Principal use surface parking lots	Prohibit new surface parking lots. Existing lots would be allowed as a legal, nonconforming uses. (23.49.146)
Accessory parking garages	Allow outright when on the same lot as the use they serve (23.49.146).
Accessory surface parking areas	Allow outright if less than 20 spaces outside the ISRD (23.49.146). Not permitted in the ISRD (23.66.320)
Location of parking	Location of parking is regulated per Seattle Municipal Code section 23.49.019. Parking is generally not permitted at street level unless it is separated from the street by other uses.





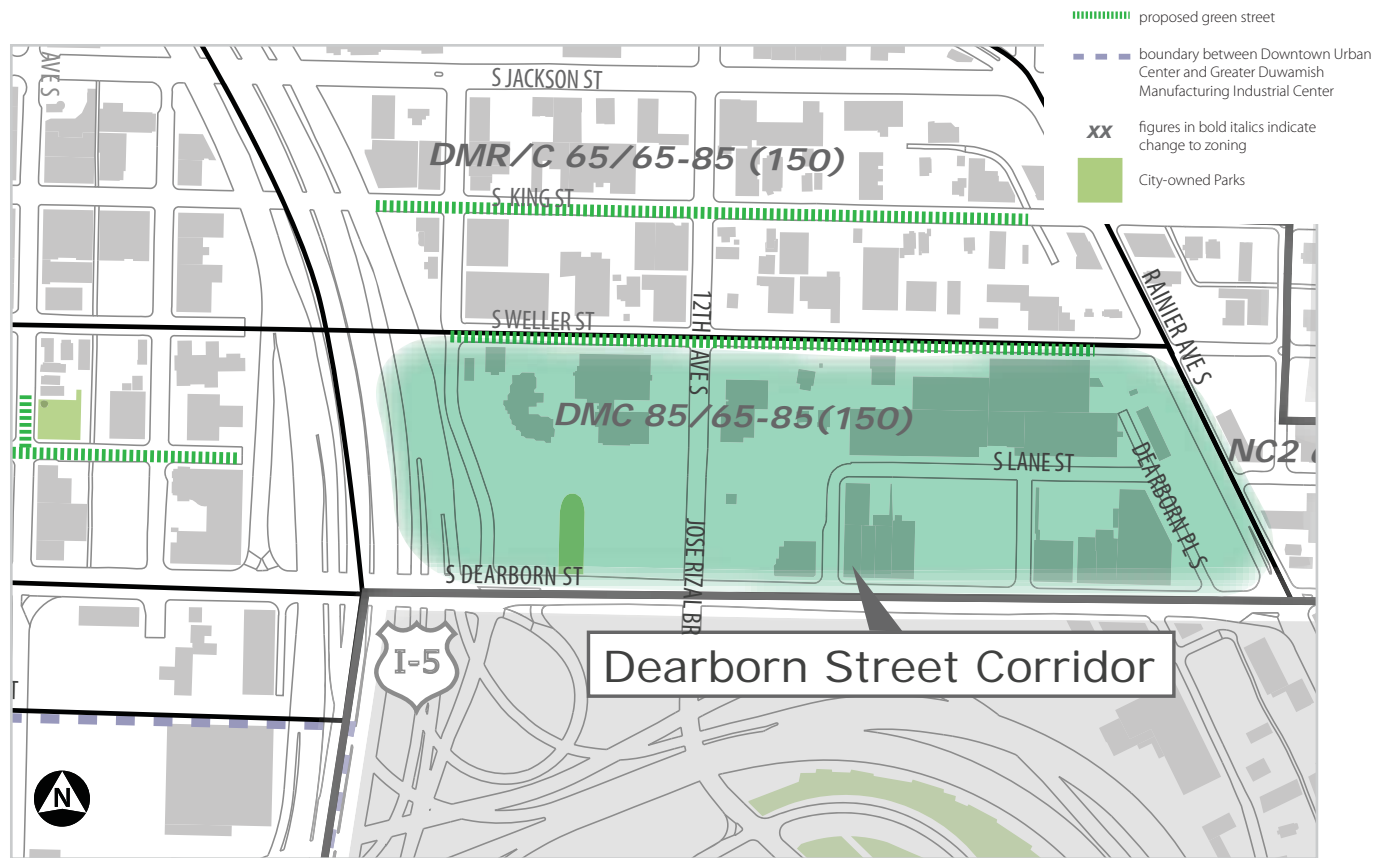
## Summary of Proposed Base and Bonus Development Allowed

Zone	Base Development	Maximum Development
DMR/C 65/65-85 (150)	2.5 FAR commercial uses 65 feet commercial uses 65 feet residential uses	4.25 FAR commercial 65 feet commercial uses 85 feet residential uses generally 150 feet residential uses if on a lot with a mid-block corridor

# DEARBORN CORRIDOR

*This chapter addresses the area of land south of Little Saigon, east of Interstate 5, north of S. Dearborn Street, and west of Rainier Avenue S.*

Property in this area is significantly sloped as result of the Jackson Regrade which removed nearly 108 feet in height of earth from First Hill-Beacon Hill between 1907 and 1910. South Dearborn Street defines the southern edge of this area and carries significant vehicle volumes, including freight and



delivery trucks traveling between Interstate 5 and the Rainier Valley. Seattle Department of Transportation is engaged in planning improvements for S. Dearborn Street. The Jose Rizal Bridge provides passage for 12th Avenue S. to and from Beacon Hill. Interstate 90 is located immediately south.

## EXISTING ZONING

East of the Jose Rizal Bridge, current zoning is Industrial Commercial (IC 65). The area includes office, light industrial, single family and sales uses. Seattle Goodwill Industries owns several large parcels that are the former site of a proposed large mixed-use/shopping center project that was abandoned due to economic uncertainties, in the first quarter of 2009. A contract rezone was approved for these properties contingent upon implementation of the development project. Without the project, zoning will revert to the underlying IC 65 zone.

West of the bridge, adjacent to Interstate 5, the area is zoned general Commercial (C1 65). To the north of the undeveloped S. Lane Street right-of-way, over 100,000 square feet of land is home to affordable housing and social service uses. A steep slope south of S. Lane Street includes Seattle Parks Department vacant property, undeveloped right-of-way, and privately owned vacant land.

Like the DMR zone, the DMC zone to date has been applied only around the edges of the Downtown office and retail cores. For this reason, the rezone criteria for the DMC zone are recommended to be amended in addition to new FAR limits for this area.

A description of existing zone designations can be found on page 59 of this report.



## OBJECTIVES FOR FUTURE LAND USE

1. Offer flexibility for a broad range of commercial and residential uses;
2. Allow continuation of existing uses, and provide allowances to address short-term parking needs so long as the pedestrian environment is supported;
3. Protect the character of smaller scale commercial uses in Little Saigon to the north from future large-scale retail in this area;
4. Improve pedestrian access and the street-level pedestrian environment as development occurs over time.



## PROPOSED DOWNTOWN MIXED COMMERCIAL (DMC) ZONE

### DMC 85/65-85 (150)

The Downtown Mixed Commercial (DMC) zone with amended height and density limits is recommended to be applied to the Dearborn Corridor. The DMC zone will increase allowed density of commercial uses in a part of Little Saigon near S. Dearborn Street, while also accommodating unlimited residential density in buildings up to 150 feet in height.

Recommendations include:

### Height

- Base height for nonresidential uses: 85 feet
- Base height for residential use: 65 feet (not allowed under existing IC zone)
- Maximum height residential uses through participation in incentive zoning programs and with implementation of a mid-block corridor: 150 feet

### Density Limits

- Base nonresidential floor area ratio (FAR) limit: 3 (2.5 under existing IC zone)
- Maximum nonresidential FAR through participation in incentive zoning: 5
- Residential uses: unlimited density (regulated by height)

### Pedestrian Character

- Exempt street level commercial uses from FAR limits to facilitate the development of pedestrian-oriented street-level retail uses.
- Designate all streets, except the S. Weller green street, as Class II pedestrian streets. The Class II pedestrian designation identifies pedestrian-oriented standards that address façade heights and transparency, and minimize blank walls.
- Require sidewalk widths of 15' along S. Dearborn Street.

## PROPOSED ZONING

Several zones were analyzed as part of the Livable South Downtown EIS and the rezone analysis beginning on page 109 of this report.



*Goodwill Industries*



*Goodwill Community Learning Center*

## Uses

- Recycling uses are proposed to be allowed in this area in order to allow the expansion of Seattle Goodwill Industries in the future
- In order to limit the impact of larger retail uses on smaller commercial uses located north of the proposed DMC zone, a special provision is proposed to limit parking access and loading facilities for retail uses greater than 25,000 square feet (50,000 square feet for grocery stores) from the proposed S. Weller Street green street. However, the Director of DPD may allow such features within 300 feet of Rainier Ave. S. if no feasible alternative is available, and if the feature is designed to minimize impacts on pedestrian use of the green street.
- Short term parking in downtown zones is generally limited to 1 space per 1,000 square feet of commercial floor area. However, Seattle Goodwill Industries has requested greater allowance for short-term parking to permit their existing 200-space parking lot to be moved to another lot or to be expanded, or to allow consideration of additional short-term parking associated with future commercial redevelopment. The proposal is to allow parking in excess of 1/1,000 square feet through a special exception process. The criteria that would be used to evaluate whether to grant a special exception to exceed parking maximums are shown in the box to the right.

Special Exception to Allow Parking to Exceed 1 space per 1,000 square feet of nonresidential use (Section 23.49.019.C of the Land Use Code, underlined sections indicate proposed addition to criteria):

“...The Director shall consider evidence of parking demand and alternative means of transportation, including but not limited to the following:

- a. Whether the additional parking will substantially encourage the use of single occupancy vehicles;
- b. Characteristics of the work force and employee hours, such as multiple shifts that end when transit service is not readily available;
- c. Proximity of transit lines to the lot and headway times of those lines;
- d. The need for a motor pool or large number of fleet vehicles at the site;
- e. Proximity to existing long-term parking opportunities downtown which might eliminate the need for additional parking on the lot;
- f. Whether the additional parking will adversely affect vehicular and pedestrian circulation in the area;
- g. Potential for shared use of additional parking as residential or short-term parking.
- h. The need for additional short-term parking to support shopping in the retail core or retail activity in other areas where short-term parking is limited, or areas at the edge of the Downtown Urban Center where available short-term parking and transit service is limited.”

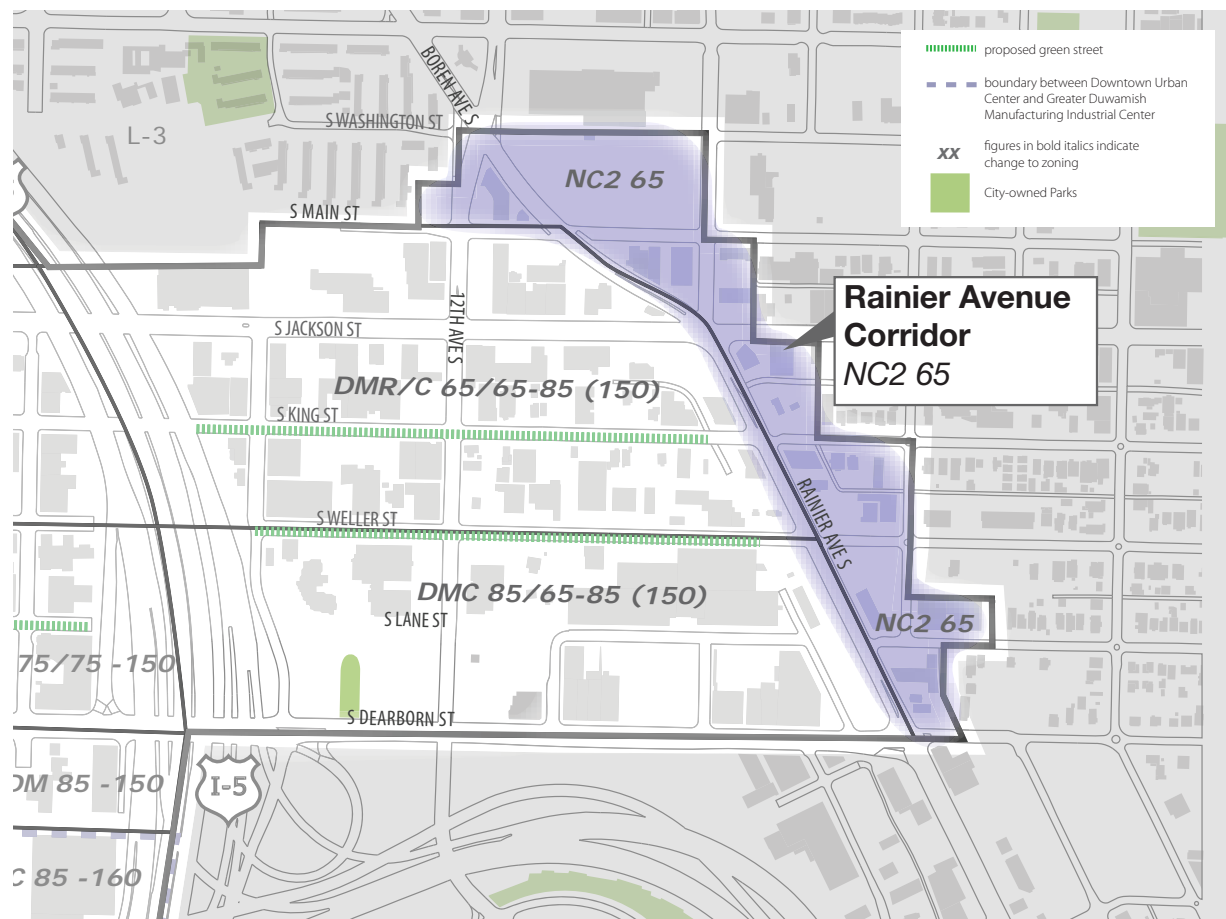
Summary of Downtown Mixed Commercial Zone Designation  
DMC 85/65-85 (150)

DMC 85/65 (150)	Base Development	Maximum Development participation in incentive zoning program required
Residential	65 feet for residential uses	85 feet generally 150 feet within the provision of a mid-block corridor
Non-residential (commercial)	3 FAR for commercial uses	5 FAR Maximum for commercial uses



# RAINIER/BOREN CORRIDOR

*The Rainier/Boren corridor defines a boundary between the Downtown Urban Center and nearby neighborhoods.*



The Rainier/Boren Corridor is proposed to be rezoned to a Neighborhood Commercial 2 (NC2) zone designation:

This rezone would establish a uniform zoning pattern and eliminate split-zoned lots. A detailed analysis of the proposed rezone and a map of existing zoning in this area can be found in the appendices to this report.

## COMPREHENSIVE PLAN AND NEIGHBORHOOD PLANS

This area is addressed in three separate neighborhood plans. Properties along Boren Avenue S. are within the “12th Avenue Urban Center Village.” Properties along Rainier Avenue S. are located within the “23rd and Jackson-Union Residential Urban Village.”

Zoning in the Rainier Corridor includes the following existing zone designations:

- Commercial 1 (C1 65) with a 65 foot height limit
- Industrial Commercial (IC 65) with a 65 foot height limit
- Commercial 2 (C2 40 and C2 65) with a 40 foot and 65 foot height limit
- Lowrise (L2 and L3)

Comprehensive Plan goal G9 for the Central Area neighborhood calls for a mixed-use residential and commercial use pattern in the 12<sup>th</sup> Avenue Corridor located at the northern end of Rainier Avenue S. No goals speak to future land uses along the balance of the Rainier Avenue S. corridor. However, several goals in the Central Area Neighborhood Plan call for neighborhood commercial zoning along Rainier Avenue S. in this area. More recently, in response to Livable South Downtown Draft Recommendations, members of the Jackson



Place neighborhood provided formal commentary in support of a Neighborhood Commercial (NC) zone designation.

In 2008, the Future Land Use Map of the Comprehensive Plan was amended to remove much of this area from an “industrial” designation to “commercial/mixed use” designation. This requires the City to align underlying zoning with the new Comprehensive Plan designation.

## OBJECTIVES FOR FUTURE LAND USE

1. Establish a pedestrian-oriented street-level environment.
2. Accommodate medium size businesses and residential uses.
3. Provide incentives for mixed-use development, where feasible.
4. Retain existing height limits.

## RECOMMENDED ZONE: NEIGHBORHOOD COMMERCIAL 2 65' (NC2 65)

Mixed use buildings with medium size businesses and housing above street level as follows:

- Buildings may be constructed up to 65 feet in height;
- Up to 4.25 FAR (floor area ratio) for residential-only or non-residential-only buildings;
- An additional .5 FAR for buildings that feature both residential and non-residential uses; and
- Limit most commercial uses to 25,000 square feet; 50,000 square feet for multipurpose retail sales uses (grocery stores, drug stores, etc.).

Pedestrian-Oriented Street-Level Environment

- Parking between a building and a street would not be allowed. Parking would be located at the rear or side of buildings, within a structure, or off-site within 800’.
- Transparent windows would be required for 60% of a street-facing façade.
- Nonresidential uses at street level would have to have an average depth of 30 feet, and have a minimum height of 13 feet.
- Residential uses would be required to contain at least one visually prominent pedestrian entry.

Green Factor

- Landscaping, equivalent to 30% of a parcel (factor of “.3”), in the form of planting areas, green roofs or vegetated walls would be required.

Summary of Base and Maximum Development Allowed

Zone	Base Development	Maximum Development
NC2 65’	65 feet 4.25 FAR	65 feet 4.75 FAR for buildings that contain a mix of residential and nonresidential uses. Participation in the incentive zoning program is not required in neighborhood commercial (NC) zones.



# EXPAND THE NETWORK OF GREEN STREETS IN SOUTH DOWNTOWN

*Throughout the South Downtown planning process, community members expressed a desire for a higher-quality natural environment, parks and park-like open spaces in South Downtown. These amenities are especially important as the area transitions into a higher-density community over time.*



The South Downtown Planning Study draft recommendations identified the designation of additional green streets in South Downtown as one way to accomplish Comprehensive Plan and neighborhood plan goals with regard to open space.

Comprehensive Plan Policy UV 50 specifically calls upon the City to “Establish, through the combined systems of urban trails, green streets and designated boulevards, a network among the city’s varied open space features and urban villages and urban centers as well as connections with recreational and natural areas within the Puget Sound region.” Policy UV 40 prioritizes such amenities within “urban centers and villages targeted for the largest share of residential growth.”

The Pioneer Square and Chinatown/ International District Neighborhood Plans also advocate for an expanded network of open spaces and green streets. In the Pioneer Square Plan (1998), Occidental Avenue is identified as “critical area #1” in the plan, describing the existing green street as “one of the most beloved places in Seattle.” The neighborhood plan advocates weaving

*“the stadium/exhibition hall and Pioneer Square together by unifying this corridor across property boundaries. Extend the corridor south of Jackson St. by improving*



*the streetscape between Jackson and King and creating a public plaza along the western edge of the Kingdome property, terminating at the new ballpark.”*

The Chinatown/ International District Neighborhood Plan (1998) identified the need for “safe and dynamic public spaces” on major traffic corridors and pedestrian-oriented streets. In 2003, Inter\*Im Community Development Association created the *Chinatown, Japantown, Little Saigon Streetscape and Open Space Concept plan*. The plan included significant public involvement, and recommended pedestrian connections and green street-related improvements in Chinatown/International District and Little Saigon.

## WHAT IS A GREEN STREET?

As defined in the City of Seattle Comprehensive Plan Transportation Element,

*“...Landscaping, historic character elements, traffic calming, and other unique features distinguish Green Streets from other Street Types. Green Streets are designed to emphasize pedestrian amenities and landscaping in areas that have dense, residential land uses. Each Green Street has its own unique character and design. The street right-of-way dimensions can vary significantly from street to street and from segment to segment.”*

Green Streets are defined in Seattle’s Land Use Code as follows: “Green street” means a street right-of-way which is part of the street circulation pattern, that through a variety of treatments, such as sidewalk widening, landscaping, traffic calming, and pedestrian-oriented features, is enhanced for pedestrian circulation and open space use.” A joint Director’s Rule for Seattle Department of Transportation

and Seattle Department of Planning and Development describes the following purposes of downtown green streets:

- Enhance pedestrian circulation and create open space opportunities in medium to high density residential areas lacking adequate public open space.
- Create a vibrant pedestrian environment in the street right-of-way that attracts pedestrians.
- Strengthen connections between residential enclaves and other Downtown amenities by improving the streetscape for pedestrians, bicycles and transit patrons.
- Support economic activity in Downtown neighborhoods by creating an attractive and welcoming “front door” for pedestrians.
- Maximize opportunities for trees and other landscaping to create a high quality open space.

Generally green streets complement local neighborhood traffic circulation patterns and pedestrian amenities. While providing an inviting environment for pedestrians, green streets must also be coordinated with the wider network of traffic patterns and street use. Green streets may slow traffic, redirect traffic, or close off a street to traffic altogether.

The design and construction of Green Street improvements may be funded by the City through capital improvements to a street, by adjacent property owners, or incrementally by developers in exchange for increased density or for departures from or flexibility in the application of Land Use Code requirements. Improvements—or construction of—Green Streets must meet Code-referenced public amenity standards and any street concept plan that may apply.



## Green Street Improvements for Common Recreation Area Requirement

Section 23.49.010 of the Land Use Code allows residential projects to meet up to 50% of the project’s common recreation area requirement through improvements to green streets abutting or “in the general vicinity” of the project “if such an improvement is determined to be beneficial to the residents of the project.”

## Green Street Improvements as Bonus Floor Area Amenity

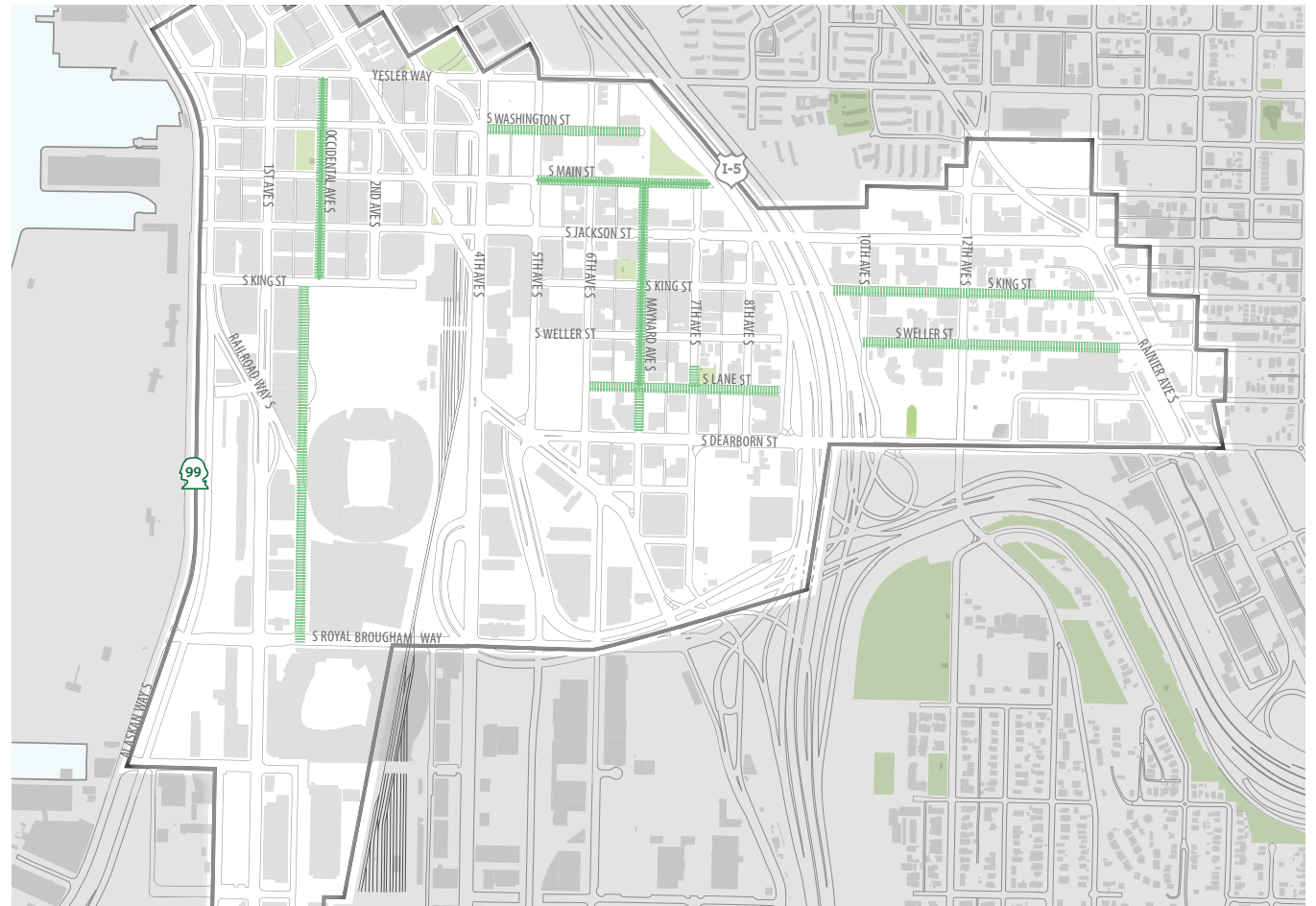
Section 23.49.013 of the Land Use Code allows green street improvements on abutting rights-of-way to be used to gain bonus floor area in residential, commercial or mixed use projects.

## Green Street as Required Open Space

Section 23.49.016 of the Land Use Code allows commercial development projects to use green street setbacks and green street improvements to count toward on-site public open space requirements on abutting streets or within ¼ mile of the project site, per approval by the Director of the Department of Planning and Development.

## Green Street setback required in the International District Residential (IDR) Zone

Section 23.49.248 of the Land Use Code currently requires a ten foot setback above 40’ in structure height for buildings abutting a designated green street in order to allow access to light, to encourage the development of a full tree canopy, and to create a pedestrian-oriented scale of development. Further setbacks are required above 85 feet. A street-level setback for projects within the IDR zones in South Downtown is also proposed as identified on page 43 of this report.



*Green Streets Proposed and Existing for South Downtown*

## GREEN STREETS PROPOSED FOR SOUTH DOWNTOWN

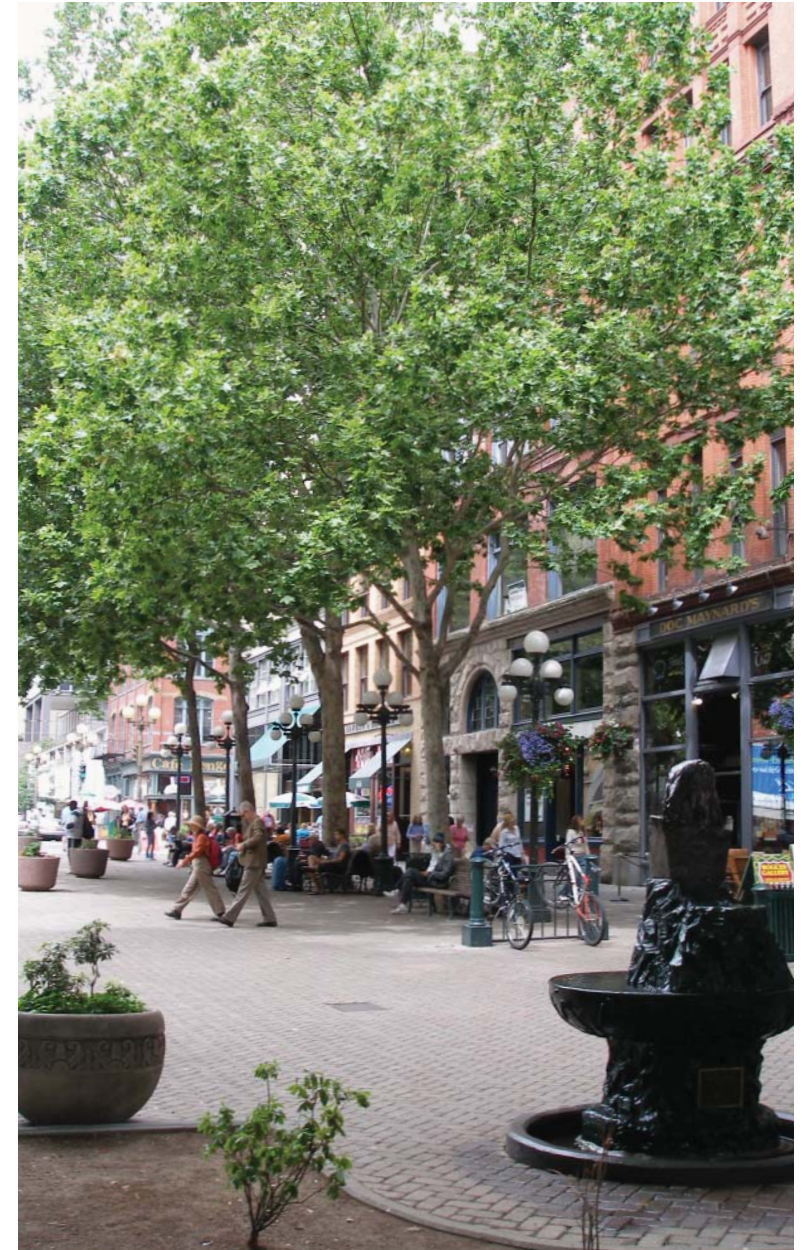
Green streets are typically located adjacent to higher-density residential or mixed use buildings on non-arterial streets. This is consistent with the location of green streets within South Downtown identified on the map on the previous page.

While no specific locational criteria exist for designating green streets, the City's Right-of-Way Improvements Manual identifies siting criteria for green streets as follows:

### RIGHT OF WAY IMPROVEMENTS MANUAL

#### Criteria for Designating New Green Streets

1. Streets in medium and high-density areas where residents generally do not have access to private yards, existing open space is very limited, and land is not available for future open space development.
2. Streets within or providing connections to pedestrian-oriented neighborhood commercial areas where Green Street improvements could reinforce commercial and mixed use activity, and enhance the quality of the pedestrian environment without conflicting with the desired traffic circulation.
3. Streets at critical locations in redeveloping areas that could serve as a focus for new development and provide direction for desirable changes in land use patterns. Examples might include streets that, as Green Streets, could strengthen the residential character of areas where efforts are being made to promote residential development or stabilize an existing neighborhood.
4. Streets and street ends that provide safe pedestrian and bicycle connections with neighborhood attractions, such as schools, shopping areas, public facilities, institutions and public open spaces, or streets integrated with the City's urban trail network.
5. Streets that have a special character that is of interest to pedestrians, including streets providing shoreline access, streets with special views, and streets located in areas of unique historic or architectural interest.
6. Undeveloped streets within designated open spaces where it is desirable to retain the undeveloped conditions of the surroundings.





In general, each of the proposed green streets is located adjacent to residential and mixed-use zoning on non-arterial streets in areas that are identified as locations for future residential density in South Downtown:

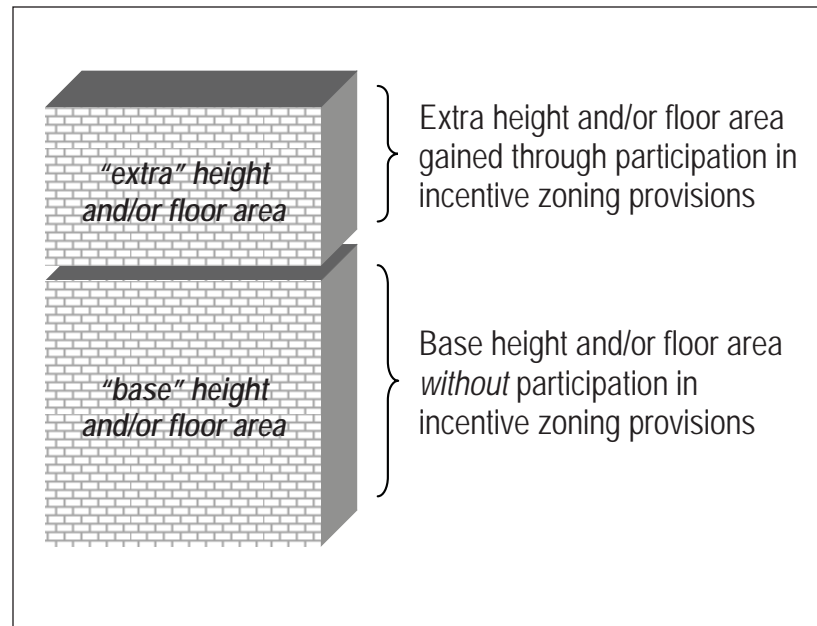
Description of Proposed Green Streets in South Downtown

Proposed Green Street Designation	Adjacent Zoning, Land Use, and Street Classification
<b>Pioneer Square</b>	
Occidental Avenue south of S. Jackson Street, north of S. Royal Brougham Way	Adjacent zoning: PSM zoning on the western side of the street establishes a preference for residential mixed use development. To the east is the IC zoned Qwest Field and Exhibition Center, within the Stadium Transition Overlay District. This portion of Occidental Ave. S. serves as an intense pedestrian activity corridor during event days, access to residents to the west (and, in the future, on the site of the North Lot), retail and industrial delivery access and for semi truck trailers during staging for events. SDOT Street Classification: non-arterial
<b>Chinatown/ International District</b>	
S. Washington Street between Maynard Avenue South and 4 <sup>th</sup> Avenue South	IDR zoning provides an incentive for high-density residential development. The IDR 150 zone requires upper level setbacks, and the recommended IDR and IDR/C zoning will require a six foot setback at street level. The street abuts Kobe Terrace Park and abuts numerous vacant, developable lots. SDOT Street Classification: non-arterial
S. Lane Street between Interstate 5 and 6 <sup>th</sup> Avenue South	The IDM zone in this area provides an incentive for residential development with ground-floor retail and residential entrances. Numerous vacant and lightly-developed parcels present opportunities for future residential density in this area. The Chinatown/International District Community Center is located on the eastern terminus of the proposed green street. SDOT Street Classification: non-arterial
Maynard Avenue South between S. Lane Street and S. Dearborn Street (recommended extension of existing green street)	Zoning in this area is IDM, with an incentive for residential development north of S. Dearborn Street. Numerous development sites exist in this area. SDOT Street Classification: non-arterial.
<b>East of Interstate 5 and Little Saigon</b>	
S. King Street between Rainier Avenue South and Interstate 5	This area is recommended to be zoned DMR/C which provides incentives for residential density in a mid-rise and high-rise developments. This area presents numerous opportunities for future development. In general the area was identified in the Livable South Downtown Planning Study Final EIS as deficient in both open space and pedestrian amenities. SDOT Street Classification: non-arterial.
S. Weller Street between Rainier Avenue South and Interstate 5	



# INCENTIVE ZONING IN SOUTH DOWNTOWN

Incentive zoning applies when an increase in development capacity is allowed and is sought by a developer in the form of additional height and/or floor area beyond what is otherwise permitted on a lot. The increase in capacity is achieved through developer participation in incentive zoning provisions in the Land Use Code. In many cases, the development must also conform to development standards that apply to taller or denser developments.



As applied to South Downtown, incentive zoning provisions will:

- Provide opportunities for higher density in South Downtown neighborhoods;
- Promote housing affordability;
- Encourage the creation of new open spaces to serve additional population density and to offset impacts of larger structures;
- Provide incentives and resources for the preservation and rehabilitation of historic structures in South Downtown;
- Be voluntary so that an applicant may build to base development capacity without participating.

## BACKGROUND

Incentives for density and height were amended in Seattle’s Downtown Code in 2006. At that time, the City Council and Mayor expressed the intent to expand incentive zoning provisions to more areas of the city consistent with the Seattle Comprehensive Plan. Housing Policy 31 of the Seattle Comprehensive Plan directs the City to

*“Promote the continued production and preservation of low-income housing through incentive zoning mechanisms, which include density and height bonuses and the transfer of development rights...”*

In 2006, the State of Washington enacted RCW 36.70A.540, explicitly authorizing affordable housing incentive programs. This law, as amended in 2009, expressly allows a jurisdiction to provide, among other things, a density bonus for residential, commercial or mixed-use development in exchange for the production of a certain quantity of affordable housing or payment in lieu.

In addition to affordable housing incentive programs authorized in RCW 36.70A.540, incentive zoning can be used to condition additional development capacity on the provision of various project features, and on voluntary agreements to provide for public improvements related to the additional development. Incentive programs may allow for either providing an improvement or making a payment that is used for an improvement to mitigate the impact. In order to provide a development incentive, the costs of performing the voluntary agreement would be less than the value of the added development capacity.

## Overview of Terms

**Development Capacity.** This report uses “development capacity” to mean the extent of development that may be allowed on a parcel of land under applicable zoning, taking into account limits on height, floor area, and other parameters. This report is recommending that development capacity be increased in many areas of South Downtown, resulting in the allowance for future buildings to be larger or denser than what can be built today.

**Base** development is what can be built without participation in incentive zoning programs, including any bonus program, use of transferred development capacity, or other special provision.

**Extra** floor area is the density allowance above the base, together with additional height allowance if applicable, gained through use of incentive zoning, including any use of bonus programs and transferred floor area.

**Chargeable** floor area is generally all nonresidential floor area above grade, not including exemptions. Chargeable floor areas “counts” against the FAR limit for the lot as established by the Land Use Code.

**FAR, or floor area ratio,** is used to measure nonresidential development capacity in downtown zones. See the glossary on page 106 for a description of FAR. Base FAR refers to the amount of floor area allowed without participation in the incentive zoning program. Maximum FAR is the greatest possible amount of floor area allowed subject to conditions of zoning.

**Height.** In addition to limiting the height of buildings, height is also a useful measure of residential development capacity. Base height refers to height allowed for residential uses, without participation in the incentive zoning programs, subject to conditions of zoning. Maximum height is the highest possible height allowed through participation in incentive zoning, again subject to any conditions of zoning.

**TDR or “Transferable Development Rights.”** TDR refers to a transfer of *nonresidential* (or commercial) development capacity between lots, directly or indirectly.

**TDP or “Transferable Development Potential.”** TDP refers to a transfer of *residential* development capacity between lots.

TDR and TDP programs are different from bonus programs. However they are an option to gain extra floor area under the proposed incentive zoning programs.

## Summary of Incentive Zoning Programs for South Downtown

including the option of using TDR and TDP programs

### Options for Residential Extra Floor Area in South Downtown Zones .....see page 82

60% of Extra Floor area:

- Affordable Housing and Childcare

40% of Extra Floor Area

- Open space amenities from within South Downtown
- TDP from within South Downtown

### Options for Nonresidential Extra Floor Area in South Downtown Zones .....see page 84

At least 75% of Extra Floor area:

- Affordable Housing and Childcare

Up to 25% of Extra Floor Area

- Public open space amenities
- TDR from within South Downtown

### Options for Nonresidential Extra Floor Area in IC Zones .....see page 85

At least 75% of Extra Floor area:

- Affordable Housing and Childcare

25% of Extra Floor Area

- TDR from within South Downtown

## APPLICATION OF RESIDENTIAL INCENTIVE ZONING PROGRAM IN SOUTH DOWNTOWN

Amendments are proposed relating to base and “extra” residential floor area for South Downtown as follows:

1. Height limits are proposed to establish “base” and “maximum” allowable heights for residential uses. A development could include residential floor area above base height by participating in the incentive zoning program.
2. TDP and bonus programs are tailored to South Downtown, providing detailed content for the provision of public amenities and the provision of TDP. (Sections 23.58A.016 – 23.58A.022)
3. Conditions for gaining extra residential floor area include the provision of affordable housing. Other options for gaining extra floor area include the provision of specified public amenities or purchase of TDP. (New subsection 23.49.008.E)
4. Several zones currently allow additional height above a base height for residential uses in South Downtown. These are identified in the table on the following page in shaded cells.

## RESIDENTIAL BONUS PROGRAM

In December 2008, the City Council passed legislation adopting Chapter 23.58A of the Seattle Land Use Code, establishing an affordable workforce housing incentive for residential floor area for zones outside of Downtown. The Livable South Downtown Planning Study recommends using these provisions within South Downtown.

Chapter 23.58A workforce housing incentives allow residential floor area above base development capacity as follows:

- A minimum of 17.5% of net bonus floor area must be provided as affordable housing meeting specified conditions (an efficiency factor of 80% is applied to gross bonus floor area to account for areas such as elevator lobbies and mechanical rooms). As an alternative, the developer may provide the housing off-site, subject to approval by the Office of Housing Director, or make a payment in lieu of providing the housing in the amount of \$18.94 per square foot of net bonus residential floor area.
- Affordable housing must be maintained as affordable for a minimum of 50 years; and
- Income, rent, and sales price restrictions will apply as follows:
  - Rental:** income of residents not to exceed 80% of median income; monthly rents, including tenant paid basic utilities, are not to exceed 30% of maximum eligible household monthly income;
  - Homeownership:** income of residents not to exceed 100% median income; the Housing Director must determine that the proposed housing sale price is affordable for income-eligible households.



As proposed, extra residential floor area in South Downtown could be gained through the following provisions:

Sixty percent of extra residential floor area would be gained through the residential bonus program according to the provisions of 23.58A.014.

Forty percent of extra residential floor area in South Downtown would be obtained through the provision of public amenities. Purchase of South Downtown Historic TDP would also be an option to gain extra floor area. A final option, within IDM and IDR zones, is the use of a historic bonus only when a historic-contributing structure is located on the same lot as a development project using the residential incentive zoning program.

**Public Amenities.** Several options for providing public amenities are proposed and including the following:

- Neighborhood open space within South Downtown or payment-in-lieu;
- Green street setback on designated green streets (see page 74);
- Mid-block corridor (see page 63);
- Residential hillside terrace in the Japantown area (IDR zone) area of Chinatown/ International District (see page 44).

**Transfer of Development Potential.** Transfer of development potential, or “TDP”, refers to residential floor area capacity that may be moved between lots. The following TDP programs are proposed for projects that seek extra residential floor area in South Downtown.

- South Downtown Historic TDP.
- Open space TDP from lots within South Downtown.

The following table summarizes the proposed base and maximum heights for residential floor area in zones in South Downtown.

**Base and Maximum Heights by Zone**  
Shaded areas indicate current zoning provisions and are not proposed to change.

South Downtown Zone Designation*	Base Height (in feet) for residential use	Maximum height (in feet) for residential use through participation in the incentive zoning program
PSM 100	100 feet for all uses	
PSM 85-120	85 feet for nonresidential uses. 120 feet if 75% or more of floor area is residential. Existing Code does not include incentive zoning provisions.	
PSM 100/100-120	100	120
PSM 100/100-130	100	130
PSM 100/120-150	120	150
IC 65-160	No residential uses are allowed.	
IC 85-160		
IDM 75-85	75 feet for nonresidential uses. 85 feet if at least 50% of floor area is residential. Existing Code does not include incentive zoning provisions.	
IDM 75/85-150	85	150
IDM 150/85-150	85	150
IDR 150	No incentive zoning provisions proposed.	
IDR 45/ 150-240	150	240
IDR/C 125-240	125	240
DMR/C 65/65-85 (150)**	65	85 150**
DMC 85/65-85 (150)**	65	150
NC2	Currently, incentive zoning provisions do not apply to NC zones.	

\* Where a zone designation includes a “/” the numbers following the “/” indicate height limits for residential use.

\*\*150 foot height is possible only for buildings in eligible developments that include or provide a mid-block open space corridor.

## NONRESIDENTIAL INCENTIVE ZONING IN SOUTH DOWNTOWN

The following discussion addresses extra nonresidential floor area for areas of South Downtown within the Downtown Urban Center. Nonresidential development within industrial zones (IC zones) in South Downtown are discussed on page 85.

Nonresidential (commercial) density is primarily regulated through Floor Area Ratio (FAR) limits. In certain South Downtown zones, such as Pioneer Square zones, no commercial FAR limit is established and no commercial bonus program is proposed.

Where FAR limits do exist, in order to gain extra floor area for nonresidential uses above the base FAR, projects in eligible zones may elect to use bonuses and/or TDR. The Land Use Code is proposed to be amended as follows:

1. Section 23.49.011 specifies alternatives and conditions for gaining nonresidential extra floor area. The section also establishes base and maximum FAR limits for chargeable floor area for downtown zones that include commercial incentive provisions. “Chargeable” floor area is generally all nonresidential gross floor area above grade, with several exemptions, including a deduction to allow for mechanical equipment. Currently, there are no provisions for bonus commercial floor area within South Downtown.

2. A new Section 23.58A.024 is proposed that contains provisions for gaining bonus floor area through voluntary agreements for housing and child care. Child care provided through this program would be required to be located within the same neighborhood unless such a location is determined to be infeasible.

**Performance option.** A developer/ applicant could opt to provide housing serving eligible households in an amount equal to a percentage of gross extra nonresidential floor area.

**Payment-in-lieu option.** An applicant may opt to provide \$18.75 per square foot of bonus floor area in affordable housing and \$3.25 per square foot for child care as part of the payment-in-lieu option. The dollars are held by the City of Seattle to fund affordable housing and childcare elsewhere in the city.

3. Section 23.49.013 identifies the programs for extra floor area for downtown amenities. In South Downtown, extra nonresidential floor area may be gained through the Downtown system of public open space amenities, including parcel parks, green street setbacks and other green street improvements.

4. Section 23.49.014 includes provisions for TDR. As proposed, the following types of TDR could be used in South Downtown to allow for the transfer of unused commercial floor area from eligible sending lots:

- Open space TDR from lots within South Downtown;
- Housing TDR; and
- South Downtown Historic TDR (new proposed category).



Proposed Base and Maximum Chargeable FAR Limits  
Existing FAR limits are shaded. New recommended FAR limits are not shaded.

South Downtown Zones	Base Chargeable FAR	Maximum Chargeable FAR
PSM 100, PSM 85-120, PSM 100/100-120, PSM 100/100-130, PSM 100/120-150*	No provisions for bonus nonresidential floor area provided. No nonresidential FAR limits established.	
IDM 75-85, IDM 75/85-150, IDR/C 125 - 240	3 FAR commercial 6 FAR hotel	3 FAR commercial 6 FAR hotel
IDM 150/85-150	3 FAR	6 FAR
IDR 150 IDR 45/ 150-240	1 FAR	2 FAR if building is at least 50% residential
DMR/C 65/65-85 (150)	2 FAR	4.25 FAR
DMC 85/65-85 (150)	3 FAR	5 FAR
NC2 65	4.25 FAR	4.75 FAR for mixed use buildings
IC 65-160	3 FAR	5 FAR
IC 85-160	1 FAR or 2.5 FAR (see page 43)	3.5 FAR

\* Provisions for a bonus program for the North Lot addressed in separate legislation.

## NONRESIDENTIAL INCENTIVE ZONING IN THE INDUSTRIAL-COMMERCIAL ZONED AREAS IN SOUTH DOWNTOWN

Two areas outside of the Downtown Urban Center located within the South Downtown planning area are proposed to be rezoned to Industrial-Commercial (IC). The First Avenue South Area (page 18) is proposed to be zoned IC 65-160. Zoning for the area south of S. Charles Street (page 46) is proposed to be zoned IC 85-160.

1. Section 23.58A.022 specifies that, for buildings where the maximum zoned height is greater than 85 feet, 75% of the extra floor area will be gained through the residential bonus related to housing and childcare. Twenty five percent of the extra floor area would be gained through TDR.
2. Section 23.58A.024 contains provisions for bonus affordable housing and childcare. In general, non-residential project applicants may provide the affordable housing and childcare (“performance option”) or provide a payment-in-lieu. In IC-zoned areas, residential uses are generally not allowed. However, the affordable housing could be provided at another location within the same neighborhood or general area. Childcare could be provided at another location within the neighborhood or within .25 miles of a light rail or bus rapid transit station serving the neighborhood.

3. TDR that may be used to satisfy requirements relating to 25% of the extra nonresidential floor area include: South Downtown Historic TDR, open space TDR from within South Downtown, and Housing TDR.
4. LEED Silver and a Green Factor of .3 is required of all projects that use extra floor area.

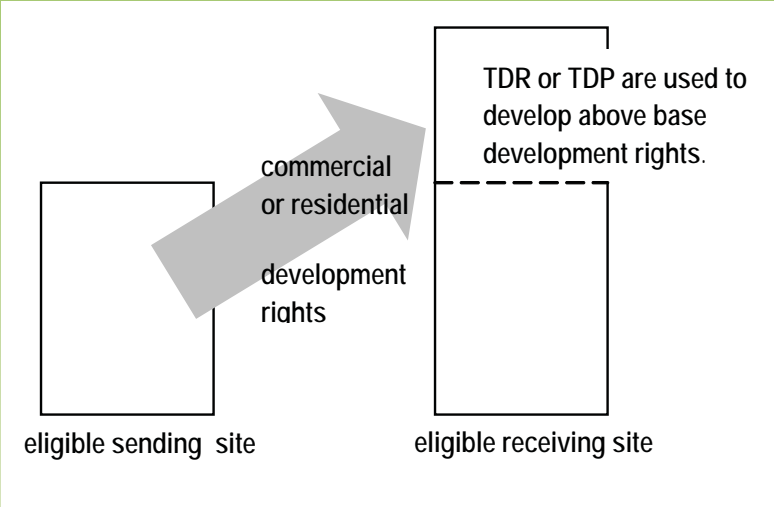


## TRANSFER OF DEVELOPMENT CAPACITY: TDR AND TDP

Transferable development capacity describes a type of incentive program that helps carry-out historic or affordable housing preservation goals and encourages development on non-sensitive sites.

“Transferable development rights” (“TDR”) generally refers to nonresidential or commercial floor area that may be transferred.

“Transferable development potential (“TDP”) refers to residential floor area capacity that may be transferred.



**What are TDR and TDP?**

TDR or TDP involves a transfer of development capacity between lots, directly or indirectly. The lot may be owned by the same person, or the owners of the sending and receiving lots may be different. Development capacity may be sold or exchanged in private market transactions between a buyer and a seller. Alternatively, TDR/TDP may be bought and sold by an intermediary such as the City of Seattle, and held in its “TDR bank.”

A property owner may sell—or transfer—all or part of a property’s “base” development capacity to a buyer who is seeking to develop extra floor area above base development capacity.

The property owner who sells or transfers TDR or TDP relinquishes the right to use the development capacity transferred in the future.

The TDR or TDP are then available for use on the site that is receiving TDR or TDP.

TDR and TDP provide an incentive for land owners to preserve open space, affordable housing, and historic buildings. They may allow the owner to realize the unused development potential of a lot, or its financial value, notwithstanding restrictions on redevelopment under historic preservation rules or covenants.

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## Housing and Open Space TDR

Housing and open space TDR are recommended to be available for projects seeking chargeable floor area above the base FAR in eligible South Downtown zones. TDR may also be sent to eligible downtown zones outside of South Downtown.

- **Housing TDR** is intended to encourage owners of sending lots to preserve affordable housing in existing structures. In order to qualify as a Housing TDR site each structure on the lot must have a minimum of 50 percent of total gross above-grade floor area committed to low-income housing and at least one FAR committed to very low-income housing use for a minimum of 50 years. The proposal for calculating the amount of housing TDR that may be transferred from sending sites is discussed on page 89 of this report.
- **Open Space TDR** is intended to be used to preserve open space. Up to 3 FAR, or the unused base FAR, whichever is less, could be transferred from open space TDR sites in South Downtown to any eligible receiving lot inside or outside South Downtown.

## South Downtown Historic TDR

South Downtown Historic TDR is proposed in order to provide incentives for renovation and preservation of historic buildings.

Historic properties and new buildings benefit from locations close to downtown in the district and from both the regulation of surrounding properties and the promotion of greater density through desirable infill development. However, redevelopment pressure can result in a threat to existing historic structures or even “demolition by neglect” wherein a property owner allows the condition of the property to decline to such a state that it becomes a detriment to the district and restoration becomes infeasible.

Historic structures are often expensive to upgrade, requiring retrofits and modifications to meet modern safety and health standards. Many historic buildings in South Downtown, particularly in Chinatown/I.D., are in need of significant renovation. In South Downtown, renovation—not simply avoiding demolition—is an important goal for historic properties.

Allowing transfer of development rights from properties that are restored will provide resources to help owners preserve and restore other historic structures. Limiting the amount of floor area that may be transferred helps balance the available supply of TDR on the market, to enhance their value.

Consistent with the goals for each neighborhood, the South Downtown Historic TDR program will accomplish three long-term goals:

1. Restoration and maintenance of a structure that contributes to the historic or architectural character of the area;
2. Provide resources toward the rehabilitation of contributing buildings; and
3. Provide flexibility by allowing the transfer of either commercial (TDR) or residential (TDP) floor area.

The proposed South Downtown Historic TDR program would allow the transfer of up to 3 FAR from lots located within the Pioneer Square Preservation District or the International Special Review District. The amount of transferrable FAR is not a factor of the allowable height on the lot. Eligible TDR sending sites must include one or more above-grade structures greater than 5,000 square feet in size identified as “contributing” to the historic or architectural character of the district as determined by the Pioneer Square Preservation Board or the International Special Review District Board.

## How is Available TDR Calculated?

Nonresidential floor area in downtown is regulated through floor area ratios (FAR). The amount of TDR that may be transferred from an eligible sending site is generally calculated as the product of the base FAR limit multiplied by the lot area, minus the total chargeable floor area on the lot.

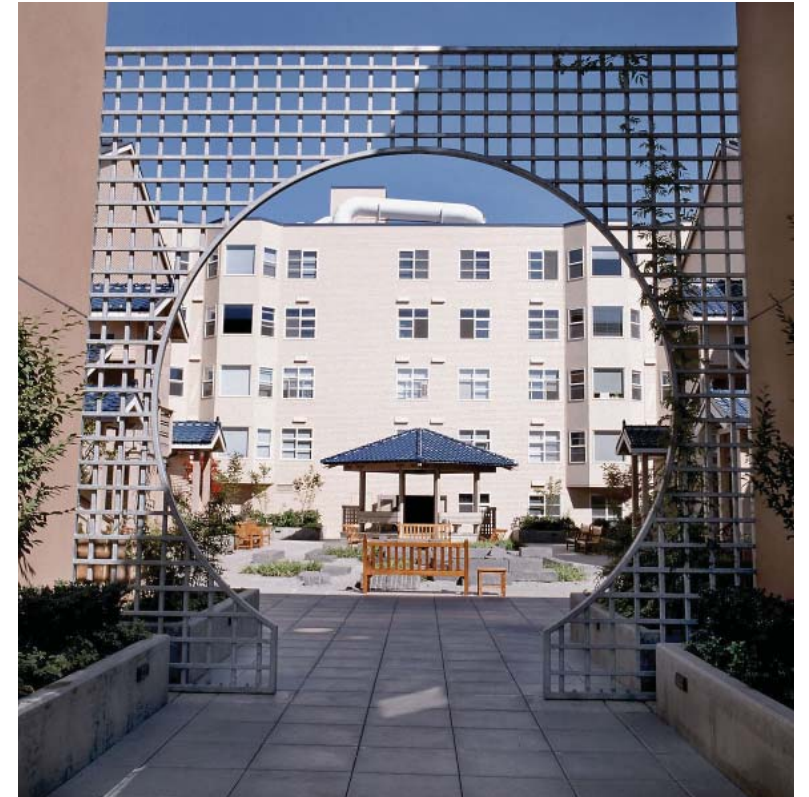
Currently, in PSM zones, which have no limit on chargeable floor area, residential floor area on the lot is deducted from a specified multiple of the lot area (6) in computing the floor area available to transfer. This differs from other Downtown zones where the multiplier is established by the base FAR limit.

## TDR/TDP Market Considerations

An important consideration in establishing the South Downtown Historic TDR program is the effect on the overall market for development rights. The program must provide a reasonable balance between potential supply of TDR and demand for future TDR from new construction projects. Development projects throughout Downtown, including South Downtown, are proposed to be eligible to use South Downtown Historic TDR to achieve up to 40 percent of extra residential floor area or 25% of no extra nonresidential floor area.

Up to 3.7 million square feet of potential South Downtown historic TDR/TDP would be newly created and be eligible for transfer within downtown. However, the fact that many properties qualify to send TDR does not guarantee that a transaction will take place. Some property owners may choose not to participate for a variety of reasons.

The price of development rights is established through market transactions. The sale of TDR requires a certification process and coordination with City departments, and includes a commitment to maintain a property in certain uses and rehabilitate contributing structures. Further, while TDR is a useful tool, property owners usually combine proceeds of TDR with other funding sources to complete rehabilitation projects, making the sale of TDR only one aspect of a project's financing.



The proposal would allow the following maximum amounts of TDR to be transferred:

South Downtown Non-Residential Floor Area that May Be Transferred as TDR, as a Multiple of Sending Lot Size				
Sending Lot Zones	Total Available Commercial FAR	Housing TDR (FAR)	Open Space TDR (FAR)	South Downtown Historic TDR (FAR)
PSM and IDM zones	6	3	3	3
IDR 150	2	2	2	2
IDR 45/ 150-240	1	1	1	1
IDR/C 125-240	6	3	3	3
DMR/C 85/65-85(150)	2	2	2	2
DMC 85/65-85(150)	3	3	3	3

In each case, the total amount of all types of TDR transferred from a lot could not exceed the product of “Total Available Commercial FAR” (see table above) multiplied by the lot size, minus the chargeable floor area on the lot. In addition, the proposal would allow a property to combine the sale of different types of TDR and TDP in any allowable combination, to a total maximum of 6 FAR. However, lots that have already transferred South Downtown Historic TDP may not also transfer South Downtown Historic TDR.



Recommendation for calculating available Housing TDR on sending sites:

Housing TDR is a Downtown program that currently applies in South Downtown. Outside of South Downtown, the amount of floor area that may be transferred from eligible Housing TDR sites is calculated as the allowable commercial FAR minus any commercial floor area. In South Downtown, however, Housing TDR is calculated by deducting the square footage of both commercial and residential floor area of buildings from the allowable FAR of 6. This difference was intended to limit the overall supply of available Housing TDR from South Downtown into the Downtown system of TDR. The result of this calculation means that buildings with more affordable housing, relative to the size of the lot, may transfer comparably less floor area than buildings that contain less residential floor area. The proposal is to not deduct residential floor area from qualifying Housing TDR sending sites in South Downtown, and to allow up to 3 FAR of transferable floor area from South Downtown Housing TDR sending sites.



## PROPOSED TDP PROGRAMS IN SOUTH DOWNTOWN

“Transferable development potential” (TDP) represents residential floor area. In South Downtown, the following types of TDP are proposed:

- South Downtown Historic TDP.** The proposed South Downtown Historic TDP would apply to residential development capacity that may be transferred from properties that have been determined to contribute to the historic or architectural character of either the Pioneer Square Preservation District or the International Special Review District under proposed Land Use Code Section 23.66.032. Other aspects of the program are similar to the South Downtown TDR program discussed previously. Three FAR or the available allowable residential floor area, whichever is less, would be allowed to be transferred.
- Open Space TDP.** A lot may send up to 3 FAR, or the available unused residential floor area, whichever is less, as open space TDP. Standards identified in Section 23.58A.018.F specify that the open space must be at least 5,000 square feet in size, be publicly accessible to persons with disabilities, be open to the general public without charge for a specified portion of the day, and be maintained by an agency or private owner of the space.

## SUMMARY OF TDR AND TDP SENDING AND RECEIVING SITES

The following table summarizes allowable TDR and TDP that could be transferred to and received from lots within the South Downtown planning area including South Downtown zones within the Downtown Urban Center and IC zones. Open space TDR and housing TDR from South Downtown could be transferred to other downtown lots that are presently eligible receiving sites. It is proposed to allow the transfer of South Downtown Historic TDR to receiving areas in other parts of downtown that are eligible to use TDR, generally on the same basis as Landmark TDR, but not counting toward the existing 5% set-aside for Landmark TDR.

Sending and Receiving Sites in South Downtown Planning Area TDR and TDP\*  
 “S” = potential sending site, “R” = potential receiving site

Zones within the South Downtown Planning Area, including IC Zones	Housing TDR	Open Space TDR	South Downtown Historic TDR	South Downtown Historic TDP	Open Space TDP
	nonresidential (commercial) floor area			residential floor area	
PSM 100 and PSM 85-120	S	S	S	S	S
PSM 100/100-120, PSM 100/100-130, PSM 100/120-150	S	S	S	S,R	S,R
PSM 100/120-150	S	S,R	S	S,R	S,R
IC	R	R	R	--	--
IDM 75-85	S	S	S	S	S
IDM 75/85-150	S	S	S	S,R	S,R
IDM 150/85-150	S, R	S,R	S, R	S,R	S,R
IDR 150	S	S	S	S	S
IDR 45/ 150-240 IDR/C 125-240	S	S	S	S,R	S,R
DMR /C 65/65-58(150)	S,R	S,R	S, R	S,R	S,R
DMC 85/65-58(150)	S,R	S,R	S, R	R	R
NC2 65	No incentive zoning or bonus programs proposed.				



## Summary Comparison of Existing and Proposed TDR Sending Site Locations & Calculations in South Downtown

	Existing:	Proposed: Certain categories of TDR/TDP may be combined up to 6 total FAR from each sending lot. A lot may sell either South Downtown Historic TDR or TDP.
<b>Housing TDR</b>		
PSM , IDM, IDR/C (6 FAR base)	Up to 6 FAR allowed; however existing residential floor area is subtracted from available TDR	Up to 3 FAR allowed
IDR (1 FAR base)	Up to 1 FAR allowed minus existing residential floor area	Up to 1 FAR allowed
DMR, DMC (base of 1, 2 or 3 FAR)	No TDR allowed under current zoning in the proposed DMR area of South Downtown	Up to 1 in DMR; Up to 2 in DMR/C; Up to 3 in DMC
IC	Housing not allowed in IC-zoned areas; no housing TDR.	
<b>Open Space TDR</b>		
PSM , IDM (6 FAR base)	No program currently	Allowed up to 3 FAR or base FAR, whichever is less
IDR (1 FAR base)	Up to 1 FAR allowed	Up to 1 FAR allowed
DMR, DMC (base of 1, 2 or 3 FAR)	No TDR allowed under current zoning in the proposed DMR area	Up to 1 FAR in DMR; Up to 3 FAR in DMC
IC	No TDR allowed to transfer	
<b>South Downtown Historic TDR</b>		
PSM , IDM	No program currently	Up to 3 FAR allowed or base FAR, whichever is less
DMR, DMC	No program currently	Up to 1 FAR in DMR; Up to 3 FAR in DMC
IC	No program currently	
<b>South Downtown Historic TDP</b>		
PSM , IDM, IDR	No program currently	Up to 3 FAR allowed
DMR, DMC	No program currently	Up to 3 FAR allowed
IC	No program currently	
<b>Open Space TDP</b>		
PSM , IDM, IDR	No program currently	Up to 3 FAR allowed
DMR, DMC	No program currently	Up to 3 FAR allowed
IC	No program currently	No residential floor area; no TDP allowed to transfer as the public amenities open space option is available for residential floor area.

# APPLYING THE GREEN FACTOR TO SOUTH DOWNTOWN



## WHAT IS THE GREEN FACTOR?

The Seattle Green Factor is designed to increase the amount and quality of urban landscaping while allowing flexibility for property owners to develop their property. Additional and appropriate landscaping can add value and interest to new development and maximize benefits of landscaping on the environment, such as natural cooling and insulation, air quality, reduced runoff, and natural habitat.

The proposed Seattle Green Factor for South Downtown will require developers to landscape an area that has the equivalent positive effect on water quality to landscaping 30% of a lot or a .30 Green Factor “score.” This equivalent amount of landscaping may be provided through a menu of landscaping options, including trees and shrubs, permeable paving, green roofs, and vertical green walls and open water features. As is the case in commercial zones, and as proposed for multifamily zones, landscaping provided along rights-of-way in South Downtown can count toward the Seattle Green Factor requirement.

## CONSIDERING THE SEATTLE GREEN FACTOR FOR SOUTH DOWNTOWN

The Seattle Green Factor is a landscaping requirement designed to integrate high-quality landscaping in Seattle’s dense urban neighborhoods that could provide a solution for South Downtown.

Adopted for commercial and neighborhood commercial zones in 2006, the Green Factor encourages developers to find new ways to incorporate landscaping in their projects by providing a menu of landscaping features ranging from trees to green roofs. Different features receive numeric scores based on the public benefits and ecological functions they provide. The composite landscape plan for each project must meet a minimum score.

Sixty-five projects permitted in 2007 featured Green Factor landscapes. DPD has analyzed 42 landscape plans to see how the requirement is being implemented. Each of these projects feature landscaping in or adjacent to the right-of-way, and half featured green roofs and/or permeable paving. While every project included some amount of unconventional landscaping such as permeable paving, green roofs, or vegetated walls, compliance with the Green Factor did not require significant changes to decisions regarding uses within the building or building design.

Establishing a Green Factor standard for South Downtown requires consideration of compatibility with future uses, typical lot coverage and setbacks, and the projected increased costs of additional landscaping and maintenance. The minimum score of .30 required in commercial zones is based on the space available for landscaping in commercial lot setbacks, sidewalks, and on structures. The .60 score currently proposed for multifamily residential zones is the result of studies suggesting that the larger setbacks for residential structures allow more landscaping than do the typical lot configurations in commercial zones.

## The Benefits of Landscaping

Trees, plants, and landscaped areas are vital to maintaining livability and ecological processes in the built environment. Patches of green in the urban fabric help protect air and water quality, and provide a wide range of benefits including:

- **Stormwater management.** Foliage and branches help slow and reduce the quantity of rainwater reaching the ground, while roots and healthy soils help infiltrate stormwater. This reduces demand on our sewer systems and receiving waters.
- **Improved livability.** While all can acknowledge the aesthetic benefits of landscaping, new research suggests that planted areas contribute to livability in surprising and profound ways. Trees and other vegetation in urban areas help lower stress levels, improve concentration in children, and even lower crime rates.
- **Energy efficiency.** Plantings help cool buildings in the summer and insulate them in the winter. The energy savings can be significant for individual build-

ings and even more so for neighborhoods. Because energy savings translate to greenhouse gas reductions, landscaping is included in Seattle's Climate Action Plan.

- **Reduced urban heat island effect.** Roads and buildings hold in heat from solar radiation, causing cities to have higher temperature peaks than surrounding areas. While dangerous heat waves don't occur often in Seattle, rising temperatures in the region mean that the heat island effect will become more of a concern in coming decades. A recent University of Washington climate study projects increasing heat-wave fatalities by 2025. Through shade and evapotranspiration, plantings can help protect Seattle from extreme conditions in the future.
- **Improved habitat.** The more trees, shrubs, and perennials a city has, the more habitat it offers to birds and beneficial insects. As dense development exerts increasing pressure on wildlife, it is important to think creatively about how habitat can be brought back into the city.

## Natural System and Landscaping in the Comprehensive Plan

Comprehensive Plan goals and policies support incorporating natural system elements into new construction and developed areas.

- **Environment Goal 3:** Use natural systems to maintain and enhance environmental quality by having them perform such functions as cleaning air and water, and controlling stormwater runoff.
- **Environment Policy 10:** Strive to increase the amount of permeable surface and vegetative cover in the city in order to mitigate the heat island effect of developed areas, control stormwater flows and reduce pollution.





The Comprehensive Plan also acknowledges the fiscal benefits of enhancing the green infrastructure.

- Environment Policy 8: In order to reduce the financial investment in built infrastructure while controlling the environmental impacts that infrastructure can cause, explore opportunities to restore or productively use the functions that a healthy ecosystem can provide in conjunction with, or as a substitute for, built infrastructure.

Finally, the Comprehensive Plan provides guidance for landscaping standards applied to industrially zoned areas.

- Land Use Policy 15: On sites that are highly visible to the public because of their location on selected major arterials, require new development to provide street trees and landscape screening in order to promote a positive impression of the city’s industrial areas. Streets appropriate for this special treatment are:
  1. Streets that provide major routes through the city and/or serve as principal entrances to downtown;
  2. Streets that provide the principal circulation route within an industrial area; and
  3. Streets where right-of-way conditions will permit required landscaping without conflicting with industrial activity.

## EXISTING LANDSCAPING REQUIREMENTS IN SOUTH DOWNTOWN

Due to the historic predominance of commercial and industrial uses, very little landscaping is required in South Downtown. In addition to landscaping standards for parking lots, DMR and IC zones require landscaping along rights-of-way and screening of blank facades. For parcels in the DMR zone, without full lot coverage, 20% of the area not covered by buildings must be landscaped. NC2 zones, a relatively small part of South Downtown, already require compliance with the Green Factor.

Although some zones in South Downtown have no landscaping requirements, there are many reasons to introduce such a requirement at this time:

- The Livable South Downtown Planning Study anticipates more residents, workers, and visitors in South Downtown. Better landscaping and increased vegetation will help make the area more attractive, pleasant, and safe.
- Many uses in South Downtown (offices, retail, multifamily residential) must meet landscaping requirements when they occur in other parts of Seattle.
- Each of the neighborhood plans call for the introduction of “green” elements throughout the neighborhood of South Downtown.

## PROPOSED GREEN FACTOR REQUIREMENT FOR SOUTH DOWNTOWN

Case studies included in Appendix E suggest that Green Factor would be an appropriate and effective standard to achieve better landscaping in South Downtown. A .30 Green Factor score for all new development projects exceeding 20,000 square feet gross floor area of new construction is proposed.

Based on comments received in each of the historic districts in South Downtown, the recommendation includes a provision to allow modification of the Green Factor requirement by the Director of DPD in consultation with the Director of the Department of Neighborhoods if it is determined that the requirement will adversely affect historically significant features on the development site.

## GREEN FACTOR PROPOSAL FOR SOUTH DOWNTOWN

.30 Green Factor throughout all zones of South Downtown

Applied to projects that exceed 20,000 square feet of new construction

May be modified when the requirement conflicts with the protection of historic resources



# COMPLEMENTARY CITY INITIATIVES

*A fundamental goal of the Livable South Downtown Planning Study is to strengthen the health and vitality of south downtown neighborhoods while retaining their unique characteristics. While the project’s prime focus is land use in this part of the Downtown Urban Center, complementary strategies to address other community issues will be necessary to succeed in meeting this goal.*

During the past two years, the Department of Planning and Development has coordinated with other departments to address priority issues for the community that are not addressed elsewhere in this report. These include initiatives relating to economic development, small business, transportation, public safety, public realm improvements, arts and culture, households with children and human services. The following is a description of other efforts that have been undertaken in order to more fully address the issues that will contribute to the success of meeting the goal of a vital, livable South Downtown.



## ECONOMIC/COMMUNITY DEVELOPMENT

The Livable South Downtown planning study contributes to the goal of neighborhood vitality primarily through the influence of land use and zoning policies. We know that South Downtown is not homogenous, but a collection of unique neighborhoods and districts. Consequently, there is not a “one size fits all strategy” for strengthening local economies. The City is pursuing complementary strategies in each neighborhood as well as some programmatic improvements that will benefit all of South Downtown.

### Pioneer Square

Pioneer Square is the nation’s first national historic district. Its proximity to financial, retail and government centers downtown and to the King Street/Union Station Multimodal hub make it a likely area for investment. For many years, however, the neighborhood has been economically challenged. Periodic incidents associated with nightlife and the presence of numerous human service uses such as missions, shelters and other services contribute to a perception by many that the neighborhood is not clean or safe. The Pioneer Square Neighborhood Plan, completed in 1998, called for “catalyzing” middle income and market rate housing production and suggested several priority sites for this development. It suggested that new housing would bring a new sense of community ownership and investment, support to businesses and more “eyes on the street” to address the public’s perception of safety. Soon after the plan was completed however, Pioneer Square businesses suffered disproportionately from the “tech bust” in 2000. The subsequent loss of other businesses with a long association with the neighborhood exacerbated this impact.

The Livable South Downtown Planning Study has recommended zoning changes to stimulate housing and job development. Council's passage of legislation increasing development potential on the Qwest Field North Parking Lot is intended to bring hundreds of new jobs and residents and provide a significant economic boost to the Pioneer Square neighborhood.

The decision to replace the Alaskan Way Viaduct with a deep bore tunnel allows for a dramatic redevelopment of the Central Waterfront, which should help strengthen all of South Downtown and be a particular boon to Pioneer Square. It should be noted that Central Waterfront redevelopment will also have impacts on Pioneer Square residents and businesses as parking is lost and traffic and utilities are rerouted. The City and State are working together to mitigate these impacts.

## Chinatown/International District and Little Saigon

The Chinatown/International District and Little Saigon neighborhoods are the center of Seattle's Asian-American community. Chinatown/ID emerged as early Asian-immigrants established needed hotels, restaurants and services, as well as a refuge from prevalent anti-Asian laws and sentiment. Little Saigon emerged from the more recent wave of immigrants from Southeast Asia who created a vibrant business district out of a disinvested area. As a result, the neighborhood is rooted in a strong cultural identity with a majority of Asian-owned and operated small businesses.

The Chinatown/International District and Little Saigon neighborhoods are concerned about displacement of ethnic businesses and immigrant residents as the neighborhood redevelops and Livable South Downtown Planning Study recommendations are implemented. This concern is heightened by the fragile state of many of the neighborhoods' businesses, their unique cultural needs and population shifts in the Asian-American community. To strengthen these business districts, the City is taking a comprehensive approach to identify and address core business needs, including economic support for small businesses.

## SMALL BUSINESS ATTRACTION & SUPPORT

### Economic Impact Study

The Department of Planning and Development (DPD) commissioned a study of the potential economic impacts of additional development capacity and proposed large-scale developments to the small businesses in Chinatown/ID and Little Saigon. Members of the community helped define the scope and methodology of the study. While the economic impacts vary, the neighborhood's small businesses are generally not prepared to adapt to the changing environment. The study recommended a number of culturally-appropriate strategies to support the neighborhoods' small businesses.

### Chinatown/ID & Little Saigon Business District Retail Analysis

The Office of Economic Development (OED) sponsored an analysis of the retail trends and community shopping patterns in Chinatown/ID and Little Saigon to develop a spe-



## COMPLEMENTARY INITIATIVES

cific set of retail support strategies. The study helped shape a technical assistance program to support small businesses in areas such as merchandising, marketing and promotions.

### Chinatown/ID & Little Saigon Business District Action Agenda

The Office of Economic Development (OED) worked with the community in developing a City/Community action agenda to implement recommendations from the Economic Impact Study, the Retail Analysis, the community's Vision 2030 report and the neighborhood plan. OED will continue to work with the community on implementing business attraction and retention strategies, as well as developing strong business organizations to represent and coordinate services for small businesses and property owners.

### Pioneer Square Business District Revitalization Strategy

The City of Seattle's Office of Economic Development (OED), in coordination with the Seattle Department of Neighborhoods (DON) and the Seattle Police Department (SPD) is working with Pioneer Square businesses and community groups to complete a Pioneer Square Business District Revitalization Strategy. This strategy, to be completed by early 2010, will result in a targeted set of recommended interventions to improve Pioneer Square's business health and competitiveness.

### Small Business Organizing

Strong neighborhood business organizations are vital to ensuring that the needs of small business and property owners are represented and responded to. The Office of Economic Development

(OED) has been working with a number of organizations in both Chinatown/ID and Little Saigon to achieve wide participation and engagement of small businesses. OED is currently providing financial support for small business outreach, program development, and establishment of a center to facilitate/coordinate neighborhood revitalization efforts.

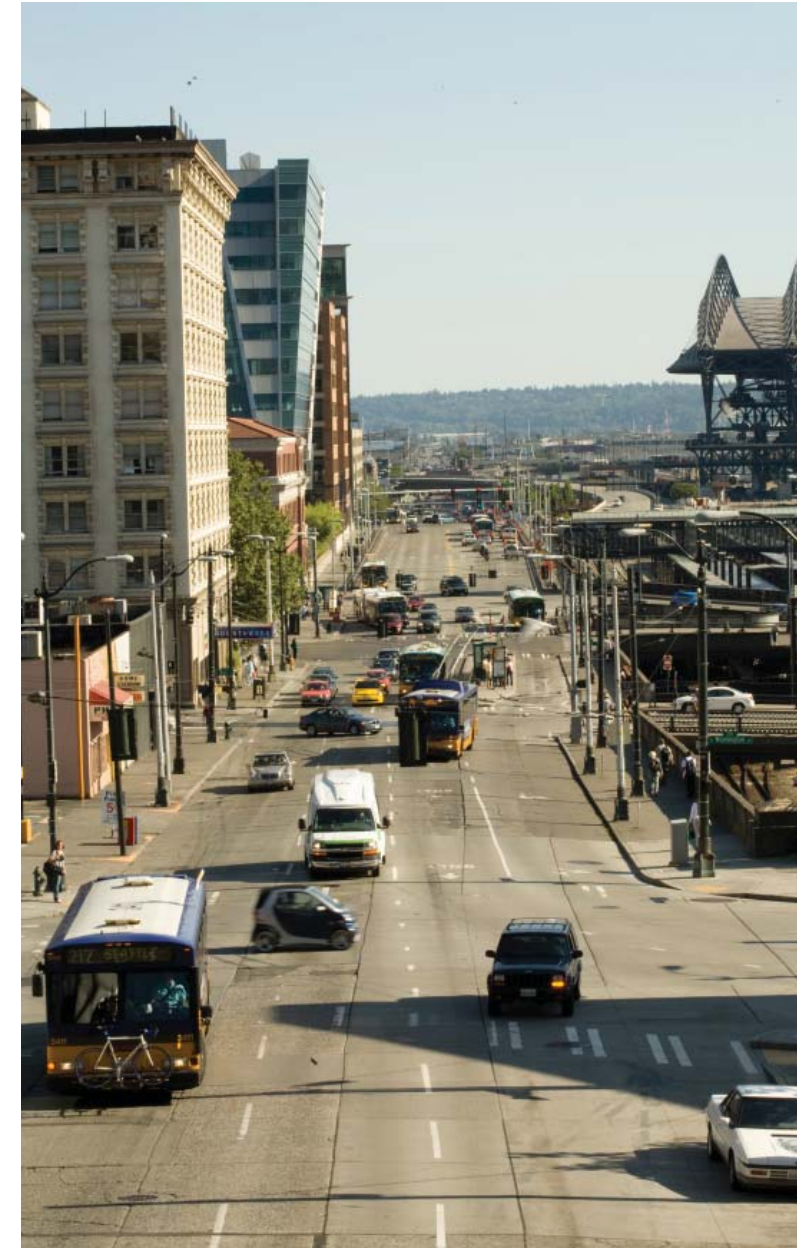
### Additional Support

The Office of Economic Development (OED) has provided financial support to the Chinatown/ID Business Improvement Area (CIDBIA) for additional street cleaning, the Chinatown International District BIA for development of the Night Market, has brokered community partnerships with SCORE ([www.seattlescore.org](http://www.seattlescore.org)) to provide in-depth technical assistance to Vietnamese entrepreneurs, refocused the Community Development Corporations (CDCs) and Impact Capital to create new initiatives for revitalizing Chinatown/ID and Little Saigon commercial districts. OED provided \$2 million in Section 108 loan funds and federal grant funds for rehabilitation of the Bush Hotel which leveraged over \$6.5 million in additional private investment creating at least 41 new permanent jobs. OED is currently providing funding support for a community collaboration focusing on commercial revitalization on S. King Street

## TRANSPORTATION

### Parking Management & Community parking Program Review

The Seattle Department of Transportation (SDOT) is currently working with the Pioneer Square community on park-





ing issues- primarily related to projected parking resource reductions through Alaskan Way Viaduct/Central Waterfront redevelopment. The Chinatown/International District and Little Saigon communities have requested that a parking program review for their communities be expedited. A review is currently scheduled within the next three years. The City will continue initiatives to improve short-term parking such as eliminating remaining un-metered areas.

## Other Transportation Projects

- Multiple repaving and maintenance projects throughout South Downtown
- Jose Rizal Bridge rehab work planning underway
- 2<sup>nd</sup> Avenue Extension/4<sup>th</sup> Ave. South seismic retrofit planning underway
- Intelligent Transportation System Corridor implementation underway
- SR 519 project underway
- Dearborn Street urban design improvements planning underway
- Work related to Alaskan Way Viaduct replacement underway, including changes to surface street alignment in the vicinity of the tunnel south portal in South Downtown
- City planning for a streetcar network that will connect South Downtown with Capitol Hill, funded with Sound Transit 2 dollars, approved in 2008

## PUBLIC SAFETY

The primary Livable South Downtown goal of encouraging new housing and employment in South Downtown neighborhoods is a strong public safety strategy. New residents and employees will significantly increase the numbers of people on the streets during the daytime and evening hours, creating an environment that is safer and that discourages illegal and uncivil behaviors, and strengthening neighborhoods' voices in civil engagement. The following projects and initiatives help promote safe, livable neighborhoods:

### Collaboration between the East and West Precincts

During the Livable South Downtown planning process, stakeholders from Little Saigon asked that their neighborhood be moved from the East Precinct to the West Precinct. The Seattle Police Department (SPD) proposed, as a more effective public safety strategy, that a collaborative policing model be crafted in partnership with Chinatown/ID and Little Saigon stakeholders. The partnership model has been implemented.

### Neighborhood Policing Staffing Plan, 2008 – 2012

Seattle Police Department (SPD) has completed the first significant reassessment of resource deployment in thirty years. SPD's Neighborhood Policing Project (NPP) should have positive impacts throughout the South Downtown planning area by increasing the number of officers patrolling the area, enhancing response times to calls for service, and

allowing more time for proactive work on safety problems with members of the community. The Police Department is aggressively recruiting new officers and by 2012 will have increased its patrol force by 25%, adding 120 officers over the hiring period. The NPP should allow officers more time within their assigned districts, strengthening ties between officers and the communities they serve.

### Alcohol Impact Area (AIA)

On November 1, 2006, the Washington State Liquor Control Board (WSLCB) enacted regulations preventing the sale of 23 high alcohol content/low cost beer and malt products and 6 fortified wines in Center City neighborhoods, including South Downtown. This action extended a successful AIA in Pioneer Square in 2003. The City is actively engaged with community partners and the WSLCB to evaluate the effectiveness and possible expansion of the program. An evaluation of the program was completed in 2008. Additional information is available at <http://www.seattle.gov/neighborhoods/aia/>.

### Nightlife Enforcement

Nightlife is part of what makes Seattle a vibrant city. Entertainment venues generate economic benefits, and related activity can enhance the nighttime streetscape. However, noise and public safety problems associated with some venues has become a problem. Over the past few years, Seattle has sought to strike a balance between the value that nightlife adds to the city and the problems it can generate.



The City established a Joint Enforcement Team (JET) to provide a framework for nightlife enforcement and regulatory assistance by a number of different departments. The goal of JET is to implement an assistance and enforcement strategy via a collaborative effort among City, County and State agencies. The JET was established to ensure proper coordination among City departments and to provide comprehensive regulatory and enforcement tools to address the complex issues surrounding nightlife in mixed use neighborhoods.

The Office of Economic Development (OED) has developed a Nightlife Technical Assistance Program and a handbook designed to 1) assist nightlife establishment owners navigate and understand government rules and regulations by clearly laying out what is expected of them, 2) providing access to the resources, tools and training opportunities to maintain compliance, and 3) describing the consequences and penalties for falling out of compliance. The business assistance office also helps coordinate technical assistance meetings with business owners and relevant City departments to address various issues related to nightlife

### CLEAR ALLEYS PROGRAM

The City has eliminated dumpsters on City property (alleys, sidewalks and planting strips) in most Downtown neighborhoods, including Pioneer Square, as part of new solid waste contracts that began in April, 2009. Based on input from community members, it was decided that an outreach/education effort should be conducted in Chinatown/ID. It is anticipated that the Chinatown/International District and Little Saigon neighborhoods will be added to the mandatory program in 2010. The removal of dumpsters provides significant benefits in helping to address public safety problems. Dumpsters tend to provide cover for illegal and

uncivil activities, and spillover helps create an environment that invites negative activity. Removing dumpsters also provides the opportunity in some South Downtown alleys for new, usable pedestrian connections and retail space and residential entrance uses in the rear of buildings.

### PARKS, OPEN SPACE AND THE PEDESTRIAN EXPERIENCE

There is growing recognition of the opportunities to improve the pedestrian experience throughout Seattle's urban core by improving the pedestrian environment. The City has launched an initiative to explore a wide range of possible improvements. South Downtown neighborhoods will be a focus of this initiative. Current proposals include:

#### Merchant Vending in Chinatown/ID/Little Saigon

An appealing aspect of the Chinatown/ID and Little Saigon neighborhoods is the fruit and vegetable vending that is an extension of the neighborhoods' numerous small grocery stores. DPD is working with the Seattle Department of Transportation and Department of Neighborhoods to create standards and simplify permitting processes to legally and safely allow merchant vending on street sidewalks.

#### Banner Program

Banners provide an opportunity to infuse the public realm with splashes of color and art. The Seattle Department of Transportation (SDOT) and the Office of Arts and Cultural Affairs (OACA) is working toward a streamlined permitting process for adding banners to poles in the city.

## Sidewalk Cafes

Legislation adopted in 2008 streamlined the permitting process for sidewalk café permits.

## Street Food Vending

The City is analyzing the current City and Seattle/King County Health Department regulations governing the vending of food in the right-of-way to explore desirable changes to encourage the appropriate street vending activities. The sales of a wide variety of foods, flowers, coffee and other goods can add color and help activate neighborhood business districts.

## Signal Box Art

The City has implemented a new program to utilize the many gray metal boxes that house the electronic equipment that control traffic signals as venues for introducing art elements to streetscapes.

## Capital Improvements and Streetscape Planning

As part of proposed designation of green streets in South Downtown, DPD is currently funding the development of streetscape concept plans for Maynard Avenue South from South Jackson Street to South Dearborn Street and for South Lane Street from 5<sup>th</sup> Avenue South to I-5. It is anticipated that concept plans for additional streets will be completed over time.

## Park Activation

The Parks Department will continue its successful program of adding entertainment and appropriate commercial enterprises to help activate South Downtown parks to make them inviting for all users.

## Other Parks Projects

- International District/Chinatown Community Center opened in 2005
- International District Community Center expansion
- Hing Hay Park expansion acquisition completed. Renovation of existing park and development of newly acquired park land is funded and planning is underway
- Danny Woo Community Garden Improvements completed
- Occidental Park Improvements completed

## Connections to Yesler Terrace

Yesler Terrace redevelopment planning provides a rare opportunity to re-connect neighborhoods. City staff is working with the Seattle Housing Authority to:

- Ensure redevelopment plans are integrated with the Chinatown/ID and Little Saigon business districts and contribute to the vitality of the surrounding neighborhoods.
- Provide opportunities for meaningful involvement and communication with the business community regarding the redevelopment of Yesler Terrace.



### ARTS AND CULTURE

The historic districts of Pioneer Square and the Chinatown/International District each have a rich tradition of arts and culture. Pioneer Square has long been known for its arts scene with artist live/work space and a rich gallery district. Rising costs have taken a toll, however, and displacement of artists has been significant. The Tashiro/Kaplan Artist Lofts project, developed by Artspace Projects, Inc. and the Pioneer Square Community Association, was completed in 2004. It provides fifty live/work units for artists and their families and a mixture of galleries, other retail and the headquarters of King County's 4 Culture.

The Chinatown/International District, since its founding, has long been home to pan-Asian immigrants and reflects the contributions of many Asian cultures. The City's Office of Arts and Cultural Affairs has directed significant 1% for the arts program funding to South Downtown including numerous events at the Theatre Off Jackson, Panama Hotel, Larimore Project, Chinese Information & Service Center, Li Heng Da Dance, and various galleries and outdoor events.



### FAMILIES WITH CHILDREN

DPD, in partnership with other City departments, developed recommendations intended to make the Center City, including South Downtown, a place that is more inviting to families with children. The Family-Friendly Urban Neighborhoods (FUN) strategy included recommendations aimed at providing a range of amenities, services and infrastructure necessary to help families with children thrive in an urban setting.

#### Housing for Families with Children

In South Downtown, the Chinatown/International District in particular has expressed a desire to evolve as a neighborhood that is welcoming to families with children. Nihonmachi Terrace and Village Square II are examples of affordable family housing communities developed by community-based non-profit organizations to further this goal. The Village Square II project includes a Seattle Public Library branch and a Parks Department community center and 53 affordable two and three bedroom units. The development proposed for the "North Lot" in Pioneer Square also plans to include affordable family units.

While housing units with multiple bedrooms that are affordable to families is important, research indicates that a range of amenities is necessary to create an environment which supports families in dense, urban settings. Family housing should be located near services including schools, open space, safe streetscapes, community centers and commercial areas which contain grocery stores, cleaners and other services that families need.

### NEIGHBORHOOD MATCHING FUND

Since 2004, South Downtown neighborhoods have received grants totaling \$454,872 which leveraged an additional \$867,733. Sample projects include the ID/Chinatown Community Center gymnasium, the Chinatown Historic Gate, the Nihonmachi Maynard Avenue Green Street, the ID Intergenerational Leadership Program, the Japanese Heritage Project, First Avenue Median Strip Renovation, Danny Woo Garden Community Gathering Place, Pioneer Square Lighting, Chinatown/ID Night Market, International Children's Park Renovation, King Street Commercial Revitalization, and Danny Woo Children's Garden planning.

### AFFORDABLE HOUSING

The City of Seattle contributes significant funding to help create and preserve affordable housing. The following are recent South Downtown examples:

- Domingo Viernes Affordable Family Apartments- \$1.6 million
- Nihonmachi Terrace affordable family apartments- \$1.6 million
- Tashiro/Kaplan Artist Live/Work Housing- \$1.4 million
- Lutheran Compass Center- \$1.1 million
- Karlstrom- \$894,000

## HUMAN SERVICES

The City of Seattle's human service funding strategy addresses needs throughout the center city, including South Downtown neighborhoods. Recent examples include the *1811 Eastlake* housing project for homeless late-stage alcoholics, *Plymouth on Stewart* housing for homeless persons with a history of high use of the emergency medical system, and the *Langdon and Anne Simons Senior Apartments* provides housing and services to older, chronically homeless seniors.

The *Ten-Year Plan to End Homelessness* is a regional effort to significantly increase the supply of housing and support services to help end homelessness in King County by 2014. The City is one of three major funders of this initiative with King County and United Way of King County.

CO-STAR is a program to move frequent users of the Municipal Court and Jail into permanent housing with associated services. *Connections*, located at the Downtown Emergency Service Center's Morrison Hotel, provides support, referrals to services, housing, and employment for homeless men and women. In addition to these programs, the City has supported renovations at community facilities such as the Chief Seattle Club (2nd Avenue Extension) and the Nisei Veterans Memorial Hall (South King Street near 12th Avenue). The City will also support the addition of four new dental chairs at the International Community Health Services Dental Clinic at the International District Village Square.

The City funds human service agencies located in South Downtown including food banks, meal programs, domestic violence services, information and assistance, citizenship

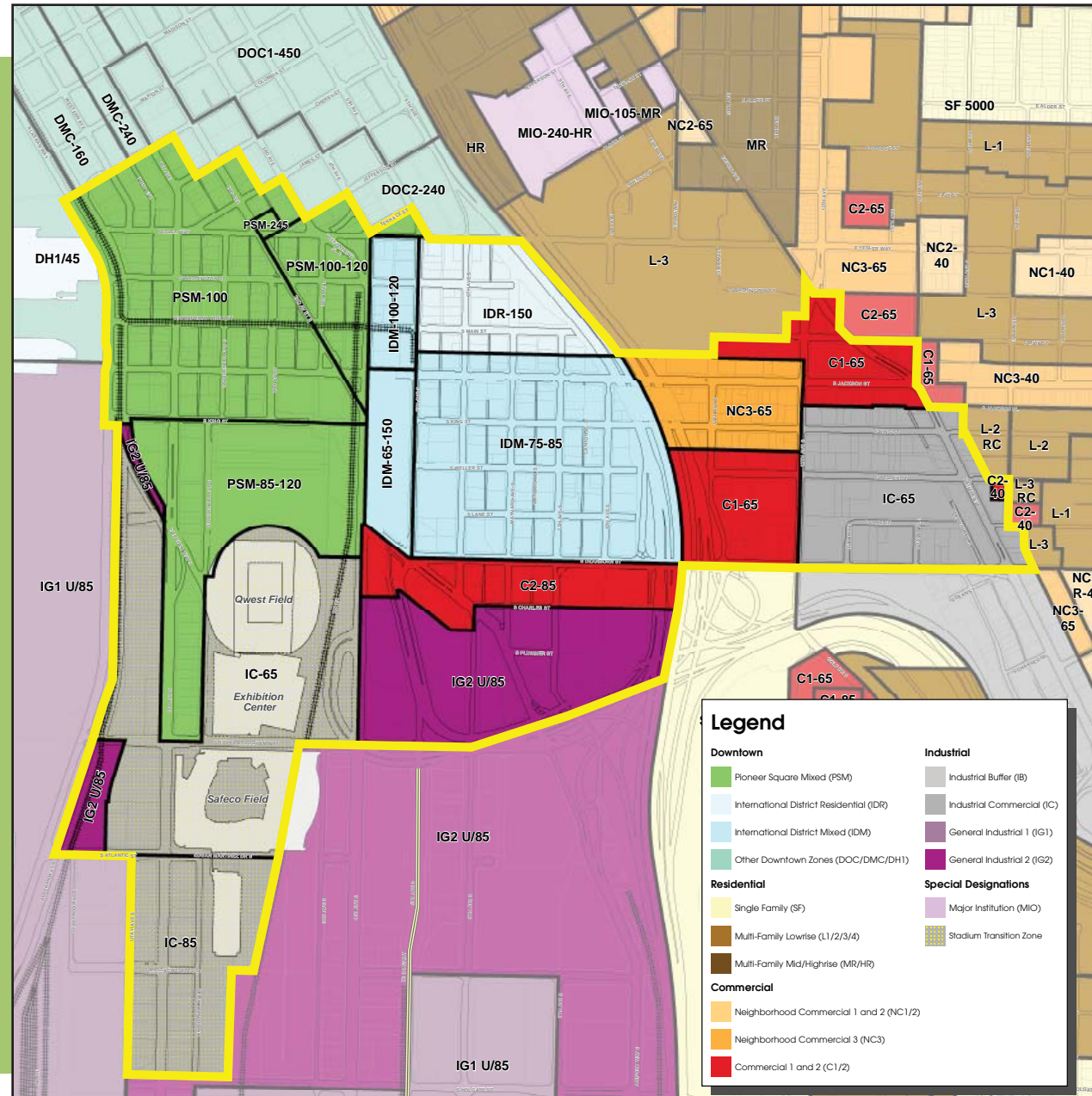
assistance, child care, family support, caregiver support, case management, day services for senior citizens. Agencies receiving City funds include the Asian Counseling and Referral Service, Family Services of King County, International District Housing Alliance, Seattle Indian Center, and St. Vincent de Paul. In South Downtown, the City funds medical services such as Harborview's Pioneer Square Clinic, International Community Health Services' International District Clinic, and Leschi Center Medical Clinic, run by the Seattle Indian Health Board.

## LIBRARY

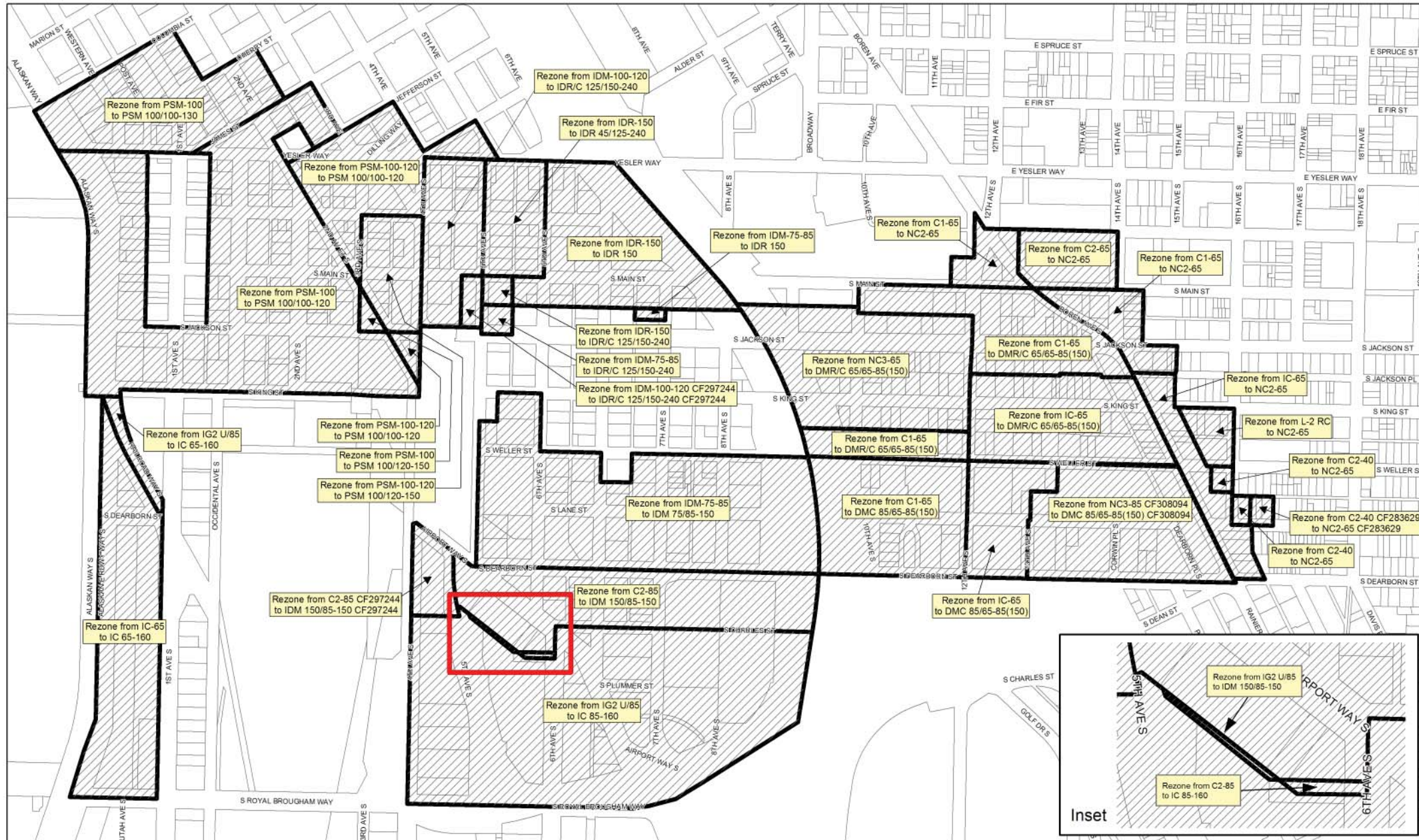
The City funded a new library branch as part of the Village Square II project in the Chinatown/International District which opened in 2005. The 3,930-square-foot space seats 40 people, has 12 computers for the public and has the capacity to hold up to 12,000 books and materials. The branch specializes in materials in Chinese, Japanese, Korean, Vietnamese and English. Bilingual staff members are fluent in Cantonese, Mandarin, Korean, Vietnamese, Tagalog and Lao.



# APPENDIX A: MAP OF EXISTING ZONE DESIGNATIONS



# APPENDIX B: MAP OF PROPOSED ZONING



# APPENDIX C: GLOSSARY

**Acronyms**, in addition to the zone designations identified on page 9 of this report

**DPD** Department of Planning and Development

**EIS** Environmental Impact Statement

**FAR** Floor Area Ratio

**FUN** “Family Friendly Urban Neighborhoods” initiative

**I.D.** International District

**ISRD** International Special Review District

**LEED** Leadership in Energy and Environmental Design

**MIC** Manufacturing/ Industrial Center (as in Greater Duwamish MIC)

**NPP** Neighborhood Policing Project

**OED** Office of Economic Development

**OH** Office of Housing

**PSA** Public Stadium Authority

**SDOT** Seattle Department of Transportation

**SGF** Seattle Green Factor

**SPD** Seattle Police Department

**TDP** Transfer of Development Potential

**TDR** Transfer of Development Rights

**WOSCA** Washington Oregon Shipping Cooperative Association--refers to First Avenue South Corridor

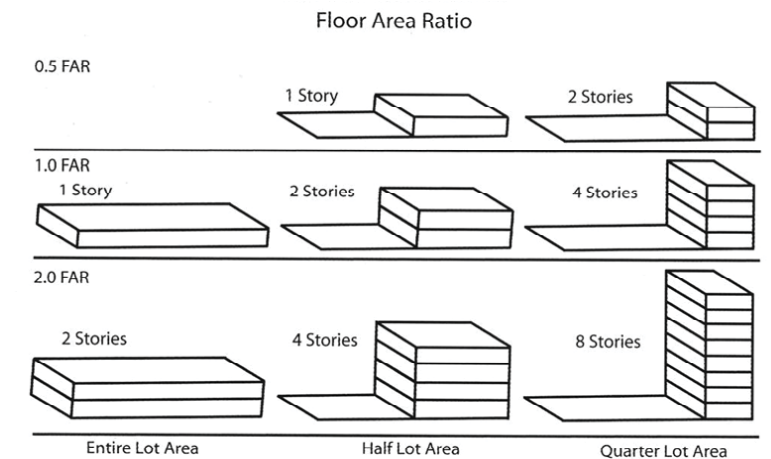
**WSLCB** Washington State Liquor Control Board

**Affordable Housing:** Affordable housing refers to all types of housing that serve households with incomes that are at or below the region’s median household income. This is often expressed as a percentage of median income. Typical categories: 0-30 percent, 30-50 percent, 50-80 percent and 80-100 percent of median income to distinguish populations with different levels of need for affordable housing.

**Bonuses:** Bonuses are additional levels of development (above a base amount permitted “as of right”) earned by meeting certain performance standards. Bonuses define how facilities or resources can be provided to address the impacts of additional density. For example, new office development increases demand for housing and childcare. Building beyond a certain base level density requires either provision of childcare and/or housing resources or payment to a fund that will be used to provide such resources.

**Comprehensive Plan:** The broad policy document that governs how the City of Seattle will accommodate residential and employment growth. The Plan includes elements such as neighborhoods, land use, transportation and utilities. The Seattle Comprehensive Plan is required by the State Growth Management Act. The Plan was first adopted in 1994, and last updated in 2004.

**Floor Area Ratio (FAR):** A ratio expressing the relationship between the amount of gross floor area permitted in a structure and the area of the lot on which the structure is located as depicted in the graphic below from the Seattle Land Use Code. For example, a FAR of 2 would permit a building with gross floor area equal to 2 times the area of the lot.



**Green Factor:** The Green Factor is a menu of landscaping strategies that is required for new development. It is intended to increase the amount and quality of urban landscaping in dense urban areas while allowing increased flexibility for developers and designers to efficiently use their properties.



**Manufacturing and Industrial Centers:** Identified in the Comprehensive Plan, these are centers for regionally-important manufacturing and industrial business activity, comparable in importance to urban centers. The Greater Duwamish Manufacturing and Industrial Center is the largest such center in the region.

**Mixed-Use Development:** Typically refers to buildings that contain a mix of uses with residential development and commercial development, the latter of which is usually located at street-level.

**Neighborhood Plans:** Plans prepared with the past assistance of citizens to address future long-term preferred growth within particular neighborhoods, completed within the past decade. Policies representing these plans are adopted into the City's Comprehensive Plan.

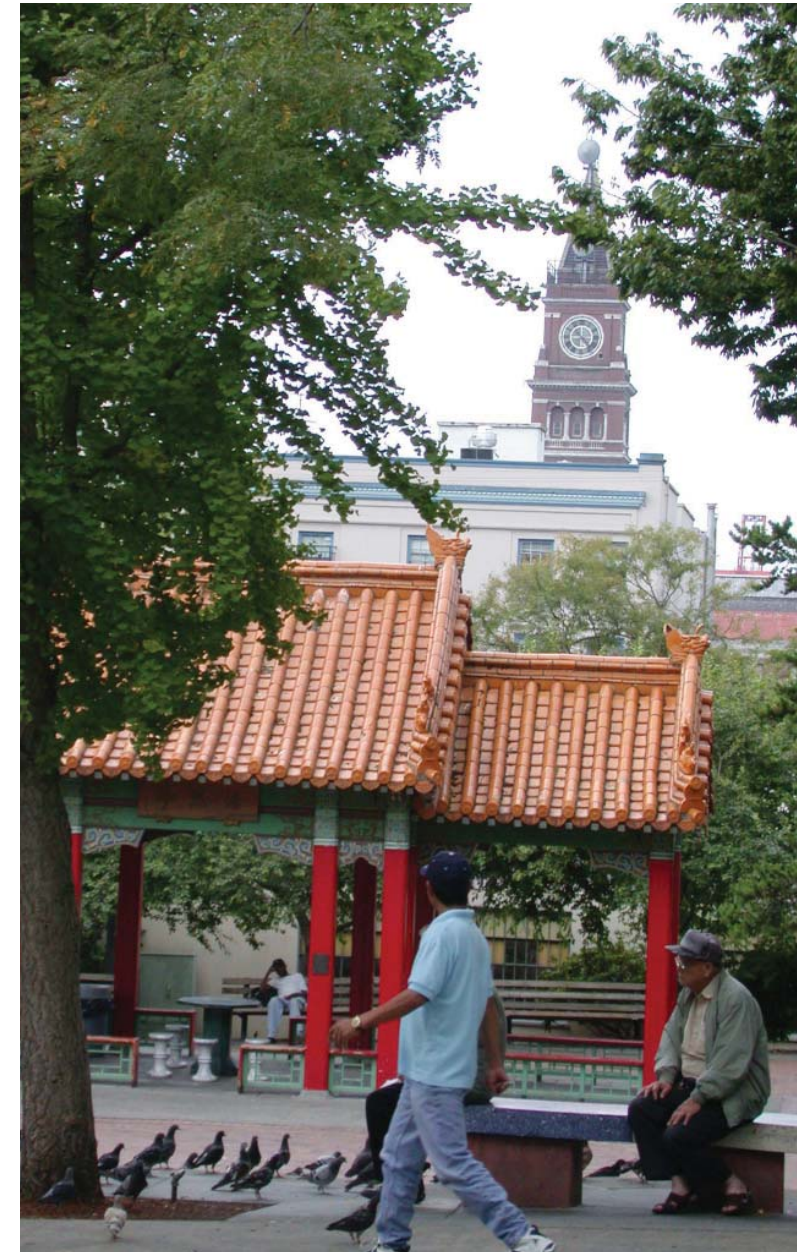
**Stadium Transition Area Overlay District:** An industrially-zoned area in the vicinity of the city's major sports stadiums where industrial zoning regulations are augmented by rules addressing the unique conditions presented by the stadium development (an "overlay" zone).

**Sustainability:** A principle of environmental planning and comprehensive planning that suggests actions that will maintain environmental quality and overall conditions so that future generations continue to enjoy a healthy setting for life.

**Transfer of Development Rights/ Potential:** Transfer of Development Rights (TDR) and Transfer of Development Potential (TDP) refers to legal transfers of unused development rights from certain properties (sending lots) to other properties (receiving lots). For a complete description of these programs, see the Incentive Zoning Programs chapter of this report.

**Urban Center:** Urban centers, as identified in the Comprehensive Plan, are a critical aspect of the region's growth management strategy. These are regional centers where the greatest employment and housing densities will be accommodated in the future. Seattle's urban centers, include Downtown, Capitol Hill/First Hill, Uptown Queen Anne, University District, South Lake Union and Northgate.

**Zoning Terms and Concepts:** See page 9 of this report.



# APPENDIX D: SUMMARY OF INCENTIVE ZONING PROPOSALS

## SUMMARY OF INCENTIVE ZONING PROVISIONS IN SOUTH DOWNTOWN

Several different sections of the Seattle Land Use Code address development above base development capacity in South Downtown. The following sections of the Land Use Code are proposed to apply in South Downtown zones.

### Chapter 23.49 Downtown Zoning

23.49.008 Structure Height	Includes provisions relating to base and maximum structure height in downtown zones. Height provisions for PSM, IDM and IDR zones are found in Sections 23.49.178, 23.49.208, and 23.49.236, respectively.
23.49.011 Floor Area Ratio	Identifies base and maximum FAR for nonresidential development in downtown zones, including methods to exceed base FAR.
23.49.013 Bonus floor area for amenities	Identifies downtown amenity programs.
23.49.014 Transfer of development rights (TDR)	Contains provisions relating to TDR programs and zones where TDR provisions may apply.

### Chapter 23.58A Incentive Zoning Subchapter I (General Provisions)

23.58A.002 through 23.58A.008	Adopted in December 2008, these sections contain general provisions for Subchapter I
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### Chapter 23.58A Incentive Zoning Subchapter II (Extra Residential Floor Area)

Sections 23.58A.008 through 23.58A .014	Adopted in December 2008, these sections contain provisions relating to affordable workforce housing incentive zoning programs for extra residential floor area.
23.58A.016 Extra residential floor area for amenities	Contains provisions for open space amenities.
23.58A.018 Transfer of residential development potential	Proposed new section that contains provisions relating to transfer of development potential (TDP).

### Chapter 23.58A Incentive Zoning Subchapter III (Extra Non-residential Floor Area)

23.58A.020 Scope of subchapter	Proposed new section that identifies the scope of subchapter III
23.58A.022 Methods to achieve extra non-residential floor area	Proposed new section
23.58A.024 Bonus nonresidential floor area for affordable housing and child care	Proposed new section

### Chapter 23.50 Industrial Zones

23.50.028 Floor Area Ratio	Identifies base and maximum FAR for the IC zones within the South Downtown study area (outside of the Downtown Urban Center)
23.50.033 Extra floor area in IC 65-160 and IC 85-160 zones	New section that identifies methods to achieve extra floor area in IC zones
23.50.053 Transfer of development rights within the IC 65-160 and IC 85-160 zones	

Programs for achieving extra floor area above base development capacity vary slightly in their application to different development types. Where residential uses are not allowed, housing would be provided off-site, through payment-in-lieu or in the form of housing TDR. Proposed non-housing TDR and TDP options include South Downtown Historic TDR/TDP and Open Space TDR/TDP.

# APPENDIX E: REZONE ANALYSIS

The Seattle Land Use Code requires the analysis of certain types of information for rezone actions. For South Downtown, much of the required information is presented within the body of this report and within the Livable South Downtown Final Environmental Impact Statement (EIS). In addition to these documents, the following pages present analysis of the proposed rezones against specific rezone criteria identified in the Land Use Code.

- Chinatown/International District Rezones West of Interstate 5..... page 109
- Little Saigon and other Areas East of Interstate 5.....page 115
- International Special Review District boundary change ..... page 122
- South of South Dearborn Street..... page 125
- Discussion: proposed amendments to the rezone criteria .....page 131

Each of the above sections is organized as follows:

1. Identification of area proposed for rezone
2. Match Between Zone Criteria and Area Characteristics, evaluating the rezone against locational criteria, identified in the Land Use Code, for each zone

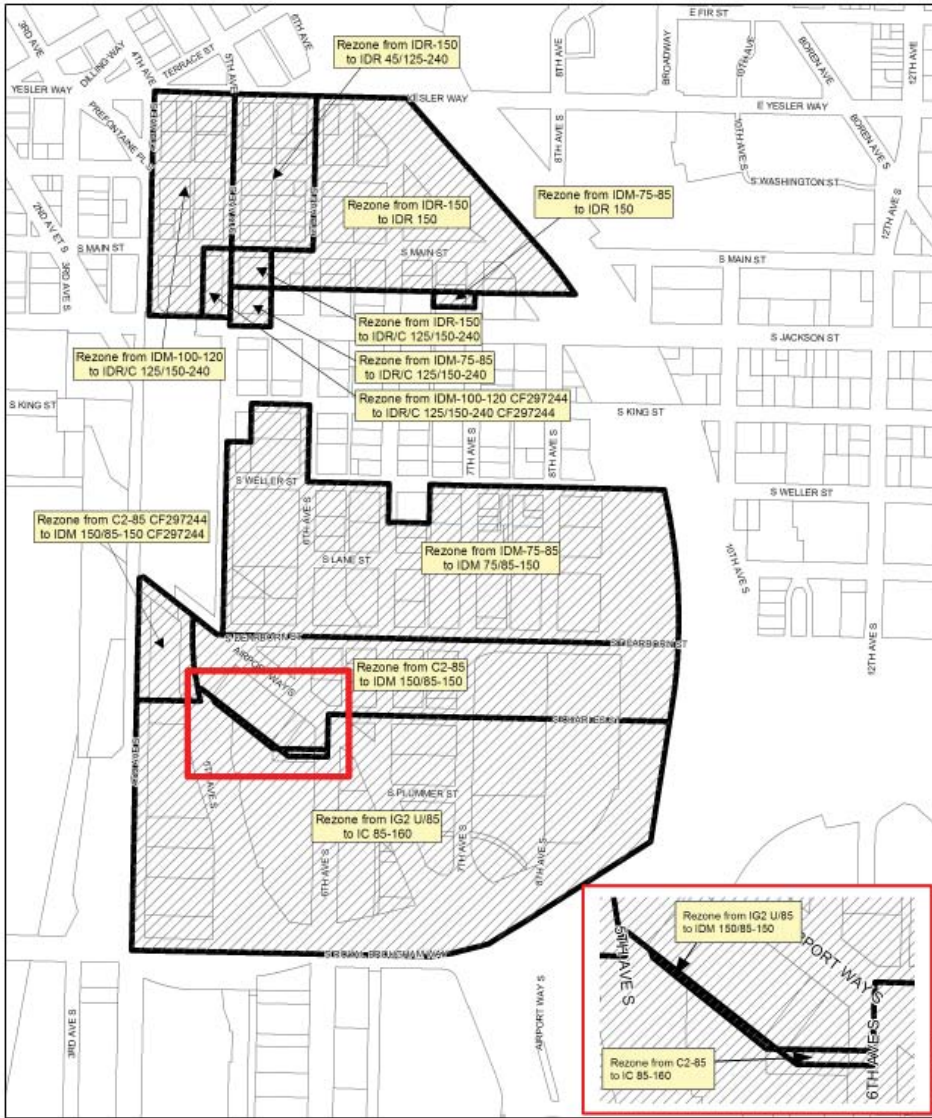
3. Relationship to General Rezone Criteria, addressing the following issues identified in section 23.34.008 of the Land Use Code:
  - Zoned Capacity: Match Between Zone Criteria and Area Characteristics
  - Zoning History: Previous and potential zoning changes both in and around the area proposed for rezone
  - Neighborhood Plans: Council adopted neighborhood plans that apply to the area
  - Zoning Principles: a description of adjacency to less-intensively zoned areas, topographic features, buffers, and zone boundaries
  - Impact Evaluation: summary of conclusions reached through the EIS
  - Changed Circumstances: conditions in the area that have changed since the existing zoning has been in effect
  - Overlay District: If the area is located in an overlay district, the purpose and boundaries of the overlay district are considered
  - Critical Areas: If the area is located in or adjacent to a critical area, the effect of the rezone on the critical area must be considered
4. Summary Tables

## REZONE ANALYSIS FOR PROPOSED CHINATOWN/ INTERNATIONAL DISTRICT REZONES WEST OF INTERSTATE 5

Proposed rezones in this area including the following:

1. International District Mixed (IDM) to International District Residential (IDR/C)  
Rezone parcels between 4th and 5th Avenues S., south of Yesler Way and north of S. Jackson Street (including property on the east side of 5th Avenue S. between Main Street and S. Jackson Street) from International District Mixed (IDM 100-120) to International District Residential (IDR/C 125/150-240).
2. Commercial 2 (C2) to International District Mixed (IDM)  
Rezone parcels in the first block south of S. Dearborn Street and Airport Way S. between Interstate 5 and 4th Avenue S. from Commercial (C2-85) to International District Mixed (IDM 150/85-150).

The recommended rezones in the Chinatown/ International District west of Interstate 5 are consistent with general and zone-specific rezone criteria in the Land Use Code. The rezones are intended to encourage future development that can achieve the neighborhood's objectives of a vital, invigorated area that retains cultural identity, affordable and diverse housing, and safe and improved public spaces.



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### Match Between Zone Criteria and Area Characteristics

Locational criteria for the International District Residential (IDR) zone are meant to identify an area “for development as a predominantly residential neighborhood... north of the International District core, contain[ing] parcels available for infill development and possess[ing] topographic features providing view potential.”

Locational criteria for the International District Mixed (IDM) zone are intended for an area “for mixed use development...contained in low and medium scale structures...and includes the area west of 5th Avenue S. bordering Pioneer Square.”

#### International District Mixed (IDM) to International District Residential/ Commercial (IDR/C), 4th - 5th Avenue S.

A residential-orientation coupled with higher-density infill development is consistent with the IDR zone, whereas the IDM description of low and medium scale structures is less aligned with the neighborhood plan’s objectives. The location reference in IDM to Pioneer Square likely was meant to maintain a relative parity of this zone with the adjacent Pioneer Square. The Livable South Downtown Planning Study has identified reasons why denser residential development is recommended east of 4th Avenue S. in Japantown, and also for the adjacent Pioneer Square Mixed (PSM) zone.

The increased residential density of the IDR/C zone would complement nearby high-density areas, including the adjacent Japantown, already zoned IDR. This area is well-situated near the Downtown commercial

core and near the existing transit hubs of King Street Station and the transit tunnel stop at Union Station. The area’s proximity to nearby local and regional transit service is consistent with growth management objectives that will remain complementary to the Chinatown neighborhood.

#### Commercial 2 (C2) to International District Mixed (IDM), south of S. Dearborn Street

The existing C2 zone is intended for “auto-oriented, primarily non-retail commercial” and manufacturing and warehouse uses serving regional, citywide or community functions. In the past, this area likely fit with these purposes. Today, however, the C2-zone is not suited to current use patterns and contrasts with the Livable South Downtown Planning Study recommendations that encourage denser infill development with mixed uses or commercial uses relating to the International District.

The recommended IDM zone and the accompanying proposed extension of the International Special Review District jurisdiction one block farther south would be better suited than the C2 zone. The one-block area on the south side of S. Dearborn Street is functionally part of the International District neighborhood. Related uses and structures include the Wan Hua warehouse, the former INS Building, William Booth transitional housing, and other existing buildings that form a neighborhood edge south of S. Dearborn Street. The uses of the City’s Charles Street Yards are a contrasting utilitarian use, and include City maintenance functions that are anticipated to remain indefinitely.

## Relationship to General Rezone Criteria

### Zoned Capacity

Analyses in the FEIS indicate that the proposed zone changes would add capacity for approximately 700 dwelling units and reduce employment capacity by approximately 400 jobs in the Chinatown area west of I-5. The proposed rezones would result in a capacity for approximately 3,600 dwelling units and 3,200 jobs, which is sufficient to support anticipated growth targets for at least the next 20 years.

### Zoning History and Precedential Effect

The zoning history of the study area reflects the nature of Seattle's past uses and topography, followed by actions that recognized and defined the Chinatown/International District. Many decades ago, a wide range of commercial and industrial uses were permissible in this neighborhood, as it was located on an edge of Downtown where industries gathered near old shorelines. When shallow tide flats were filled to the south, the new land nearby was also zoned and expected to be used for industrial uses. In the late 1800s and early 1900s, immigrants from Asia had established a center of commerce and daily activity along King, Jackson and Main Streets.

In the early 1970s, recognition of the need for historic and cultural preservation led to the designation of a historic district and a special review district in this area. However, industrial and commercial zones remained in place south of S. Weller Street. By 1985, the current zoning was established, extending the IDM zone throughout the Chinatown core as far south as S. Dearborn Street and as far north as Yesler Way, and a residentially-oriented International District Residential (IDR) zone in the hilly area north of S. Jackson Street.

Precedential effects are not anticipated.

### Neighborhood Plans

Neighborhood plan objectives include establishing a vital, invigorated area that retains cultural identity, affordable housing and business opportunities, adds a diversity of new housing types, and envisions improved and safe public spaces. The recommended rezones are intended to help implement the neighborhood plan, and are largely consistent with the neighborhood plan's goal for this area to grow in a manner complementary to this broader neighborhood's cultural and historic character. The FEIS concluded that the proposed heights could be accommodated without significant adverse land use or height/bulk/scale impacts.

### Zoning Principles

#### 1. IDM to IDR, 4<sup>th</sup> – 5<sup>th</sup> Avenues

The recommended rezone anticipates a future land use character of taller, denser residential uses, while retaining commercial uses that serve the neighborhood. This change would maintain and improve compatibility with the area to the east that is intended for residential use. The proposed zone would maintain compatibility with the Chinatown core south of S. Jackson Street.

The proposed zone would contrast to some degree with the recommended Pioneer Square zone with a 150-foot height limit west of 4th Avenue, but would result in a compatible "stepping up" from that zone. The relatively steep hill to the immediate east also assists in moderating the effects of the increased height in the IDR zone between 4th and 5th avenues. Proximity to the Downtown commercial core and the transit hub are also supportive of the proposed changes.

#### 2. C2 to IDM, south of S. Dearborn Street

The recommended IDM zone would extend a Downtown zone associated with the International District one block

south to this adjacent strip of blocks, and would accommodate uses and building types consistent with the current and future character of the nearby International District. This would acknowledge the role of these blocks as a neighborhood edge and transition area to the commercial/stadium/industrial-oriented area to the south. Commercial, residential or mixed uses are anticipated in the rezoned area. There would be a relatively minor potential for spillover impacts (such as nighttime noise and activity) on potential residential uses near 7th Avenue S., from nearby non-residential uses at the Charles Street Yards. But these would not likely rise to a level of significant incompatibility.

### Impact Evaluation

#### Housing:

These proposed rezones would apply to one property that contains subsidized housing (the Downtowner Apartments), as well as to one that contains transitional housing (William Booth Center) south of S. Dearborn Street. However, no significant negative impact is expected to occur in either case. The Housing chapter of the FEIS provides detailed information about these- and other housing resources.

#### Service/Utility Capacity:

The recommended rezones would place somewhat higher demands on neighboring streets, transit, parking and utility systems. Proposed "green factor" landscaping-related requirement could encourage features such as green roofs and green walls that would assist in limiting drainage runoff intensity. Of the two subject rezone areas, the area near S. Dearborn Street would be expected to experience greater future traffic congestion. However, future development could occur without creating unavoidable street, traffic or transit impacts.

*Environmental Factors:*

Areas proposed for rezones are located in an already-developed urban area that has low potential for natural environmental impacts from future development. Several locations contain artificially steep slopes due to past grading or demolition. Otherwise, topographic conditions in the rezone areas are modest down-slopes toward the south. The FEIS includes other environmental impact analyses related to noise, air quality, energy and shadow impacts, among others. Specific future projects would likely be subject to environmental analysis and mitigation so that site-specific impacts could be alleviated.

*Pedestrian Safety:*

The recommended rezones would not lead to pedestrian safety impacts, and could contribute to better pedestrian conditions in the future through improvements associated with redevelopment.

*Manufacturing Activity:*

The study areas contain little if any manufacturing activity. The rezone to IDM in the single row of blocks south of S. Dearborn Street would preclude general and heavy manufacturing uses.

*Employment Activity:*

The recommended rezones are intended to encourage additional employment, commercial and mixed uses.

*Character of Areas Recognized for Architectural or Historic Value:*

The study area includes some of the city’s most important historic residential structures, places and features with architectural or historic value. The recommendations and the continued applicability of historic and special review district

protections across this area would not likely lead to demolition or loss of such structures or features. The area proposed for rezone includes the former INS Building, the Downtowner Apartments, and the northerly area near 6th Avenue and Main Street, adjacent to Japantown.

*Shoreline Views and Access to Recreation:*

The proposed rezones would potentially enable more shoreline views in future taller buildings. In the Japantown area, the rezone of IDM to IDR and associated future development would increase the potential for impedance of views westward that include views to Puget Sound.

*Nonconforming Uses:*

The creation of nonconforming uses is likely to be minimal as the result of the proposed rezones from IDM to IDR and C2 to IDM.

**Changed Circumstances**

*1. IDM to IDR, 4th- 5th Avenues S.*

This area is close to the Downtown commercial core and the transit hub, where long-standing plans have envisioned infill development. The best opportunity for encouraging infill development is to allow mixed-use or residential-oriented towers in this area to complement the residential focus of the northern Chinatown/I.D. Such development would increase the area’s vitality with new residents and businesses and would increase public safety with more eyes on the street and better activated street environments.

*2. C2 to IDM, south of S. Dearborn St.*

This area in the vicinity of Chinatown to the south of S. Dearborn Street has long been zoned for auto-oriented and non-retail commercial uses. However, over time, the area has changed and is now less characterized by generic

“heavy commercial” uses and more suited to the extension of the Chinatown/International District’s core area. This rezone would support a new and invigorated Chinatown that would be better activated than the current lightly developed pattern of uses and activities in this area.

**Critical Areas**

Identified critical areas within these rezone areas are limited only to artificially created steep slopes due to past grading or demolition. Earthquake liquefaction hazards are also present to some degree due to presence of fill or sandy tide flat soils.

**Overlay Districts**

The area in the vicinity of 4th- 5th Avenues S. is within the Downtown Urban Center and within the International Special Review District. The area currently zoned C2 south of S. Dearborn Street is located within the Downtown Urban Center, and is proposed to be included within the new boundaries of the International Special Review District.



## Summary Tables of Rezone Criteria

The following tables summarize the conclusions regarding rezone evaluation criteria as they apply to the recommended rezones. The tables are presented for ease of reference. The criteria are to be weighed and balanced, but the criteria should not necessarily be given equal weight by decision-makers—some of the criteria may be relatively more important than others.

### 1. IDM to IDR rezone, 4<sup>th</sup> – 5<sup>th</sup> Avenues

Criteria	Evaluation Criterion Favors:		
	IDM	IDR	Neutral
Rezone Evaluation: Zone Function Statements 23.34.007 A		X	
General Rezone Criteria			
1. Capacity to meet Growth Targets			X
2. Within density ranges in Sect. A1 of Comp Plan Land Use Element			X
Match Between Zone Criteria and Area Characteristics 23.34.008 B		X	
Zoning History and Precedential Effect 23.34.008 C		X	
Neighborhood Plans 23.34.008 D		X	
Zoning Principles 23.34.008 E			
1. Impact on less intensive zones	X		
2. Physical buffers		X	
3. Zone boundaries		X	
Impact Evaluation 23.34.008 F			X
Changed Circumstances 23.34.008 G		X	
Overlay Districts 23.34.008 H			X
Critical Areas 23.34.008 I			X

**2. C2 to IDM, south of S. Dearborn Street**

Criteria	Evaluation Criterion Favors:		
	C2	IDM	Neutral
Rezone Evaluation: Zone Function Statements 23.34.007 A			X
General Rezone Criteria			
1. Capacity to meet Growth Targets		X	
2. Within density ranges in Sect. A1 of Comp Plan Land Use Element		X	
Match Between Zone Criteria and Area Characteristics 23.34.008 B		X	
Zoning History and Precedential Effect 23.34.008 C		X	
Neighborhood Plans 23.34.008 D		X	
Zoning Principles 23.34.008 E			
1. Impact on less intensive zones			X
2. Physical buffers			X
3. Zone boundaries		X	
Impact Evaluation 23.34.008 F		X	
Changed Circumstances 23.34.008 G		X	
Overlay Districts 23.34.008 H			X
Critical Areas 23.34.008 I			X



# ANALYSIS OF REZONES PROPOSED IN LITTLE SAIGON AND OTHER AREAS EAST OF INTERSTATE 5

Proposed rezones in this area include the following:

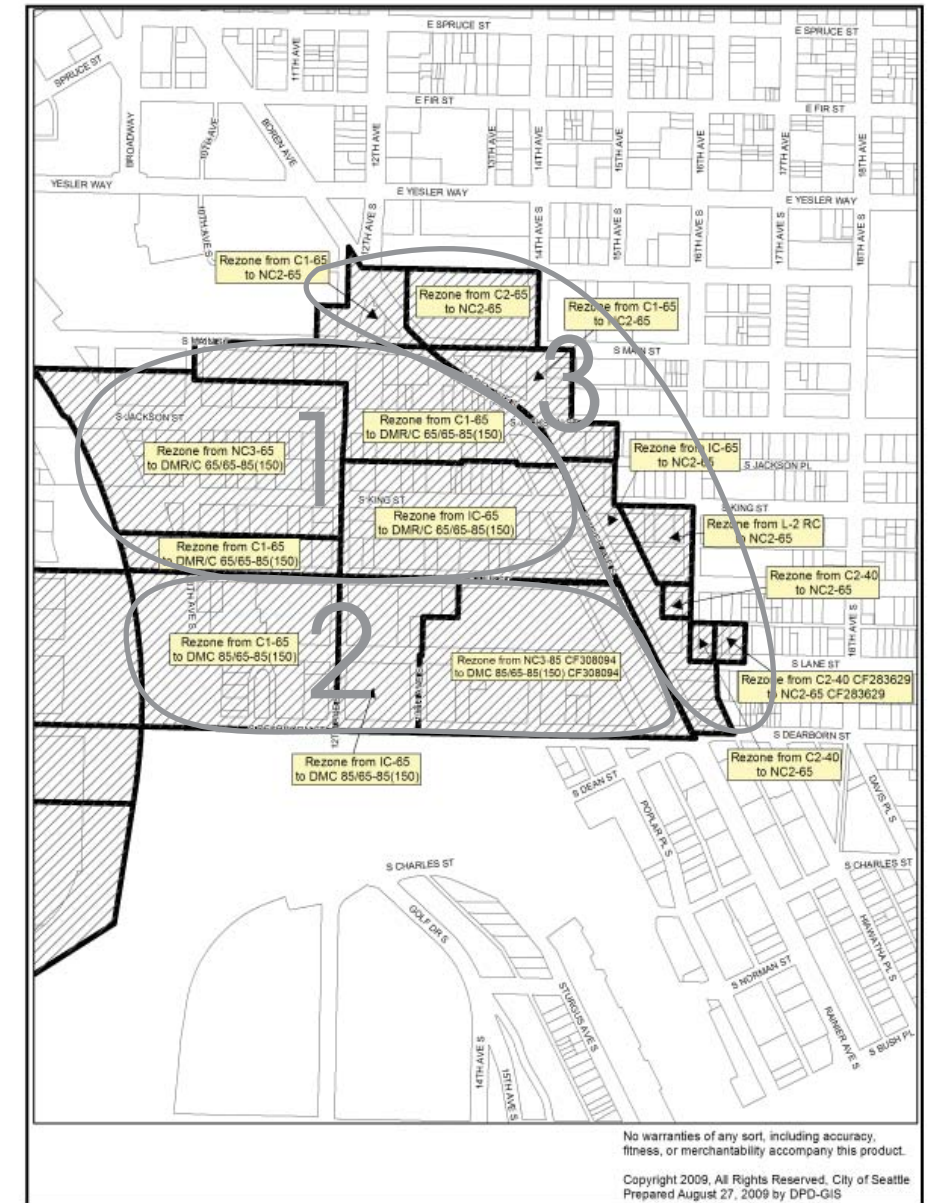
1. From Commercial 1 (C1-65) and Neighborhood Commercial 3 (NC3-65), and Industrial Commercial (IC-65), to Downtown Mixed Residential/Commercial (DMR/C): Little Saigon between Interstate 5 and Rainier Avenue S., and between S. Main Street and S. Weller Street.
2. From IC-65 and C1-65 to Downtown Mixed Commercial (DMC with a height limit ranging up to 160 feet): Dearborn Street vicinity.
3. From IC-65 and C1 and C2 with 65 and 40 foot height limits to NC2-65: the first block east of Rainier Avenue S.

The recommended rezones would replace commercial and industrial zones with a DMC zone (west of Rainier Avenue S.) better reflecting this area's location within the Downtown Urban Center. The proposed rezone would be consistent with general and zone-specific rezone criteria in the Land Use Code. The recommended rezones would assist in strengthening and defining a

neighborhood core in Little Saigon with a retail emphasis and a much larger residential base than is permitted under current zoning.

The recommended rezones would encourage future infill commercial and mixed-use development while emphasizing ground-floor commercial use in the Jackson Street corridor and encouraging an expanded residential community. The recommendations also encourage:

- retention of cultural and small businesses that form the commercial base of Little Saigon and the remainder of the Chinatown/I.D. neighborhood;
- affordable housing;
- development of an open space network that further enhances pedestrian mobility;
- commercial uses in the Dearborn Street corridor; and
- mixed-use infill in the area east of Rainier Avenue.



## Match Between Zone Criteria and Area Characteristics

Neighborhood Commercial 3 zones “...support or encourage a pedestrian-oriented shopping district that serves the surrounding neighborhood and a larger community, city-wide, or regional clientele”.

Neighborhood Commercial 2 is intended as a zone “... serving a more local clientele, with small and medium-sized neighborhood serving businesses, continuous storefronts built to the front lot line, an atmosphere attractive to pedestrians, where shoppers can drive to the area but walk from store to store.”

Commercial 1 zones are intended “to provide for an auto-oriented, primarily retail/service commercial area that serves surrounding neighborhoods and a larger community, citywide or regional clientele.

Industrial Commercial zones are “intended to promote development of businesses that incorporate a mix of industrial and commercial activities, including light manufacturing and research and development, while accommodating a wide range of other employment activities.”

Downtown Mixed Residential are intended for locations within the Downtown Urban Center that “provide a mixed use community where housing and associated services and amenities predominate.”

Downtown Mixed Commercial zones are intended for locations within the Downtown Urban Center “characterized by lower scale office, retail and commercial uses related to activity in the office and retail cores, mixed with housing and

associated residential services...” with moderate height and bulk scale, providing a physical transition from high density office areas and surrounding lower scale mixed use and residential districts.

*Rezone Little Saigon from C1-65, IC-65, and NC3-65 to Downtown Mixed Residential/Commercial (DMR/C 65/65'-85-150)*

The DMR/C zone matches this area well, focusing on residential-oriented infill and the probability that non-residential commercial uses would also remain. NC3 zoning is more appropriate for locations outside the Downtown Urban Center. The C1 zone’s relationship to locations outside urban centers and villages and at shopping malls, as well as its auto-orientation, makes it clearly less preferable than the Downtown Mixed zone. The IC zone is only a low-to-moderate match with the characteristics of the area and the uses it currently contains. The area’s use and property patterns do not suggest any trend toward campus-like or technology-oriented industrial and commercial development. However, patterns of existing and proposed uses on selected properties indicate a trend transitioning away from moderate-scale industrial or warehouse/wholesale commercial uses and toward denser commercial and/or mixed-use development.

*Rezone S. Dearborn Street corridor from C1-65 and IC-65 to Downtown Mixed Commercial (DMC 85/65'-160')*

The Dearborn Street corridor’s characteristics and use patterns do not match up well with either the C1 or IC zone criteria. The IC zone is appropriate for technology-oriented development, there is no evident trend toward such uses in this area. This area is trending away from industrial oriented uses and toward denser commercial and/or mixed-use

development. This is suggested by projects on other properties nearby. A DMC zone would allow future infill development that is compatible with the broader mixed-use vision for Little Saigon, while also accommodating commercial uses nearer the Dearborn Street corridor.

*Rezone Rainier Avenue corridor from IC-65 to NC2-65*

The IC zone, intended for light manufacturing and research and development, is not well suited to the area east of Rainier Avenue S., which is outside the Downtown Urban Center and adjacent to single-family and low-density multi-family areas to the east. This corridor along Rainier Avenue S. has the potential to support infill commercial or mixed-use development that would help establish a more pedestrian-oriented area of local-serving businesses that would represent a better transition between the Little Saigon neighborhood and the residential neighborhoods to the east. The NC2 zone east of Rainier Avenue S. could help to encourage investment that would further revitalize both the Jackson Street and Rainier Avenue business community.

## Relationship to General Rezone Criteria

### **Zoned Capacity**

The proposed zone changes would add capacity for approximately 3,500 additional dwelling units and up to 650-750 new jobs. The remaining capacity for approximately 3,900 dwelling units and 8,200-8,300 jobs would help to support anticipated growth beyond the next twenty years.

### **Zoning History and Precedential Effect**

Historically, this area has been the confluence of downtown office development, residential neighborhoods and the south of downtown industrial areas. The nature of Seattle’s zoning system over the years has reflected the commercial

development that took place along Jackson Street, and the array of industrial and commercial development that was established south of Jackson Street near the heavily re-graded area that became the Dearborn Street corridor.

In the 1970s, a portion of the area west of 12th Avenue S. and south of S. Jackson Street was incorporated into the International Special Review District. However, the International District Mixed (IDM) zoning was not applied to this area, perhaps recognizing use patterns that vary from those in Chinatown, as well as the separation from Chinatown caused by the I-5 freeway. The pattern of Commercial, Neighborhood Commercial and Industrial Commercial zones suggests a modest preference for mixed-uses along Jackson Street west of I-5 and recognition of the retail commercial center near 12th Avenue S. and S. Jackson Street, but provides little other guidance as to preferable growth patterns. An allowance for higher residential density in the current NC zone near I-5 reinforces the mixed-use theme west of 12th Avenue S.

Precedential effects of the recommended rezones are not anticipated.

### **Neighborhood Plans**

Neighborhood plan objectives include a vital, invigorated area that retains cultural identity and a diverse and affordable range of new housing. The plan also envisions new and improved public spaces.

The themes of the neighborhood plan are generally applicable to the entire Chinatown/I.D. neighborhood, including Little Saigon. In Little Saigon the plan encourages businesses providing goods and services to a regional clientele, and the presence of cultural institutions and human

services catering to the area's Asian American community. Encouraging the continued presence of this small-business community and accompanying institutions is part of maintaining and growing the area's vitality and character.

The recommended rezones would help implement the neighborhood plan's themes and objectives. The DMR/C zone would support the small business community in the S. Jackson Street area and encourage more residential uses. The zoning incentives for public spaces and pedestrian connections would encourage improved, activated and linked public spaces.

On the Rainier Avenue S. corridor, recommended NC zones are consistent with the objectives of the Central Area Neighborhood Plan for mixed-use development and improved pedestrian-oriented streetscapes. This could provide for a more effective transition between neighborhoods.

### **Zoning Principles**

For the Jackson Street commercial corridor, the recommended rezone would accommodate denser infill commercial and mixed-use development as a transition toward the Yesler Terrace property to the north. This area is believed able to accommodate a maximum height of 150 feet without significant scale impacts, due in part to the terraced topography. Zone edges are defined by Rainier Avenue S., Boren Avenue S., Bailey Gatzert School toward the north and east and I-5 to the west.

The proposed DMR/C zone east of I-5 supports a larger residential community in Little Saigon. In addition, allowing the maximum height for buildings containing residential uses to only be attained by the provision of through-block public space pedestrian connections will help to overcome

the large east-west blocks that discourage pedestrian travel today.

The proposed DMC zone near S. Dearborn Street would support commercial and mixed use development that corresponds with identified community goals for the area. Neighborhood edges include S. Dearborn Street to the south, Interstate 5, Rainier Avenue South, and a steep slope that terminates at S. Weller Street. The recommended NC2 zone east of Rainier Avenue S. would provide for a buffer and transition between this area and the Jackson Place residential area east of Rainier Avenue S.

### **Impact Evaluation**

#### *Housing:*

Because Little Saigon contains very little housing, there is minimal potential for housing impacts. The South Downtown FEIS identified no risks to the Victorian Row Apartments, a designated landmark; the Native American housing and service complex near S. Weller Street and 12th Avenue S.; housing at locations east of Rainier Avenue S.; or to the Pacific Rim mixed-use building on S. Jackson Street.

#### *Service/Utility Capacity:*

The recommended rezones would place somewhat higher demands on neighboring streets, transit, road, parks and utility systems. A deficit of park and open space to serve projected growth in this area is identified, suggesting the need for additional parks and open space over the next 10-20 years.

Storm sewers may be constrained, suggesting a possible need for a heightened level of drainage control to be included on-site in future development. Review and conditioning of proposed development and the proposed application of "green factor" requirements would address drainage control.

*Transportation:*

The area near S. Dearborn Street would be expected to experience somewhat greater levels of traffic congestion than other parts of this district. Livable South Downtown EIS transportation studies have also identified a potential capacity concern with future transit service, in terms of available buses and seat capacity given forecasted future service in the year 2030, a programmatic-level impact that is only modestly related to this area’s future development and these particular zoning choices in Little Saigon.

*Environmental Factors:*

The study areas are located in an already-developed urban Downtown area that has moderate-to-low potential for “natural environment” impacts from future development. In terms of “built environment” impacts, the FEIS indicates potential for future development that could lead to Little Saigon evolving away from its current use mix, and seeing a denser infill of mixed-use development.

*Pedestrian Safety:*

The recommended rezones would not lead to pedestrian safety impacts, and could contribute to better pedestrian conditions in the future through improvements associated with redevelopment.

*Manufacturing Activity:*

The area contains a fairly limited and scattered presence of manufacturing and product processing activity in some buildings, most notably poultry processing in a facility between Jackson and King Streets west of 12th Avenue S. Rezones are unlikely to have a substantial effect on manufacturing activity in the near term, but over the long term some available facilities for small-scale product manufacturing could be redeveloped with other mixed-use or retail commercial developments. The pace of such change

would depend upon the area’s overall competitiveness in attracting new infill development.

*Employment Activity:*

According to analyses prepared for the Livable South Downtown FEIS, the recommended rezones could generate additional employment of approximately 2,000 employees in Little Saigon by 2030. While the rezones in and of themselves would not be expected to immediately spur redevelopment, they would be a contributing factor to future development that could cause the displacement of some businesses in the area over time.

*Character of Areas Recognized for Architectural or Historic Value:*

A small number of structures are identified to have cultural or historic value and are current or potential landmarks. These are documented in the Livable South Downtown FEIS.

*Shoreline Views, Access and Recreation:*

The proposed rezones may enable more distant shoreline views in taller buildings, however, under current conditions, the area is not near shorelines and has no relationship to shoreline views, or shoreline access and recreation.

*Nonconforming Uses:*

A limited number of nonconforming uses may be created by the proposed DMC and DMR zones, mainly due to prohibitions on outdoor storage uses and general and heavy manufacturing uses. For the area east of Rainier Avenue S., there is a minor potential for increased nonconformity because the NC2 zoning would place size limits on certain business types and would newly prohibit certain use types such as general manufacturing.

**Changed Circumstances**

Analysis of the area, including those undertaken for the Livable South Downtown FEIS, suggest that the existing pattern of C1, NC3 and IC zones do not support the best interests of today’s Little Saigon neighborhood which has developed in spite of the patchwork zoning that characterizes the area. The recommended rezones support a more coherent zoning pattern to encourage the growth of a mixed use neighborhood in Little Saigon.

**Critical Areas**

Critical areas present in this area include the intermittent presence of previously-modified slopes, some of which might be subject to future landslide hazard, and the presence of liquefaction-prone soils in the Dearborn Street corridor in part due to local soil conditions that relate to past placement of fill.

**Overlay Districts**

The proposed rezone areas are within the Downtown Urban Center, except a segment east of Rainier Avenue S., and north of Boren Avenue S., which are located in the 23rd Avenue South @ South Jackson-Union Residential Urban Village. Most areas west of 12th Avenue S. are located within the International Special Review District. The proposal would not re-designate or eliminate overlay districts, and the proposed rezones would better reflect the values represented by these designations.

## Summary Tables of Rezone Criteria

### 1. Rezone Little Saigon from C1-65, IC 65 and NC3-65 to Downtown Mixed Residential/Commercial (DMR/C 65/65-85 (150))

Criteria	Evaluation Criterion Favors:				
	C1	IC	NC3	DMR/C	Neutral
Rezone Evaluation: Zone Function Statements 23.34.007 A				X	
General Rezone Criteria					
1. Capacity to meet Growth Targets				X	
2. Within density ranges in Sect. A1 of Comp Plan Land Use Element					X
Match Between Zone Criteria and Area Characteristics 23.34.008 B				X	
Zoning History and Precedential Effect 23.34.008 C				X	
Neighborhood Plans 23.34.008 D				X	
Zoning Principles 23.34.008 E					
1. Impact on less intensive zones					X
2. Physical buffers				X	
3. Zone boundaries				X	
Impact Evaluation 23.34.008 F					X
Changed Circumstances 23.34.008 G				X	
Overlay Districts 23.34.008 H					X
Critical Areas 23.34.008 I					X

**2. Rezone Dearborn Street corridor from C1-65 and IC-65 to Downtown Mixed Commercial (DMC 85/65-150)**

Criteria	Evaluation Criterion Favors:			
	C1	IC	DMC	Neutral
Rezone Evaluation: Zone Function Statements 23.34.007 A			X	
General Rezone Criteria				
1. Capacity to meet Growth Targets			X	
2. Within density ranges in Sect. A1 of Comp Plan Land Use Element				X
Match Between Zone Criteria and Area Characteristics 23.34.008 B			X	
Zoning History and Precedential Effect 23.34.008 C				X
Neighborhood Plans 23.34.008 D				X
Zoning Principles 23.34.008 E				
1. Impact on less intensive zones			X	
2. Physical buffers			X	
3. Zone boundaries			X	
Impact Evaluation 23.34.008 F				X
Changed Circumstances 23.34.008 G			X	
Overlay Districts 23.34.008 H				X
Critical Areas 23.34.008 I				X

**3. Rezone Rainier Avenue corridor from IC-65 to NC2-65)**

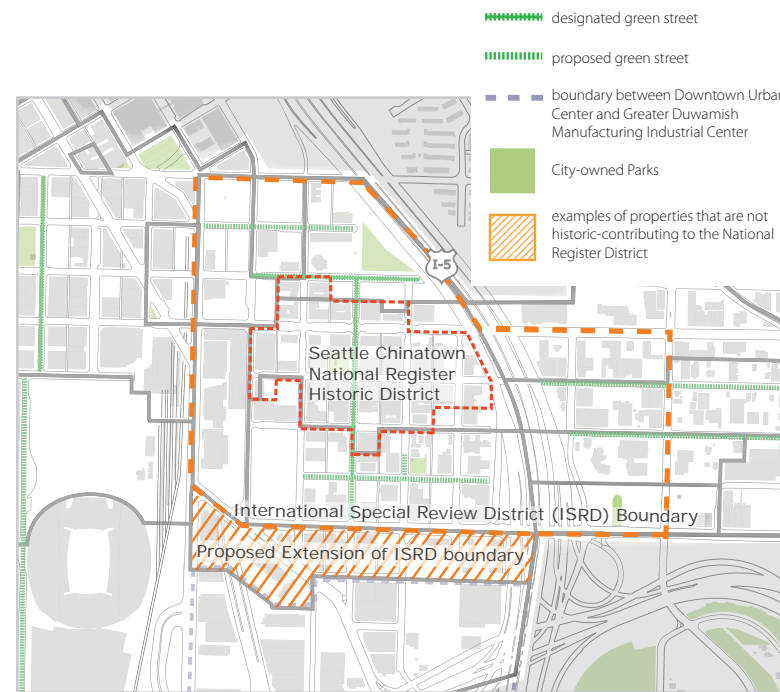
Criteria	Evaluation Criterion Favors:		
	IC	NC2	Neutral
Rezone Evaluation: Zone Function Statements 23.34.007 A		X	
General Rezone Criteria			
1. Capacity to meet Growth Targets			X
2. Within density ranges in Sect. A1 of Comp Plan Land Use Element			X
Match Between Zone Criteria and Area Characteristics 23.34.008 B		X	
Zoning History and Precedential Effect 23.34.008 C		X	
Neighborhood Plans 23.34.008 D		X	
Zoning Principles 23.34.008 E			
1. Impact on less intensive zones		X	
2. Physical buffers		X	
3. Zone boundaries		X	
Impact Evaluation 23.34.008 F		X	
Changed Circumstances 23.34.008 G		X	
Overlay Districts 23.34.008 H			X
Critical Areas 23.34.008 I			X

# ANALYSIS OF REZONE PROPOSED FOR THE INTERNATIONAL SPECIAL REVIEW DISTRICT FROM C2 ZONE TO IDM ZONE, INCLUDING A PROPOSED CHANGE TO THE SPECIAL REVIEW DISTRICT BOUNDARY

## Introduction

The International Special Review District boundary is proposed to be expanded one block south of S. Dearborn Street (and Airport Way), east of 4th Avenue S. and west of Interstate 5 and the area is proposed to be rezoned from C2 zoning to IDM zoning.

The proposed expansion of the International Special Review District boundary and accompanying rezone recognizes that the area is part of Chinatown/ID neighborhood. The proposal is consistent with the City's Comprehensive Plan and the intent of the Chinatown/International District's neighborhood plan. The boundary change and rezone would encourage future growth that complements and strengthens the International District neighborhood. Development proposals within an IDM zone are subject to special review processes and review conducted by the International Special Review District Board.



## Match Between Zone Criteria and Area Characteristics

The IDM is meant “for mixed use development...contained in low and medium scale structures...and include the area west of 5th Avenue bordering Pioneer Square.”

South of Dearborn Street, the existing C2 zone is intended for “auto-oriented, primarily non-retail commercial” and manufacturing and warehouse uses serving regional, city-wide or community functions. While C2 zoning may have served the area well in the past, it has outlived its usefulness and is unsuited to the community envisioned today.

The area is characterized by uses and structures including the Wan Hua warehouse, the former Immigration and Naturalization Service (INS) Building, William Booth transitional housing, among other existing buildings that form a neighborhood edge south of Dearborn Street. The Charles Street Yards remain a contrasting utilitarian use and include City maintenance functions as part of a larger property that extends further south.

## Relationship to General Rezone Criteria

### Zoned Capacity

The proposed boundary change would not have any effect on zoned capacity.

### Zoning History and Precedential Effect

Over the years, a wide range of commercial and industrial uses located in this neighborhood as it was located on the southern edge of Downtown where industries gathered near old shorelines. When shallow tide flats were filled to the south, the new land nearby was also zoned for industrial uses. In the late 1800s and early 1900s, immigrants from Asia had established a center of commerce and daily activity along King, Jackson and Main Streets.

In the early 1970s, historic and cultural preservation efforts led to the designation of a historic district and the special review district in this area, with the greatest protections afforded to the historic center of culture, commerce and living. However, industrial and commercial zones remained south of S. Weller Street. By 1985, zoning reflected the mix of uses that had established a presence in the area over the years. The International District Mixed (IDM) zone was established throughout the Chinatown core as far south as S. Dearborn Street and as far north as Yesler Way, and a



residentially-oriented International District Residential (IDR) zone in the area north of S. Jackson Street.

### **Neighborhood Plans**

The long-term neighborhood plan objectives include establishing a vital, invigorated area that retains cultural identity and a diversity of housing, including affordable housing, and improved public spaces. The recommended boundary change and associated rezone are intended to help implement the neighborhood plan, and are largely consistent with the neighborhood plan's intent to grow in a manner complementary to this area's cultural and historic character.

### **Zoning Principles**

The boundary change and proposed IDM rezone would extend a zone associated uniquely with the International District one block south to this adjacent strip of blocks, and would accommodate uses and building types that would be consistent with the current and future character of the International District. The proposed zoning acknowledges these blocks' role as a neighborhood edge and transition area to the commercial/ industrial-oriented area to the south. Over the long term, other commercial uses such as offices would be expected to infill the area to the south, with lesser potential for spillover impacts.

### **Impact Evaluation**

#### *Housing:*

This proposed boundary change area includes one property with a transitional housing building (William Booth Center) south of Dearborn Street. However, no significant adverse impact on that housing is anticipated.

#### *Service/Utility Capacity:*

The proposed boundary change would not generate effects on service and utility capacity. An associated rezone

to IDM would generate some potential for added demands imposed on services and utilities.

#### *Environmental Factors:*

The Livable South Downtown FEIS includes environmental impact analyses related to noise, air quality, energy and shadow impact topics, among others. However, the proposed boundary change would not have a direct bearing on increased potential for such impacts.

#### *Pedestrian Safety:*

The recommended boundary change and rezone would not lead to pedestrian safety impacts, and could contribute to better pedestrian conditions in the future through improvements associated with redevelopment.

#### *Manufacturing Activity:*

The area contains little if any manufacturing activity. The rezone to IDM in the single row of blocks south of Dearborn Street would preclude general and heavy manufacturing uses.

#### *Employment Activity:*

The recommended boundary change and associated rezone is not expected to generate significant adverse impacts on employment activity, and could encourage additional employment growth.

#### *Character of Areas Recognized for Architectural or Historic Value:*

No adverse effects are anticipated. The inclusion of the area within the Special Review District would afford greater protection to historic and architectural resources.

#### *Shoreline Views and Access to Recreation:*

These proposed rezones could enable more shoreline views in future taller buildings. The properties in their current conditions do not have shoreline views or access to recreation.

#### *Nonconforming Uses:*

No nonconforming uses are likely to be created by the boundary change or proposed rezone from C2 to IDM.

### **Changed Circumstances**

The area proposed for rezone does not reflect the character desired for the existing C2 zone. The area is best incorporated into the International District and would fare best under IDM zoning which is better suited to the Downtown Urban Center. The proposed boundary change would recognize a new role for the International Special Review Board to review proposals for this area.

### **Critical Areas**

Earthquake liquefaction hazards are present in the western half of this area due to the probable presence of fill or sandy tide flat soils, as well as nearby faults.

### **Overlay Districts**

The area subject to boundary change is within the Downtown Urban Center. The proposed boundary change would extend the International Special Review District one block south of the current southern boundary. The area is adjacent to the Union Station Corridor. A parking garage accessory to Union Station is present within the area subject to the boundary change. This analysis does not identify any adverse effects to any of these districts.

## Summary Table of Rezone Criteria

Criteria	Evaluation Criterion Favors:		
	Existing Boundary	Proposed Boundary	Neutral
Rezone Evaluation: Zone Function Statements 23.34.007 A		X	
General Rezone Criteria			
1. Capacity to meet Growth Targets		X	
2. Within density ranges in Sect. A1 of Comp Plan Land Use Element		X	
Match Between Zone Criteria and Area Characteristics 23.34.008 B		X	
Zoning History and Precedential Effect 23.34.008 C		X	
Neighborhood Plans 23.34.008 D		X	
Zoning Principles 23.34.008 E			
1. Impact on less intensive zones			X
2. Physical buffers			X
3. Zone boundaries		X	
Impact Evaluation 23.34.008 F		X	
Changed Circumstances 23.34.008 G		X	
Overlay Districts 23.34.008 H		X	
Critical Areas 23.34.008 I		X	

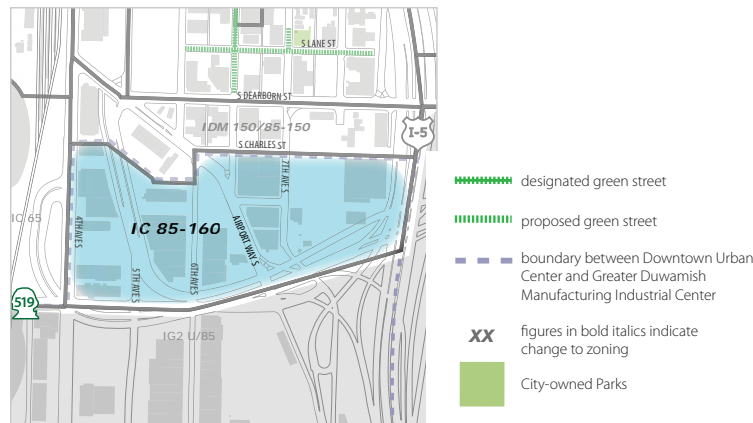
### Summary Comments

Extending the International District zoning one block further south of S. Dearborn Street will maintain consistency between the IDM zoned area and the special review district boundaries within which the International Special Review District Board reviews development proposals. This would extend the area addressed by Board reviews, but no adverse impacts are identified from this boundary change. Other potential impacts relating to the IDM zone change were previously examined in the FEIS for the Livable South Downtown Planning Study, as well as another rezone analysis.

# REZONE ANALYSIS FOR THE SOUTH OF SOUTH CHARLES STREET AREA

## Introduction

The 23.3 acre “South of S. Charles Street” area is located south of S. Charles Street, west of Interstate 5, east of 4th Avenue S., and north of S. Royal Brougham Way and the Interstate 90 ramps.



The area proposed for rezone is located within the Greater Duwamish Manufacturing/ Industrial Center (MIC). The proposal is to rezone the area from a general industrial designation with an 85 foot height limit (IG2U/85) to the Industrial-Commercial zone allowing heights up to 160 feet (IC 85-160).

The subject area is traversed by several arterial streets, including Airport Way S., S. Royal Brougham Way and Fourth Avenue S. with moderate-to-large traffic volumes that

include buses, passenger vehicles and trucks. S. Dearborn Street is located north of the subject area. Two light rail transit stations are located within one half mile of this area.

Several streets in this area are designated as “major truck streets.” Freight vehicle trips have declined in recent decades due to construction of SR 519, which is the most direct route for many trucks to I-90 and I-5. However, Seventh Avenue S. and Airport Way S. continue to carry freight north and south.

## Match Between Zone Criteria and Area Characteristics

### General Industrial 2

The function of this zone is “an area with existing industrial uses that provides space for new industrial development and accommodates a broad mix of activity, including additional commercial development, when such activity improves employment opportunities and the physical conditions of the area without conflicting with industrial activity.” This zone’s locational criteria describe areas:

- “...developed with industrial activity or a mix of industrial activity and a wide range of commercial uses;
- “...where facilities, such as [the athletic stadiums]... have established a more commercial character for the surroundings and have created the need for a broader mix of support uses;
- “...with adequate transportation network access and network capacity;
- “...where increased commercial densities would allow the economic reuse of small sites.”

In this peripheral portion of the MIC, existing uses are predominantly commercial in nature with automobile sales and services prominent at this time. While existing buildings may have served warehousing functions in the past, they now support various commercial services such as printing and signage. The City’s Charles Street Yards provide a range of maintenance functions, including uses classified as light industrial. These uses would continue to be allowed under either the IC or IG2 zone. Proximity to downtown, location of the athletic stadiums, and other factors generally established a trend of more commercial character in the area than other portions of the MIC. The recent construction of a two-block automobile dealership suggests a continuing trend toward commercial uses. The transportation network access and network capacity is adequate to serve the area given the proximity to major highways and light rail. The subject area is also one where increased commercial densities may allow for economic use of some sites.

While the area conforms to locational criteria that describe a broader mix of activity than traditional industrial zones and an adequate transportation network, the area no longer contains a substantial number of existing industrial uses that is a characteristic of an IG2 zone, nor is it likely to accommodate substantial new industrial development. This shift is due to a number of factors that make it less desirable for industrial uses including a limited number of parcels, irregular parcel shapes, and current use and land assembly patterns, as well as factors that make it increasingly attractive for more commercial uses such as the area’s proximity to Downtown, the International District, and proximity to light rail.

### **Industrial Commercial**

The function of this zone is “to promote development of businesses which incorporate a mix of industrial and commercial activities, including light manufacturing and research and development, while accommodating a wide range of other employment activities.” Like the IG2 zone, most residential uses are not permitted within the IC zone. The IC zone locational criteria are characterized as:

- “Areas with amenities such as shoreline views, proximity to downtown, or access to public open spaces that could provide an attraction for new businesses, particularly new technology-oriented and research and development activities which might otherwise be likely to seek locations outside the city;
- Areas in close proximity to major institutions capable of providing support for new technology-oriented and research and development businesses;
- Former industrial areas that are undergoing a transition to predominantly commercial or mixed commercial and industrial activity, but where transportation and/or other infrastructure capacities are constrained and can only accommodate modest growth without major improvements;
- Areas where there is an existing concentration of technology-oriented and research and development uses which may be subject to displacement by commercial development;
- Areas which are underutilized and, through substantial redevelopment, could provide the type of campus-like environment attractive for new technology-oriented industrial and commercial development.”

The South of South Charles Street area is consistent with four of the IC zone locational criteria. Regarding the “amenity” criteria, the area’s adjacency to the Chinatown/ International District neighborhood, downtown, light rail stations, and three major highway routes could provide an attraction for new businesses and their employees. Given its proximity to these resources and the intensity of adjacent zoning, the area is relatively underutilized and has the potential to be attractive to industrial and commercial development. This area is particularly suited for larger developments. The area aptly fits the description of “former industrial areas that are undergoing a transition to predominately commercial or mixed commercial and industrial activity” and is likely to continue this direction given the availability of local resources. Infrastructure capacities are also moderately constrained as there is limited pedestrian environment and my businesses rely on the area for freight traffic.

The subject area is also relatively consistent with the “proximity to major institutions” criterion, because it is located within approximately ¾ mile of Harborview Medical Center and is located near highways and light rail lines that provide direct connections to the University of Washington.

The area is not consistent with the criterion related to potential displacement of existing technology or R&D uses. However, this criterion generally reflects a concern that more intense commercial zone such as C1 or C2 could displace R&D use, therefore these zones are not considered appropriate for this area.

Overall, area characteristics are more compatible with zone criteria of the IC zone rather than the existing IG2 zone. Given the increasingly commercial nature of the area and its proximity to multiple amenities, the area appears to

more closely match the mix of industrial and commercial activities envisioned in the IC zone. The IC zone is reinforced by the area’s location at an edge of the MIC with intervening uses and highway facilities that separate it from the heart of the MIC further to the south and orient it more toward the Chinatown-International District.

### **Relationship to General Rezone Criteria**

#### **Zoned Capacity**

Under either existing or proposed zoning, there would be sufficient zoned capacity to meet growth targets (9,750 additional jobs from 2004-2024) adopted in the Comprehensive Plan. The subject area represents less than 1 percent of the MIC. The proposed zoning would increase the overall zoning capacity within the MIC and thus the potential amount of future employment.

#### **Zoning History and Precedential Effect**

The South of South Charles Street area has long-served as a transition between intensive commercial/mixed uses to the north, and commercial/industrial uses to the south. Many decades ago, a wide range of commercial and industrial uses were established in the neighborhood as it was located on the southern periphery of Downtown near former shorelines. When tidelands were filled about 100 years ago south of the subject area, the new lands were used for manufacturing and industrial uses. North of the subject area, in the late 1800s and early 1900s immigrants from Asia established a center of commerce and daily activity along King, Jackson and Main Streets.

In the early 1970s, recognition of historic and cultural preservation led to the designation of a Chinatown-International District Historic District and Special Review District north

of the subject area. However, general industrial and commercial zones remained in place south of S. Weller Street. In 1987, existing zoning was established. Within the subject area, the IG2 zoning was applied to favor a use pattern with a “broad mix” of industrial and commercial activity that accommodates greater variety of commercial uses than the General Industrial 1 (IG1) zone.

The proposed rezone follows a trend from more general industrial zones, to those that accommodate a greater variety and intensity of commercial uses in the areas between the Downtown Urban Center and the MIC. Examples of this pattern include the Union Station development along 4th Avenue S., the Uwajimaya mixed-use complex between 5th and 6th Avenues S., and the development of the two stadiums to the west of the subject area.

The entire South Downtown vicinity is also being considered for rezones that relate to the local context, the existing and future planning context, and the regulatory framework relevant to each area. Therefore precedential effects are not anticipated. Particular to this subject area, the IC rezone is not expected to be precedential, due in part to physical separations of the area from the heart of the MIC, and because other similarly situated properties at the northern edge of the MIC are already zoned IC.

### Neighborhood Plans

The Greater Duwamish Manufacturing Industrial Area Plan Element of the Seattle Comprehensive Plan prioritizes the protection of industrial uses and family wage jobs through goals and policies that would:

- Restrict incompatible or competing land uses with the MIC;
- Encourage manufacturing and industrial job retention and growth;

- Retain and improve transportation access to and from industrial areas;
- Retain and encourage new manufacturing and industrial development within the MIC.

The Comprehensive Plan Industrial Lands Policies instruct the City to provide opportunities for industrial activity to thrive in Seattle by prohibiting uses (such as residential uses) that are incompatible with industry, particularly in areas where significant infrastructure and land mass exists to support a base of industrial uses (Policy LU 140).

Throughout the Livable South Downtown planning process, differing opinions were expressed as to the viability of industrial uses south of S. Dearborn Street within the Livable South Downtown planning area. Some groups advocated for a change from existing industrial zoning that would allow a greater range of uses for several reasons:

- While numerous small wholesale and light manufacturing uses exist in the area, land ownership and new uses indicate a trend away from the area’s traditional light industrial base toward office and other commercial uses;
- The area is located at the edge of the Chinatown/I.D. neighborhood, and features significant land that could accommodate residential and employment uses;
- The area is physically separated from other industrial uses;
- The area is well-served by transit and light rail and could support more intensive redevelopment and higher density of use.

Both the existing and proposed zones are Industrial. Therefore neither would be inconsistent with the purpose of the MIC. Commercial uses such as offices and other non-industrial facilities would be more likely to occur at higher densities under the IC zone than the existing IG2 zone, but even the IG2 zone accommodates a mix of commercial and industrial uses. This suggests that a rezone from IG2 to IC would not result in incompatible or competing land uses and would not significantly discourage manufacturing and industrial growth while providing a better transition to the non-industrial areas abutting it.

The development of many new roadways such as SR 517 allowing freight traffic to quickly bypass this area on the way to I-5 and I-90 suggests that new development encouraged by a rezone will not substantially impact existing transportation access to or from industrial areas.

### Zoning Principles

The subject area is well-defined to the east and south by highway structures of I-5, I-90 and SR 519. These structures extend up to 60 feet above surrounding roadways, providing a transition between the proposed rezone area and industrial-zoned areas to the south. The proposed IC zone height of up to 160 feet is a height consistent with the recommended building scale proposed for the adjacent Chinatown-International District to the north. The recommended IC zone is similar to the IG2 zone in that a broad range of commercial uses is allowed, and most residential uses are prohibited. However, the proposed IC zone would allow greater intensity of non-industrial uses and higher building height. Proposed zoning would also facilitate the development of pedestrian amenities within walking distance of the two light rail station areas, and incorporate design features consistent with the area’s location at the edge of the Downtown Urban Center.

Proposed heights of 160 feet are compatible with surrounding areas. A modest slope minimizes potential impact on views from the South of South Charles Street area from nearby higher locations. The existing IG2 zone that applies to the Duwamish industrial area to the south does not limit the height of industrial uses, though non-industrial uses are limited to 85 feet in height. Proposed zoning north of the subject area allows building heights up to 150 feet. While this area is not located in an urban village, height already exceed 40 feet both within the subject area and on adjacent parcels.

Overall, this rezone would not result in substantial impacts on less intense zones as the proposed heights are consistent with heights proposed for the area to the north and other adjacent areas are separated by physical barriers including I-5, I-90, and SR 519 roadways.

### **Impact Evaluation**

#### *Housing:*

The subject area is not known to include residential uses that are prohibited in industrial zones except as caretaker units or as part of artists' live-work quarters. No significant housing impacts of this rezone are identified for the subject area.

#### *Service/Utility Capacity:*

The Livable South Downtown FEIS identifies no significant adverse impacts from future potential area-wide growth related to the Livable South Downtown recommended rezones.

#### *Environmental Factors:*

The proposed rezone from an IG2 to an IC zone would encourage a future pattern of uses that is less likely to generate externalities such as noise and air quality impacts on the nearby William Booth House and other adjacent lots

with potential for residential uses near S. Charles Street. This would be due to a lower likelihood of heavy industrial activities in the subject rezone area that might include outdoor activities, round-the-clock movement of materials on-site, and/or indoor industrial processes generating noise and odors.

#### *Pedestrian Safety:*

The proposed rezone would not lead to pedestrian safety impacts, and could contribute to better pedestrian conditions in the future associated with future redevelopment. The area is currently lacking sidewalks on many streets. Future development projects would include the provision of pedestrian amenities consistent with project impacts.

#### *Manufacturing Activity:*

The subject area supports a variety of vehicle storage and maintenance uses, including the facility operated by the City of Seattle, as well as printing, signage-related, catering businesses, and a few other general commercial services or warehouse uses. At least one retail commercial use is present as well. A new automobile dealership was recently constructed in the area. The area does not include manufacturing uses. The rezone to IC would continue to accommodate general manufacturing uses and other similar activities, but would prohibit most (although not all) heavy manufacturing uses.

#### *Employment Activity:*

Under any zoning scenario, several smaller businesses would likely be displaced by redevelopment over time. New businesses and probable commercial or commercial-industrial uses would likely result in net increases in employment growth and increased employment density in the

subject area. Displacement of existing businesses could occur under either existing or proposed zoning, but is perhaps more likely to occur over the long term under the proposed zoning due the relatively greater density allowed within proposed zoning.

#### *Character of Areas Recognized for Architectural or Historic Value:*

The Livable South Downtown EIS included review of the subject area and its structures for landmark resource potential. It identified two structures that "may meet" Seattle Landmark Designation Criteria: the National Grocery Co. warehouse (Salvation Army Thrift Store on 4th Ave. S.) and the Romaine Electric Building/Washington Iron Works building at 1101 Airport Way S. The Livable South Downtown FEIS indicates that existing structures that may meet landmark criteria must be referred to the City's Department of Neighborhoods for an evaluation of their consistency with the criteria. This would be expected to occur on a site-by-site basis if or when these properties are proposed for redevelopment. It is not known at this time which of these sites would meet landmark criteria. Because this referral and evaluation process is already established by City policies, and because these properties have been inventoried, there is only a low risk that a potential landmark would be affected in a significant adverse manner by future development indirectly related to the proposed rezone.

#### *Shoreline Views and Access to Recreation:*

The proposed rezones could enable more shoreline views in potentially taller buildings, but the properties in their current conditions have no such views or only limited shoreline view potential toward the west, and no access to recreation. The rezone would not substantially impact existing shoreline views as they are located a third of a mile from the

water and away from local residential uses that are mostly located on hills where views would not be affected.

#### *Nonconforming Uses:*

No nonconforming uses are likely to be created by the proposed rezones. The difference between permitted uses in the Duwamish area's IG2 zone and an IC zone would be a new prohibition on most heavy manufacturing uses and salvage yards. None of these uses are known to be present in the subject area, and all existing uses would likely remain within the range of uses permitted within either zone.

#### **Changed Circumstances**

Over the past few decades, the presence of industrial uses in the subject area appears to have declined, leading to a mix of primarily commercial uses. This mix is accommodated by the IG2 zone, but the scarcity of industrial uses now means there is a relatively low match between the subject area and the IG2 zone's function and locational criteria. There also appears to be a trend in use patterns that could result in infill of more commercial uses. The proposed IC rezone would recognize an increased likelihood for future commercial or commercial/industrial development that could be more intensive in terms of number of employees on-site during daytime hours. It also recognizes that the subject area has potential to support campus-style development and is consistent with other criteria for the IC zone.

#### **Overlay Districts**

While located within the MIC, the subject area is not within an overlay district, even though the Land Use Code provides some area-specific regulations that are slightly different than for other Industrial-zoned areas in the city. This factor therefore has no bearing on the comparison between the existing and proposed zones.

#### **Critical Areas**

Mapped earthquake liquefaction hazards are present in the western half of this area due to the probable presence of fill or tideflats soils. An east-west fault is also believed to be present relatively near this area that contribute to overall seismic damage risks. Under nearly any development scenario, new structures would need to be designed with regard to seismic forces at a given site, and would be required by building codes to incorporate structurally stable design that would control the potential for damage and address life safety. Therefore, the presence of these liquefaction hazards and other seismic risks are essentially neutral with respect to a comparison of zoning options.

#### Relationship to Height Criteria

The following criteria relate to the selection of height limits for zones in which the designation of height is evaluated in addition to analysis of the zone designation. The relationship of these criteria to the proposed 160-foot height limit for the subject area is discussed below. Sections of the Livable South Downtown FEIS provide further analysis.

#### **Function of the zone**

The recommended 160-foot height limit and the proposed bulk and scale limitations would provide a flexible building envelope for structures that is consistent with the intent of the IC zone. The IC zone is intended to provide increased opportunities for commercial or commercial/industrial buildings or campus-like clusters of buildings. Displacement of preferred goods and service providers is not expected to occur in the subject area.

#### **Topography of the area and its surroundings**

The recommended 160-foot height limit is compatible with

the subject area's topography which is lower than surrounding areas. This lower elevation allows the South of S. Charles Street area to accommodate taller buildings with less potential view blockage from its surroundings. The area is bounded on the east, west and south by freeway ramps up to 60 feet in height. The ramps provide a strong edge transition between the proposed rezone area and industrial-zoned areas to the south. The proposed IC zone height of up to 160 feet is also consistent with recommended building scale proposed for the Chinatown-International District to the north. Potential for view blockage was evaluated in the Livable South Downtown FEIS, and found to produce no significant adverse impacts.

#### **Height and scale of the area**

The existing 85-foot height limit for non-industrial uses accommodates construction methods involving wood or light steel frames over a concrete base. Most buildings in the area are only 1-2 stories, consistent with a prevalent pattern in the MIC to the south and with the area's overall industrial function. The difference between existing building heights and existing zoned height limits indicates that buildings present today are not an appropriate measure of the area's overall development potential.

By virtue of its proximity to the Downtown Urban Center and its geographic isolation from the rest of the MIC, the South of South Charles Street area is likely to accommodate taller buildings under any zone scenario.

#### **Compatibility with the surrounding area**

The existing height limit in zones immediately north is currently 85 feet. Other areas to the south and west are zoned 85 feet and 65 feet, respectively. The two athletic stadiums

to the west surpass 260 feet in height, though zoning generally allows building heights up to 65 feet in height. These existing conditions demonstrate compatibility between proposed zoning and existing zoned height limits in surrounding areas.

Livable South Downtown zoning recommendations for the area immediately to the north would establish a 150-foot maximum building height with which the recommended 160-foot height limit for the subject area is compatible in scale and building type. Future development at this scale would probably entail concrete and steel construction. Elevated highway structures to the south, east and partially to the west of the subject area limit the area’s view-blocking potential, and effectively separate the subject area from neighboring properties in the MIC to the south and west. The presence of two large athletic stadiums immediately across 4th Avenue S. at the west edge of the subject area also helps with scale transitions to the MIC.

The proposed height limits would maintain compatibility with the future recommended zoned height and scale of areas to the north and west, and the subject area would benefit in its transitions to the south and east from the presence of highway structures that provide a strong physical edge.

## Relationship to neighborhood plan recommendations

The MIC’s plan did not recommend height limits for the subject area, but the plan’s policy direction and objectives generally suggest continuation of low-scaled zoning that would continue to accommodate industrial and manufacturing uses for the indefinite future.

## Summary Table of Rezone Criteria

Criteria	Evaluation Criterion Favors:		
	General Industrial 2	Industrial Commercial	Neutral
Rezone Evaluation: Zone Function Statements 23.34.007 A		X	
General Rezone Criteria 1. Capacity to meet Growth Targets 2. Within density ranges in Sect. A1 of Comp Plan Land Use Element		X	X
Match Between Zone Criteria and Area Characteristics 23.34.008 B		X	
Zoning History and Precedential Effect 23.34.008 C		X	
Neighborhood Plans 23.34.008 D			X
Zoning Principles 23.34.008 E 1. Impact on less intensive zones 2. Physical buffers 3. Zone boundaries 4. Height limits	X	X X	X
Impact Evaluation 23.34.008 F		X	
Changed Circumstances 23.34.008 G		X	
Overlay Districts 23.34.008 H			X
Critical Areas 23.34.008 I			X



## DISCUSSION ABOUT PROPOSED AMENDMENTS TO REZONE CRITERIA

Included in Livable South Downtown recommendations are the following amendments to rezone criteria:

- Proposed amendments to 23.34.108 Downtown Mixed Commercial (DMC) zone function and locational criteria will expand the description of the DMC zone to apply to areas outside the commercial core both north and south.
- Proposed amendments to 23.34.110 Downtown Mixed Residential (DMR) zone function and locational criteria will expand the description of this zone to areas east of Interstate 5 in addition to areas north of the commercial core.

The rezone criteria link the planning intentions articulated by the Seattle Comprehensive Plan to the specific land use regulations codified in the Seattle Land Use Code. Seattle Comprehensive Plan Policy LU1 articulates this relationship as follows: “Use the goals and policies included in this Plan to identify on the Future Land Use Map the general locations where broad categories of land uses are preferred. Use rezone criteria which implement the goals and policies of this Plan to identify on the City’s Official Land Use Map where the specific zones are located.”

All areas discussed within this appendix are located on land the Comprehensive Plan designates as part of the Downtown Urban Center. Comprehensive Plan Policies including LU 175, 176 and 177 support the application of Downtown zones to areas within the Downtown Urban Center in order to help achieve the desired future character for different

Downtown areas. The area east of I-5 is already a part of the Downtown Urban Center, and the current planning effort has identified the need to rezone it to a Downtown zone designation as a way to encourage the type and level of development that would be appropriate in this part of the urban center.

Little Saigon, as part of the Chinatown/I.D. neighborhood, is also part of the Downtown Urban Center. The Comprehensive Plan’s Future Land Use Map already identifies Little Saigon as an area for mixed-use development. The recommended DMR and DMC zones for this area are consistent with a pattern of zoning around the Downtown office and retail cores where a mix of housing, employment and related support activities are encouraged. Comprehensive Plan policies such as DT-LUP 2, 3 and 4 also support this function.

The DMC and DMR function and locational criteria (SMC 23.34.108 and 23.34.110) are described in very specific geographical terms that are oriented to northern and western portions of Downtown. The existing criteria do not account for the potential application of these zones to the currently designated Mixed Use areas in the southern portion of the Downtown Urban Center. Therefore, the proposed Ordinance amends the criteria to accommodate the possibility of DMC and DMR zones located in the southernmost areas of the Downtown Urban Center, consistent with the objectives of Comprehensive Plan Goal DT-G7 and policies such as DT-LUP, 2, 3 and 4.

# APPENDIX F: CASE STUDIES

## GREEN FACTOR

Case studies suggest that minimum Green Factor scores of .30 would be appropriate for new construction 20,000 square feet or greater within the Livable South Downtown planning area. While green roofs and vegetated walls are landscaping options in all Green Factor areas, it is likely that they would be required more frequently in South Downtown to meet the recommended minimum score. Therefore, a threshold of 20,000 square feet is recommended in order to avoid burdening small projects where the costs of a green roof or vegetated wall would be disproportionate to the overall size of the project. Finally, provisions are included to ensure that the Pioneer Square Preservation Board or the International Special Review District Board may modify the .30 standard if it is determined that historic resources would be compromised as a result of the Green Factor requirement.

The case studies focus on recent commercial and residential projects from other parts of Seattle that are similar to the expected new development in South Downtown. Starting with the minimum score of .30 applied to commercial zones, these case studies asked the following:

- Would the precedent projects meet the Green Factor as built under existing code?
- If not, what additional landscape features would be necessary?
- What would the additional construction costs be?

Summary of South Downtown Green Factor case studies

Example comparable to likely South Downtown building typology	Score of project as built	Additional landscape features needed to meet .30	Estimated cost of additional features	% of total building cost
<b>160' Office Buildings</b>				
Life Sciences Building	0.22	2,000 s.f. vegetated wall, 2,000 s.f. permeable paving	\$40,000	0.10%
Opus Center at Union Station	0.09	6,360 s.f. permeable paving, 15,400 s.f. green roof	\$339,800	0.52%
Amazon Block 35, SLU	0.34*	none	n/a	n/a
<b>240' Residential Buildings</b>				
Meridian	0.44	none	n/a	n/a
<b>85' Residential Buildings</b>				
Oregon 42 Condominiums	0.42	none	n/a	n/a
Midrise condos (11 <sup>th</sup> & Jefferson)	0.54	none	n/a	n/a
<b>Pioneer Square Redevelopment</b>				
Diamond surface parking lot**	0.06	1,700 s.f. green roof	\$34,000	0.79%

\* Amazon Block 35 was required to meet a .30 Green Factor score for permit approval. It is included here because it is similar to the types of office development expected in South Downtown.

\*\* The Pioneer Square case study is based on hypothetical redevelopment of a surface parking lot in the Pioneer Square historic overlay. It was assumed that this lot would be redeveloped as a four-story building with retail at street level.

All precedents for multifamily residential development exceeded a .30 score. Commercial buildings that did not meet .30 could do so with the addition of permeable paving, vegetated walls, and/or green roofs typically covering less than a quarter of the total roof area. With the exception of the Pioneer Square case study, additional costs to meet a .30 Green Factor score were one half of one percent or less – proportional to the additional costs anticipated for commercial Green Factor projects.

Options for meeting a .30 score in Pioneer Square were somewhat more constrained and expensive. While the other case studies could meet the minimum score through a variety of routes in addition to the ones explored here, the zero lot line setback and areaways (vacant space) below the sidewalk limited options for this parcel to earn Green Factor credits at grade. A substantial vegetated wall or a green roof covering about a third of the roof area were the only options, leading to additional costs of about 0.8% of total building cost

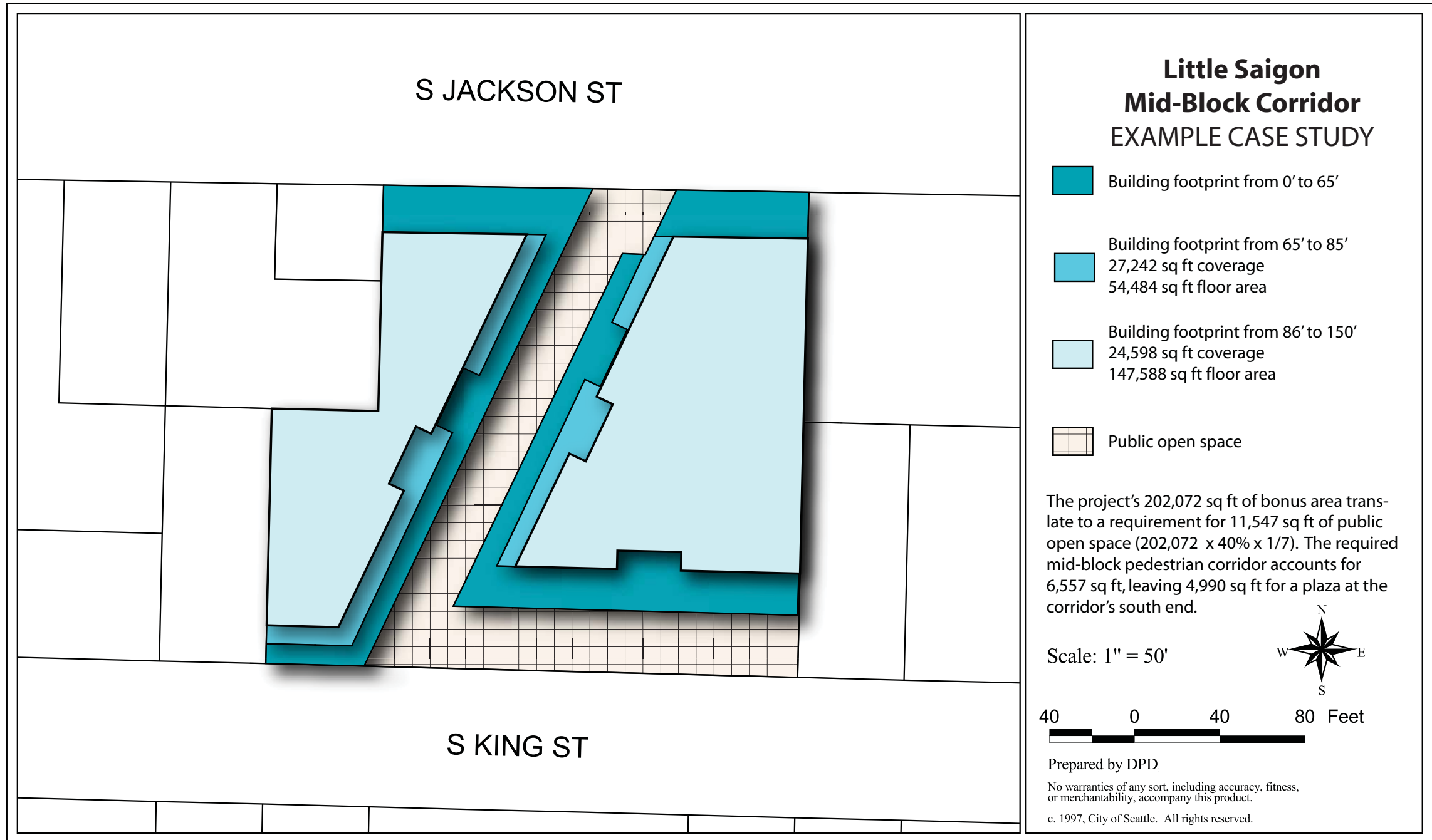
## MID-BLOCK CORRIDOR

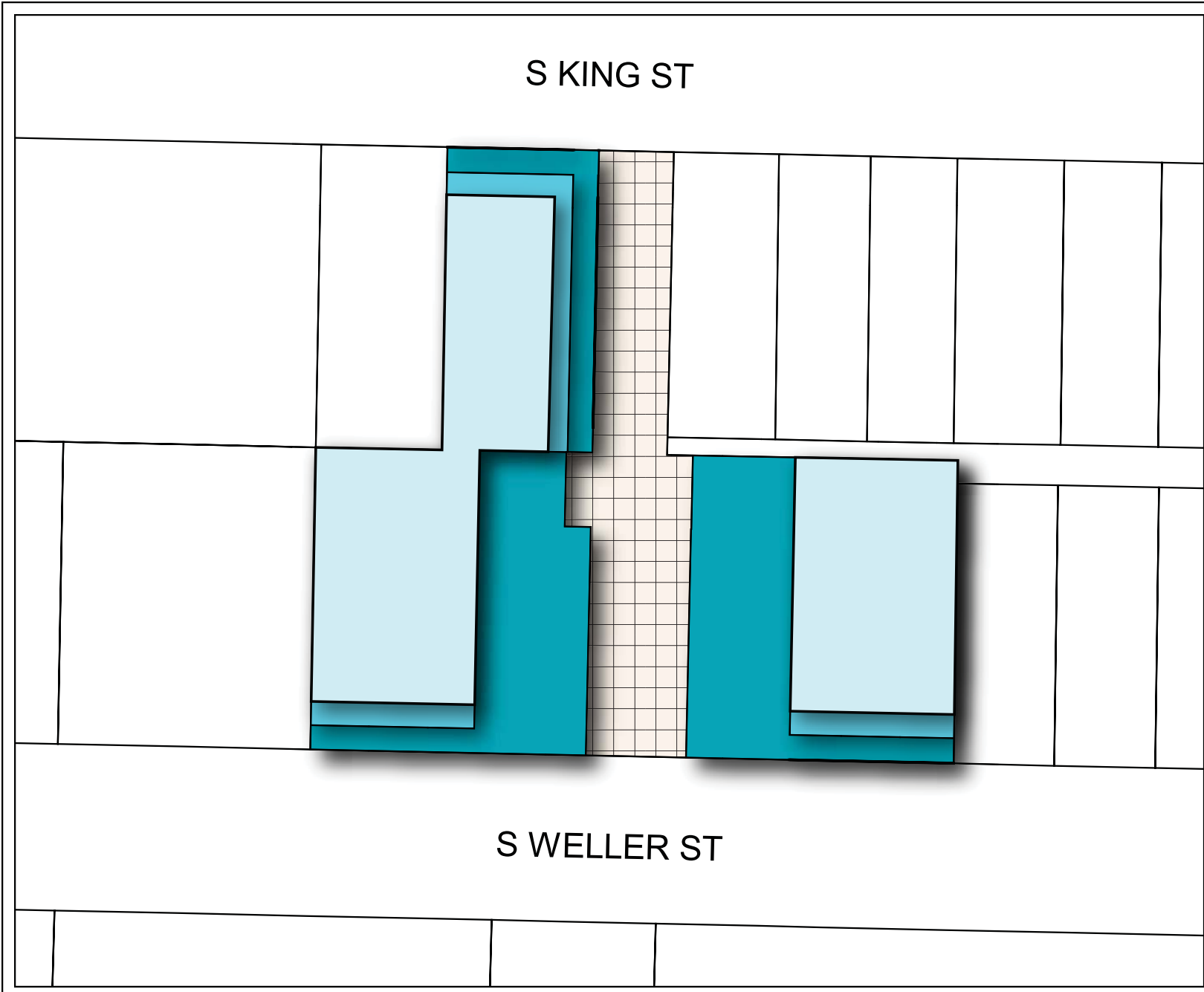
In general, heights of buildings in Little Saigon would be limited to 65 or 85 feet. However, in certain circumstances, higher heights may be possible, particularly if the occupants of taller buildings can be served by a network of pedestrian-oriented open spaces.

In the DMR/C and DMC zones in South Downtown, buildings may be constructed to 150 feet in height if bonus floor area is gained through development of a mid-block corridor open space public amenity. Floor area above 65 feet must be in residential use only, and additional floor area may be gained only through participation in the incentive zoning program with the development of the corridor.

Standards for the mid-block corridor include: located a minimum of 200 feet from the nearest north-south street; directly accessible from the sidewalk, 65% open to the sky; an average width of 25 feet; accessible to the public at least 10 hours each day; at least one open space with a minimum dimension of 30' located along the corridor.

The case studies on the following pages feature two properties located within the proposed DMR/C area. They analyze how the mid-block corridor would be implemented in conjunction with proposed heights and other features of incentive zoning programs. See page 63 for a more detailed description of the mid-block corridor public amenity. See page 80 for a description of proposed incentive zoning programs.



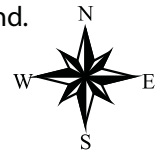


### Little Saigon Mid-Block Corridor EXAMPLE CASE STUDY

- Building footprint from 0' to 65'
- Building footprint from 65' to 85'  
20,130 sq ft coverage  
40,260 sq ft floor area
- Building footprint from 86' to 150'  
17,238 sq ft coverage  
103,428 sq ft floor area
- Public open space

The project's 143,688 sq ft of bonus area translate to a requirement for 8,211 sq ft of public open space ( $143,688 \times 40\% \times 1/7$ ). The required mid-block pedestrian corridor accounts for 6,810 sq ft, leaving 1,401 sq ft to widen the corridor access at the south end.

Scale: 1" = 50'



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# APPENDIX G: SOUTH DOWNTOWN'S PUBLIC REALM



The Livable South Downtown Planning Study was initiated to study potential land use and zoning changes to encourage investment and vitality in South Downtown neighborhoods. No study would be complete without understanding the physical environment, including the size and form of future buildings and the experience of spaces between buildings. Of particular interest are public living areas that will serve people who reside, work and recreate in South Downtown neighborhoods.

Over the years, neighborhoods within South Downtown have been the subject of study by City staff, community members, students and others. Information about many of these studies can be found on the project web site ([www.seattle.gov/dpd/Planning/South\\_Downtown/Overview/](http://www.seattle.gov/dpd/Planning/South_Downtown/Overview/)). This appendix presents information about urban design work associated with the Livable South Downtown Planning Study, and includes the following:

- **Identifying challenges and opportunities.** The South Downtown Advisory Group and other community stakeholders were instrumental in identifying challenges and opportunities.
- **Understanding the impact of future buildings.** The Environmental Impact Statement (EIS) helped staff and the community to understand the impact of potential building heights and forms, and of building bulk, particularly in areas where future increases in density were contemplated. Images and analysis of height, bulk, scale and shadow impacts of future buildings can be found in the EIS on the project web site. Subsequent analysis was undertaken in Pioneer Square and Chinatown/International District

to facilitate discussion and decision-making by the Special Review Boards.

- **Exploring potential improvements and additions to the public realm.** The City initiated several independent studies in consultation with the community. These studies examined possible opportunities to improve the public experience in South Downtown as the areas grows, particularly where past planning provided less guidance.
- **Create and refine tools to ensure a “livable” environment.** Proposed Land Use Code amendments include the introduction of new tools to help ensure a positive relationship between future development and the street environment, open space amenities that serve future populations, and travel-ways that work together to serve local neighborhoods and the area as a whole.



## Challenges and Opportunities in the Public Environment

### Assets

South Downtown is home to some of the most intriguing streetscapes and public places in the region, including the ethnic shopping districts of Chinatown/International District and little Saigon, and historic streetscapes throughout Pioneer Square. Following is a list of existing public open space and public facilities in and near South Downtown.

#### **Pioneer Square**

Occidental Park and pedestrian mall  
City Hall Park  
Pioneer Square Park (a.k.a. Pioneer Place)  
Pedestrian plaza north of King Street Station  
Washington Street Boat Landing  
Waterfall Park at 2<sup>nd</sup>/Main\*  
Qwest Field north plaza\*, Occidental promenade  
Safeco Field plazas\*  
Colman Dock  
Prefontaine Place  
Fortson Square

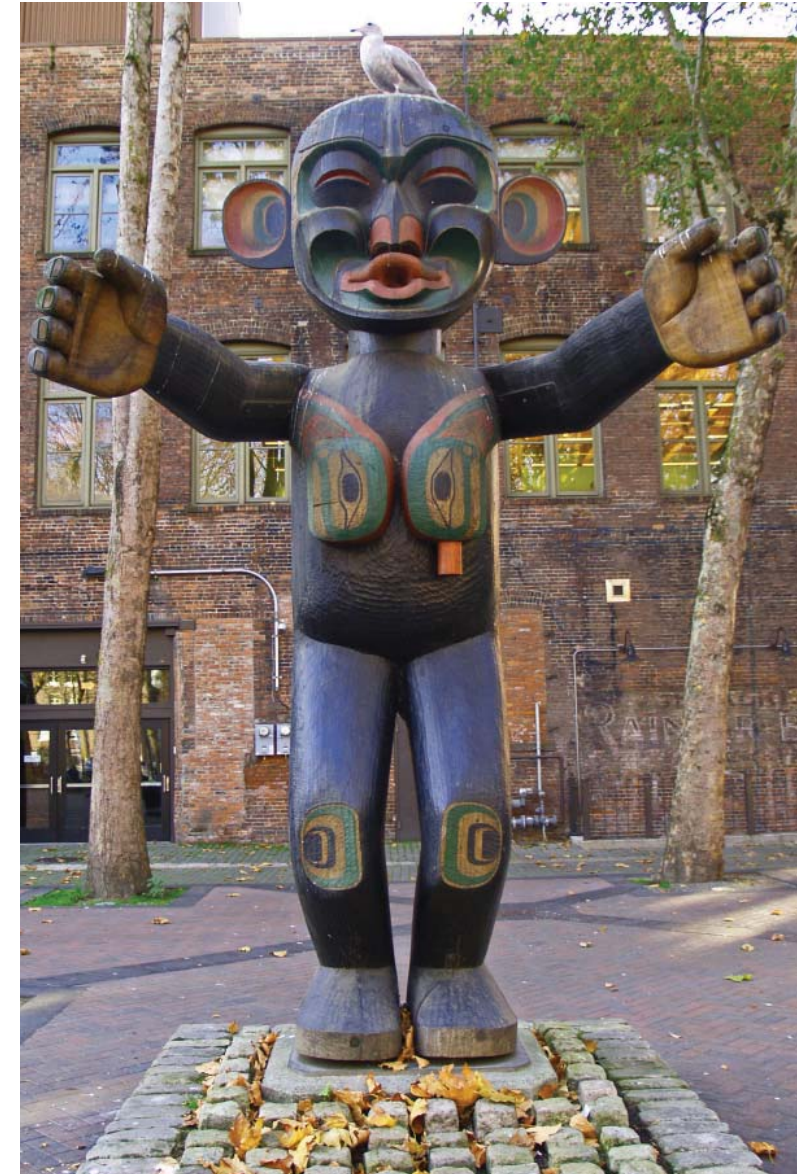
#### **Chinatown/I.D.**

Kobe Terrace/Danny Woo Gardens  
Hing Hay Park  
International Children's Park  
Plazas in the Union Station block\*  
Lane Street plaza at Uwajimaya\*  
Community Center, Library

#### **Nearby outside the study area:**

Yesler Terrace Community Center  
Yesler Terrace playfields (SHA)  
Bailey Gatzert School playfields  
Dr. Jose Rizal Park

(\*publicly used spaces that are maintained by private or public entities other than the City of Seattle.)





## Challenges

As South Downtown develops, improvements to streetscapes and open spaces will be critical to maintaining a livable environment. Early in the planning process, the community identified needed improvements to South Downtown's streetscapes and public open spaces, including the following:

- Open space in areas planned for increased residential/mixed use density. Several areas of South Downtown, including areas east of Interstate 5, were identified as deficient in open space;
- Pleasant or safer pedestrian routes between neighborhoods, such as east-west travel across 4th Avenue South, under I-5, and south of S. Dearborn Street;
- Open space and improved pedestrian routes along the long blocks east of Interstate 5, particularly as the area develops with a mix of uses;
- A better pedestrian environment near the hub of King Street Station/4th/Jackson intersection where light rail, heavy rail, numerous bus routes and vehicle travel routes converge;
- Sidewalks and adjacent pedestrian-friendly building edges around the stadiums and in the area between the stadium light rail station and the Downtown Urban Center;
- Landscaping and greenspace in many areas of South Downtown; and
- Wider sidewalks along under-developed streets that are likely to have increased pedestrian travel.

## Recommendations

Livable South Downtown recommendations include Land Use Code provisions that will facilitate incremental improvements to the public realm in conjunction with future development. These include:

- Open space amenities with bonus development.  
Incentive zoning provisions for residential and commercial development include the option of providing public open space in order to exceed limits on floor area or height.
- New Green Streets.  
New green streets are proposed in South Downtown. A discussion of green street provisions can be found on page 74. The City is currently working with the community to develop concept designs for green streets within and around the Chinatown/ID core.
- Little Saigon mid-block corridor open space amenity.  
Areas east of Interstate 5 were identified as lacking pedestrian amenities and open spaces. In order to provide additional open space as the area develops, the mid-block corridor public amenity option was conceived and will result in the creation of pedestrian-oriented open spaces associated with taller residential buildings. (See page 63).
- Sidewalks and building frontages.  
Development along key streets will be required to include sidewalks and building frontages that provide a pedestrian-friendly environment. Key streets include S. Jackson Street and S. Dearborn Street. Projects within Pioneer Square, Chinatown/International District and in



adjacent industrially zoned areas will also be required to provide pedestrian amenities and sidewalks.

- Landscaping in South Downtown.

Plants provide numerous environmental benefits. A green factor landscaping requirement is proposed for all areas of the South Downtown planning area. See page 92 for a discussion of this requirement.

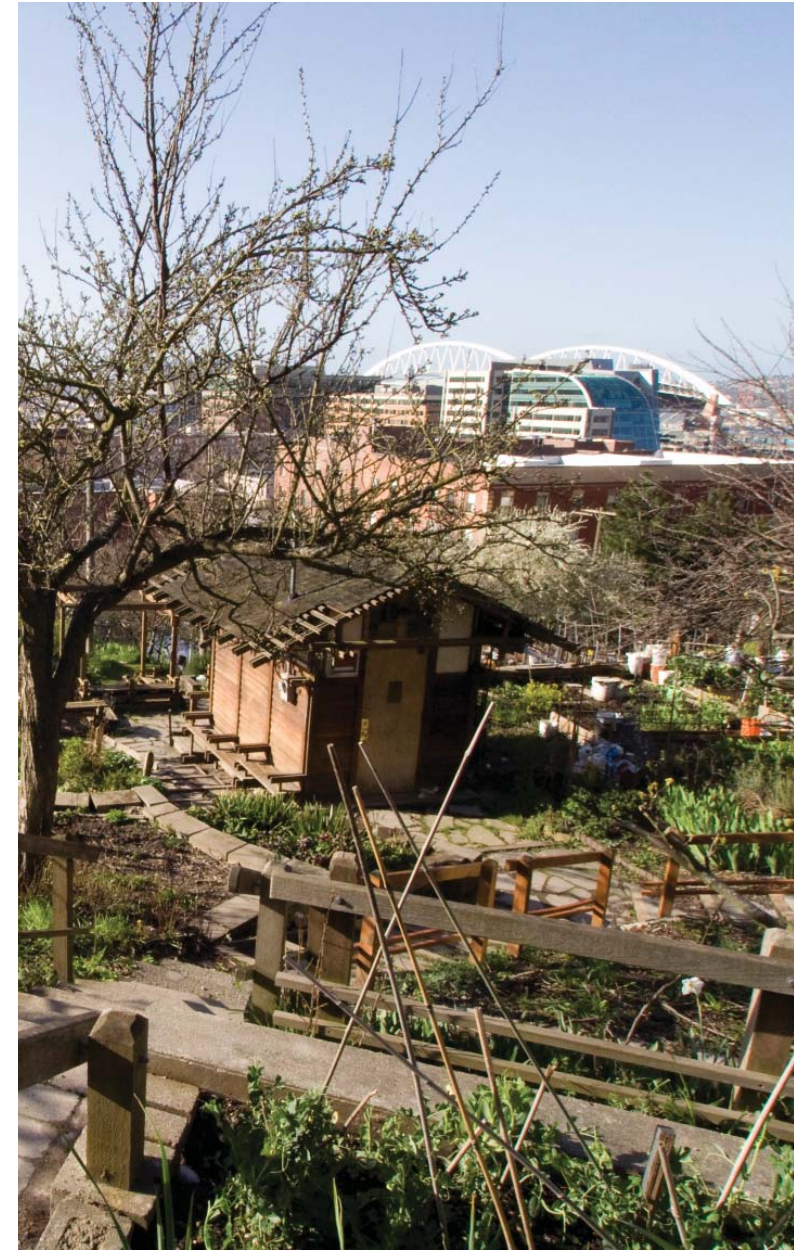
## Livable South Downtown Urban Design Studies

Throughout the South Downtown planning process, planners sought the advice and assistance of urban designers to understand opportunities in areas that may benefit from public or private investment. Some of these concepts provided important information that helped to inform proposed Land Use Code amendments.

The recommendations of this study also relied upon several past planning/design efforts including:

- The Pioneer Square Neighborhood Plan (1998);
- The Chinatown/ International District Strategic (Neighborhood) Plan (1998);
- The Chinatown, Japantown, Little Saigon International District Urban Design Streetscape and Open Space Master Plan (2003, Interlm Community Development);
- Greater Duwamish Manufacturing and Industrial Center Plan (1999); and
- Numerous other plans for Pioneer Square, Downtown, Japantown, Chinatown/International District, and SODO throughout the past several decades.

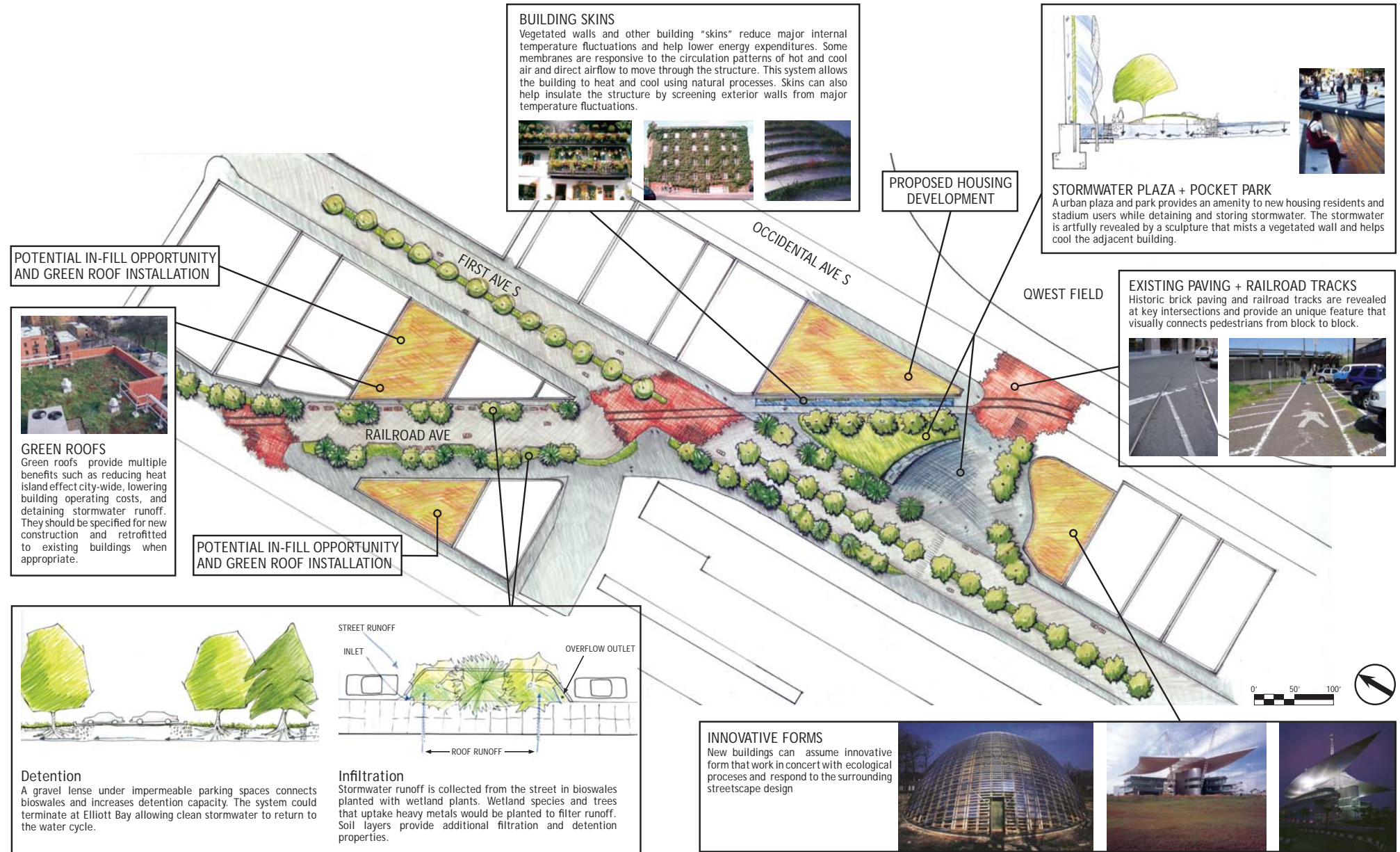
The following images were derived from concepts that were developed in consultation with the community as part of the Livable South Downtown Planning Study. Further information about the following concepts can be found on the Livable South Downtown Planning Study web site.



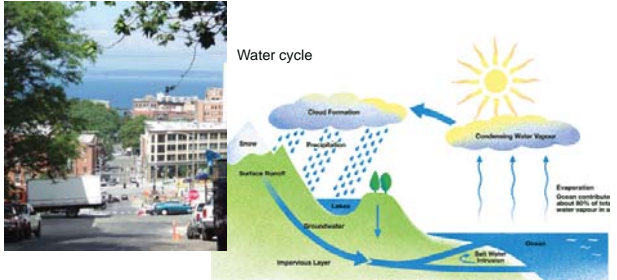
Stadium District/ Pioneer Square

Developed by landscape architect Amy Lindemuth, this concept depicts street improvements, open space design, and sustainable drainage features that in combination help provide a pedestrian link between Qwest Field, Pioneer Square and adjacent industrially-zoned land.

# RAILROAD AVENUE - Connecting Colman Dock + the Stadium District



Pioneer Square/ Japantown  
 The following images were developed by Nakano Associates. They explore the possibility of a street design that links S. Washington Street from the Japantown Hilltop through Pioneer Square to Elliott Bay.



**Water cycle**

Evaporation: Ocean contributes about 80% of total water vapor in air

Condensing Water Vapor

Cloud Formation

Precipitation

Surface Runoff

Groundwater

Soil Water

Impervious Layer

Water

**South Washington Street** is an east/west street with an elevation change of 60' from Kobe Park to the Coleman Ferry Terminal. There are great views to Mount Rainier and to Elliott Bay. The street runs through the Japantown and Pioneer Square neighborhoods and ends at the Waterfront. There are several vacant lots, primarily in Japantown.

**Design Opportunities**

- Elevation change provides opportunities for imaginative water expression in ROW
- new nodes/plazas between each neighborhood
- extension of a promenade @ the Ferry Terminal
- connections to Occidental Avenue and 2nd Avenue
- Alley connections

**Overall Concept**  
 "Mountains to Sound"-The streetscape along Washington Street represents the flow of water from the mountains to the sound



Water controlled by humans

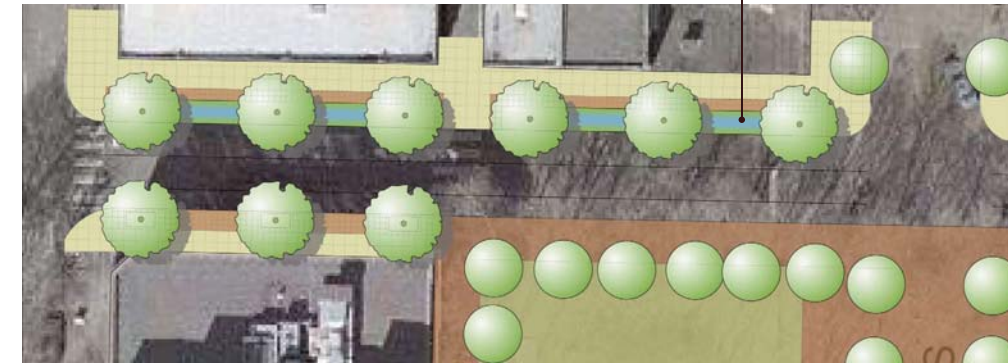
**3rd Avenue (half block) to waterfront.**  
 "Flatlands- tidelands" environment. More formal expressions, water tamed by human. S Washington Street might be extended with a new Colman dock, shallow water habitat proposed to the south of this extension. Water flows into the Puget Sound.



Stormwater planter in Portland



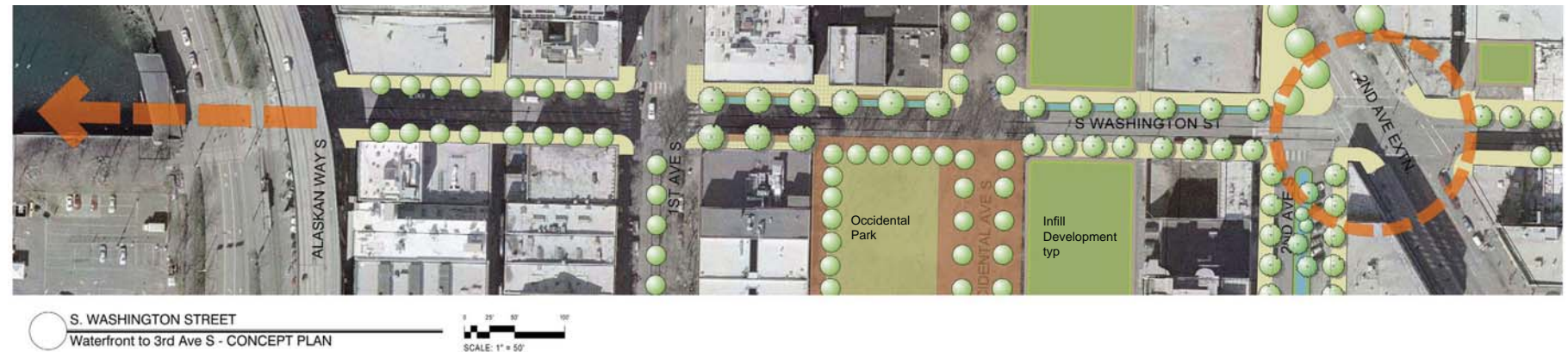
Stormwater planter in Portland



"Flatlands- tidelands" streetscape between 1st Avenue South and Occidental Ave S.

1"=20'

*The streetscape along Washington Street represents the flow of water from the mountains to the sound*



*Sustainability*-in South Downtown

NAKANO ASSOCIATES  
 July 2006



S. Washington Street

**5th Avenue (half block) to 3rd Avenue (half block)**  
 "Foothills". The water is moving slower and wider through curving storm-water planters. There is interpretive paving patterns on the sidewalks.



Water as art

**Kobe terrace to 5th Avenue (half block on 5th).**

"Alpine" environment with a small stream (collecting street and roof run off) along the north side of the street. Boulders (natural/abstract) defines the stream as it moves down the street. This concept will mainly be implemented between 6th and 5th Avenue where new construction is likely to take place within the coming years.



Natural water flow



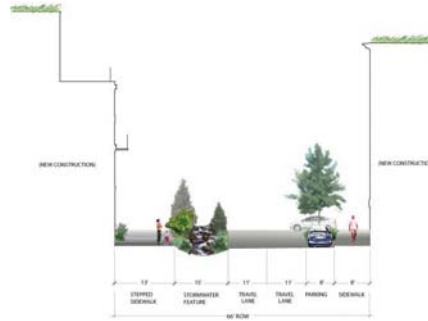
Mossy boulders



S.Washington Street- Existing



S.Washington Street- Proposed



"Alpine" streetscape between S 5th Avenue and S 6th Avenue

1"=20'

*The streetscape along Washington Street represents the flow of water from the mountains to the sound*



S. WASHINGTON STREET  
 3rd Ave S to Kobe Terrace - CONCEPT PLAN



## Occidental Avenue South Green Street

Occidental Avenue South is proposed to be designated as a green street south of S. King Street. This segment of Occidental Avenue South will need to integrate an eclectic mix of uses rather than conform to the design of Occidental Avenue S. within central Pioneer Square.



EXISTING CONDITIONS

DISTINCT WAREHOUSE ARCHITECTURE

LOADING DOCKS

RAILROAD WAY

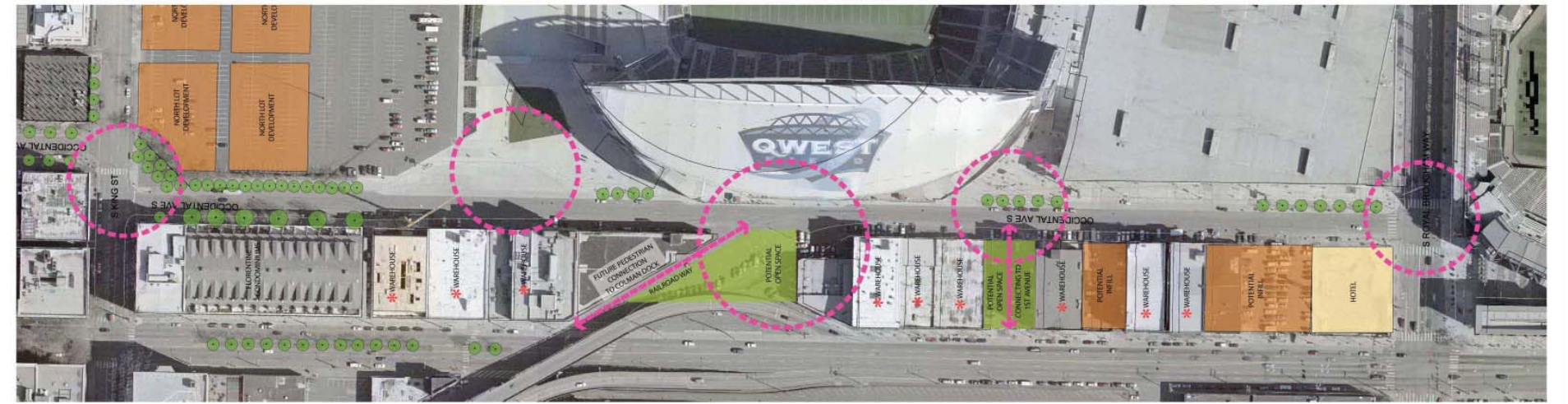
LOADING DOCKS

UNDEVELOPED LOTS

QWEST FIELD

OCCIDENTAL AVE S. EXISTING

SAFECO FIELD



FUTURE POTENTIAL

DISTINCT STREETSCAPE

FESTIVE PLAYFUL OPEN SPACES

MIXED USE BUILDINGS WITH CHARACTER

FORMER LOADING DOCKS USED FOR OUTDOOR SEATING

NEW RESIDENTIAL/RETAIL AND RESTAURANTS

FESTIVAL STREET

NIGHT LIFE

2<sup>nd</sup> Avenue/ Pioneer Square  
 Nakano Associates also explored the possibility of creating drainage features within Pioneer Square that provide environmental benefits, increase pedestrian comfort along 2<sup>nd</sup> Avenue, and respects historic resources within the neighborhood.

**2nd Avenue South—Connecting landmarks  
 Yester Way to South King Street**

This area contains a number of historic buildings which have been recently renovated as well as several newer buildings with interesting characteristics and vital uses. New development will present opportunities as well as constraints for integrating sustainable materials and practices into the existing fabric of the neighborhood.



*Connecting landmarks*



Smith Tower



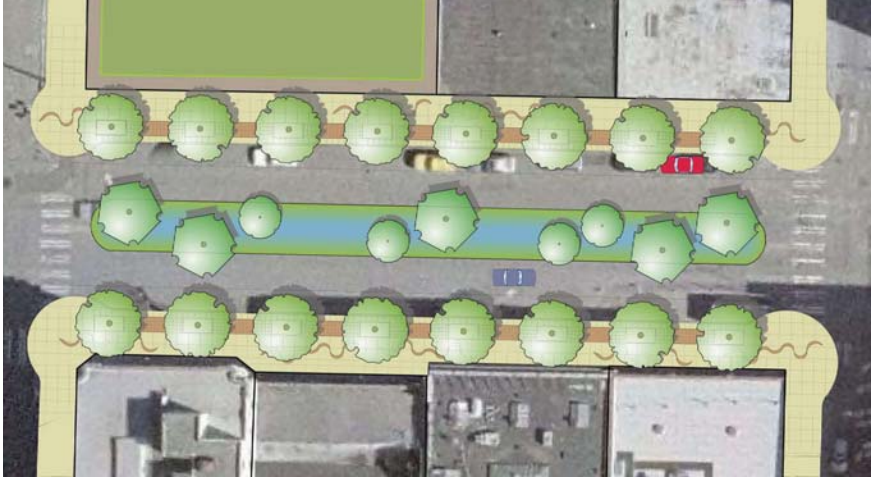
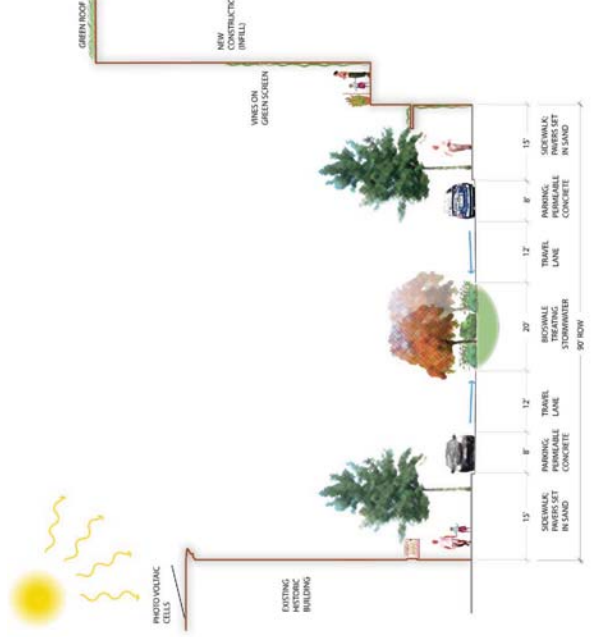
View of 2nd Ave from Smith tower



What it could look like



Qwest Field with Artwork



Streetscape between S Main Street and S Jackson Street 1"=20'

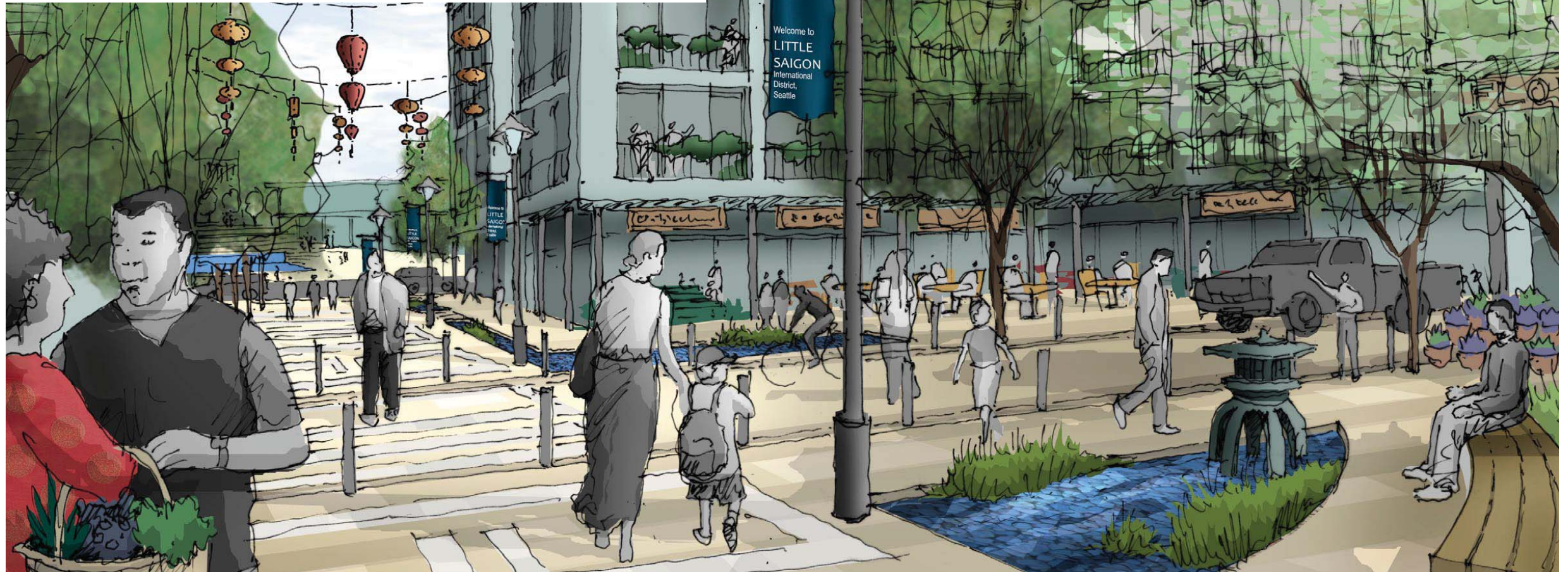
A median created down the center of 2<sup>nd</sup> Avenue could contain bioswales to clean storm runoff that could then be captured and used for landscape irrigation. Alternatively the bioswale could be located along one side of the street to increase opportunities for pedestrian interpretive displays and interaction. Pedestrian and residential green spaces can be maximized in new development and incorporated into existing open space.

# LITTLE SAIGON PUBLIC REALM DESIGN

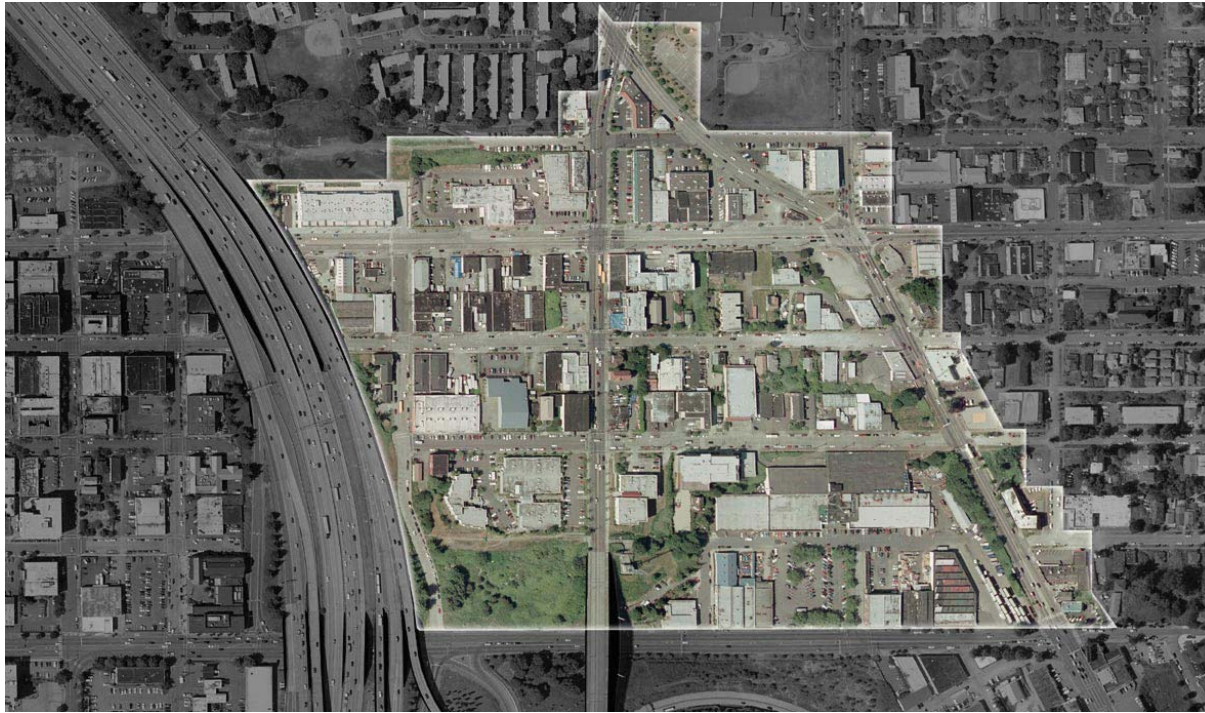
*Excerpt from Little Saigon Public Realm Design Report  
by Atelier Dreiseitl, August 2008*

## Little Saigon

The following images depict elements of an urban design study that was commissioned by DPD and developed by Atelier Dreiseitl under contract to DPD. The study was undertaken to develop ideas that could help inform land use decisions, and help promote a future neighborhood landscape that respects existing cultural attributes and uses in an environmentally sustainable context. In their report, Atelier Dreiseitl worked to integrate ideas raised by the community and City planners. The Dreiseitl proposal can be found at: [www.seattle.gov/dpd/Planning/South\\_Downtown/UrbanDesign/LittleSaigon/](http://www.seattle.gov/dpd/Planning/South_Downtown/UrbanDesign/LittleSaigon/).



# LITTLE SAIGON PUBLIC REALM DESIGN



This Public Realm Design Study is part of a collection of current works focused on the future development of the unique districts flourishing within Seattle's South Downtown District. Little Saigon, the subject of this study, is one of 6 sub-areas within this overall area. The others include Chinatown, Japantown, Pioneer Square, Stadium Area/1<sup>st</sup> Avenue and South of Dearborn.

The scope of this study included coordination with concurrent ongoing projects such as the future redevelopment of Goodwill- Dearborn Street and Yesler Terrace, a potential streetcar extension through Little Saigon, South Jackson street design project and other work by the Department of Planning and Development. Considering the overall planning vision, design concepts were developed specifically for the Little Saigon neighborhood.

This design process was undertaken in close collaboration with the DPD as well as Little Saigon community members through a public workshop format, in order to reach visionary and meaningful, but at the same time, feasible landscape solutions that can be realized gradually over time. The design philosophy for the proposed long-term vision is based on a strong public/private partnership. Particularly for Little Saigon, this was seen as a way to bridge the gap between this Vietnamese neighborhood, with its strong cultural traditions and beliefs, and the rest of Seattle. In this relationship, both sides combine to form a Little Saigon that is both rooted in its past and reaching for its future as a vital member of the downtown community.



To do this, project goals responding to community desires and the South Downtown's future planning vision acted as targets for open space concepts. Creating a pedestrian-friendly urban environment is of key importance. Proposed schemes also strengthen the overall Vietnamese-American identity of Little Saigon by providing venues for cultural expression and design details inspired by traditional Vietnamese art and architecture. Lastly, as a way of connecting Little Saigon with its urban and natural surroundings, sustainable design practices, predominantly in the area of stormwater management, are interwoven into the sites urban spaces. Stormwater, flowing visibly through Little Saigon, becomes a primary transition tool between Little Saigon, Seattle and the surrounding natural landscape.

The general framework proposed in this study provides the big ideas that now must be enriched and informed through continued collaboration with the City of Seattle and, in particular, Little Saigon community members. Only with the contribution and endorsement of this group can a new Little Saigon become the true expression of those who live and work in this place.



*Excerpt from Little Saigon Public Realm Design Report  
by Atelier Dreiseitl, August 2008*



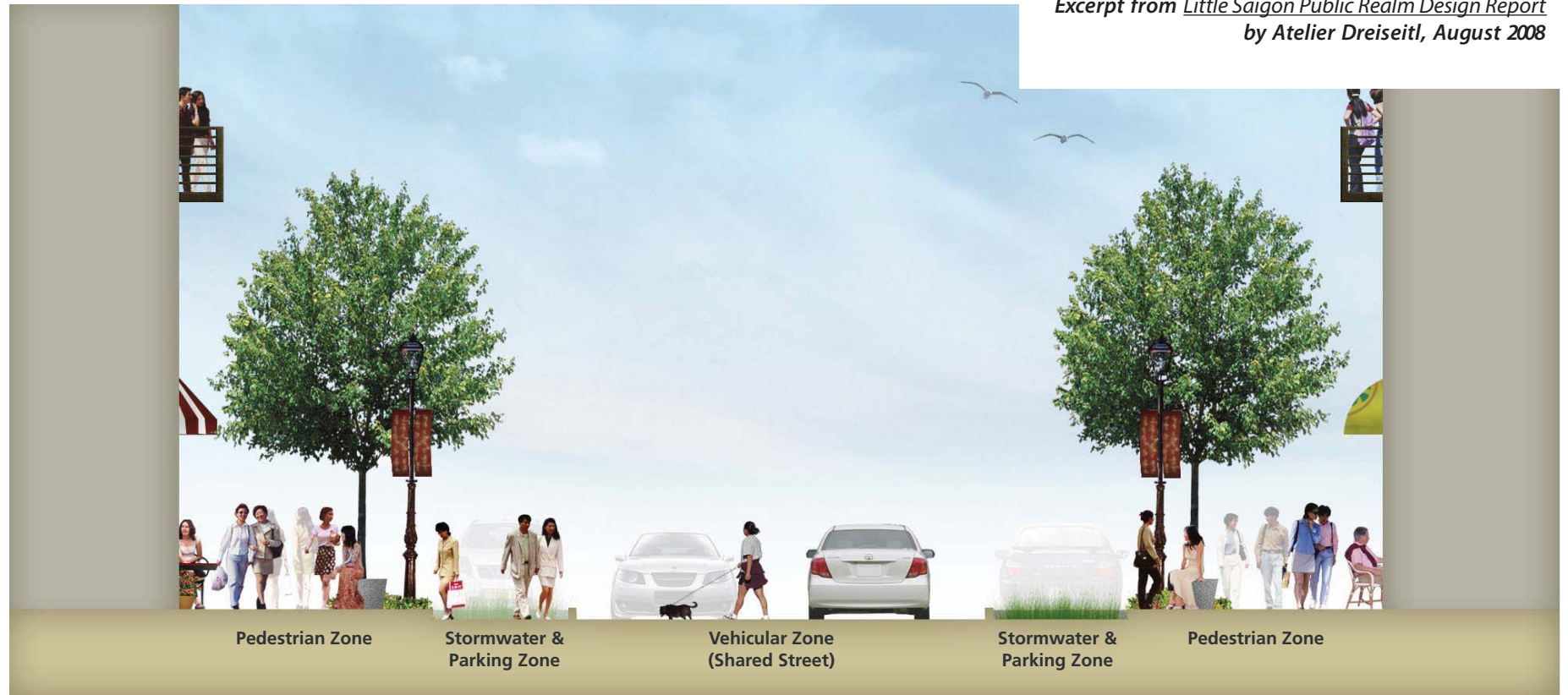
# LITTLE SAIGON PUBLIC REALM DESIGN

The streetscape is a neighborhood's front yard and says a lot about the community, the people who live there and the history and culture they all share. The street should be full of life and rich in culture and with the right design and detailing it can be a vibrant place that supports a variety of uses and increases cultural identity while maintaining a good ecological balance through careful stormwater planning and landscape design.

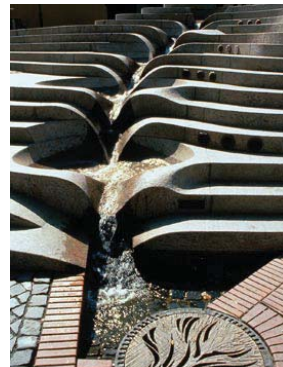
Both S. King and S. Weller Streets have been designated by the City of Seattle to be developed as Green Streets. With a shortage of adequate open space within the boundary of Little Saigon, it is important that the street right-of-ways be used to maximize the amount of open space and create a safe and active pedestrian-scale streetscape. This would also help the economic activity of Little Saigon by creating a welcoming place for both residents and visitors to enjoy the local restaurants, markets and specialty stores that give the neighborhood its unique character.

With enhancing and expanding the public open space and pedestrian circulation as the main objective, both S. King and S. Weller Streets should have a widened sidewalk and eliminate the traditional solid planting strip for tree grates to provide a more versatile and transparent edge between the pedestrian and vehicular zones. This also increases the amount of space that restaurants and markets can spread out into the sidewalk to help further activate the streetscape while maintaining a high-quality environment. Trees should be deciduous and spreading to keep the focus on the street level. Outdoor seating should be used to provide an attractive atmosphere for people to linger. Pedestrian-scale lighting should be used to light the sidewalk and provide a consistent vertical design element with possible incorporated event signage unique to the Little Saigon neighborhood.

Excerpt from *Little Saigon Public Realm Design Report*  
by Atelier Dreiseitl, August 2008

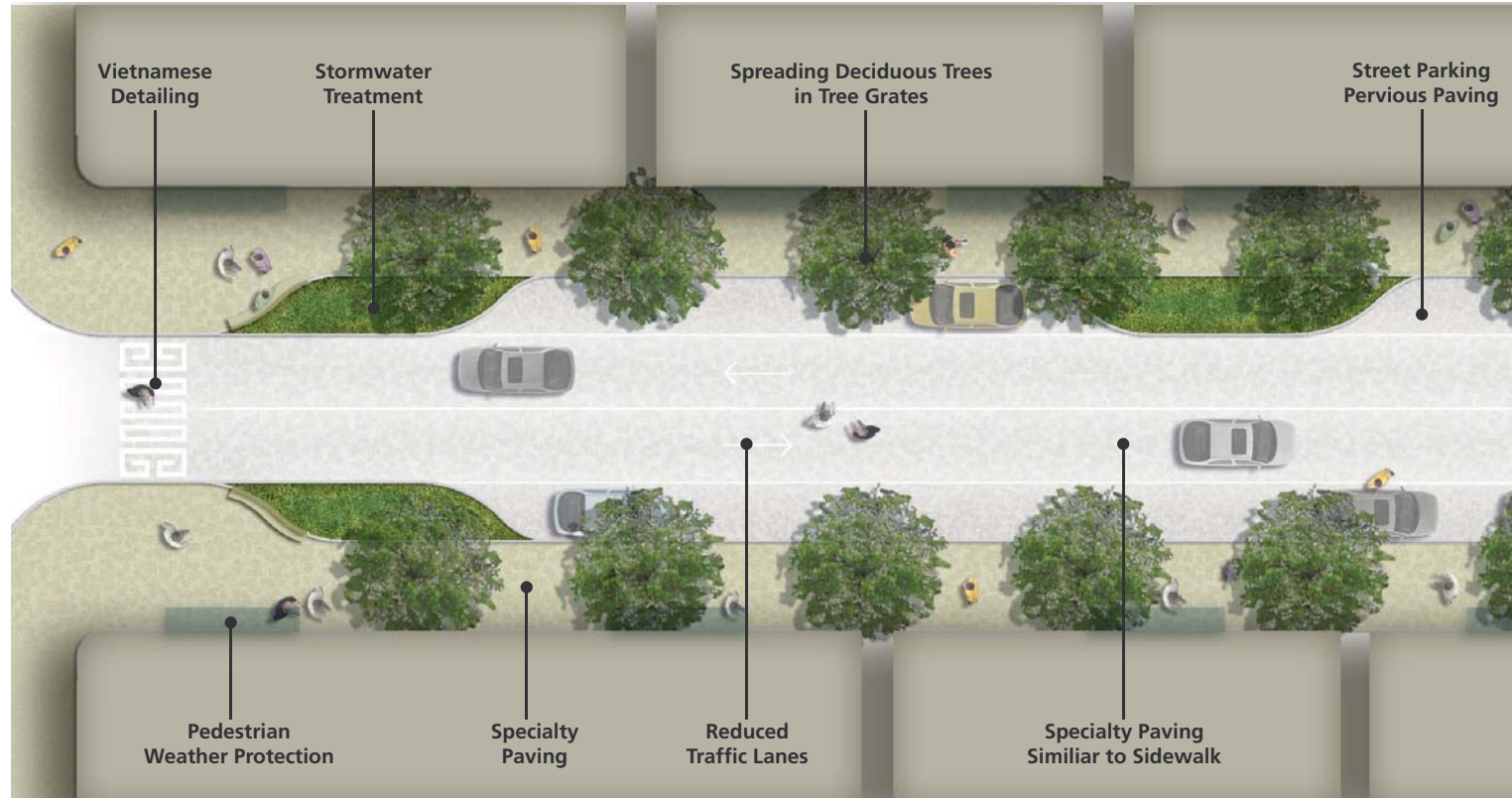


*Maximize open space and enhance pedestrian circulation while creating a safe and welcoming place for local businesses to grow and thrive*



# LITTLE SAIGON PUBLIC REALM DESIGN

Excerpt from *Little Saigon Public Realm Design Report*  
by Atelier Dreiseitl, August 2008



*Create a more pedestrian-friendly environment with integrated stormwater management and a focus on providing access to and space for local businesses.*

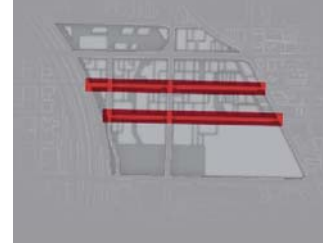
A textural paving pattern influenced by Vietnamese culture, art and architecture will help to provide a visual clue to incoming traffic that they are entering a pedestrian zone by encouraging a decrease in speed and overall awareness. The street and the pedestrian zone should have a unified paving scheme. This increases the sense of a shared space where people are allowed to move about the street in the same manner as that of Pike Place Market or Westlake Center today.

Storm water cleansing and infiltration would be supported through a series of planters that in turn act as traffic calming devices. Planters could be placed at the entrance to each block so that by pinching the street they encourage vehicles to slow down while at the same time providing a safe place for pedestrians to cross near the intersections. The street would contain only one lane of traffic in either direction with parking lanes on both sides of the street. Pervious paving options should be considered in the parking lanes.

The storm water planters would be designed so that the shape and operation is both artistic and functional while taking into consideration the cultural significance of the surrounding neighborhood. The planters would be filled with plants that are suitable for wet conditions and water filtration in the Seattle area. The planters would take advantage of topography and the natural flow of the stormwater by designing a series of planters to work as a system.

## DESIGN FEATURES

- Maximize streetscape for pedestrian use and high-quality open space
- Maintain pedestrian scale by putting focus on ground level
- Active and vibrant streetscape that supports a variety of uses
- Use landscape and built features to enhance and preserve the character of the Vietnamese culture
- Enhanced street functionality with areas for stormwater detention, cleansing and infiltration
- Pervious parking areas
- Special paving through both pedestrian and vehicular zones
- Roadway designed to keep speeds down and maintain low volumes



# LITTLE SAIGON PUBLIC REALM DESIGN

Excerpt from *Little Saigon Public Realm Design Report*  
by Atelier Dreiseitl, August 2008

In the long-term vision for Little Saigon, pedestrian cross-block connections have been proposed between east-west vehicular streets, to allow for easier north-south pedestrian movement. These public open space corridors will offer many benefits to Little Saigon residents as well as surround neighborhoods who wish to access the area by foot. In addition to 2 more intensive connections between Jackson/King and King/Weller where open space and commercial will combine to create a bustling urban destination in itself, other more traditional green corridors will function primarily as connections from street to street.



*Enhances the north-south pedestrian movement through the district while strengthening the connection with local businesses*



# LITTLE SAIGON PUBLIC REALM DESIGN

Excerpt from *Little Saigon Public Realm Design Report*  
by Atelier Dreiseitl, August 2008



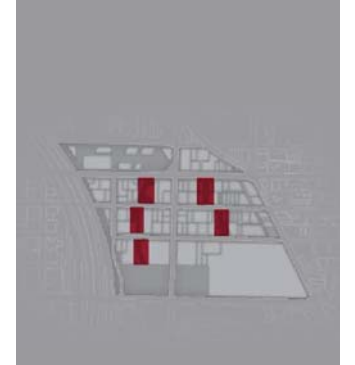
*Create a more pedestrian-friendly environment with integrated stormwater management and a focus on providing access to and space for local businesses.*

## Benefits

- Added public open space
- Mixed-use development with small business space at ground level and residences above
- A more pedestrian friendly neighborhood environment
- Walking routes connecting neighborhood with surrounding developments (Yesler Terrace, Dearborn Goodwill Development)
- Intensive Connections (Jackson to King, King to Weller)
  - Lively pedestrian connection between proposed Market Plaza and Transit Hub to King Street pedestrian core
  - Cafes, restaurants, shops with residential above will create a vibrant human-scale atmosphere
  - A flowing water axis fed by captured stormwater in each cross-block connection will add interest and movement to compliment pedestrian activity.

## DESIGN FEATURES

- Additional public open space
- Enhance walkability of the district through safe and easy walking routes
- Integrated stormwater flowing through with the pedestrian movement and connecting the streets
- Cafes, restaurants, shops with residential above to create a vibrant human-scale atmosphere
- Directions connections with pedestrian nodes and plazas within the blocks
- Where the pedestrian areas hit the vehicular zone, a shared space is created making crossing the street safe and easy by giving the pedestrian priority



# LITTLE SAIGON PUBLIC REALM DESIGN

Excerpt from *Little Saigon Public Realm Design Report*  
by Atelier Dreiseitl, August 2008

## ACTION PLAN

- Continue development of urban nodes
- Develop additional open spaces and street improvements along edges of district to create stronger connections with surrounding communities
- Design and develop terraced community garden with integrated stormwater management on north side of S. Dearborn Street
- Design and develop stormwater management connection under S. Dearborn Street
- Design and develop stormwater retention area on south side of S. Dearborn Street

