Director's Report

on the

Mayor's Recommended Comprehensive Plan Amendments, 2009

Department of Planning and Development
Diane Sugimura, Director

October 26, 2009

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Dear Reader:

This report accompanies a proposed ordinance the Mayor is sending to the City Council to adopt annual amendments to Seattle's Comprehensive Plan.

The suggestions for amendments came from a variety of sources, including interested citizens, public agencies, City departments and the City Council. Starting from these suggestions, Council adopted Resolution 31146 on August 10, 2009, proposing amendments for further analysis this year. This report describes the results of that analysis and the Mayor's recommendations regarding the amendments.

The City Council's Planning, Land Use & Neighborhoods Committee will schedule a public hearing on the ordinance in early 2010, in the Council Chamber, second floor of City Hall, 601 5th Avenue.

You may send comments on the ordinance to:

Councilmember Sally Clark
City Hall
601 5th Avenue, Floor 2
PO Box 34025
Seattle, WA 98124-4025

You may also email Ketil Freeman of City Council staff at ketil.freeman@seattle.gov or Mark Troxel of DPD at mark.troxel@seattle.gov.

Sincerely,

Diane M. Sugimura,
Director

Director's Report
On the
Mayor's Recommended
Comprehensive Plan Amendments, 2009

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Introduction

This document describes the Mayor's recommendations for amending the City's Comprehensive Plan. The Comprehensive Plan is a collection of goals and policies that guide City actions for managing future population, housing and employment growth. The Plan is a requirement of the state Growth Management Act (GMA), which calls for most counties and cities in the state to prepare plans showing how they will accommodate the state's projected population growth. The Plan includes policies for urban villages, land use, transportation, housing, capital facilities, utilities, economic development, neighborhood planning, human development, cultural resources and the environment.

Seattle's Comprehensive Plan

The City adopted the current Comprehensive Plan in 1994 and conducted a review and update of the Plan in 2004, extending the Plan's horizon to 2024 and planning for revised growth estimates. The GMA generally limits the City to amending the Plan only once a year. The City has amended the Plan most years since it was first adopted – to accomplish such tasks as to add new elements (chapters), to add or modify policy direction in specific policy areas, or to update information in the Plan.

The City provides a process each year for individuals, groups, City officials and City departments to propose amendments to address changing conditions so the plan will reflect ongoing work or new information. As part of that process, the City Council in August 2009 adopted Resolution 31146 outlining the suggested amendments for which they wanted further analysis and recommendations.

Next Steps

City Council will hold a public hearing before the Planning, Land Use and Neighborhoods Committee or its successor regarding these proposed amendments in February 2010 in the Council Chamber. The Committee will take oral and written comments and make recommendations to the full Council. A vote by the full Council is expected in March 2010.

Summary of Amendments Considered

A. Amend the Rainier Beach Neighborhood Plan
Adjust the boundary of the Rainier Beach Residential Urban Village to include an area south of S Henderson St between MLK Way S and the Chief Sealth Trail.

B. North Beacon Hill Neighborhood Plan Update Placeholder
Possible revisions to Neighborhood Planning Element goals and policies, and to the Future Land Use Map (FLUM) to reflect new urban village boundary, potential zoning issues and other revised neighborhood priorities.

C. North Rainier Neighborhood Plan Update Placeholder
Possible revisions to Neighborhood Planning Element goals and policies, and to the Future Land Use Map (FLUM) to reflect new urban village boundary, potential zoning issues and other revised neighborhood priorities.

D. MLK at Holly (Othello) Neighborhood Plan Update Placeholder
Possible revisions to Neighborhood Planning Element goals and policies.

E. Roosevelt Future Land Use Map and Neighborhood Plan Amendment
Amend the FLUM in the Roosevelt Residential Urban Village in anticipation of a zoning proposal developed by the Department of Planning and Development and the Roosevelt Neighborhood Association consistent with the Roosevelt Neighborhood Plan.

F. Shoreline Master Program
Amend goals and policies as part of overall update to Shoreline Master Program.

G. South Downtown FLUM Amendment
Amend the Future Land Use Map to redesignate some areas east of Interstate 5 from Commercial/Mixed Use to Downtown.

H. Northgate Neighborhood Plan Amendments
Amend policies in the Northgate Neighborhood Plan to identify locations where future increases in development density would be appropriate and the to address some of the issues associated with more dense development in the northern part of this urban center.

I. Interbay BINMIC Amendment
Amend the Future Land Use Map to remove land located north of Dravus in the Interbay area from the Ballard Interbay Manufacturing / Industrial Center (BINMIC).

J. Reduction in Vehicle Miles Traveled
Add a numeric goal for reducing the vehicle miles traveled in and through the city, and a policy favoring highway projects that produce little or no increase in vehicle miles traveled.

K. Amend Use of Building 9 at Sandpoint
Amend Sand Point policies to allow housing and limited commercial uses in Building 9 at former Sand Point Naval Station.

L. Yesler Terrace Future Land Use Map Amendment
Amend the Future Land Use Map to redesignate the Yesler Terrace site from Multifamily Residential to Commercial/Mixed Use.

M. Affordable Housing Action Agenda
Add policies that promote housing affordability.

N. Cultural Overlay District Advisory Committee
Add new policies to encourage establishment of cultural districts, and to define regulations and incentives that would implement goals of those districts.

O. Greenwood FLUM and Neighborhood Plan Amendment
Amend the Greenwood-Phinney Ridge Neighborhood Planning Element and the Future Land Use Map in the Greenwood/Phinney Ridge Residential Urban Village area to permit zoning proposals for an area near the existing Fred Meyer block.

P. Industrial Land in Ballard Hub Urban Village
Consider Future Land Use Map amendments related to industrial land in the Ballard Urban Village, in anticipation of the zoning recommendations from the Department of Planning and Development.

Recommended Amendments

A. Amend the Rainier Beach Neighborhood Plan

Adjust the boundary of the Rainier Beach Residential Urban Village to include an area south of S Henderson St between MLK Way S and the Chief Sealth Trail.

Element: Land Use Element and Neighborhood Planning Element

Submitted by: Case Design and Project Management

Background: Proponent seeks to adjust the boundaries of the Rainier Beach Residential Urban Village to include an area south of S. Henderson St. and north of S. Barton St. between M.L. King Jr. Way S. and the Chief Sealth Trail, and to change the Future Land Use Map designation from Single Family Residential to Multifamily. The subject area is approximately four acres. Its northwest edge is approximately 300 feet from the light rail station at Henderson St.

Recommended Amendments: Amend the Future Land Use Map as shown on Figure 1.

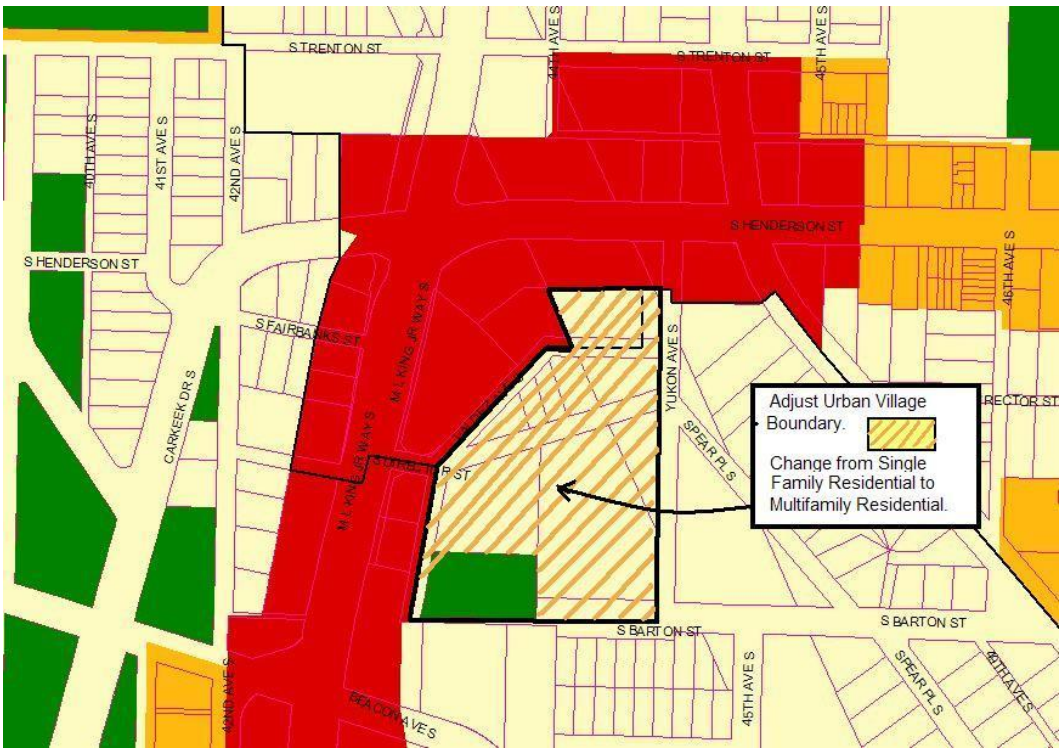

Figure 1. Proposed Rainier Beach Urban Village Boundary and FLUM Change.

Amend Neighborhood Planning Element Policy RB-P4 as follows (underlining denotes new text):

> Seek to preserve all single family zoned areas' character. Encourage residential small lot opportunities within single-family areas within the designated residential urban village, and in the area<u>s</u> within the residential urban village west of Martin Luther King Boulevard S. <u>and south of S. Henderson St. west of the Chief Sealth trail</u>, permit consideration of rezones of single-family zoned land to the Lowrise Duplex Triplex (LDT), Lowrise 1 (L1), or Lowrise 2 (L2) designations.

Analysis: Any proposal to upzone property in the subject area, which is located outside of an urban village, would not be consistent with the Comprehensive Plan because policies in the Plan preclude single-family zoned land from being rezoned unless (among other conditions) it is within an urban village.

In its land use policies, Rainier Beach Policy RB-P5 encourages the City to "support rezones within the [urban village] for projects that: A. meet the overall community vision, B. promote redevelopment of underutilized and derelict sites, and C. result in pedestrian-friendly, well-designed new buildings."

The boundaries of the residential urban village were established during the neighborhood planning process for Rainier Beach in 1994-1999, before the location of the Link light rail station had been determined. Consequently, some land in close proximity to the station was not included. Neighborhood Plan policies related to the station's location recognize the value of including the possibility of higher density development near the station.

> **RB**-P1 Encourage the revitalization of the Henderson Street corridor as a conduit between the future light rail station at Martin Luther King, Jr. Way and the commercial center along Rainier Avenue South.
>
> **RB**-P2 Seek to promote transit-oriented development around Rainier Beach's proposed light rail station at Martin Luther King, Jr. Way and South Henderson Street.

Also, the Chief Sealth Trail did not yet exist in 1999, and it now provides a pedestrian and bicycle route between Beacon Hill and Rainier Beach. Comp Plan policies support housing opportunities around transit stations and in places that support walking, bicycling, and transit use. (See, e.g., Housing Policy 9 and Land Use Goal 12.)

Proponents have secured the support of the Rainier Beach Community Club and the Rainier Beach Coalition for Community Empowerment. Medium density development in the subject area could make more housing opportunities available to the current residents of Rainier Beach and their families. Any future application for a rezone will be subject to further analysis, including environmental review.

Enlarging the urban village boundary supports the City's and the community's desire to allow appropriate development types and densities near the station. In planning for light rail station areas, the City usually looks at all property within a quarter mile to a half mile of the station to reflect a likely distance people are willing to walk to a station. The proposed amendments bring more land into the village and signal that this land could be considered for different uses and higher densities that will be compatible with station development.

B. North Beacon Hill Neighborhood Plan Update Placeholder
C. North Rainier Neighborhood Plan Update Placeholder
D. MLK at Holly (Othello) Neighborhood Plan Update Placeholder

Element: Neighborhood Planning

Submitted by: Department of Planning and Development

Background: The City has been working with three neighborhoods located along the light rail line to update their neighborhood plans in ways that recognize the value of the region's investment new transit service in their neighborhoods. City staff continue to work with neighborhoods to develop recommendations about possible policy and Future Land Use Map changes that will advance the visions for these communities. DPD expects to publish those recommendations in December 2009, with the goal that City Council would have those recommendations in time to consider and vote on them at the same time as they act on the other amendments addressed in this report.

Recommended amendment: Recommendations to follow.

E. Roosevelt Future Land Use Map and Neighborhood Plan Amendments

Element: Land Use and Neighborhood Planning

Submitted by: Roosevelt Neighborhood Association

Background: In 2006 the Mayor and Council adopted policy amendments to the Roosevelt Neighborhood Plan portion of the Comprehensive Plan. While preparing those amendments, the neighborhood also recommended specific zoning changes they considered appropriate given the decision about the location of the future light rail station. Most of those zoning changes would change the allowed intensity of uses, and some would allow types of use that are not currently permitted (such as changes from multifamily to commercial categories).

Recommended Amendments: Amend the Future Land Use Map as shown on Figures 2 – 4.

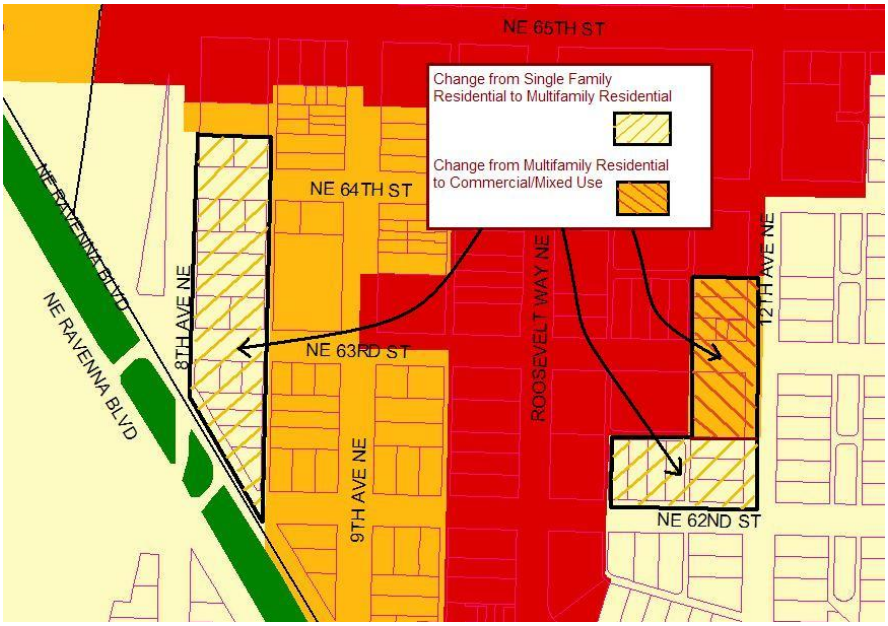

Figure 2. Proposed South Roosevelt FLUM Change.

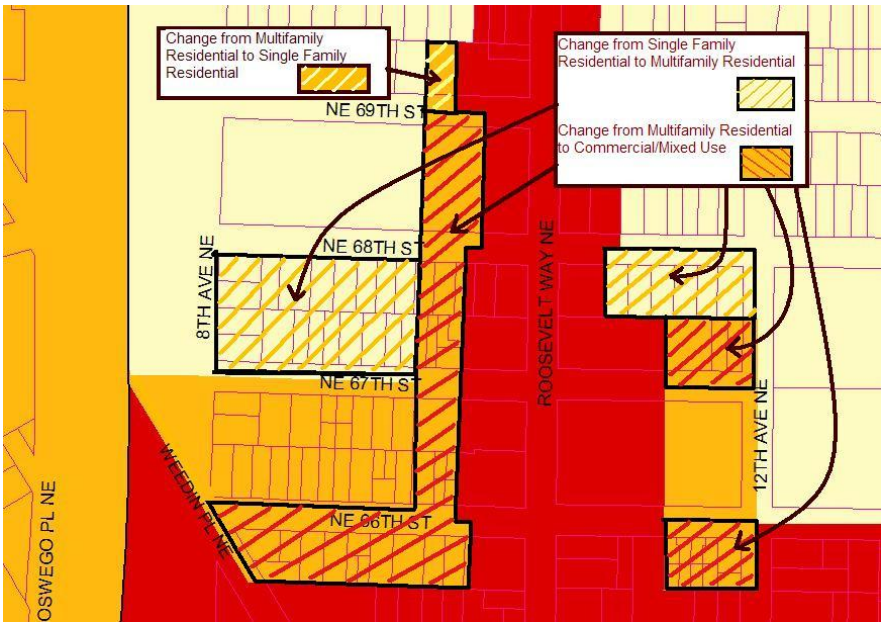

Figure 3. Proposed North Roosevelt FLUM Change.

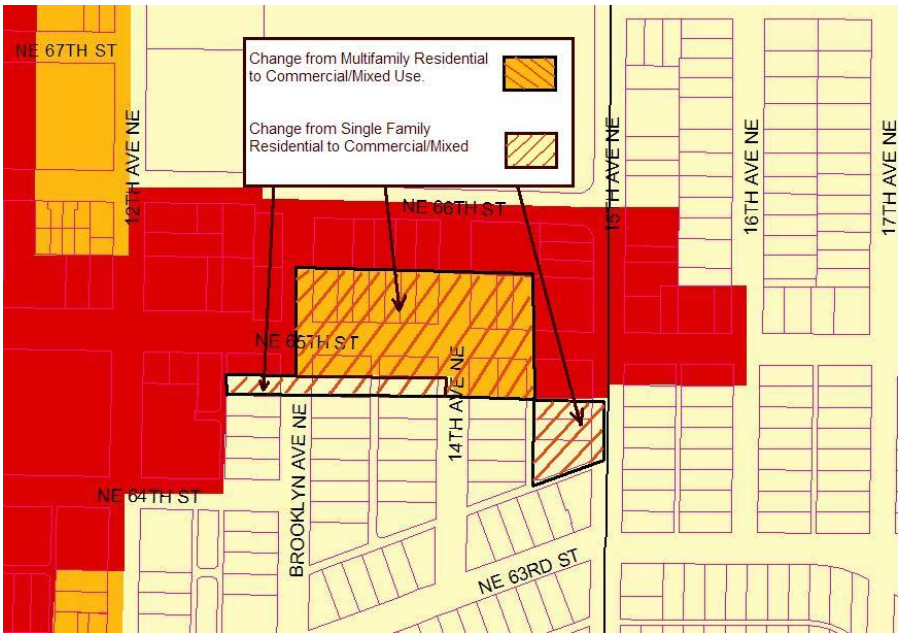

Figure 4. Proposed Southeast Roosevelt FLUM Change.

Amend Roosevelt Land Use Policy R-LUP1 as follows:

> **R-LUP1:** Support a zoning strategy that consolidates similar zoning into whole blocks in and near the urban core and light rail station, to result in more compatible development. <u>Consider rezoning from single-family to multifamily or mixed-use zoning to support the intensification of activity in the urban village, particularly in the following area bounded by 8th Ave. NE, NE 69th St., Roosevelt Way NE, NE 68th St., 12th Ave. NE, and NE 62nd St., within the area south of NE 65th St. between 12th Ave. NE and 15th Ave NE.</u>

Analysis: Roosevelt's current neighborhood plan, *Tomorrow's Roosevelt*, was adopted in 2006 and supports development patterns that will foster the Roosevelt core's transition into a station-oriented neighborhood and promote a more active pedestrian environment. Key neighborhood plan goals and policies in support of the proposed Comp Plan amendments include the following:

> **Roosevelt Land Use Goal R-LUG1:** Foster development in a way that preserves single-family residentially zoned enclaves and provides appropriate transitions to more dense, or incompatible, uses.
>
> **Roosevelt Land Use Goal R-LUG2:** Promote the growth of the Roosevelt Urban Village in a manner that concentrates residential and business uses in the commercial core and near the light rail station, with less dense residential, mixed use and commercial development along the commercial arterials that extend from the core.
>
> **Roosevelt Land Use Policy R-LUP1:** Support a zoning strategy that consolidates similar zoning into whole blocks in and near the urban core and light rail station, to result in more compatible development.

Roosevelt Land Use Policy R-LUP3: Promote the development of new multifamily dwellings, in properly zoned areas, that will buffer single-family areas from the commercial core, freeway and commercial corridors.

Roosevelt Housing Goal R-HG2: Create housing types that can provide housing opportunities for a wide range of residents and households with varying incomes and housing needs.

Roosevelt Housing Goal R-HG3: Accommodate most of the expected residential growth by encouraging larger development in and around the Roosevelt Urban Village's light rail station and commercial core.

Roosevelt Housing Policy R-HP6: Encourage mixed-use and larger multifamily structures in and immediately surrounding the transit and commercial core to accommodate increased density in our neighborhood.

Comp Plan Policy LU59 requires that rezones of single-family areas be provided for in an adopted neighborhood plan. Much of the current zoning in the Roosevelt Urban Village is single family (SF5000), with multifamily and commercial zoning principally along the Roosevelt/12th Ave and NE 65th Street corridors, allowing heights of up to 40 feet and 65 feet (NC2-40, NC3-65). In some transition areas between the single family and commercial zones, a small amount of Lowrise multifamily zoning exists (LDT, L-1, L-2).

Interstate-5 comprises the western boundary of the Roosevelt Urban Village and Lake City Way is located to the north and northwest. Roosevelt Way NE and 12th Ave. NE are the principal arterials running north-south and NE 75th St. is the principal arterial running east-west. NE 65th St. is an important east-west corridor through Roosevelt's "town center" and near Roosevelt High School. Sound Transit plans to construct an underground light rail station with elevators, stairs and escalators connecting to the underground station at NE 65th St. and at NE 67th St. on the west side of 12th Ave. NE.

In 2005 and 2006, a subcommittee of the Roosevelt Neighborhood Plan Update Team met to review the recommended zoning changes contained in the 1999 Neighborhood Plan and to identify zoning issues in the 2006 neighborhood plan update. The subcommittee created guidelines for making recommended zoning adjustments and developed a proposed list of potential zoning adjustments. The subcommittee's report was presented to neighborhood residents, property owners, local businesses, and their employees. Draft versions of the report have been available through the Roosevelt Neighborhood Association (RNA) website and at meetings. In 2009 DPD staff worked with the RNA and the community to clarify and, in the southern portion of the commercial core, potentially revise the proposal to extend low-intensity multifamily zoning westward to 8th Ave. NE. At community meetings, participants generally agreed with the proposals. Two areas where some participants disagreed with one another are in the southeast quadrant of the urban village, adjacent to 12th Ave. NE and near the corner of NE 65th St. and 15th Ave. NE. Further analysis and recommendations concerning those areas will accompany the rezone legislation. As proposed, the

amendments to the Future Land Use Map will not determine the outcome of forthcoming rezones in those areas.

The RNA zoning subcommittee used the following guidelines in developing their recommendations:

- Encourage increased residential density in Commercial Core/Station Area.
- Focus retail/commercial growth in Commercial Core.
- Foster pedestrian-friendly environments.
- Maintain single-family zones as a distinct component of the neighborhood with traditional character of backyards and tree-lined streets.
- Reduce zoning-change conflicts between adjacent properties.
- Encourage affordable housing.
- Encourage a variety and mix of residence types including smaller, more affordable homes in smaller ground-related multifamily structures or town homes.
- Maintain traditional architectural Craftsman, bungalow, and Tudor character of neighborhood in single-family areas.
- As far as possible, also seek to preserve older commercial buildings with potential historical interest/significance.
- Do not impact public views.
- Do not impact open spaces.
- Limit shade/shadow impacts on public areas, including sidewalks.
- Do not aggravate parking problems.

F. Shoreline Master Program

Element: Land Use

Submitted by: Department of Planning and Development

Background: The State of Washington has established a December 2010 deadline for Seattle to adopt an updated Shoreline Master Program (SMP). The SMP consists of policies in the Comp Plan and regulations in the Land Use Code governing development and uses on and adjacent to marine and freshwater shorelines, throughout the city. The primary objective of Seattle's SMP update is to make it a more effective tool for defining and implementing Seattle’s vision for the shoreline.

Amendment of a Shoreline Master Program is one action that GMA permits to occur outside the limit of amending the Comp Plan only once a year.

Recommendation: DPD will forward recommended amendments to the existing Shoreline policies in early 2010 along with recommended related amendments to the Land Use Code.

G. South Downtown Future Land Use Map Amendment

Element: Land Use

Submitted by: Department of Planning and Development

Background: Since 2006, the City has been conducting a study of ways to encourage housing and job development in the South Downtown area. City staff and community members within the Chinatown/International District and the Little Saigon neighborhoods have been working on ways to accommodate growth in this part of the Downtown Urban Center. The proposed Future Land Use Map amendment resulted from that neighborhood planning work and adds to or clarifies South Downtown Comp Plan amendments adopted in 2008.

Recommended amendment: Amend the FLUM to redesignate areas east of Interstate 5 between S Main St and S Dearborn St; and west of I-5 between S Dearborn and the urban center's southern boundary from Commercial/Mixed Use to Downtown Areas, as shown on Figure 5.

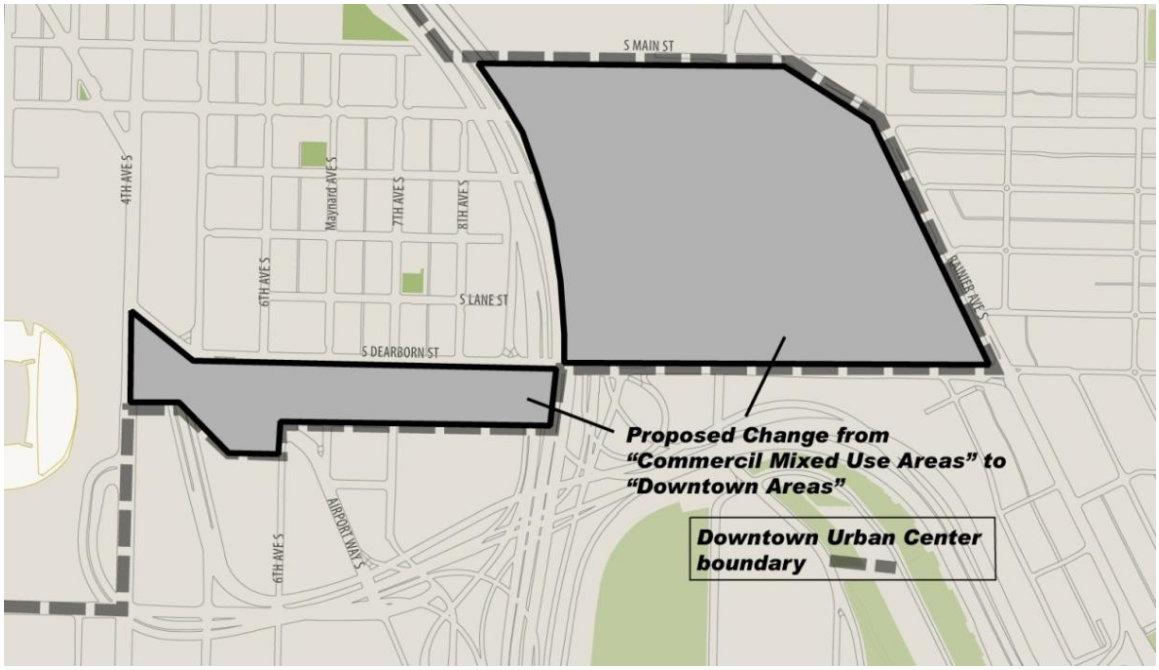

Figure 5. South Downtown Future Land Use Map Amendments

Analysis: The affected land includes Little Saigon and several blocks in Chinatown/International District south of S Dearborn St. All of this land is within the Downtown Urban Center. The two affected areas are discussed separately below.

<u>Little Saigon</u>. Current zoning includes a mix of commercial and industrial zones that are not consistent with the preferred development patterns identified by members of the Chinatown/ International District/ Little Saigon community. Proposed zoning is intended to support the development of a mixed-use neighborhood in which residents can benefit

from access to jobs, services, and transportation choices. Objectives identified by community participants in the planning study include the following:

- Encourage incremental growth and development, allowing small businesses to adapt.
- Retain the small- and medium-size character of businesses in the area between South Lane and South Main Street
- Encourage the development of a residential community, including affordable housing. Zoning along S. King Street would allow the greatest intensity of residential uses within a mixed-use environment.
- Enliven the area through pedestrian-oriented street front uses and building design features.
- Retain a neighborhood-scale of development at street level, and ensure access to light and air near taller buildings.
- 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.
- Future development should reflect Little Saigon's diversity, including the prominence of Southeast Asian-American businesses.
- Facilitate successful region-serving businesses along Dearborn and neighborhood-commercial orientation along Rainier Avenue South.

Proposed future zoning for Little Saigon is Downtown Mixed Residential (DMR), with modifications for this area of the Downtown Urban Center. The DMR zone will provide a desirable balance between residential and commercial uses with bulk control provisions that will apply to future buildings. The amendments to the Future Land Use Map are necessary because of the significant change proposed to the allowed uses for the large area affected by this recommendation.

<u>South of Dearborn Blocks.</u> The proposed amendment to the Future Land Use Map for this area would be in conjunction with a proposal to extend the International District Mixed (IDM) zone, and the Chinatown/International Special Review District, to the south of Dearborn blocks. These changes will help provide a transition to light industrial and employment uses located in the Duwamish Manufacturing/Industrial Center farther south.

Goals from the Comp Plan's Neighborhood Planning Element include the following:

- 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.
- Access within and to the neighborhood for all transportation modes, while encouraging less dependence on cars and greater use of transit, bikes and walking.
- Seek to reduce auto congestion at key intersections.

Current zoning in this area is Commercial 2 (C2), an auto-oriented designation that allows large commercial uses and permits housing only as a conditional use. The blocks south of Dearborn feature a diverse mix of uses and buildings, including light industrial uses, housing offices, the vacant Pang Warehouse site, and the vacant INS Building, which is listed on the National Register of Historic Places.

This area, and the industrially zoned area immediately to the south, were the subject of a transportation analysis by DPD in 2007. In general, the area experiences less freight traffic than in past decades. Reduced truck volumes are due to SR 519 improvements and changes in industrial land uses. Airport Way S. continues to see significant bus, passenger vehicle and delivery truck travel. Larger trucks travel north-south along 7th Avenue S. between South Dearborn Street and S. Airport Way. Many trucks also travel along the eastern portion of S. Dearborn Street between Airport Way S, I-5, and Rainier Ave. S.

H. Northgate Neighborhood Plan Amendments

Amend policies in the Northgate Neighborhood Plan to identify locations along and to the north of NE Northgate Way where future increases in development density would be appropriate, and identify the types of built-environment issues more dense development would need to address, such as pedestrian connections and transit-supportive design.

Element: Neighborhood Planning

Submitted by: Department of Planning and Development

Background: The City and community have long looked for ways to transform the Northgate area into a thriving, pedestrian-safe, transit-supportive destination that lives up to its designation as an Urban Center and to its potential for providing housing and employment. Most recently a process that included design workshops, public meetings and active participation by a group of Northgate stakeholders has produced an environmental impact statement describing the impacts of increased zoning potential in the area along Northgate Way and an urban design plan for the area.

Recommended amendment: Add the following new policy to the Northgate Neighborhood Plan:

> Support future potential rezones to higher intensity designations in the North Core Subarea. In considering such rezones, pay particular attention to the development of an environment that creates a network of pedestrian connections and that encourages pedestrian activity, among other considerations associated with a rezone review.

Also, revise the map now included in the Northgate Neighborhood Plan to delineate the North Core Subarea. See Figure 6.

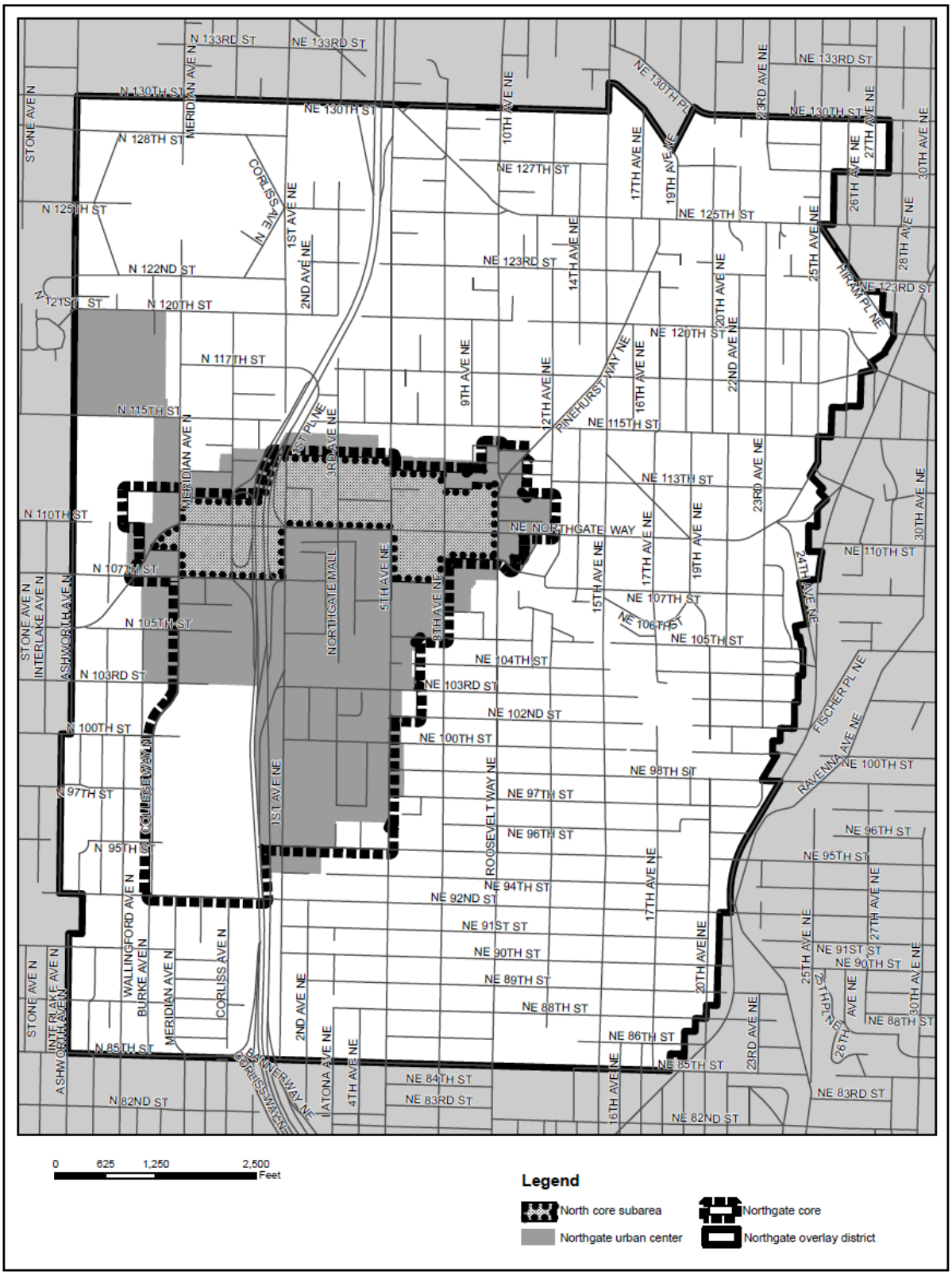

Figure 6. North Core Subarea within the Northgate Planning Area.

Analysis: The Northgate Stakeholders Group has been charged with studying the issues and advising the mayor and City Council on the City's revitalization plans. The group has expressed general support for allowing increased density in the north core area as long as identified impacts can be addressed and as long as key improvements to the pedestrian environment are made. DPD is currently developing an urban design framework that would help guide future development activity.

The City is not proposing to change the zoning designation of land in the affected area at this time. The proposed policy, however, indicates the conditions under which both the City and the community would consider higher density in that area appropriate, with the expectation that individual property owners would propose rezones of their own property if and when they decide to develop to higher densities than the current zoning allows.

I. Interbay BINMIC Amendment

Amend the Future Land Use Map to remove land located north of Dravus in the Interbay area from the Ballard Interbay Manufacturing / Industrial Center (BINMIC).

Element: Land Use

Submitted by: Interbay Neighborhood Association.

Background: Interbay Neighborhood Association (INA) is seeking to remove land adjacent to the Burlington Northern railroad line from the BINMIC. The group is also seeking to rezone the area from General Industrial 2 (IG2) to Industrial Commercial (IC). Land to the east of the current BINMIC boundary was recently rezoned from Commercial (C1-40 and C2-40) to Seattle Mixed D40-85 (SM/D/40-85).

Recommendation: Do not change the BINMIC boundary in the Interbay neighborhood.

Analysis: The INA indicated in its application and in presentations at the Council's public hearing that subsequent to the Council removing this land from BINMIC, its intention is to request a future rezone to the Industrial Commercial designation. The land does not need to be outside the BINMIC boundary in order to be considered appropriate for a rezone to IC. And if the land were removed from BINMIC, the current or future property owners could request a zoning change to a designation that is less compatible with the adjacent industrial zones. For instance, the INA sponsored a rezone of property abutting this area from C1 to SM with 85-foot height limits in order to promote housing development in this area. Similar zoning on the land that the current proposal would remove from BINMIC could erode the base of industrial land in BINMIC and would increase the amount of potentially incompatible uses in the area.

The land in question is well located for manufacturing and light industrial uses that serve nearby maritime businesses, and it has good access to north-south routes for local freight delivery. It is also immediately adjacent to the railroad switching yard. The

existing industrial zoning helps buffer residential uses in the recently rezoned SM/D areas from potential 24-hour noise and vibration generated by freight cars on the adjacent Burlington Northern property.

In October 2005, Council adopted Resolution 30804, which cited the following goals for the Interbay Overlay District:

- Preserve and enhance an existing industrial employment base by planning for and improving access routes and infrastructure that promote business growth;
- Provide opportunities for higher-density transit-oriented development at a location of high-capacity transit service;
- Create workforce housing in a new pedestrian-oriented, mixed-use center in proximity to existing open space resources; and
- Promote a jobs/housing balance within a walkable neighborhood.

Resolution 30804 further directs that DPD consider, in developing the overlay district regulations or other zoning options for Interbay, "preservation of industrial access streets" and "[r]etaining all existing industrial zoning in the Overlay District area."

In its application, INA emphasizes that the existing industrial businesses would also be allowed in the IC zone whether in or out of BINMIC and that no development standards would change for existing or currently proposed uses. However, the City cannot prevent future property owners from seeking rezones to non-industrial classifications if the land is outside BINMIC, and a change from industrial classifications could make existing industrial uses both nonconforming and less economically viable.

J. Reduction in Vehicle Miles Traveled (VMT)
Add a numeric goal for reducing the vehicle miles traveled in and through the city, consistent with adopted statewide goals; and a policy favoring highway projects that produce little or no such increase.

Element: Transportation

Submitted by: Chris Leman

Background: In June 2008, the State of Washington added a new section to Chapter 47.01 setting goals for the reduction in per capita vehicle miles traveled (VMT) by 2050, with interim goals for 2020 and 2035. A substantially similar amendment from the proponent was considered in 2008 and resulted in an amendment to Transportation Policy 17 stating the City "[p]rovide, support, and promote programs and strategies aimed at reducing the number of car trips and miles driven (for work and non-work purposes) to increase the efficiency of the transportation system<u>, and reduce greenhouse gas emissions</u>." (Underlining indicates the 2008 amendment.)

Recommended amendment: Defer consideration of whether to set goals for per capita VMT until after City and State of Washington officials determine the Seattle area's role in generating VMT and effective strategies for reducing per capita VMT.

Analysis: The state's adopted goals aim for a statewide reduction in VMT. Seattle's more urban density and its status as a major employment center, international port, and regional destination for tourism and entertainment make its VMT characteristics unique within the region and the state. These factors affect how a realistic and effective goal for reducing VMT in Seattle should compare to the statewide goal. Seattle Department of Transportation is currently working with the Washington State Department of Transportation to analyze how the state goals apply in Seattle, and to understand Seattle's role in implementing strategies that will effectively reach the goal. Because Seattle is a significant generator of VMT within Washington, WSDOT is committed to helping Seattle develop meaningful programs and benchmarks.

The 2008 Comp Plan amendment to Transportation Policy 17 clarified the connection between the already existing policy of reducing miles driven and our goals for reducing greenhouse gas emissions.

Environmental Goal 7 is to reduce emissions of carbon dioxide and other climate-changing greenhouse gases in Seattle by 30 percent from 1990 levels by 2024, and by 80 percent from 1990 levels by 2050. Because emissions from road transportation are a significant source of greenhouse gas, meeting Goal 7 will require reducing emissions from vehicles. Reducing VMT is one way to do that. In 2005, there were an estimated four billion vehicle miles traveled in the city. The following City programs and actions are examples of ways in which the City tries to reduce VMT, in recognition of the connection between VMT and greenhouse gas emissions:

- Transportation demand management programs that include monitoring and enforcement of transportation management plans and compliance with the State's Commute Trip Reduction law.
- Bicycle Master Plan, Pedestrian Master plan, and associated programs and infrastructure investments.
- Transit incentives and infrastructure.
- Programs such as One Less Car, Commuter Cash, and Way To Go Seattle! that seek to influence individual choices that generate VMT.
- Land use policies and regulations that direct greater density to locations near transit and into urban centers and villages.
- Urban design choices that make compact, efficient development more attractive to residents and businesses.
- Improving the quality of the pedestrian environment along street fronts.
- Reducing or eliminating minimum parking requirements.

DPD expects to propose VMT reduction goals as part of the Comp Plan amendments that City Council will consider in 2011.

K. Amend Use of Building 9 at Sandpoint
Amend Sand Point policies to allow housing and limited ancillary commercial use in Building 9 at former Sand Point Naval Station.

Element: Sand Point Amendments

Submitted by: Councilmember McIver and the City's Office of Housing

Background: In 1997, the City Council adopted Ordinance 118622, which amended the Comprehensive Plan to include the "Sand Point Amendments." However, the ordinance also said that the document "will be bound or compiled separately from the Comprehensive Plan." This creates a situation where City policies governing a City facility have the same status as other policies in the City's Comprehensive Plan, but the public and decision makers have limited access to those policies, since they are not published with all of the other policies of the Comp Plan.

The University of Washington wants to develop housing in Building 9, located in the western portion of Sand Point, and to include a commercial mini-warehouse in the basement of that building. The policies in the Sand Point Amendments do not allow commercial uses in this portion of the site.

Recommended amendment: Add a new Sand Point Amendment policy LU6.5 as follows:

> LU6 Develop and promote Activity Area 5 as a *Residential Area* to be used to develop up to 200 units of housing, with appropriate support services, for homeless individuals and families.
>
> LU 6.5 <u>Allow residential uses in Building 9 and permit limited commercial uses in portions of this existing building that are not suitable for residential use, as a way to use the space efficiently and to generate revenue that can reduce the cost of the housing provided.</u>

Analysis: The Sand Point Amendments are, by reference, part of the Comprehensive Plan pursuant to Ordinance 118622. Those amendments include a map and policies that describe expected uses of existing structures at the Sand Point facility. Though bound separately, and generally more prescriptive and site-specific than most of the Comprehensive Plan, the Sand Point Amendments require a Comp Plan amendment in order to allow additional uses.

The University of Washington (UW) plans to develop Building 9 into workforce housing primarily for UW and affiliated staff with incomes between 80% and 100% of the Seattle area median income. Basement spaces within Building 9 are not suitable for conversion into housing but could be used for a low-intensity commercial use such as a mini-warehouse. The Land Use Code defines "mini-warehouse" as a "storage use in

which enclosed storage space divided into separate compartments no larger than five hundred (500) square feet in area is provided for use by individuals to store personal items or by businesses to store material for operation of a business establishment at another location." (SMC 23.84A.036.)

Incorporating a mini-warehouse into the housing planned for Building 9 will be minimally disruptive while helping create location-efficient housing for staff of UW and institutions such as Seattle Children's Hospital. The executive will recommend to the City Council in early 2010 Land Use Code amendments that would permit a mini-warehouse in this area.

L. Yesler Terrace FLUM Amendment

Amend the FLUM to redesignate the Yesler Terrace site from Multifamily Residential to Commercial/Mixed Use.

Element: Land Use

Submitted by: Seattle Housing Authority (SHA)

Background: The housing at Yesler Terrace is more than 70 years old and nearing the end of its useful life. SHA, Yesler Terrace residents, and community stakeholders are working to make recommendations to the SHA Board of Commissioners about redevelopment. The current Future Land Use Map designates the entire site as Multifamily Residential. SHA proposes changing the designation to Commercial/Mixed-Use, which would allow a wider range of uses within the redevelopment.

Recommended amendment: DPD recommends not changing the Future Land Use Map at this time, since there is no specific proposal for the area yet, and no need to authorize commercial uses across the entire area.

Analysis: Built in 1939, Yesler Terrace covers about 28 acres on the southern slope of First Hill. It currently houses about 1,200 residents in 561 apartments. The Citizen Review Committee (CRC) comprised of Yesler Terrace residents and other community stakeholders has developed eight planning concepts that will continue to be refined as the planning process moves forward.

Options for redevelopment of the area include commercial uses in configurations that vary in location and intensity among the alternatives being considered. SHA intends to analyze a number of alternatives through an environmental impact statement. Once the City has reviewed the EIS analysis of those options, the City will be better prepared to decide the most appropriate location of housing and commercial uses in the area and to indicate its preference on the Future Land Use Map.

SHA has indicated that part of its motive for requesting the map change at this time is to ensure that there is no inconsistency with the Future Land Use Map when they request future rezones for the site. However, SHA has also indicated that they intend to pursue

a SEPA Planned Action designation for the development. This is a process which allows the City to accept the detailed environmental analysis of a proposed subarea plan and thereby preclude the need for environmental review of individual aspects of that plan as they are proposed over time. The adoption of Comprehensive Plan amendments necessary to enact a planned action is one of the exceptions that the Growth Management Act allows to the limitation of amending the Comp Plan only once a year. This means that once SHA has completed its environmental review of the preferred alternative, the City will be able to adopt a planned action ordinance and amend the comprehensive plan outside the normal cycle for comprehensive plan amendments. If the City postpones action on SHA's proposed amendment until the EIS is completed, it will then be clearer what map or policy changes are needed to facilitate the preferred development.

M. Affordable Housing Action Agenda
Add policies that promote housing affordability.

Element: Housing

Submitted by: Seattle Planning Commission

Background: In its February 2008 Affordable Housing Action Agenda Report, the Seattle Planning Commission described the current situation in the Seattle region with regard to the lack of affordable housing, and developed a series of strategies for alleviating the shortage. The report (available online at http://www.seattle.gov/planningcommission/) prescribes nine broad strategies and includes proposed Comp Plan language and a set of implementation strategies for each, to be implemented over the next few years. The City adopted policies related to housing near transit hubs, infrastructure capacity near light rail stations, and incentive zoning into the Comp Plan in 2008 and adopted goals for ensuring a range of affordable housing opportunities.

Recommended amendments: Amend Housing Policy 9 as follows:

> **H**9 Promote housing preservation, development and affordability in coordination with the Seattle Transit Plan, particularly ~~transit plans and~~ in proximity to light rail stations and other transit hubs. Coordinate housing, land use, human services, urban design, infrastructure and environmental strategies to support pedestrian-friendly communities that are well-served by public transit ~~at light rail station areas and other transit hubs~~.

Add a new Housing Policy **H**9.5:

> When using federal, state, local, and private resources to preserve, rehabilitate or redevelop properties for affordable housing, consider access to transit service and estimated household transportation costs.

Amend Housing Policy 18 as follows:

> **H**18 Promote methods of more efficiently using or adapting the city's housing stock to enable changing households to remain in the same home or neighborhood for many years. Strategies may include sharing homes, attached and detached accessory units in single-family zones, housing designs that are easily augmented to accommodate children ("grow houses"), or other methods considered through neighborhood planning.

Amend Housing Policy 20 as follows:

> **H**20 Promote and foster, where appropriate, innovative and non-traditional housing types such as co-housing, live/work housing and attached and detached accessory dwelling units, as alternative means of accommodating residential growth and providing affordable housing options.

Analysis: These amendments address the connection between housing costs and the availability of transportation options, which are a factor affecting housing affordability. The amendments stem from two strategies recommended in the Planning Commission's report:

> **Strategy 1**: Encourage the development of affordable housing in mixed-use, transit-supportive, walkable neighborhoods.
>
> **Strategy 7**: Work to expand housing choices, including Accessory Dwelling Units (ADUs), Backyard Cottages, also known as Detached Accessory Dwelling Units, and cottage housing citywide.

Current Housing Element policies generally address the connection between housing and transportation but do not address transit access as a criterion for locating affordable housing. The recommended Comp Plan policies aim to give more guidance and to further encourage the development of affordable housing in mixed-use, transit-supportive, walkable neighborhoods. Access to reliable transit service can reduce household transportation costs. By making a more specific reference to the Seattle Transit Plan, the policy will give clearer direction as to the types of transportation-related considerations are important when developing or preserving affordable housing.

At this writing, legislation allowing detached accessory dwelling units in single-family zones throughout the city has been approved by the Planning Land Use and Neighborhoods Committee and is awaiting action by the full Council. The Planning Commission's proposed amendments to Housing Policies 18 and 20 specifically refer to detached accessory dwelling units in order to provide Comprehensive Plan support for that legislation.

Taken together, the proposed amendments build on themes already in the Comp Plan, with a greater emphasis on providing an adequate supply of affordable housing. In addition to citywide policies in the Urban Village and Housing Elements that cite the need and tools for providing affordable housing, many neighborhood plans also support affordable housing.

In preparing the Affordable Housing Action Agenda, the Commission hosted a roundtable discussion including the Office of Housing, Housing Development Consortium, Capitol Hill Housing, and Harbor Properties. The Commission also worked with groups including Futurewise, the Transportation Choices Coalition, Cascade Land Conservancy, Housing Development Consortium, and Washington Low-Income Housing Alliance.

N. Cultural Overlay District Advisory Committee
Add new policies to allow establishment of cultural districts, and to define regulations and incentives that could implement goals of those districts.

Elements: Land Use and Cultural Resources

Submitted by: Fidelma McGinn and Randy Engstrom, Councilmember Nick Licata

Background: In July 2008 members of the City Council convened the Cultural Overlay District Advisory Committee (CODAC) in response to the loss of arts-related spaces and activities on Capitol Hill. CODAC sought to devise creative ideas for long-term promotion and preservation of arts and cultural activities and spaces in Seattle neighborhoods, and then transform those ideas into recommendations for the Council to consider implementing through ordinance and budget actions. The CODAC findings and recommendations can be found online at http://www.seattle.gov/council/codac.

Recommended amendment: Amend the discussion at C. Location-Specific Land Use Policies in the Land Use Element as follows:

> The basic zoning categories described in Section B, are augmented here by policies that respond to specific characteristics of an area. For example, historic districts are governed by a basic zoning category as well as regulations that respond to the unique historic characteristics of an area. This section provides the policy foundation to guide how the City adjusts its regulations to respond to unique environments, particularly those created by: major institutions, historic districts and landmarks, arts and cultural districts, environmentally critical areas and shorelines.

Amend Land Use Goal 31 as follows:

> **LU**G31: Provide flexibility in, or supplement, standard zone provisions to achieve special public purposes where circumstances warrant. Such areas include shoreline areas, airport height districts, historic landmark and special review districts, major institutions,

arts and cultural districts, subarea plan districts, areas around high capacity transit stations, and other appropriate locations.

Add a new section to the Land Use Element, C-5 Cultural Overlay Districts.

Add a new Land Use Policy 271 as follows:

> **LU**271 Encourage the creation of cultural districts to support arts and cultural uses and the economic benefits they provide. Use the creation of cultural districts as a tool to carry out neighborhood plan recommendations and other city plans that promote arts and cultural uses.

Add a new Land Use Policy 272 as follows:

> **LU**272 Allow regulations and incentives to be adopted specifically for designated cultural districts. Allow adopted guidelines or regulations to modify, exempt, or supersede the standards of the underlying zone to encourage arts and cultural uses.

Analysis: Art and culture are integral parts of what gives a city character. In many places artists move into distressed or forgotten neighborhoods because of low rents and the availability of spaces that suit artistic purposes. Their influence contributes to making those neighborhoods trendy, then desirable and ultimately gentrified, driving many working artists away. In Seattle's early history, then-remote Queen Anne Hill was one such neighborhood. The character of Fremont and Pioneer Square bear the stamp of the artist communities that catalyzed their transformation into more desirable real estate. Recently, the purchase and repurposing of Odd Fellows' Hall in Capitol Hill led to the dislocation of dozens of arts organizations. The loss of such spaces can harm a neighborhood that relies on arts for creating community, providing education, and driving local creativity.

Artists' needs vary widely, from well-lit residences where artists in visual media can live and work, to performance and rehearsal spaces for music, theater and dance. CODAC's recommendations reflect its membership of property owners, architects, business owners, and economists in addition to artists and arts organizations. Their report, *Preserving and Creating Space for Arts and Culture in Seattle*, recommends, among other actions:

- Allow for the creation of designated cultural districts within Seattle's neighborhoods, to preserve and enhance space for arts and culture to thrive in local communities. Cultural districts should:
  - Include a defined geographic area within a neighborhood.
  - Meet specific land use, functional, physical, and planning characteristics.
  - Integrate with existing policies and planning efforts, including the Comprehensive Plan, neighborhood planning updates, and station area planning.

- Use existing City processes, such as incentives and regulations, and create and re-shape these tools and processes for cultural space purposes. Amend comprehensive plan. Regulatory relief, financial incentives, and land use incentives are the basic tools. Technical assistance must be provided to ensure the most effective use of these tools.

While CODAC primarily analyzed Capitol Hill and Pike/Pine, their recommendations can benefit neighborhoods citywide. The proposed Comp Plan amendments would authorize the future establishment of cultural districts that employ land use techniques to preserve and encourage spaces for artistic activities.

O. Greenwood FLUM and Neighborhood Plan Amendment
Amend the Greenwood/Phinney Ridge Neighborhood Planning Element and the Future Land Use Map to correspond to recommendations from the neighborhood.

Elements: Future Land Use Map and Neighborhood Planning

Submitted by: Greater Greenwood Design and Development Advisory Group

Background: The Greater Greenwood Design and Development Advisory Group (GGDDAG) has been analyzing appropriate uses and urban design for the area northwest of the intersection at N 85th St. and Greenwood Ave. The intent is to provide a land use framework encouraging sustainable development of a Greenwood Town Center as a "people-centered walkable / bikeable/ transit-oriented compact urban village" more in line with Comp Plan policies associated with residential urban villages. Among the group's recommendations is for zoning changes that would improve the transition between residential areas and the commercially zoned property where the Fred Meyer and Greenwood Market are located.

Recommended amendment: Amend the boundary of the Greenwood/Phinney Ridge residential urban village and change the designation of land west of 3rd Ave. NW and north of NW 87th St. from Single Family to Multi-Family Residential on the Future Land Use Map as shown on Figure 7.

Add a new Greenwood/Phinney Ridge Neighborhood Planning Policy 4.5 as follows:

> **G/PR**-P4.5 Encourage multifamily residential development west of 3rd Ave. NW and north of NW 87th St. within the Greenwood Urban Village boundary to serve as a transition between the intended commercial development north and west of NW 85th St. and Greenwood Ave N. and the single-family areas beyond.

Figure 7. Greenwood Urban Village Boundary and FLUM Change

Analysis: GGDDAG is a volunteer group of design, development, and environmental professionals who live within Greater Greenwood community and advise the Greenwood Community Council on major planning issues within the community. A discussion of the rezone proposal is included in the GGDDAG report, *Proposal for Legislative Rezone with Site Planning, Design Study and Development Guidelines*. This analysis will address the proposed Comp Plan amendments only.

Several existing neighborhood plan policies express support for these changes. Along with support for "vital, pedestrian-friendly main streets" connecting commercial areas and "streets that are green, tree-lined, pedestrian and bicycle friendly, [which] contribute to an integrated open space system" (G/PR-G2 and G/PR-G3), the following policies potentially express support for encouraging new multifamily residential uses near Greenwood's Town Center:

> **G/PR**-P4 Encourage development in commercial and multi-family zones that is consistent and compatible with neighborhood scale and character.
>
> **G/PR**-G10 A neighborhood with a varied housing stock and a wide range of affordability that serves a diverse population.
>
> **G/PR**-P14 Support the development of smaller affordable housing units.

The Greenwood Community Council has expressed support for the overall GGDDAG rezone proposal. The neighborhood's consideration of the plan is also influenced by the concurrent mixed-use redevelopment proposal for the Fred Meyer site. The proposed

Comp Plan amendments will have no bearing on the Fred Meyer project, and will encourage improved streetscapes and a broader mix of housing opportunities regardless of that project's outcome.

P. Industrial Land in Ballard Hub Urban Village
Consider Future Land Use Map amendments related to industrial land in the Ballard Urban Village, in anticipation of the findings of the Department of Planning and Development's Industrial Jobs Initiative, as called for in Resolution 31026.

Element: Future Land Use Map

Submitted by: Department of Planning and Development

Background: Owners of the former Nelson Chevrolet site on the west side of 15th Ave. NW in Ballard requested an amendment to the Future Land Use Map in order to allow a future rezoning to a commercial designation. Other members of the community, including the Ballard Chamber of Commerce and industrial representatives, suggested as an alternative that the Nelson Chevrolet site would be more appropriately zoned Industrial Commercial (IC) to continue as a potential location of employment, but without a housing component that commercial zoning would permit.

Separately, the City adopted policies into the Comprehensive Plan in 2007 stating that industrially zoned land is generally not appropriate within urban centers and urban villages because these are places where the City encourages significant residential density. DPD has been analyzing all the industrial land located in the Ballard Hub Urban Village and will be proposing rezones suitable for the transition between Ballard HUV and land in the Ballard/Interbay Northend Manufacturing/Industrial Center (BINMIC).

Recommended amendment: Amend the Future Land Use Map as shown on Figure 8.

Figure 8. Ballard Urban Village FLUM Change.

Analysis: Industrial zones are generally not appropriate within urban centers or urban villages, since these are places where the City encourages concentrations of residential uses. In its study of Ballard industrial areas, DPD identified three areas of industrial zoning for detailed analysis. One of these areas included the Nelson Chevrolet site. DPD's conclusion for that area was that it should be rezoned from its current General Industrial 2 (IG2) to Industrial Commercial (IC). That change does not necessitate a change to the Future Land Use Map, as originally requested by the proponent, since IC is also an industrial zone.

Similarly, DPD will be recommending that an area on the south side of NW Market St., west of 24th Avenue be rezoned from IG2 to IC, and no Future Land Use Map amendment is needed there. However, DPD proposes to change the zoning designation on land north of NW Market St., between 24th Ave. NW and 30th Ave. NW, from its current Industrial Buffer (IB) designation to Neighborhood Commercial (NC2). In anticipation of this zoning change, DPD is recommending an amendment to the Future Land Use Map to change the designation of this area from Industrial to Mixed-Use Commercial.

These latter two areas are on opposite sides of NW Market St. from each other. The IB zone is intended to provide a transition between more intense industrial activities (such as those permitted in the IG1 and IG2 zones) and commercial or residential zones. With the proposed rezone of the area on the south side of NW Market St. to the more commercially oriented IC, the IB designation on the north side of NW Market St. would no longer be needed as a transition to the residential zone north of there. The area immediately north of the current IB area is zoned for multifamily residential uses (L3). An NC zone would provide a better edge along the existing L3 than would either the existing IB or an IC zone.

Comprehensive Plan policy LU2 says: "Generally, Future Land Use Map amendments will be required only when significant changes to the intended function of a large area are proposed." The area proposed for a map amendment here is about 3.5 acres covering 16 parcels and spanning portions of two blocks. The change from industrial to commercial zoning represents a significant change in function for the area, in that the commercial zone would prohibit certain industrial uses that are now permitted and would permit residential uses that are not permitted by the current industrial zone. Amending the Future Land Use Map would ensure that the recommended zoning of this area is consistent with the Comp Plan designation.

More information on the Ballard rezones of industrial land is available online at www.seattle.gov/dpd/BallardHUVRezone).