CITY OF SEATTLE
Office of Planning & Community Development

*July 18, 2016*

# DRAFT EIS / Uptown Urban Center Rezone

UPTOWN

CITY OF SEATTLE
Office of Planning & Community Development

# DRAFT ENVIRONMENTAL IMPACT STATEMENT

*for the*

# CITY OF SEATTLE UPTOWN URBAN CENTER REZONE (UPTOWN REZONE)

**Date of Draft EIS Issuance**

July 18, 2016

**Date Comments are due on the Draft EIS**

September 1, 2016

**Date of Draft EIS Open House and Hearing**

August 4, 2016

**City of Seattle**
Edward B. Murray, Mayor

**Office of Planning and Community Development**
Samuel Assefa, Director

July 18, 2016

City of Seattle Uptown Urban Center Rezone Draft Environmental Impact Statement (Draft EIS)

Dear Reader –

The City of Seattle invites your comments on the Uptown Urban Center Rezone Draft EIS.

Seattle's Uptown neighborhood is home to Seattle Center, an iconic destination for both locals and visitors. Surrounding blocks have been growing rapidly with new housing. Arts and culture and retail businesses are burgeoning. Uptown is an Urban Center and is designated to receive a significant share of citywide growth by 2035.

The Uptown Urban Design Framework (UDF) is a summary of recent public input from the Uptown neighborhood. It includes specific recommendations about how to implement the Comprehensive Plan and Queen Anne Neighborhood Plan to achieve the neighborhood's desired character and form as it grows. The UDF includes the following priorities for Uptown: affordable housing; a multimodal transportation system; community amenities (community center, new schools, and open space); an arts and culture hub; a strong retail core; and a welcoming urban gateway to Seattle Center.

The UDF recommendations include developing rezone legislation, which could change building heights and development standards. Accordingly, three alternatives have been identified for study in this Draft EIS that vary in potential height and density, ranging from Alternative 1 "No Action" maintaining current zoning to amending zoning and heights under Alternative 2 "Mid-Rise" and Alternative 3 "High-Rise" subject to mandatory affordable housing requirements and new design and development standards.

The Draft EIS describes the affected environment, potential impacts of the three alternatives, and mitigation measures for the following topics: land use, plans and policies, housing, aesthetics and urban design, historic and cultural resources, transportation, greenhouse gases, open space and recreation, public services, and utilities.

Members of the public and agencies are invited to provide written comments or to attend the public open house and hearing and provide verbal comments. The 45-day comment period for the Draft EIS will be from **July 18, 2016 to 5 pm on September 1, 2016.** Please send your comments to: Jim Holmes, Senior Planner, Jim.Holmes@seattle.gov, Office of Planning & Community Development, P.O. Box 34019, Seattle, WA 98124-4019. You are also invited to attend a **public open house and hearing:**

**Date:** August 4, 2016
**Time:** Open House: 5 pm | Hearing: 6 pm
**Location:** Seattle Center Armory, 305 Harrison St, Seattle, WA 98109

The City will consider all comments provided during the 45-day comment period on the Draft EIS. Specific responses to all comments will be provided in the Final EIS anticipated for publication in fall 2016. The comments may result in revisions or clarifications to the Draft EIS.

For further information about the Uptown Rezone and the Draft EIS, visit **Seattle.gov/dpd/uptown** or contact: Jim Holmes, Senior Planner, (206) 684-8372, Jim.Holmes@seattle.gov.

Thank you for your interest in the Uptown Urban Center.

Sincerely,

Samuel Assefa, Director
City of Seattle Office of Planning and Community Development

# FACT SHEET

## PROJECT TITLE

City of Seattle Uptown Urban Center Rezone (Uptown Rezone)

## PROPOSED ACTION AND ALTERNATIVES

The proposal is a non-project action for the City of Seattle to amend zoning in the Uptown Urban Center. The intent of the proposal is to increase permitted height and density in the Uptown neighborhood to advance the Comprehensive Plan urban village strategy and Queen Anne Neighborhood Plan goals. The City of Seattle Comprehensive Plan designates the Uptown area as an Urban Center, which means it is one of the densest Seattle neighborhoods, and serves as both a regional center and as a neighborhood with diverse mixes of uses, housing, and employment. Neighborhood plan goals include encouraging a diversity of building types, providing affordable housing, preserving historic structures, and promoting open space.

The Uptown Urban Design Framework (UDF) is a summary of recent public input from the Uptown neighborhood. It includes specific recommendations about how to implement the Comprehensive Plan and Queen Anne Neighborhood Plan to achieve the neighborhood's

desired character and form as it grows. The UDF includes the following priorities for Uptown:

- Affordable housing
- A multimodal transportation system
- Community amenities (community center, new schools, open space)
- An arts and culture hub
- A strong retail core
- A welcoming urban gateway to Seattle Center

The UDF recommendations include developing rezone legislation, which could change building heights and development standards. Accordingly, three alternatives have been identified for study in this EIS that vary in potential height and density, ranging from Alternative 1 "No Action" maintaining current zoning to amending zoning and heights under Alternative 2 "Mid-Rise" and Alternative 3 "High-Rise".

The three alternatives are:

- **Alternative 1 No Action:** Continue current zoning and associated height limits. This is a required alternative under the State Environmental Policy Act (SEPA).
- **Alternative 2 Mid-Rise:** Rezone Uptown to allow moderate height increases subject to mandatory affordable housing, while adding design and development standards.
- **Alternative 3 High-Rise:** Rezone Uptown to allow greater height increases with mandatory affordable housing, and add design and development standards.

Alternative 1 No Action retains current zoning, largely consisting of Neighborhood Commercial 3 (NC3) with smaller areas of NC2, Low-rise 3 and Low-rise 3-Residential Commercial (LR3 and LR3-RC), Midrise (MR), Commercial 1 (C1), Commercial 2 (C2), and Seattle Mixed (SM). Alternatives 2 and 3 consider rezoning the Uptown Urban Center to a customized SM zone replacing the full range of MR, NC, and C zones. In areas zoned LR, options include one or more of the following: amending the LR3/LR3-RC zone standards, rezoning to MR, or rezoning to SM.

## LOCATION

The Uptown Urban Center is approximately 297 gross acres in size and encompasses the Seattle Center. Uptown lies adjacent to the Queen Anne neighborhood to the north, South Lake Union to the east, Belltown to the south, and Ballard-Interbay-Northend (Elliott Avenue) to the west.

## PROPONENT

City of Seattle

## DATE OF IMPLEMENTATION

First quarter 2017

## LEAD AGENCY

City of Seattle Office of Planning & Community Development

## RESPONSIBLE SEPA OFFICIAL

**Sam Assefa, Director**
City of Seattle Office of Planning & Community Development
700 5th Avenue, Suite 2000
P.O. Box 34019
Seattle, WA 98124-4019

## CONTACT PERSON

**Jim Holmes, Senior Planner**
Office of Planning & Community Development
P.O. Box 34019
Seattle, WA 98124-4019
206.684.8372
jim.holmes@seattle.gov

## REQUIRED APPROVALS

The City Council must approve the proposed rezone and Land Use Code text amendments.

## PRINCIPAL EIS AUTHORS AND PRINCIPAL CONTRIBUTORS

This Uptown Rezone Draft Environmental Impact Statement (EIS) has been prepared under the direction of the City of Seattle Office of Planning & Community Development. The following consulting firms provided research and analysis associated with this EIS:

- **BERK:** lead EIS consultant; environmental analysis—land use, housing, and aesthetics
- **3 Square Blocks LLP:** relationship to plans and policies, open space and recreation, public services, and document design
- **ESA:** greenhouse gas analysis; historic and cultural resources; and utilities
- **Hewitt:** growth, viewshed, and shadow modeling
- **The Transpo Group:** transportation, circulation, and parking

## DATE OF DRAFT ENVIRONMENTAL IMPACT STATEMENT ISSUANCE

**July 18, 2016**

## DATE COMMENTS ARE DUE

**5pm, September 1, 2016**

Please send your comments to:
**Jim Holmes, Senior Planner**
Office of Planning & Community Development
P.O. Box 34019
Seattle, WA 98124-4019
Jim.Holmes@seattle.gov

## DATE AND LOCATION OF DRAFT EIS OPEN HOUSE AND HEARING

**August 4, 2016**

Time: Open House, 5 pm | Hearing, 6 pm
Location: Seattle Center Armory
305 Harrison St
Seattle, WA 98109

## TYPE AND TIMING OF SUBSEQUENT ENVIRONMENTAL REVIEW

No environmental review of the proposed ordinance is anticipated subsequent to the environmental review contained in this EIS.

## LOCATION OF BACKGROUND DATA

**Jim Holmes, Senior Planner**
Office of Planning & Community Development
P.O. Box 34019
700 Fifth Ave, Suite 1900
Seattle, WA 98124-4019
206.684.8372

## DRAFT EIS AVAILABILITY AND PURCHASE PRICE

Copies of this Draft EIS have been distributed to agencies, organizations, and individuals as established in SMC 25.05. Notice of Availability of the Draft EIS has been provided to organizations and individuals that requested to become parties of record.

The Draft EIS can be reviewed at the following public libraries:

- Seattle Public Library–Central Library (1000 4th Avenue)
- Seattle Public Library–Queen Anne Branch (400 W Garfield Street)

A limited number of complimentary copies of this Draft EIS are available–while the supply lasts–either as a CD or hardcopy from the Seattle Department of Construction and Inspections Public Resource Center, which is located in Suite 2000, 700 5th Avenue, in Downtown Seattle. Additional copies may be purchased at the Public Resource Center for the cost of reproduction.

This Draft EIS and the appendices are also available online at: http://www.seattle.gov/dpd/cityplanning/completeprojectslist/uptown

# D DISTRIBUTION LIST

The Draft EIS has been issued with a notice of availability and methods of publication required in SMC 25.05.510 Public Notice.

## TRIBAL AND FEDERAL AGENCIES

Duwamish Tribe

Muckleshoot Indian Tribe

Suquamish Tribe

Tulalip Tribes of Washington

National Oceanic and Atmospheric Administration Fisheries, National Marine Fisheries Service

U.S. Army Corps of Engineers

U.S. Department of Commerce Economic Development Administration

U.S. Department of Fish & Wildlife Services

U.S. Department of Housing & Urban Development

U.S. Environmental Protection Agency

USDA-Wildlife Services Division

## STATE OF WASHINGTON

Department of Archaeology & Historic Preservation

Department of Commerce

Department of Commerce, Growth Management Services

Department of Ecology

Department of Fish & Wildlife

Department of Fisheries Habitat

Department of Health

Department of Natural Resources

Department of Social & Health Services

Department of Transportation

## REGIONAL AND COUNTY AGENCIES

King County Community and Human Services

King County Department of Natural Resources

King County Department of Natural Resources, Parks Division

King County Department of Permitting and Environmental Review

King County Department of Transportation

King County Executive's Office

King County Metro Transit

King County Regional Water Quality Committee

King County Wastewater Treatment Division

Port of Seattle

Puget Sound Clean Air Agency

Puget Sound Regional Council

Seattle-King County Department of Public Health

Sound Transit

## CITY OF SEATTLE, SEATTLE SERVICE PROVIDERS, ADJACENT CITIES

City of Seattle Department of Parks and Recreation

City of Seattle Department of Transportation

City of Seattle Office of Planning & Community Development

City of Seattle School District

City of Seattle, Department of Neighborhoods

City of Seattle, Department of Neighborhoods, Historic Preservation Program

City of Seattle Department of Education and Early Learning

City of Seattle Department of Neighborhoods

City of Seattle Fire Department

City of Seattle Fleet Management

City of Seattle Landmarks Preservation Board

City of Seattle Law Department

City of Seattle Office of Arts and Culture

City of Seattle Office of Economic Development

City of Seattle Office of Emergency Management

City of Seattle Office of Housing

City of Seattle Office of the Mayor

City of Seattle Police Department

City of Shoreline

Seattle City Council Legislative Department

Seattle City Light

Seattle Housing Authority

Seattle Indian Services Commission

Seattle Office of Emergency Management

Seattle Public Library, Public Review Documents

Seattle Public Library, Queen Anne Branch

Seattle Public Utilities

Seattle School District

## COMMUNITY STAKEHOLDERS

Magnolia / Queen Anne District Council

Queen Anne Chamber of Commerce

Queen Anne Community Council

Seattle Center Foundation

Seattle Uptown Alliance

Seattle Uptown Email ListServ

United Indians of all Tribes Foundation

# CONTENTS


FACT SHEET vii

DISTRIBUTION LIST xiii

CHAPTER ONE /
Summary 1.1

1.1 Purpose of Proposed Action 1.2
1.2 State Environmental Policy Act Process 1.3
1.3 Public Involvement 1.3
1.4 Proposed Action, Alternatives, and Objectives 1.4
1.5 Major Issues, Significant Areas of Controversy and Uncertainty, and Issues to be Resolved 1.13
1.6 Summary of Impacts and Mitigation Measures 1.13

CHAPTER TWO /
Alternatives 2.1

2.1 Purpose and Introduction 2.1
2.2 Description of the Study Area 2.4
2.3 Objectives and Alternatives 2.5
2.4 Purpose of this Draft EIS 2.22
2.5 SEPA Process 2.22
2.6 Benefits and Disadvantages of Delaying the Proposed Action 2.24

CHAPTER THREE /
Affected Environment, Significant Impacts, and Mitigation Measures 3.1

SECTION 3.1 / Land Use 3.3

3.1.1 Affected Environment 3.4
3.1.2 Impacts 3.14
3.1.3 Mitigation Measures 3.27
3.1.4 Significant Unavoidable Adverse Impacts 3.31

SECTION 3.2 / Relationship to Plans and Policies 3.33

3.2.1 Affected Environment 3.33
3.2.2 Impacts 3.53
3.2.3 Mitigation Measures 3.65
3.2.4 Significant Unavoidable Adverse Impacts 3.66

SECTION 3.3 / Housing 3.67

3.3.1 Affected Environment 3.67
3.3.2 Impacts 3.78
3.3.3 Mitigation Strategies 3.84
3.3.4 Significant Unavoidable Adverse Impacts 3.92

SECTION 3.4 / Aesthetics and Urban Design 3.93

3.4.1 Affected Environment 3.93
3.4.2 Impacts 3.109
3.4.3 Mitigation Measures 3.171
3.4.4 Significant Unavoidable Adverse Impacts 3.174

SECTION 3.5 / Historic and Cultural Resources 3.175

3.5.1 Affected Environment 3.176
3.5.2 Impacts 3.185
3.5.3 Mitigation Measures 3.189
3.5.4 Significant Unavoidable Adverse Impacts 3.191

SECTION 3.6 / Transportation 3.193

3.6.1 Affected Environment 3.196
3.6.2 Impacts 3.220
3.6.3 Mitigation Measures 3.243
3.6.4 Significant Unavoidable Adverse Impacts 3.248

SECTION 3.7 / Greenhouse Gas Emissions 3.249

3.7.1 Affected Environment 3.250
3.7.2 Impacts 3.256
3.7.3 Mitigation Measures 3.264
3.7.4 Significant Unavoidable Adverse Impacts 3.265

SECTION 3.8 / Open Space and Recreation 3.267

3.8.1 Affected Environment 3.267
3.8.2 Impacts 3.276
3.8.3 Mitigation Measures 3.279
3.8.4 Significant Unavoidable Adverse Impacts 3.280

SECTION 3.9 / Public Services 3.281

3.9.1 Fire Protection 3.281
3.9.2 Law Enforcement 3.291
3.9.3 Schools 3.298

SECTION 3.10 / Utilities 3.307

3.10.1 Wastewater 3.307
3.10.2 Stormwater 3.314
3.10.3 Water Supply 3.318
3.10.4 Electric Power 3.324

CHAPTER FOUR /
References 4.1

APPENDICES /

Appendix A / Scoping Notice and Comment Summary A.1
Appendix B / Housing Analysis Supplement B.1
Appendix C / Shade and Shadow Diagrams C.1
Appendix D / Corridor Travel Time Analysis D.1

# EXHIBITS

## CHAPTER ONE / Summary 1.1


| | | |
|---|---|---|
| Exhibit 1–1 | Alternative Height Proposals | 1.6 |
| Exhibit 1–2 | Alternative Households and Jobs: Current and Future 2035 | 1.7 |
| Exhibit 1–3 | Potential Redevelopable Sites | 1.8 |
| Exhibit 1–4 | Floor Area Ratios and Floor Plates | 1.10 |
| Exhibit 1–5 | Additional Development and Design Standards | 1.11 |
| Exhibit 1–6 | Comparison of Alternative Features | 1.12 |
| Exhibit 1–7 | Viewpoint Locations | 1.24 |
| Exhibit 1–8 | Scenic Routes in Uptown Study Area | 1.25 |
| Exhibit 1–9 | Summary of Aesthetic and Urban Design Impacts | 1.26 |
| Exhibit 1–10 | Summary of Transportation Impacts | 1.33 |


## CHAPTER TWO / Alternatives 2.1


| | | |
|---|---|---|
| Exhibit 2–1 | Uptown Study Area and Adjacent Neighborhoods | 2.4 |
| Exhibit 2–2 | Current Land Use | 2.6 |
| Exhibit 2–3 | Future Land Use Map, 2015 | 2.7 |
| Exhibit 2–4 | Current Zoning Map, 2016 | 2.8 |
| Exhibit 2–5 | Alternative Height Proposals | 2.9 |
| Exhibit 2–6 | Neighborhood Character Map | 2.10 |
| Exhibit 2–7 | Neighborhood Character and Proposed Heights | 2.11 |
| Exhibit 2–8 | Household and Job Growth, by Alternative, 2015–2035 | 2.13 |

Exhibit 2–9 Potential Redevelopable Sites 2.14
Exhibit 2–10 Mobility Improvments 2.15
Exhibit 2–11 Floor Area Ratios and Floor Plates 2.17
Exhibit 2–12 Additional Development and Design Standards 2.18
Exhibit 2–13 Comparison of Alternative Features 2.19
Exhibit 2–14 Full Buildout Height and Bulk 2.20

**CHAPTER THREE /**
**Affected Environment, Significant Impacts, and Mitigation Measures 3.1**

**SECTION 3.1 / Land Use 3.3**

Exhibit 3.1–1 Current Land Use 3.4
Exhibit 3.1–2 Uptown Study Area—Current Land Use Map 3.5
Exhibit 3.1–3 Future Land Use Map, 2015 3.6
Exhibit 3.1–4 Current Zoning—Acres by Classification 3.7
Exhibit 3.1–5 Current Zoning Map, 2016 3.8
Exhibit 3.1–6 Current Zones: Permitted Uses and Density 3.9
Exhibit 3.1–7 Current Zones: Amenities and Transition Standards 3.10
Exhibit 3.1–8 Neighborhood Character Map 3.11
Exhibit 3.1–9 Uptown Study Area Employment, 2014 3.13
Exhibit 3.1–10 Uptown Urban Center Densities 3.13
Exhibit 3.1–11 Housing, Population, and Job Density by Alternative 3.14
Exhibit 3.1–12 Study Area Employment—Target Growth and Potential Jobs Displaced 3.16
Exhibit 3.1–13 Alternative 1 No Action Height and Target Growth 3.17
Exhibit 3.1–14 Alternative 2 Mid-Rise Heights with Target Scenario Growth 3.19
Exhibit 3.1–15 Alternative 3 High-Rise Heights with Target Scenario Growth 3.24
Exhibit 3.1–16 New Growth at Target and Buildout Levels 3.27
Exhibit 3.1–17 Impacts on Study Area Employment 3.27

**SECTION 3.2 / Relationship to Plans and Policies 3.33**

Exhibit 3.2–1 Uptown Urban Center Boundary 3.39
Exhibit 3.2–2 Consistency with Growth Management Act Goals 3.53
Exhibit 3.2–3 Puget Sound Regional Council Vision 2040—Center Criteria Evaluation 3.55

**SECTION 3.3 / Housing 3.67**

Exhibit 3.3–1 Age Distribution in Uptown Study Area 3.68
Exhibit 3.3–2 Racial Makeup of the Uptown Study Area 3.69
Exhibit 3.3–3 Household Income as a Percent of AMI, Uptown and Seattle 3.69
Exhibit 3.3–4 Housing Mix in the Uptown Study Area 3.70
Exhibit 3.3–5 Housing Tenure in Uptown and Seattle 3.71
Exhibit 3.3–6 Age of Housing Stock 3.71
Exhibit 3.3–7 Housing Cost Burden Among Renter Households in Uptown 3.72

| | | |
|---|---|---|
| Exhibit 3.3–8 | Housing Cost Burden Among Renter Households in Uptown and Citywide | 3.73 |
| Exhibit 3.3–9 | Average Rent by Year Built, Queen Anne Market Area (Includes Uptown) | 3.74 |
| Exhibit 3.3–10 | Vacancy Rate and Average Rent in 2015 Dollars, Queen Anne Market Area (Includes Uptown) | 3.75 |
| Exhibit 3.3–12 | Participating Multifamily Tax Exemption Properties | 3.76 |
| Exhibit 3.3–11 | Average Rent by Number of Bedrooms in Unit | 3.76 |
| Exhibit 3.3–13 | Subsidized Low-Income Housing | 3.77 |
| Exhibit 3.3–14 | Non-Subsidized Low-Cost Housing | 3.77 |
| Exhibit 3.3–15 | Capacity for Housing Growth Compared to Target | 3.79 |
| Exhibit 3.3–16 | Housing Unit Displacement Compared to Production | 3.81 |
| Exhibit 3.3–17 | Housing Production Assuming a Buildout Scenario | 3.84 |
| Exhibit 3.3–18 | Estimated Affordable Housing Units—MFTE | 3.87 |
| Exhibit 3.3–19 | Estimated Affordable Housing Units—MHA-R | 3.89 |
| Exhibit 3.3–20 | Estimated Affordable Housing Units—MHA-C | 3.89 |
| Exhibit 3.3–21 | Uptown Urban Center—Publicly Owned Parcels | 3.91 |

**SECTION 3.4 / Aesthetics and Urban Design** 3.93

| | | |
|---|---|---|
| Exhibit 3.4–1 | SIFF Uptown Theater: Queen Anne Avenue | 3.94 |
| Exhibit 3.4–2 | Traditional Character Multifamily Residential Construction | 3.95 |
| Exhibit 3.4–3 | Recent Multifamily Residential Construction | 3.95 |
| Exhibit 3.4–4 | Queen Anne Commercial District | 3.96 |
| Exhibit 3.4–5 | Recent Mixed Use Commercial and Residential Development | 3.96 |
| Exhibit 3.4–6 | Key Arena from 1st Avenue North | 3.97 |
| Exhibit 3.4–7 | Viewpoint Locations | 3.99 |
| Exhibit 3.4–8 | Scenic Routes in Uptown Study Area | 3.101 |
| Exhibit 3.4–9 | Shadow Analysis Locations | 3.106 |
| Exhibit 3.4–10 | Summary of Aesthetic and Urban Design Impacts | 3.111 |
| Exhibit 3.4–11 | Aerial View from South: Existing and Pipeline | 3.112 |
| Exhibit 3.4–12 | Aerial View from South: Alternative 1 No Action Target Growth | 3.112 |
| Exhibit 3.4–13 | Aerial View from South: Alternative 2 Mid-Rise Target Scenario Growth | 3.113 |
| Exhibit 3.4–14 | Aerial View from South: Alternative 3 High-Rise Target Scenario Growth | 3.113 |
| Exhibit 3.4–15 | Street Level: Queen Anne and Mercer Facing South, Existing and Pipeline | 3.118 |
| Exhibit 3.4–16 | Street Level: Queen Anne and Mercer Facing South, Alternative 1 No Action | 3.118 |
| Exhibit 3.4–17 | Street Level: Queen Anne and Mercer Facing South, Alternative 2 Mid-Rise | 3.119 |
| Exhibit 3.4–18 | Street Level: Queen Anne and Mercer Facing South, Alternative 3 High-Rise | 3.119 |
| Exhibit 3.4–19 | Street Level: Mercer and Warren Facing East, Existing and Pipeline | 3.120 |
| Exhibit 3.4–20 | Street Level: Mercer and Warren Facing East, Alternative 1 No Action | 3.120 |
| Exhibit 3.4–21 | Street Level: Mercer and Warren Facing East, Alternative 2 Mid-Rise | 3.121 |
| Exhibit 3.4–22 | Street Level: Mercer and Warren Facing East, Alternative 3 High-Rise | 3.121 |
| Exhibit 3.4–23 | Street Level: Fifth and Mercer Facing West, Existing and Pipeline | 3.122 |
| Exhibit 3.4–24 | Street Level: Fifth and Mercer Facing West, Alternative 1 No Action | 3.122 |
| Exhibit 3.4–25 | Street Level: Fifth and Mercer Facing West, Alternative 2 Mid-Rise | 3.123 |

Exhibit 3.4–26 Street Level: Fifth and Mercer Facing West, Alternative 3 High-Rise 3.123
Exhibit 3.4–27 Street Level: Mercer and Fifth Facing South, Existing and Pipeline 3.124
Exhibit 3.4–28 Street Level: Mercer and Fifth Facing South, Alternative 1 No Action 3.124
Exhibit 3.4–29 Street Level: Mercer and Fifth Facing South, Alternative 2 Mid-Rise 3.125
Exhibit 3.4–30 Street Level: Mercer and Fifth Facing South, Alternative 3 High-Rise 3.125
Exhibit 3.4–31 Street Level: Thomas and Aurora Facing West, Existing and Pipeline 3.126
Exhibit 3.4–32 Street Level: Thomas and Aurora Facing West, Alternative 1 No Action 3.126
Exhibit 3.4–33 Street Level: Thomas and Aurora Facing West, Alternative 2 Mid-Rise 3.127
Exhibit 3.4–34 Street Level: Thomas and Aurora Facing West, Alternative 3 High-Rise 3.127
Exhibit 3.4–35 View from Bhy Kracke Park, Existing and Pipeline 3.130
Exhibit 3.4–36 View from Bhy Kracke Park, Alternative 1 No Action 3.130
Exhibit 3.4–37 View from Bhy Kracke Park, Alternative 2 Mid-Rise 3.131
Exhibit 3.4–38 View from Bhy Kracke Park, Alternative 3 High-Rise 3.131
Exhibit 3.4–39 View from Kerry Park, Existing and Pipeline 3.132
Exhibit 3.4–40 View from Kerry Park, Alternative 1 No Action 3.132
Exhibit 3.4–41 View from Kerry Park, Alternative 2 Mid-Rise 3.133
Exhibit 3.4–42 View from Kerry Park, Alternative 3 High-Rise 3.133
Exhibit 3.4–43 View from Myrtle Edwards Park, Existing and Pipeline 3.134
Exhibit 3.4–44 View from Myrtle Edwards Park, Alternative 1 No Action 3.134
Exhibit 3.4–45 View from Myrtle Edwards Park, Alternative 2 Mid-Rise 3.135
Exhibit 3.4–46 View from Myrtle Edwards Park, Alternative 3 High-Rise 3.135
Exhibit 3.4–47 View from Olympic Sculpture Park, Existing and Pipeline 3.136
Exhibit 3.4–48 View from Olympic Sculpture Park, Alternative 1 No Action 3.136
Exhibit 3.4–49 View from Olympic Sculpture Park, Alternative 2 Mid-Rise 3.137
Exhibit 3.4–50 View from Olympic Sculpture Park, Alternative 3 High-Rise 3.137
Exhibit 3.4–51 Territorial: Queen Anne Avenue Looking South, Existing and Pipeline 3.138
Exhibit 3.4–52 Territorial: Queen Anne Avenue Looking South, Alternative 1 No Action 3.138
Exhibit 3.4–53 Territorial: Queen Anne Avenue Looking South, Alternative 2 Mid-Rise 3.139
Exhibit 3.4–54 Territorial: Queen Anne Avenue Looking South, Alternative 3 High-Rise 3.139
Exhibit 3.4–55 Territorial: Seattle Center from North, Existing and Pipeline 3.140
Exhibit 3.4–56 Territorial: Seattle Center from North, Alternative 1 No Action 3.140
Exhibit 3.4–57 Territorial: Seattle Center from North, Alternative 2 Mid-Rise 3.141
Exhibit 3.4–58 Territorial: Seattle Center from North, Alternative 3 High-Rise 3.141
Exhibit 3.4–59 Seattle Center Alternative 1 No Action Shading: Winter AM 3.143
Exhibit 3.4–60 Counterbalance Park Alternative 1 No Action Shading: Winter AM 3.143
Exhibit 3.4–61 Kinnear Place Alternative 1 No Action Shading: Spring PM 3.144
Exhibit 3.4–62 Seattle Center Alternative 2 Shading: Winter AM 3.150
Exhibit 3.4–63 Counterbalance Park Alternative 2 Shading: Winter AM 3.150
Exhibit 3.4–64 Kinnear Place Alternative 2 Shading: Spring PM 3.151
Exhibit 3.4–65 Seattle Center Alternative 3 Shading: Winter AM 3.156
Exhibit 3.4–66 Counterbalance Park Alternative 3 Shading: Spring PM 3.156
Exhibit 3.4–67 Full Buildout Height Levels by Alternative 3.158

Exhibit 3.4–68 Full Buildout: Mercer and Fifth Facing South, Mid-Rise 3.161
Exhibit 3.4–69 Full Buildout: Mercer and Fifth Facing South, High-Rise 3.161
Exhibit 3.4–70 Full Buildout: Queen Anne and Mercer Facing South, Mid-Rise 3.162
Exhibit 3.4–71 Full Buildout: Queen Anne and Mercer Facing South, High-Rise 3.162
Exhibit 3.4–72 Full Buildout: Thomas and Aurora Facing West, Mid-Rise 3.163
Exhibit 3.4–73 Full Buildout: Thomas and Aurora Facing West, High-Rise 3.163
Exhibit 3.4–74 Full Buildout: View from Bhy Kracke Park, High-Rise 3.164
Exhibit 3.4–75 Full Buildout: View from Kerry Park, High-Rise 3.165
Exhibit 3.4–76 Full Buildout: View from Myrtle Edwards Park, High-Rise 3.165
Exhibit 3.4–77 Full Buildout Territorial: Queen Anne Avenue Looking South, High-Rise 3.167
Exhibit 3.4–78 Full Buildout Territorial: Seattle Center from North, High-Rise 3.167
Exhibit 3.4–79 Zoning and Full Buildout: North Panorama—All Alternatives 3.168
Exhibit 3.4–80 Zoning and Full Buildout: Kerry Park—All Alternatives 3.170

SECTION 3.5 / Historic and Cultural Resources 3.175

Exhibit 3.5–1 Historic Registers Applicable to this Project 3.176
Exhibit 3.5–2 Precontact Time Periods 3.178
Exhibit 3.5–3 Historic Properties in the Uptown Urban Center listed in Historic Registers 3.181
Exhibit 3.5–4 Map of Historic Sites in the Uptown Urban Center listed in Historic Registers 3.182
Exhibit 3.5–5 Precontact Archaeological Predictive Model 3.184
Exhibit 3.5–6 Locations of Historic Properties on Blocks Proposed for Increased Height Limits under Alternatives 2 and 3 3.186
Exhibit 3.5–7 Register and Landmark-Listed and Potentially Register or Landmark-Eligible Properties 3.187

SECTION 3.6 / Transportation 3.193

Exhibit 3.6–1 Trip Generation by Mode—Daily Trips (All Types) 3.194
Exhibit 3.6–2 2014 Aggregated Mode Split for Commute Trips 3.195
Exhibit 3.6–3 Center City Neighborhoods 3.196
Exhibit 3.6–4 Pedestrian Priority Corridor Conditions and Deficiencies 3.198
Exhibit 3.6–5 Existing Bicycle Facilities 3.200
Exhibit 3.6–6 Transit Routes Serving Uptown—Average Headways and Ridership 3.201
Exhibit 3.6–7 Existing Transit Routes 3.202
Exhibit 3.6–8 Existing Roadway Functional Classification 3.204
Exhibit 3.6–9 Major and Minor Truck Streets 3.207
Exhibit 3.6–10 Existing Weekday Parking Occupancy—Light Evening Activity in July 3.210
Exhibit 3.6–11 Average Annual Pedestrian Collisions (2011–2015) 3.211
Exhibit 3.6–12 Average Annual Bicycle Collisions (2011–2015) 3.212
Exhibit 3.6–13 Average Annual All Collisions (2011–2015) 3.213
Exhibit 3.6–14 Gaps in the Bicycle Network 3.216
Exhibit 3.6–15 Future (2040) Transit Facilities Serving Uptown 3.217

Exhibit 3.6–16 Reconnection of the Local East-West Grid Following Completion of the North Portal 3.219
Exhibit 3.6–17 Comparison of Transportation Improvements Among Alternatives 3.220
Exhibit 3.6–18 Summary of Planned Transportation Capital Improvements 3.221
Exhibit 3.6–19 Corridors and Screenlines 3.223
Exhibit 3.6–20 Uptown TAZs Land Use Change (2015 to 2035 No Action) 3.224
Exhibit 3.6–21 Uptown Traffic Analysis Zones (TAZs) 3.225
Exhibit 3.6–22 Drive Alone Vehicle Trip Distribution, No Action 3.226
Exhibit 3.6–23 Shared-Ride Vehicle Trip Distribution, No Action 3.227
Exhibit 3.6–24 Mode Split, Existing Conditions and Alternative 1 No Action, All Trips 3.228
Exhibit 3.6–25 Mode Split, Home Based Work and Non-Home Based, Existing and Alternatives Without HCT 3.229
Exhibit 3.6–27 Alternative 1 No Action Screenline PM Peak Hour Volumes 3.230
Exhibit 3.6–26 Lane Capacity Assumptions 3.230
Exhibit 3.6–28 Mercer and Queen Anne/1st Avenue Corridor PM Peak Travel Times in Minutes, Existing and All Alternatives, Without HCT 3.231
Exhibit 3.6–29 Comparison of Weekday Existing and Alternative 1 No Action (2035) Parking Occupancy—Light Evening Activity in July 3.233
Exhibit 3.6–30 Uptown TAZs Land Use Change (Alternative 1 to Alternative 2) 3.234
Exhibit 3.6–31 Alternative 2 Mid-Rise Screenline Volumes 3.235
Exhibit 3.6–32 Summary of Weekday No Action and Alternative 2 Mid-Rise Parking Occupancy, Without HCT—Light Evening Activity in July 3.236
Exhibit 3.6–33 Summary of Weekday No Action and Alternative 2 Mid-Rise Parking Occupancy, with HCT—Light Evening Activity in July 3.237
Exhibit 3.6–35 Mode Split, Existing Conditions and Alternatives, All Trips 3.238
Exhibit 3.6–34 Uptown TAZs Land Use Change (Alternative 1 to Alternative 3) 3.238
Exhibit 3.6–36 Alternative 3 High-Rise Screenline Volumes 3.239
Exhibit 3.6–37 Summary of Weekday No Action and Alternative 3 Parking Occupancy, Without HCT—Light Evening Activity in July 3.240
Exhibit 3.6–38 Summary of Weekday No Action and Alternative 3 Parking, Occupancy, With HCT—Light Evening Activity in July 3.241
Exhibit 3.6–39 Mode Split Comparison, All Alternatives with HCT 3.243

SECTION 3.7 / Greenhouse Gas Emissions 3.249

Exhibit 3.7–1 Existing and 2035 Road Transportation GHG Emissions 3.258
Exhibit 3.7–2 Operational GHG Emissions of Alternative 1 3.259
Exhibit 3.7–3 Operational GHG Emissions of Alternative 2 3.261
Exhibit 3.7–4 Operational GHG Emissions of Alternative 3 3.263

SECTION 3.8 / Open Space and Recreation 3.267

Exhibit 3.8–1 Open Space and Recreation Facilities In and Around the Study Area 3.269
Exhibit 3.8–2 Open Space and Recreation Facilities 3.270

Exhibit 3.8–3 Usable Open Space Distribution and Service Areas Identified in SPR's 2011 Gap Report 3.273
Exhibit 3.8–4 Comprehensive Plan Open Space and Recreation Goals and Performance for Uptown 3.274

SECTION 3.9 / Public Services 3.281

Exhibit 3.9–1 Fire Battalions, Station Areas, and Stations 3.282
Exhibit 3.9–2 Station Equipment and Staffing 3.283
Exhibit 3.9–3 Seattle Fire Department Emergency Response Incidents, 2010–2014 3.284
Exhibit 3.9–4 Total Emergency Response Incidents for Companies at Stations 2 and 8, 2010–2014 3.285
Exhibit 3.9–5 Response Statistics, 2010–2014 3.286
Exhibit 3.9–6 Police Precinct, Sector, and Beat Boundaries 3.290
Exhibit 3.9–7 Seattle Police Department Citywide Calls for Service, 2011–2015 3.292
Exhibit 3.9–8 Seattle Police Department Calls for Service by Area, 2011 and 2015 3.293
Exhibit 3.9–9 Sector Q Average Response Times for Priority One Calls, 2011–2015 3.293
Exhibit 3.9–10 Schools and Attendance Areas 3.300
Exhibit 3.9–11 Projected Capacity and Enrollment at School Facilities, 2020 3.301

SECTION 3.10 / Utilities 3.307

Exhibit 3.10–1 SPU Wastewater System in Uptown 3.309
Exhibit 3.10–2 SPU Water Distribution Network in Uptown 3.319

CHAPTER FOUR / References 4.1

APPENDICES /

Exhibit B–1 Affordable Housing Production Scenarios—MHA-R B.2
Exhibit B–2 Redevelopable Sites and Unreinforced Masonry (URM) Building Sites Not Otherwise Considered Redevelopable B.3
Exhibit C–1 Counterbalance Park Shade and Shadown Diagrams C.1
Exhibit C–2 Kinnear Park Shade and Shadown Diagrams C.3
Exhibit C–3 Myrtle Edwards Park Shade and Shadown Diagrams C.5
Exhibit C–4 Seattle Center Shade and Shadown Diagrams C.7

« intentionally blank »

# CHAPTER ONE / Summary

This Chapter summarizes elements of the proposed Uptown Urban Center Rezone (Uptown Rezone), including the purpose of the proposal and alternatives, a comparison of the impacts of the alternatives, and a summary of potential mitigation measures to reduce environmental impacts.

This Chapter is the first of a series of chapters contained in the Draft Environmental Impact Statement (Draft EIS) that provide a summary and more in-depth environmental review of the proposal and alternatives:

- **Chapter 1 Summary:** Summary of proposal, impacts, and mitigation measures contained in Chapters 2 and 3.
- **Chapter 2 Alternatives:** Comprehensive description of the proposal and alternatives including proposed growth, zoning, redevelopment potential, and mobility features.
- **Chapter 3 Affected Environment, Significant Impacts, and Mitigation Measures:** Evaluates, at a programmatic level, the current conditions and potential impacts of development that may result from the alternatives described in Chapter 2. Addresses general or cumulative impacts on the natural or built environment that could result from each alternative.
- **Chapter 4 References:** A list of documents and personal communications cited in the Draft EIS.
- **Appendices:** Technical information supporting the Draft EIS.

## 1.1 PURPOSE OF PROPOSED ACTION

The proposal is a non-project action to amend zoning in the Uptown Urban Center. The purpose of the proposal is to increase permitted height and density in the Uptown neighborhood to advance the Comprehensive Plan urban village strategy and Queen Anne Neighborhood Plan goals.

- The Seattle Comprehensive Plan designates Uptown as an Urban Center with diverse mixes of uses, housing, and employment.
- The Queen Anne Neighborhood Plan encourages a diversity of building types, affordable housing, historic structures preservation, and open space provision.

The Uptown Urban Design Framework (UDF) is a summary of recent public input from the Uptown neighborhood. It includes specific recommendations about how to implement the Comprehensive Plan and Queen Anne Neighborhood Plan to achieve the neighborhood's desired character and form as it grows. The UDF includes the following priorities for Uptown:

- Affordable housing
- A multimodal transportation system
- Community amenities (community center, new schools, open space)
- An arts and culture hub
- A strong retail core
- A welcoming urban gateway to Seattle Center

The UDF recommendations include developing rezone legislation, which could change building heights and development standards. Accordingly, three alternatives have been identified for study in this EIS that vary in potential height and density, ranging from Alternative 1 "No Action" maintaining current zoning to amending zoning and heights under Alternative 2 "Mid-Rise" and Alternative 3 "High-Rise".

The three alternatives are:

- **Alternative 1 No Action:** Continue current zoning and associated height limits. This is a required alternative under the State Environmental Policy Act (SEPA).

- **Alternative 2 Mid-Rise:** Rezone Uptown to allow moderate height increases subject to mandatory affordable housing, while adding design and development standards.
- **Alternative 3 High-Rise:** Rezone Uptown to allow greater height increases with mandatory affordable housing, and add design and development standards.

Alternative 1 No Action retains current zoning, largely consisting of Neighborhood Commercial 3 (NC3) with smaller areas of NC2, Low-rise 3 and Low-rise 3-Residential Commercial (LR3 and LR3-RC), Midrise (MR), Commercial 1 (C1), Commercial 2 (C2), and Seattle Mixed (SM).

Alternatives 2 and 3 consider rezoning the Uptown Urban Center to a customized SM zone replacing the full range of MR, NC, and C zones. In areas zoned LR, options include one or more of the following: amending the LR3/LR3-RC zone standards, rezoning to MR, or rezoning to SM.

## 1.2 STATE ENVIRONMENTAL POLICY ACT PROCESS

This Draft Environmental Impact Statement (Draft EIS) provides a qualitative and quantitative analysis of potential environmental impacts resulting from the Uptown Rezone proposal and alternatives. The purpose of this Draft EIS is to describe environmental impacts to assist the public and City of Seattle officials in deciding upon the magnitude and nature of future growth, zone standards, building height, mandatory affordable housing, and mitigation measures appropriate in the Uptown Urban Center.

## 1.3 PUBLIC INVOLVEMENT

The City of Seattle issued a Determination of Significance and Scoping Notice on October 5, 2015. The expanded scoping comment period closed on November 8, 2015. The Draft EIS alternatives and topics were developed based on a review of scoping comments. See Appendix A for the scoping notice and comment summary.

A Final EIS will include responses to public comments received during the comment period that will follow issuance of this Draft EIS. See the Fact Sheet for the methods to submit comments.

The Alternatives in this EIS describe zoning alternatives, but the ultimate legislation considered by the City Council may be a composite of the three alternatives or something different than any one of the alternatives. Any legislation that increases height limits in the Uptown Urban Center will be considered following community input on the Draft EIS. Meetings and comment periods regarding the Upzone proposals are described on the City's project webpage: http://www.seattle.gov/dpd/cityplanning/completeprojectslist/uptown/whatwhy/default.htm.

# 1.4 PROPOSED ACTION, ALTERNATIVES, AND OBJECTIVES

## OBJECTIVES

The objective of the Uptown Urban Center Rezone Proposal is to implement the Seattle Comprehensive Plan. Each alternative is evaluated in terms of this objective and the related objectives below.

### Related Objectives

- Implement the Seattle Comprehensive Plan, Queen Anne Neighborhood Plan, and the UDF recommendations for Uptown.
- Accommodate planned growth.
- Increase housing diversity and the availability of affordable housing provided through private development.
- Create neighborhood-specific design standards.
- Create a residential, commercial, and cultural center reflecting a broad constituency in the neighborhood, including traditionally underrepresented populations.
- Improve connectivity around Uptown.
- Encourage community improvements through planning and capital investment efforts in the area.
- Physically and culturally integrate Seattle Center with the surrounding neighborhood.
- Promote business district health and development including support for local businesses year round.

- Encourage employment to bring people to the neighborhood during the day.
- Promote living and working without a car.
- Create a vibrant and safe public environment.

## PROPOSED ACTION AND ALTERNATIVES

As described to a greater degree in Chapter 2, Alternative 1 No Action would retain current zoning and associated building heights. Alternative 2 Mid-Rise and Alternative 3 High-Rise would amend the Uptown area zoning districts, building heights, and associated design and development standards and incorporate mandatory affordable housing requirements to implement plan goals and policies. These zoning changes may result in different levels of growth and redevelopment in the neighborhood, and different support for transportation mobility.

### Future Land Use

The Comprehensive Plan Future Land Use map identifies the Urban Center designation and land use designations of "Commercial and Mixed Uses" and "Multifamily Residential" areas. The City is proposing to update its Future Land Use Map with its Comprehensive Plan Update due for adoption in 2016. With the update, the entire study area would be designated "Urban Center". All alternatives would implement the City's Comprehensive Plan Future Land Use Map and intent for a dense Urban Center.

### Height and Zoning

Alternative 1 No Action would maintain a range of 40 to 65 feet in residential areas and 40 to 85 feet in commercial and mixed-use areas. Alternative 2 Mid-Rise would raise some heights in residential areas to 65 to 85 feet and commercial and mixed use areas from 85 to 125 feet. Alternative 3 High-Rise would have similar residential heights as Alternative 2 at 65 to 85 feet, with commercial and mixed use areas ranging from 85 to 160 feet, the greatest height studied. See Exhibit 1–1 on the following page.

Alternative 1 No Action retains current zoning consisting largely of mixed use and commercial with some mid-rise and low-rise multifamily zones (NC3 predominates; smaller areas of NC2, SM, C1, C2, MR, LR3 and LR3-RC). Alternatives 2 and 3 consider rezoning the Uptown Urban Center to a customized SM zone

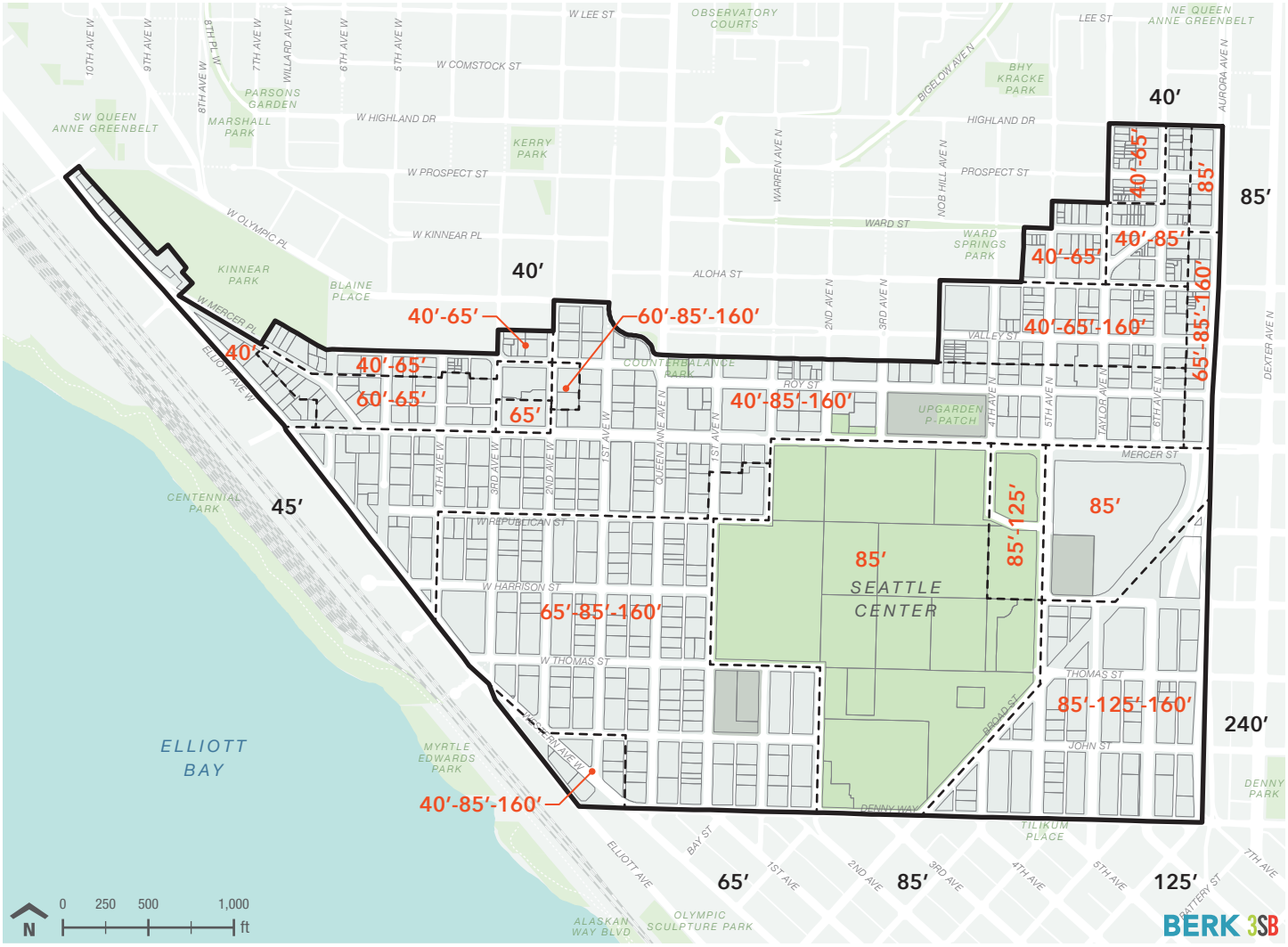



**Exhibit 1-1** Alternative Height Proposals

- Uptown Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)

**Alternative Heights**

- Alternative Height Proposals
- XX-XX-XX Zoning Heights to be Evaluated
- XX Existing Adjacent Zoning

*Rezones to Seattle Mixed Zoning subject to affordable housing requirements and other public benefit requirements.*

*Source: City of Seattle, 2016*

*Note: Height maximums in feet are presented from left to right: Alternative 1, Alternative 2, and Alternative 3. Where one number is presented, that height applies to all alternatives. Where two numbers are presented, Alternative 1 is represented by the left-most number and Alternatives 2 and 3 by the right-most number.*

replacing the range of mixed use and commercial zones. In areas zoned LR, options include one or more of the following: amending the LR3/LR3-RC zone standards, rezoning to MR, or rezoning to SM.

## Growth

The Seattle Comprehensive Plan allocates growth to the urban villages in the City including the Uptown Urban Center. The growth

allocated for the period 2015-2035 is 3,000 households and 2,500 jobs. To test the range of impacts and potential mitigation measures, alternatives consider growth 12 percent and 25 percent greater than allocated targets.

Alternative 1 No Action would maintain current heights and development standards. As such, Alternative 1 is expected to add 3,000 households and 2,500 jobs by 2035, the lowest studied in this Draft EIS. Households would increase by 44 percent over existing levels. Jobs would increase by 17 percent.

Alternative 2 Mid Rise would allow greater heights and result in greater capacity for development that meets the Uptown UDF urban design concept for an Arts and Culture District and greater opportunities for both commercial and housing uses. The style of development would emphasize vertical mixed uses. Under Alternative 2, 3,370 new dwellings, a 49 percent increase, and 2,800 jobs, a 19 percent increase over existing levels would be anticipated.

Alternative 3 High-Rise provides maximum increases in height to create the most opportunity for commercial and housing redevelopment with 3,745 households, a 55 percent increase over existing. About 3,125 jobs would also be added, a 21 percent increase over existing levels. Alternative 3 would have the greatest opportunity for affordable housing to support new residents.

Under all alternatives, there would be greater capacity for growth above Alternative growth target and target sensitivity assumptions. See Exhibit 1–2.

**Exhibit 1–2** Alternative Households and Jobs: Current and Future 2035

| | | No Action | | Mid-Rise | | High-Rise | |
|---|---|---|---|---|---|---|---|
| | Current | Net Target | Net Capacity | Target Scenario Growth | Net Capacity | Target Scenario Growth | Net Capacity |
| **Households** | **6,855** | 3,000 | 10,186 | 3,370 | 14,773 | 3,745 | 17,342 |
| **Jobs** | **14,592** | 2,500 | 2,670 | 2,800 | 3,554 | 3,125 | 3,834 |

*Notes: Redevelopable properties are based on current zoning. Based on height proposals applied to redevelopable properties, Alternative 1 has the least capacity and Alternative 3 the most. If zoning is amended there may be additional properties considered redevelopable using the 25 percent floor area ratio (FAR) criteria. Given proposed height ranges if additional redevelopable properties are identified, it is anticipated the relative difference among alternatives would be similar.*

*Sources: City of Seattle, PSRC, Hewitt, BERK, 2016*

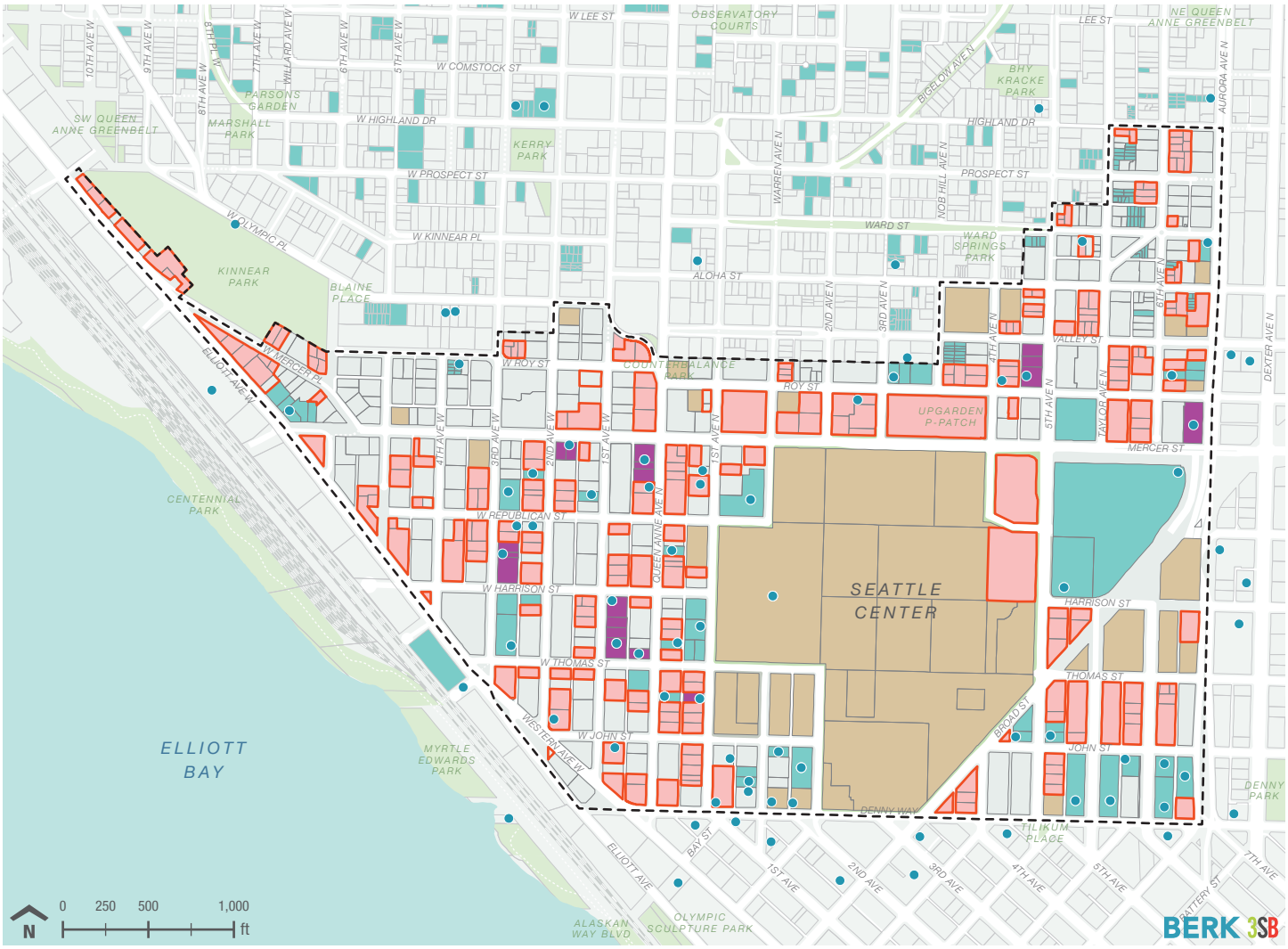



**Exhibit 1–3** Potential Redevelopable Sites

- Uptown Urban Center Boundary
- Open Space and Recreation
- Master Use Permit Events
- Development Sites
- Parcels Built (2004–2014)

**Status**

- Developed or Unavailable
- Landmark, LUC, Public
- In Permitting
- Redevelopable

*Source: Seattle Department of Planning and Development, 2015a; City of Seattle Office of Planning and Community Development, 2016*

*Notes: Land capacity methods are described further in the Seattle 2035 Development Capacity Report, September 2014, available: http://www.seattle.gov/dpd/cs/groups/pan/@pan/documents/web_informational/p2182731.pdf. More recent parcel data has been used for the purposes of this EIS.*

## Redevelopment

Under all alternatives, redevelopment is possible across the neighborhood. See Exhibit 1–3 for a map of possible redevelopable sites. These sites exhibit one or more of the following characteristics: existing buildings are ≤ 25 percent of what current zoning allows, buildings are relatively lower value compared to property values, and parking lots. Other factors that would influence redevelopment are property owner preferences, real estate market conditions, and development regulations.

All alternatives, particularly Alternatives 2 and 3 with increased heights, support redevelopment of the Northeast Quadrant of the Seattle Center, promoting greater opportunities within the Theater District for affordable housing and mixed use commercial development, including at the following sites:

- Mercer Arena—future home of Seattle Opera
- KCTS site
- Memorial Stadium
- Mercer Garage
- Mercer Street Block—potential affordable housing

## Mobility Proposals

Mobility would change for residents and visitors with a number of major investments planned to provide more modes of travel, including:

- Implementation of the Seattle Transit Master Plan with priority bus corridors
- Sound Transit stations (ST3)
- Lake 2 Bay right-of-way and mobility plan improvements
- Bicycle Network Plan implementation
- Reconnection of the local east-west surface street grid following completion of the Alaskan Way Viaduct Tunnel

All mobility improvements are assumed to occur under all alternatives, except that Alternatives 2 and 3 would include two Sound Transit stations that help support the greater intensity of development planned under the rezone proposals.

In addition to the capital improvements identified above that tie Uptown to the regional transportation network, additional street character proposals—such as festival streets, green streets, and dedicated bike corridors as well as alternatives to the 1st Avenue N and Queen Anne Avenue N couplet—are recommended within Uptown in the UDF and further described in Chapter 2.

While these street character proposals are possible under all alternatives, greater density under Alternatives 2 and 3 would support more transportation options, and vice versa; landscape and streetscape improvements proposed under Alternatives 2 and 3 would make Uptown more attractive for business and residential investments and would enhance the pedestrian environment on blocks with larger buildings.

## Development Standard Assumptions

The Uptown Rezone proposal would allow greater building volume on a property based on increased height and bulk standards. Heights would be increased consistent with the range shown in Exhibit 1–4. In tandem with the height changes, the proposed SM zone would contain greater floor area ratios shown in Exhibit 1–4. Floor area ratios are defined in the Seattle Municipal Code as: "…a ratio expressing the relationship between the amount of gross floor area or chargeable floor area permitted in one or more structures and the area of the lot on which the… structures are, located." For example, a floor area ratio (FAR) of 1.0 could mean a 1-story

**Exhibit 1–4** Floor Area Ratios and Floor Plates

| Development standards | Alternative 1 (No Action) | | | Action Alternatives 2 and 3 | | |
|---|---|---|---|---|---|---|
| | Zone/Height (ft) | Base | Maximum | Zone/Height (ft) | Residential | Commercial |
| **FAR** | LR 3<br>LR 3-RC (18-40) | 1.2[a] | 2.0[a] | SM 40 | 3 | 3.5 |
| | C2-40<br>NC2-40<br>NC3-40<br>NC3P-40 | 3.0[b] | 3.25[b] | SM 40 | 3 | 3.5 |
| | MR (60-75) | 3.2 | 4.25 | Not applicable | Not applicable | Not applicable |
| | C-1-65<br>NC3-65<br>NC3P-65 | 4.25[b] | 4.75[b] | SM 65 | 5[c] | 5[c] |
| | NC3-85<br>SM 85 | 4.5[b] | 6[b] | SM 85 | Exempt / 6[c] | 5-6 |
| | Not applicable | Not applicable | Not applicable | SM 125 | 8-9 | 7-8 |
| | Not applicable | Not applicable | Not applicable | SM 160 | 9[c] | 7-9 |
| **"Free" FAR– not counted (in effect, +1 FAR)** | LR, MR, and NC zones: Structured parking, underground stories<br>SM: Dependent on providing public amenities | | | Ground-level retail and services, cultural spaces | | |
| **Maximum floor plate** | No standard. | | | Residential structures built to 160 feet, floor plate is maximum of 12,500 sf and cannot exceed 50% of lot area. 160-foot tall structures may have a 45-foot podium. | | |

*a FAR applicable to attached units*
*b Lower FAR for single uses and upper FAR for mixed uses*
*c SMC 23.48.020 Table A (assumes maximum FAR)*

*Note: Where a ranged floor area ratio is shown, it means the standard floor area ratio is still under consideration. The aesthetics modeling of individual buildings assumed the following: SM 85 FAR 6 Residential and FAR 5 Commercial. For SM 125, the modeling assumed an FAR of 9 Residential and 7 Commercial. For SM 160 an FAR of 7 for Commercial was assumed. However, the aesthetics model also overlayed the zoned maximum height that would encompass the effects of any of the ranged floor area ratios.*

*Source: City of Seattle, Hewitt Architecture, 2016*

building that extends to the full area of the lot, or a 2-story building on half a lot, or a 4-story building on a quarter of the lot. Greater floor areas are proposed under Action Alternatives compared to Alternative (No Action).

Additional amendments are proposed to standards that influence site and building design, including parking location and screening, pedestrian paths, façade width, landscaping, and open space. See Exhibit 1–5. The standards would create a pedestrian-friendly environment by reducing the visibility of parking, encouraging walking, and providing spaces for gathering and recreation appropriate to an urban environment.

**Exhibit 1–5** Additional Development and Design Standards

| | Alternative 1 (No Action) | | Action Alternatives 2 and 3 | |
|---|---|---|---|---|
| **Standards** | **Residential** | **Commercial** | **Residential** | **Commercial** |
| **Parking standards** | Current standards address parking rate but have limited location standards | Same as left | Wrap all ground-level parking behind active uses, minimum 25 feet depth active uses<br>Screen any parking above the ground level<br>"1 up, 1 down" Must have at least as much belowground parking as aboveground<br>No surface parking between building and right of way | Same as left |
| **Pedestrian paths** | Not required | Not required | Sites ≥ 40,000 square feet<br>Min. 25 feet wide, may be open or covered | Same as left |
| **Maximum façade width per business** | Not applicable | No standard | Not applicable | Ave: 120 feet |
| **Seattle Green Factor** | LR: 0.60 minimum score<br>MR: 0.50 minimum score | C, NC and SM: 0.30 minimum score | 0.30 minimum score | 0.30 minimum score |
| **Provision of open space** | LR: 25% of lot area with minimum 50% at ground level<br>MR: 5% of gross floor area, no more than 50 percent may be enclosed | C, NC and SM: 5% of residential floor area, no more than 50 percent may be enclosed | Residential amenity area: 5% of residential floor area, no more than 50 percent may be enclosed | Commercial Open Space (per SM code) |
| **TDR programs** | Seattle Landmarks | Seattle Landmarks | To be determined | To be determined |

*Source: City of Seattle, 2016*

## Comparison of Alternatives

All alternatives studied in this Seattle Uptown Rezone Draft EIS are compared in Exhibit 1–6. Alternative 1 No Action would not include rezones or height increases, and accordingly would have the least redevelopment potential. Sound Transit stations are not assumed under Alternative 1, though other multimodal improvements would be implemented.

Alternative 2 Mid-Rise would include rezones and moderate height changes and be supported by all mobility and street character proposals; with moderate height changes, mid-range redevelopment levels are assumed.

Alternative 3 High-Rise would institute rezones and the greatest height changes, together with mobility and street character investments, creating the greatest redevelopment potential studied.

**Exhibit 1–6** Comparison of Alternative Features

| Feature | Alternative 1 No Action | Alternative 2 Mid-Rise | Alternative 3 High-Rise |
|---|---|---|---|
| **Rezone of NC2, NC3, MR, LR3*, LR3-RC*, C1, and C2 to SM** | Not Included | Included | Included |
| **Height Increases** | Not Included | Moderate | Greatest |
| **Development Standards** | Current | New with SM Zone | New with SM Zone |
| **Redevelopment Potential** | Least | Moderate | Greatest |
| **Mobility Proposals** | All except Sound Transit stations | All Included | All Included |
| **Street Character Proposals** | None | Included | Included |

** LR3 and LR3-RC currently limit heights to 40 feet, whereas Alternatives 2 and 3 propose heights of 65-160 feet in different locations. Alternatives 2 and 3 propose one or more of the following options: amending LR3/LR3-RC standards, rezoning to MR, or rezoning to SM.*

## 1.5 MAJOR ISSUES, SIGNIFICANT AREAS OF CONTROVERSY AND UNCERTAINTY, AND ISSUES TO BE RESOLVED

The major issues under review in this EIS include:

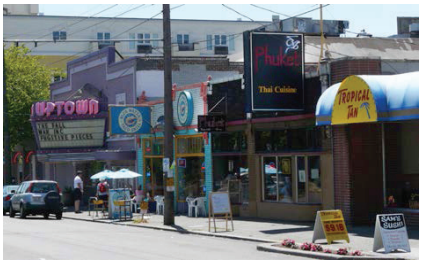
- The proposed heights, redevelopment, and potential effects of growth on land use compatibility and housing displacement;
- Potential for changes to public views, shade and shadow, and other aesthetic impacts due to increased heights;
- Effect of redevelopment on housing supply and affordability;
- Effect of redevelopment on potential historic and designated landmark sites;
- Effect of growth on transportation mobility and mode share goals;
- Addressing appropriate building design, streetscape treatments, and on-site and offsite parks and recreation space to serve the new population and create a pedestrian oriented design suited to a more intensive mixed-use environment; and
- Providing sufficient public services and utilities to meet the needs of the growing neighborhood.

Issues to be resolved include:

- Preparation of legislation including rezones, heights, and custom development and design standards that: 1) achieve the goals of the Comprehensive Plan and Queen Anne Neighborhood Plan and 2) optimally implement neighborhood character and form guided by the Uptown UDF.

## 1.6 SUMMARY OF IMPACTS AND MITIGATION MEASURES

This section contains an abbreviated version of Chapter 3, which contains the full text of the Affected Environment, Significant Impacts, and Mitigation Measures sections. Accordingly, readers are encouraged to review the more comprehensive discussion of issues in Chapter 3 to formulate the most accurate impression of impacts associated with the alternatives.



*Queen Anne Avenue in Uptown*

## LAND USE

### How did we analyze Land Use?

The EIS quantifies land use acres and densities based on Geographic Information System (GIS) data, aerial photos and site reconnaissance, and qualitative analysis of land use patterns and development character.

### What impacts did we identify?

Each alternative would increase the density of households, population, and jobs in the Uptown Urban Center. Under all alternatives, the predominant land use pattern would be an increase in the density of mixed uses. Although Alternatives 2 and 3 represent a greater increase, Alternative 1 calls for an increase to be consistent with the urban village strategy and the Comprehensive Plan classification as an Urban Center. Activity levels would increase across the Uptown Study Area with new residents, patronage at retail and cultural businesses, and new employment at offices and institutions. Growth in the Uptown Urban Center is expected to increase the number of households and jobs. All three alternatives are expected to result in the displacement of some existing business and jobs, though there would be sufficient building space to relocate them.

### What is different between the alternatives?

**Growth and Density.** Under the range of alternatives, households would increase by 44 percent to 55 percent, and jobs would increase by 17 percent to 21 percent. Alternative 1 No Action is the least intensive and Alternative 3 the most intensive.

**Height, Bulk, and Compatibility.** Under **Alternative 1 No Action**, allowed heights would remain in the range of four to eight stories, or 40 to 85 feet; because existing development does not fully use this capacity, redevelopment would likely occur at greater intensities than currently exist. Alternative 1 No Action would result in a land use pattern that is less likely to achieve proposal objectives, including the enhancement of the Arts and Culture District and production of new diverse and affordable housing choices, when compared to the other alternatives. Under Alternative 1, increased development intensity and the pace

of neighborhood change may result in localized compatibility conflicts, but those conflicts could be managed by the application of existing development and design standards.

Under **Alternative 2 Mid-Rise** allowed heights would range from six to 12 stories, or 65 to 125 feet with most of the area allowed to grow to 85 feet; the greatest intensity would occur in the Uptown Triangle near one of the two transit centers. Alternative 2 supports the implementation of the Uptown UDF vision that would increase opportunities for affordable housing, jobs, cultural spaces, and arts activities as well as the future transportation improvements bringing light rail and more non-motorized connections to the Urban Center. Alternative 2 Mid-Rise would increase the bulk and scale of development over Alternative 1 No Action due to increases in height and intensity. Compatibility conflicts could occur within the Uptown Urban Center as a result of changes in land use and changes related to increased intensity, bulk, scale, and height of new development; two particular areas where there is potential for conflicts are the areas adjacent to the Uptown Park North and to the Mercer/Roy corridor.

The distribution of the intensity of the land uses could be the most uniform throughout the Uptown Urban Center in **Alternative 3 High-Rise** as compared to the other alternatives with the greatest extent of land planned for 16 stories or up to 160 feet in height. Consistent with Alternative 2 Mid-Rise, Uptown Park-North would receive modest height increase, from the current range of 40 to 65 feet to 65 feet, and northeast Seattle Center would increase from 85 feet to a maximum of 125 feet under Alternative 3. Yet within the rest of the Uptown Urban Center Alternative 3 High-Rise would increase the maximum height in nearly every subarea up to 160 feet. Height increases under Alternative 3 High-Rise add 75 to 95 feet to the heights allowed under Alternative 1 No Action and 45 to 75 feet over the heights allowed in Alternative 2 Mid-Rise for most of the Uptown Urban Center. These increases in bulk, scale, and height would produce considerably taller and more intense building forms, which may result in abrupt and pronounced changes in height between existing and new developments.

Under both Alternatives 2 and 3 the front, rear, and side setbacks would be eliminated in areas rezoned from LR3, LR3-RC, and MR and would alter the 25 percent minimum open space at the lot level to a standard requiring five percent of gross floor area to be

open space. This would alter the development character of future development in those areas.

Under both Alternatives 2 and 3 the change in zoning from a variety of commercial and low- and mid-rise mixed uses zones to SM could impact the ability of certain businesses to operate in the Uptown Urban Center such as manufacturing. Any existing uses in these categories would be considered non-conforming and allowed to continue; the few manufacturing-style buildings in Uptown appear to contain craft and assembly operations, work lofts, office, and commercial uses.

**Job Displacement.** As the area develops, there may be displacement of existing jobs. Alternative 1 No Action has the potential to displace 741 jobs on existing sites if growth occurred at the level targeted. This is a greater potential displacement than the Action Alternatives (549 with Alternative 2 and 580 with Alternative 3), since Alternative 1 No Action would implement lower heights requiring more properties to redevelop to achieve the target building space and growth. All alternatives would have capacity under target or full build-out to accommodate relocated jobs.

## What are some solutions or mitigation for the impacts?

Mitigation measures include:

- Application of adopted City procedures under SEPA and design review, as well as development and design standards addressing land use compatibility, height, and bulk.
- Uptown UDF principles and recommendations could be further implemented through code amendments to achieve greater land use compatibility within Uptown and along boundaries with other neighborhoods, such as abutting areas between Uptown and Queen Anne. Custom zoning standards could also address appropriate onsite open space in new development.

## With mitigation, what is the ultimate outcome?

Under all alternatives, additional growth would occur in the Uptown Urban Center, leading to a generalized increase in building height and bulk and development intensity over time, as well as the gradual conversion of low-intensity uses to higher-intensity development patterns. This transition would be unavoidable but is

not significant and adverse since this is an expected characteristic of a designated Urban Center.

In addition, future growth is likely to create localized land use compatibility issues as development occurs. The potential impacts related to these changes may differ in intensity and location in each of the alternatives. However, with the combination of existing and new development regulations, zoning requirements, and design guidelines, no significant unavoidable adverse impacts are anticipated.

As the area develops, there may be displacement of existing jobs; however, there is sufficient employment space under any alternative to relocate the businesses and thus no significant unavoidable adverse impacts are anticipated.

## RELATIONSHIP TO PLANS AND POLICIES

### How did we analyze Relationship to Plans and Policies?

This EIS analyzes pertinent laws, plans, policies, and regulations that guide or inform the proposal. These include the Growth Management Act (GMA), Vision 2040, the King County Countywide Planning Policies (CPP), the City's current and draft Comprehensive Plan, and the Queen Anne Neighborhood Plan Element, which is adopted as part of the Comprehensive Plan. The alternatives were reviewed for consistency with each of these.

### What impacts did we identify?

All alternatives are generally consistent with plans and policies. While not specifically inconsistent, proposed rezones related to Alternative 2 Mid-Rise and Alternative 3 High Rise would result in outdated references to zoning designations in the Queen Anne Neighborhood Planning Element. However, this would not impact consistency with overall policy direction.

### What is different between the alternatives?

The plans and policies analysis found that the Uptown Rezone proposal considered in Alternatives 2 and 3 would be consistent with the guidance and requirements of the GMA, PSRC Vision 2040, King County CPPs, and Seattle Comprehensive Plan.

### What are some solutions or mitigation for the impacts?

The following mitigation measure addresses the one identified policy inconsistency:

- Existing Queen Anne Neighborhood Planning Element policies applicable to the Uptown Urban Center should be reviewed to identify whether references to zoning designations should be updated to reflect changes proposed in the Action Alternatives.

### With mitigation, what is the ultimate outcome?

With mitigation, the proposal would be consistent with state, regional, and local policy guidance and requirements.

*Multifamily Housing in Uptown on John Street*

## HOUSING

### How did we analyze Housing?

This EIS considers population and housing characteristics based on U.S. Census, American Community Survey, Puget Sound Regional Council, City of Seattle, and real estate industry data. The City's Growth and Equity Analysis is also considered. An analysis of target and buildout growth and resulting effect on housing supply, affordability, and displacement is addressed.

### What impacts did we identify?

Under all three alternatives, the defined growth areas have sufficient development capacity to accommodate planned levels of residential growth during the planning period.

Housing affordability would be a concern under all three alternatives. Ultimately, housing prices are likely to be driven by demand generated as a result of Seattle's strong job market and attractive natural and cultural amenities and Uptown's central location.

### What is different between the alternatives?

The estimated net new housing units is 3,000 units for Alternative 1 No Action, 3,370 units for Alternative 2 Mid-Rise, and 3,745 units for Alternative 3 High-Rise.

Compared to other neighborhoods in Seattle, the City's Growth and Equity analysis determined that Uptown does not have a high concentration of population that is vulnerable to direct displacement or economic displacement. In all three Alternatives, the total estimated number of units that would be demolished due to likely redevelopment of sites is relatively low: between 42 and 66 units, or about two to three units per year during the 20-year planning period. Despite its higher growth target, Alternative 3 High-Rise is expected to result in the lowest number of demolished units due to the higher zoned capacity, enabling expected growth to be accommodated on fewer parcels compared to Alternative 1 No Action and Alternative 2 Mid-Rise. If full buildout is achieved on redevelopable parcels, it is possible that 303 units could be displaced under all alternatives (see Exhibit 3.3–17 on page 3.84 under Full Buildout in Section 3.3 Housing).

Overall, focusing more growth in urban centers, such as Uptown, in combination with affordable housing requirements to either build onsite or make contributions to a housing fund, could help to increase housing choice in an area that is currently unaffordable to many. That said, there are challenges with respect to equity, potential displacement, and housing affordability with any alternative studied in this EIS.

## What are some solutions or mitigation for the impacts?

Adopted regulations and programs, and other potential mitigation measures include the following:

### Current Programs

- There are several sources of funding to preserve and build affordable housing in Seattle. The Federal low-income housing tax credit program is the primary source of funding for low-income housing development in Washington State. Locally, the City of Seattle uses voter-approved Seattle Housing Levy funds as well as cash contributions for affordable housing from developers in exchange for floor area beyond base limits through Seattle's incentive zoning program.
- The City of Seattle has a voluntary incentive zoning program whereby participating developers are able to achieve floor area beyond base density or height in their projects by either

providing a modest number of affordable units onsite or by contributing to the City's housing development capital fund.

- The Multifamily Tax Exemption (MFTE) program incentivizes builders to set aside 20 to 25 percent of housing units in a new building as income- and rent-restricted, in exchange for a property tax exemption on the residential improvements. The rent restrictions must remain in place for as long as the tax exemption, which may be for up to 12 years. The number of affordable units incentivized through the MFTE program is expected to increase for all three alternatives though these units do not provide long-term affordability

**Potential Measures**

- The Housing Affordability and Livability Agenda (HALA) was launched in late 2014 and is ongoing. The HALA Advisory Committee delivered a set of recommendations to the Mayor and City Council in 2015 that included a mandatory housing affordability program for residential and commercial development. The proposed Mandatory Housing Affordability (MHA) program would ensure that new commercial and multifamily residential developments either include affordable housing units in the building or pay into a fund to provide housing affordable to low-income households, in exchange for increases in development capacity.
- Some publicly-owned vacant and underutilized land can be used for affordable housing development and may be especially beneficial if located near transit, job centers, schools, or other amenities. Uptown has several publicly-owned parcels (see Exhibit 3.3–21 on page 3.91, the largest ones are part of Seattle Center) that could be assessed for their suitability for an affordable housing development.
- The City of Seattle, along with several other cities, nonprofit housing providers, unions, and advocates supported a state legislative bill (SB 6239) that would have enacted a local-option property tax exemption for existing rental homes. The bill was reintroduced and retained in present status and will presumably be picked up again next session. The Preservation Tax Exemption would create a local option in Washington for a 15-year tax exemption for property owners in the private market who agree to set aside 25 percent of their buildings for low-income tenants (earning less than 50-60 percent of area median income).

- The Mayor and Council are working to strengthen protections for renter households that live in substandard dwelling units and/or experience other prohibited landlord-led actions.
- The Mayor's Action Plan to address the affordability crisis recommends that the City partner with local employers to contribute to a City fund that builds and preserves affordable housing (Murray, 2015).

### With mitigation, what is the ultimate outcome?

The Seattle 2035 Comprehensive Plan has a goal of adding or preserving 50,000 housing units by 2025, including 20,000 rent- or income-restricted housing units. Uptown will continue to face housing affordability challenges due to increasing demand, caused both by Seattle's population growth and Uptown's desirable, central location. Uptown has the development capacity to add significant numbers of new housing units; if combined with affordable housing requirements that the City already has in place and the potential measures recommended by the HALA initiative (described above), this would result in more affordable housing units in the area than exist currently, though it may still fall short of the Comprehensive Plan goal.

## AESTHETICS AND URBAN DESIGN

### How did we analyze Aesthetics and Urban Design?

An evaluation of protected views and public spaces has been developed, relying on three-dimensional modeling to illustrate potential impacts of each alternative. It is recognized that the assessment of aesthetic impacts is subjective and can vary between individuals based on perspectives and preferences. To provide a common basis for the discussion in this EIS section, the analysis assumes a baseline of existing conditions plus pipeline development (development already underway or which has begun the entitlement and permitting process). Modeling for each alternative distributed future target and full buildout growth to the potential redevelopable properties in the study area, which are mapped in Exhibit 1–3 on page 1.8.

*An Example of Successful Street Level Housing*

## What impacts did we identify?

**Neighborhood Character.** All of the alternatives would result in a general increase in development density and intensity in the study area. Allowed building heights would be increased in most of the study area under the Mid-Rise and High-Rise Alternatives, and those areas where height limits would not be increased would experience increased development intensity due to infill construction and redevelopment of existing properties. Apart from the northeast corner with the KCTS building and stadium parking lot, Action Alternatives would maintain existing height limits for the Seattle Center and the adjacent Gates Foundation campus.

Under all alternatives, increases in the level of development in the study area would create a more urban environment. While the alternatives differ in the scale of growth proposed, all alternatives would focus this future growth in the Mercer Street corridor, along the northern edge of Seattle Center between Warren Avenue N and 4th Avenue N. Along 5th Avenue N, the location of the existing KCTS building and the Memorial Stadium parking lot would be key development sites. As a result, this portion of the Mercer Street corridor would feature more prominently urban buildings than currently exist, with greater height and potentially greater site coverage.

**Protected Views and Shading.** All alternatives would result in some alteration of current protected views, though the impacts vary by location and alternative. All alternatives would result in some alteration of views from established scenic routes, though the impacts vary by location and alternative. Increased development under all alternatives would generate increase shade and shadows at street level. More buildings and more intense urban development would increase the level of artificial illumination in the study area under all alternatives.

## What is different between the alternatives?

**Neighborhood Character.** Alternative 1 No Action would result in a moderate increase in development density and intensity as additional growth occurs in the study area, consistent with adopted growth targets and current land use regulations. Development

under Alternative 2 Mid-Rise would result in a general increase in the intensity and density of development throughout the study area, beyond that anticipated for the No Action Alternative. While Uptown is already a highly urbanized neighborhood, widespread introduction of high-rise development under Alternative 3 High-Rise would fundamentally change the visual character of some portions of the study area.

**Protected Views and Shading.** The City of Seattle Municipal Code Section 25.05.675 P contains SEPA policies related to public view protection, stating:

> *It is the City's policy to protect public views of significant natural and human-made features: Mount Rainer, the Olympic and Cascade Mountains, the downtown skyline, and major bodies of water including Puget Sound, Lake Washington, Lake Union and the Ship Canal, from public places consisting of the specified viewpoints, parks, scenic routes, and view corridors...*
>
> *–SMC 25.05.675 P2a.i.*

In addition, the City has specific policies within its code to protect public views of the Space Needle:

> *It is the City's policy to protect public views of the Space Needle from the following public places. A proposed project may be conditioned or denied to protect such views…*
>
> *Listed locations in subsections c.1 to c.x: Alki Beach Park (Duwamish Head); Bhy Kracke Park; Gasworks Park; Hamilton View Point; Kerry Park; Myrtle Edwards Park; Olympic Sculpture Park; Seacrest Park; Seattle Center; Volunteer Park.*
>
> *–SMC 25.05.675 P2c.*

Exhibit 1–7 identifies public viewpoints in and adjacent to the study area that relate to these policies.

There are numerous scenic routes that are either within or border the study area. (See Exhibit 1–8).

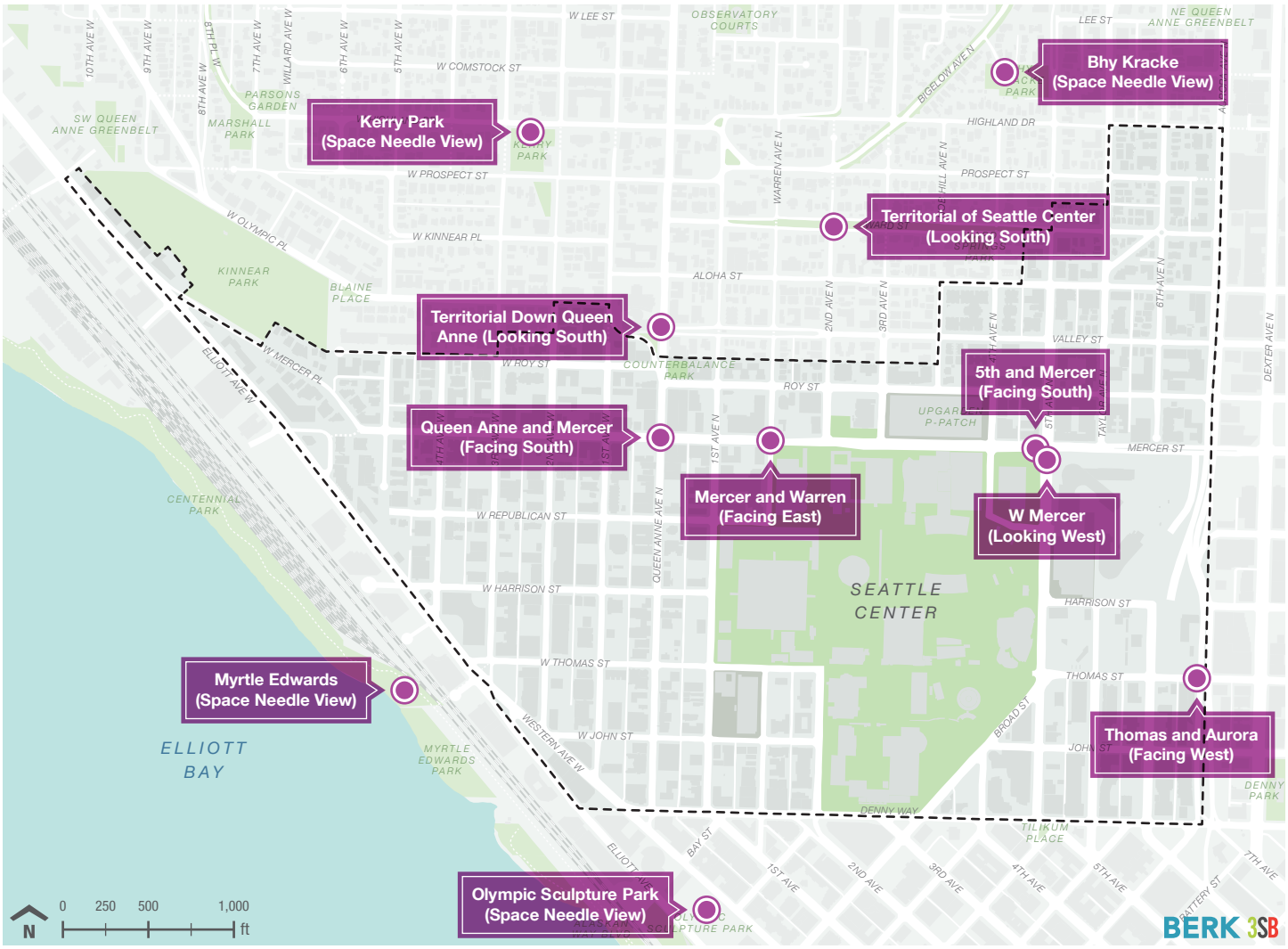



**Exhibit 1-7** Viewpoint Locations

- Uptown Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)
- Viewpoint Location

*Source: City of Seattle, BERK Consulting 2016*

Exhibit 1-9 on page 1.26 provides a summary of each alternative's consistency with City policies regarding public view protection and shading of public spaces. Overall, Alternative 3 High-Rise would have the greatest impact on protected views, and Alternative 2 moderate impacts on views, though Alternative 2 would have greater impacts in specific locations. Locations most affected include:

- Mercer Street and 5th Avenue (South): Future development would affect views from a scenic route and obstruct the view of the Space Needle to a moderate (Alternative 1) or high (Alternatives 2 and 3) degree.
- Along other locations of Mercer Street there would be moderate view impacts of both Action Alternatives, except that at Queen

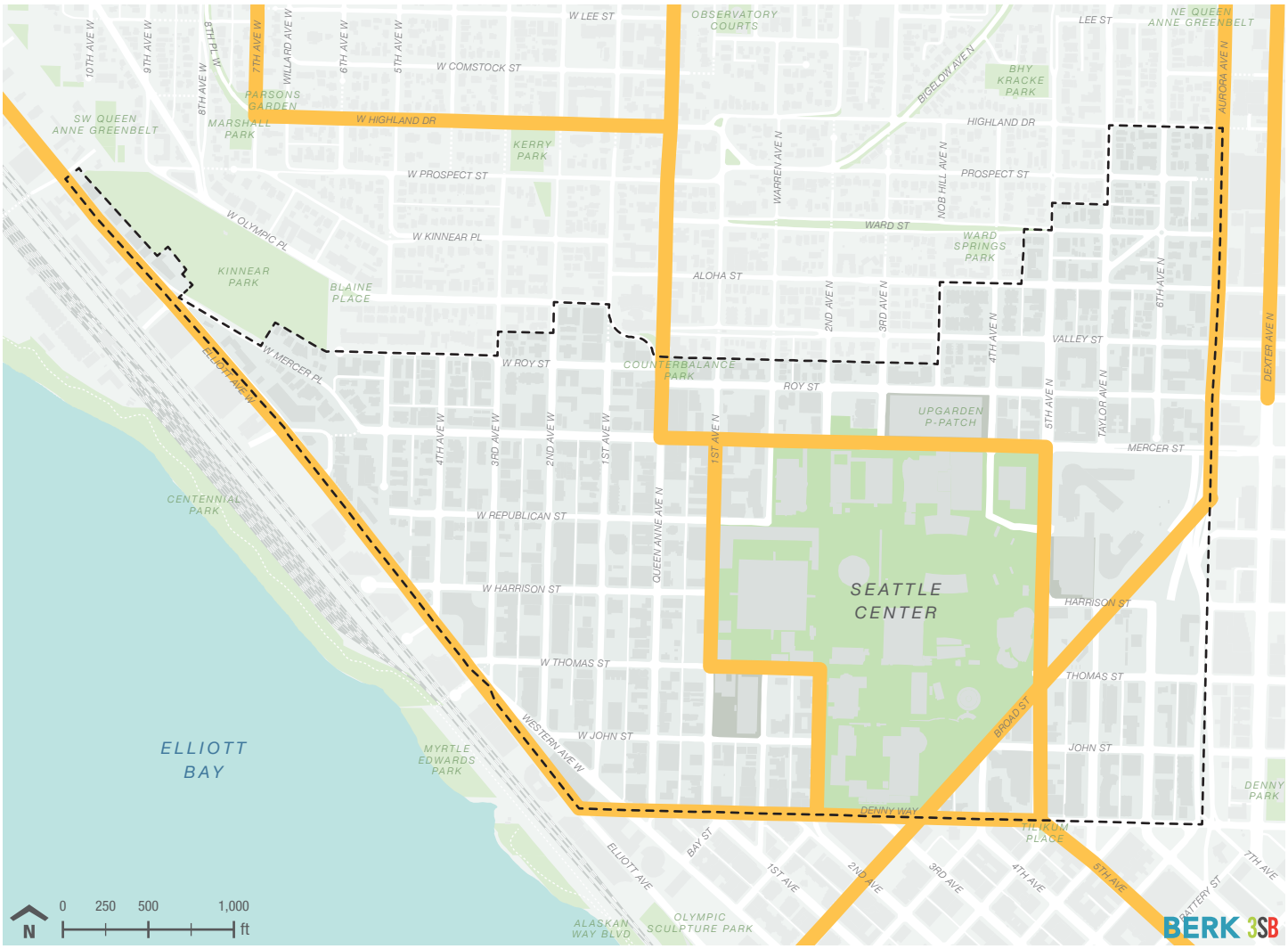



**Exhibit 1-8** Scenic Routes in Uptown Study Area

- Uptown Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)
- Scenic Route

*Source: City of Seattle, BERK Consulting 2016*

Anne Avenue and Mercer Street (south) Alternative 2 would have a greater impact than Alternatives 1 and 3. At Queen Anne Avenue and Mercer Street (south) Alternative 2 assumes greater growth and therefore more development than Alternative 1. Alternative 3 growth levels can be accommodated on fewer sites than Alternatives 1 and 2 given the greater heights allowed.

- Alternative 3 would be the only alternative to moderately impact views of the Space Needle from Bhy Kracke Park.
- Seattle Center and Counterbalance Park would be subject to shadows of moderate to high impact respectively under Alternatives 2 and 3. Kinnear Place would have a moderate impact in terms of shade and shadows under all alternatives.

**Exhibit 1–9** Summary of Aesthetic and Urban Design Impacts

| | Exhibits | Alt 1 No Action | Alt 2 Mid-Rise | Alt 3 High-Rise |
|---|---|---|---|---|
| **Street-Level Views (SMC 25.05.675.P.2a. significant natural and human-made feature: downtown skyline, Puget Sound, scenic routes)** | | | | |
| *Queen Anne Avenue and Mercer Street (South)* | *Exhibit 3.4–15 to Exhibit 3.4–18 (page 3.118)* | ○ | ◐ | ○ |
| *Mercer Street and Warren Avenue (East)* | *Exhibit 3.4–19 to Exhibit 3.4–22 (page 3.120)* | ○ | ◐ | ◐ |
| *5th Avenue and Mercer Street (West)* | *Exhibit 3.4–23 to Exhibit 3.4–26 (page 3.122)* | ○ | ◐ | ◐ |
| *Mercer Street and 5th Avenue (South)* | *Exhibit 3.4–27 to Exhibit 3.4–30 (page 3.124)* | ◐ | ● | ● |
| *Thomas Street and Aurora Avenue (West)* | *Exhibit 3.4–31 to Exhibit 3.4–34 (page 3.126)* | ○ | ○ | ○ |
| **Protected Space Needle Views (SMC 25.05.675.P.2c public views of Space Needle from public places)** | | | | |
| *Bhy Kracke Park* | *Exhibit 3.4–35 to Exhibit 3.4–38 (page 3.130)* | ○ | ○ | ◐ |
| *Kerry Park* | *Exhibit 3.4–39 to Exhibit 3.4–42 (page 3.132)* | ○ | ○ | ○ |
| *Myrtle Edwards Park* | *Exhibit 3.4–43 to Exhibit 3.4–46 (page 3.134)* | ○ | ○ | ○ |
| *Olympic Sculpture Park* | *Exhibit 3.4–47 to Exhibit 3.4–50 (page 3.136)* | ○ | ○ | ○ |
| **Shading and Shadows (SMC 25.05.675.Q2.a shadows on publicly owned parks)** | | | | |
| *Seattle Center* | *Exhibit 3.4–59, Exhibit 3.4–62, and Exhibit 3.4–65* | ○ | ◐ | ● |
| *Counterbalance Park* | *Exhibit 3.4–60, Exhibit 3.4–63, and Exhibit 3.4–66* | ◐ | ◐ | ● |
| *Kinnear Park* | | ○ | ○ | ○ |
| *Kinnear Place* | *Exhibit 3.4–61 and Exhibit 3.4–64* | ◐ | ◐ | ◐ |
| *Myrtle Edwards Park* | | ○ | ○ | ○ |

○ *Consistent with policies for public view protection and shadows on public spaces*

◐ *Partially consistent with policies for public view protection and shadows on public spaces (e.g., limited view obstruction, increased blockage of a partially-obstructed view, partial site shading, etc.)*

● *Inconsistent with policies for public view protection and shadows on public spaces*

## What are some solutions or mitigation for the impacts?

Aesthetic and urban design impacts could be mitigated by a combination of adopted or amended development and design standards addressing ground level and upper story setbacks, street level pedestrian treatments, streetscape and landscaping and other standards. Project-level studies of shade and shadows near parks or public spaces could be conducted to determine appropriate conditions related to height and bulk.

## With mitigation, what is the ultimate outcome?

Under all alternatives, increased development in the Uptown study area would have the effect of creating a more urban character and more intensive development pattern, and public spaces would experience increased shading from taller buildings. More intense development in the study area would affect neighborhood character in Uptown, particularly under Alternative 3. Counterbalance Park and Kinnear Place Park would experience increased shading conditions, particularly under Alternative 3.

With the incorporation of proposed mitigation, all alternatives would be consistent with the City's policies in SMC 25.05.675P and Q regarding protection of public views and shading of public parks and open spaces. Thus, based on thresholds of significance and proposed mitigation, no significant unavoidable adverse impacts are identified.

Under all alternatives, some private territorial views could change as a result of increased development and building heights and some persons may consider a change in their view to be a significant adverse aesthetic impact. City view protection policies focus on public views. The City attempts to address public and private views generally through height and bulk controls.

*Looking up the Counterbalance on Queen Anne Avenue*

## HISTORIC AND CULTURAL RESOURCES

### How did we analyze Historic and Cultural Resources?

This Draft EIS addresses two main types of historic and cultural resources: (1) historic properties; and (2) recorded and potential archaeological resources. The EIS consultant team conducted research to identify recorded historic and cultural resources located within the Uptown Urban Center. Research focused on collecting and summarizing data on previously recorded resources, and it did not include fieldwork or evaluation of recorded resources.

### What impacts did we identify?

All alternatives could affect established or potential historic register properties, districts, or landmarks. For above-ground resources, potential impacts may result from rezoning that encourages visual changes to established register properties or potentially register eligible properties or districts, or demolition of potential landmark or register sites. Redevelopment around historic properties could also change the visual context of historic resources, affecting both the locations where a resource may be viewed from and the setting, which can affect the eligibility of a structure. Rezoning may also encourage preservation efforts and the nomination of historic properties, districts, or landmarks.

Several redevelopment projects are expected within the Uptown area in the future with or without the rezone. Properties currently identified for redevelopment include three register-listed structures: Wilson Machine Works, Memorial Stadium, and Sheet Metal Works and Roof Company. Depending on how these properties are redeveloped (e.g., if the structures are demolished or incorporated into a new building design), impacts could be significant.

A statewide predictive model classifies the Uptown area as moderate to very high risk for containing Precontact archaeological sites. Any ground disturbance has the potential for significant, irreversible impacts to below-ground cultural resources because of damage, destruction, or loss of integrity.

## What is different between the alternatives?

Compared to Alternative 1 No Action, increases in allowable heights under Alternative 2 Mid-Rise and Alternative 3 High-Rise would have the potential to impact more eligible or potentially-eligible historic properties in and around the Uptown area, as viewsheds and neighborhood character, particularly of the residential blocks, are affected by a changing skyline.

Increased height limits may incentivize the demolition of register-listed or potentially-eligible properties in an effort to increase density and commercial development in the Uptown Study Area. Similarly, increased height limits may promote development that could adversely impact the character of adjacent and nearby landmarks, register listed properties, and potentially register eligible properties. For example, under Alternative 2 Mid-Rise, the height limits of several blocks that include register-listed buildings are proposed to be raised 20 to 45 feet, potentially altering some characteristics that make those properties eligible.

Under Alternative 3 High-Rise, the height limits of several blocks that include register-listed buildings are proposed to be raised substantially, potentially altering some characteristics that make those properties eligible. In addition to impacts described for Alternative 2, Alternative 3 could also affect the Queen Anne Post Office, where height limits would increase from 65 feet to 160 feet. One of the characteristics of this building that makes it eligible is how its architecture and landscaping was designed to blend with Seattle Center on the opposite side of 1st Avenue N. If the height limits are increased, buildings that extend 95 feet over the existing Post Office have the potential to diminish those characteristics.

Increases in height allowances also have the potential to impact more eligible or potentially-eligible historic properties in and around the Uptown area (see Exhibit 3.5–7 on page 3.187), as viewsheds and neighborhood character, particularly of the residential blocks, are affected by a changing skyline. As described in Section 3.1 Land Use, floor area ratio (FAR) limits on buildings coupled with the distance to the Center itself, may reduce impacts to register listed or potentially-register listed properties from significant to low or moderate.

## What are some solutions or mitigation for the impacts?

Solutions or mitigation for impacts to above-ground historic properties resulting from redevelopment under any of the alternatives may include going through the Certificate of Approval (COA) process for Seattle City Landmark buildings, construction of new buildings in keeping with the neighborhood's architectural character to reduce visual impacts, and Landmark eligibility review for those buildings that meet the minimum threshold for consideration.

Additional mitigation could include establishing a process for identifying and nominating structures for Landmark listing for projects that fall under established SEPA review thresholds. This would ensure that any structure that is subject to demolition has been assessed for Landmark eligibility and allow opportunity to identify appropriate mitigation before demolition occurs.

Implementation of UDF recommendations to preserve landmarks through transfer of development rights would help avoid impacts.

Solutions or mitigation for identified, protected below-ground resources may include archaeological excavation, interpretive panels, or public education.

## With mitigation, what is the ultimate outcome?

Both Alternatives 2 and 3 establish height increases and other zoning changes that could result in significant unavoidable adverse impacts to above-ground historic properties. These adverse impacts would occur if redevelopment substantially impacts the character of an adjacent designated landmark, or if the development alters the setting of the landmark, and the setting is a key component of that landmark's eligibility. Redevelopment of potential landmarks could be a significant impact if the regulatory process governing the development does not require a consideration of that structure's eligibility as a Seattle City Landmark such as those projects under SEPA thresholds. If mitigation requiring assessment of these structures were implemented, this impact could be avoided.

A significant impact may result from development of a site when that development does not require an assessment of below-ground cultural resources. However, it is assumed that any impact to a

below-ground cultural resource would occur during construction and would be mitigated during the construction phase. Thus, significant unavoidable adverse impacts to below-ground cultural resources are considered unlikely.

## TRANSPORTATION

*RapidRide Bus*

### How did we analyze Transportation?

Future transportation was evaluated for all modes of transportation across screenlines throughout the study area. Screenlines are theoretical lines across multiple transportation facilities where trips can be measured and compared. Additionally, operations on key corridors, specifically travel times, were evaluated including the Mercer Street and the Queen Anne / 1st Avenue couplet. To forecast and test different land use alternatives, the citywide 2035 travel demand model was employed, testing the medium and high land use compared to No Action. As an option, High Capacity Transit in the form of two new light rail stations as proposed in the Sound Transit 3 long-range plan, were tested in Uptown assuming higher access to transit.

### What impacts did we identify?

Each action alternative increases overall trips and specifically increases number of resulting vehicular trips as compared to the no action alternative. Within the draft Comprehensive Plan Transportation Element for the Uptown neighborhood, the current proportion (mode split) of work related trips that are other than driving alone are currently 48 percent. The target for 2035 is identified as 60 percent, which this rezone would meet for all alternatives. The mode split for non-work-related, other than driving trips is currently 82 percent and the 2035 goal is 85 percent. It is anticipated that non-work related trips will not meet this target in 2035, though high capacity transit serving the area may assist in increasing the non-SOV mode split in the future. A comparison of alternatives used in this study is found in Exhibit 3.6–17 on page 3.220.

### What is different between the alternatives?

From a transportation perspective, the alternatives generate different levels of trips, with the Alternative 3 High-Rise alternative generating

substantially higher total trips. Even with anticipated lower proportions (or mode split) of drive alone and carpool trips in the future as compared to current conditions, the number of total vehicle trips is expected to increase over current trips. The highest amount of vehicle trips is expected to be generated by the Alternative 3 High-Rise land use alternative. The analysis also included an assessment of new high capacity transit as proposed as part of the ST3 package. A new HCT alignment with two stations serving Uptown increases transit capacity, specifically for non-work trips.

Both Action Alternatives will result in some minor increase in vehicular trips and vehicle miles of travel on the network; however, screenlines will operate with adequate capacity and corridors will operate similar for all action cases in terms of travel time. Potential impacts are summarized in Exhibit 1–10.

## What are some solutions or mitigation for the impacts?

Anticipated increased transit service, and bicycle and pedestrian connections may further reduce the amount of drive alone and carpool trips in the area. New and emerging technologies to enhance shared use of transportation facilities including real-time information regarding on-street and off-street parking, Transportation Network Companies (TNCs), and parking regulations could also mitigate increased vehicle trips.

Mitigation measures that could be implemented to lessen the magnitude of the pedestrian, bicycle, transit, and parking impacts identified in the following sections. Although no significant auto impacts were identified for Alternatives 2 or 3 (as compared to Alternative 1 No Action) some of the mitigation strategies included here would help encourage use of non-SOV modes, reducing auto congestion.

## With mitigation, what is the ultimate outcome?

No significant unavoidable adverse impacts are anticipated. All future action alternatives will increase the number of drive alone vehicles and, as a consequence, increase vehicle miles travelled (VMT). A discussion of increased VMT is provided in the Air Quality analysis. Additionally, increased drive alone trips would likely result in increased number of private vehicles and as a result increased the demand for parking. However, the threshold of significance

**Exhibit 1–10** Summary of Transportation Impacts

| Standards | Alternative 1 No Action | Alternative 2 Mid-Rise | Alternative 3 High-Rise |
|---|---|---|---|
| **Trip Generation** | As compared to existing conditions, person trips nearly double | As compared to No Action, person trips increases less than 5% | As compared to No Action, person trips increases less than 10% |
| **Mode Split** | As compared to existing conditions, mode split dramatically changes with drive alone trips halved | As compared to No Action, mode split is similar with no new Light Rail Stations<br>New Light rail stations would increase the transit mode by almost 10% | As compared to No Action, mode split is similar with no new Light Rail Stations<br>New Light rail stations would increase the transit mode by 10% |
| **Screenlines** | Overall screenlines operate within the volume to capacity criteria. | Overall screenlines operate within the volume to capacity criteria. | Overall screenlines operate within the volume to capacity criteria. |
| **Corridors** | Overall congestion on key corridors increases on Mercer Street by 4 minutes as compared to Existing<br>Congestion on the Queen Anne (southbound) and 1st Avenue (Northbound) corridors increase by 2.5 minutes and less than a minute, respectively, as compared to existing | As compared to No Action, Congestion is expected to increase only slightly—less than a minute for each corridor. | As compared to No Action, Congestion is expected to increase only slightly—less than a minute for each corridor |
| **Parking** | As compared to existing, the No Action Alternative is anticipated to increase weekday hourly parking demand by an average of 3% | As compare to No Action, weekday hourly parking demand is expected to increase by 1% or less | As compared to No Action, weekday hourly parking is expected to increase by 3% or less |

*Source: City of Seattle, 2016*

is based on the percentage change from Alternative 1 screenline results. Both Action Alternatives will result in some minor increase in vehicular trips and VMT on the network; however, screenlines will operate with adequate capacity and corridors will operate similar for all action cases. Adequate parking capacity exists to accommodate future anticipated demand for all alternatives.

*Cycling Instead of Driving Helps Reduce GHG Emissions*

## GREENHOUSE GAS EMISSIONS

### How did we analyze Greenhouse Gas Emissions?

GHG emissions were estimated for operations associated with future development under the Uptown Rezone Alternatives resulting from changes in vehicle travel of residents and employees, increased electrical and natural gas usage, and solid waste generation. GHG emissions from vehicle travel were calculated based on estimated increases in vehicle miles travelled (VMT) predicted in the transportation analysis (Section 3.6 Transportation) and emission factors reflecting future improvements to the vehicle fleet.

The growth in square footage and number of households was used to forecast 2035 energy GHG emissions using the CalEEMod land use model (version 2013.2.2). This model is recognized by the Washington State Department of Ecology as an estimation tool (Washington State Department of Ecology, 2011). These emissions were then adjusted to account for increased efficiency implemented through performance requirements fostered by the *City of Seattle 2013 Climate Action Plan (CAP)* (City of Seattle, 2013). Emissions from existing uses to be removed were also calculated. The increase in residents and employees under each alternative was used to estimate emissions from the increase in solid waste generation using waste generation rates and existing and future diversion rates published in the technical appendix to the 2013 CAP.

### What impacts did we identify?

Greenhouse Gas (GHG) emissions related to transportation and land uses under the Uptown Rezone Alternatives would combine with emissions across the state, country, and planet to cumulatively contribute to global climate change. Transportation systems contribute to climate change primarily through the emissions of certain greenhouse gases (carbon dioxide ($CO_2$), methane ($CH_4$), and nitrous oxide ($N_2O$)) from nonrenewable energy (primarily gasoline and diesel fuels) used to operate passenger, commercial, and transit vehicles. Land use changes contribute to climate change through construction and operational use of electricity and natural gas, water demand, and waste production.

A potential impact is also identified with respect to consistency with applicable goals and policies of the City of Seattle Comprehensive Plan and 2013 CAP. Preeminent of these is the City's goal to reduce emissions of $CO_2$ and other climate-changing greenhouse gases in Seattle by 30 percent from 1990 levels by 2020, and become carbon neutral by 2050. While the City is well on its way to achieving the 2020 reduction goal, the goal of carbon neutrality by 2050 would require future development to be as efficient as possible.

The proposal and alternatives would support more efficient growth patterns, consistent with regional planning as well as the long-term planning goals of the City's Comprehensive Plan and 2013 CAP, which are expected to assist in controlling GHG emissions. The alternative would help Seattle achieve its goals for accommodating residential growth in areas that are well served by transit and within walking distance to a broad range of services and employment opportunities. However, because the proposal and alternatives would result in a net increase in GHG emissions generated in the Uptown area, mitigation measures implementing GHG reduction measures of the 2013 CAP are warranted to maintain consistency with the long-term planning goals.

## What is different between the alternatives?

While all three alternatives would have GHG-related impacts, the relative difference in the magnitude of these impacts is directly attributable to the density of growth. For example, Alternative 2 Mid-Rise would provide more residential units and more commercial space and hence accommodate more people. Therefore, the operational GHG emissions resulting from this alternative would be marginally greater than those of Alternative 1 No Action. Similarly, Alternative 3 High-Rise would provide more residential units and commercial space than either Alternatives 1 or 2.

As a component of net GHG emissions, Alternatives 2 and 3 are anticipated to increase transportation-related GHG emissions over Alternative 1 No Action. It should be noted that, with the increase in VMT, the pedestrian, bicycle, and transit mode share is projected to increase substantially as compared to the existing mode share, resulting in a lower auto mode share percentage as compared to existing conditions. Not considered in the quantification of GHG emissions is the fact that if growth accommodated in the proposal and alternatives were to be developed in other peripheral areas of

the city or region with fewer transit options, overall transportation-related GHG emissions would likely be far greater.

While Alternative 1 No Action would result in the smallest net increase in GHG emissions when compared to the Action Alternatives, it would contribute the least towards achieving goals and policy-driven actions related to supporting growth and development near existing and planned high capacity transit ("Complete Communities"). Growth that might otherwise be accommodated in Uptown would occur in other areas of the city or region where there are fewer jobs and services in close proximity. This suggests that there would be less progress towards reducing overall transportation-related GHG emissions.

## What are some solutions or mitigation for the impacts?

The alternatives would effectively implement Policy E15.3 of the City's Comprehensive Plan and policy-driven actions of the 2013 CAP related to creation of "Complete Communities." These policies and actions recognize the value of planning for the type and density of future housing and jobs as a way to reduce the need for future residents and workers to travel by automobile, thereby reducing transportation-related GHG emissions.

Future development under the alternatives would be implemented in compliance with the Seattle Energy Code which regulates the energy-use features of new and remodeled buildings, including requirements with respect to building envelopes for roofs, walls, and windows; heating, ventilation and air conditioning efficiency mandates; water heating equipment efficiency; the number and type of lighting fixtures and controls; and metering, plug load controls, transformers, motors, and renewable energy.

Other mitigation measures related to waste diversion, green building standards, and building demolition waste reduction are recommended to ensure consistency with the City's Comprehensive Plan and 2013 CAP.

## With mitigation, what is the ultimate outcome?

With identified mitigation, the proposal and alternatives would be consistent with GHG reduction and climate change planning in the City of Seattle, reducing the severity of the identified moderate

adverse impact. While the residual impact of all alternatives would still be a net increase in GHG emissions generated from growth and development in the Uptown area, the regional benefit of capturing development that might otherwise occur in other areas of the city or region would serve to offset these impacts. No significant unavoidable adverse impacts related to greenhouse gas emissions are anticipated.

## OPEN SPACE AND RECREATION

*Kinnear Park, Courtesy of Seattle Parks & Recreation*

### How did we analyze Open Space and Recreation?

EIS authors reviewed existing open space and recreation services provided to the study area by Seattle Parks and Recreation and other providers. The current level of service was evaluated based on the goals for open space and recreation in the City's Comprehensive Plan, noting that these are likely to change in the near future through Council review and adoption of the Executive's Seattle 2035 proposal. Planning documents addressing future open space and recreation services in the study area were also reviewed.

### What impacts did we identify?

The City's aspirational goals for distribution of open space and recreation facilities and for the number of community gardens per capita are currently not being met and have been addressed through proposed language in the Executive's Seattle 2035 proposal. Under all alternatives, more people would be impacted by the service area gaps and the number of community gardens per capita could decrease depending on actual redevelopment. The City's open space and recreational goals were aspirational in nature and failure to achieve them does not constitute a deficiency in service; they will be replaced by the proposed Parks and Open Space Element that recognizes that there are not many opportunities to acquire new land for open spaces because Seattle is already very developed and offers new strategies.

### What is different between the alternatives?

The total amount of open space within the study area exceeds the current Comprehensive Plan open space goals for Uptown under the growth envisioned in all alternatives.

While there is overall capacity within the open space and recreation system in the study area, the City is currently not meeting its Uptown targets for community gardens. (Urban Village Appendix, Figure A-2, current Comprehensive Plan) The amount of community gardens per capita decreases under the growth projections for all alternatives, with the greatest decreases under the Action Alternatives. In addition to population growth impacts, the Mercer Street Garage site is identified as a possible redevelopment site under all alternatives and is planned for redevelopment in the Seattle Center Century 21 Master Plan. Redevelopment of this site would likely result in the loss of UpGarden, the only community garden in Uptown, increasing the need for community gardens in the study area. There are currently no plans to create a new community garden in Uptown.

The City is not meeting its current Comprehensive Plan goals for distribution of open space in Uptown; however, these goals are proposed to be revised as part of Seattle 2035. As population grows in the study area, the gaps in Village Open Space service areas would affect a greater number of people. This would occur under all alternatives, but be more pronounced under the population increases anticipated under the Action Alternatives.

Under all alternatives, the proposed mobility measures would likely have positive impacts on open spaces and recreation such as increased pedestrian and bicyclist access to parks. Positive impacts would likely be greatest under the Action Alternatives. Street character improvements proposed under Alternatives 2 and 3 include landscaping and streetscape improvements that could increase the amount of small and linear open spaces, consistent with suggestions in the Uptown UDF.

## What are some solutions or mitigation for the impacts?

The following mitigation measures are recommended to have positive impacts on open space and recreation services in the study area:

- Consider developing new open space and recreational facilities to fill parks distribution gaps shown in Exhibit 3.8–3 on page 3.273 (see Section 3.8 Open Space and Recreation of this Draft EIS).

- Explore options for replacing the UpGarden community garden before the site is redeveloped, and consider developing one or more additional community gardens in Uptown.

### With mitigation, what is the ultimate outcome?

No significant unavoidable adverse impacts to open space and recreation services are anticipated.

## PUBLIC SERVICES

### Fire Protection

#### How did we analyze Fire Protection Services?

Fire and emergency medical services provided to the study area by the Seattle Fire Department were reviewed. The current level of service based on the Department's adopted response standards, which are described in the Seattle Fire Department 2014 Emergency Response Report, were evaluated. Also reviewed were Department plans that guide provision of fire and emergency medical services in the study area.

#### What impacts did we identify? What is different between the alternatives?

Population growth in the study area anticipated under all alternatives is expected to lead to an increased number of calls for emergency services. Growth would occur incrementally under all alternatives; as individual development projects are constructed.

There could be a slightly greater increase in demand for fire services under Alternative 2 compared to Alternative 1, and slightly greater increase in demand for fire services under Alternative 3 compared to Alternative 2.

#### What are some solutions or mitigation for the impacts?

The Seattle Fire Department would attempt to maintain response times consistent with current performance levels as the population grows in the study area. Over time, additional staffing and equipment may be required in order to maintain performance levels.

The following mitigation measures are anticipated to address potential impacts to fire services:

- All potential new development in the study area would be constructed in compliance with the City of Seattle Fire Code.
- The Seattle Department of Construction & Inspections provides the Seattle Fire Department with the opportunity to review plans for building construction.
- Ongoing City operational and capital facilities planning efforts are anticipated to address incremental increases and other changes in demand for fire services.
- A portion of the tax revenue generated from potential redevelopment in the study area would accrue to the City of Seattle and could be used to help fund fire services.

### With mitigation, what is the ultimate outcome?

No significant unavoidable adverse impacts to fire and emergency medical services were found.

## Law Enforcement

### How did we analyze Law Enforcement Services?

Law enforcement services provided to the study area by the Seattle Police Department were reviewed. The current level of service based on the Department's most recently adopted emergency response time target were evaluated per the Seattle Police Department 2008–2012 Neighborhood Staffing Plan. Also reviewed were Department plans that guide provision of law enforcement services in the study area.

### What impacts did we identify? What is different between the alternatives?

No significant impacts to law enforcement services were found related to the alternatives. The Department has identified existing needs to increase staffing and improve facilities and is currently working to accomplish these things through Departmental planning processes and the City's budgeting and capital facilities planning processes. Under all alternatives, the Department would continue these efforts and would work to achieve response times consistent with its performance standards.

### What are some solutions or mitigation for the impacts?

The following mitigation measures are anticipated to have positive impacts on law enforcement services in the study area:

- Ongoing Seattle Police Department processes to evaluate where to best focus its resources are anticipated to help address future changes in demand for police services in the study area.
- Ongoing City capital improvement planning and budgeting efforts are anticipated to address police facility needs, including potential needs for future improvements to the West Precinct station.
- A portion of the tax revenue generated from potential redevelopment in the study area would accrue to the City of Seattle and could be used to help fund police services.
- Crime Prevention Through Environmental Design (CPTED) measures could be used to help reduce criminal activity and calls for service, such as orienting buildings towards the street, providing public connections between buildings, and providing adequate lighting and visibility.

### With mitigation, what is the ultimate outcome?

No significant unavoidable adverse impacts to law enforcement services are anticipated.

## Schools

### How did we analyze School Services?

Existing school services provided to the study area by Seattle Public Schools and by nearby private schools were reviewed. Current levels of public school services were evaluated based on the District's most recently published student enrollment and school capacity projects, which are for year 2020 and take into account the educational specifications established in the District's Revised 2012 Facilities Master Plan. Also reviewed were the District planning information that addresses future school services in the study area.

### What impacts did we identify? What is different between the alternatives?

Population growth associated with the proposal could result in impacts on school capacity under all alternatives. The District

estimates enrollment projections based on a cohort survival model that does not explicitly include consideration of household growth and housing types, and for this reason it is not possible to quantitatively estimate the impact of study area population growth on future school capacity. There currently is a low proportion of school aged children and young adults in the study area; however, location of a school in the Urban Center could attract families. Growth in Uptown would likely result in incremental increases in the public school student population and associated incremental impacts on public schools. These incremental increases would allow the District to respond through ongoing capacity management planning. Significant impacts associated with the proposal are not anticipated.

#### What are some solutions or mitigation for the impacts?

The following mitigation measure is anticipated to address potential impacts to public school services:

- Ongoing Seattle Public Schools capital facilities management planning is anticipated to be sufficient to address increases in student population.

#### With mitigation, what is the ultimate outcome?

No significant unavoidable adverse impacts to public schools services were identified.

## UTILITIES

### How did we analyze Utilities?

Baseline information on utilities systems was obtained through a review of geographic information system (GIS) data and relevant utility provider plans. Additional information on utilities systems was obtained through interviews with representatives of utility providers.

For utilities, impacts were assessed based on the potential for localized or widespread increases in demand to affect service levels. For this analysis, significant impacts were identified if any of the alternatives would result in either of these conditions:

- Inconsistency with utility system planned growth and capital plans.

- Potential to require major new projects or initiatives for utility system upgrades to accommodate redevelopment.

## Wastewater

### What impacts did we identify?

The growth in residential and employment population could result in greater demands on the local wastewater collection system and on the downstream conveyance and treatment facilities. Although there would be a greater overall need for wastewater facility capacity with increased density, new development can reduce per-capita demand, as newer, low- or no-flow plumbing fixtures and equipment replaces older, less efficient, installations.

While there would be increased demand on the wastewater system under any of the alternatives, existing plans and programs are in place to identify and implement projects to address system capacity issues and to incorporate improvements and repairs in association with major redevelopment and projects. As a result of ongoing planning and programs, increased demand for wastewater service under any of the alternatives is not considered a significant impact.

### What is different between the alternatives?

The growth in residential and employment population would increase the demand for wastewater services under any of the alternatives. While all three alternatives would have wastewater-related impacts, the relative difference in the magnitude of these impacts is directly attributable to the amount of growth. Of the two Action Alternatives, Alternative 3 would generate the most demand. Therefore, the utilities-related impacts would be marginally greater than those of Alternative 2. Because of ongoing planning and programs to address system capacity issues, increased demand for wastewater service under any of the alternatives is not considered a significant impact.

### What are some solutions or mitigation for the impacts?

Future development under any of the alternatives would be implemented in compliance with the City of Seattle Stormwater Code (2016 Stormwater Code and Manual), which require redeveloped sites that discharge to the combined sewer system

to provide on-site stormwater management. These methods help control peak rates of stormwater through the combined system.

Developer sewer improvements would be required to demonstrate that the downstream system has sufficient capacity for additional flow. Some parts of the Uptown area are served by sewers that are less than 12-inch diameter. These areas are likely at or near their capacity and downstream pipes from new development would have to be upgraded to a minimum 12-inch diameter. Redevelopments may also reduce per-capita sewer demand, as newer, low- or no-flow plumbing fixtures and equipment replaces older, less efficient, installations. These practices would help reduce the overall impact to the wastewater system.

SPU regularly plans and improvements projects as needed as part of the City's 6-year Capital Improvement Program (CIP) process. Through the CIP, SPU identifies candidate capital projects which the City implements independent of private development. SPU uses a hydrologic/hydraulic model and an asset management system to plan for development and address capacity constraints.

Other mitigation measures include water conservation measures implemented as part of redevelopment projects (use of newer, low- or no-flow plumbing fixtures and equipment) and may reduce per-capita water demand (and therefore, wastewater service demand).

### With mitigation, what is the ultimate outcome?

With identified mitigation, no significant unavoidable adverse impacts on wastewater systems are anticipated. The studied alternatives are consistent with the utility system planned growth and no major upgrades are anticipated to be needed to serve the alternative levels of development.

## Stormwater

### What impacts did we identify?

As redevelopment occurs under all alternatives, the amount of stormwater runoff generated on the projected development sites would increase as compared to existing conditions. Increases in peak flow and total runoff would create increased demand on the combined system and drainage system. As a result of City of Seattle requirements for on-site stormwater management, given that the

existing development sites most likely do not provide detention, it is expected that there would be a reduction in uncontrolled runoff in the Uptown area under all of the alternatives where new construction is anticipated in the future.

Under all scenarios, including Alternative 1 No Action, implementation of on-site stormwater management and continuation of retrofit incentives would continue to reduce adverse impacts on both the combined sewer system and the drainage system. No significant adverse location-specific impacting conditions were identified in this review.

### What is different between the alternatives?

Potential impacts of future, specific development proposals on the stormwater system would be addressed through implementation of the regulations and project specific environmental review as appropriate. As sites redevelop, implementation of on-site stormwater management required under the Stormwater Code would continue to reduce adverse impacts that would otherwise occur under existing conditions. There would potentially be less redevelopment and less implementation of on-site stormwater management under Alternative 1 No Action. Both Alternative 2 Mid-Rise and Alternative 3 High-Rise would reduce adverse impacts that would otherwise occur under existing conditions through implementation of on-site stormwater management. Of the two Action Alternatives, redevelopment under Alternative 3 would likely affect more sites with uncontrolled runoff.

### What are some solutions or mitigation for the impacts?

New development in the study area would be required to meet the *2016 Seattle Stormwater Code and Manual*. Current code requires new development and redevelopment to mitigate new impervious surfaces and pollution generating surfaces with flow control and/or water quality treatment. On-site stormwater management and detention requirements help control peak rates of stormwater through the local combined sewer system, reducing the potential for street flooding from the local collector pipes. Redevelopment that replaces existing impervious surface and provides flow control can reduce runoff rates even below current levels. New development that complies with these regulations, standards, and practices would help reduce the overall impact to the drainage system.

### With mitigation, what is the ultimate outcome?

No significant unavoidable adverse impacts on the stormwater system are anticipated. New development allowed under any studied alternative would be required to meet City stormwater codes that would offer improved stormwater management over existing conditions.

*Seattle Center Fountain*

## Water

### What impacts did we identify?

The growth in residential and employment population could result in greater water system demands. Redevelopments may reduce per-capita water demand when newer, low- or no-flow plumbing fixtures and equipment replaces older, less efficient, installations, but overall system demands would still increase under all alternatives.

Fire suppression is currently adequate within the Uptown area, but additional demand on the system could prevent water mains from producing adequate fire suppression in the future. If new development requires a higher level of fire suppression, these pipes may need to be upsized. Similarly, if new development causes water pressure levels to fall below SPU's regulatory required minimum, upgrades may be needed.

Through their water forecasting, asset management framework, and CIP, SPU employs a variety of strategies that allow them to anticipate and adjust to changing demands. SPU updates their hydraulic model in congruence with their Water System Plan to determine exact upsizing and necessary improvements required to serve the forecasted population and land use. While some capacity upgrades would likely be required under all alternatives, no major new projects or initiatives to accommodate redevelopment are anticipated. As a result, no significant adverse impacts have been identified for any of the alternatives.

### What is different between the alternatives?

While all three alternatives would increase water system and fire flow demand, the relative differences in the magnitude of these impacts is directly attributable to the amount of growth. Of the two Action Alternatives, Alternative 3 High-Rise would generate the

most demand. Therefore, the water system related impacts, and potential need for capacity improvements, would be marginally greater than those of Alternative 2. Because of ongoing planning and programs to address system capacity issues, increased demand for water service under any of the alternatives is not considered a significant impact.

### What are some solutions or mitigation for the impacts?

SPU design standards indicate that fire flow is determined based on the City's Fire Code and considered when issuing Water Availability Certificates. SPU will determine availability of services at the time of development (i.e. Certificates of Availability). SPU uses a hydraulic network model to evaluate capacity and make a determination of water availability. If there is a gap between what the existing system can provide and what a development needs, the developer is required to upgrade the existing system to meet demand. Upgrades may include replacing existing water mains when the existing system does not have sufficient fire flow capacity and/or the water mains are not sufficiently sized for the domestic and/or fire services needed for the development. Developers may also be required to install a fire hydrant. New development and redevelopment is required by the plumbing code to include efficient plumbing fixtures. This requirement would reduce the overall impact to water demand resulting from the proposed alternatives.

Other mitigation measures include water conservation measures that may be implemented to reduce per-capita water demand, such as newer, low- or no-flow plumbing fixtures and equipment. Also, reuse measures such as collection and re-use of stormwater for non-potable uses (irrigation, toilet flushing, mechanical make up water, etc.) would reduce demand on the public water supply.

### With mitigation, what is the ultimate outcome?

With mitigation measures to assure adequate facilities at the time of development, no significant unavoidable adverse impacts on the water supply system are anticipated.

## Electric Power

### What impacts did we identify?

Under all alternatives, including the No Action Alternative, future growth and development would increase demand for electrical energy. With the completion of the Denny Substation project, the existing Broad Street Substation and transmission infrastructure is expected to meet future needs through 2035.

Under any alternative, the local distribution system may need improvements or reconfiguration to meet future growth needs. Specific improvements would be addressed on a project by project basis. No significant adverse impacts have been identified for any of the alternatives.

### What is different between the alternatives?

The growth in residential and employment population would increase the demand on the electric power system under any of the alternatives. While all three alternatives would have wastewater-related impacts, the relative difference in the magnitude of these impacts is directly attributable to the amount of growth. Of the two Action Alternatives, Alternative 3 High Rise would generate the most demand. Therefore, impacts would be marginally greater than those of Alternative 2 Mid-Rise. Because of recent upgrades at the Broad Street Substation, and ongoing planning and programs to address system capacity issues, increased demand for electric power service under any of the alternatives is not considered a significant impact.

### What are some solutions or mitigation for the impacts?

Seattle's commercial and residential energy codes are some of the most advanced in the country. They set a baseline for energy efficiency in new construction and substantial alterations.

In 2017, Seattle City Light will complete deployment of Advanced Meter Infrastructure to replace the existing manually read analog meters. Advanced Metering will give customers the option of seeing their energy use in near-real time. Not only can this help control energy use, it may be able to help customers identify problems with their electrical system, such as a malfunctioning

electric water heater, that would only show up when they received an unusually high bill.

The Energy Benchmarking and Reporting Program adopted in 2010 and administered by the City's Office of Sustainability & Environment, requires owners of non-residential and multifamily buildings (20,000 square feet or larger) to track energy performance and annually report to the City of Seattle. This allows building owners to understand and better manage their building's energy usage.

Seattle City Light's *Six-Year Strategic Business Plan* (updated every two years) and state-mandated Integrated Resource Plan (updated every two years) provides the utility the capacity to establish a roadmap for insuring adequate retail revenue, and necessary physical infrastructure and energy resources to meet the City's demand due to projected economic or population growth.

Other mitigation measures to reduce impacts may include the installation of photovoltaic and other local generating technologies, construction of LEED compliant (or similar ranking system) buildings, and the use of passive systems and modern power saving units would reduce the use of power in building heating and cooling.

### With mitigation, what is the ultimate outcome?

With mitigation measures to reduce electric power demand, no significant unavoidable adverse impacts on the electrical system are anticipated. Recent SCL investments in the power system are anticipated to meet growth needs through 2035 addressing the level of growth under all studied alternatives.

« intentionally blank »

# CHAPTER TWO / Alternatives

## 2.1 PURPOSE AND INTRODUCTION

The City of Seattle has developed an urban village strategy in its Comprehensive Plan to promote sustainable housing and employment growth with quality services and amenities. The strategy includes a hierarchy of village types:

- Urban centers
- Manufacturing/industrial centers
- Hub urban villages
- Residential urban villages

The Uptown neighborhood is designated an urban center, which means it is one of the densest Seattle neighborhoods, and serves as both a regional center and as a neighborhood with diverse mixes of uses, housing, and employment. (City of Seattle, 2015a) Uptown is also a cultural center for the whole of Seattle: Seattle Center is the city's top tourist attraction offering arts, culture, sporting, and festival attractions and events. Over 12,000 events are held annually at Seattle Center.

Currently, Uptown contains nearly 15,000 jobs and 9,400 residents housed in about 7,000 dwellings. Under current plans and zoning, households would increase by 44 percent and jobs by 17 percent by 2035.

Anticipating expected growth, the Uptown Urban Design Framework (UDF) sets forth a community vision for the neighborhood character and urban form that would take shape as Uptown grows. The vision includes:

- Affordable housing
- A multimodal transportation system
- Community amenities (community center, new schools, open space)
- An arts and culture hub
- A strong retail core
- A welcoming urban gateway to Seattle Center

The UDF recommendations include developing Uptown rezone legislation, which could change building heights and development standards to advance community goals.

This Chapter presents the Uptown rezone alternatives evaluated in this Draft Environmental Impact Statement (Draft EIS). The three alternatives are:

- **Alternative 1 No Action:** Continue current zoning and associated height limits. This is a required alternative under the State Environmental Policy Act (SEPA).
- **Alternative 2 Mid-Rise:** Rezone Uptown to allow moderate height increases subject to mandatory affordable housing, while adding design and development standards.
- **Alternative 3 High-Rise:** Rezone Uptown to allow greater height increases with mandatory affordable housing, and add design and development standards.

Alternative 1 No Action retains current zoning, largely consisting of Neighborhood Commercial 3 (NC3) with smaller areas of NC2, Low-rise 3 and Low-rise 3-Residential Commercial (LR3 and LR3-RC), Midrise (MR), Commercial 1 (C1), Commercial 2 (C2), and Seattle Mixed (SM). Alternatives 2 and 3 consider rezoning the Uptown Urban Center to a customized SM zone replacing the full range of MR, NC, and C zones. In areas zoned LR, options include one or more of the following: amending the LR3/LR3-RC zone standards, rezoning to MR, or rezoning to SM.

These alternatives are intended to support:

- Implementation of the **Seattle Comprehensive Plan**.
- Implementation of the **Queen Anne Plan vision**, June 1998, that applies to the study area. The neighborhood plan encourages varied housing opportunities, walking and bicycling, convenient access by transit and car, vital commercial areas, and a vibrant Seattle Center.
- Implementation of an Uptown-specific vision and urban design concept expressed in the **Uptown UDF** to create an active and dynamic neighborhood.
- The Mayor's **housing affordability and livability** initiatives.
- Opportunities for **redevelopment** throughout neighborhood, including the Northeast Quadrant of the Seattle Center.
- Creation of the **Uptown Arts and Culture District** along the Mercer/Roy corridor and its intersect with Queen Anne Avenue N and 1st Avenue N.
- Greater **transportation mobility** by advancing planned bus corridors and transit stations, reconnecting the street grid, and improving the bicycle network.

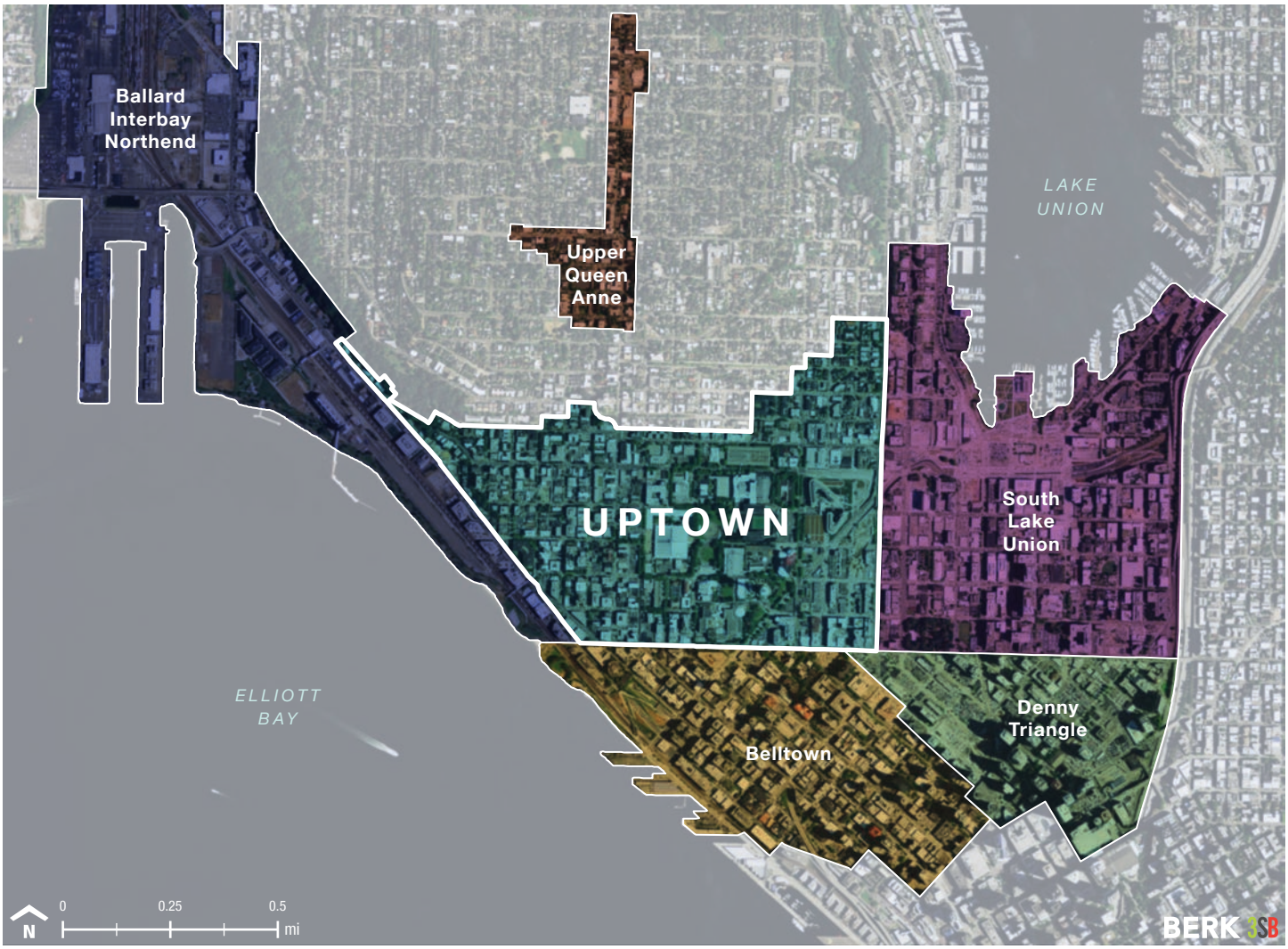



**Exhibit 2-1** Uptown Study Area and Adjacent Neighborhoods

- Ballard-Interbay Northend
- Belltown
- Denny Triangle
- South Lake Union
- Upper Queen Anne
- Uptown

*Source: Google Earth, BERK Consulting 2016*

## 2.2 DESCRIPTION OF THE STUDY AREA

The Uptown Urban Center is approximately 297 gross acres in size and encompasses the Seattle Center. Uptown lies adjacent to the Queen Anne neighborhood to the north, South Lake Union to the east, Belltown to the south, and Ballard-Interbay-Northend (Elliott Avenue) to the west. See Exhibit 2-1.

# 2.3 OBJECTIVES AND ALTERNATIVES

## PROPOSAL OBJECTIVES

The objective of the Uptown Urban Center Rezone Proposal is to implement the Seattle Comprehensive Plan. Each alternative is evaluated in terms of this objective and related objectives below.

### Related Objectivs

- Implement the Seattle Comprehensive Plan, Queen Anne Neighborhood Plan, and the UDF recommendations for Uptown.
- Accommodate planned growth.
- Increase housing diversity and the availability of affordable housing provided through private development.
- Create neighborhood-specific design standards.
- Create a residential, commercial, and cultural center reflecting a broad constituency in the neighborhood, including traditionally underrepresented populations.
- Improve connectivity around Uptown.
- Encourage community improvements through planning and capital investment efforts in the area.
- Physically and culturally integrate Seattle Center with the surrounding neighborhood.
- Promote business district health and development including support for local businesses year round.
- Encourage employment to bring people to the neighborhood during the day.
- Promote living and working without a car.
- Create a vibrant and safe public environment.

## DESCRIPTION OF ALTERNATIVES

### Alternatives Overview

As described in the Purpose and Introduction above, Alternative 1 No Action would retain current zoning and associated building heights. Alternatives 2 and 3 would amend the Uptown area zoning districts, building heights, and associated design and development standards to accommodate projected growth and realize public

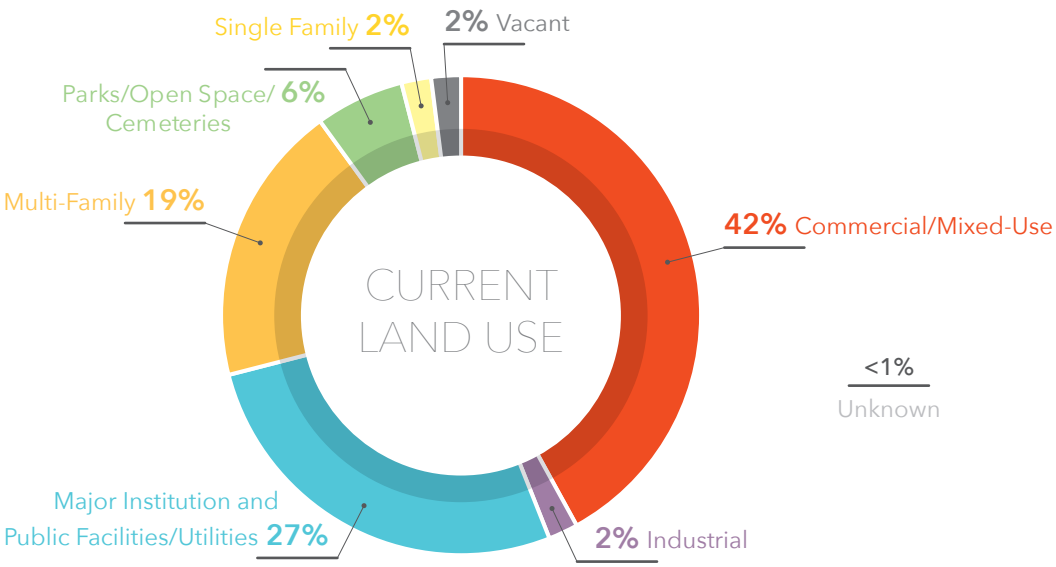
benefits such as affordable housing. These zoning changes may result in different levels of growth and redevelopment in the neighborhood, and different support for transportation mobility.

## Land Use, Zoning, and Heights

### *Current Land Use*

The Uptown Urban Center is largely developed with commercial and mixed uses, and multifamily residential; it contains a small amount of single-family residential, industrial, and vacant land. See Exhibit 2–2.

**Exhibit 2–2** Current Land Use




*Source: King County Assessor, City of Seattle, BERK Consulting 2016*

### *Future Land Use*

The Comprehensive Plan Future Land Use map identifies the Urban Center designation including various commercial and mixed uses and multifamily residential areas. See Exhibit 2–3.

The City is proposing to update its Future Land Use Map with its Comprehensive Plan Update due for adoption in 2016. If approved, the entire study area would be designated "Urban Center."

Any of the studied alternatives would implement the City's Comprehensive Plan Future Land Use Map and intent for a dense Urban Center.

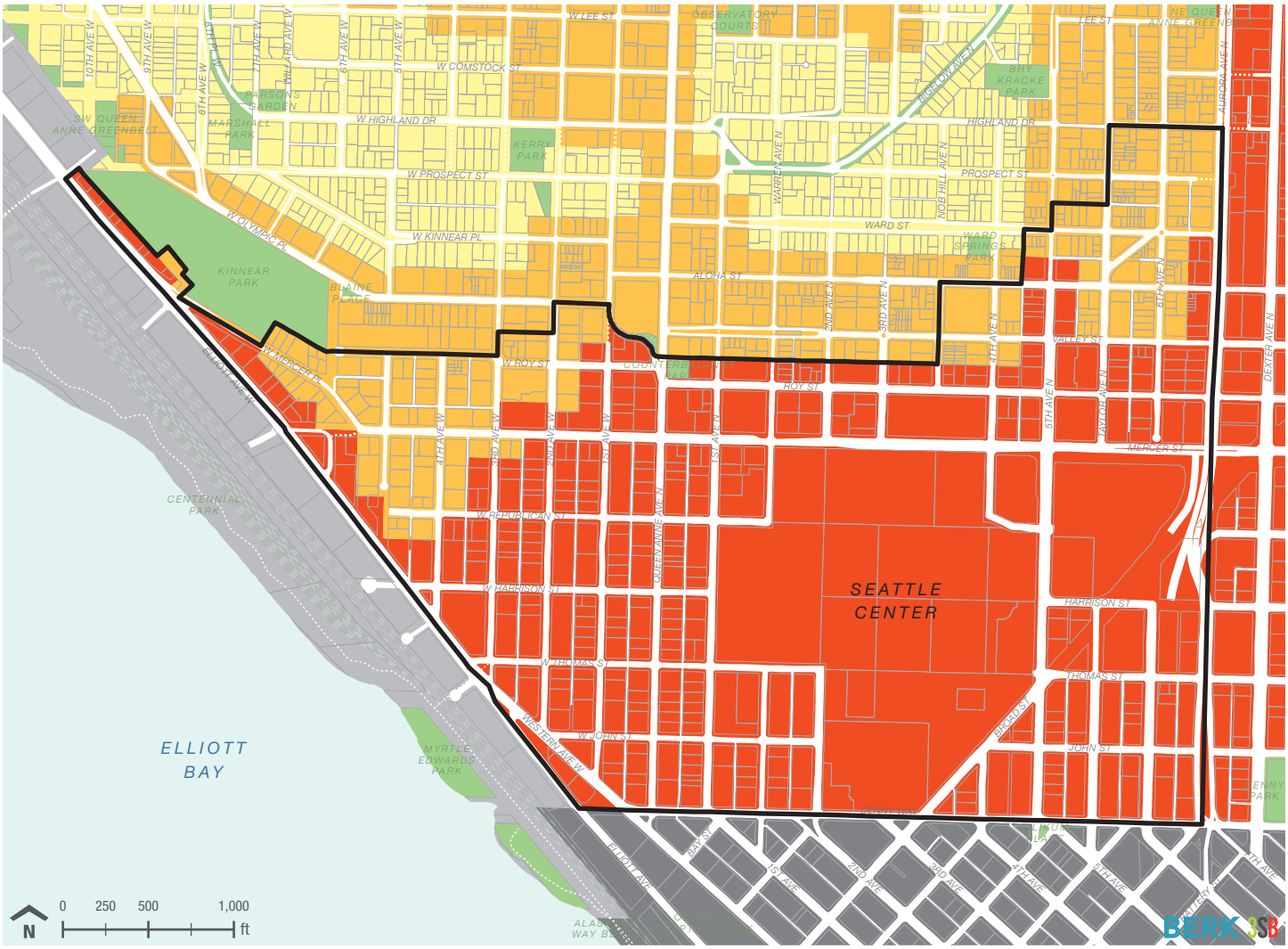



**Exhibit 2–3** Future Land Use Map, 2015

Uptown Urban Center Boundary

**Current Land Uses**

- City-Owned Open Space
- Single Family Residential Areas
- Multi-Family Residential Areas
- Commercial/Mixed-Use
- Downtown Areas
- Industrial Areas

*Source: City of Seattle, BERK Consulting 2015*

### *Zoning*

Alternative 1 No Action zoning in the study area is predominantly NC3. See Exhibit 2–4 on the following page. NC3 promotes larger pedestrian-oriented shopping areas for the neighborhood and citywide customers. A small pocket of NC2 intended for moderate-sized pedestrian-oriented retail is found along 5th Avenue N at Aloha Street.

The Uptown triangle between Broad Street, SR 99, and Denny Way is zoned SM 85, promoting mixed uses in urban centers or villages.

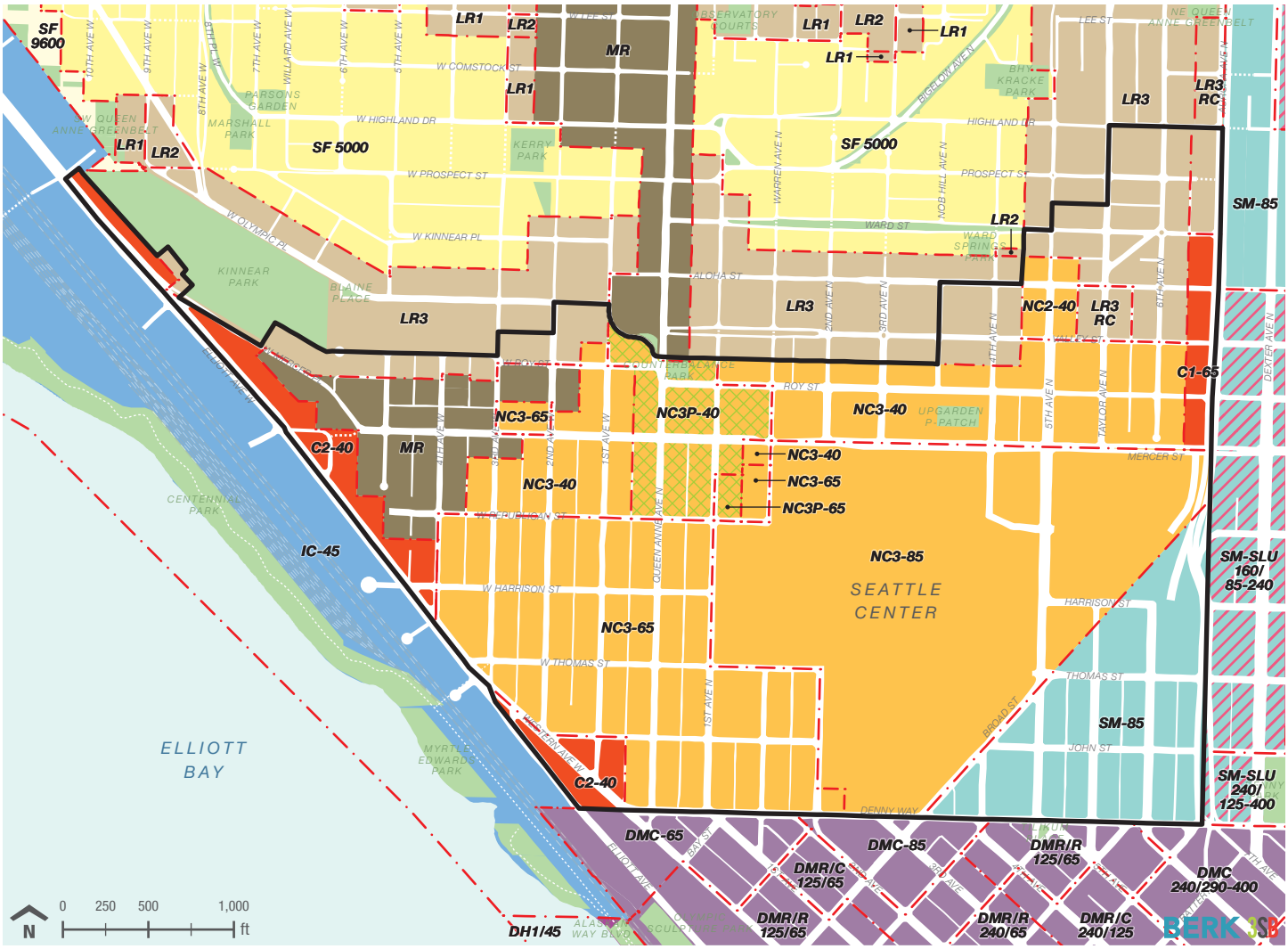



**Exhibit 2–4** Current Zoning Map, 2016

Uptown Urban Center Boundary

**Current Zoning**

- Incentive Zones
- Pedestrian Areas
- Single Family 5000
- Single Family 9600
- Low-Rise
- Mid-Rise
- Seattle Mixed
- Neighborhood Commercial
- Commercial
- Downtown Harborfront
- Downtown Mixed
- Industrial Commercial

*Source: City of Seattle 2016*

Blocks west of Queen Anne Avenue and south of Valley Street and blocks along Taylor and Aloha close to SR 99 are zoned LR3 or LR3-RC promoting multifamily structures of moderate scale, predominantly apartments, townhouses, and rowhouses; with LR3-RC, limited ground-floor commercial is allowed. A pocket of MR zoning is located south of West Mercer Place and west of 3rd Avenue West; it allows apartments with no density limit and some limited ground-floor commercial.

C1 is located west of Aurora Avenue N between Ward Street and Mercer Street and is intended to allow for auto-oriented commercial areas with retail/service uses predominating. C2 is found along Elliott Avenue W south of W John Street and north of W Harrison Street, and promotes auto-oriented, primarily non-retail commercial and industrial uses.

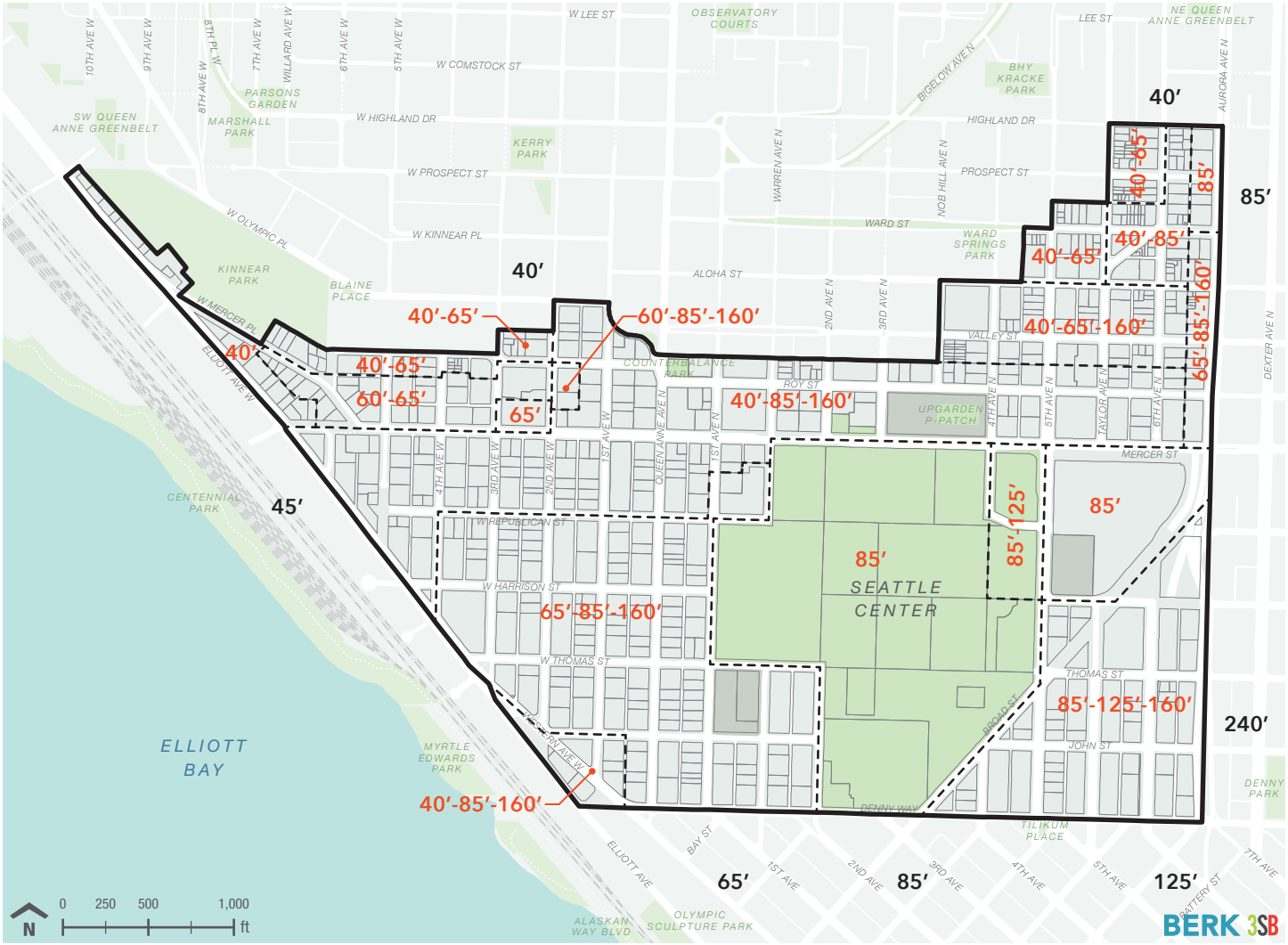



**Exhibit 2–5** Alternative Height Proposals

*Note: Height maximums in feet are presented from left to right: Alternative 1, Alternative 2, and Alternative 3. Where one number is presented, that height applies to all alternatives. Where two numbers are presented, Alternative 1 is represented by the left-most number and Alternatives 2 and 3 by the right-most number.*

Uptown Urban Center Boundary

Open Space and Recreation

Seattle Center Management Area (Non Open Space and Recreation)

**Alternative Heights**

--- Alternative Height Proposals

XX-XX-XX Zoning Heights to be Evaluated

XX Existing Adjacent Zoning

*Rezones to Seattle Mixed Zoning subject to affordable housing requirements and other public benefit requirements.*

*Source: City of Seattle, 2016*

### *Proposed Zoning and Height Changes*

Action Alternatives 2 and 3 would rezone NC3 areas, currently the predominant zone, to a customized SM zone that alters proposed heights, development standards, and incentives to achieve the UDF vision and character. NC2, MR, C1, and C2 would also be rezoned to the SM zone. See Exhibit 2–5 for proposed heights. LR3/LR3-RC would change under Alternatives 2 and 3 by one or more of the following options to achieve the height proposals: amending LR3/LR3-RC zone standards, rezoning to MR, or rezoning to SM.

Alternative 1 No Action would maintain a range of 40 to 65 feet in residential areas and 40 to 85 feet in commercial and mixed-use areas. Alternative 2 Mid-Rise would raise some heights in residential areas to 65 to 85 feet and commercial and mixed-use areas from 85 to 125 feet. Alternative 3 High Rise would have similar residential heights as Alternative 2 at 65 to 85 feet, with commercial and mixed-use areas ranging from 85 to 160 feet, the greatest height studied.

### *Development Character*

The Uptown UDF identifies the desired character and intent of height increases by subareas. See the map in Exhibit 2–6 and table in Exhibit 2–7. Alternative 1 No Action maintains a four- to eight-story maximum height range across the study area. Alternative 2 Mid-Rise promotes six- to twelve-story heights across Uptown. Alternative 3 High-Rise allows six- to sixteen-story heights. Under

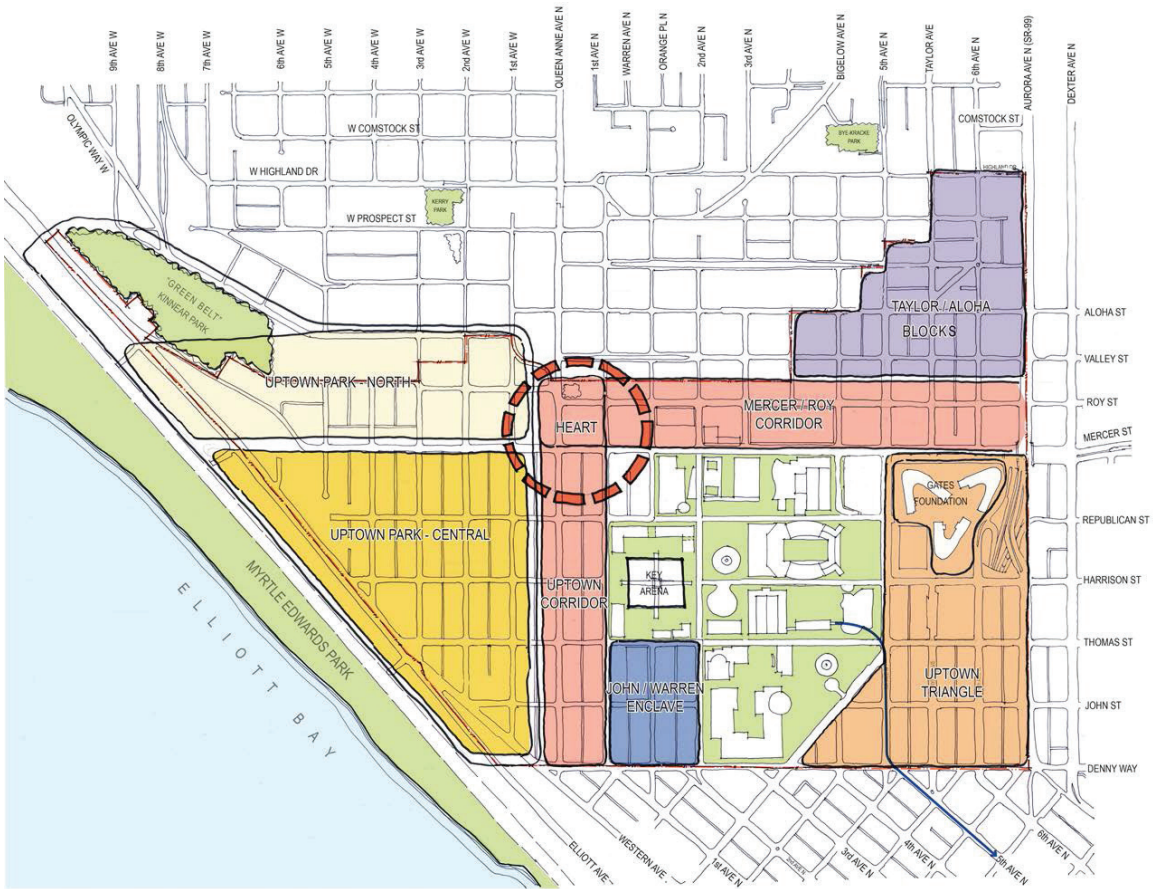



**Exhibit 2–6** Neighborhood Character Map

*Source: City of Seattle Office of Planning and Community Development, 2015a*

all alternatives, lower heights are proposed north and west where the Uptown neighborhood abuts the upper Queen Anne neighborhood. Greater heights are allowed in the south and east as the area transitions to the South Lake Union and Belltown neighborhoods.

**Exhibit 2–7** Neighborhood Character and Proposed Heights

| Neighborhood District / Intent | Height Range in Feet |
|---|---|
| **Uptown Park North and Central**<br>Mid and southern portion of Uptown Park—more employment related development. Transitioning to a more residential feel in the north. Increasing height could increase residential and employment density, and also advance neighborhood goals of providing diversity of housing opportunities, support for the emerging Arts and Culture District by providing housing and cultural space, and potentially providing other neighborhood amenities. | **Uptown Park–North**<br>Alternative 1: 40-65<br>Alternatives 2 and 3: 65<br>**Uptown Park–Central**<br>Alternative 1: 40-65<br>Alternative 2: 85<br>Alternative 3: 160 |
| **Heart of Uptown**<br>The heart of Uptown anchors the neighborhood, serving as both a transportation crossroads and the focus of pedestrian and retail activity. Developers should be encouraged to develop sites to their full potential with a mix of commercial, residential, and cultural spaces. | Alternative 1: 40<br>Alternative 2: 85<br>Alternative 3: 160 |
| **Mercer / Roy Corridor**<br>Redevelopment should encourage new commercial uses oriented toward Mercer Street. Residential uses should be oriented toward Roy Street. The elimination of the Mercer/Roy couplet in favor of new 2-way streets and future implementation of the Seattle Center Master Plan would encourage new civic, housing, and commercial uses in this subarea, reinforcing Uptown as a prominent Arts and Culture District. Increasing height could be one way to provide additional affordable housing and uses that reinforce growth of the theater district into a neighborhood-wide Arts and Culture District. | Alternative 1: 40<br>Alternative 2: 85<br>Alternative 3: 160 |
| **Taylor Aloha**<br>This area is emerging as a truly mixed-use area featuring residential and commercial uses. Taylor Avenue is an active transit corridor connecting Uptown and the Queen Anne neighborhood to downtown Seattle. Future development should include greater density of residential uses and residential-serving commercial uses. | Alternative 1: 40-85<br>Alternative 2: 65-85<br>Alternative 3: 65-160 |
| **Uptown Triangle**<br>This subarea is home to a number of hotels and commercial uses, the Gates Foundation, and the north terminal of the SR99 tunnel. Once the SR 99 tunnel is complete, at-grade connections of John, Thomas, and Harrison Streets at Aurora Avenue will reconnect this area to the South Lake Union neighborhood, making it a major point of entry to Seattle Center. Future development in this neighborhood with mixed-use commercial and residential uses and well-designed streetscapes will continue to activate this emerging node. | Alternative 1: 85<br>Alternative 2: 125<br>Alternative 3: 160 |
| **Seattle Center**<br>Seattle Center's 44 acres of open space, performing arts venues, museums, and educational resources make it an important regional destination for residents of Seattle and visitors from all over the world. The area will develop based on its master plan, which anticipates redevelopment of the northeast portion of the Seattle Center. | Alternative 1: 85<br>Alternatives 2 and 3: 85-125 |

*Source: City of Seattle Office of Planning and Community Development, 2015a*

## Growth

The Seattle Comprehensive Plan allocates growth to the urban villages in the city, including the Uptown Urban Center. The growth allocated for the period 2015–2035 is 3,000 households and 2,500 jobs. To test the range of impacts and potential mitigation measures, alternatives consider growth 12 percent and 25 percent greater than allocated targets.

Alternative 1 No Action would maintain current heights and development standards. As such, Alternative 1 is expected to add 3,000 households and 2,500 jobs by 2035, the lowest studied in this Draft EIS. Households would increase by 44 percent over existing levels. Jobs would increase by 17 percent. Alternative 1 No Action growth assumptions are consistent with the allocation of the City's growth targets in the 2035 Comprehensive Plan.

Alternative 2 Mid-Rise would allow greater heights and result in greater capacity for development that meets the Uptown UDF urban design concept for an Arts and Culture District and greater opportunities for both commercial and housing uses. The style of development would emphasize vertical mixed uses. Under Alternative 2, 3,370 new households, a 49 percent increase over existing dwellings, and 2,800 jobs, a 19 percent increase over existing levels, would be anticipated. Alternative 2 Mid-Rise provides a growth assumption 12 percent above the Alternative 1 No Action growth targets, to provide a more conservative impact analysis and to recognize the increased height proposals.

Alternative 3 High-Rise provides maximum increases in height to create the most opportunity for commercial and housing redevelopment with 3,745 households, a 55 percent increase over existing households. About 3,125 jobs would also be added, a 21 percent increase over existing levels. Alternative 3 would have the greatest opportunity for affordable housing to support new residents. Alternative 3 High-Rise assumes growth 25 percent above the Alternative 1 No Action growth targets to test the sensitivity of growth and implications of the greatest height proposals under review.

Under all alternatives, there would be greater capacity for growth above Alternative growth target and target sensitivity assumptions. See Exhibit 2–8.

**Exhibit 2–8** Household and Job Growth, by Alternative, 2015–2035

| | | No Action | | | Mid-Rise | | | High-Rise | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | Current | Target Units | Percent Increase | Net Capacity | New Units | Percent Increase | Net Capacity | New Units | Percent Increase | Net Capacity |
| **Households** | **6,855** | 3,000 | 44% | 10,186 | 3,370 | 49% | 14,773 | 3,745 | 55% | 17,342 |
| **Population** | **9,323** | 4,080 | 44% | 13,852 | 4,583 | 49% | 20,092 | 5,093 | 55% | 23,586 |
| **Jobs** | **14,592** | 2,500 | 17% | 2,670 | 2,800 | 19% | 3,554 | 3,125 | 21% | 3,834 |

*Notes: Based on Seattle development capacity existing unit counts for 2015, there are 7,133 existing dwellings. Vacancy rate is 3.9 percent per Dupre and Scott, resulting in approximately 6,855 households. The average household size is 1.36. (US Census 2010; Housing Element appendix.) Jobs 2014–2014 Covered Employment Estimates (scaled to ESD totals) provided by PSRC.*

*Note: Redevelopable properties are based on current zoning. Based on height proposals applied to redevelopable properties, Alternative 1 has the least capacity and Alternative 3 the most. If zoning is amended there may be additional properties considered redevelopable using the 25 percent FAR criteria. Given proposed height ranges if additional redevelopable properties are identified, it is anticipated the relative difference among alternatives would be similar.*

*Sources: City of Seattle, PSRC, Hewitt, BERK, 2016*

## Redevelopment

Under all alternatives, redevelopment is possible. Redevelopable sites exhibit one or more of the following characteristics: existing buildings are ≤ 25 percent of what current zoning allows, buildings are relatively lower value compared to property values, and parking lots where new uses could be added and parking placed under ground. Other factors that would influence redevelopment are property owner preferences, real estate market conditions, and development regulations. See Exhibit 2–9 on the following page for a map of possible redevelopable sites in Uptown.

All alternatives, particularly Alternatives 2 and 3 with increased heights, support redevelopment of the Northeast Quadrant of the Seattle Center, promoting greater opportunities within the Theater District for affordable housing and mixed-use commercial development, including at the following sites:

- Mercer Arena—future home of Seattle Opera
- KCTS site
- Memorial Stadium
- Mercer Garage
- Mercer Street Block—potential affordable housing

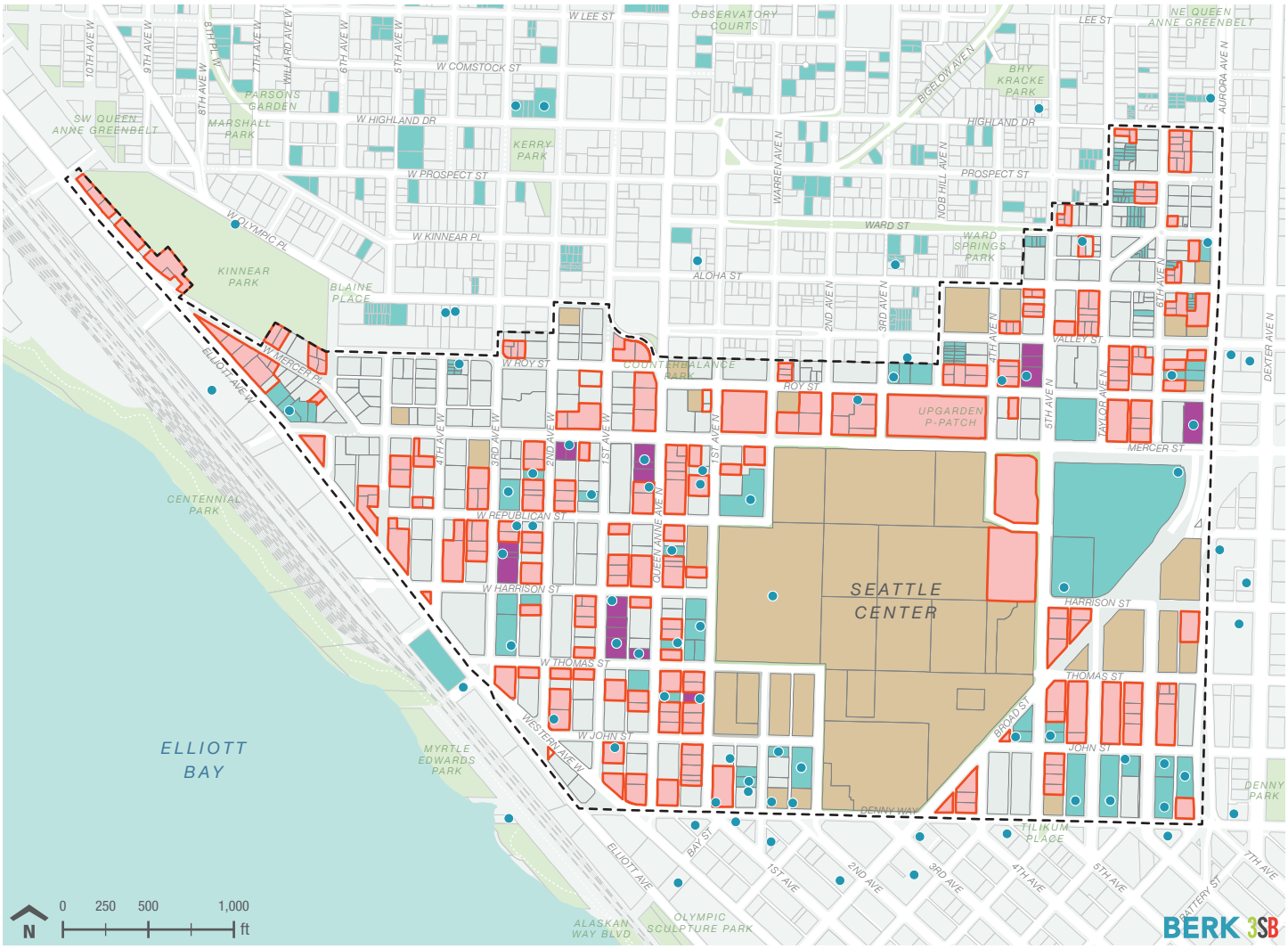



**Exhibit 2-9** Potential Redevelopable Sites

- Uptown Urban Center Boundary
- Open Space and Recreation
- Master Use Permit Events
- Development Sites
- Parcels Built (2004–2014)

**Status**

- Developed or Unavailable
- Landmark, LUC, Public
- In Permitting
- Redevelopable

*Source: Seattle Department of Planning and Development, 2015a; City of Seattle Office of Planning and Community Development, 2016*

## Mobility Proposals

Mobility would change for residents and visitors with a number of major investments planned to provide more modes of travel, including:

- Implementation of the Seattle Transit Master Plan with priority bus corridors
- Sound Transit stations (ST3)
- Lake 2 Bay right-of-way and mobility plan improvements
- Bicycle Network Plan implementation
- Reconnection of the local east-west surface street grid following completion of the Alaskan Way Viaduct Tunnel

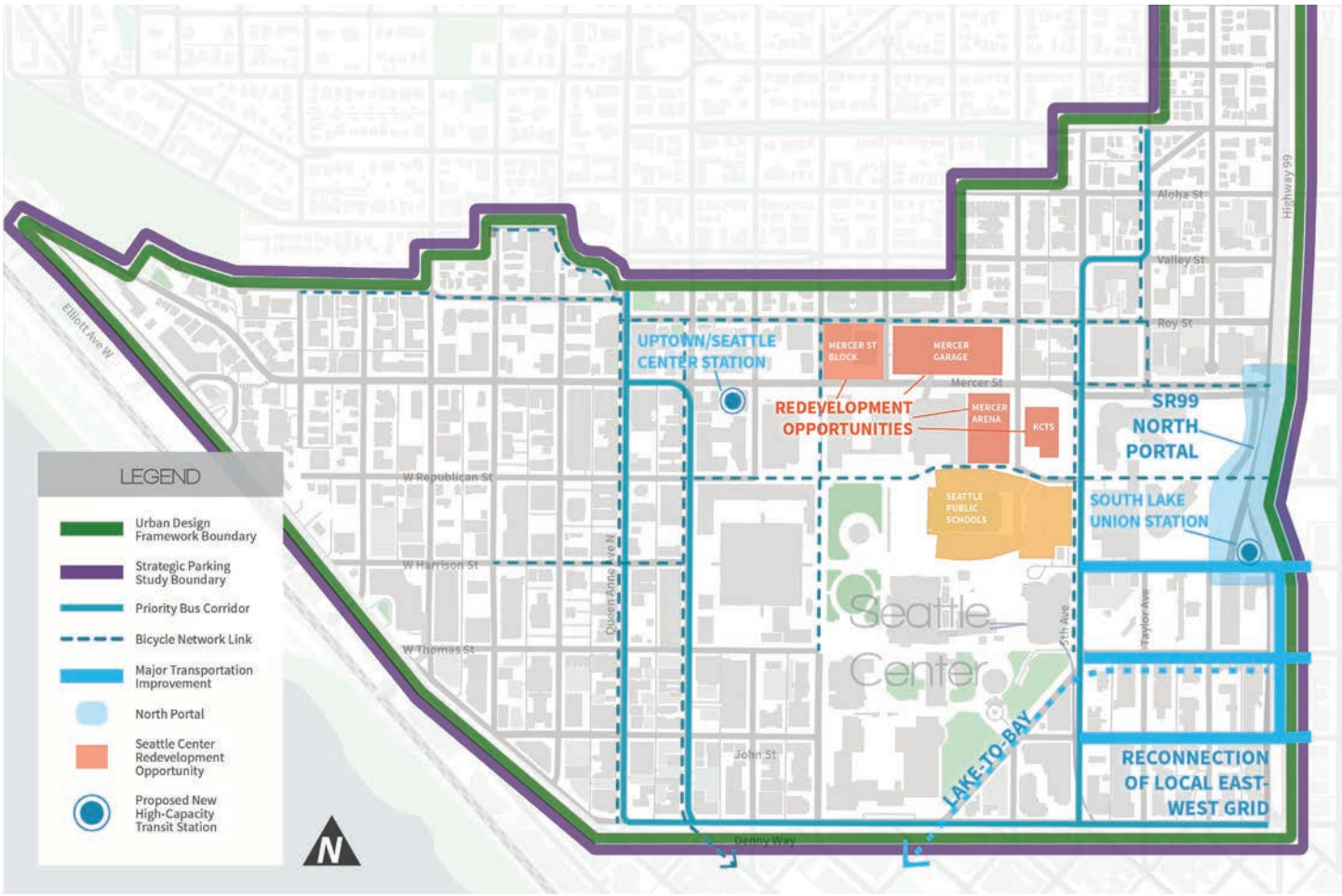



**Exhibit 2–10** Mobility Improvments *Source: City of Seattle et al., 2016*

All mobility improvements are assumed to occur under all alternatives, except that Alternatives 2 and 3 would include two Sound Transit stations that help support the greater intensity of development planned under the rezone proposals. See Exhibit 2–10.

In addition to the capital improvements identified above that tie Uptown to the regional transportation network, additional street character proposals are recommended within Uptown in the UDF:

- Redesign of Republican Street between Seattle Center and Queen Anne Boulevard as a "festival street."

- Redesign Republican Street west of Queen Anne Blvd as a key bike corridor providing access to the Thomas Street Bridge.
- Implement the West Thomas Street Concept Street Plan to continue the pedestrian street design that extends from Eastlake Avenue East, across Seattle Center, and ending at Elliott.
- Redesign Broad Street to create the "Broad Street Green."
- Recommend a future Sound Transit light rail station in the vicinity of 1st Avenue N and Republican.
- Work with SDOT to consider elimination of 1st Avenue N and Queen Anne Avenue N couplet, as transportation investments are made in Uptown.

While these street character proposals are possible under all alternatives, greater density under Alternatives 2 and 3 would support more transportation options, and vice versa; landscape and streetscape improvements proposed under Alternatives 2 and 3 would make Uptown more attractive for business and residential investments and would enhance the pedestrian environment on blocks with larger buildings.

## Development Standard Assumptions

The Uptown Rezone proposal would allow greater building volume on a property based on increased height and bulk standards. Heights would be increased consistent with the range shown in Exhibit 2–5. In tandem with the height changes, the proposed SM zone would contain greater floor area ratios shown in Exhibit 2–11. Floor area ratios are defined in the Seattle Municipal Code as: "…a ratio expressing the relationship between the amount of gross floor area or chargeable floor area permitted in one or more structures and the area of the lot on which the… structures are, located." For example, a floor area ratio or FAR of 1.0 could mean a 1-story building that extends to the full area of the lot, or a 2-story building on half a lot, or a 4-story building on a quarter of the lot. Greater floor areas are proposed under Action Alternatives compared to Alternative 1 (No Action).

Additional amendments are proposed to standards that influence site and building design, including parking location and screening, pedestrian paths, façade width, landscaping, and open space.

**Exhibit 2–11** Floor Area Ratios and Floor Plates

| Development standards | Alternative 1 (No Action) | | | Action Alternatives 2 and 3 | | |
|---|---|---|---|---|---|---|
| | Zone/Height (ft) | Base | Maximum | Zone/Height (ft) | Residential | Commercial |
| **FAR** | LR 3<br>LR 3-RC (18-40) | 1.2[a] | 2.0[a] | SM 40 | 3 | 3.5 |
| | C2-40<br>NC2-40<br>NC3-40<br>NC3P-40 | 3.0[b] | 3.25[b] | SM 40 | 3 | 3.5 |
| | MR (60-75) | 3.2 | 4.25 | Not applicable | Not applicable | Not applicable |
| | C-1-65<br>NC3-65<br>NC3P-65 | 4.25[b] | 4.75[b] | SM 65 | 5[c] | 5[c] |
| | NC3-85<br>SM 85 | 4.5[b] | 6[b] | SM 85 | Exempt / 6[c] | 5-6 |
| | Not applicable | Not applicable | Not applicable | SM 125 | 8-9 | 7-8 |
| | Not applicable | Not applicable | Not applicable | SM 160 | 9[c] | 7-9 |
| **"Free" FAR– not counted (in effect, +1 FAR)** | LR, MR, and NC zones: Structured parking, underground stories<br>SM: Dependent on providing public amenities | | | Ground-level retail and services, cultural spaces | | |
| **Maximum floor plate** | No standard. | | | Residential structures built to 160 feet, floor plate is maximum of 12,500 sf and cannot exceed 50% of lot area. 160-foot tall structures may have a 45-foot podium. | | |

*a FAR applicable to attached units*
*b Lower FAR for single uses and upper FAR for mixed uses*
*c SMC 23.48.020 Table A (assumes maximum FAR)*

*Note: Where a ranged floor area ratio is shown, it means the standard floor area ratio is still under consideration. The aesthetics modeling of individual buildings assumed the following: SM 85 FAR 6 Residential and FAR 5 Commercial. For SM 125, the modeling assumed an FAR of 9 Residential and 7 Commercial. For SM 160 an FAR of 7 for Commercial was assumed. However, the aesthetics model also overlayed the zoned maximum height that would encompass the effects of any of the ranged floor area ratios.*

*Source: City of Seattle, Hewitt Architecture, 2016*

See Exhibit 2–12 on page 2.18. The standards would create a pedestrian-friendly environment by reducing the visibility of parking, encouraging walking, and providing spaces for gathering and recreation appropriate to an urban environment.

**Exhibit 2-12** Additional Development and Design Standards

| Standards | Alternative 1 (No Action) | | Action Alternatives 2 and 3 | |
|---|---|---|---|---|
| | Residential | Commercial | Residential | Commercial |
| **Parking standards** | Current standards address parking rate but have limited location standards | Same as left | Wrap all ground-level parking behind active uses, minimum 25 feet depth active uses<br>Screen any parking above the ground level<br>"1 up, 1 down" Must have at least as much belowground parking as aboveground<br>No surface parking between building and right of way | Same as left |
| **Pedestrian paths** | Not required | Not required | Sites ≥ 40,000 square feet<br>Min. 25 feet wide, may be open or covered | Same as left |
| **Maximum façade width per business** | Not applicable | No standard | Not applicable | Ave: 120 feet |
| **Seattle Green Factor** | LR: 0.60 minimum score<br>MR: 0.50 minimum score | C, NC and SM: 0.30 minimum score | 0.30 minimum score | 0.30 minimum score |
| **Provision of open space** | LR: 25% of lot area with minimum 50% at ground level<br>MR: 5% of gross floor area, no more than 50 percent may be enclosed | C, NC and SM: 5% of residential floor area, no more than 50 percent may be enclosed | Residential amenity area: 5% of residential floor area, no more than 50 percent may be enclosed | Commercial Open Space (per SM code) |
| **TDR programs** | Seattle Landmarks | Seattle Landmarks | To be determined | To be determined |

*Source: City of Seattle, 2016*

## Comparison of Alternatives

All alternatives studied in this Seattle Uptown Rezone Draft EIS are compared in Exhibit 2–13. Alternative 1 No Action would not include rezones or height increases, and accordingly would have the least redevelopment potential. Sound Transit stations are not assumed under Alternative 1, though other multimodal improvements would be implemented.

Alternative 2 Mid-Rise would include rezones and moderate height changes and be supported by all mobility and street character proposals; with moderate height changes, mid-range redevelopment levels are assumed.

Alternative 3 High-Rise would institute rezones and the greatest height changes, together with mobility and street character investments, creating the greatest redevelopment potential studied.

**Exhibit 2–13** Comparison of Alternative Features

| Feature | Alternative 1 No Action | Alternative 2 Mid-Rise | Alternative 3 High-Rise |
|---|---|---|---|
| **Rezone of NC2, NC3, MR, LR3*, LR3-RC*, C1, and C2 to SM** | Not Included | Included | Included |
| **Height Increases** | Not Included | Moderate | Greatest |
| **Development Standards** | Current | New with SM Zone | New with SM Zone |
| **Redevelopment Potential** | Least | Moderate | Greatest |
| **Mobility Proposals** | All except Sound Transit stations | All Included | All Included |
| **Street Character Proposals** | None | Included | Included |

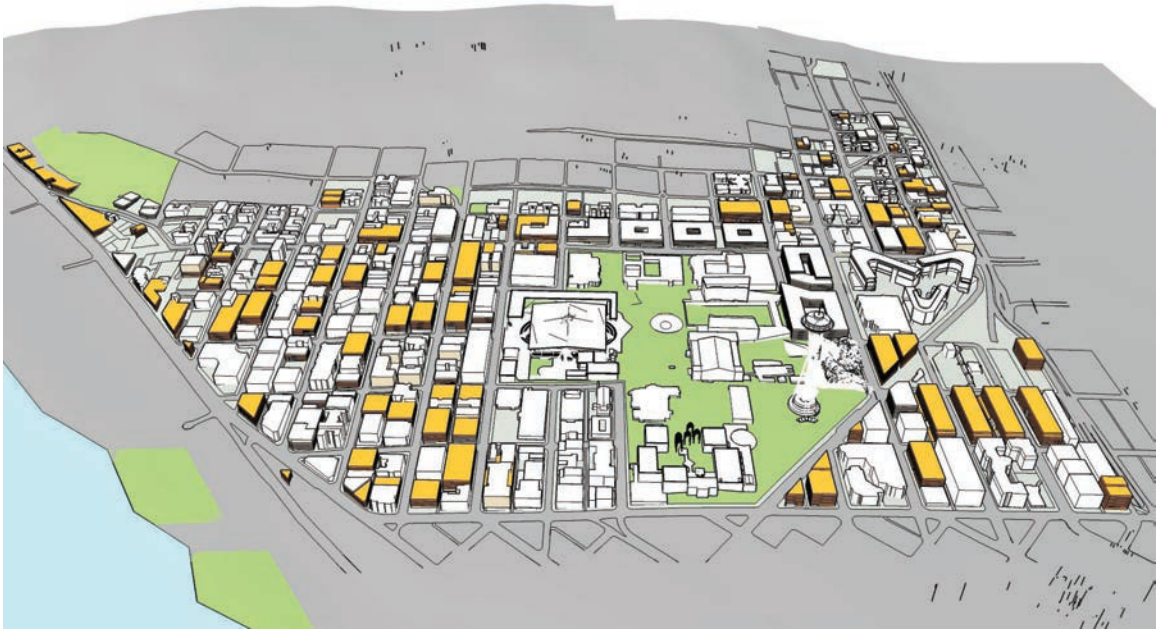
** LR3 and LR3-RC currently limit heights to 40 feet, whereas Alternatives 2 and 3 propose heights of 65-160 feet in different locations. Alternatives 2 and 3 propose one or more of the following options: amending LR3/LR3-RC standards, rezoning to MR, or rezoning to SM.*

## Full Buildout Analysis

Alternative 1 No Action tests the growth target of 3,000 households and 2,500 jobs, and Alternatives 2 and 3 test 12 percent and 25 percent more than Alternative 1 for a sensitivity analysis. The target growth is anticipated to be achieved in the 20-year planning period of 2015-2035. Each alternative has capacity for growth on redevelopable parcels that is greater than the target or sensitivity level at 10,186 to 17,342 new households and 2,670 to 3,834 new jobs; see Exhibit 2–8 on page 2.13. See Exhibit 2–14 for a visualization of full buildout by alternative.

*Alternative 1 No Action Target (Beige) and Full Buildout (Orange)*

*Source: Hewitt Architecture, 2016*



*Alternative 2 Mid-Rise Target (Beige) and Full Buildout (Orange)*

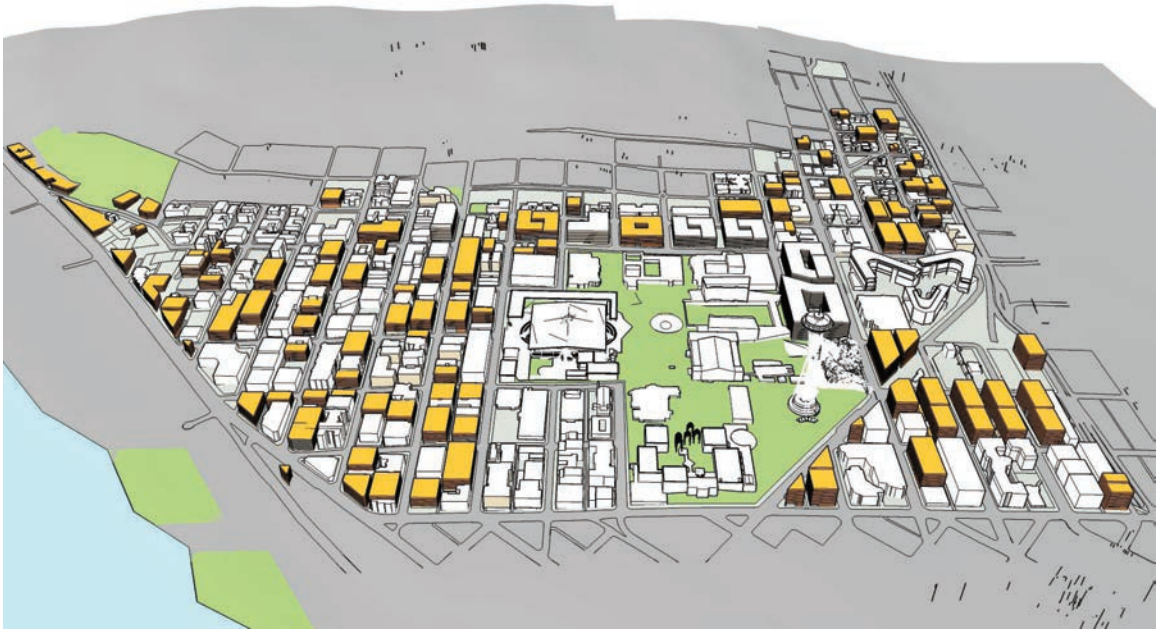
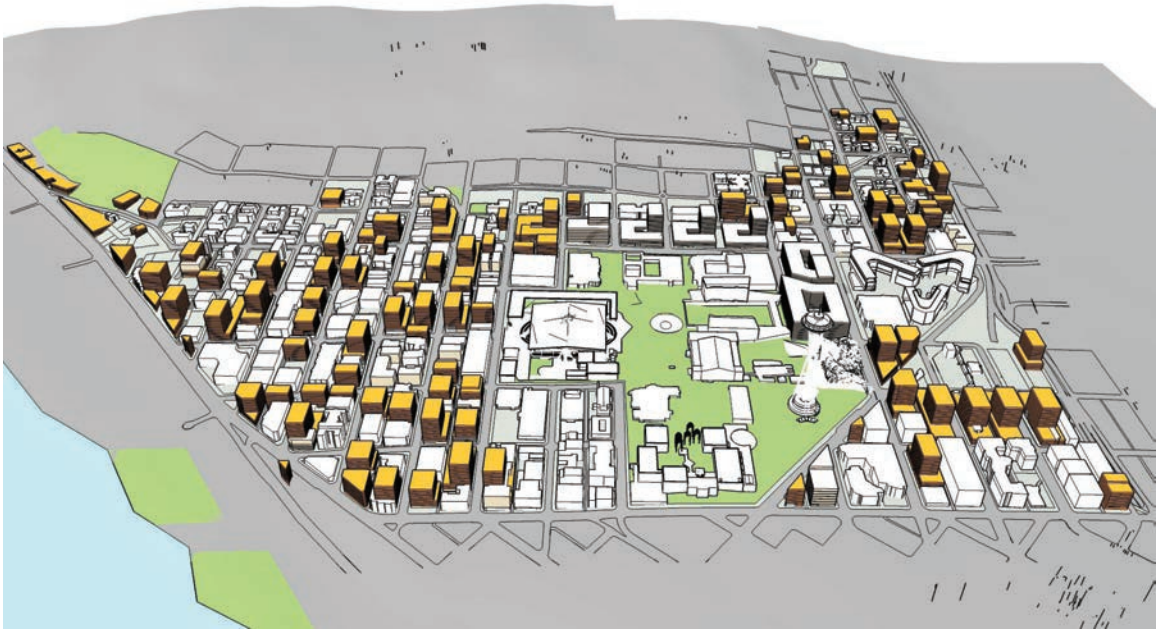


**Exhibit 2–14** Full Buildout Height and Bulk

*Alternative 3 High-Rise Target (Beige) and Full Buildout (Orange)e)*



The capacity for more homes and jobs is based on the zoned height and floor area ratio. Because growth could occur on any redevelopable property in the study area, to provide a conservative analysis of compatibility impacts, this Draft EIS considers the full buildout growth for land use, housing, aesthetics and urban design, and historic and cultural resources.

## FUTURE ALTERNATIVES

It is likely that additional evaluation by the City and Uptown community would lead to development of zoning legislation based on proposal objectives that falls within the range of the alternatives analyzed in this Draft EIS. These alternatives were conceptualized as of summer 2016 to allow environmental review, which will help refine the rezone proposals.

## 2.4 PURPOSE OF THIS DRAFT EIS

This Draft EIS provides a qualitative and quantitative analysis of environmental impacts associated with the Uptown Rezone proposal and alternatives. The purpose of this EIS is to assist the public and City of Seattle decision makers in considering future growth, SM zone standards, building height, public benefit incentives and required amenities, and mitigation measures appropriate in the Uptown Urban Center.

## 2.5 SEPA PROCESS

### PUBLIC COMMENT OPPORTUNITIES

The City of Seattle issued a Determination of Significance and Scoping Notice on October 5, 2015. The expanded scoping comment period closed on November 8, 2015. The Draft EIS alternatives and topics were developed based on a review of scoping comments. See Appendix A for the scoping notice and comment summary.

A Final EIS will include responses to public comments received during the comment period that will follow issuance of this Draft EIS. See the Fact Sheet for the methods to submit comments.

Alternatives are not zoning proposals, and any actual proposal could be a composite of the three recommendations. Any legislation that increases height limits in the Uptown Urban Center will be considered following community input on the Draft EIS and other meetings associated with the UDF. Project-related meetings and comment periods are advertised on the City's project webpage: http://www.seattle.gov/dpd/cityplanning/completeprojectslist/uptown/whatwhy/default.htm.

## PRIOR ENVIRONMENTAL REVIEW

The Uptown Urban Center has been evaluated in the Seattle Comprehensive Plan Update Draft EIS, dated May 4, 2015. A Final EIS was published in May 2016. That EIS has studied the following growth levels in the Uptown Urban Center:

- **Housing Estimates:** 2,000-3,500
- **Job Estimates:** 2,000-3,500

Relevant analysis from the Seattle Comprehensive Plan Update EIS is included in this Uptown Rezone EIS as appropriate.

## LEVEL OF ANALYSIS

SEPA requires government officials to consider the environmental consequences of actions they are about to take and to consider better or less damaging ways to accomplish those proposed actions. They must consider whether the proposed action will have a probable significant adverse environmental impact on elements of the natural and built environment.

This EIS provides a programmatic analysis of the Uptown Rezone proposals. The adoption of comprehensive plans, areawide zoning, development regulations, or other long-range planning activities is classified by SEPA as a non-project action (i.e., actions that are different or broader than a single site-specific project, such as plans, policies, and programs (WAC 197-11-774)). An EIS for a non-project proposal does not require site-specific analyses; instead, the EIS discusses impacts and alternatives appropriate to the scope of the non-project proposal and to the level of planning for the proposal (WAC 197-11-442).

## PHASED REVIEW

SEPA allows phased review where the sequence of a proposal is from a programmatic document, such as an EIS addressing a comprehensive plan or development regulations, to other documents that are narrower in scope, such as those prepared for site-specific, project-level analysis (WAC 197-11-060(5)). The City of Seattle is using phased review in its environmental analysis of the Uptown Rezone proposals.

Additional environmental review will occur as other project or non-project actions are proposed to the City in the future. Phased environmental review may consider specific development proposals, capital investments, or other similar actions. Future environmental review could occur in the form of Supplemental EISs, SEPA addenda, or determinations of non-significance. An agency may use previously prepared environmental documents to evaluate proposed actions, alternatives, or environmental impacts. The proposals may be the same as or different than those analyzed in the existing documents (WAC 197-11-600[2]).

## 2.6 BENEFITS AND DISADVANTAGES OF DELAYING THE PROPOSED ACTION

Benefits of the proposed action would include greater housing diversity and affordability, greater opportunities for arts and culture and business growth, and greater access to multimodal transit.

Delay of the proposed action would continue the present built environment conditions and result in lower levels of redevelopment over time. That may result in less change to land use character, slightly less traffic congestion, and less potential to alter the visual and historic character. There would also be slightly lower demand for public services and utilities.

Delaying the proposed action would make the Uptown Urban Center less likely to achieve a vision for a vital neighborhood with a burgeoning Arts and Culture District and greater housing and job options. In particular, mandates to achieve more affordable housing would not be implemented, and it is less likely that a broad spectrum of households could afford the neighborhood. Additionally, there would likely be partial or delayed changes in street character, along with densities that are less conducive to high-capacity transit.

# CHAPTER THREE / Affected Environment, Significant Impacts, and Mitigation Measures

This chapter describes the affected environment, potential impacts, and mitigation measures for the following topics:

- Section 3.1: Land Use
- Section 3.2: Relationship to Plans and Policies
- Section 3.3: Housing
- Section 3.4: Aesthetics and Urban Design
- Section 3.5: Historic and Cultural Resources
- Section 3.6: Transportation
- Section 3.7: Greenhouse Gas Emissions
- Section 3.8: Open Space and Recreation
- Section 3.9: Public Services
  - » 3.9.1 Fire Protection
  - » 3.9.2 Law Enforcement
  - » 3.9.3 Schools
- Section 3.10: Utilities
  - » 3.10.1 Wastewater
  - » 3.10.2 Stormwater
  - » 3.10.3 Water Supply
  - » 3.10.4 Electric Power

Following a description of current conditions (affected environment) the analysis compares and contrasts the alternatives programmatically and provides mitigation measures for identified impacts. It also summarizes whether there are significant unavoidable adverse impacts.

For each Section a threshold of significance is defined. The thresholds are not required by the State Environmental Policy Act (SEPA), but are used as guidelines of what constitutes a significant adverse impact for a particular environmental topic, and assist with the identification of mitigation measures. Some example thresholds are inconsistencies with adopted plans (e.g. section Section 3.2 Relationship to Plans and Policies, or Section 3.10 Utilities) or intensity of growth resulting in displacement (involuntary relocation) of housing (e.g. Section 3.3 Housing).

# SECTION 3.1 / Land Use

This section provides an analysis of land use patterns, both current and future, in the Uptown Study Area (also referenced as the Uptown Urban Center). The section describes quantitative analysis of land use acres and densities, and qualitative analysis of land use patterns.

For the purposes of this EIS, the following thresholds of significance are used to identify potential impacts:

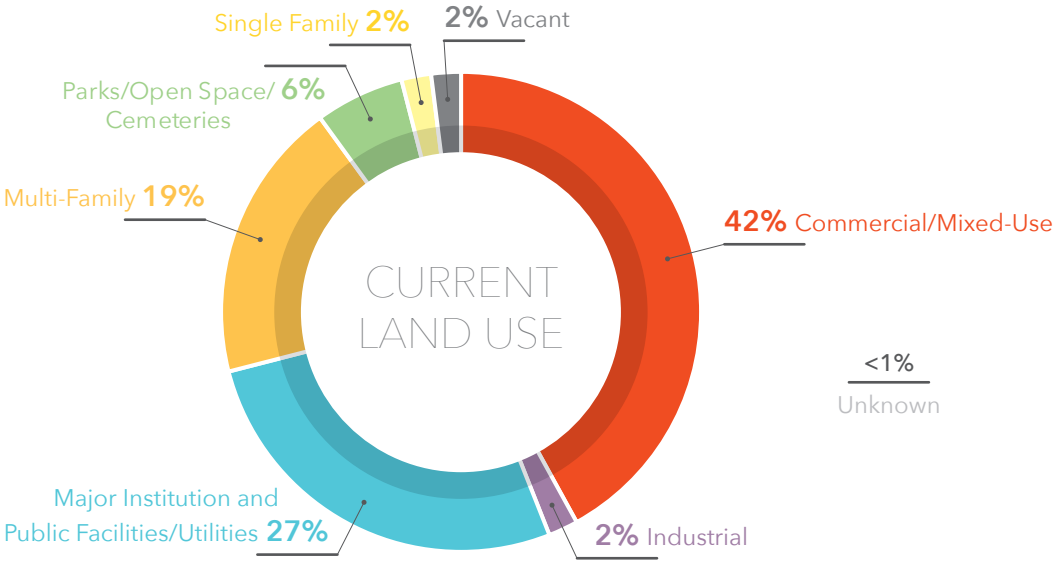
- Change to land use patterns or development intensities that preclude reasonable transitions between areas of less intensive zoning and more intensive zoning.
- The possibility of particular uses permitted by zoning occurring to such an extent that they foreclose opportunities for higher-priority, preferred uses established by Comprehensive Plan objectives.
- Differences in activity levels at boundaries of uses likely to result in incompatibilities.
- Changes to employment mix caused by the alternatives resulting in economic displacement (involuntary) by businesses. The rate of potential voluntary displacement and lack of opportunity to meet objectives of plan for business formation and retention including lack of capacity for new employment space. (Housing mix, affordability, and displacement is addressed in Section 3.3 Housing).

# 3.1.1 AFFECTED ENVIRONMENT

## CURRENT LAND USE

The Uptown Urban Center is approximately 297 gross acres in size and encompasses the Seattle Center. Excluding public right-of-way, Uptown is about 221 acres. At about 92 acres, commercial/mixed-use is the largest type of land use in Uptown, accounting for 42 percent of the current land use. Major Institution and Public Facilities/Utilities equal about 60 acres and 27 percent of the study area. Approximately 19 percent of the land is currently used for multifamily housing. Parks/Open Space is about 6 percent. All other land uses account for 4 percent of the land, including industrial uses and single-family uses. Vacant lands represent only 2 percent of the current land use (Exhibit 3.1–1).

**Exhibit 3.1-1** Current Land Use




*Source: King County Assessor, City of Seattle, BERK Consulting 2016*

The pattern of land use includes multifamily residential to the north and west, and commercial and institutional to the east and south surrounding the Seattle Center. See Exhibit 3.1–2.

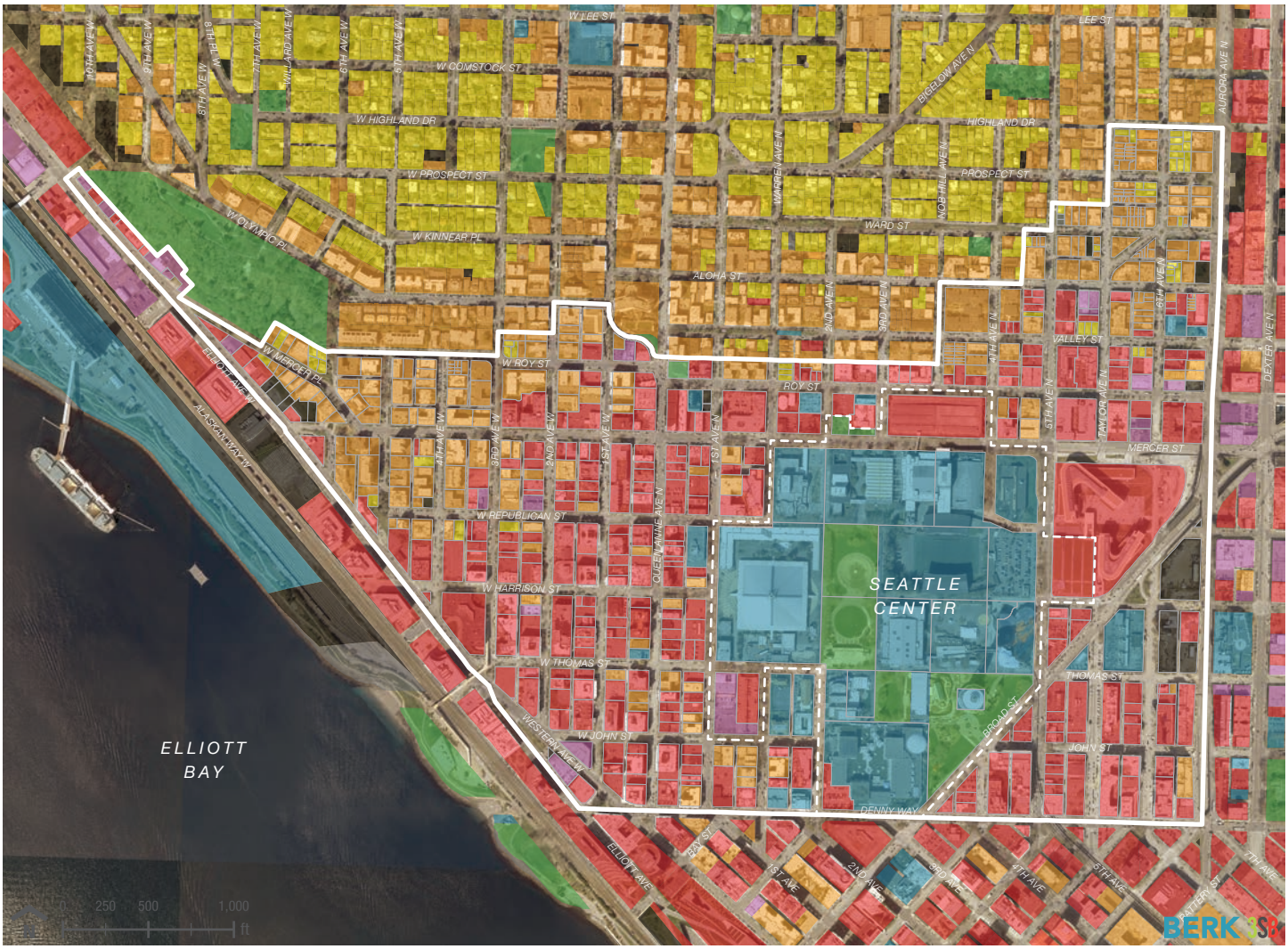



**Exhibit 3.1-2** Uptown Study Area—Current Land Use Map

*Note: Industrial sites include craft and assembly, work lofts, and flex commercial-light industrial space in older warehousing/industrial buildings.*

Uptown Urban Center Boundary

Seattle Center Management Area

**Current Land Uses**

- Commercial/Mixed-Use
- Industrial
- Major Institution and Public Facilities/Utilities
- Multi-Family
- Parks and Open Space
- Single Family
- Unknown
- Vacant

*Source: King County Assessor, City of Seattle, BERK Consulting 2016*

## FUTURE LAND USE

The City of Seattle Comprehensive Plan established Future Land Use designations to guide the development of the Uptown Urban Center. Exhibit 3.1-3 shows more than 84 percent of the land in the Uptown Urban Center designated for commercial/mixed-use areas. With the exception of a quarter acre for Counterbalance Park on Queen Anne Avenue N and Roy Street, the remaining land is designated for multifamily residential land use.

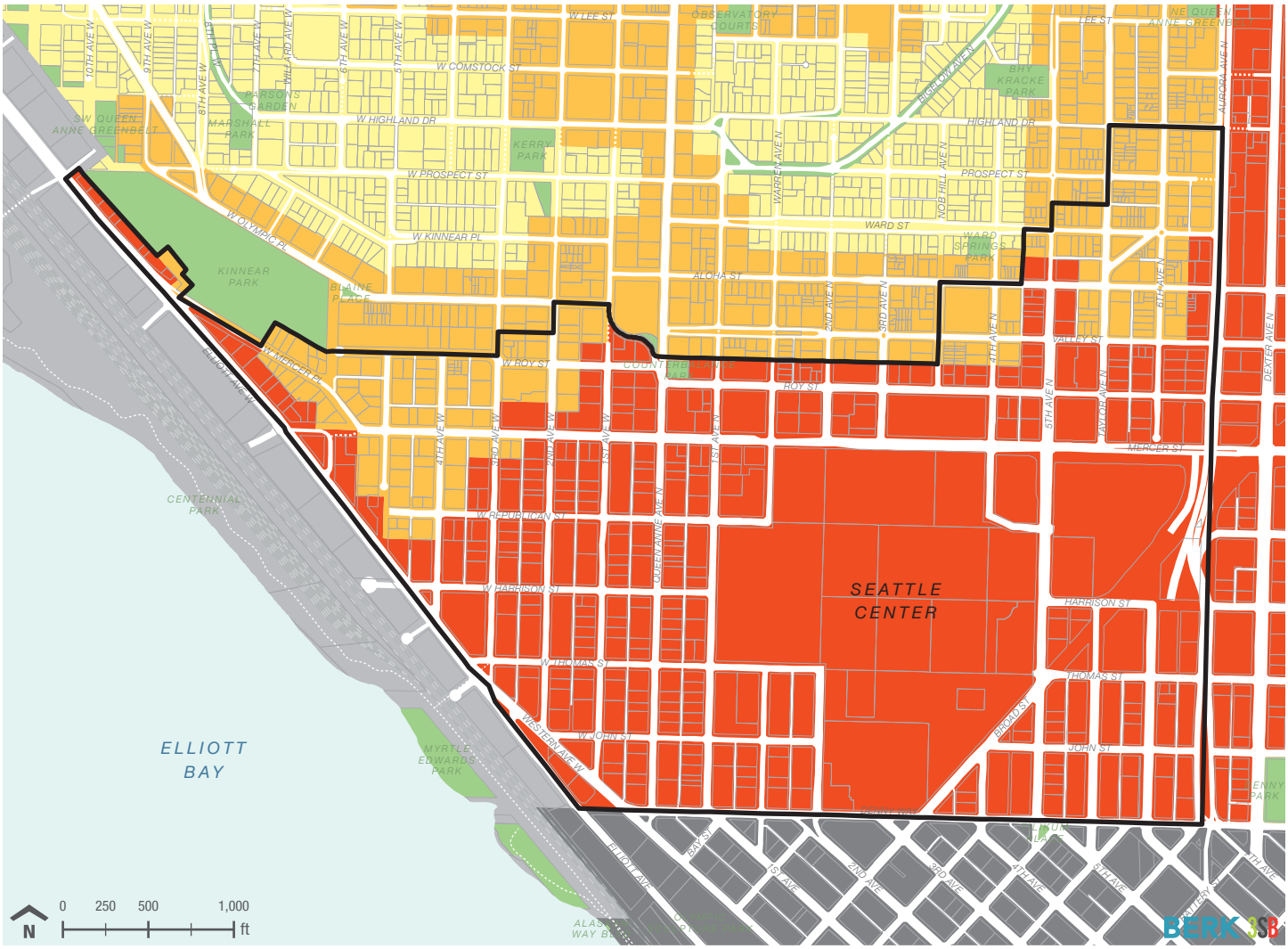



**Exhibit 3.1-3** Future Land Use Map, 2015

Uptown Urban Center Boundary

**Current Land Uses**

- City-Owned Open Space
- Single Family Residential Areas
- Multi-Family Residential Areas
- Commercial/Mixed-Use
- Downtown Areas
- Industrial Areas

*Source: City of Seattle, BERK Consulting 2015*

The City is proposing to update its Future Land Use Map with its Comprehensive Plan Update due for adoption in 2016. With the update, the entire study area would be designated "Urban Center."

## ZONING

### Allowed Uses and Height

The predominant zone in Uptown is Neighborhood Commercial (NC2 and NC3) at 71 percent of the parcel acres allowing a mix of uses with a pedestrian orientation at lower heights. About 9 percent of the study area is zoned Seattle Mixed (SM), found in the Uptown Triangle southeast of Seattle Center, allowing a wide range of mixed uses at up to 85 feet in height.

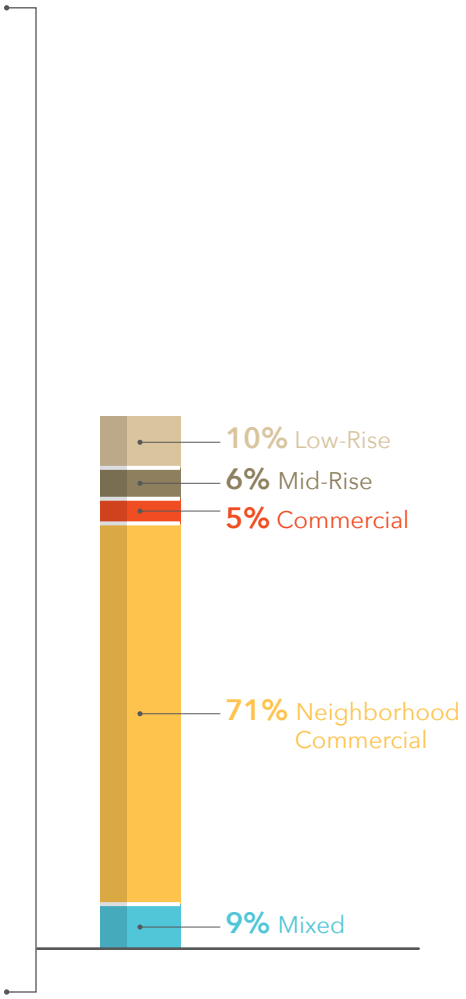
Multifamily zoning consists of Low-rise 3 (LR3), Low-rise 3 Residential Commercial (LR3-RC), and Midrise (MR). Greater height and density is allowed in MR, along with limited mixed uses, and is found in 6 percent of the study area. LR3 and LR3-RC primarily allows residential uses at lower densities and height and is found in 10 percent of the study area.

About five percent of the Uptown Study Area is zoned Commercial 1 (C1) or Commercial 2 (C2). C1 is located along Aurora Avenue N between Ward Street and Mercer Street, and C2 is applied along Elliott Avenue W between W John Street and W Harrison Street. Heights in these zones extend to 65 feet in C1 and 40 feet in C2.

Exhibit 3.1–4 summarizes acres by zoning classification, and Exhibit 3.1–5 shows the current zoning in the Uptown Urban Center.

**Exhibit 3.1–4** Current Zoning—Acres by Classification

| Zones and Associated Heights in Feet | Parcel Acres |
|---|---|
| Low-Rise | 21.2 |
| LR3 (18-40) | 18.4 |
| LR3 RC (18-40) | 2.8 |
| **Mid-Rise** | **12.8** |
| MR (60-75) | 12.8 |
| **Commercial** | **10.2** |
| C1-65 | 2.8 |
| C2-40 | 7.5 |
| **Neighborhood Commercial** | **157.7** |
| NC2-40 | 2.3 |
| NC3-40 | 27.4 |
| NC3-65 | 40.4 |
| NC3-85 | 78.3 |
| NC3P-40 | 8.9 |
| NC3P-65 | 0.4 |
| **Mixed** | **19.0** |
| SM-85 | 19.0 |
| **Grand Total** | **220.9** |




*Source: City of Seattle, BERK Consulting 2016*

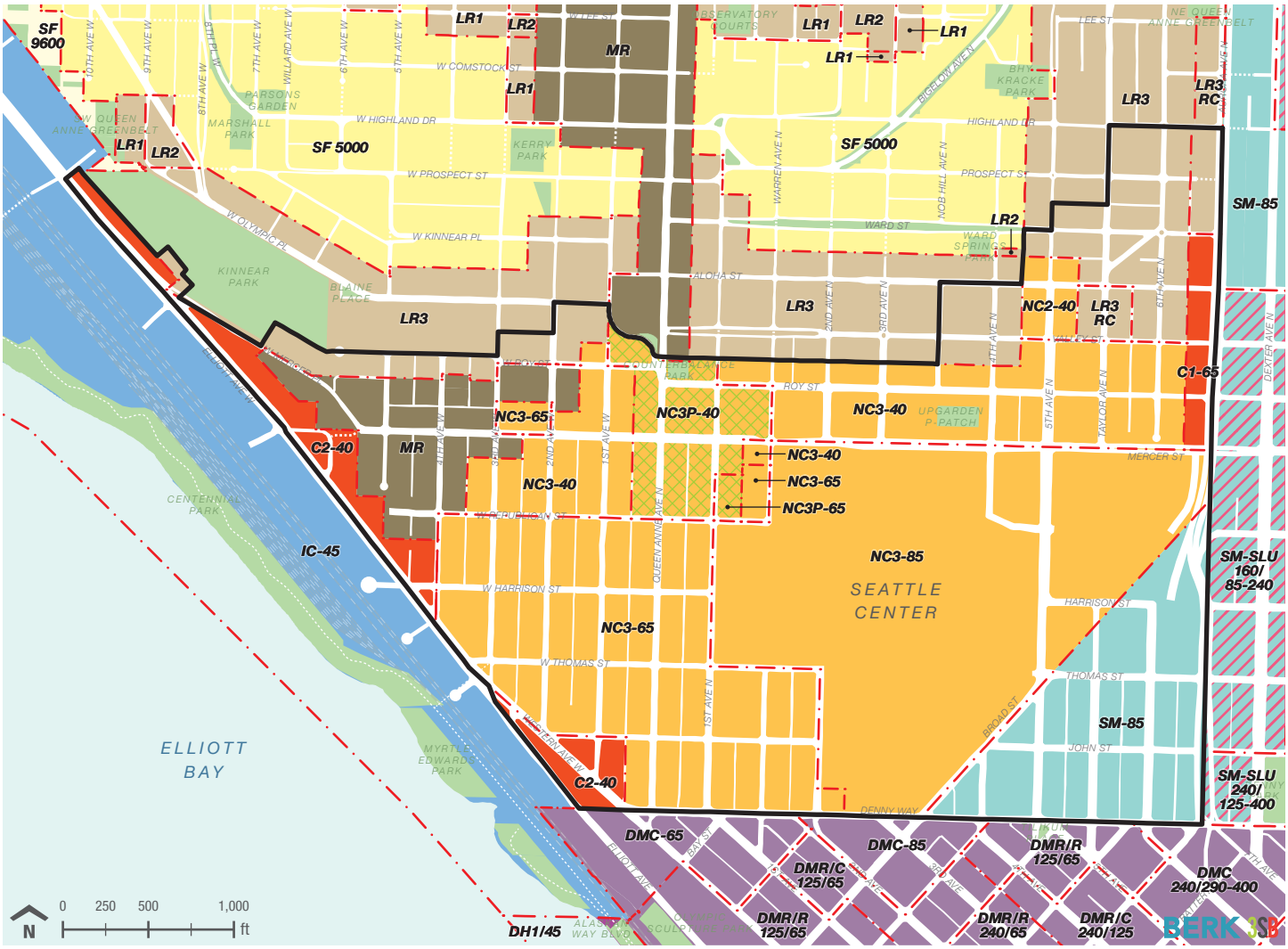



**Exhibit 3.1-5** Current Zoning Map, 2016

Uptown Urban Center Boundary

**Current Zoning**

- Incentive Zones
- Pedestrian Areas
- Single Family 5000
- Single Family 9600
- Low-Rise
- Mid-Rise
- Seattle Mixed
- Neighborhood Commercial
- Commercial
- Downtown Harborfront
- Downtown Mixed
- Industrial Commercial

*Source: City of Seattle 2016*

Each zone in the Uptown Study Area allows either multifamily, commercial, or mixed uses at different intensities. See Exhibit 3.1-6. LR3 is a primarily multifamily zone with small and moderate multifamily building types; it allows the lowest floor area ratio (FAR) and height of the zones in the study area. C2 is a primarily warehouse and wholesale commercial focused zone. SM 85 is a form-based zone with few limitations on uses and standards that promote mixed commercial and residential land uses with the greatest FAR and height in the study area. Other zones are in between this range with some allowances for mixed uses and mid-rise structures. As the most prevalent zone, NC3 is designed for single-purpose commercial as well as mixed-use residential and commercial uses allowing low- and mid-rise structures.

**Exhibit 3.1-6** Current Zones: Permitted Uses and Density

| | Zone | Typical Land Uses | Building Types | Limited Uses |
|---|---|---|---|---|
| Low-Rise | **LR3**<br>**LR-RC** | Variety of multifamily housing types. Density limits at 1 unit per 800 square feet of building space. | Small to moderate scale multifamily housing including: apartments, townhouses and row houses.<br>FAR of rowhouses / townhouses 1.2-1.4, apartments 1.5 to 2.0. | Medical Services meeting development standards allowed.<br>Ground Floor Commercial in LR-RC only. |
| Mid-Rise | **MR** | Variety of multifamily housing types, no density limits. | Multifamily housing.<br>FAR of 3.2 to 4.25. | Ground floor commercial allowed with: business support services; food processing and craft work; general sales and services; medical services; offices; restaurants; and live-work. |
| Commercial | **C1-65** | Large supermarkets, building supplies and household goods, auto sales and repairs, and apartments. | A variety of commercial building types and site layouts including one-story commercial structures with extensive surface parking, and multi-story office or residential buildings.<br>FAR at 65 ft. height: 4.25-4.75. | No size limits for most uses; 25,000-40,000 square feet for warehouse and wholesale showroom uses; 35,000 square feet or size of lot, whichever is greater, for office uses. |
| | **C2-40** | Warehouses, wholesale, research and development, and manufacturing uses. Residential use is generally not allowed, but exceptions meeting specific criteria may be considered through a conditional use process. | A variety of building types and site layouts, including single-story warehouse or manufacturing structures with extensive surface parking and loading areas, and multi-story buildings containing office or other non-retail uses.<br>FAR at 40 ft. height: 3-3.25. | Residential uses anywhere in a structure are conditional uses.<br>No size limits for most uses; 35,000 square feet or size of lot, whichever is greater, for office uses. |
| Neighborhood Commercial | **NC2-40** | Medium-sized grocery store, drug store, coffee shop, customer service office, or medical/dental facility, and apartments. | Single purpose commercial structures, multi-story mixed-use and residential structures. Non-residential uses typically occupy the street front.<br>FAR at 40 ft. height: 3-3.25. | 25,000 square feet for most uses; 50,000 square feet for multipurpose retail sales facilities. |
| | **NC3-40**<br>**NC3-65** | Supermarkets, restaurants, offices, hotels, clothing shops, business support services, and residences that are compatible with the area's mixed-use character. | Single purpose commercial structures office buildings, multi-story mixed-use and residential structures. Non-residential uses typically occupy the street front.<br>FAR at 40 ft. height: 3-3.25.<br>FAR at 65 ft. height: 4.25-4.75. | No size limits for most uses; 25,000 square feet for wholesaling, light manufacturing and warehouse uses. |
| Seattle Mixed | **SM 85** | Diverse, mixed-use communities with a strong pedestrian orientation permitting a wide range of uses. All uses are permitted outright except those specifically prohibited. | Mixed use structures.<br>Minimum FAR of 2, and maximum FAR of 4.5 to 6.<br>SM85 zone exempts residential use from FAR limits. | Examples of prohibited uses: high-impact uses, heavy manufacturing, manufacturing greater than 25,000 SF, drive in businesses, commercial parking or park and ride lots, and others. |

*Source: Seattle Municipal Code 2016, Department of Construction and Inspections Zoning Charts January 2016, BERK Consulting 2016*

## Amenities and Design Standards

To create attractive streetscapes and neighborhoods, with usable gathering and recreation spaces by residents, employees, and visitors, each zone has requirements for landscaping (green factor) and some design standards. Zones allowing residential or mixed uses require onsite open space. See Exhibit 3.1–7.

**Exhibit 3.1–7** Current Zones: Amenities and Transition Standards

| Standard | Low-Rise Multifamily Zones | Mid-Rise Multifamily Zones | Commercial and Mixed Use Zones |
|---|---|---|---|
| **Front and Side Setbacks** | 5 ft. minimum | 5 ft. minimum | In C and NC zones required for lots abutting or across the alley from residential zones; none in SM. |
| **Residential Amenities** | 25% of lot area with minimum 50% at ground level | 5% of gross floor area, no more than 50 percent may be enclosed | 5% of residential floor area, no more than 50 percent may be enclosed |
| **Green Factor Score*** | 0.6 | 0.5 | 0.3 |
| **Design Standards** | Enhance street-facing facades, building entry orientation standards | Enhance street-facing facades, building entry orientation standards | Commercial zones: screening of parking and storage and drive-in businesses.<br>SM zone: Façade standards for pedestrian streets, transparency and blank façade requirements. |

** Green Scores are based on a combination of: Planted areas, green roofs, vegetated walls, water features, permeable paving, structural soil.*

*Source: Seattle Municipal Code 2016, BERK Consulting 2016*

The LR zone has the highest required green factor, and a residential amenity space based on the lot area; design of pedestrian-oriented entries and street facing facades is regulated. MR zones have similar standards as LR zones except a slightly smaller green factor; MR residential amenity areas are scaled to the building size rather than the lot size. Commercial and Mixed Use zones are designed for more intensive buildings and uses and have a lower green factor score. Commercial zones have limited design standards whereas the SM zone has more extensive design standards. Residential zones have standard setbacks whereas in commercial zones it depends on the adjacent residential zone; no setbacks are specified in the SM zone.

## NEIGHBORHOOD CHARACTER

The Uptown Study Area is made up of several subareas as described in the Uptown Urban Design Framework (UDF). See Exhibit 3.1–8. These subareas are defined by use, character of development, geographic features, and emerging opportunities. Each is described below.

1. **Uptown Park:** Uptown Park in the western part of the Uptown Study Area contains most of the Study Area's homes and jobs. The north portion of Uptown Park, roughly from Roy Street to Mercer Street, is developed with 3- to 4-story multifamily projects in a mix of architectural styles. In the mid-section of this subarea,

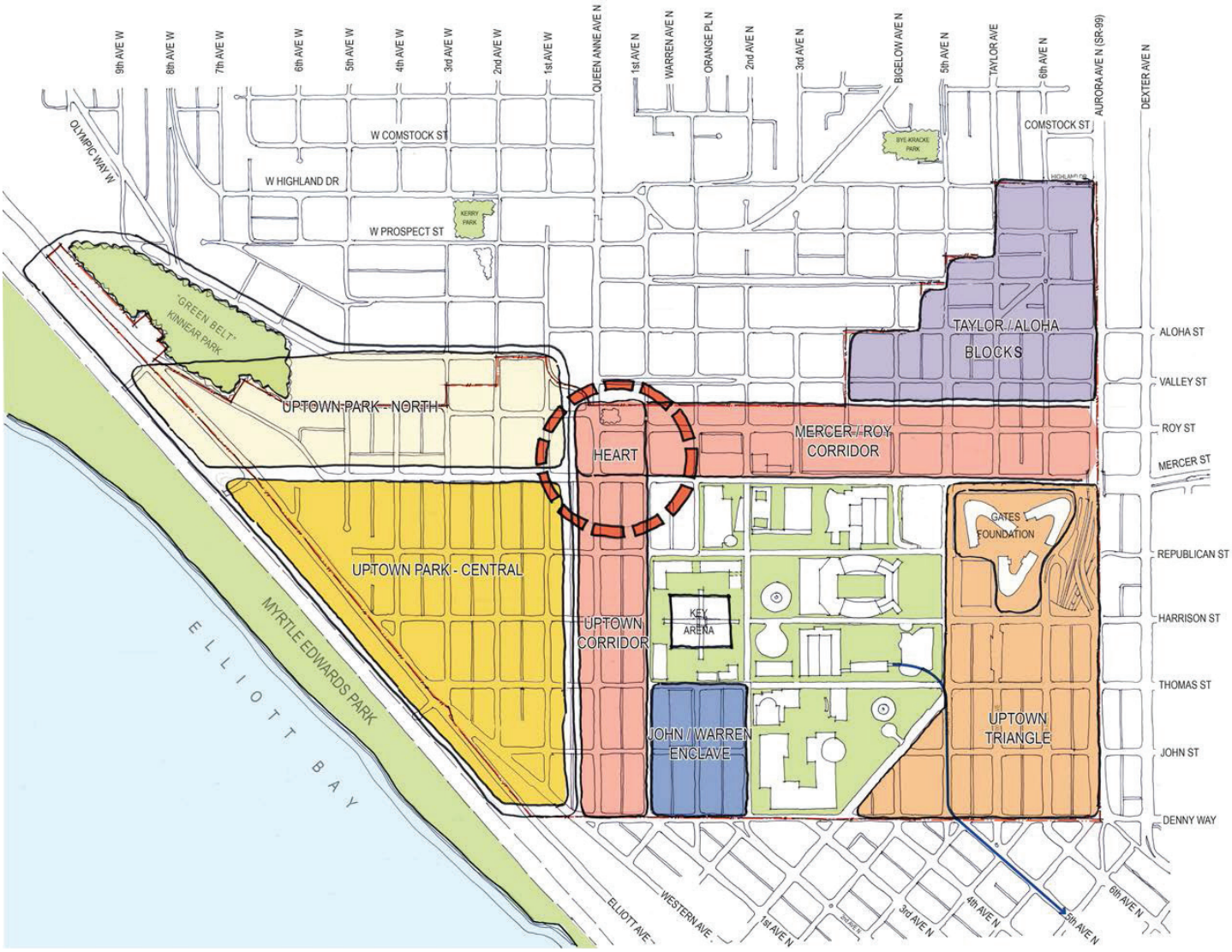



**Exhibit 3.1–8** Neighborhood Character Map *Source: City of Seattle Office of Planning and Community Development, 2015a*

roughly south of Mercer the neighborhood is primarily mixed-use with commercial uses at the edges closer to Elliott Avenue and Queen Anne Avenue.

2. **John/Warren Enclave:** This area contains a mix of apartment buildings both new and long-standing, churches and social services, a parking garage, retail businesses, and restaurants.
3. **Mercer Roy Corridor:** The south side of the corridor includes Seattle Center theaters and halls, including the Seattle Opera that is under redevelopment. On the north side of Mercer Street, the most prominent buildings are the Mercer Garages; other smaller scale buildings house services, retail businesses, restaurants, arts and cultural enterprises, and institutional services.
4. **Heart of Uptown:** This subarea provides the neighborhood with the bulk of goods and services for the residents and workers. Development consists of 2 to 3 story structures with some single story buildings.
5. **Uptown Triangle:** The Uptown Triangle contains hotels and commercial uses, the Gates Foundation and the north terminal of SR99 tunnel.
6. **Aloha/Taylor Blocks:** These blocks in the northwest Uptown Study Area are transitioning to mixed uses with commercial and residential uses.

## EMPLOYMENT

The primary land use in the study area is commercial/mixed use with additional areas of institution and manufacturing (e.g. craft, assembly, work lofts). In 2014, there were approximately 14,592 jobs in the Uptown Study Area. Exhibit 3.1–9 shows the breakdown of jobs by employment sector. Over half the jobs in Uptown are in the services sector. This includes employment at the Bill and Melinda Gates Foundation, a major employer in the study area.

## CURRENT DENSITY

Presently, the Uptown Study Area densities are reflective of its Urban Center status with household densities of 31 per acre, population of 42 per acre, and jobs of 66 per acre. The Puget Sound Regional Council (PSRC) tracks density in designated regional centers such as the Uptown Urban Center by activity units defined as the combination of population and jobs; by that measure, there are 108 activity units per acre. See Exhibit 3.1–10.

**Exhibit 3.1-9** Uptown Study Area Employment, 2014

| Sector | Jobs | Percent |
|---|---|---|
| **Construction and Resource** | ** | ** |
| **Finance, Insurance and Real Estate** | 959 | 7% |
| **Manufacturing** | 357 | 2% |
| **Retail** | ** | ** |
| **Services** | 8,768 | 60% |
| **Warehousing, Transportation and Utilities** | 1,779 | 12% |
| **Government** | 1,755 | 12% |
| **Education** | 41 | 0% |
| **Total** | **14,592** | |

** Covered employment estimates are based on the Washington State Employment Security Department's (ESD) Quarterly Census of Employment and Wages (QCEW) series. This series consists of employment for those firms, organizations and individuals whose employees are covered by the Washington Unemployment Insurance Act. Covered employment excludes self-employed workers, proprietors, CEOs, etc., and other non-insured workers. Typically, covered employment has represented 90-93% of total employment. Note that this includes part-time and temporary employment, and if a worker holds more than one job, each job would appear in the database.*

*** Sectors with missing job counts are suppressed.*

*Source: PSRC, 2016*

**Exhibit 3.1-10** Uptown Urban Center Densities

| | Current | Units per Acre |
|---|---|---|
| **Households 2015 estimate** | 6,855 | 31 |
| **Population 2015 estimate** | 9,323 | 42 |
| **Jobs 2014** | 14,592 | 66 |
| *Activity Units: Pop and Jobs* | *23,915* | *108* |

*Note: Parcel acres = 220.94*

*Sources: City of Seattle GIS, 2015; Dupre and Scott 2016; PSRC 2016; BERK Consulting 2016*

# 3.1.2 IMPACTS

## IMPACTS COMMON TO ALL ALTERNATIVES

### Land Use Patterns

Each alternative would increase the density of households, population, and jobs in the Uptown Urban Center, though levels would vary, as shown in Exhibit 3.1–11.

**Exhibit 3.1–11** Housing, Population, and Job Density by Alternative

| | Current | Units per Acre | No Action Total | Units per Acre | Mid-Rise Total | Units per Acre | High-Rise Total | Units per Acre |
|---|---|---|---|---|---|---|---|---|
| **Households 2015 estimate** | 6,855 | 31 | 9,855 | 45 | 10,225 | 46 | 10,600 | 48 |
| **Population 2015 estimate** | 9,323 | 42 | 13,403 | 61 | 13,906 | 63 | 14,416 | 65 |
| **Jobs 2014** | 14,592 | 66 | 17,092 | 77 | 17,392 | 79 | 17,717 | 80 |
| *Activity Units: Pop and Jobs* | *23,915* | *108* | *30,495* | *138* | *31,298* | *142* | *32,133* | *145* |

*Note: Parcel acres = 220.94. This table considers net parcel acres to address density levels. PSRC calculates activity units using gross acres; see Section 3.2 Relationship to Plans and Policies.*

*Sources: City of Seattle GIS, 2015; Dupre and Scott 2016; PSRC 2016; BERK Consulting 2016*

Under all alternatives, the predominant land use pattern consists of high density mixed uses; this pattern would support the Urban Center designation. Single-purpose zones at lower densities (e.g. LR3 under all alternatives potentially, and C1 and C2 under Alternative 1) are limited in the Uptown Study Area; lower density single purpose zones would not preclude achievement of the Urban Center goals as they make up a minor area. Alternative 2 Mid-Rise and Alternative 3 High-Rise would more optimally promote intense mixed uses with greater application of the SM zone than for Alternative 1 No Action.

Activity levels would increase across the Uptown Study Area with new residents, patronage at retail and cultural businesses, and new employment at offices. Increased activity would be supported by transit and other investments in non-motorized travel creating a more vibrant pedestrian experience. This level of activity is also consistent with City designation of the Uptown as an Urban Center, planned as one of the densest Seattle neighborhoods, and serving as both a regional center and as a neighborhood with diverse mixes of uses, housing, and employment (City of Seattle, 2015a).

Redevelopment properties (see Exhibit 2–9 on page 2.14) are most likely to change to allowed uses under each alternative, such as the Mercer/Roy Corridor, northeast Seattle Center, and Uptown Triangle (see Exhibit 2–10 on page 2.15).

Differences in land use patterns are described by each alternative, below.

## Land Use Compatibility

Growth in the Uptown Urban Center is expected to increase the number of households and jobs. Under the range of alternatives, households would increase by 44 percent to 55 percent, and jobs would increase by 17 percent to 21 percent. As redevelopment occurs, there is potential for localized land use compatibility conflicts under all of the alternatives where newer development may be of greater height and intensity than existing development. The extent of these effects would vary by alternative, and can be reduced by application of City development and design standards, particularly any custom SM standards developed under Alternatives 2 and 3.

All alternatives provide for a transition to much of the upper Queen Anne neighborhood adjacent to the northern boundary of the Uptown Urban Center. Compared to existing development, heights could increase but are most limited in the Uptown Park – North district (see neighborhoods defined in Exhibit 3.1–8) and abutting portions of the Taylor Aloha district. Heights step down at the northern extent to transition building scale and bulk to the relatively moderate density blocks of the upper Queen Anne neighborhood though the level of height transition varies by alternative. Impacts to other adjacent neighborhoods also vary by alternative.

## Displacement

Each alternative would allow redevelopment that could displace existing uses. The potential for housing displacement is addressed in Section 3.3 Housing.

All three alternatives are expected to result in the displacement of some existing business and jobs, though there would be sufficient building space to relocate them. Exhibit 3.1–12 on the following page shows expected impacts on employment within the study area by alternative.

**Exhibit 3.1-12** Study Area Employment—Target Growth and Potential Jobs Displaced

| | No Action | Mid-Rise | High-Rise |
|---|---|---|---|
| **Gross Total Jobs Provided** | 3,145 | 3,737 | 3,932 |
| **Estimated Existing Jobs to be Displaced** | 741 | 549 | 580 |
| *Estimated Net New Jobs* | *2,500* | *2,800* | *3,125* |

*Source: Hewitt Architecture, BERK Consulting, and City of Seattle, 2016*

## IMPACTS OF ALTERNATIVE 1 NO ACTION

### Land Use Patterns

Under Alternative 1 No Action, the Uptown Urban Center would add 3,000 households and 2,500 jobs by 2035, a 44 percent and 17 percent increase above existing levels respectively. Compared to Alternatives 2 and 3, the No Action Alternative is the least intensive.

Allowed heights would remain in the range of four to eight stories, or 40 to 85 feet (see Exhibit 3.1–13), but because existing development does not fully use this capacity, redevelopment would likely occur at greater intensities than currently exist.

Redevelopment would occur under current zoning. Under Alternative 1 No Action, the Heart of Uptown and the Mercer/Roy corridor have the least capacity for development, with maximum heights of 40 feet. The greatest capacity for development is at Seattle Center and in the Taylor Aloha and Uptown Triangle districts, which have heights up to 85 feet. Zoned SM, which promotes mixed-use, the Uptown Triangle would continue to transition to a more intense development pattern and increase the mix of commercial and residential uses.

Although redevelopment would occur under Alternative 1 No Action, it is less likely that this growth pattern would support the Uptown Rezone proposal objectives on page 2.5; less housing would be built to support year round residential patronage of businesses and less affordable units could be achieved (see Section 3.3 Housing).

Alternative 1 No Action would result in a land use pattern that less likely achieves the desired character illustrated in the Uptown UDF (see Chapter 2, Development Character on page 2.10), including the enhancement of the Arts and Culture District and production of new diverse and affordable housing choices compared to the other alternatives.

**Exhibit 3.1–13** Alternative 1 No Action Height and Target Growth

**Height**

| | | |
|---|---|---|
| 40' | 65' | 125' |
| 60' | 85' | 160' |

*Source: Hewitt Architecture, 2016*

## Land Use Compatibility

### Within the Uptown Urban Center

Without any changes in zoning to alter allowed heights or land use patterns, land use compatibility effects are likely to be limited to those common to all alternatives. Increased development intensity and the pace of neighborhood change may result in localized compatibility conflicts, but those conflicts could be managed by the application of existing development and design standards.

### Adjacent to the Uptown Urban Center

Under Alternative 1 No Action, Uptown zoning is generally compatible with the adjacent neighborhoods (Exhibit 3.1–5 on page 3.8) in terms of uses allowed, heights, and activity levels. Impacts would be similar to those described under all alternatives.

Zoning that abuts the Queen Anne neighborhood has similar height limits, and in the case of LR3 similar zoning allowances. NC2

and NC3 zoning in Uptown allowing commercial uses already abut the residentially focused LR3 residential blocks in the Queen Anne neighborhood. These commercial areas could allow greater activity levels next to residential areas, but also provide pedestrian-oriented goods and services convenient to residents.

Heights in the Uptown Urban Center are lower at 65 and 85 feet facing South Lake Union to the east which can develop to 85 to 240 feet; though both neighborhoods are designated Urban Centers, present zoning in Uptown is not as intense under the No Action Alternative as it is for South Lake Union. Separation of the neighborhoods by Aurora Avenue N limits impacts due to differing development densities and resulting activity levels.

Mixed-use zoning districts with heights of 40, 65, and 85 feet in Uptown face Belltown to the south across Denny Way; Belltown districts have heights ranging 65 to 125 feet. Heights of 40 feet along the eastern frontage of Elliott Avenue W face zones of similar height at 45 feet west of the roadway.

### Job Displacement

The No Action Alternative has the potential to displace 741 jobs on existing sites if growth occurred at the level targeted. This is greater than the Action Alternatives, since the No Action Alternative would implement lower heights requiring more properties to redevelop to achieve the target building space and growth. There would be sufficient space to accommodate relocated employment.

## IMPACTS OF ALTERNATIVE 2 MID-RISE

### Land Use Patterns

Growth under Alternative 2 Mid-Rise is anticipated to add 3,370 new households and 2,800 new jobs by 2035. The growth would occur with new zoning that changes the pattern of allowed heights and uses.

Allowed heights would range from six to 12 stories, or 65-125 feet, in the Mid-Rise alternative with most of the area allowed to grow to 85 feet. See Exhibit 3.1–14. This is an increase from the range of four to eight stories and 40-85 feet under Alternative 1 No Action. Only the area west of Kinnear Park would retain heights of 40 feet under Alternative 2 Mid-Rise.

**Exhibit 3.1–14** Alternative 2 Mid-Rise Heights with Target Scenario Growth

**Height**

| | | |
|---|---|---|
| 40' | 65' | 125' |
| 60' | 85' | 160' |

*Source: Hewitt Architecture, 2016*

The increase in heights and greater growth would provide more opportunities for commercial and residential development than the No Action Alternative, but would provide less growth than Alternative 3 High-Rise. Alternative 2 supports the implementation of the Uptown UDF vision that would increase opportunities for affordable housing, jobs, cultural spaces, and arts activities as well as the future transportation improvements bringing light rail and more non-motorized connections to the Urban Center.

Alternative 2 Mid-Rise could alter land use patterns in the Uptown Urban Center by creating two intense nodes of development around proposed Sound Transit light rail stations in the Uptown Triangle and Heart of Uptown subareas. This location and level of mixed-use growth would better support light rail in those subareas.

Under Alternative 2 Mid-Rise, the greatest height allowed is in the Uptown Triangle area; this pattern is consistent with Alternative 1, but the maximum allowed height is 125 feet under Alternative 2.

The Heart of Uptown and the Mercer/Roy corridor subareas, which have the least capacity in the No Action alternative, have the potential for the greatest gains in capacity with heights increasing to 85 feet. This change may increase the likelihood of redevelopment in these areas, consistent with the neighborhood character descriptions in the Uptown UDF. In the Uptown UDF, the Heart of Uptown is the focus of pedestrian and retail activity and the "anchor" of the neighborhood. Additional capacity in the Mercer/Roy Corridor could provide additional affordable housing and reinforce the growth of a theatre district and the neighborhood-wide Arts and Culture District. More modest increases in intensity would be allowed in the rest of the Uptown Urban Center.

Temporary and permanent impacts would result from this nodal pattern of land uses. On a temporary basis, construction-related impacts and disruptions would last longer and be more pronounced in the areas around the nodes. Greater land use intensity could be addressed by the more extensive development and design standards in the SM zone; while there would be greater activity levels with residents, visitors and customers and employees, planned improvements that add multimodal transportation, high-capacity transit, and neighborhood character improvements would mean more pedestrian and non-motorized travel.

## Land Use Compatibility

### Within the Uptown Urban Center

Compatibility conflicts could occur within the Uptown Urban Center as a result of changes in land use and changes related to increased intensity, bulk, scale, and height of new development.

Proposed zoning changes under Alternative 2 Mid-Rise would rezone all of the NC2, NC3, MR, C1, and C2 areas to a custom SM zone. (See Exhibit 3.1–5 on page 3.8 for the location of these zones). This could create some land use compatibility conflicts in the Uptown Urban Center. The SM zone allows most residential and employment uses, excluding a handful of uses that are not compatible with a high-intensity mixed-use urban environment such as high impact uses, industrial and manufacturing, park and ride or park and pool lots, animal husbandry, jails, and recycling or solid waste transfer stations.

The change in zoning could impact the ability of certain businesses to operate in the Uptown Urban Center. NC3 zoning allows for some of the uses prohibited in the SM zone with a conditional or administrative use approval, such as park and pool lots, or, with a size restriction, uses such as light manufacturing or warehousing. C2 and C3 zoning also allows light and medium manufacturing, storage and warehouse uses, and park and ride facilities. Currently, these land uses allowed in the NC2, NC3, C2, and C3 zones but prohibited in the SM zone are extremely limited in the Uptown Urban Center. With only about 2 percent industrial uses (Exhibit 3.1–1 on page 3.4) and limited or no uses as park and rides or animal husbandry, the impact of this change in use would be minimal. Any existing uses in these categories would be considered non-conforming and allowed to continue subject to the provisions of Seattle Municipal Code sections 23.42.100–23.42.110. Overall, this transition in uses has the potential to reduce land use compatibility conflicts as it limits certain uses that are incompatible with a high-density mixed-use environment that is contemplated in the Uptown Urban Center.

The change to SM zoning would also introduce a greater mix of uses in the Uptown Park subarea. Residential uses are currently limited to a conditional use in the C2 zone, but SM zoning would remove this restriction. As a result, there could be new residential development in the Uptown Park district along Elliott Avenue W. In the MR zoning area, uses are currently limited to residential and those that support or complement residential, such as parks, community gardens, and childcare facilities. Ground-floor retail is allowed, but the allowed uses are limited to business support, food processing and craft work, sales and service, medical, office, and restaurants. Adoption of SM zoning would increase the likelihood of a broader range of non-residential uses and could result in the expansion of non-residential uses beyond the ground floor. As this area transitions to the mix of uses allowed in the SM zone, there could be compatibility conflicts between existing and redeveloped uses. Impacts would gradually diminish over time as the area completes its transition to a mixed-use environment.

In areas currently zoned L3 or LR3-RC, Alternative 2 Mid-Rise proposes height increases from 40 to 65 feet west of 2nd Avenue West and from 40 to 85 feet between 2nd Avenue W and 1st Avenue W. In the Taylor-Aloha Blocks currently zoned LR3 or LR3-RC, heights would change from 40 to 65 feet or 40 to 85 feet.

In order to accomplish the height changes the following zoning options are under consideration with Alternative 2:

- Amend the LR3/LR3-RC zone to allow greater heights and FAR but retain the LR3 zone use allowances which are largely single-purpose multifamily residential.
- Rezone the LR3/LR3-RC districts to MR which allows heights and FAR similar to those proposed under Alternative 2 creating a modest opportunity for more mixed uses in keeping with the Urban Center.
- Rezone the LR3/LR3-RC districts to SM which is more intense in terms of uses allowed but has more development and design standards to provide for appropriate mixed-use character and pedestrian orientation.
- A combination of the above. For example, blocks west of 2nd Avenue W could be zoned MR and blocks east could be zoned SM.

Alternative 2 Mid-Rise would increase the bulk and scale of development over the No Action Alternative due to increases in height and intensity. Zoning changes in the areas currently zoned LR3/LR3-RC and MR (see Exhibit 3.1–5 on page 3.8 for locations) would eliminate front, rear, and side setbacks for new development. Multifamily zones also require a 25 percent minimum set aside for open space at the lot level, whereas such amenities are measured by 5 percent of the gross floor area under SM. Additional heights add 20 to 45 feet over the height currently allowed for most of the Uptown Urban Center. These increases in bulk, scale, and height would produce larger and more intense building forms, which may result in differences in height between existing and new developments. Impacts related to land use compatibility within the Uptown Urban Center would likely diminish over time as the area redevelops and approaches the capacity anticipated in Alternative 2 Mid-Rise. However, difference in residential amenities such as onsite open space associated with development under the current multifamily zoning could be permanent.

### Adjacent to the Uptown Urban Center

Neighborhoods adjacent to the Uptown Urban Center may experience some land use compatibility conflicts. Under Alternative 2 Mid-Rise, modest increases in height could result in a height difference of about two stories next to the Ballard Interbay and

Belltown neighborhoods. Proposed zoning in both areas allows a wide mix of commercial and residential uses that are unlikely to produce any conflicts in land use. Impacts related to the differences in these areas are likely to be minor, if they occur at all given the transition across larger arterials such as Elliott Avenue W and Denny Way.

Although much of the boundary with the Queen Anne neighborhood is unlikely to be subject to land use compatibility conflicts, as described in the impacts common to all alternatives, there is a potential for conflicts in the area adjacent to the Uptown Park North and the Mercer/Roy corridor. Under Alternative 2 Mid-Rise, allowed heights would substantially increase, particularly along the Mercer/Roy corridor, producing larger and more intense building forms on the boundary of the LR3 zone in Queen Anne. City of Seattle development and design standards, including those addressing screening, landscaping, noise, light, and glare, should help to reduce impacts related to this difference in height and intensity. See Section 3.4 Aesthetics and Urban Design for additional information. Changes in allowed land uses along the Mercer/Roy corridor should not result in land use compatibility conflict impacts since the current NC3 zoning in the Mercer/Roy district provides a mixed-use environment that is similar to the mix of uses in the proposed SM zoning.

### Job Displacement

Due to the additional capacity available to accommodate growth on fewer redeveloped parcels, Alternative 2 would have the least potential effect on job displacement, at 549 jobs. Future development space could accommodate displaced jobs.

## IMPACTS OF ALTERNATIVE 3 HIGH-RISE

### Land Use Patterns

Alternative 3 High-Rise allows the greatest potential for growth in the Uptown Urban Center. Under this alternative, the neighborhood would add 3,745 households and 3,125 jobs by 2035, and the most potential for realizing the vision in the Uptown UDF. With more redevelopment there is greater opportunity to develop affordable housing, a diversity of housing opportunities, more employment space, and cultural space.

**Exhibit 3.1–15** Alternative 3 High-Rise Heights with Target Scenario Growth

**Height**

40' 65' 125'
60' 85' 160'

*Source: Hewitt Architecture, 2016*

The distribution of the intensity of the land uses could be the most uniform throughout the Uptown Urban Center in Alternative 3 High-Rise as compared to the other alternatives. Consistent with Alternative 2 Mid-Rise, Uptown Park- North would receive modest height increase, from the current standard of 40 65 feet to 65 feet, and northeast Seattle Center would increase from 85 feet to a maximum of 125 feet under Alternative 3. See Exhibit 3.1–15. Yet within the rest of the Uptown Urban Center Alternative 3 High-Rise would increase the maximum height in nearly every subarea up to 160 feet. With two new Sound Transit light rail stations in the Uptown Triangle and the Heart of Uptown districts, redevelopment would likely take on a nodal pattern as in Alternative 2, but given the higher level of growth and greater capacity for growth outside the nodes, the nodal effect would be less pronounced.

Alternative 3 High-Rise results in the greatest impacts related to growth and intensity. Temporary impacts and disruptions related to construction and redevelopment would last longer and be more distributed throughout the area. Impacts related to permanent

changes in land use intensity would be mostly mitigated by planned improvements that add multimodal transportation, high-capacity transit, and neighborhood character improvements.

## Land Use Compatibility

### Within the Uptown Urban Center

Since Alternative 3 High-Rise proposes the same changes in zoning as Alternative 2 Mid-Rise, the compatibility impacts related to changes in land uses are the same. A handful of industrial and other uses currently allowed or in operation would be prohibited. LR3/LR3-RC zone options are the same as for Alternative 2 with a potential to see more mixed and intense uses in the Uptown Park North and Mercer/Roy Corridor than exists today. The Uptown Park district would likely see a greater mix of uses in both the current MR, and C2 zoned areas.

Alternative 3 High-Rise would increase the bulk and scale of development over the No Action Alternative and Alternative 2 Mid-Rise given the greatest studied increases in height and intensity. As with Alternative 2, zoning changes in the areas currently zoned LR3/LR3-RC and MR (see Exhibit 3.1–5 on page 3.8 for locations) would eliminate front, rear, and side setbacks for new development and would alter the 25 percent minimum open space at the lot level to a standard requiring five percent of gross floor area to be open space.

Height increases under Alternative 3 High-Rise add 75 to 95 feet to the heights allowed under Alternative 1 No Action and 45 to 75 feet over the heights allowed in Alternative 2 Mid-Rise for most of the Uptown Urban Center. These increases in bulk, scale, and height would produce considerably taller and more intense building forms, which may result in abrupt and pronounced changes in height between existing and new developments. Impacts related to land use compatibility within the Uptown Urban Center would likely diminish over time as the area redevelops and approaches the capacity anticipated in Alternative 3 High-Rise.

### Adjacent to the Uptown Urban Center

Neighborhoods adjacent to the Uptown Urban Center could experience land use compatibility conflicts. Under Alternative 3 High-Rise increases in height could result in a height difference of 75 to 120 feet with the Belltown neighborhood, and the portion

of the upper Queen Anne neighborhood adjacent to the Mercer/Roy Corridor. Building forms would be significantly larger and more intense than the adjacent neighborhoods in these areas.

North of Mercer Street, the Uptown Study Area would have heights of 160 feet whereas heights would equal about 85 feet in the South Lake Union Urban Center; south of Mercer Street, heights in Uptown would be 160 feet facing heights of up to 240 feet in South Lake Union.

City of Seattle development and design standards including those addressing screening, landscaping, noise, light, and glare may help to reduce impacts related to this difference in height and intensity. See the section on Urban Design and Aesthetics for additional information (See Section 3.4 Aesthetics and Urban Design). Additionally, separation of Uptown on the east, south, and west by primary arterials that are wide would mute differences in scale to some degree.

### Job Displacement

Due to the additional capacity available to accommodate growth on fewer redeveloped parcels, Alternative 3 would have less potential effect than the No Action Alternative on job displacement, at 580 jobs, and a slightly greater amount of displacement than Alternative 2 Mid-Rise. There is space to accommodate relocated jobs.

## FULL BUILDOUT

Under all alternatives, there is capacity to achieve household and job growth beyond the expected 2035 target growth. Under full buildout, all of the redevelopable lots (see Exhibit 2–9 on page 2.14) are assumed to change to the uses and heights proposed under each alternative. Given the differences in height, No Action has the least capacity and High-Rise the most with Mid-Rise in the range. The potential for land use pattern and compatibility impacts would be similar relative to each alternative but at a higher magnitude. See Exhibit 3.1–16.

With greater growth there is a potential for displacement. See Section 3.3 Housing for a discussion of housing displacement at full buildout.

**Exhibit 3.1-16** New Growth at Target and Buildout Levels

| | Current | No Action Net Target | No Action Net Capacity | Mid-Rise Net Target Scenario Growth | Mid-Rise Net Capacity | High-Rise Target Scenario Growth | High-Rise Net Capacity |
|---|---|---|---|---|---|---|---|
| **Households** | 6,855 | 3,000 | 10,186 | 3,370 | 14,773 | 3,745 | 17,342 |
| **Jobs** | 14,592 | 2,500 | 2,670 | 2,800 | 3,554 | 3,125 | 3,834 |

*Source: City of Seattle, PSRC, Hewitt Architecture, BERK Consulting 2016*

All three alternatives are expected to result in the displacement of some existing business and jobs, to the same level at full buildout since the same potential pool of redevelopable lots could be developed. However, there is sufficient employment space to relocate them within expected job capacities at either target or full buildout. See Exhibit 3.1-17.

**Exhibit 3.1-17** Impacts on Study Area Employment

| | No Action | Mid-Rise | High-Rise |
|---|---|---|---|
| **Gross Total Jobs Provided** | 3,145 | 3,737 | 3,932 |
| **EstimatedExisting Jobs to be Displaced—Target Growth** | 741 | 549 | 580 |
| *Estimated Net New Jobs—Target Growth* | *2,500* | *2,800* | *3,125* |
| **Gross Total Job Capacity—Full Buildout** | 6,680 | 7,564 | 7,844 |
| **Potential Jobs Displaced—Full Buildout** | 4,009 | 4,009 | 4.009 |
| *Estimated Net New Jobs—Full Buildout* | *2,670* | *3,554* | *3,834* |

*Source: Hewitt Architecture, BERK Consulting, and City of Seattle, 2016*

## 3.1.3 MITIGATION MEASURES

### INCORPORATED PLAN FEATURES

Both the current and proposed Comprehensive Plan Update apply the designation of Urban Center to the Uptown Study Area; urban centers are intended to contain the highest density of jobs and housing compared with other locations in the city. Urban centers serve both as regional centers and city neighborhoods. All alternatives, particularly Alternative 2 Mid-Rise and Alternative 3 High-Rise, offer greater mixed use opportunities at high densities that support the intent of the Comprehensive Plan.

The Comprehensive Plan also includes a Neighborhood Planning element that honors the Queen Anne Neighborhood Plan developed in the 1990s. As described in the Uptown UDF, following are essential policy concepts in the adopted Queen Anne Plan, June 1998:

- **Housing:** Neighborhood plan policies support conservation of the historic character of development along Roy Street and development of a range of housing types that includes residences for families.
- **Transportation:** Neighborhood plan goals and policies for Uptown promote development of a transportation system with many options to serve both residents and visitors to the neighborhood. The plan emphasizes non-single occupancy vehicular modes of transportation as a method to better manage traffic congestion. Goals and policies support high capacity transit such as light rail or rapid bus to serve the neighborhood and Seattle Center by connecting residents to employment centers and to bring visitors to the neighborhood. Policies also advise the integration of pedestrian and bike facilities throughout the neighborhood, and transportation options that are consistent with the historic character of the neighborhood.
- **Economic Vitality:** The neighborhood plan identifies the need to provide affordable space for commercial uses, distinct character for the different business districts in the neighborhood, the provision of employment opportunities in the neighborhood to create a true mixed use character.
- **Open Space, Seattle Center serves as the primary open space within the neighborhood:** Additional open space is provided by the Counterbalance Park in the "Heart" of Uptown, and Kinnear Park with its urban forest. The neighborhood plan envisions a broader view of open space and encourages design of streets such as Queen Anne Boulevard and the neighborhood's residential streets to serve as open spaces as well.
- **Historic Preservation:** The neighborhood planning recognizes the historic character of the Uptown neighborhood. Specific policies promote new development consistent with the historic character of Queen Anne Boulevard and suggest the creation of a conservation district to retain the art deco influenced multi-family housing along Roy Street.

## REGULATIONS AND COMMITMENTS

### Seattle Municipal Code

Seattle's municipal code contains regulations for land use compatibility, height, and bulk. A summary of these regulations, which would serve to mitigate impacts associated with the alternatives, is below.

**SEPA Policies.** Title 25 of the Seattle Municipal Code contains policies governing the issues to be addressed during development review under the State Environmental Policy Act (SEPA). Chapter 25.05.675 SMC contains policies related to specific environmental issues. Regarding land use, SEPA policies address height, bulk, and scale and computability.

**Development Regulations.** Title 23 of the Seattle Municipal Code contains the City's Land Use Code, which establishes zoning and development regulations. These development regulations contain provisions governing the design of buildings and provisions to minimize land use incompatibilities and impacts associated with height, bulk, and scale. Commercial and mixed-use zones generally contain provisions for urban design, including regulations on building form (setbacks, upper-story stepbacks, open space requirements, building height, FAR, screening and landscaping, etc.).

**Seattle Design Review Program.** The Seattle Design Review Program provides oversight of private development projects in the Seattle that meet certain criteria in terms of development size or where a departure from a development standard is requested. Design Review Boards are designated for seven areas of the city; each board is responsible for reviewing development projects in their defined area for compliance with Seattle's adopted Design Guidelines and recommending design changes to make projects more consistent with the guidelines. The Design Guidelines define desirable qualities with regard to architecture, urban design, and public space, and the overall goal of the program is to encourage excellence in the design of new commercial and multifamily development in Seattle. In addition to citywide standards, the Design Guidelines include a special chapter that contains guidelines tailored specifically for Uptown. Design review boards refer to the applicable citywide and neighborhood guidelines as they review proposed projects and make recommendations as appropriate.

## OTHER PROPOSED MITIGATION MEASURES

**Uptown UDF Design and Character Recommendations:** Prepared in October 2015, the Uptown UDF is designed to provide clear guidance on the form and character of future development in the Uptown Urban Center. Generally, the document supports measures to increase the livability, vibrancy, and functionality of the Uptown Urban Center. It identifies neighborhood districts, or subareas, and specific opportunities to accommodate growth within a framework of well-designed public spaces that frame residential and commercial development consistent with the character of subareas and the neighborhood. Recommendations in the Uptown UDF include a number of streetscape character improvement concepts, design guideline amendments, and development standards that provide guidance on dealing with potential land use compatibility impacts. These principles and recommendations could be further implemented through code amendments to achieve greater land use compatibility within Uptown and along boundaries with other neighborhoods, such as abutting areas between Uptown and Queen Anne. Custom zoning standards could also address appropriate onsite open space in new development.

## 3.1.4 SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS

Under all alternatives, additional growth would occur in the Uptown Urban Center, leading to a generalized increase in building height and bulk and development intensity over time, as well as the gradual conversion of low-intensity uses to higher-intensity development patterns. This transition would be unavoidable but is not significant and adverse since this is an expected characteristic of a designated Urban Center.

In addition, future growth is likely to create localized land use compatibility issues as development occurs. The potential impacts related to these changes may differ in intensity and location in each of the alternatives. However, with the combination of existing and new development regulations, zoning requirements, and design guidelines, no significant unavoidable adverse impacts are anticipated.

As the area develops, there may be displacement of existing jobs; however, there is sufficient employment space under any alternative to relocate the businesses and thus no significant unavoidable adverse impacts are anticipated.

« intentionally blank »

# 3 SECTION 3.2 / Relationship to Plans and Policies

This section of the Draft EIS describes pertinent laws, plans, policies, and regulations that guide or inform the proposal. Plans and policies evaluated in this section include the Growth Management Act, Vision 2040, and the King County Countywide Planning Policies, each establishing a regulatory or policy framework with which comprehensive plans and their elements must be consistent. Local policy guidance established by the City of Seattle Comprehensive Plan and the *Seattle Center Century 21 Master Plan* is also considered. The City of Seattle is in the process of updating its current Comprehensive Plan and anticipates adoption of an updated Comprehensive Plan by fall 2016. Both the currently adopted and public draft Comprehensive Plan documents are reviewed in this section.

Each alternative is studied for consistency with state, regional, and city plans. For the purposes of this section, a significant adverse impact would be:

- Inconsistency with current and proposed plans and policies.
- Insufficient growth capacity to accommodate growth estimates.

## 3.2.1 AFFECTED ENVIRONMENT

The Washington State Growth Management Act (GMA) was adopted in 1990 in response to concerns over uncoordinated growth and its impacts on communities and the environment. The GMA includes 13 planning goals to help guide its implementation. These goals address the following: 1) encouraging growth in urban areas, 2) reducing sprawl, 3) encouraging multimodal transportation systems, 4) encouraging a variety

of housing types, including affordable housing, 5) encouraging economic development, 6) recognizing property rights, 7) ensuring timely and fair permitting processes, 8) protecting agricultural, forest and mineral lands, 9) retaining and enhancing open space and supporting recreation opportunities, 10) protecting the environment, 11) encouraging citizen involvement in planning processes, 12) ensuring adequate public facilities and services, and 13) encouraging historic preservation. A fourteenth goal was added to the GMA to reference the use preferences of the Shoreline Management Act.

Comprehensive plans are mandated by the GMA to include specific chapters, referred to as elements. Required elements include land use, housing, capital facilities, utilities, transportation, economic development, and parks and recreation. The GMA and other state and regional policies provide specific guidance for the contents of these elements. Cities are also allowed to include optional elements in their comprehensive plans, such as subarea plans.

The entire comprehensive plan, including the required and optional elements, must be internally and externally consistent. Internal consistency means that all elements of a plan are consistent with the future land use map contained in the land use element, and that the different elements are mutually supportive. For instance, the transportation projects outlined in the transportation element must support the land use patterns called for in the land use element. The requirement for external consistency means that the comprehensive plan must be coordinated with adjacent jurisdictions.

The GMA also requires that comprehensive plans address provision of sufficient land capacity to meet growth targets, establishment of level of service (LOS) standards, and public participation. A city must designate adequate land to accommodate twenty-year growth forecasts from the Office of Financial Management and King County, based on the requirement to provide sufficient capacity to meet growth targets. A comprehensive plan must include LOS standards for transportation facilities and may include LOS standards for other types of public facilities as well. The comprehensive planning process must include a public participation program providing for early and continuous opportunities to share input and ideas for the plan and its implementation.

Implementation of comprehensive plans is accomplished largely through development regulations and capital budget decisions. The GMA states that jurisdictions' development regulations and budget decisions must conform to their comprehensive plan.

## VISION 2040

Vision 2040, developed by the Puget Sound Regional Council (PSRC) and its member governments in King, Kitsap, Pierce, and Snohomish counties, is the regional plan for where and how growth would occur in the four-county region. Vision 2040 includes a regional growth strategy, an environmental framework, policies to guide growth and development, implementation actions, and measures to track progress. The growth strategy is based on a centers concept, in which the majority of the region's growth is directed to centers within five Metropolitan Cities and 13 Core Cities. Vision 2040 designates Seattle as a Metropolitan City, and Uptown[1] as a regional growth center. As a regional growth center, the Seattle Uptown neighborhood is required to establish residential and employment growth targets that accommodate a significant share of the City's growth. The Uptown regional growth center also receives priority when applying for federal funding for infrastructure, such as transportation facilities, due to its regional growth center designation.

Vision 2040 includes multi-county planning policies with which all jurisdictions in the four-county area are required by the GMA to comply. Vision 2040 divides the multi-county planning policies into three categories: 1) general, 2) environment, and 3) development patterns. The general policies call for coordinated planning, monitoring Vision 2040's implementation and performance, and finding the revenues needed to maintain and operate current services and facilities and to develop new facilities to serve growth. The environmental policies call for greater environmental sustainability through improved coordination and commitment to protecting habitat, restoring natural systems, conserving resources, and developing green technologies. The development pattern policies call for concentrating growth and future development into existing urbanized areas to create more vibrant communities, reduce reliance on the automobile, minimize growth in the region's

*1 Also referred to as the Uptown Queen Anne regional growth center.*

rural areas, protect resource lands, and ensure that resources are available to meet the needs of future generations.

The PSRC measures the density and intensity of development in centers by adding together total population and employment, referred to as the total activity units. Activity units are used to measure the degree to which the vision for urban centers as a focus for growth is being achieved. For example, the Seattle Uptown Center is described as having a total of 21,551 activity units (based on 2010 census data), with a focus on employment activity (65 percent jobs/35 percent residents) and a high density of activity (64.3 activity units per gross acre).[2] Updated 2015 population and employment estimates for Uptown identifies an additional 2,180 activity units since 2010, for a total of 23,731 activity units in 2015, or 70.8 activity units per gross acre. For comparison, the average activity level identified for all regional growth centers in the PSRC 2013 Regional Growth Centers Monitoring Report was approximately 42 activity units per gross acre (Note: Exhibit 3.1–11 on page 3.14 presents activity units based on net acres for a measure of density).

Vision 2040 is implemented through PSRC's policy and plan review of each county and city comprehensive plan and their amendments, including center plans. Although the proposal being considered in this EIS is for adoption of development regulations rather than an urban center plan, this analysis uses the PSRC criteria for reviewing center plans as a framework for considering consistency with PSRC policy guidance. The criteria include seven topics: center plan concept (vision), environment, land use, housing, economy, public services, and transportation. Please see the impacts section below for a discussion of the consistency of the proposal and alternatives with these topics.

## KING COUNTY COUNTYWIDE PLANNING POLICIES

The King Countywide Planning Policies (CPPs) were developed by the King County Growth Management Council in collaboration with cities in the county, and adopted and ratified in 2013. The CPPs address growth management issues, provide a countywide vision for

2 *Puget Sound Regional Council. 2013 Regional Centers Monitoring Report: Seattle Uptown Summary. February 2014.*

the future, and support Vision 2040 and the GMA. The GMA requires that local comprehensive plans be consistent with the CPPs.

The vision set forth in the CPPs calls for King County to be characterized by four types of land uses: 1) protected critical areas, such as wetlands and fish and wildlife conservation areas; 2) viable rural areas permanently protected with a clear boundary separating them from urban growth areas; 3) bountiful resource lands including farms and forests; and 4) vibrant, compact, diverse urban communities. The vision further describes a centers strategy that is consistent with and supports the Vision 2040 regional growth strategy. The centers strategy aims to concentrate housing and employment growth in designated centers, providing urban and industrial places with higher intensity development and concentrations of services and amenities to support growth. The Uptown neighborhood is designated as an urban center in the CPPs.

Policies for urban centers are addressed as part of the Development Patterns goals in the CPPs. The CPPs also include specific policy guidance for designated urban centers. Applicable policies are listed below.

*DP-29* *Concentrate housing and employment growth within designated Urban Centers.*

*DP-32* *Adopt a map and housing and employment growth targets in city comprehensive plans for each Urban Center, and adopt policies to promote and maintain quality of life in the Center through:*

- *A broad mix of land uses that foster both daytime and nighttime activities and opportunities for social interaction;*
- *A range of affordable and healthy housing choices;*
- *Historic preservation and adaptive reuse of historic places;*
- *Parks and public open spaces that are accessible and beneficial to all residents in the Urban Center;*
- *Strategies to increase tree canopy within the Urban Center and incorporate low impact development measures to minimize stormwater runoff;*
- *Facilities to meet human service needs;*
- *Superior urban design which reflects the local community vision for compact urban development;*

- *Pedestrian and bicycle mobility, transit use, and linkages between these modes;*
- *Planning for complete streets to provide safe and inviting access to multiple travel modes, especially bicycle and pedestrian travel; and*
- *Parking management and other strategies that minimize trips made by single occupant vehicle, especially during peak commute periods.*

*DP-33 Form the land use foundation for a regional high-capacity transit system through the designation of a system of Urban Centers. Urban Centers should receive high priority for the location of transit service.*

## CITY OF SEATTLE 1994 COMPREHENSIVE PLAN

The City of Seattle developed its Comprehensive Plan in compliance with the Growth Management Act and the King County Countywide Planning Policies, both of which provide a comprehensive framework for managing growth and coordinating land use planning with the provision of infrastructure. The City of Seattle Comprehensive Plan, Toward a Sustainable Seattle, was first adopted in 1994 and has been amended nearly every year since. The plan contains the elements required by the GMA and those concepts associated with the PSRC Vision 2040 Multi-County Planning Policies, and King County's CPPs. GMA requires comprehensive plan review and update every eight years as necessary to address changing conditions or to manage new issues. The Mayor has transmitted Seattle 2035 to the City Council for consideration, with adoption anticipated in fall 2016. The draft Comprehensive Plan is discussed in a separate section, below.

The City's Comprehensive Plan consists of eleven major elements– urban village, land use, transportation, housing, capital facilities, utilities, economic development, neighborhood, human development, cultural resources, and environment. Each element contains goals and policies intended to "guide the development of the City in the context of regional growth management" for a 20-year time horizon. Relevant to the proposal, applicable goals in the Urban Village, Land Use, Housing, and Neighborhood Planning elements are considered below.

**Exhibit 3.2-1** Uptown Urban Center Boundary

- Uptown Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)

*Source: City of Seattle, 2016*

## Urban Village Element

The Comprehensive Plan describes the City's urban village strategy:

> *As Seattle's population and job base grow, urban villages are the areas where conditions can best support increased density needed to house and employ the city's newest residents. By concentrating growth in these urban villages, Seattle can build on successful aspects of the city's existing urban character, continuing the development of concentrated, pedestrian-friendly mixed-use neighborhoods of varied intensities at appropriate locations throughout the city.*

The Comprehensive Plan designates the Uptown neighborhood as an Urban Center (see Exhibit 3.2–1).

Applicable goals for the urban village strategy are listed below.

**Urban Village Strategy**

*UVG1* *Respect Seattle's human scale, history, aesthetics, natural environment, and sense of community identity as the city changes.*

*UVG2* *Implement regional growth management strategies and the countywide centers concept through this Plan.*

*UVG3* *Promote densities, mixes of uses, and transportation improvements that support walking, use of public transportation and other transportation demand management (TDM) strategies, especially within urban centers and villages.*

*UVG4* *Direct the greatest share of future development to centers and urban villages and reduce potential for dispersed growth along arterials and in other areas not conducive to walking, transit use, and cohesive community development.*

*UVG5* *Accommodate planned levels of household and employment growth. Depending on the characteristics of each area, establish concentrations of employment and housing at varying densities and with varying mixes of uses.*

*UVG7* *Use limited land resources more efficiently and pursue a development pattern that is more economically sound, by encouraging infill development on vacant or underutilized sites, particularly within urban villages.*

*UVG9* *Collaborate with the community in planning for the future.*

*UVG10* *Increase public safety by making villages places that people will be drawn to at all times of the day.*

*UVG11* *Promote physical environments of the highest quality, which emphasize the special identity of each of the city's neighborhoods, particularly within urban centers and villages.*

*UVG13* *Encourage development of ground-related housing, which is attractive to many residents, including families with children, including townhouses, duplexes, triplexes, ground-related apartments, small cottages, accessory units, and single family homes.*

*UVG14 Provide parks and open space that are accessible to urban villages to enhance the livability of urban villages, to help shape the overall development pattern, and to enrich the character of each village.*

*UVG15 Guide public and private activities to achieve the function, character, amount of growth, intensity of activity, and scale of development of each urban village consistent with its urban village designation and adopted neighborhood plan.*

**Urban Centers**

*UVG16 Designated as urban centers unique areas of concentrated employment and housing, with direct access to high-capacity transit, and a wide variety of supportive land uses such as retail, recreation, public facilities, parks, and open space.*

*UVG17 Recognize areas that provide a regional significant focus of housing and employment growth as urban centers. Enhance the unique character and collection of businesses and housing types of each other.*

*UVG18 Designate urban center villages within larger urban centers to recognize different neighborhoods within a larger community.*

**Distribution of Growth**

*UVG29 Encourage growth in locations within the city that support more compact and less land-consuming, high quality urban living.*

*UVG30 Concentrate a greater share of employment growth in locations convenient to the city's residential population to promote walking and transit use and reduce the length of work trips.*

*UVG31 Plan for urban centers to receive the most substantial share of Seattle's growth consistent with their role in shaping the regional growth pattern.*

*UVG33 Plan for a distribution of growth to each urban village that accomplishes the goals of the urban village strategy, and recognizes local circumstances, community preferences as expressed in neighborhood plans, and the need for equitable distribution of growth across the city.*

Urban Village Element Figure 8 establishes a 2015–2035 growth estimate for the Uptown Urban Center of 3,500 housing units and 3,500 jobs.

## Land Use Element

The City of Seattle Future Land Use Map divides the city into a number of broad categories to implement land use strategies and development regulations. The primary land use designation in Uptown is Commercial/Mixed Use, followed by Multi-Family Residential. A small area is designated as City-owned Open Space, see Exhibit 2–3 on page 2.7.

Applicable goals for the mixed-use commercial and multifamily residential are listed below.

### Mixed-Use Commercial Areas Goals and Policies

*LUG17 Create strong and successful commercial and mixed-use areas that encourage business creation, expansion and vitality by allowing for a mix of business activities, while maintaining compatibility with neighborhood serving character of business districts, and the character of surrounding areas.*

*LUG18 Support the development and maintenance of areas with a wide range of characters and functions that provide for the employment, service, retail and housing needs of Seattle's existing and future population.*

*LUG19 Include housing as part of the mix of activities accommodated in commercial areas in order to provide additional opportunities for residents to live in neighborhoods where they can walk to services and employment.*

### Multi-Family Goals and Policies

*LUG11 Encourage the development and retention of a diversity of multifamily housing types to meet the diverse needs of Seattle's present and future populations.*

*LUG12 Promote a residential development pattern consistent with the urban village strategy, with increased availability of housing that promote walking and transit use near*

*employment concentrations, residential services and amenities.*

## Housing Element

The Housing Element contains goals for the preservation and development of housing that would be affordable to lower-income households and identifies incentives and other tools the City can use to achieve these goals.

### Accommodating Growth and Maintaining Affordability

*HG1* *Accommodate 70,000 additional housing units, including Seattle's share of the countywide need for affordable housing, consistent with the Countywide Planning Policies, over the 20 years covered by this Plan.*

*HG2* *Maintain housing affordability over the life of this Plan.*

*HG2.5* *Seek to reduce involuntary housing cost burden for households by supporting the creation and preservation of affordable housing.*

### Encouraging Housing Diversity and Quality

*HG4* *Achieve a mix of housing types that are attractive and affordable to a diversity of ages, incomes, household types, household sizes, and cultural backgrounds.*

*HG5* *Promote households with children and attract a greater share of the county's families with children.*

*HG7* *Accommodate a variety of housing types that are attractive and affordable to potential home buyers.*

*HG9* *Consider new ground-related housing such as townhouses and cottage housing as part of the City's strategy for creating home ownership opportunities.*

*HG11.5* *Implement strategies and programs to help ensure a range of housing opportunities affordable to those who work in Seattle.*

### Providing Housing Affordable to Low Income Households

*HG13* *Provide new low income housing through market rate housing production and assisted housing programs.*

*HG14* *Preserve existing low income housing, particularly in urban centers and urban villages where most redevelopment pressure will occur.*

*HG16* *Achieve a distribution of household incomes in urban centers and urban villages similar to the distribution of incomes found citywide.*

*H27* *Encourage the adaptive reuse of existing buildings for residential use. Recognize the challenges faced in reusing older buildings and consider, when revising technical codes, ways to make adaptive reuse more economically feasible.*

*H29* *Encourage the replacement of occupied housing that is demolished or converted to non-residential use.*

*H29.2* *Consider using the substantive authority available through the State Environmental Policy Act to require that new development mitigate adverse impacts on housing affordable to low-income households.*

*H29.4* *Consider requiring that new development provide housing affordable to low-income households. Consider adopting such an approach either with or without rezones or changes in development standards that increase development capacity.*

*H30* *Consider using incentive programs to encourage the production and preservation of low-income housing.*

*H32* *Give special consideration to actions that can help maintain the affordability of housing occupied by artists in areas that are recognized as established artist communities, such as Pioneer Square.*

## Neighborhood Planning Element—Queen Anne Neighborhood

Policy guidance for the Uptown Urban Center is found in the Neighborhood Planning Element, Section B-25 Queen Anne. Goals and policies for the Urban Center are excerpted below.

*QA-G3* *The Urban Center is a vital residential community as well as a viable and attractive commercial/employment center and mixed-use neighborhood which enjoys a strong relationship with the Seattle Center.*

*QA-P7 Seek to establish high capacity transit/multi-modal node(s) in the Urban Center which will be centrally-located and convenient to its residents, businesses, and Seattle Center.*

*QA-P8 Promote affordable locations for business in the Urban Center.*

*QA-P14 Encourage Seattle Center to plan and implement development which will enhance the quality of life in the Queen Anne neighborhood.*

*QA-P15 Seek ways to ensure that Seattle Center remains a vibrant and valuable community resource and a premier regional amenity.*

*QA-P16 Encourage the development of a unique urban residential neighborhood in the Urban Center through such means as allowing Single-Purpose Residential buildings in designated portions of the Neighborhood Commercial 3 (NC-3) zones.*

*QA-P17 Strive to develop a Queen Anne neighborhood facility in the Urban Center which will serve the needs of the community as a community and resource center.*

*QA-P21 Strive to meet the open space and parks and recreation needs of the Queen Anne population, including the Urban Center.*

*QA-P31 Promote a human-scale and character within the heart of the Urban Center and strive to reduce industrial through-traffic.*

*QA-P36 Strive to provide convenient and efficient transit linkages throughout Queen Anne with an emphasis on linking upper Queen Anne and the Urban Center.*

## DRAFT SEATTLE COMPREHENSIVE PLAN

The Mayor has transmitted the Seattle 2035 Plan to Council for consideration and adoption in fall 2016. The Draft Comprehensive Plan is similar to the adopted plan in that it was developed in compliance with the GMA and updated regional guidance, including the PSRC Vision 2040 and the King County CPPs. The Draft Plan continues the City's focus on the urban village strategy to promote sustainable housing and employment growth with quality services and amenities. The Draft Plan identifies four core

values that inform the Plan and shape its policies; these are (1) race and social equity; (2) environmental stewardship, (3) economic opportunity and security, and (4) community. Seven key policy directions are also identified; these are (1) social equity, (2) growth strategy, (3) monitor growth, (4) land use, (5) housing, (6) economic development and (7) parks and open space.

The Draft Comprehensive Plan is organized in a manner similar to the adopted Comprehensive Plan, although some elements are titled slightly differently. Relevant to the proposal, applicable goals in the Growth Strategy, Land Use, Housing, and Neighborhood Plans elements are considered below.

## Growth Strategy Element

The Growth Strategy Element contains guidance to support the City's urban village strategy, comparable to the guidance found in the adopted Comprehensive Plan Urban Village Element. Goals and policies applicable to the proposed action are listed below.

### Urban Village Strategy

*GS G2* *Keep Seattle as a city of unique, vibrant, and livable urban neighborhoods, with concentrations of development where all residents can have access to employment, transit, and retail services that can meet their daily needs.*

*GS 2.5* *Encourage infill development in underused sites, particularly in urban centers and villages.*

*GS 2.6* *Plan for development in urban centers and urban villages in ways that will provide all Seattle households, particularly marginalized populations, with better access to services, transit, and educational and employment opportunities.*

*GS 2.7* *Promote levels of density, mixed-uses, and transit improvements in urban centers and villages that will support walking, biking, and use of public transportation.*

*GS 2.8* *Use zoning and other planning tools to shape the amount and pace of growth in ways that will limit displacement of marginalized populations, community services, and culturally relevant institutions and businesses.*

*GS 2.13* *Provide opportunities for marginalized populations to live and work in urban centers and urban villages throughout*

*the city by allowing a variety of housing types and affordable rent levels in these places.*

*GS G3 Accommodate a majority of the city's expected household growth in urban centers and urban villages and a majority of employment growth in urban centers. (Figure 2 shows the estimated amount of growth for each urban center, and Figure 3 shows the estimated growth rate for different categories of urban villages.)*

*GS 3.1 Plan for a variety of uses and the highest densities of both housing and employment in Seattle's urban centers, consistent with their role in the regional growth strategy.*

**Urban Design**

*GS 4.8 Preserve characteristics that contribute to communities' general identity, such as block and lot patterns and areas of historic, architectural, or social significance.*

*GS 4.9 Design public infrastructure and private building developments to help visitors understand the existing block and street patterns and to reinforce the walkability of neighborhoods.*

*GS 4.10 Use zoning tools and natural features to ease the transitions from the building intensities of urban villages and commercial arterials to lower-density developments of surrounding areas.*

*GS 4.12 Preserve, strengthen, and, as opportunities permit, reconnect Seattle's street grid as a means to knit together neighborhoods and to connect areas of the city.*

*GS 4.13 Design urban villages to be walkable, using approaches such as clear street grids, pedestrian connections between major activity centers, incorporation of public open spaces, and commercial buildings with retail and active uses that flank the sidewalk.*

*GS 4.14 Design multifamily zones to be appealing residential communities with high-quality housing and development standards that promote privacy and livability, such as appropriately scaled landscaping, street amenities, and, in appropriate locations, limited commercial uses targeted for the local population.*

*GS 4.17 Use varied building forms and heights to enhance attractive and walkable neighborhoods.*

*GS 4.18 Use groupings of tall buildings, instead of lone towers, to enhance overall topography or to define districts.*

*GS 4.19 Consider taller building heights in key locations to provide visual focus and define activity centers, such as near light rail stations in urban centers and urban villages.*

*GS 4.20 Limit the negative impacts of tall buildings on public views and on sunlight in public streets and parks by defining upper-level building setbacks and lot coverage or by using other techniques.*

*GS 4.21 Locate tall buildings to respect natural surroundings and key natural features and to minimize obstructing views of these features, such as by having lower building heights near lakes or Puget Sound.*

*GS 4.22 Encourage street widths and building heights that are in proportion with each other by reducing setbacks from the street and keeping reasonable sidewalk widths for lower buildings.*

## Land Use Element

*LU G1 Achieve a development pattern consistent with the urban village strategy, concentrating most new housing and employment in urban centers and villages, while allowing some infill development compatible with established context in areas outside of centers and villages.*

*LU 1.1 Use the Future Land Use Map to identify where different types of development may occur in support of the urban village strategy.*

*LU G2 Provide zoning and accompanying land use regulations that*

- *allow a variety of housing types to accommodate housing choices for households of all types and income levels;*
- *support a wide diversity of employment-generating activities to provide jobs for a diverse residential population, as well as a variety of services for residents and businesses; and*

- *accommodate the full range of public services, institutions, and amenities needed to support a racially and economically diverse, sustainable urban community.*

*LU 2.7* *Review future legislative rezones to determine if they pose a risk of increasing the displacement of residents, especially marginalized populations, and the businesses and institutions that serve them.*

*LU 2.8* *Evaluate new land use regulations to determine if there are potential adverse outcomes that may affect marginalized populations or other groups or individuals unfairly, and seek to avoid or mitigate such potential outcomes.*

## Multifamily Residential Areas

*LU G9* *Create and maintain successful commercial/mixed-use areas that provide a focus for the surrounding neighborhood and that encourage new businesses, provide stability and expansion opportunities for existing businesses, and promote neighborhood vitality, while also accommodating residential development in livable environments.*

*LU 9.2* *Encourage the development of compact, concentrated commercial/mixed-use areas, in urban centers and urban villages, where pedestrians can easily access transit and a variety of businesses.*

*LU 9.3* *Provide a range of commercial-zone classifications to allow different mixes and intensities of activity, varying scales of development, varying degrees of residential or commercial orientation, and varying degrees of pedestrian or auto orientation.*

*LU 9.5* *Support a wide range of uses in commercial areas, taking into account the intended pedestrian, automobile, or residential orientation of the area, the area's role in the urban village strategy, and the impacts that the uses could have on surrounding areas.*

*LU 9.6* *Encourage housing in mixed-use developments in pedestrian-oriented commercial/ mixed-use areas to provide additional opportunities for residents to live in neighborhoods where they can walk to transit, services, and employment.*

*LU 9.11 Preserve active streetscapes in pedestrian-oriented commercial/mixed-use areas by limiting residential uses along the street frontage of the ground floor and by keeping those spaces available primarily for commercial uses and other uses that help activate the street, in order to strengthen business districts.*

*LU 9.12 Consider allowing street-level residential uses outside pedestrian-oriented areas and, when street-level residential uses are permitted, identify ways to give ground floor tenants privacy and to create visual interest along the street front.*

*LU 9.13 Provide amenity areas for use by residents of housing in commercial/mixed-use areas.*

*LU 9.14 Assign height limits to commercial/mixed-use areas independent of the commercial zone designations but consistent with the intended intensity of development in the zone. Allow different areas within a zone to be assigned different height limits based on the need to*

- *further the urban village strategy's goals of focusing growth in urban villages,*
- accommo*date the desired functions and intensity of development,*
- *provide a compatible scale relationship with existing zoning in the vicinity,*
- *accommodate desired transitions with development in adjacent areas, and*
- *consider* potential view blockage.

## Housing Element

### Housing Diversity

*H G3 Achieve a mix of housing types that provide opportunity and choice throughout Seattle for people of various ages, races, ethnicities, and cultural backgrounds and for a variety of household sizes, types, and incomes.*

*H 3.1 Identify and implement strategies, including development standards and design guidelines reflecting unique characteristics of each neighborhood, to accommodate an array of housing designs that meet the needs of Seattle's varied households.*

### Housing Affordability

*H G5* *Make it possible for households of all income levels to live affordably in Seattle, and reduce over time the unmet housing needs of lower-income households in Seattle.*

*H 5.3* *Promote housing affordable to lower-income households in locations that help increase access to education, employment, and social opportunities, while supporting a more inclusive city and reducing displacement from Seattle neighborhoods or from the city as a whole.*

*H 5.4* *Monitor regularly the supply, diversity, and affordability of housing for households by income level, and use this information to help evaluate whether changes to housing strategies and policies are needed to encourage more affordable housing or to advance racial and social equity*

*H 5.7* *Consider that access to high-frequency transit may lower the combined housing and transportation costs for households when locating housing for lower-income households.*

*H 5.16* *Consider implementing a broad array of affordable housing strategies in connection with new development, including but not limited to development regulations, inclusionary zoning, incentives, property tax exemptions, and permit fee reductions.*

*H 5.17* *Consider using substantive authority available through the State Environmental Policy Act to require that new development mitigate adverse impacts on housing affordable for lower-income households.*

*H 5.18* *Consider implementing programs that require affordable housing with new development, with or without rezones or changes to development standards that increase development capacity.*

## Neighborhood Plans—Queen Anne (Uptown)

Draft Plan goals and policies for this element have been carried forward from the adopted Comprehensive Plan with no changes. See the policies listed for the Neighborhood Planning Element—Queen Anne Neighborhood in the City of Seattle 1994 Comprehensive Plan section, above.

## SEATTLE CENTER CENTURY 21 MASTER PLAN

The *Seattle Center Century 21 Master Plan* is a comprehensive plan intended to chart the direction for Seattle Center's growth over a 20-year period. The plan was developed through an extensive public process beginning in 2006 and culminating with adoption in August 2008. The plan describes the mission for the Seattle Center, which has since been updated and is shown on the Seattle Center website as a purpose statement:[3]

> *Seattle Center creates exceptional events, experiences and environments that delight and inspire the human spirit to build stronger communities.*

Major features of the *Century 21 Master Plan* pertinent to the proposal include:

- **Updated and revitalized facilities:** The Master Plan describes improvements to Memorial Stadium, Center House and related facilities, Key Arena, and other facilities. These improvements are intended to create modern attractive facilities, providing for flexibility in use, and increase vitality. Outdated facilities, such as the Fun Forest, are identified for demolition and redevelopment.
- **Enhanced open space:** The Master Plan states that open spaces and gardens contribute to the Center's unique identity. Expansion of open spaces around the Center House, Space Needle, International Fountain, and other areas are proposed. These open spaces would increase greenery and gardens in the Center, provide expanded opportunity for active and passive recreation, and accommodate festival and other event uses.
- **Pedestrian access:** Pedestrian circulation is identified as a priority, with the Plan stating that pedestrian-friendly planning should unify the campus, enhancing andthe comfort and safety of pedestrians. Proposed improvements would increase and enhance pedestrian circulation within the Seattle Center as well as connections with the surrounding community. Other amenities, such as lighting, signage, and street furniture are also proposed.
- **Transportation and parking:** Proposed improvements include a multi-modal transportation center and parking garage at the Memorial Stadium site. Development of this facility would

3 *http://www.seattlecenter.com/about/; accessed July 1, 2016.*

improve access to the Memorial Stadium and allow future redevelopment of the Mercer Garage. Improvements in transit service are also proposed.

Chapters of the Master Plan also address environmental sustainability, programming, public art, and finances.

## 3.2.2 IMPACTS

The impact analysis below considers consistency of state, regional, and local plans with the Uptown Urban Center alternatives.

### IMPACTS COMMON TO ALL ALTERNATIVES

#### Washington Growth Management Act

All alternatives are consistent with the intent of the GMA goals. However, Alternatives 2 and 3 allow the City new momentum in focusing growth in the Uptown Urban Center, and allow for incentives to achieve more affordable housing and other public benefits. See Exhibit 3.2–2 below for a summary assessment of consistency of the alternatives with GMA goals.

**Exhibit 3.2–2** Consistency with Growth Management Act Goals

| GMA Goal | Discussion |
|---|---|
| **Encourage growth in urban areas** | All alternatives focus growth in the Uptown Urban Center. Alternative 1 No Action plans for 3,000 new households and 2,500 new jobs, consistent with the City's updated 2015 – 2035 growth estimates. Alternatives 2 and 3 plan for slightly higher levels of growth in the Urban Center, with 3,370 new households and 2,800 new jobs under Alternative 2 Mid-Rise and 3,745 new household and 3,125 new jobs under Alternative 3 High-Rise. |
| **Reduce sprawl** | All alternatives either meet or exceed the City's updated 2015 – 2035 growth estimates for the Uptown Urban Center. By accommodating growth in the Urban Center, all of the alternatives contribute to reducing sprawl. Alternatives 2 and 3 promote relatively more focused growth in the Urban Center, with greater development intensity and compact mixed-use development. |
| **Encourage an efficient multimodal transportation system** | All of the alternatives would support the mobility improvements planned or being considered for the study area, including implementation of the Seattle Transit Master Plan with priority bus corridors, Lake 2 Bay plan improvements, the Bicycle Network Plan improvements, and reconnection of the local east-west surface street grid. In addition, Alternatives 2 and 3 would include two Sound Transit stations that would help support the greater intensity of development planned under these alternatives. |

*Source: 3 Square Blocks, 2016*

*continued on following page*

*continued from previous page*

| GMA Goal | Discussion |
|---|---|
| **Encourage a variety of housing types, including affordable housing** | All alternatives plan for a diversity of housing, including affordable housing. Alternative 1 would have the least opportunity for affordable housing development, while Alternative 3 would have the greatest opportunity for affordable housing to support new residents, including artists . |
| **Promote economic development** | All alternatives would accommodate the City's updated 2015 – 2035 employment growth estimates. Alternative 3 High-Rise would plan for the greatest amount of employment growth (3,125 jobs), followed by Alternative 2 Mid-Rise (2,800 jobs). Alternative 1 No Action would plan for the fewest jobs, while still meeting the City's employment planning estimate for Uptown. Both Action Alternatives would be implemented through the Seattle Mixed zoning designation, which provides for greater flexibility and potential for commercial and office development, compared to existing zoning designations. |
| **Recognize property rights** | None of the alternatives would restrict or constrain reasonable use of property in the Uptown Urban Center. |
| **Ensure timely and fair permit procedures** | All alternatives are consistent with the goal of timely and fair permit procedures. The proposal does not include any changes to permit procedures, and it is anticipated that the City would continue to process permits consistent with its adopted code. |
| **Protect agricultural, forest and mineral lands** | The Uptown Urban Center is not located near and would not affect any designated agricultural, forest, or mineral lands. |
| **Retain and enhance open space and support recreation opportunities** | All alternatives could similarly incorporate policy guidance from the City's Comprehensive Plan and support implementation of the City's adopted Parks and Recreation Department plans. See Draft EIS Section 3.8 Open Space and Recreation for discussion of open space and recreation impacts associated with the alternatives. |
| **Protect the environment** | Future development under any of the alternatives would be subject to requirements of the City's adopted critical area and stormwater regulations. |
| **Foster citizen participation** | All of the alternatives allow for citizen participation. The Action Alternatives have been developed through a public outreach process that began in 2014 and included three design charrettes, public review of the draft Uptown Urban Design Framework (UDF) and other events. Additional public outreach is planned for this Draft EIS (see Draft EIS Fact Sheet). |

*Source: 3 Square Blocks, 2016*

## VISION 2040

Exhibit 3.2–3 provides a summary of the criteria for regional center designation, together with a discussion of consistency of the proposal and alternatives to each criterion.

**Exhibit 3.2-3** Puget Sound Regional Council Vision 2040—Center Criteria Evaluation

| Vision 2040, Summary of Centers Criteria* | Discussion |
|---|---|
| **1. Center Plan Concept (or "Vision")**<br>Concept/vision should show commitment to human scale urban form and the relationship of the plan to the City's comprehensive plan, Vision 2040, and CPPs. | Under all of the alternatives, the proposed focus and concentration of growth in the Uptown Center is consistent with the overall concept for a regional growth center. As described in the Uptown UDF, the Uptown vison recognizes the neighborhood's central place in the City, stating that "Uptown is a destination for visitors from throughout the region, a home to Seattleites seeking to live close to downtown, a center for the performing arts, and place for kids and the location of a growing workforce." |
| **2. Environment**<br>Protect critical areas, address parks and open space including public and civic spaces, provide for innovative treatment of stormwater and drainage, reduce air pollution and greenhouse gases. | Under all alternatives, critical areas would continue to be protected and low impact development techniques promoted through the existing regulatory framework. Existing public open spaces would be retained and the Seattle Center, an important civic center at the center of the Uptown neighborhood, would continue to be preserved. Multimodal improvements, including implementation of the Seattle Transit Master Plan and Bicycle Network Plan, would help reduce air pollution and greenhouse gas emissions. |
| **3. Land Use**<br>Demonstrate compact and walkable boundaries, accommodate a significant share of jurisdiction's growth, provide appropriate capacity in residential densities and building intensities, provide a mix of uses, include design standards for pedestrian friendly, transit oriented development. | All alternatives plan for a walkable urban center with capacity for planned residential and employment growth. A mix of uses and a multimodal transportation system are planned. Alternative 3 High-Rise plans for the highest increment of growth in both housing and employment, followed by Alternative 2 Mid-Rise. Alternative 1 No Action plans for the least amount of growth, but would still accommodate the City's 2015 – 2035 growth estimates for the area.<br>Using the PSRC's activity unit calculation as a measure, Alternative 1 would provide an estimated 6,580 additional activity units, Alternative 2 an estimated 7,383 additional activity units and Alternative 3 an estimated 8,218 additional activity units. |
| **4. Housing**<br>State existing and projected housing units; provide for a variety of housing types addressing density standards, affordable housing and special housing needs; include implementation strategies and monitoring program. | All alternatives guide a significant amount of additional housing growth to the Uptown neighborhood, with the greatest concentration proposed under Alternative 3 (3,745 households) and the least under Alternative 1 (3,000 households). A range of housing densities and types would be accommodated under all alternatives, although Alternative 3 would have the greatest opportunity to provide affordable housing to new residents. |
| **5. Economy**<br>Describe the economic and residential role of the center in the city and region, describe key sectors and industry clusters in the center. | All alternatives would accommodate updated 2015 – 2035 employment growth estimates for the Uptown Urban Center. Alternative 3 High-Rise plans for the largest amount of employment growth, followed by Alternative 2 Mid-Rise. |

** As noted in the Affected Environment discussion, the Uptown Regional Growth Center was designated in 1995 and these criteria were adopted in 2009. Although the proposal considered in this EIS is not subject to these criteria, they provide a framework for assessing the consistency of the proposal with PSRC policy intent for urban centers.*

*Source: PSRC 2012; 3 Square Blocks, 2016*

*continued on following page*

*continued from previous page*

| Vision 2040, Summary of Centers Criteria* | Discussion |
|---|---|
| **6. Public Services**<br>Describe existing and planned capital facilities as well as their financing (e.g. sewer, water, gas, electric, and telecommunications). Explain strategies to ensure facilities are provided consistent with targeted growth. | As described in Draft EIS Section 3.9 Public Services and Section 3.10 Utilities, the Uptown area is served by public services and utilities at levels of service that meet adopted city and agency standards. |
| **7. Transportation**<br>Provide a mix of complementary land uses, provide connectivity, design for pedestrians and bicyclists, provide usable open spaces, manage parking, promote on-street parking, develop an integrated multimodal transportation network, address transit, develop complete streets, develop context sensitive and environmentally friendly streets, develop mode split goals. | All of the alternatives would support the mobility improvements planned or being considered for the study area, including implementation of the Seattle Transit Master Plan with priority bus corridors, Lake 2 Bay plan improvements, the Bicycle Network Plan improvements, and reconnection of the local east-west surface street grid. In addition, Alternatives 2 and 3 would include two Sound Transit stations that would help support the greater intensity of development planned under these alternatives. |

** As noted in the Affected Environment discussion, the Uptown Regional Growth Center was designated in 1995 and these criteria were adopted in 2009. Although the proposal considered in this EIS is not subject to these criteria, they provide a framework for assessing the consistency of the proposal with PSRC policy intent for urban centers.*

*Source: PSRC 2012; 3 Square Blocks, 2016*

## King County Countywide Planning Policies

Consistency of the proposal and alternatives with applicable centers policies addressed in the King County CPPs is discussed below. Please see the Affected Environment discussion for the full text of these policies.

**DP-29 Concentrate housing and employment growth in designated centers.** The proposal and alternatives are consistent with the City's urban village strategy, which seeks to focus growth in designated centers, including the Uptown Urban Center. All alternatives would accommodate the City's updated 2015 – 2035 growth estimates for the Uptown Urban Center. Alternative 3 assumes the greatest amount of growth and Alternative 1 No Action the least amount of growth.

**DP-32 Promote and maintain quality of life in Centers.** To varying degrees all of the alternatives would support and be consistent with the characteristics listed in this policy, as discussed below:

- Mix of uses. All alternatives would support a broad mix of land uses that foster both daytime and nighttime activities and opportunities for social activities.

- Housing. All alternative would support affordable and healthy housing choices. However, the Action Alternatives would have the greatest opportunity to provide affordable housing to new residents.
- Historic Preservation. The City's existing historic preservation goals would continue to apply under all of the alternatives.
- Parks/Open Space. All alternatives would support implementation of the City's adopted Parks and Recreation Department plans.
- Tree Canopy and Low Impact Development. Existing city regulations for tree preservation and low impact development would continue to apply under all of the alternatives.
- Human services. Human services would continue to be provided by the City and other agencies based on identified community needs.
- Urban design. Under the Action Alternatives, implementation of the Seattle Mixed (SM) zone would include design and development standards intended to achieve high quality urban design.
- Transportation improvements. All of the alternatives would support the mobility improvements planned or being considered for the study area, including implementation of the Seattle Transit Master Plan with priority bus corridors, Lake 2 Bay plan improvements, Bicycle Network Plan improvements, and reconnection of the local east/west surface street grid. In addition, Alternatives 2 and 3 would include two Sound Transit stations that would help support the greater intensity of development planned under these alternatives.

## Seattle Comprehensive Plan

### Urban Village Element

Comprehensive Plan goals in the Urban Village Element address the City's urban village strategy, urban centers, and distribution of growth. Consistency of the proposal and alternatives with each of these policy areas is discussed below.

**Urban Village Strategy.** Consistent with the goals and policies identified for the urban village strategy, the proposal would accommodate the updated 2015-2035 growth estimates for the Uptown Urban Center. The Action Alternatives would plan

for growth that exceeds the updated growth estimates, with Alternative 3 High-Rise planning for the greatest increase in growth, followed by Alternative 2 Mid-Rise. Under all alternatives, planned densities, mix of uses and transportation improvements would support multimodal transportation, promote efficient use of land, and encourage infill development. The Action Alternatives would include design guidelines to promote physical environments of the highest quality. Ground-related housing could occur under all alternatives, but is not specifically encouraged. Under the Action Alternatives, the proposed mixed-use zone could incorporate an incentive for ground-related housing or other desired goals. However, under any of the alternatives, housing development would be responsive to market demand. Housing programs, regulatory measures, and incentives implemented by the City may influence, but not fully control, the housing products supplied by the private market.

**Urban Centers.** Consistent with the urban centers goals, Uptown is currently and, under any of the alternatives, would continue to be a unique area of concentrated employment and housing with direct access to transit and a wide variety of supportive land uses. Future design guidelines proposed as part of the Action Alternatives could enhance the unique character and collection of businesses and housing types in the neighborhood.

**Distribution of Growth.** All of the alternatives are supportive of the City's updated 2015–2035 growth estimates for the Uptown Urban Center. The Action Alternatives would plan for growth that exceeds the updated growth estimates, with Alternative 3 High-Rise planning for the greatest increase in growth, followed by Alternative 2 Mid-Rise. Consistent with the adopted goals, the Uptown Urban Center is an area that supports compact growth and provides convenient access between residential and employment areas to promote walking and transit use and reduce the length of work trips.

### Land Use Element

The Land Use Element addresses goals for mixed-use commercial areas and multifamily goals and policies, discussed below.

**Mixed-Use Commercial Areas.** Under all of the alternatives, the mixed-use commercial character of the Uptown Urban Center would continue and would be planned for a mix of business activities, including housing as part of the mix of uses. Under the

Action Alternatives, portions of the area designated as mixed-use commercial and zoned NC2, NC3, MR, C1, and C2 would be rezoned to a custom SM zone that would increase building heights, alter development standards, and provide incentives to achieve the Uptown UDF vision and character. This change would likely maintain consistency with the direction established in the Mixed Use Commercial Areas goals.

**Multifamily.** Under all of the alternatives, multifamily development would continue to be planned to meet a diverse range of needs. Under the Action Alternatives, existing MR zoning would be rezoned to SM, which would include residential development as part of the mix of permitted uses and would support affordable housing. LR3 and LR3-RC could be amended by either: amending the standards of the LR zone, rezoning to MR, or rezoning to SM to achieve the proposed heights and achieve the public benefits described in Chapter 2. In addition, the C1 and C2 zones would change to SM, which may allow more opportunity for mixed uses, although this is unlikely along some of the lots facing arterials and limited access roads. Under the Action Alternatives, permitted residential building heights in the LR3/LR3-RC and MR zones would increase to 65–85 feet, compared to the 40–65 feet under Alternative 1 No Action.

## Housing Element

The Housing Element contains goals and policies for accommodating growth and maintaining affordability, encouraging housing diversity and quality, and providing housing affordable to low-income households, discussed below.

**Accommodating Growth and Maintaining Affordability.** As noted previously, all of the alternatives are supportive of the City's updated 2015 – 2035 growth estimates for the Uptown Urban Center. The Action Alternatives would plan for growth that exceeds the updated growth estimates, with Alternative 3 High-Rise planning for the greatest increase in growth, followed by Alternative 2 Mid-Rise. Similarly, the amended zoning designations and development regulations that would result with implementation of the Action Alternatives would result in a greater potential for public benefits, such as affordable housing.

**Encouraging Housing Diversity and Quality.** Under Alternative 1, continuation of existing development regulations would allow

diverse housing types, but does not specifically provide for a mix of housing types that would be attractive to a diverse range of ages, incomes, household types and sizes, and cultural backgrounds. Existing regulations also permit, but do not promote, ground-related housing. Under the Action Alternatives, the future SM zone could be tailored to promote these goals. However, under any of the alternatives, future residential development would be responsive to market demand. Housing programs, regulatory measures, and incentives implemented by the City may influence, but not fully control, the housing products that the private market supplies.

**Providing Housing Affordable to Low-Income Households.** Under the Action Alternatives, greater capacity for infill and redevelopment could be associated with loss of existing buildings that provide low-income housing. The future SM zone could be tailored to include measures identified in Housing Element goals and policies, such as replacement of occupied housing that is demolished or converted to non-residential use, using incentive programs to encourage the production and preservation of low-income housing, or requiring new developments to provide housing affordable to low-income households. As noted above, housing programs, regulatory measures, and incentives implemented by the City may influence, but not fully control, the housing products that the private market supplies.

### Neighborhood Planning Element–Queen Anne Neighborhood

Overall, all of the alternatives are supportive of the adopted Uptown Urban Center goals. All alternatives envision a continuation of the Uptown Urban Center as a vital residential community as well as a viable and attractive commercial/employment center and mixed-use neighborhood with a strong relationship with the Seattle Center. While building heights would increase under the Action Alternatives, these alternatives also include design and development measures that could ensure a human-scale character in the Urban Center.

The Action Alternatives may not be consistent with some specific policies cited in this analysis. For example, Policy QA-P16 references use of the NC3 zone for single purpose residential buildings. Under the Action Alternatives, areas currently zoned NC3 would be rezoned to SM. As needed, outdated or no longer applicable

policies should be amended, or the final proposal revised, to ensure continued consistency.

## Draft Seattle Comprehensive Plan

### Growth Strategy Element

**Urban Village Strategy.** The Draft Comprehensive Plan Growth Strategy establishes 2015 – 2035 growth estimates for Uptown of 3,000 housing units and 2,500 jobs. Consistent with the draft goals and policies identified in the urban village strategy, the proposal would accommodate those 2015 – 2035 growth estimates for the Uptown Urban Center. The Action Alternatives would plan for growth that exceeds the growth estimates, with Alternative 3 planning for the greatest increase in growth, followed by Alternative 2. Under all alternatives, infill development would be encouraged, and densities and transit improvements would support walking, biking, and use of public transportation. All of the alternatives also plan for a variety of uses, although implementation of the SM zoning under the Action Alternatives would provide the greatest flexibility in supporting a mix of uses throughout the urban center.

Draft policies in the Urban Village Strategy also address zoning and other planning tools to shape the amount and pace of growth to limit displacement of marginalized populations, services, and culturally relevant institutions and businesses. Draft policy guidance supports a variety of housing and affordable rent levels to provide opportunities for marginalized populations to live and work in urban centers. By meeting the 2015 – 2035 growth estimates, all of the alternatives reflect the Draft Comprehensive Plan's intent to focus and guide growth in a manner that would limit displacement of marginalized populations. The City of Seattle Growth and Equity Analysis characterizes Uptown as a neighborhood with low displacement risk and high access to opportunity. Therefore, the increased growth levels proposed by the Action Alternatives could help to alleviate growth pressure in other areas characterized by high displacement risk.

**Urban Design.** Draft policy guidance in the Urban Design section supports preservation of community identity and sense of place, walkability and a reconnected street grid, and the location and character of tall buildings. Consistency of the proposal with each of the policy topics is discussed below.

With respect to community identity, one of the objectives of the proposal and Action Alternatives is to implement an Uptown-specific vision and urban design concept as expressed in the Uptown UDF. The Action Alternatives achieve this objective through inclusion of building heights, development standards, and incentives as proposed in the UDF. The No Action Alternative would allow continuation of development under current zoning designations and development standards. Existing regulations address uses, setbacks and separations, landscaping and screening standards, and building façade limits, but are not specifically tailored for the Uptown neighborhood. While all of the alternatives are consistent with draft policy guidance regarding community character, the Action Alternatives would provide greater opportunity to implement an urban design concept tailored specifically for Uptown, as defined in the Uptown UDF.

All of the alternatives anticipate re-connection of the local east-west surface street grid following completion of the Alaskan Way Viaduct Tunnel. In addition, the street character proposal recommended in the Uptown UDF would also be possible under all alternatives. However, the greater density under the Action Alternatives would support more transportation options and streetscape improvements, would make Uptown more attractive for business and residential investments, and would enhance the pedestrian environment on blocks with larger buildings.

As described in Chapter 2 of this Draft EIS, Alternative 1 No Action maintains a four- to eight-story maximum height range across the study area; Alternative 2 Mid-Rise promotes six- to twelve-story heights across Uptown; and Alternative 3 High-Rise allows six- to sixteen-story heights. Under all alternatives, lower heights are proposed north and west where the Uptown neighborhood abuts the upper Queen Anne neighborhood. Greater heights are allowed in the south and east as the area transitions to the South Lake Union and Belltown neighborhoods. The Action Alternatives would also include amended design guidelines which would include specific measures to reflect policy guidance in the Comprehensive Plan and UDF. Regarding potential view and shadow impacts, see Draft EIS Section 3.4 Aesthetics and Urban Design.

### Land Use Element

The Draft Future Land Use Map would establish a land use designation of “urban center” for the entire Uptown Urban Center.

As described in the Draft Comprehensive Plan, the intent of this designation is to show where new housing and employment growth would be focused. Anticipated future development patterns under any of the alternatives would be consistent with this designation. All alternatives would accommodate 2015 – 2035 growth estimates, with Alternative 3 planning for the greatest amount of growth and Alternative 1 the least.

Zoning and land use regulations under all of the alternatives would allow a variety of housing types, provide for a wide diversity of employment, and accommodate a full range of public services, institutions, and amenities. The Action Alternatives would rezone existing NC2, NC3, MR, LR3[4], LR3-RC[3], C1, and C2 zoning designations to a new SM zone customized to achieve the Uptown UDF vision and character. Compared to the No Action Alternative, these rezones would likely allow greater flexibility in future development patterns throughout the study area and enhance the potential to achieve planned growth estimates.

By meeting the 2015–2035 growth estimates, all of the alternatives reflect the Draft Comprehensive Plan's intent to focus and guide growth in a manner that would limit displacement of marginalized populations. The City of Seattle Growth and Equity Analysis characterizes Uptown as a neighborhood with low displacement risk and high access to opportunity. Therefore, the increased growth levels proposed by the Action Alternatives could help to alleviate growth pressure in other areas characterized by high displacement risk.

**Multifamily Residential Areas.** Within the study area as a whole, all of the alternatives would maintain a commercial mixed-use development pattern, encourage compact development, and allow a wide mix of uses. However, the Action Alternatives would rezone existing commercial and multifamily zones (NC2, NC3, MR, LR3[3], LR3-RC[3], C1, and C2) to an SM zone customized to meet Uptown's vision for the future. Compared to the No Action Alternative, this rezone would increase the potential for compact, concentrated mixed-use development and support a wide range of uses. Through potential future housing development in mixed-use areas,

*4 Options under consideration for the LR3 zone include: amending the LR3 zone, rezoning to MR, or rezoning to SM; see Section 3.1 Land Use for more discussion.*

it would also provide residents increased opportunities to walk to employment, transit, and services.

Draft policy guidance addresses design and amenities in residential development in mixed-use areas. Although addressed at a more general citywide level, this draft policy guidance is consistent with Uptown UDF recommendations. Because the Action Alternatives would include customized design standards consistent with the Uptown UDF recommendations, both Action Alternatives would also be consistent with corresponding Draft Comprehensive Plan policy guidance. Under the No Action Alternative, existing development regulations and design standards would provide a framework for implementing this guidance, but would not be tailored for the Uptown neighborhood.

### Housing Element

**Housing Diversity.** Under Alternative 1 No Action, continuation of existing development regulations would allow diverse housing types, but would not specifically provide for a mix of housing types attractive to a diverse range of ages, incomes, household sizes, types, and incomes. Under the Action Alternatives, the future SM zone could be tailored to promote these goals. However, under any of the alternatives, future residential development would be responsive to market demand. Housing programs, regulatory measures, and incentives implemented by the City may influence, but not fully control, the housing products supplied by the private market.

**Housing Affordability.** Consistent with draft policy guidance, the proposed action includes consideration of affordable housing strategies in connection with new development. As described in Chapter 2, the Action Alternatives would include affordable housing incentives that could help promote housing affordable to lower-income households and increase access to education, employment, and social opportunities. Under all alternatives, the development of housing in the Uptown neighborhood would provide increased residential access to high-frequency transit to help lower the combined housing and transportation costs for households. As noted above, housing programs, regulatory measures, and incentives implemented by the City may influence, but not fully control, the housing products provided by the private market. For additional discussion of housing affordability, see Section 3.3 Housing.

**Neighborhood Plans–Queen Anne (Uptown)**

The Draft Comprehensive Plan maintains existing policy guidance for the Uptown Urban Center in the Queen Anne neighborhood. Please see the discussion of neighborhood plan guidance in the discussion of the adopted Seattle Comprehensive Plan.

### Seattle Center Century 21 Master Plan

All alternatives considered in this Draft EIS anticipate that Seattle Center will develop according to the *Century 21 Master Plan* and are supportive of the plan for redevelopment described in the Master Plan. None of the alternatives would preclude development as described in the Master Plan.

In addition, all alternatives, particularly Alternatives 2 and 3 with increased heights, support redevelopment of portions of the northeast quadrant of the Seattle Center, consistent with the intent established in the Master Plan.

Overall, the proposal and alternatives are consistent with the vision and direction established in the *Seattle Center Century 21 Master Plan*. Ongoing and continued coordination as the Uptown Urban Center and Seattle Center redevelop will ensure long-term consistency.

## 3.2.3 MITIGATION MEASURES

### INCORPORATED PLAN FEATURES

- All alternatives would accommodate the updated 2015–2035 growth estimates for housing and employment identified in the Comprehensive Plan, as well as the future vision for land use, housing, and community character in Uptown.

### REGULATIONS AND COMMITMENTS

- As required by the GMA, the City will submit updated regulations for review and comment by the state prior to final adoption.

### OTHER PROPOSED MITIGATION MEASURES

- Queen Anne Neighborhood Planning Element policies applicable to the Uptown Urban Center should be reviewed to identify whether references to zoning designations should be updated to reflect changes proposed in the Action Alternatives.
- Proposed development standards should be reviewed to ensure consistency with adopted comprehensive plan policy guidance.
- Ongoing coordination with the Seattle Center to ensure continued consistency with the *Century 21 Master Plan*.

## 3.2.4 SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS

No significant unavoidable adverse impacts on plan and policy consistency are anticipated.

# SECTION 3.3 / Housing

## 3.3.1 AFFECTED ENVIRONMENT

This section addresses population and housing in the Uptown Study Area. A review of these aspects of the affected environment serves as a baseline for analyzing the impacts of the three different alternative growth scenarios. The following thresholds of significance were used to assess impacts to housing: intensity of expected growth likely to have an impact on direct displacement of a marginalized population (low-income people, people of color, and English Language Learners), the rate of potential economic displacement, and insufficient production of affordable units needed.

### POPULATION

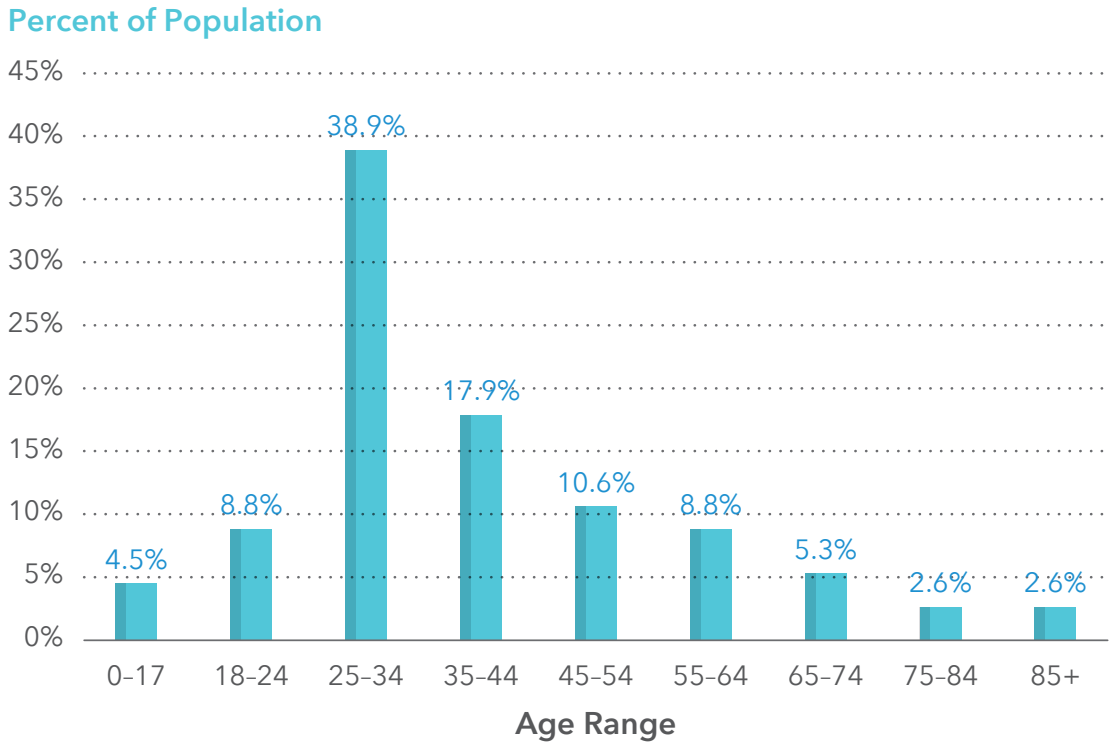
At the time of the 2010 Census, the population of the Uptown Study Area was 7,300. The neighborhood grew rapidly in the last decade, with a population increase of 58 percent or 3,065 residents between 2000 and 2010. Since 2010 an estimated 1,334 housing units have been built in the area, indicating that the population is continuing to grow at a rapid pace. As of 2015, dwellings total about 7,133; there are an estimated 6,855 households and a population of 9,323.[1]

1 *Estimated population in 2015 is based on BERK's analysis of dwelling unit counts in City of Seattle development capacity analysis. Dupre and Scott Spring data estimates a 2015 vacancy rate of 3.9 percent, resulting in approximately 6,855 households. The average household size is 1.36. (US Census 2010; Housing Element appendix.)*

The distribution of household types in the area differs from the city as a whole, and is characterized by a high number of single-person households and a younger median age. The average household size is 1.36 (U.S Census Bureau, 2010).

Exhibit 3.3–1 shows the age distribution for Uptown residents. The median age is 34.6 and the gender split is almost 50/50. Compared to the city overall, the population in Uptown is younger, with 38.9 percent between the ages of 25 to 34. Two-thirds (67 percent) of Uptown's population is 18-44 compared to nearly 50 percent for the city overall (City of Seattle, 2016c).

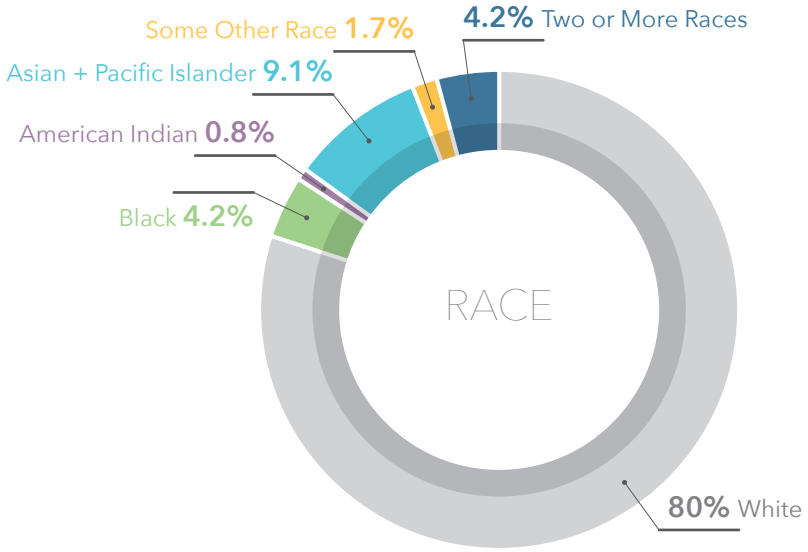
**Exhibit 3.3–1** Age Distribution in Uptown Study Area




*Source: U.S. Census Bureau, Census 2010 Summary File 1 (Esri estimate for study area boundaries)*

Exhibit 3.3–2 shows the population breakdown by race. Uptown has a greater share of white residents (80 percent) than the city overall (69.5 percent). Just over nine percent of Uptown residents are Asian, compared to 13 percent for Seattle. The Hispanic share is similar to the city overall at 6.1 percent.

**Exhibit 3.3-2** Racial Makeup of the Uptown Study Area




*Note: The Census tracks ethnicity separate from race. 6.1 percent of Uptown residents are estimated to be of Hispanic ethnicity.*

*Source: U.S. Census Bureau, Census 2010 Summary File 1. (Esri estimates for study area boundaries)*

The income distribution of Uptown is similar to the city overall with almost one-quarter of the population with incomes at 50 percent of area median income (AMI) or less (see Exhibit 3.3-3).

**Exhibit 3.3-3** Household Income as a Percent of AMI, Uptown and Seattle

| | Percent of Households | |
|---|---|---|
| **Household Income** | **Uptown** | **Seattle** |
| **Under 30% AMI** | 14% | 15% |
| **30-50% AMI** | 10% | 11% |
| **50-80% AMI** | 16% | 13% |
| **80-100% AMI** | 11% | 10% |
| **>100% AMI** | 49% | 51% |

*Source: U.S. Department of Housing and Urban Development, Consolidated Housing Affordability Strategy (based on 2008–2012 U.S. Census American Community Survey 5-Year Estimates)*

## HOUSING

As of 2015, there were 7,133[2] housing units in the study area. Only 39 of these units are single family homes. As shown in Exhibit 3.3–4, this amounts to 14 percent of residential structures and 1 percent of residential units in Uptown. The vast majority (94 percent) of multifamily units are in apartment and condominium buildings. The remainder are a mixture of townhomes, duplexes, triplexes, 4-plexes, a retirement facility, and other housing types.

**Exhibit 3.3–4** Housing Mix in the Uptown Study Area

| | Structures* | Percent | Units | Percent |
|---|---|---|---|---|
| **Detached Single Family** | 39 | 14% | 39 | 1% |
| **Townhouse** | 26 | 9% | 65 | 1% |
| **Duplex, Triplex, 4-plex** | 28 | 10% | 77 | 1% |
| **Apartments** | 116 | 42% | 4,668 | 65% |
| **Condominiums** | 60 | 22% | 1,994 | 28% |
| **Retirement Facility** | 2 | 1% | 194 | 3% |
| **Other** | 6 | 2% | 96 | 1% |
| **Total** | **277** | | **7,133** | |

** Townhouse structure count is an estimation since the Assessor data counts each townhome plat separately.*

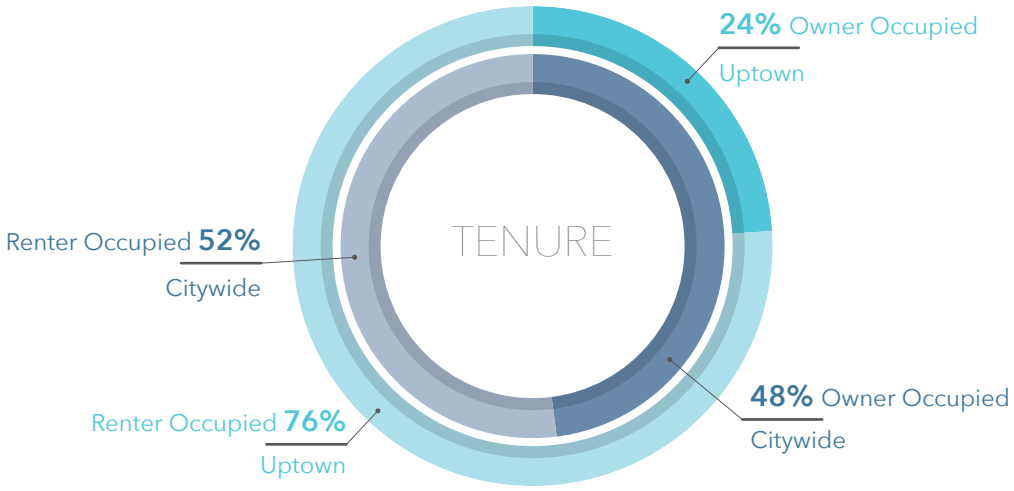
*Source: City of Seattle, 2016*

As shown in Exhibit 3.3–5, approximately 76 percent of all housing units are renter-occupied in Uptown. This is a much higher percentage than the city as a whole: among all households in Seattle, 52 percent are renter-occupied.

As noted above, Uptown has grown rapidly in recent years. Exhibit 3.3–6 shows the number of structures and housing unit by year built. Over one-quarter of all units were built since 2010, and nearly half of all units have been built since 2000.

*2 Based on City of Seattle Uptown development capacity analysis, 2016. City staff derived unit counts from King County assessor and city permit information.*

**Exhibit 3.3-5** Housing Tenure in Uptown and Seattle




*Source: Berk Consulting, 2016*

**Exhibit 3.3-6** Age of Housing Stock

| | Structures | Percent | Units | Percent |
|---|---|---|---|---|
| **Prior to 1943** | 44 | 16% | 59 | 1% |
| **1960-1979** | 38 | 14% | 865 | 12% |
| **1980-1989** | 56 | 20% | 1,440 | 20% |
| **1990-1999** | 55 | 20% | 1,340 | 19% |
| **2000-2009** | 64 | 23% | 1,602 | 22% |
| **2010-2015** | 20 | 7% | 1,827 | 26% |
| **Total** | **277** | | **7,133** | |

*Note: No units were added in the 1944 to 1959 period.*

*Source: City of Seattle, 2016*

## Housing Affordability

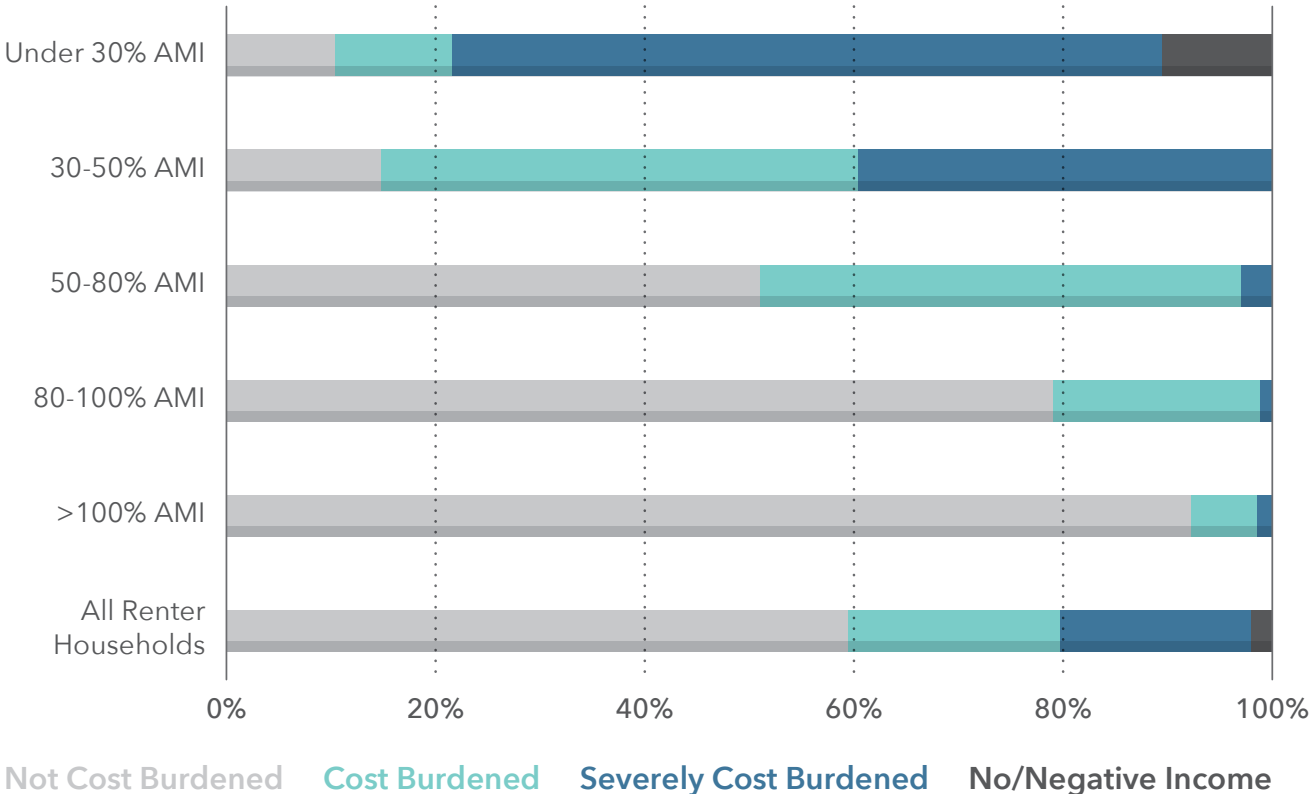
Housing affordability is typically expressed in relation to household income. According to the U.S. Department of Housing and Urban Development (HUD), housing that costs 30 percent of a household's gross income or less is considered affordable. Households that pay more than 30 percent of their gross income for housing costs may have difficulty affording necessities such as food, clothing, transportation, and medical care and are considered to be "cost-

burdened" with respect to housing. Households that pay more than 50 percent of their gross income for housing costs are considered "severely cost-burdened."

For renters, housing costs include rent and basic utilities; for homeowners, costs include mortgage, including principal interest taxes and insurance, homeowner association dues, and other costs directly related to ownership of a unit. The nation's urgent housing challenges are well documented. In Seattle and other high-cost cities, housing affordability is of particular concern as income inequality increases.

Exhibit 3.3–7 shows the housing cost burden among renter households.[3] Overall, based on best available estimates, nearly

**Exhibit 3.3–7** Housing Cost Burden Among Renter Households in Uptown




*Source: U.S. Department of Housing and Urban Development, Consolidated Housing Affordability Strategy (based on 2008–2012 U.S. Census American Community Survey 5-Year Estimates)*

3 *Due to the misalignment of the Uptown Study Area and census tract boundaries, the data for Uptown reflect conditions in the Uptown Study Area as well as portions of Lower Queen Anne, South Lake Union, and Downtown.*

40 percent of renter households in Uptown are cost-burdened or severely cost-burdened. As would be expected, cost burden is more common among households with lower incomes.

As shown in Exhibit 3.3–8, the overall level of cost burden in Uptown is similar to the city as a whole. However, lower income residents in Uptown are more likely to experience cost burden than lower income residents citywide.

**Exhibit 3.3–8** Housing Cost Burden Among Renter Households in Uptown and Citywide

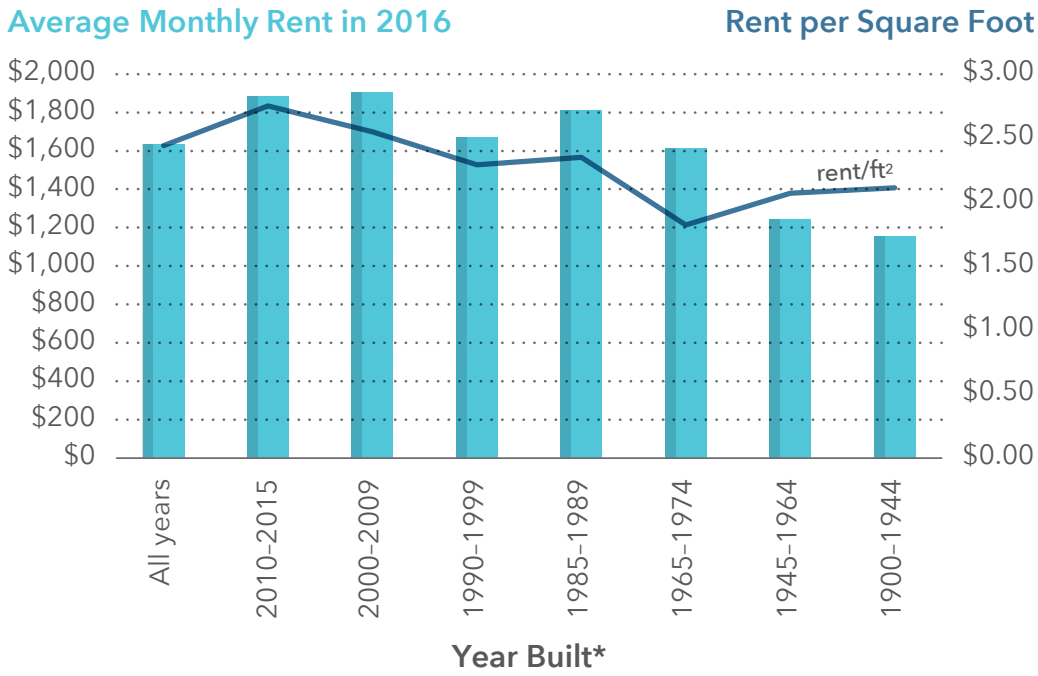
| Household Income | Uptown | | | Seattle | | |
|---|---|---|---|---|---|---|
| | Not Cost Burdened | Cost Burdened | Severely Cost Burdened | Not Cost Burdened | Cost Burdened | Severely Cost Burdened |
| **Under 30% AMI** | 10% | 11% | 68% | 16% | 15% | 61% |
| **30–50% AMI** | 15% | 46% | 40% | 19% | 51% | 29% |
| **50–80% AMI** | 51% | 46% | 3% | 51% | 42% | 8% |
| **80–100% AMI** | 79% | 20% | 1% | 75% | 23% | 2% |
| **> 100% AMI** | 92% | 6% | 1% | 94% | 6% | 1% |
| **All Renter Households** | **59%** | **20%** | **18%** | **54%** | **23%** | **21%** |

*Note: Shares of Under 30 percent AMI and All Renter Households do not sum to 100 percent because HUD does not calculate cost burden for an estimated 219 households with zero or negative income. See Exhibit 3.3–7 shows these households alongside the income burden categories.*
*Source: U.S. Department of Housing and Urban Development, Consolidated Housing Affordability Strategy (based on 2008–2012 U.S. Census American Community Survey 5-Year Estimates).*

Areas with high rates of growth may experience greater upward pressure on rents and home prices relative to slower-growing areas. New units tend to be built in neighborhoods where there is high demand for new housing, and this demand puts pressure on rents. Renters are often willing to pay a premium for newer units due to the condition of the unit and building amenities. These two factors increase average rents across the area, especially in areas like Uptown where such a large share of the housing stock has been built in the last decade.

Exhibit 3.3–9 on the following page compares the current average rent based on the age of building for housing units in the Queen Anne market area of Seattle, which includes the Uptown Study Area. It shows that newer housing tends to be more expensive on a per-unit basis while older housing tends to be less expensive. It is worth noting that these numbers do not account for parking costs, which may or may not be included, or differences in building amenities.

**Exhibit 3.3-9** Average Rent by Year Built, Queen Anne Market Area (Includes Uptown)




*Note: No units were added in the 1975–1984 period.*

*Source: Dupre and Scott, Spring 2016*

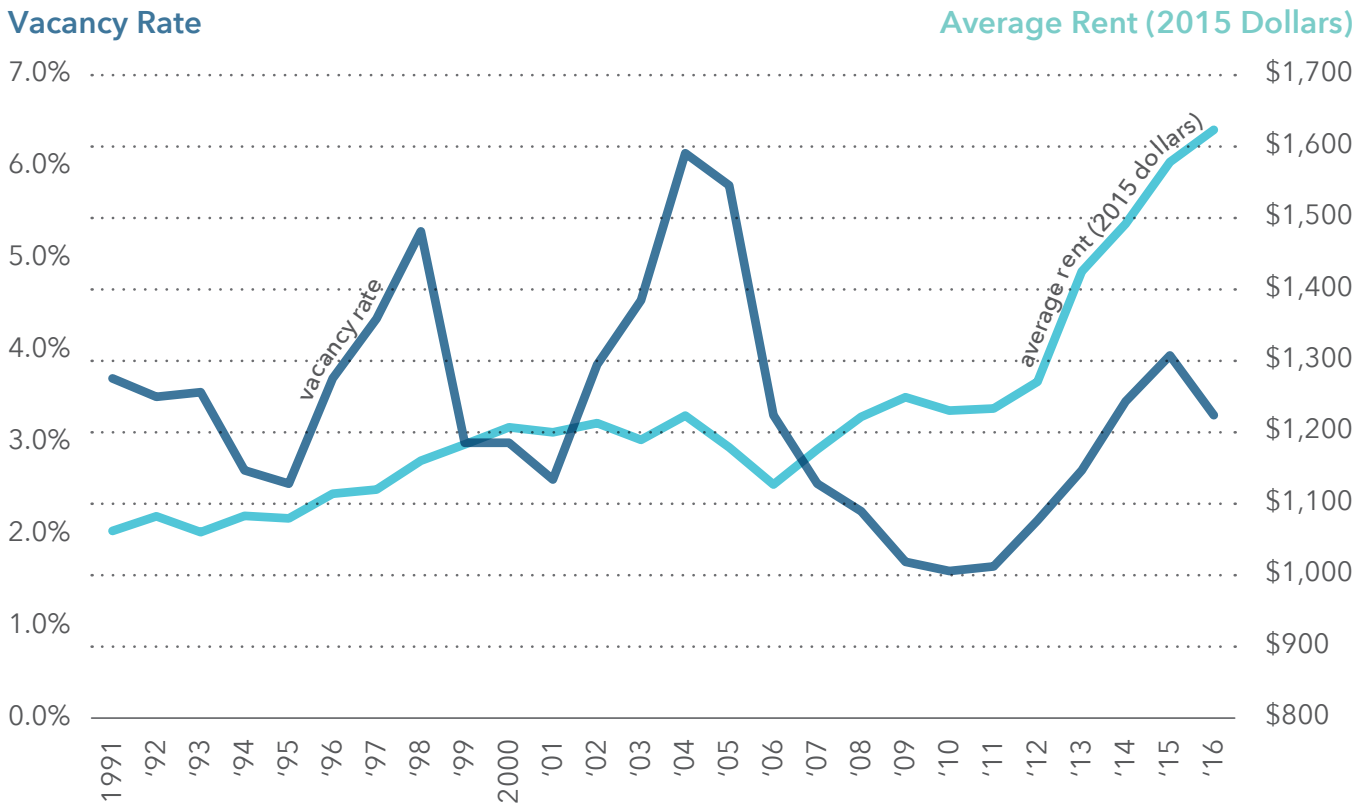
While units built in 1964 or earlier tend to be the most affordable, only 70 units (1 percent of total) were built during this period.

While there are few units in buildings constructed before 1965, over 2,200 units in the study area (31 percent of total) were built between 1965 and 1989 (Dupre and Scott, 2016). This indicates there is a large stock of older buildings with units that could become more affordable, relative to new development. In addition, while units built in this past development cycle are among the most expensive, they also include 201 income- and rent-restricted units built under the Multifamily Tax Exemption program, which may remain affordable for up to 12 years (shown in Exhibit 3.3–12) (Seattle Office of Housing, 2016a).

Exhibit 3.3–10 shows vacancy rates and average monthly rents (in 2015 dollars) over time. Until recent years, inflation-adjusted rents tended to rise during periods of low vacancy and stagnate or fall following periods of higher vacancy. Starting in 2009 there was a prolonged period of abnormally low vacancy (1.5 percent), followed

by a rapid rise in average rent. Vacancy rates began to climb back up to a more normal level starting in 2012, as Uptown experienced the latest wave of rapid multifamily development. However, vacancy rates remain below four percent, which may help to explain the continued rise in rents. Another driver of rental rates is job growth from the Bill & Melinda Gates Foundation, Amazon, the University of Washington School of Medicine, and new employers at Seattle Center, such as the Chihuly Glass Museum and KEXP.

**Exhibit 3.3–10** Vacancy Rate and Average Rent in 2015 Dollars, Queen Anne Market Area (Includes Uptown)




*Source: Dupre and Scott, Spring 2016*

Exhibit 3.3–11 shows average rent for apartments by unit size, comparing the Queen Anne market area (including Uptown) to conditions citywide. Rents for Studio and 1 bedroom units are almost identical. However average rents for larger apartments in Queen Anne/Uptown are significantly higher than they are citywide.

**Exhibit 3.3–11** Average Rent by Number of Bedrooms in Unit

| | Queen Anne Market Area (includes Uptown) | City of Seattle |
|---|---|---|
| **Studio** | $1,231 | $1,251 |
| **1 Bedroom** | $1,556 | $1,554 |
| **2 Bedrooms, 1 Bathroom** | $1,887 | $1,774 |
| **2 Bedrooms, 2 Bathrooms** | $2,456 | $2,328 |
| **3 Bedrooms, 2 Bathrooms** | $2,729 | $2,533 |

*Source: Dupre and Scott, Spring 2016*

## Subsidized Housing

The City of Seattle's Office of Housing maintains a list of income- and rent-restricted housing units based on best available information from Seattle's Office of Housing, Washington State's Housing Finance Commission, HUD, and the Seattle Housing Authority. Uptown currently has a supply of 356 income –and rent-restricted units. Overall, five percent of housing units located in the Uptown Study Area are income- and rent-restricted (Exhibit 3.3–12 and Exhibit 3.3–13).

**Exhibit 3.3–12** Participating Multifamily Tax Exemption Properties

| Property | Total Units | Affordable Mix | | | Affordable Total | Affordability | Tax Exemption Expiration |
|---|---|---|---|---|---|---|---|
| | | Studio | 1BR | 2BR | | | |
| **Aperture on Fifth** | **102** | 5 | 13 | 3 | 21 | 65–85% of AMI | 2027 |
| **Avalon Queen Anne** | **196** | 11 | 22 | 8 | 41 | 80–90% of AMI | 2025 |
| **The Century** | **258** | 12 | 32 | 8 | 52 | 80–90% of AMI | 2027 |
| **Expo** | **275** | 8 | 42 | 5 | 55 | 80–90% of AMI | 2025 |
| **H2O Apartments** | **45** | 2 | 5 | 2 | 9 | 80–90% of AMI | 2025 |
| **Stream Uptown** | **112** | 15 | 8 | 0 | 23 | 80–90% of AMI | 2025 |
| **The Cora–Pipeline** | **73** | 2 | 9 | 3 | 14 | 65–85% of AMI | *To be determined* |
| **Uptown 22–Pipeline** | **34** | 7 | 2 | 4 | 7 | 65–85% of AMI | *To be determined* |
| **Total** | **1,095** | **57** | **135** | **30** | **222** | | |

*Note: The tax exemption expiration is the maximum term of affordability as the property owner can opt out at any time during the 12 year period.*

*Source: City of Seattle, 2016*

**Exhibit 3.3-13** Subsidized Low-Income Housing

| Property | Property Owner | Total Affordable Units | Affordable Mix | | |
|---|---|---|---|---|---|
| | | | Studio | 1BR | 2BR |
| **Brookdale Senior Living (805 4th Ave N)** | **Brookdale** | 39 | | | |
| **Center West (533 3rd Ave W)** | **Seattle Housing Authority (SHA)** | 90 | 76 | 15 | |
| **Carroll Terrace (600 5th Ave W)** | **SHA** | 26 | | 22 | 4 |
| **Total** | | **155** | **76** | **37** | **4** |

*Note: All of these buildings provide permanent affordable rental housing for people with low incomes.*

*Source: City of Seattle, 2016. U.S. Department of Housing and Urban Development, 2016.*

## Non-Subsidized Low-Cost Housing

As Exhibit 3.3-9 shows, older apartment buildings in the Uptown Study Area often offer significantly lower rents than newer buildings. An analysis of market-rate apartment rental listings on Craigslist and Zillow revealed six properties with rents significantly lower than the market average. Exhibit 3.3-14 shows market-rate units listed for rents affordable to Seattle households with incomes roughly 75 percent to 100 percent AMI, though these could be rented by households with incomes above these levels, as they are

**Exhibit 3.3-14** Non-Subsidized Low-Cost Housing

| Address | Square Footage | Bedrooms | Monthly Rent | Rent per Sq. Ft. | Estimated Utility Costs | Total Monthly Housing Costs | Affordability Level* |
|---|---|---|---|---|---|---|---|
| **509 4th Ave W** | 850 | 1 | $1,475 | $1.74 | $125 | $1,600 | 100% AMI |
| **515 4th Ave W** | 850 | 1 | $1,475 | $1.74 | $125 | $1,600 | 100% AMI |
| **521 4th Ave W** | 850 | 1 | $1,250 | $1.47 | $125 | $1,375 | 90% AMI |
| **617 Queen Ave N** | 725 | 1 | $1,125 | $1.55 | $125 | $1,250 | 75% AMI |
| **625 4th Ave** | 475 | Studio | $1,050 | $2.21 | $125 | $1,175 | 80% AMI |
| **26 Harrison Street** | 450 | Studio | $1,050 | $2.33 | $125 | $1,175 | 80% AMI |

** Affordability level assumes utilities are not included in rent. See City of Seattle Office of Housing (2016b) for HUD Affordable Rents levels in the Seattle metropolitan region.*

*Source: BERK 2016, based on analysis of data from Craigslist and Zillow.*

not rent- or income-restricted units. The units at 509, 515, and 521 4th Avenue West are part of a three-building apartment complex built in the 1940s with large, one-bedroom units.

A notable share of the housing units in Uptown built between 1965 and 1989 are in unreinforced masonry (URM) structures – brick buildings that have not yet been retrofitted to withstand an earthquake; some of these sites are included in potential redevelopable sites mapped in Chapter 2. However, there are about 441 units (6.2 percent of all housing stock in the study area) in 16 URM buildings that are not considered redevelopable using the criteria described in Chapter 2 (see map in Appendix B). Without public or private financial assistance, these buildings are also unlikely to be renovated due to the costs of bringing URM structures up to current building code. The City is preparing a URM policy that may require retrofits of URM structures, but may also provide tools and incentives to help property owners (Seattle Department of Construction & Inspections, 2016). If retained, URM buildings are likely to provide lower-cost housing (compared to newer market-rate units) in years to come; if torn down and redeveloped due to costs of retrofitting, some affordable units could be lost. It is expected that such losses would be offset by a greater number of new affordable units produced. These new units could come through the MFTE program (affordable for up to 12 years) and, if implemented, the Mandatory Housing Affordability Program (see Exhibit 3.3–18 on page 3.87 and Exhibit 3.3–19 on page 3.89).

## 3.3.2 IMPACTS

### IMPACTS COMMON TO ALL ALTERNATIVES

#### Housing Supply

Under all three alternatives, the defined growth areas have sufficient development capacity to accommodate planned levels of residential growth during the planning period, as shown in Exhibit 3.3–15. From this perspective, there is ample regulatory (zoning) capacity to accommodate potential increases in demand for housing. In Uptown, population density would increase and developable land would decrease over time. Housing in the area is

likely to be provided primarily in multifamily structures with smaller-sized units given past and current trends in Uptown's housing development and its lower average household size of 1.3 persons.

As shown in Exhibit 3.3–15, both the High-Rise and Mid-Rise Alternatives provide more capacity for housing compared to the No Action Alternative.

**Exhibit 3.3–15** Capacity for Housing Growth Compared to Target

| | No Action | Mid-Rise | High-Rise |
|---|---|---|---|
| **Net New Housing Unit Capacity** | 10,186 | 14,773 | 17,342 |
| **Target** | 3,000 | 3,370 | 3,745 |

*Source: Hewitt Architecture, BERK Consulting, and City of Seattle, 2016*

## Housing Affordability

Housing affordability would be a concern under all three alternatives. Ultimately, housing prices are likely to be driven by demand generated as a result of Seattle's strong job market and attractive natural and cultural amenities and Uptown's central location. In 2019, Expedia is moving its corporate campus from Bellevue to the Seattle waterfront, adjacent to Uptown, and expects to employ 4,500 at this location. The City's limited land base also would likely contribute to upward pressure on housing costs. Low vacancy rates and tight inventory contribute to higher rents, especially when demand is fueled by a highly educated, high-wage workforce.

Several other factors would be influenced by the distribution of development as outlined in the alternatives. Cost and affordability factors considered include:

- **Land Value:** The initial land cost for developers contributes to the total cost of each housing unit. Higher density developments with higher floor-area-ratios would have a smaller land cost per unit. Land values vary across the city, with the highest values found downtown (adjacent to Uptown) and generally decreasing outward.
- **Construction Costs:** The cost of housing construction influences sale and rental prices. Building material costs would be roughly equal across the city, though the type of construction would not.

Generally, taller buildings with steel framing are more expensive to build than shorter, wood-framed structures. The alternatives that promote the most concentrated development patterns would result in construction of taller buildings, providing housing for more people in a smaller geographic area. Taller buildings would generally be more expensive to construct than low-rise and mid-rise residential structures in areas not designated for growth.

- **Proximity to Transportation and Services:** Higher-density areas with the greatest proximity to neighborhood amenities, jobs, and transportation (urban centers and hub urban villages) would generally have higher land values and thus, higher housing costs. However, proximity to transit and services may also lead to more commuting by transit and help decrease resident spending on transportation, which could help households control cost-of-living burdens.

The expected impacts of each alternative on affordable housing production is discussed under each alternative with potential mitigation elaborated in 3.3.3 Mitigation Strategies on page 3.84, below.

## Displacement

As growth continues in Seattle and development accelerates to meet increasing demands for housing as well as for commercial and retail space, some existing uses are likely to be redeveloped to accommodate new growth, creating a potential for displacement of residents and businesses. This displacement would occur where there is demolition and eviction, as well as where market forces increase the cost of living or doing business to a level that is no longer affordable for certain groups. Displacement risk is likely to rise in those areas where populations are least able to absorb increasing housing costs, where desirable amenities (such as transit) are available, and where development costs relative to projected rents are such that the potential for new development is high.

As part of its Comprehensive Plan Update, the City of Seattle conducted a Growth and Equity analysis to assess the potential future impacts of the growth alternatives on marginalized populations (low-income people, people of color, and English Language Learners) and to identify mitigation strategies to increase access to opportunity for these populations. This analysis

assessed Uptown as a neighborhood with low displacement risk and high access to opportunity (City of Seattle Office of Planning and Community Development, 2015b). Neighborhoods in this category tend to have fewer marginalized populations, as market-rate housing is unaffordable to lower-income households. Indeed, only five percent of Uptown's housing units are income- and rent-restricted, and average rents are high relative to other areas of the city. Approaches to expand housing options for households with a broader spectrum of incomes in this area are discussed in 3.3.3 Mitigation Strategies on page 3.84.

Compared to other neighborhoods in Seattle, the City's Growth and Equity analysis determined that Uptown does not have a high concentration of population that is vulnerable to displacement (City of Seattle Office of Planning and Community Development, 2015b). Some of Uptown's low-income households live in the 116 subsidized units owned by the Seattle Housing Authority, which are unlikely to be demolished. However, there are other residents and businesses who are vulnerable. For instance, all existing affordable units built under the MFTE program will expire within the 20-year planning period, possibly resulting in the loss of 201 affordable units.

Uptown includes a number of desirable amenities and a central location that contribute to high demand for new housing and commercial development as well as a high potential for redevelopment activity. Nonetheless, due to the lower concentration of vulnerable populations, the City's analysis determined that the overall risk of displacement in Uptown is low compared to other neighborhoods across the city. Nonetheless, as shown in Exhibit 3.3–10 on page 3.75 average rents are rising in Uptown which puts upward pressure on all rental units in the neighborhood. This will likely results in some economic displacement under any selected alternative.

**Exhibit 3.3–16** Housing Unit Displacement Compared to Production

| | No Action | Mid-Rise | High-Rise |
|---|---|---|---|
| **Total Existing Units to Be Demolished** | 66 | 66 | 42 |
| **Gross New Units** | 3,066 | 3,436 | 3,787 |
| *Net New Units* | *3,000* | *3,370* | *3,745* |

*Source: Hewitt Architecture, BERK Consulting, and City of Seattle, 2016*

Older structures are sometimes demolished to make way for new construction projects. Exhibit 3.3–16 shows the number of existing housing units expected to be demolished under each alternative. In all three Alternatives, the total number of units to be demolished is relatively low: between 42 and 66 units, or about two to three units per year during the 20-year planning period. Despite its higher growth target, Alternative 3 High-Rise is expected to result in the lowest number of demolished units due to the higher zoned capacity enabling expected growth to be accommodated on fewer parcels compared to Alternative 1 No Action and Alternative 2 Mid-Rise. Of course demand for growth in the study area may result in development that exceeds the housing targets. Exhibit 3.3–17 on page 3.84 shows the potential impacts of a full build-out of redevelopable parcels in the study area.

Twenty-four of the units expected to be demolished under Alternative 1 No Action and Alternative 2 Mid-Rise are in a structure identified in Exhibit 3.3–14 on page 3.77 as non-subsidized affordable housing. These units are not expected to be demolished under Alternative 3 High-Rise. This is because the added density allowed under Alternative 3 High-Rise enables reaching the target through redeveloping one less parcel than anticipated under Alternative 1 No Action and Alternative 2 Mid-Rise.

Currently, there are 201 income- and rent-restricted units that have been built under the Multifamily Tax Exemption program in Uptown and are affordable for up to 12 years (shown in Exhibit 3.3–12 on page 3.76).[4]

Overall, focusing more growth in urban centers, such as Uptown, in combination with mitigation strategies that include affordable housing requirements to either build onsite or make contributions to a housing fund, could help to increase housing choice in an area that is currently unaffordable to many. That said, there are challenges with respect to equity, potential displacement, and housing affordability with any alternative studied in this EIS.

## IMPACTS OF ALTERNATIVE 1 NO ACTION

Current zoning and allowable heights in the study area would enable continued growth and development, consistent with recent

*4 Other units may have been built since the program was established in 1998, but the affordability would have expired.*

history. As shown in Exhibit 3.3–16, this is expected to result in 3,000 net new housing units. Challenges with regards to housing affordability would remain without concurrent mitigation strategies. There is a potential for displacement associated with demolition of 66 units with the growth at the No Action level.

## IMPACTS OF ALTERNATIVE 2 MID-RISE

The Mid-Rise Alternative represents an increase in density compared to the No Action Alternative. It would allow taller building heights and greater capacity for housing and mixed-use development in most zones of the study area. This alternative also includes higher growth targets for both housing and employment. As shown in Exhibit 3.3–16, this is expected to result in 3,370 net new housing units. There is a potential for displacement associated with demolition of 66 units with the growth at the Mid-Rise Alternative level.

## IMPACTS OF ALTERNATIVE 3 HIGH-RISE

Alternative 3 High-Rise represents an increase in density compared to the No Action and Mid-Rise Alternatives. It would allow the largest building heights and greatest capacity for housing and mixed-use development in most zones of the study area. This alternative also includes the highest growth assumptions, for housing at 3,745 units. Development in a high-rise format is typically more expensive per square-foot and these costs would be passed on to residents. However, concentrating growth in a smaller geographic area is expected to necessitate less demolition of residential units than other alternatives (42 compared to 66 for No Action and Mid-Rise) and thus cause the least potential displacement of existing tenants.

Due to the increased capacity on available parcels, less parcels need to be developed to reach growth targets. As shown in Exhibit 3.3–16, this is expected to result in 3,745 net new housing units.

## FULL BUILDOUT

Given the rapid rate of recent development in the Uptown study area and continued expected job growth in the region, it is possible that housing production would exceed the targets assumed in the three alternatives. This section reports on the greatest possible

growth that could be anticipated under each alternative: a full buildout of all potential redevelopment sites in the study area (see Exhibit 2–9 on page 2.14).

Exhibit 3.3–17 shows housing production and demolition under a full buildout scenario. The parcels developed under each alternative are identical based on the redevelopment assumptions in Chapter 2, resulting in the same number of total demolished units. However, each alternative would be expected to produce a different number of new units based on the development capacity

**Exhibit 3.3–17** Housing Production Assuming a Buildout Scenario

| | No Action | Mid-Rise | High-Rise |
|---|---|---|---|
| **Total Housing Production** | 10,489 | 15,076 | 17,645 |
| **Total Sites Developed** | 120 | 120 | 120 |
| **Demolished Units** | 303 | 303 | 303 |
| *Net New Units* | *10,186* | *14,773* | *17,342* |

*Source: Hewitt Architecture, BERK Consulting, and City of Seattle, 2016*

provided. The redevelopable parcels identified in Chapter 2 are a planning-level analysis of sites that could change overtime; however, other parcels may redevelop in accordance with the zoning in place at the time.

One concern in a buildout scenario is the loss of housing that is low cost but not rent- or income-restricted. In Exhibit 3.3–14 on page 3.77, six properties in the Uptown Study Area are identified as potentially affordable housing that are non-subsidized. Of these properties, only one is on a parcel anticipated to be developed in the buildout scenario: 617 Queen Avenue North. This same parcel is also expected to be redeveloped in the No Action and Mid-Rise Target Alternatives. There are 24 units in this building, although it is not known whether all of these units rent at affordable levels.

## 3.3.3 MITIGATION STRATEGIES

Under all alternatives, including the No Action Alternative, housing affordability and risk of displacement would continue to be a significant concern. As described previously, housing affordability and direct and economic displacement of tenants are driven by

demand generated by Seattle's strong job market, land values, construction costs, and other factors outside of the proposal and alternatives. To address the impacts, the EIS offers consideration of the mitigation strategies listed below, some of which are ongoing programs and some of which are proposed programs.

## INCORPORATED PLAN FEATURES

Both the current and proposed Comprehensive Plan Update apply the designation of Urban Center to the Uptown Study Area; urban centers are intended to contain the highest density of jobs and housing compared with other locations in the city. The Comprehensive Plan also includes a Neighborhood Planning element that incorporates the Queen Anne Neighborhood Plan developed in the 1990s. As described in the Uptown UDF, housing is an important policy concept in the adopted Queen Anne Plan, June 1998:

- **Housing:** Neighborhood plan policies support conservation of the historic character of development along Roy Street and development of a range of housing types that includes residences for families.

## FUNDING AND INCENTIVE PROGRAMS

### Affordable Housing Funding Programs

There are several sources of funding to preserve and build affordable housing in Seattle. The Federal low-income housing tax credit program is the primary source of funding for low-income housing development in Washington State. Locally, the City of Seattle uses voter-approved Seattle Housing Levy funds as well as contributions from developers through Seattle's incentive zoning program. The City of Seattle has funded over 12,500 units since 1981 through its Rental Production and Preservation Program. The Housing Levy is up for renewal and will be on the August 2016 ballot at $290 million over seven years. Other programs funded by the current Seattle Housing Levy include:

- Acquisition and Opportunity Loans: short-term loans for acquisition of strategic affordable housing development sites
- Operating and Maintenance Program: annual operating and maintenance subsidies for buildings housing extremely low-income and formerly homeless residents

- Homebuyer Program: low-interest deferred loans to first-time homebuyers and loans to nonprofits
- Rental Assistance Program: homeless prevention and housing stabilization programs support

## Multifamily Tax Exemption Program (MFTE)

In October 2015, the Seattle City Council passed Ordinance 118505 renewing and expanding the Multifamily Tax Exemption (MFTE) program. MFTE incentivizes builders to rent- and income-restrict 20 percent of housing units in new multifamily structures. In exchange for on-site affordability, the City provides a partial property tax exemption for up to 12 years. This program is available in all multifamily areas throughout the city. The requirements include:

- In projects that contain the minimum number of dwelling units with two or more bedrooms, a minimum of 20 percent of all units in the building are affordable and rented to households with income at or below 40 percent of AMI for congregate residences or small efficiency dwelling units; at or below 65 percent for studio units; at or below 75 percent for one-bedroom units; at or below 85 percent to two-bedroom units; and at or below 90 percent for three-bedroom and larger units.
- In projects not containing the minimum number of two-bedroom units, a minimum of 25 percent of all units are affordable and rented to households with income at or below 40 percent of AMI for congregate residences or small efficiency dwelling units; at or below 65 percent for studio units; at or below 75 percent for one-bedroom units; at or below 85 percent to two-bedroom units; and at or below 90 percent for three-bedroom and larger units.

All three alternatives in this proposal are expected to see growth in the number of affordable units incentivized through the MFTE program. Exhibit 3.3–18 shows the total number of housing units expected to be produced, assuming that 20 percent of multifamily developers choose to use MFTE. Because the program requirements changed in 2015, this 20 percent assumption may not be accurate going forward; the percent could be lower or higher, and it is important to note that this program does not provide long-term affordable housing.

The first row compares the number of MFTE units expected given the total housing growth targets, while the second row shows MFTE units expected when the study area is built-out on identified redevelopable

**Exhibit 3.3-18** Estimated Affordable Housing Units—MFTE

| | No Action | Mid-Rise | High-Rise |
|---|---|---|---|
| **Housing Growth Targets** | 638 | 738 | 753 |
| **Buildout Scenario** | 2,037 | 2,955 | 3,468 |

*Source: Hewitt Architecture, BERK Consulting, and City of Seattle, 2016*

parcels. Alternatives with higher targets and capacity are expected to result in higher production of MFTE units since the requirements are proportional to the amount of residential development.

### Incentive Zoning

The City of Seattle has a voluntary incentive zoning program that allows participating developers to achieve floor area beyond base density or height in their projects by either providing a modest number of affordable units onsite or by contributing to the City's housing development capital fund. Once Mandatory Housing Affordability (MHA) is implemented (see below), incentive zoning affordable housing requirements will automatically be satisfied through compliance with MHA, where applicable. Non-housing incentive zoning benefits such as open space, childcare, and transfer of development rights remain unchanged with MHA.

## OTHER PROPOSED MITIGATION MEASURES

### Mandatory Housing Affordability (MHA)

The Housing Affordability and Livability Agenda (HALA) was launched in late 2014 and is ongoing. The HALA Advisory Committee delivered a set of recommendations to the Mayor and City Council in 2015 that included mandatory housing affordability for residential (MHA-R) and commercial (MHA-C) development.

MHA would require that commercial and multifamily residential developments either include affordable housing units in the building or pay into a fund to provide housing affordable to low-income households, in exchange for increases in development capacity. Record levels of housing development in the last few years have not been enough to keep up with the demand for housing caused by rapid economic growth. That inability of the market to meet demand has contributed to rising rents in Seattle. HALA outlines a road map

to build or preserve 50,000 housing units over the next 10 years, including 20,000 units of rent- and income-restricted housing. MHA aims to generate 6,000 affordable units toward the 20,000-unit goal.

**Residential development (MHA-R).** Multifamily residential developers in Uptown would either be required to set aside a portion of their project's units for households with incomes at 60 percent of AMI or less, or pay into an affordable housing fund. Rent/income limits for units that are 400 square feet or less would be 40 percent of AMI. Ownership housing supported by cash contributions or provided through the performance option must be priced to serve and sold to households with incomes no greater than 80 percent of AMI.

**Commercial development (MHA-C).** MHA would also apply to development of floor area in commercial use that exceeds 4,000 square feet. Similar to MHA-R, commercial developers would have the option of providing affordable housing through payment or performance. The income and rent limits are the same for MHA-C as for MHA-R, except that only affordable rental housing may be provided through the performance option. In addition, MHA-C includes provisions whereby developments in which only MHA-C requirements apply (i.e. no residential is being built) may provide affordable housing on an alternate site.

Exhibit 3.3–19 compares alternatives based on the expected number of new affordable units built through MHA-R for both Target Growth and Buildout scenarios, assuming MHA would only be implemented for the Mid-Rise and High-Rise Alternatives. It compares affordable housing unit production, assuming 100 percent use of the performance option versus 100 percent use of the payment option (see Appendix B for variations based on alternate assumptions). More affordable units are produced through payment than performance due to leveraging of funds.

Exhibit 3.3–20 on page 3.89 compares alternatives based on the expected number of new affordable units built through MHA-C. MHA-funded affordable housing would be built throughout Seattle to achieve strategic goals. The criteria for determining the location for use of cash contributions originating from any neighborhood, as stated in the MHA-R and MHA-C frameworks, are as follows:

1. Affirmatively furthering fair housing choice;
2. Locating within an urban center or urban village;

**Exhibit 3.3-19** Estimated Affordable Housing Units—MHA-R

| | | No Action | Mid-Rise | High-Rise |
|---|---|---|---|---|
| **Target Growth** | **Total Housing Units Produced (Gross)** | 3,066 | 3,436 | 3,787 |
| | **Total Housing Units in Pipeline (Not Subject to MHA-R)** | 1,163 | 1,163 | 1,163 |
| | **Total Units Subject to MHA-R** | 0 | 2,273 | 2,624 |
| | **100% MHA-R Payment: Total Affordable Units Produced (Citywide and May Include Uptown)** | 0 | 511 | 527 |
| | **100% MHA-R Performance Total Affordable Units Produced (Uptown)** | 0 | 178 | 184 |
| **Buildout Scenario** | **Total Housing Units Produced (Gross)** | 10,186 | 14,773 | 17,342 |
| | **Total Housing Units in Pipeline (Not Subject to MHA-R)** | 1,163 | 1,163 | 1,163 |
| | **Total Units Subject to MHA-R** | 9,023 | 13,610 | 16,179 |
| | **100% MHA-R Payment: Total Affordable Units Produced (Citywide and May Include Uptown)** | 0 | 2,817 | 3,336 |
| | **100% MHA-R Performance: Total Affordable Units Produced (Uptown)** | 0 | 1,034 | 1,214 |

*Note: 100 percent MHA-R Payment assumes a payment of $18 per gross square foot in residential use and $80,000 per unit cost.*

*Source: Hewitt Architecture, BERK Consulting, and City of Seattle, 2016*

**Exhibit 3.3-20** Estimated Affordable Housing Units—MHA-C

| | | No Action | Mid-Rise | High-Rise |
|---|---|---|---|---|
| **Target Growth** | **Total Commercial Square Footage Subject to MHA-C Payment** | 539,000 | 662,000 | 793,700 |
| | **100% MHA-C Payment: Total Affordable Units Produced (Citywide and May Include Uptown)** | 0 | 66 | 79 |
| **Buildout Scenario** | **Total Commercial Square Footage Subject to MHA-C Payment** | 1,358,850 | 1,577,850 | 1,653,850 |
| | **100% MHA-C Payment: Total Affordable Units Produced (Citywide and May Include Uptown)** | 0 | 158 | 165 |

*Note: 100 percent MHA-C Payment assumes a payment of $8 per gross square foot in commercial use after excluding up to 4,000 square feet ground floor commercial. Assumed cost per unit: $80,000.*

*Source: Hewitt Architecture, BERK Consulting, and City of Seattle, 2016*

3. Locating in proximity to frequent bus service or current or planned light rail or streetcar stops; and
4. Furthering City policies to promote economic opportunity and community development and addressing the needs of communities vulnerable to displacement.

Uptown meets a number of these criteria. Like MFTE, alternatives with higher targets and capacity are expected to result in higher production of MHA-R units since the requirements are proportional to the amount of residential development.

## Affordable Housing Development on Public Properties

Some publicly-owned vacant and underutilized land can be used for affordable housing development and is especially beneficial if located near transit, job centers, and schools. Uptown has 35 publicly-owned parcels that could be assessed for their suitability for an affordable housing development, as shown in Exhibit 3.3–21. The largest of these parcels are located in Seattle Center.

## Property Tax Exemption with Goal of Preserving Apartment Buildings

The City of Seattle, along with several other cities, nonprofit housing providers, unions, and advocates supported a state legislative bill (SB 6239) that would have enacted a local-option property tax exemption for existing rental homes. The bill was reintroduced and retained in present status and will presumably be picked up again next session.

The Preservation Tax Exemption would create a local option in Washington for a 15-year tax exemption for property owners in the private market who agree to set aside 25 percent of their buildings for low-income tenants (earning less than 50-60 percent of area median income) in order to:

- Maintain affordability for lower-income community members
- Improve housing health and quality for very low-income residents
- Prevent displacement of long-time community members in areas that are gentrifying near transit investments, high quality schools, and jobs

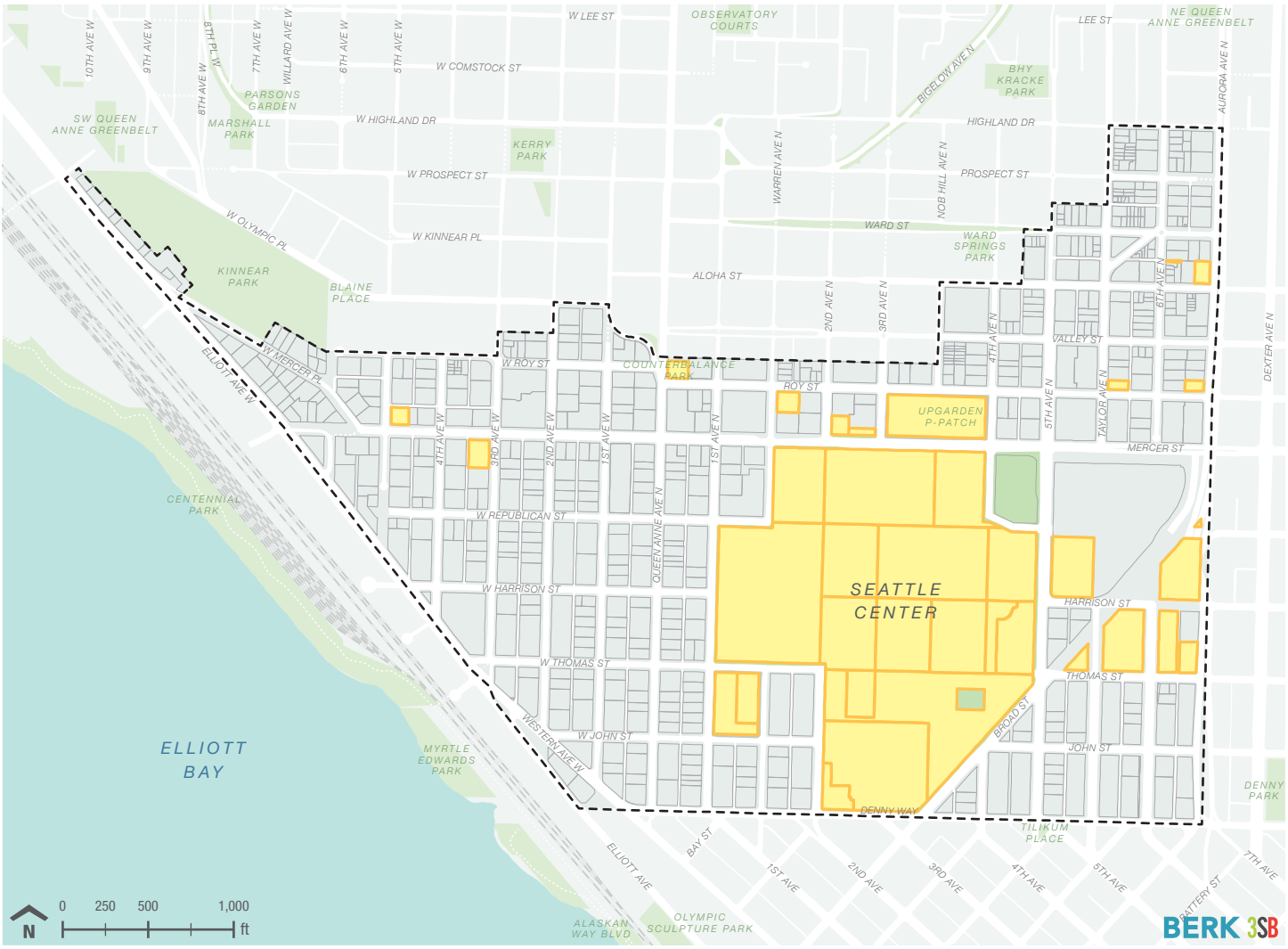



**Exhibit 3.3-21** Uptown Urban Center—Publicly Owned Parcels

- Uptown Urban Center Boundary
- Open Space and Recreation
- Publicly Owned Parcels

*Source: King County Assessor's Data, 2016*

## New Tenant Protections

The Mayor and Council are working to strengthen protections for renter households that live in substandard dwelling units and/or experience other prohibited landlord-led actions. Proposed legislation includes:

- Require minimum housing standards to be met when rent increases occur
- Enhance protections for tenants who experience prohibited landlord-led actions (e.g. retaliation for complaints)

- Enable City enforcement action against landlords that do not provide 60 days' notice before applying a rent increase of 10 percent or more
- Streamline the penalty structure for violations of the Housing Code

### Local Voluntary Employers Fund

There is precedent in other high-cost areas, like Silicon Valley, for cities to partner with employers on affordable housing. *Housing Seattle: A Roadmap to an Affordable and Livable City*, the Mayor's Action Plan to address the affordability crisis recommends that the City partner with local employers to contribute to a City fund that builds and preserves affordable housing (Murray, 2015).

## 3.3.4 SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS

The Seattle 2035 Comprehensive Plan has a goal of adding or preserving 50,000 housing units by 2025, including 20,000 rent- or income-restricted housing units. Uptown will continue to face housing affordability challenges due to increasing demand, caused both by Seattle's population growth and Uptown's desirable, central location. Uptown has the development capacity to add significant numbers of new housing units; if combined with affordable housing requirements that the City already has in place and the potential measures recommended by the HALA initiative (described above), this would result in more affordable housing units in the area than exist currently, though it may still fall short of the Comprehensive Plan goal.

# SECTION 3.4 / Aesthetics and Urban Design

The aesthetics chapter illustrates and describes the physical character of the Uptown Study Area and its immediate surroundings. Three-dimensional modeling has been incorporated into the analysis to illustrate potential impacts. Illustrations based on the visual model provide representative views of potential development under No Action (Alternative 1) and two Action Alternatives that would intensify development around the neighborhood core (Alternatives 2 and 3). The alternatives differ in building form and geographic distribution of growth throughout the study area. Representations for each alternative include selected viewpoints, shadow studies, and potential light and glare impacts.

Thresholds used to determine potential significant impacts of the Rezone proposal and alternatives include consistency with the City of Seattle environmental review policies for public view protection and shadows on open spaces; though these policies are applied at the project level they are used as a gauge of impacts at this non-project level.

## 3.4.1 AFFECTED ENVIRONMENT

The Uptown neighborhood is located immediately north of downtown Seattle. Uptown lies adjacent to the Queen Anne neighborhood to the north, Belltown to the south, South Lake Union to the east, and Ballard-Interbay-Northend (Elliott Avenue W) to the west. This places Uptown on the northern edge of Seattle's city center neighborhoods, and it serves as a transitional zone between the more intensive development pattern to the south and the less intense, more residential development pattern to the north in Upper Queen Anne.

**Exhibit 3.4–1** SIFF Uptown Theater: Queen Anne Avenue *Source: BERK Consulting 2016*

## NEIGHBORHOOD CHARACTER

The Uptown Study Area is largely defined by its proximity to Seattle Center and the major corridors of Mercer Street, Queen Anne Avenue, and 1st Avenue N. Seattle Center is the major focus of the Uptown neighborhood. Mercer Street and 1st Avenue N form the northern and western boundaries, respectively, and the Space Needle and the arches of the Pacific Science Center are prominently visible in much of the study area.

West of Seattle Center, the character of the neighborhood transitions to smaller lots, a more regular street grid, and a mix of low-rise commercial and residential uses. Queen Anne Avenue N, particularly near the intersection with Mercer Street, forms the spine of an eclectic and pedestrian-oriented commercial district that includes dining, entertainment, shopping, and offices. Notable establishments that contribute to the visual character of the area include SIFF Cinema Uptown, the Mediterranean Inn, Dick's Drive-In, and the MarQueen Hotel. The distinctive Saint Paul's Episcopal Church is located one block north of Mercer Street on the corner of 1st Avenue N and Roy Street. Though the current structure is an

**Exhibit 3.4–2** Traditional Character Multifamily Residential Construction

**Exhibit 3.4–3** Recent Multifamily Residential Construction

*Sources: Uptown Draft Urban Design Framework, 2015 (left); BERK Consulting, 2016 (right)*

example of mid-century modern architecture and was constructed contemporaneous with the Seattle World's Fair in 1962, the parish has operated a church on the site since 1903.

## HEIGHT, BULK, AND SCALE

It is the City's policy to regulate the height, bulk, and scale of development in relation to the neighborhood, surrounding structures, and topography, to create a reasonable transition between the various zones.

> *[T]he height, bulk and scale of development projects should be reasonably compatible with the general character of development anticipated by the goals and policies set forth in Section B of the land use element of the Seattle Comprehensive Plan regarding Land Use Categories, the shoreline goals and policies set forth in Section D-4 of the land use element of the Seattle Comprehensive Plan, the procedures and locational criteria for shoreline environment re-designations set forth in SMC Sections 23.60.060 and 23.60.220, and*

**Exhibit 3.4–4** Queen Anne Commercial District

**Exhibit 3.4–5** Recent Mixed Use Commercial and Residential Development

*Source: BERK Consulting, 2016*

> *the adopted land use regulations for the area in which they are located, and to provide for a reasonable transition between areas of less intensive zoning and more intensive zoning.*
>
> *–Seattle Municipal Code (SMC) 25.05.675 G2a*

For the most part, Uptown's urban form is comprised of a varied mix of forms, scales, and uses. The portions of the study area west of Seattle Center and north of Mercer Street are characterized by low-rise structures, with heights mostly ranging from 40 to 65 feet. Buildings are generally located close to the street, and off-street parking is mostly located behind or beside buildings, relative to the street. Parking lots between buildings and the street are relatively rare, though several large parking areas are present on the western fringe of the study area near Elliott Avenue W, where larger-scale office uses are more common.

The southeastern corner of the study area, where Seattle Center is located, exhibits a greater diversity of architectural styles than the rest of the study area, and building heights are generally taller. Seattle Center contains several marquee structures, including the

Space Needle, Key Arena, the EMP Museum, the Pacific Science Center, McCaw Hall, and Memorial Stadium that are much larger in scale than anything in the western study area. Larger lot sizes in this corner of the study area also contribute to buildings of larger scale and visual bulk than seen elsewhere. The Bill and Melinda Gates Foundation campus is located adjacent to the northeast corner of the Seattle Center and contains a pair of five-story office buildings and a large parking structure.

The portion of the study area located south of Harrison Street and east of Seattle Center is an area in transition and contains a mix of building heights and intensities. Along Denny Way, the southern edge of the study area, building heights in the range of six to eight stories are common, including hotels, apartments, and mixed-use commercial-office buildings. North of John Street, building heights are lower, and a greater amount of space is dedicated to surface parking or outdoor storage areas. Much of this area has recently been impacted by the closure of Broad Street north of Thomas Street to accommodate construction of the northern portal of the ongoing SR 99 tunnel project.

**Exhibit 3.4–6** Key Arena from 1st Avenue North

*Source: Uptown Draft Urban Design Framework, 2015*

## VIEWSHEDS

The City of Seattle Municipal Code Section 25.05.675 P contains SEPA policies related to public view protection, stating:

> *It is the City's policy to protect public views of significant natural and human-made features: Mount Rainer, the Olympic and Cascade Mountains, the downtown skyline, and major bodies of water including Puget Sound, Lake Washington, Lake Union and the Ship Canal, from public places consisting of the specified viewpoints, parks, scenic routes, and view corridors...*
>
> *–SMC 25.05.675 P2a.i.*

In addition, the City has specific policies within its code to protect public views of the Space Needle:

> *It is the City's policy to protect public views of the Space Needle from the following public places. A proposed project may be conditioned or denied to protect such views…*
>
> *Listed locations in subsections c.1 to c.x: Alki Beach Park (Duwamish Head); Bhy Kracke Park; Gasworks Park; Hamilton View Point; Kerry Park; Myrtle Edwards Park; Olympic Sculpture Park; Seacrest Park; Seattle Center; Volunteer Park.*
>
> *–SMC 25.05.675 P2c.*

Exhibit 3.4–7 identifies public viewpoints in and adjacent to the study area that relate to these policies.

The following are designated protected Space Needle viewpoints of the Space Needle as outlined in SMC 25.05.675 P2c. The respective impacts of each alternative are discussed in Section 3.4.2 for each of the following viewpoints:

## Bhy Kracke Park

The park is located on the south slope of Queen Anne Hill north of Highland Drive and south of Lee Street. Its elevated location gives the 1.5-acre site views of the Space Needle, as well as territorial views of Downtown, Lake Union, Capitol Hill, and the Cascade Mountains.

## Kerry Park

The park is located on W Highland Drive between 2nd Avenue W and 3rd Avenue W. The park's location on the south slope of Queen Anne Hill gives it commanding views of Seattle Center, Downtown, Elliott Bay, and West Seattle. On clear days, the site also offers excellent views of Mount Rainier. With the Space Needle looming in the foreground, Kerry Park is exceptionally popular with photographers, and clear summer evenings often find the park crowded with people enjoying the sunset views.

## Myrtle Edwards Park

The park is located on the shores of Elliott Bay, separated from the southwestern corner of the study area by Elliott Avenue W and

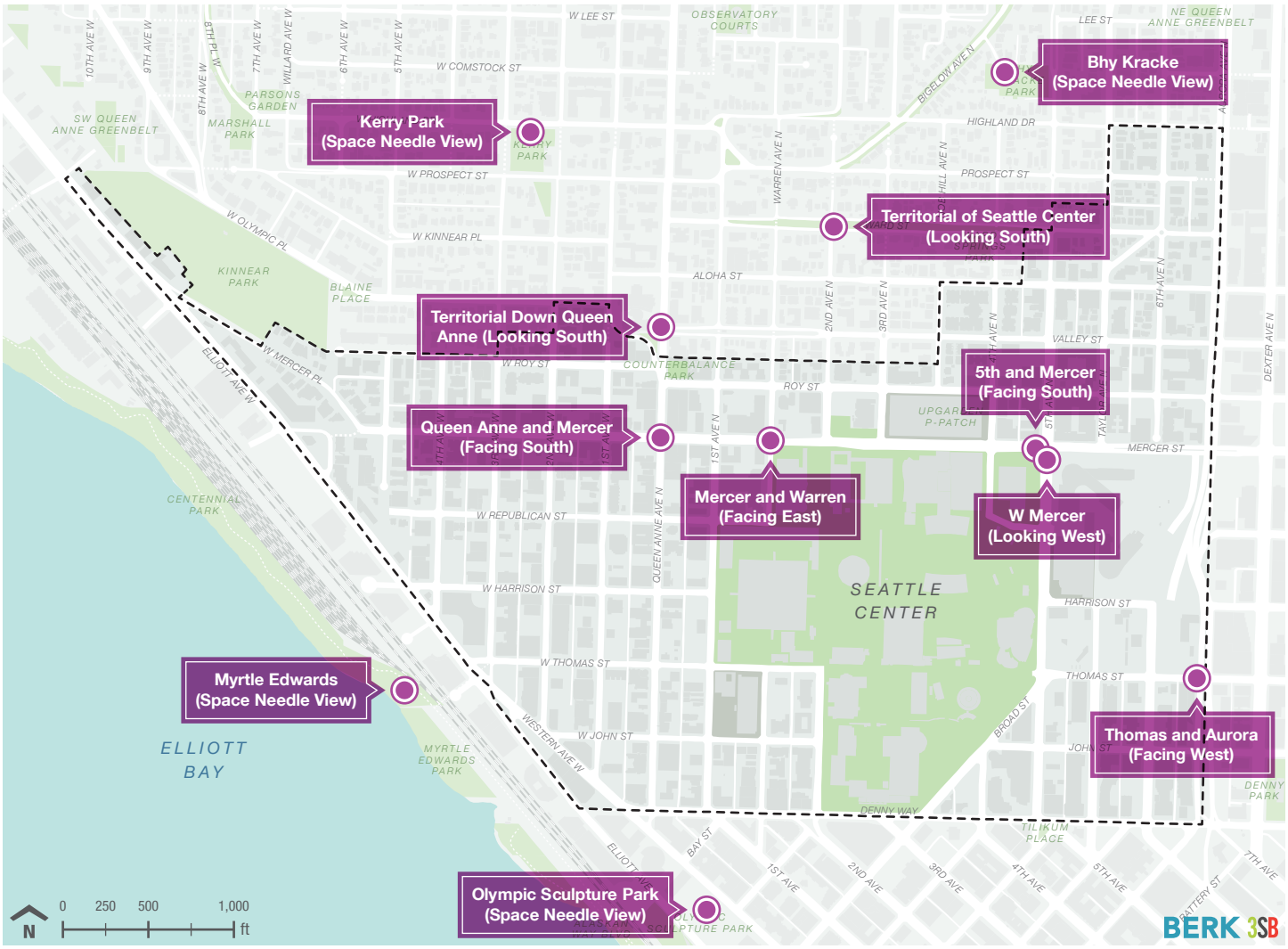



**Exhibit 3.4–7** Viewpoint Locations

- Uptown Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)
- Viewpoint Location

*Source: City of Seattle, BERK Consulting 2016*

the waterfront rail corridor. The park's location on the waterfront provide views of Elliott Bay, the Olympic Mountains, Mount Rainier, and the Space Needle.

## Olympic Sculpture Park

The park is located adjacent to the southern end of Myrtle Edwards Park, described above. The Sculpture Park covers nine acres and features a variety of outdoor sculpture installations. Similar to Myrtle Edwards Park, the Olympic Sculpture Park offers views of Elliott Bay, the Olympic Mountains, and the Space Needle.

### Seattle Center

Seattle Center is located in the southeastern portion of the Uptown Study Area and is a major feature of the neighborhood. The Space Needle is located within Seattle Center, and, as the tallest structure on the site, it is prominently visible from most locations within the park.

In addition to protected views of the Space Needle from major public spaces, this EIS evaluates the potential effects of the alternatives on two territorial views of the study area. While private territorial views are not protected by development regulations, this assessment can highlight potential effects to the overall character of the neighborhood and may be useful for the decision making process.

### Territorial View—Queen Anne Avenue Facing South

This territorial view looks down Queen Anne Avenue N from the south slope of Queen Anne hill, providing views of low- and mid-rise commercial and multifamily residential development on both sides of the street, as well as partial views of Elliott Bay and West Seattle beyond.

### Territorial View—Seattle Center from North

This territorial view looks south down 2nd Avenue N from the south slope of Queen Anne hill, providing a panoramic view of most of Seattle Center, including the Space Needle and Key Arena, as well as Elliott Bay and parts of Downtown. However, at street level, the view is partially obstructed by existing development, and vegetation can block views of the Space Needle if not maintained.

## SCENIC ROUTES

City of Seattle Ordinances #97025 (Scenic Routes identified by the Seattle Engineering Department's Traffic Division) and #114057 (Scenic Routes identified as protected view rights -of -way by the Seattle Mayor's April 1987 Open Space Policies Recommendation) identify specific scenic routes throughout the city from which view protection is to be encouraged.

The City of Seattle Municipal Code Section 25.05.675 P contains SEPA policies related to public view protection, stating:

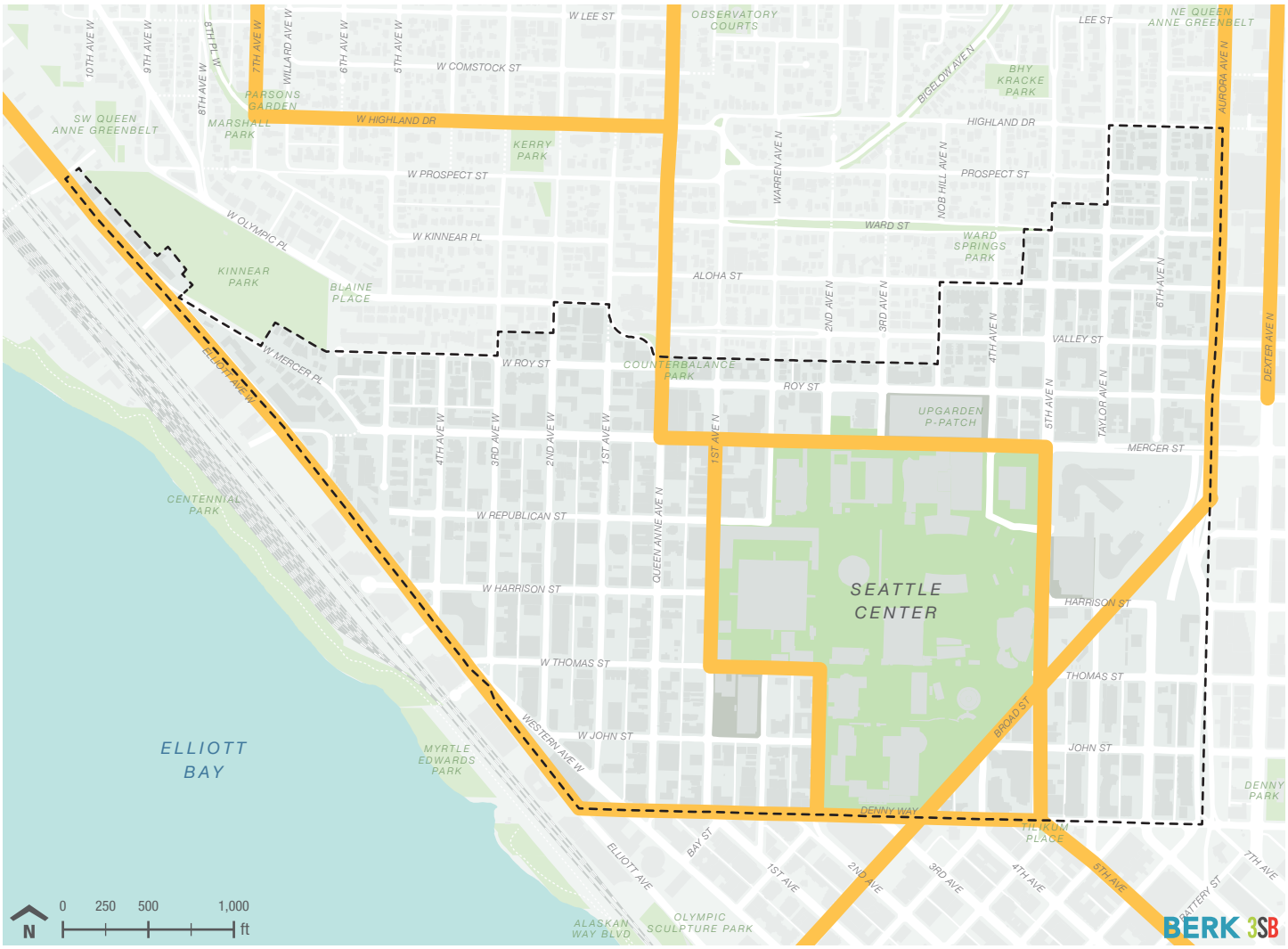



**Exhibit 3.4–8** Scenic Routes in Uptown Study Area

- Uptown Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)
- Scenic Route

*Source: City of Seattle, BERK Consulting 2016*

> *It is the City's policy to protect public views of significant natural and human-made features: Mount Rainer, the Olympic and Cascade Mountains, the downtown skyline, and major bodies of water including Puget Sound, Lake Washington, Lake Union and the Ship Canal, from public places consisting of the specified viewpoints, parks, scenic routes, and view corridors...*
>
> *–SMC 25.05.675 P2a.i.*

There are numerous scenic routes that are either within or border the study area. (See Exhibit 3.4–8).

### Elliott Avenue (between Denny Way and W Prospect Street)

Traveling northwest on Elliott Avenue W from Denny Way, the views are typically of low- to mid-rise commercial and office development, with intermittent views of Elliott Bay to the west. Buildings on the west side of Elliott Avenue W often block views of the bay, and the relatively flat topography provides few opportunities to see over these buildings or the waterfront rail facilities. Primary opportunities for scenic views are at intersections with W Harrison Street and W Mercer Place, where parking areas and courtyards provide breaks in the development pattern and offer partial views of the bay and West Seattle beyond.

### Denny Way (between Elliott Avenue W and 5th Avenue)

Traveling east on Denny Way, views are typically of low- to mid-rise commercial and office development, gradually increasing in height and intensity approaching Fifth Avenue East of 1st Avenue N, the Space Needle is visible to the north, though it is intermittently obstructed by buildings and trees. Denny Way forms the southern boundary of both the study area and Seattle Center, and travelers will pass the southern entrance to the Pacific Science Center.

Traveling west, views of the Space Needle are more limited; once west of Broad Street, the Space Needle is generally behind the viewer. Looking west along Denny Way offers views of Elliott Bay and the Olympic Mountains, partially obstructed by vegetation and buildings. The Seattle PI globe is also visible as travelers approach the intersection of Denny Way and Elliott Ave.

### Broad Street (between Denny Way and Aurora Avenue N)

Broad Street forms a portion of the boundary of the Seattle Center, and the Space Needle and the Pacific Science Center dominate views along this route. Commercial and mixed-use residential development characterize the southeast side of the street, while the northwest side of the street is characterized by the lawns, trees, sculpture, and architecture of the Seattle Center campus. The intersection of Broad Street and John Street offers unobstructed views of the entirety of the Space Needle, as well as portions of the

Chihuly Garden & Glass installation. Looking southwest along Broad Street also offers partial views of Elliott Bay.

Though the adopted scenic route designation covers the entire length of Broad Street to its intersection with Aurora Avenue N, the portion of Broad Street north of Thomas Street was permanently closed in 2014 to accommodate construction of the northern portal for the new SR 99 tunnel.

### Mercer Street (between 5th Avenue N and Queen Anne Avenue N)

From 5th Avenue N to Queen Anne Avenue N, Mercer Street is a wide urban boulevard with extensive streetscape vegetation, and street trees on both sides heavily screen development. Streetscape vegetation is less plentiful near the intersection with Queen Anne Avenue N, where the street takes on a more commercial character. No territorial views are available along this portion of Mercer Street. The Space Needle is intermittently visible, but street trees in most locations heavily obscure it from view.

### Queen Anne Avenue N (between Mercer Street and Valley Street)

The portion of Queen Anne Avenue north of Mercer Street is characterized mostly by low-rise commercial development. The historic façade of the MarQueen hotel occupies the east side of the street between Mercer Street and Roy Street, and a large plaza occupies the northeast corner of the intersection of Queen Anne Avenue N and Roy Street. As Queen Anne Avenue N reaches the edge of the study area at Valley Street and begins its climb up Queen Anne Hill, the development transitions to mostly multi-family residential.

### 5th Avenue N (between Denny Way and Mercer Street)

South of Harrison Street, 5th Avenue N is dominated by the presence of the elevated tracks of the Seattle Monorail, which run north along 5th Avenue N until entering the Seattle Center at Thomas Street. The monorail tracks pass over the building at the northeast corner of 5th Avenue N and Denny Way, restricting building height at that location. As a result, while much of the

property in this area has redeveloped at greater height and intensity, this building has remained, including its historic masonry façade.

Between Thomas and Harrison Streets, the west side of 5th Avenue N is dominated by the presence of the EMP Museum's distinctive architectural form. By contrast, low buildings and large amounts of surface parking occupy the east side of the street. North of Harrison Street, the pattern is reversed, with the Gates Foundation campus on the east side of the street and a large parking area on the west.

### Western Border of Seattle Center (2nd Avenue N, Thomas Street, and 1st Avenue N)

Thomas Street and 2nd Avenue N vary widely in character, but they essentially function as the "back door" to the Seattle Center. Parking and service entrances for the Pacific Science Center and Key Arena are located on these streets, though these are heavily screened by streetscape vegetation. One exception is the Seattle Children's Theater, located at the corner of 2nd Avenue N and Thomas Street. Across the street from the Seattle Center, development mostly consists of a mix of mid-rise multifamily residential development, though the Sacred Heart of Jesus Catholic Church occupies the property across from the Children's Theater.

Between Thomas Street and Republican Street, the character of 1st Avenue N is that of a wooded urban boulevard. Street trees create a canopy overhead and screen much of the adjacent development. The east side of the street is dominated by the entrance plaza to Key Arena. Several apartment buildings and a large US Post Office line the west side of the street. North of Republican Street, the character changes to include less streetscape vegetation, and development contains a greater mix of uses, including dining, mixed-use residential, and retail.

## SHADOWS

It is the City of Seattle's SEPA policy to "minimize or prevent light blockage and the creation of shadows on open spaces most used by the public" (SMC 25.05.675 Q2). The concern is the impact to these public places in terms of topography, the built environment, and vegetation.

The study area topography is chiefly characterized as relatively flat with its northern boundary generally following the toe

of Queen Anne Hill's slope. Along its western boundary, the topography is marked by steep slopes which increase in scale moving northwesterly from Denny Way and toward Kinnear Park. The southern boundary of the study area follows Denny Way which slopes gently upward from west to east. The Queen Anne neighborhood immediately north of the study area is characterized by a broad, steep southward facing slope while the majority of the surrounding neighborhoods of South Lake Union, Denny Triangle, and Belltown generally reflect a flat topography.

In areas of the city outside Downtown, City policy (SMC 25.05.675 Q2a) indicates that the following areas are to be protected:

- Publicly owned parks;
- Public schoolyards;
- Private schools which allow public use of schoolyards during non-school hours; and
- Publicly owned street-ends in shoreline areas.

Within the study area, the particular areas that could meet the City's criteria for minimizing or preventing light blockage and the creation of shadows include the following locations, identified on Exhibit 3.4–9.

## Seattle Center

Seattle Center is located between Mercer Street, 5th Avenue N, Broad Street, and Denny Way and is the City's premiere public space, spanning 74 acres, including 40 acres of open space. Seattle Center is surrounded by three- to six-story commercial, multifamily, and mixed-use buildings with a higher concentration of multi-story, multifamily buildings to the west.

## Counterbalance Park

Counterbalance Park is located on the northeast corner of Roy Street and Queen Anne Avenue N. The park is a small neighborhood park approximately a quarter acre in size and is bordered by four- and five-story multifamily buildings to the east and north and busy local arterials to the south and west.

There are three additional parks that are either immediately adjacent to or near the Uptown Study Area that are discussed in Section 3.4.2 as part of the shadow analysis. Some parcels within

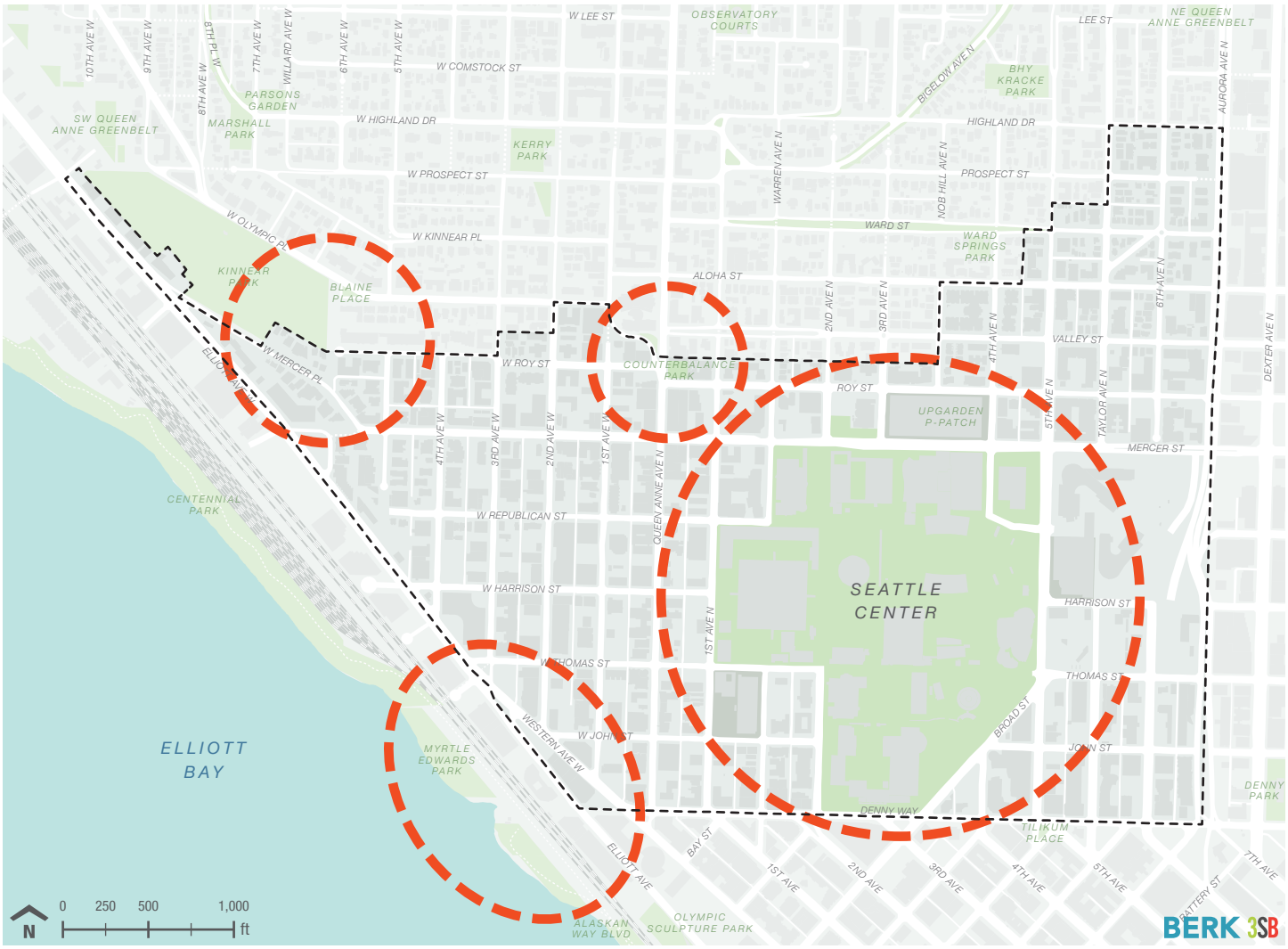



**Exhibit 3.4-9** Shadow Analysis Locations

- Uptown Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)
- Shadow Analysis Location

*Source: City of Seattle, BERK Consulting 2016*

the study area that are adjacent to these parks have increased height limits as part of one or more of the alternatives.

## Kinnear Park

Kinnear Park is a 14-acre wooded park located east of Elliott Avenue W and north of W Mercer Place, characterized by a hilly topography with south facing steep slopes and numerous trails. For this analysis, only the area immediately surrounding the corner of W Mercer Place and 6th Avenue W is discussed, since the remainder of the Uptown Study Area abutting Kinnear Park has no proposed changes across any of the alternatives.

## Kinnear Place

Kinnear Place is a small, triangular green space (approximately one-tenth of an acre) that serves as a pedestrian connection between Queen Anne Avenue N to the east and W Queen Anne Driveway to the south. The park itself is comprised of a few trees, grass, and a sidewalk, and is surrounded by multi-story multifamily buildings to the east and north. To the south, and within the study area, Kinnear Place is bordered by a vacant lot and low-rise commercial properties.

## Myrtle Edwards Park

Myrtle Edwards Park is a 5-acre bayside park, situated between Elliott Bay and the Burlington Northern railway, and extending roughly between Bay Street to the south and Thomas Street to the north. The park contains green spaces and pedestrian and bike paths with views of both Elliott Bay and the Olympic Mountains. As there are proposed height limits up to 160 feet within the southwest section of the Uptown Study Area, the park has been included as part of the shadow analysis to help determine if there are any potential impacts.

As described in the Municipal Code,

> *The analysis of sunlight blockage and shadow impacts shall include an assessment of the extent of shadows, including times of the year, hours of the day, anticipated seasonal use of open spaces, availability of other open spaces in the area, and the number of people affected."*
>
> *–SMC 25.05.675 Q2c*

In areas outside Downtown, if analysis indicates that a proposed project would substantially block sunlight from protected open spaces,

> *[A]t a time when the public most frequently uses that space... (the City) ...may condition or deny the project to mitigate the adverse impacts of sunlight blockage.*
>
> *–SMC 25.05.675 Q2d*

Appendix C contains shadow diagrams depicting probable shading cast by proposed development from each of the alternatives for two days of the year: autumnal equinox (approximately September

21) and winter solstice (approximately December 21), when the sun is at its lowest altitude. The analysis shows shadows cast at three times of day: 9:00 am, noon, and 3:00 pm. For this analysis, maximum building height and bulk of surrounding development was modeled in order to identify worst-case impacts.

Seattle's SEPA regulations do not protect private property from specific view impacts, but they do encourage reducing private shadow impacts through height, bulk, and setback controls in the Land Use Code.

## LIGHT AND GLARE

The Uptown Study Area has typical urban lighting sources including street lights, building lights, vehicle headlights, signage, and security lighting.

## HISTORIC LANDMARKS

It is the City's policy:

> *To protect public views of historic landmarks designated by the Landmarks Preservation Board and, which, because of their prominence of location or contrasts of siting, age, or scale are easily identifiable visual features of their neighborhood or the City and contribute to the distinctive quality or identity of their neighborhood or the City.*
>
> *–SMC 25.05.675 P2b*

There are 26 designated structures in the Uptown Study Area that meet one or more of the City's designation criteria (SMC 25.12.350). Additional information on historic landmarks is provided in Section 3.5 Historic and Cultural Resources of this EIS.

## 3.4.2 IMPACTS

In this section, the impacts of the three alternatives to the aesthetic character of the Uptown Study Area are considered. In order to assess impacts, development under each alternative has been modeled based on a review of the City's planning estimates for growth, pipeline development, and the potential for additional "full build" growth above adopted targets on redevelopable parcels to advance the City's goals for the Uptown Urban Center as an Arts and Culture district. These assumptions are described in Chapter 2 and include the following:

- **Alternative 1 No Action** would maintain current heights and development standards. As such, Alternative 1 is expected to add 3,000 households and 2,500 jobs by 2035, the lowest studied in this Draft EIS. Households would increase by 44 percent over existing levels. Jobs would increase by 17 percent.
- **Alternative 2 Mid-Rise** would allow greater heights and result in greater capacity for development that meets the Uptown UDF urban design concept for an Arts and Culture District and greater opportunities for both commercial and housing uses. The style of development would emphasize vertical mixed uses. Under Alternative 2, 3,370 new dwellings, a 49 percent increase, and 2,800 jobs, a 19 percent increase, would be anticipated.
- **Alternative 3 High-Rise** provides maximum increases in height to create the most opportunity for commercial and housing redevelopment, with a 55 percent increase over existing households. About 3,125 jobs would also be added, a 21 percent increase. Alternative 3 would have the greatest opportunity for affordable housing to support new residents and the Arts and Culture District.

Although each of the Action Alternatives would increase allowed heights over broad portions of the study area, this analysis assumes that most future growth in Uptown, up to the thresholds described for each alternative, would be concentrated on sites with a high potential for redevelopment, as identified in Exhibit 2–9 on page 2.14. Analysis of impacts to views and shading assumes that most future development in the study area would occur in these areas, and a separate discussion of full buildout conditions is contained at the end of the Impacts section.

For a complete description of the alternatives, please see Chapter 2 of this EIS.

## METHODOLOGY

It is recognized that the assessment of aesthetic impacts is subjective and can vary between individuals based on perspectives and preferences. To provide a common basis for the discussion in this impact section, the analysis assumes a baseline of existing conditions plus pipeline development (development already underway or which has begun the entitlement and permitting process). Development modeling for each alternative distributed future growth to the potential redevelopable properties in the study area, which are mapped in Exhibit 2–9 on page 2.14.

## IMPACTS COMMON TO ALL ALTERNATIVES

All of the alternatives would result in a general increase in development density and intensity in the study area. Allowed building heights would be increased in most of the study area under the Mid-Rise and High-Rise Alternatives, and those areas where height limits would not be increased would experience increased development intensity due to infill construction and redevelopment of existing properties. All alternatives would maintain existing height limits for the Seattle Center and the adjacent Gates Foundation campus apart from the NE corner where KCTS and stadium parking is located.

A detailed discussion of impacts for each topic area is presented in the following sections and in the impact analysis for each individual alternative. Exhibit 3.4–10 provides a summary of each alternative's consistency with City policies regarding public view protection and shading of public spaces. Exhibit 3.4–11 through Exhibit 3.4–14 on the following pages show modeled aerial views of the study area under existing conditions (with pipeline development included) and for each of the alternatives.

**Exhibit 3.4–10** Summary of Aesthetic and Urban Design Impacts

| | Alternative 1 No Action | Alternative 2 Mid-Rise | Alternative 3 High-Rise |
|---|---|---|---|
| **Street-Level Views (SMC 25.05.675.P.2a. significant natural and human-made feature: downtown skyline, Puget Sound, scenic routes)** | | | |
| *Queen Anne Avenue and Mercer Street (South)* | ○ | ◎ | ○ |
| *Mercer Street and Warren Avenue (East)* | ○ | ◎ | ◎ |
| *5th Avenue and Mercer Street (West)* | ○ | ◎ | ◎ |
| *Mercer Street and 5th Avenue (South)* | ◎ | ● | ● |
| *Thomas Street and Aurora Avenue (West)* | ○ | ○ | ○ |
| **Protected Space Needle Views (SMC 25.05.675.P.2c public views of Space Needle from public places)** | | | |
| *Bhy Kracke Park* | ○ | ○ | ◎ |
| *Kerry Park* | ○ | ○ | ○ |
| *Myrtle Edwards Park* | ○ | ○ | ○ |
| *Olympic Sculpture Park* | ○ | ○ | ○ |
| **Shading and Shadows (SMC 25.05.675.Q2.a shadows on publicly owned parks)** | | | |
| *Seattle Center* | ○ | ◎ | ● |
| *Counterbalance Park* | ◎ | ◎ | ● |
| *Kinnear Park* | ○ | ○ | ○ |
| *Kinnear Place* | ◎ | ◎ | ◎ |
| *Myrtle Edwards Park* | ○ | ○ | ○ |

○ *Consistent with policies for public view protection and shadows on public spaces*

◎ *Partially consistent with policies for public view protection and shadows on public spaces (e.g., limited view obstruction, increased blockage of a partially-obstructed view, partial site shading, etc.)*

● *Inconsistent with policies for public view protection and shadows on public spaces*

*Source: Hewitt Architecture, 2016*

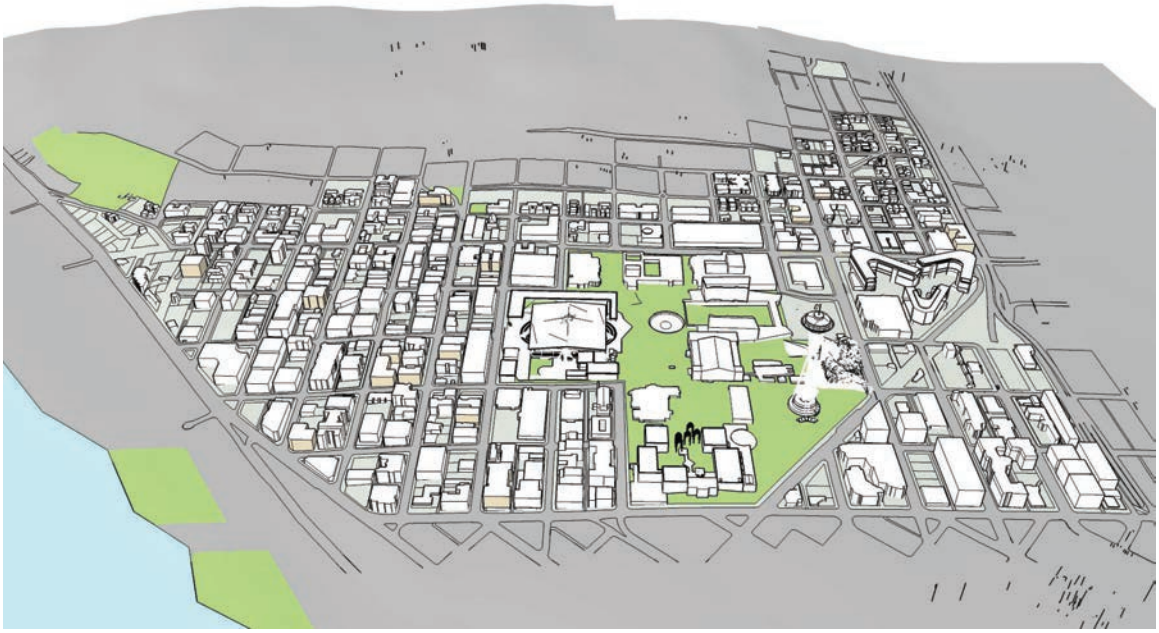


**Exhibit 3.4–11** Aerial View from South: Existing and Pipeline

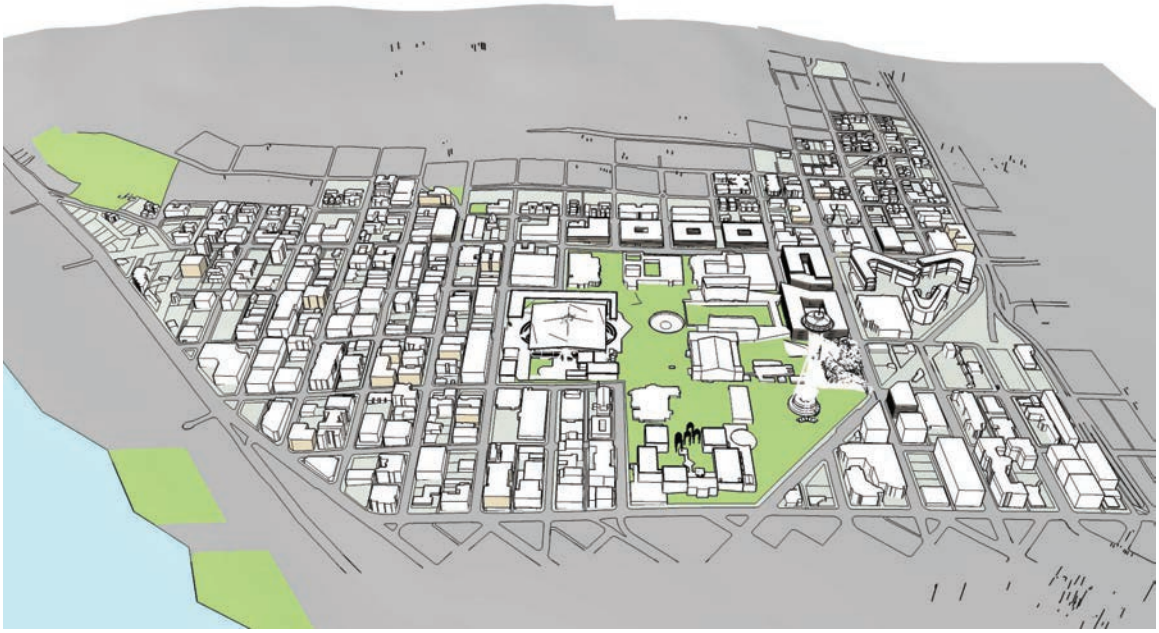


**Exhibit 3.4–12** Aerial View from South: Alternative 1 No Action Target Growth

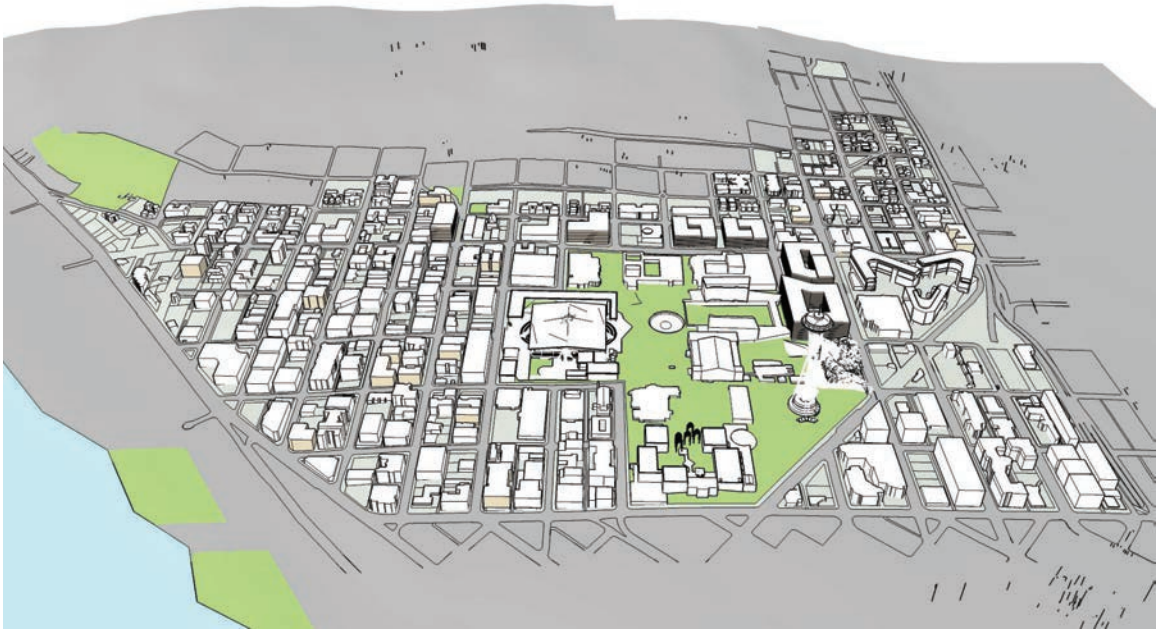


**Exhibit 3.4–13** Aerial View from South: Alternative 2 Mid-Rise Target Scenario Growth

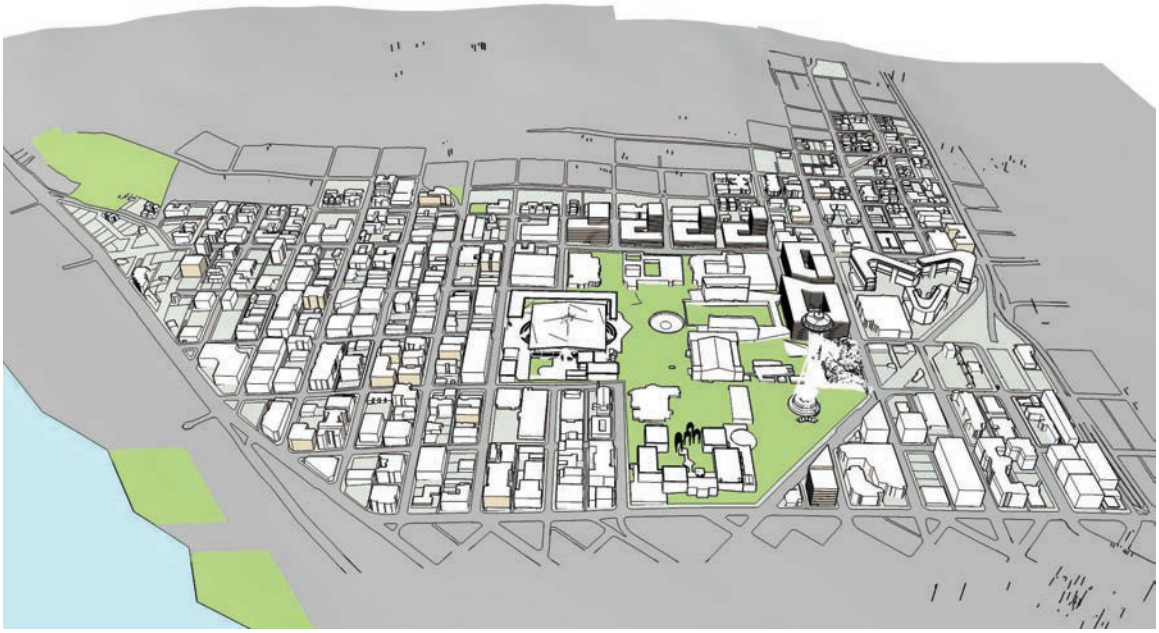


**Exhibit 3.4–14** Aerial View from South: Alternative 3 High-Rise Target Scenario Growth

## Neighborhood Character

Under all alternatives, increases levels of development in the study area would create a more urban environment. While the alternatives differ in the scale of growth proposed, all alternatives would focus this future growth in the Mercer Street corridor, along the northern edge of Seattle Center between Warren Avenue N and 4th Avenue N. Along 5th Avenue N, the location of the existing KCTS building and the Memorial Stadium parking lot would be key development sites. As a result, this portion of the Mercer Street corridor would feature more prominently urban buildings than currently exist, with greater height and potentially greater site coverage.

While the City's assessment of redevelopment potential identifies the Mercer Street corridor as the primary location for future growth under all alternatives, it should be noted that increased building heights are proposed throughout most of the study area. This allowance for greater height may spur redevelopment in other locations. As shown on Exhibit 2–9 on page 2.14, a large amount of redevelopable property is located along Queen Anne Avenue N and 1st Avenue N, and increased height limits could provide incentive for redevelopment. While these streets are already highly urban in character, additional redevelopment could further increase density and development intensity, altering the existing character of these areas. This potential for full buildout is addressed later in this section.

## Height, Bulk and Scale

While Alternative 1 No Action would not alter the existing height limits in the study area, both Action Alternatives would increase allowable building height and scale, creating opportunity for more mid-rise and high-rise buildings. Height limits under Alternative 2 Mid-Rise and Alternative 3 High-Rise would range from 65-160 feet, as shown in Exhibit 2–5 on page 2.9. Under both Action Alternatives, height increases would be most pronounced on the north side of Mercer Street between 2nd Avenue W and 6th Avenue N and on the south side of Mercer Street between Elliott Avenue W and 1st Avenue N. Alternative 2 Mid-Rise would more than double the height limit in this area to 85 feet, and Alternative 3 High-Rise would increase the height limit to 160 feet, four times the current 40-foot limit.

As noted in the discussion of neighborhood character, while this analysis assumes that most future development would be

concentrated on those properties with the highest redevelopment potential, it should be noted that increased height limits can themselves provide an incentive for redevelopment, and building heights may increase throughout the neighborhood in response to the zoning changes proposed under the two Action Alternatives.

## Views

All alternatives would result in some alteration of current protected views, though the impacts vary by location and alternative. A discussion of specific impacts is presented in the description of each alternative below.

## Scenic Routes

All alternatives would result in some alteration of views from established scenic routes, though the impacts vary by location and alternative. A discussion of specific impacts is presented in the description of each alternative below.

## Shadows

Building heights are intrinsically linked to shading conditions in urban environments, and increased development under all alternatives would generate increase shade and shadows at street level. Increased height limits under the two Action Alternatives could increase shading even further by allowing taller buildings that would block more light and cast longer shadows. Specific impacts associated each alternative are described in the following sections.

## Light and Glare

More buildings and more intense urban development would increase the level of artificial illumination in the study area under all alternatives. The Uptown Study Area is already a highly urban environment with high levels of artificial lighting. It is also a major destination within the city for evening events (concerts, sporting events, nightlife, etc.). As such, increased lighting conditions under any of the alternatives is not anticipated to result in significant impacts.

## IMPACTS OF ALTERNATIVE 1 NO ACTION

The No Action Alternative would result in a moderate increase in development density and intensity as additional growth occurs in the study area, consistent with adopted growth targets and current land use regulations. The No Action Alternative would not modify existing height limits or other zoning regulations in the study area. As described in Chapter 2, the No Action Alternative represents the lowest future development intensity of the three alternatives.

### Neighborhood Character

No significant changes to neighborhood character are anticipated under the No Action Alternative. Over time, infill development and redevelopment in the study area would gradually lead to a more intense development pattern, but the current low- and mid-rise character would be maintained.

### Height, Bulk and Scale

The No Action Alternative would retain current zoning and associated height limits in the study area, thereby having minimal impact on height, bulk, and scale. Because some properties in the study area are not developed to the full height allowed under current zoning, some overall increase in building heights is likely to occur, though this additional development would be similar in scale to existing development and would remain lower than building heights under the two Action Alternatives.

Exhibit 3.4–15 through Exhibit 3.4–34 compare potential changes to height, bulk, and scale for each of the alternatives at street level along selected roadways in the study area.

#### Queen Avenue N and Mercer Street—Facing South

New low-rise construction would replace existing development on the west side of the street, as shown in Exhibit 3.4–16. While taller than existing structures on the site, the height and scale of new development would be similar to other buildings in the area and would not exceed current height limits.

### Mercer Street and Warren Avenue N—Facing East

From this perspective, new mid-rise development would replace existing structures on the north side of Mercer Street, as shown in Exhibit 3.4–20. While taller than the single-story structures being replaced, the height and scale of new development would be consistent with other development in the study area and would not exceed current height limits. In addition, extensive streetscape vegetation along Mercer Street thoroughly screens development.

### 5th Avenue N and Mercer Street—Facing West

As shown in Exhibit 3.4–24, new mid-rise development would replace the existing KCTS building at the corner of 5th Avenue N and Mercer Street. This new development would be taller than existing development across the street, but would be consistent with the scale of the adjacent Gates Foundation campus and would not exceed current height limits.

### Mercer Street and 5th Avenue N—Facing South

New mid-rise development under the No Action Alternative would increase the height and bulk of development on the site of the existing KCTS building at the corner of 5th Avenue N and Mercer Street, as well as the Memorial Stadium parking lot immediately to the south. New development on these sites would be consistent with the scale of development on the Gates Foundation campus across the street and would not exceed adopted height limits. However, as shown in Exhibit 3.4–28, redevelopment at this scale would have the potential to block existing views of the Space Needle along this portion of 5th Avenue N.

### Thomas Street and Aurora Avenue N—Facing West

From this perspective, new development is visible in the distance, near the Seattle Center campus. Redevelopment under the No Action Alternative would be taller than existing structures, but it would be consistent with adopted height limits and would not substantially obstruct views of the Space Needle or the EMP Museum, as illustrated in Exhibit 3.4–32.

*Source: Hewitt Architecture, 2016*

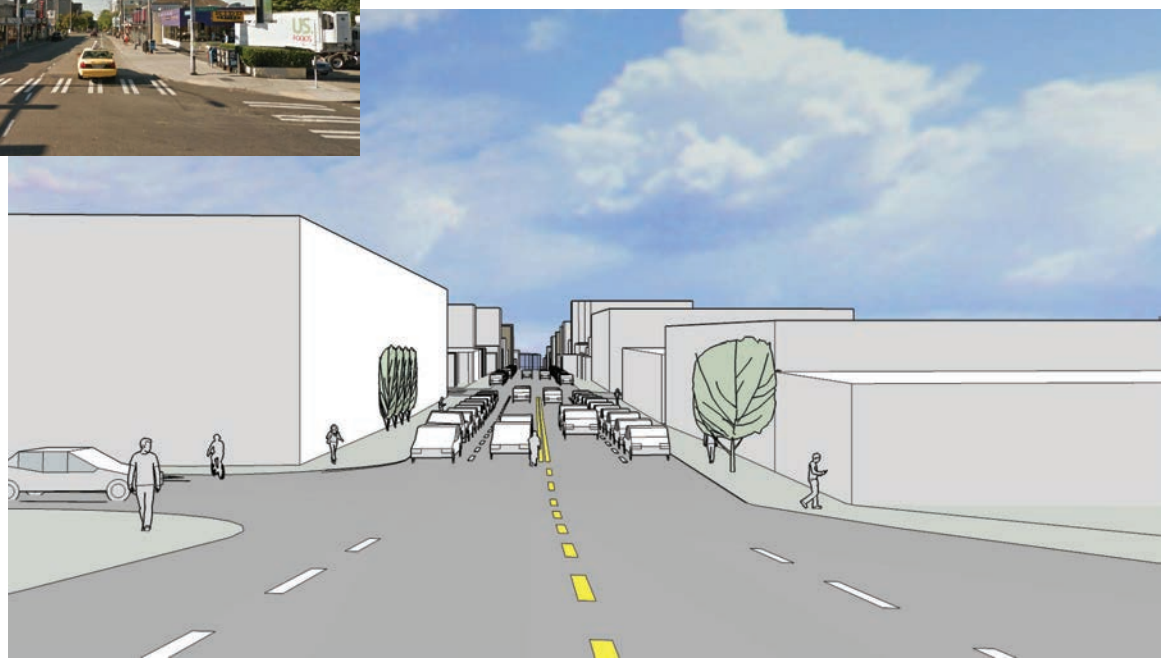


**Exhibit 3.4–15** Street Level: Queen Anne and Mercer Facing South, Existing and Pipeline

**Exhibit 3.4–16** Street Level: Queen Anne and Mercer Facing South, Alternative 1 No Action

**Exhibit 3.4–17** Street Level: Queen Anne and Mercer Facing South, Alternative 2 Mid-Rise

**Exhibit 3.4–18** Street Level: Queen Anne and Mercer Facing South, Alternative 3 High-Rise

*Source: Hewitt Architecture, 2016*

**Exhibit 3.4–19** Street Level: Mercer and Warren Facing East, Existing and Pipeline

**Exhibit 3.4–20** Street Level: Mercer and Warren Facing East, Alternative 1 No Action

**Exhibit 3.4–21** Street Level: Mercer and Warren Facing East, Alternative 2 Mid-Rise

**Exhibit 3.4–22** Street Level: Mercer and Warren Facing East, Alternative 3 High-Rise

*Source: Hewitt Architecture, 2016*

**Exhibit 3.4-23** Street Level: Fifth and Mercer Facing West, Existing and Pipeline

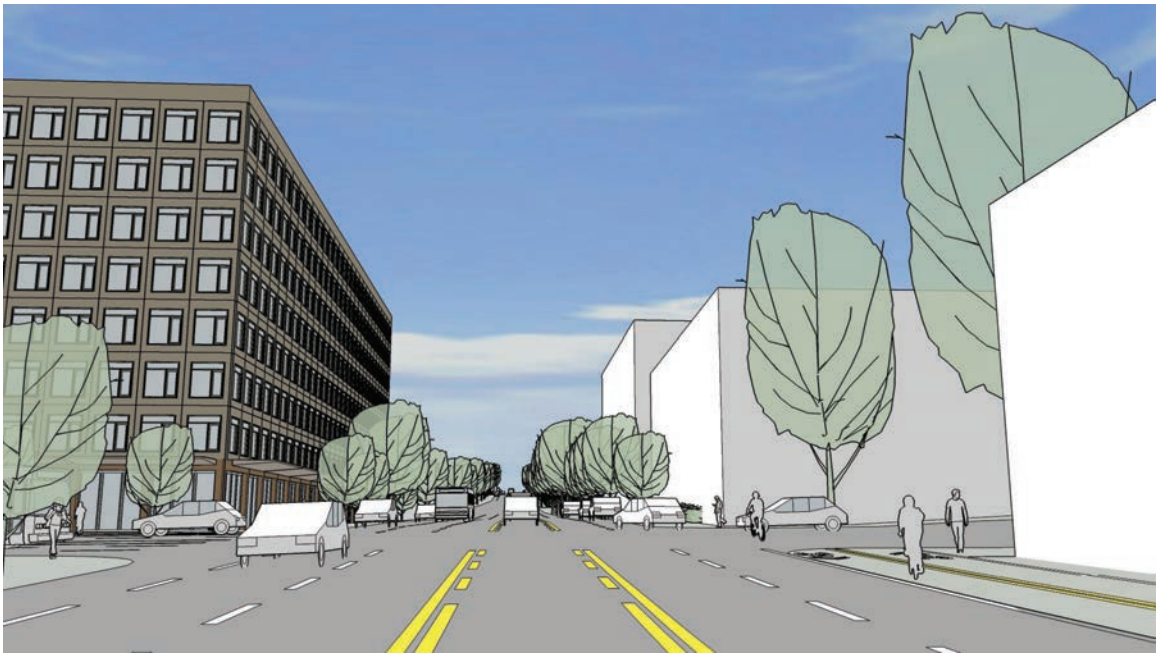


**Exhibit 3.4-24** Street Level: Fifth and Mercer Facing West, Alternative 1 No Action

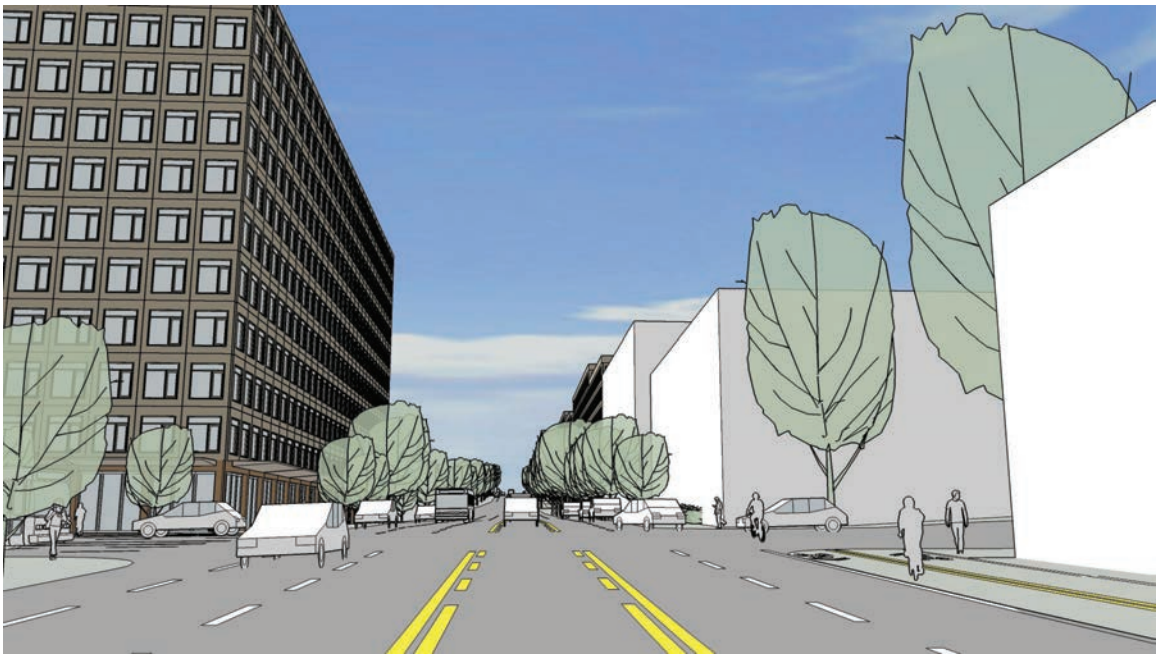


**Exhibit 3.4–25** Street Level: Fifth and Mercer Facing West, Alternative 2 Mid-Rise

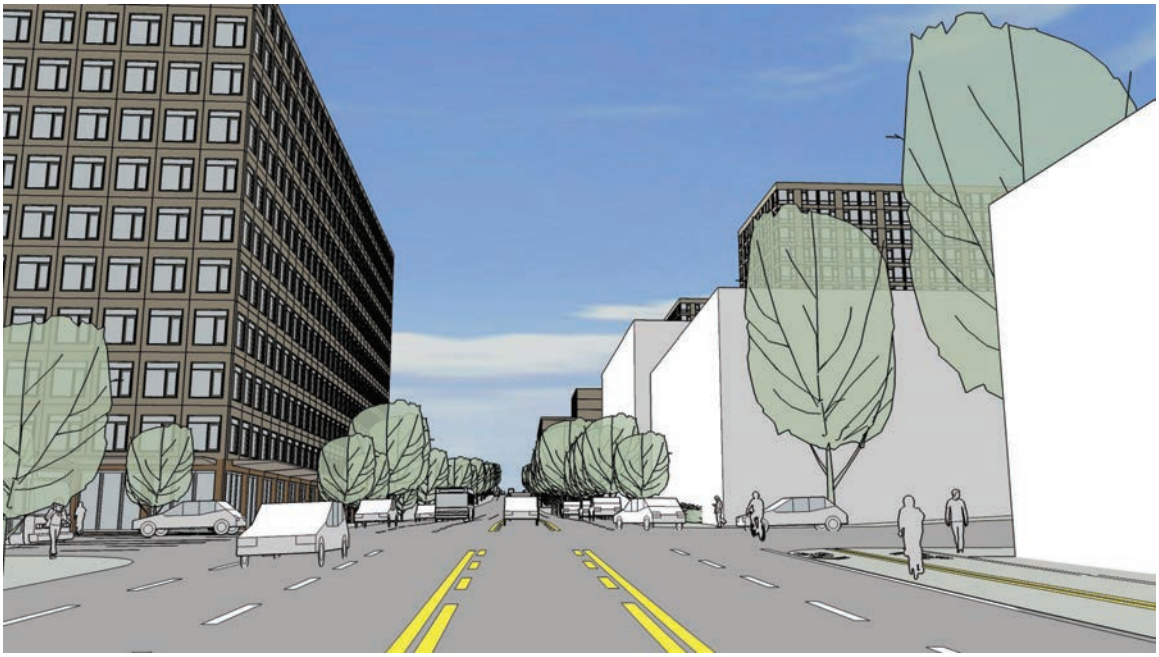


**Exhibit 3.4–26** Street Level: Fifth and Mercer Facing West, Alternative 3 High-Rise

*Source: Hewitt Architecture, 2016*

**Exhibit 3.4–27** Street Level: Mercer and Fifth Facing South, Existing and Pipeline

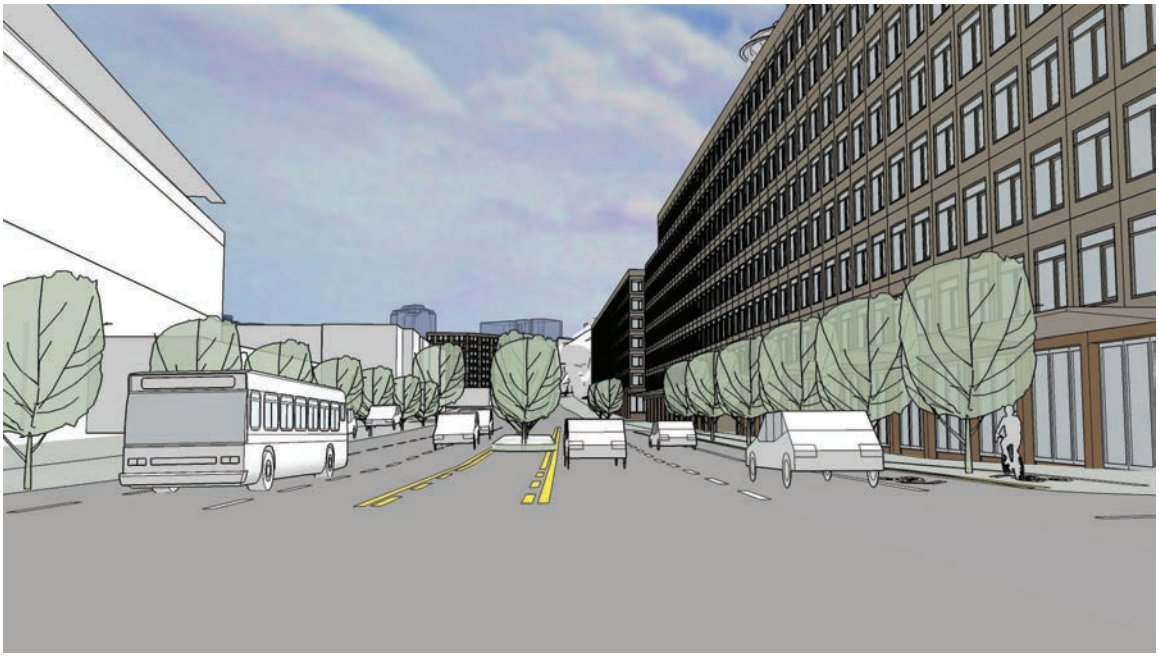


**Exhibit 3.4–28** Street Level: Mercer and Fifth Facing South, Alternative 1 No Action

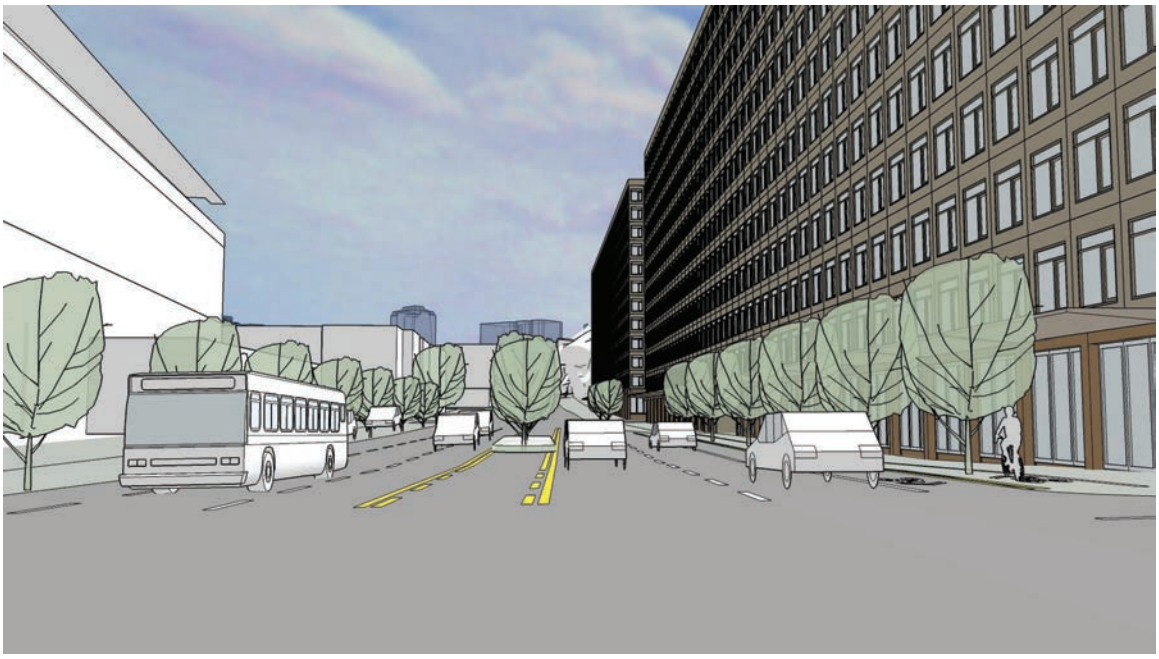


**Exhibit 3.4–29** Street Level: Mercer and Fifth Facing South, Alternative 2 Mid-Rise

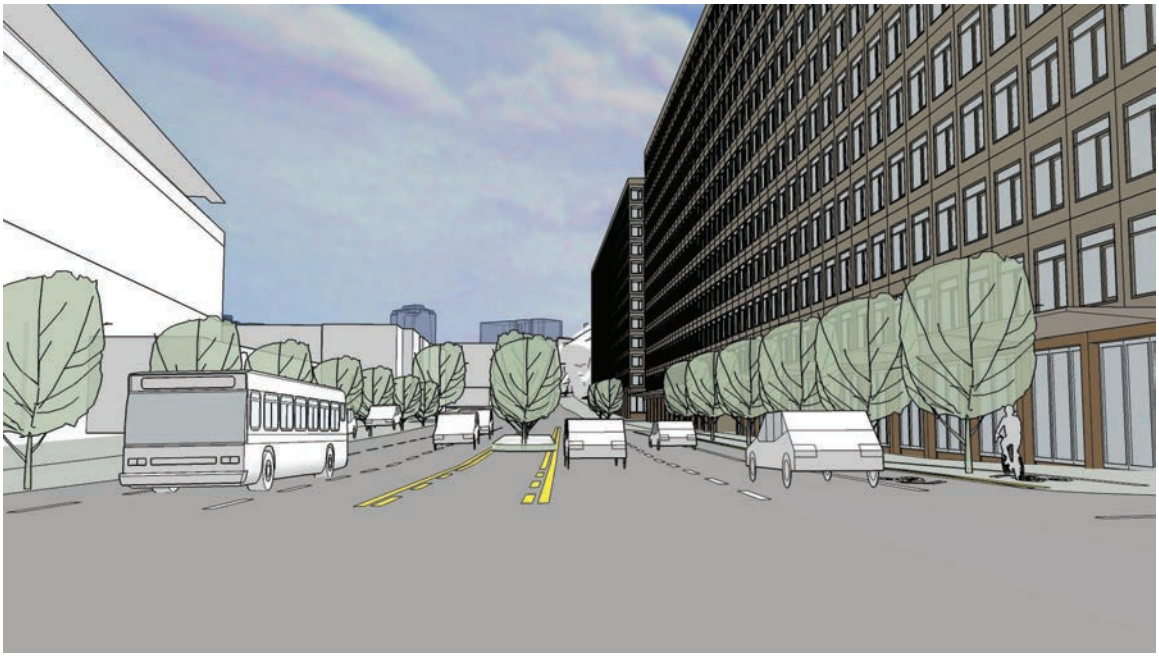
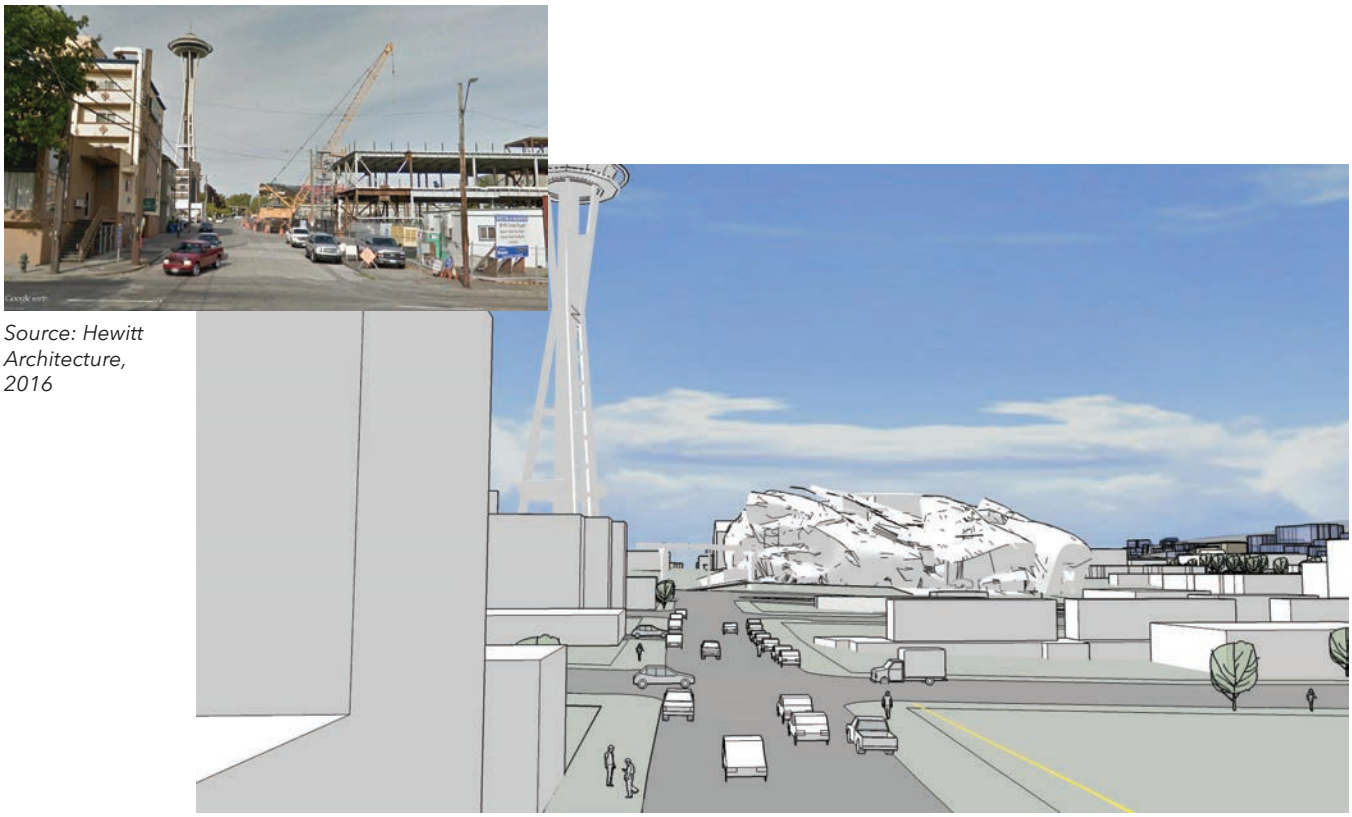


**Exhibit 3.4–30** Street Level: Mercer and Fifth Facing South, Alternative 3 High-Rise



*Source: Hewitt Architecture, 2016*

**Exhibit 3.4-31** Street Level: Thomas and Aurora Facing West, Existing and Pipeline

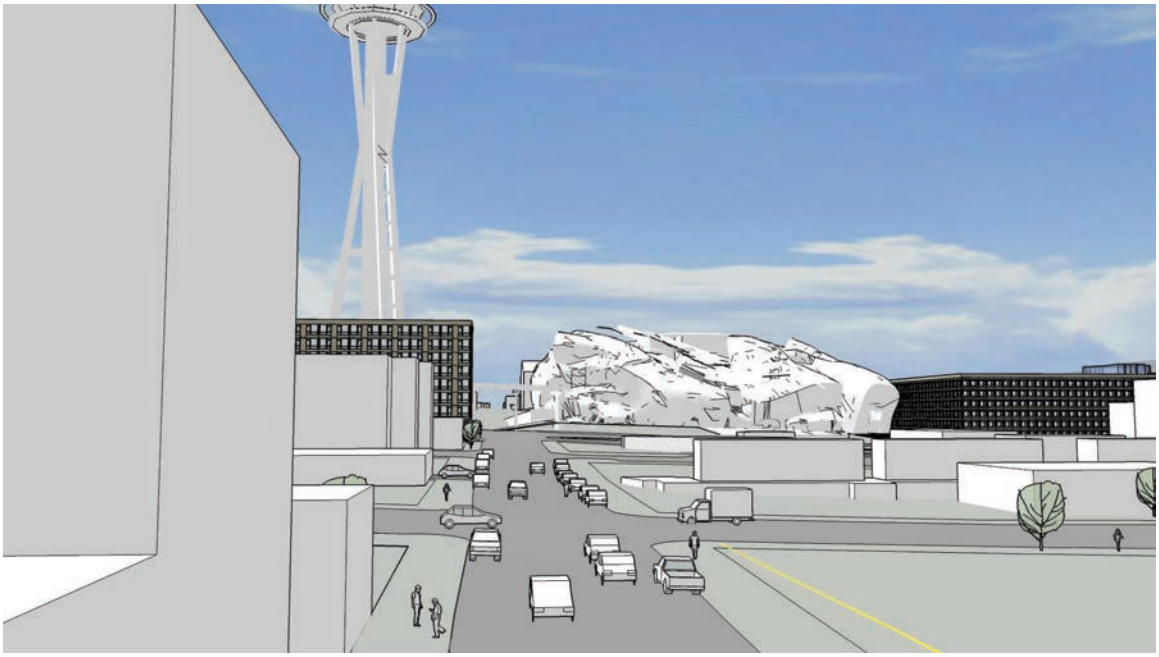


**Exhibit 3.4-32** Street Level: Thomas and Aurora Facing West, Alternative 1 No Action

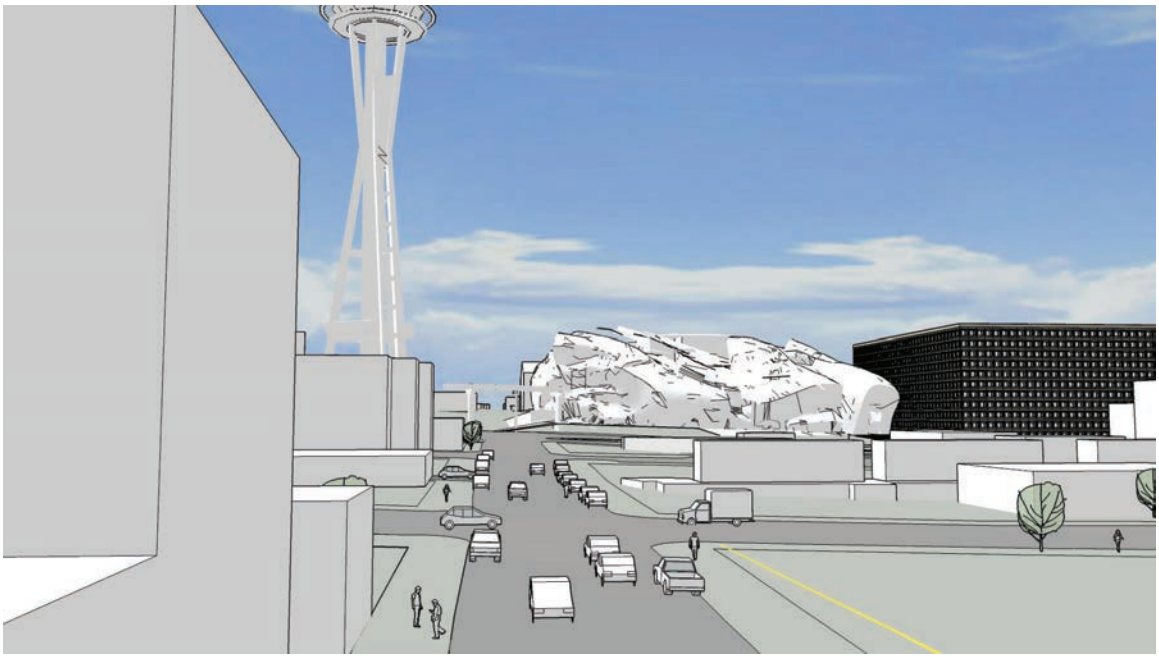


**Exhibit 3.4–33** Street Level: Thomas and Aurora Facing West, Alternative 2 Mid-Rise

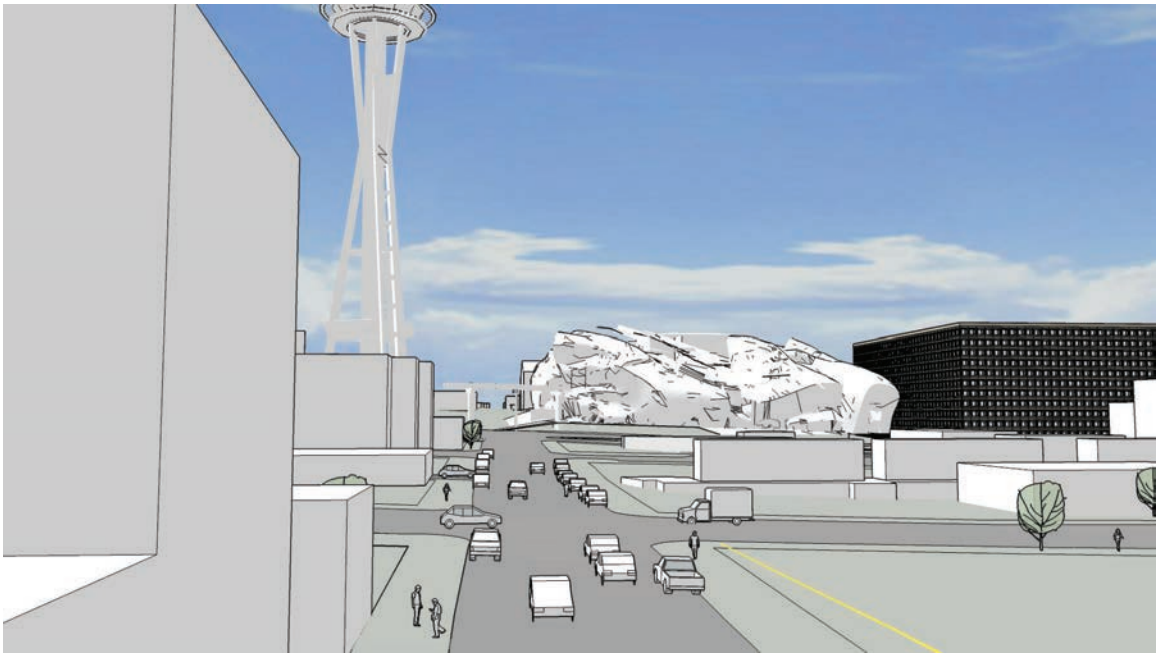


**Exhibit 3.4–34** Street Level: Thomas and Aurora Facing West, Alternative 3 High-Rise

## Views

Because the No Action Alternative would not change existing building height limits in the study area, it would have minimal impacts on protected views of the Space Needle or territorial views of the study area. A discussion of each of the protected viewpoints and territorial views is presented below.

### Bhy Kracke Park

As shown in Exhibit 3.4–36, development under the No Action Alternative would not affect views from Bhy Kracke Park, compared to existing conditions (Exhibit 3.4–35). While future development would likely be visible from the park, new buildings are not anticipated to be tall enough to obstruct views of the Space Needle, Elliott Bay, or Downtown beyond current conditions.

### Kerry Park

As shown in Exhibit 3.4–40, development under the No Action Alternative would not affect views from Kerry Park, compared to existing conditions (Exhibit 3.4–39). While future development would be visible from the park, new buildings are not anticipated to be tall enough to obstruct views of the Space Needle, Elliott Bay, or Downtown beyond current conditions.

### Myrtle Edwards Park

As shown in Exhibit 3.4–44, development under the No Action Alternative would not affect views of the Space Needle from Myrtle Edwards Park, compared to existing conditions (Exhibit 3.4–43). Future development in the study area would be screened from view by existing buildings along the waterfront and would not be visible from the park or further obstruct views of the Space Needle.

### Olympic Sculpture Park

As shown in Exhibit 3.4–48, development under the No Action Alternative would not affect views of the Space Needle from Olympic Sculpture Park, compared to existing conditions (Exhibit 3.4–47). Future development in the study area would be screened from view by existing buildings along the waterfront and would not be visible from the park or further obstruct views of the Space Needle.

### Territorial View—Queen Anne Avenue Facing South

As shown in Exhibit 3.4–52, development under the No Action Alternative would not substantially affect south-facing territorial views down Queen Anne Avenue N. New development would likely be visible, but it would not create an additional view obstruction beyond the level of existing development. It should be noted that this view is already partially obstructed by existing development and vegetation.

### Territorial View—Seattle Center from North

Development under the No Action Alternative would have minimal effects on this territorial view. As shown in Exhibit 3.4–56, new development near the corner of Mercer Street and 5th Avenue N would be visible and could partially obstruct views of the EMP Museum. Development under the No Action Alternative is not anticipated to obstruct views of the Space Needle, Elliott Bay, or Downtown from this location.

*Source: Hewitt Architecture, 2016*

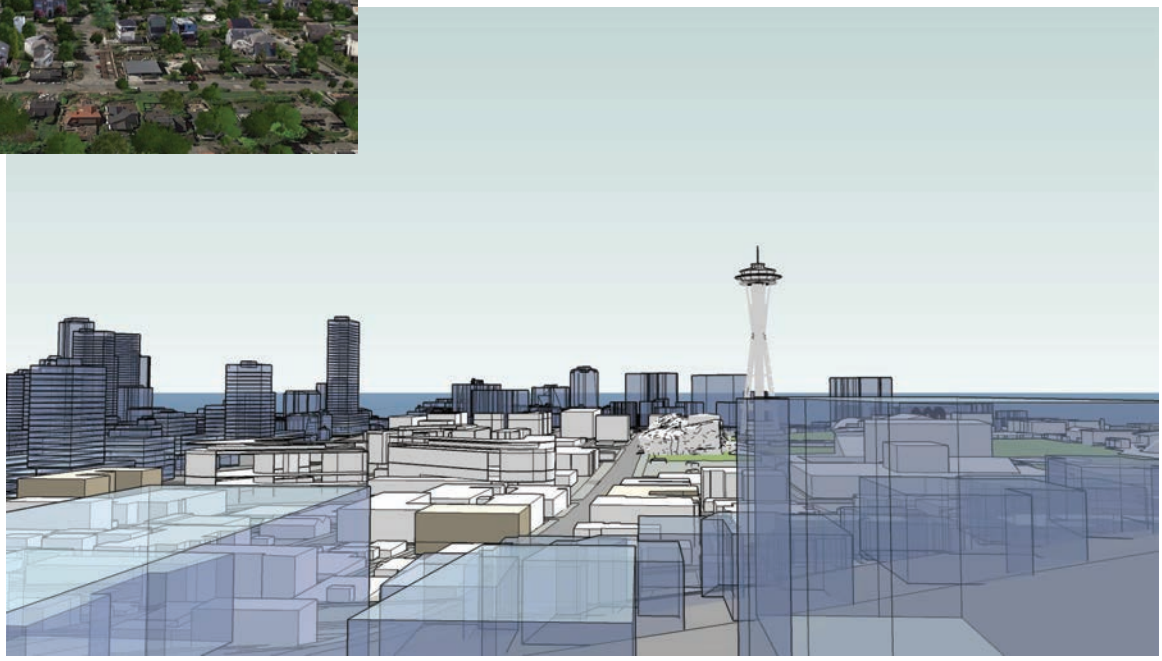


**Exhibit 3.4-35** View from Bhy Kracke Park, Existing and Pipeline

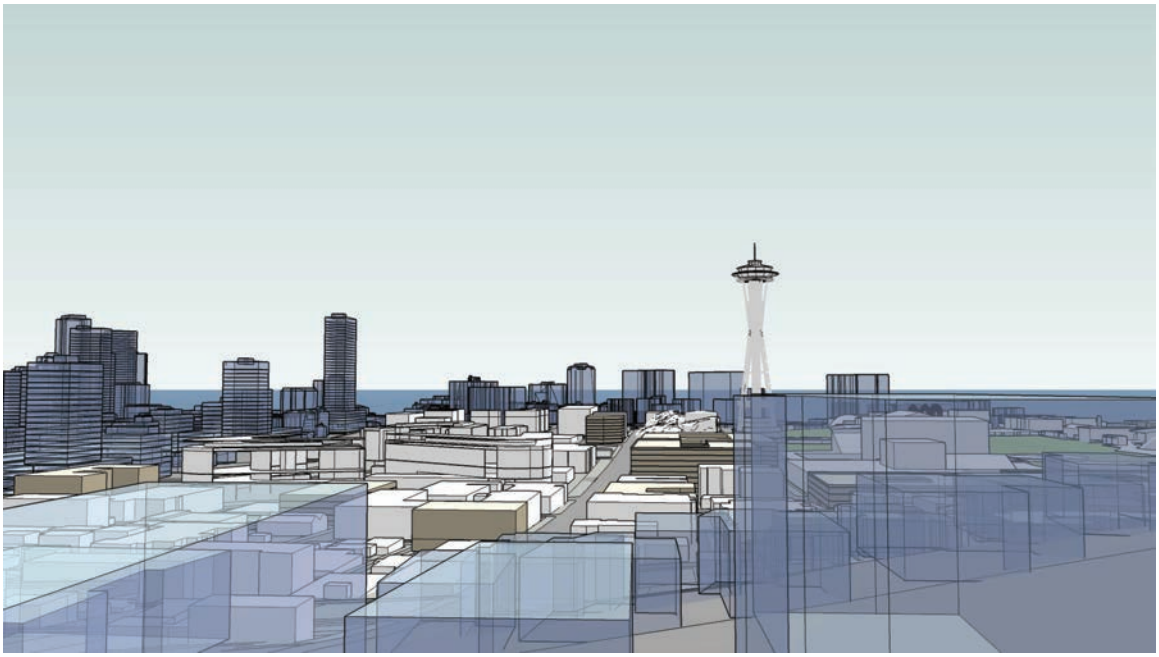


**Exhibit 3.4-36** View from Bhy Kracke Park, Alternative 1 No Action

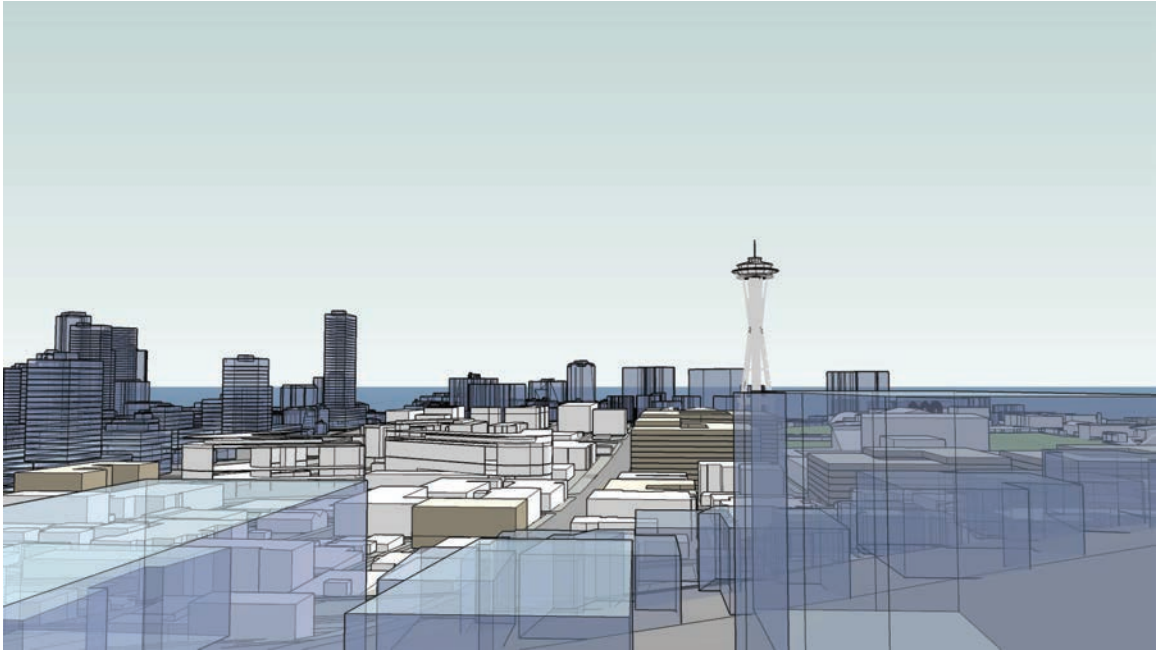


**Exhibit 3.4–37** View from Bhy Kracke Park, Alternative 2 Mid-Rise

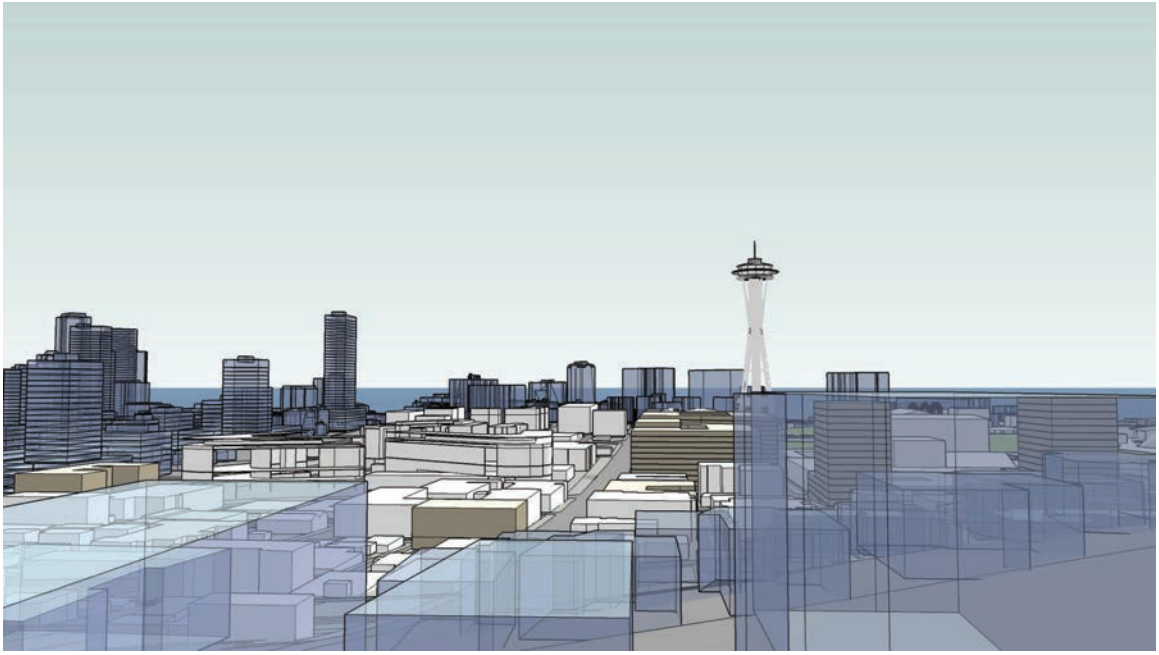
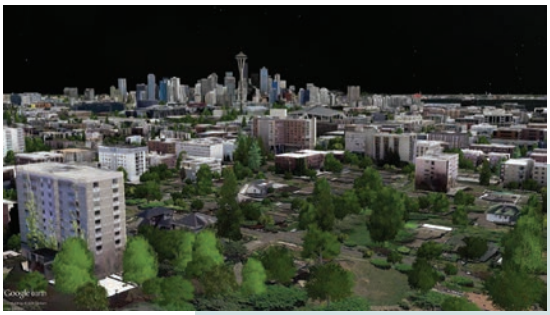


**Exhibit 3.4–38** View from Bhy Kracke Park, Alternative 3 High-Rise



*Source: Hewitt Architecture, 2016*

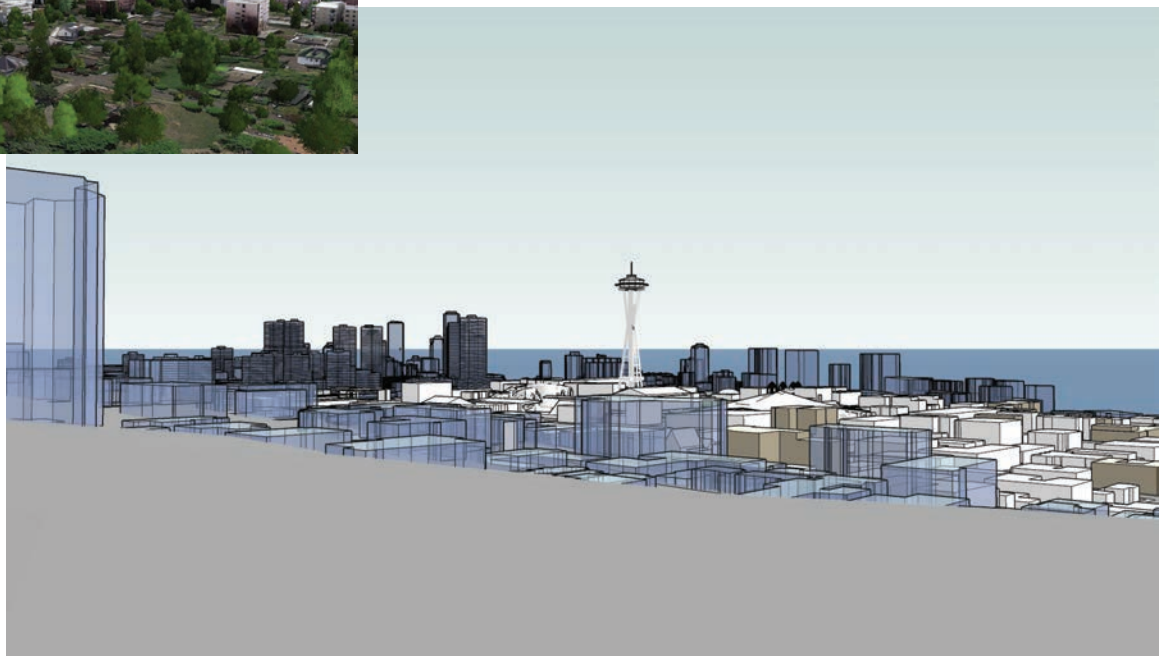


**Exhibit 3.4-39** View from Kerry Park, Existing and Pipeline

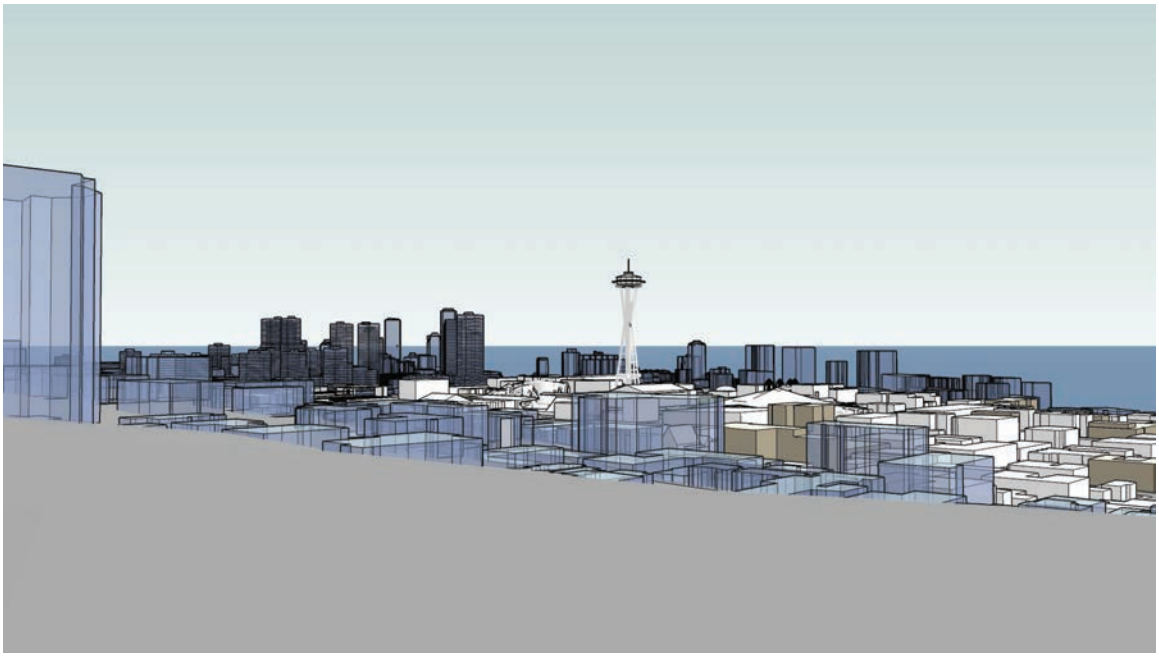


**Exhibit 3.4-40** View from Kerry Park, Alternative 1 No Action

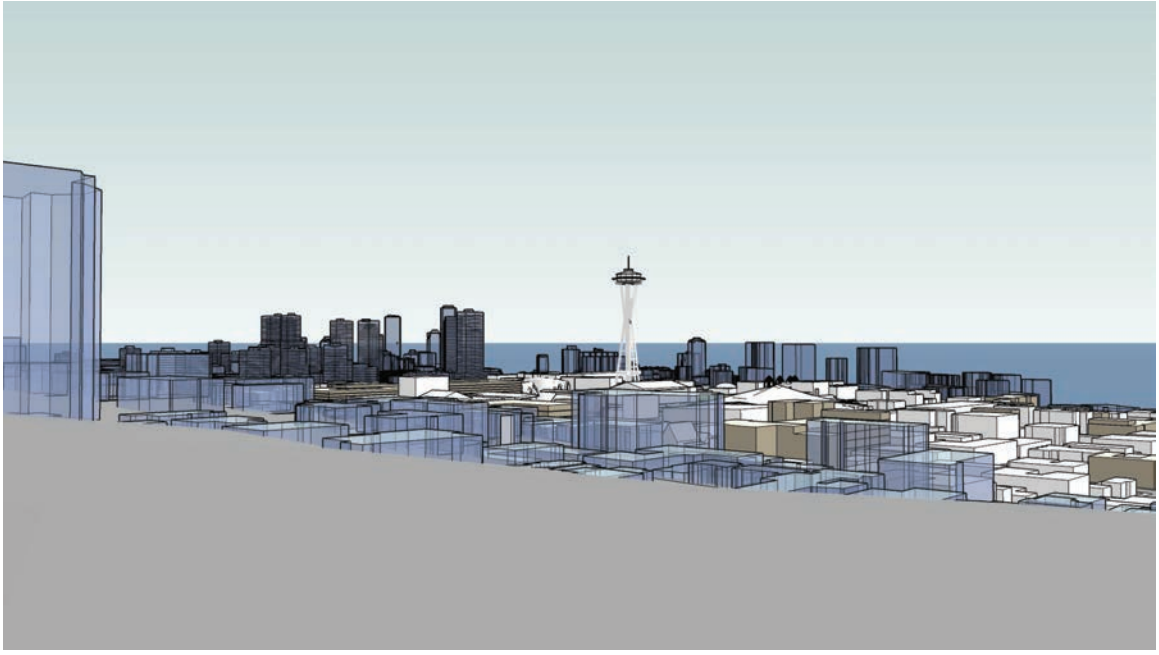


**Exhibit 3.4–41** View from Kerry Park, Alternative 2 Mid-Rise

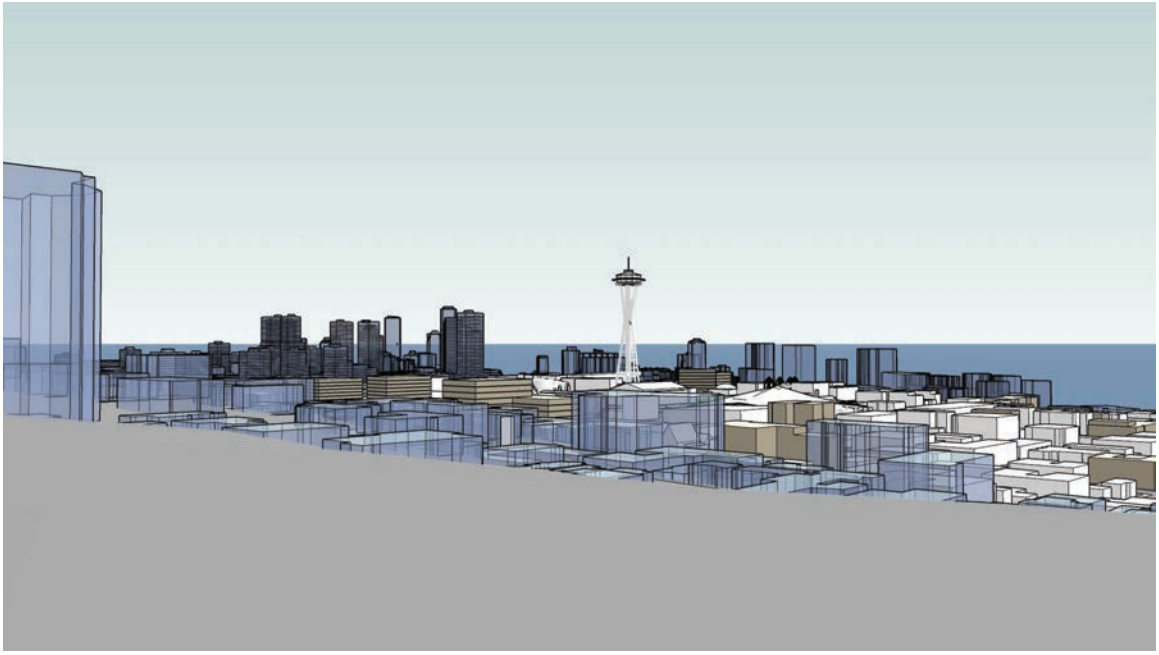
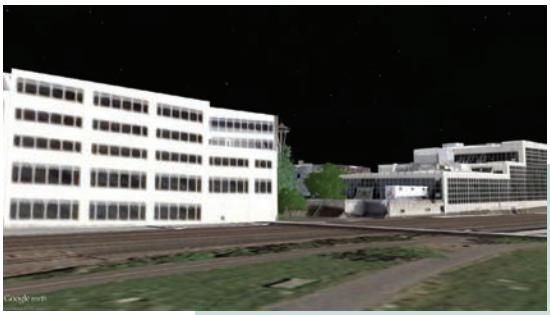


**Exhibit 3.4–42** View from Kerry Park, Alternative 3 High-Rise



*Source: Hewitt Architecture, 2016*

**Exhibit 3.4–43** View from Myrtle Edwards Park, Existing and Pipeline

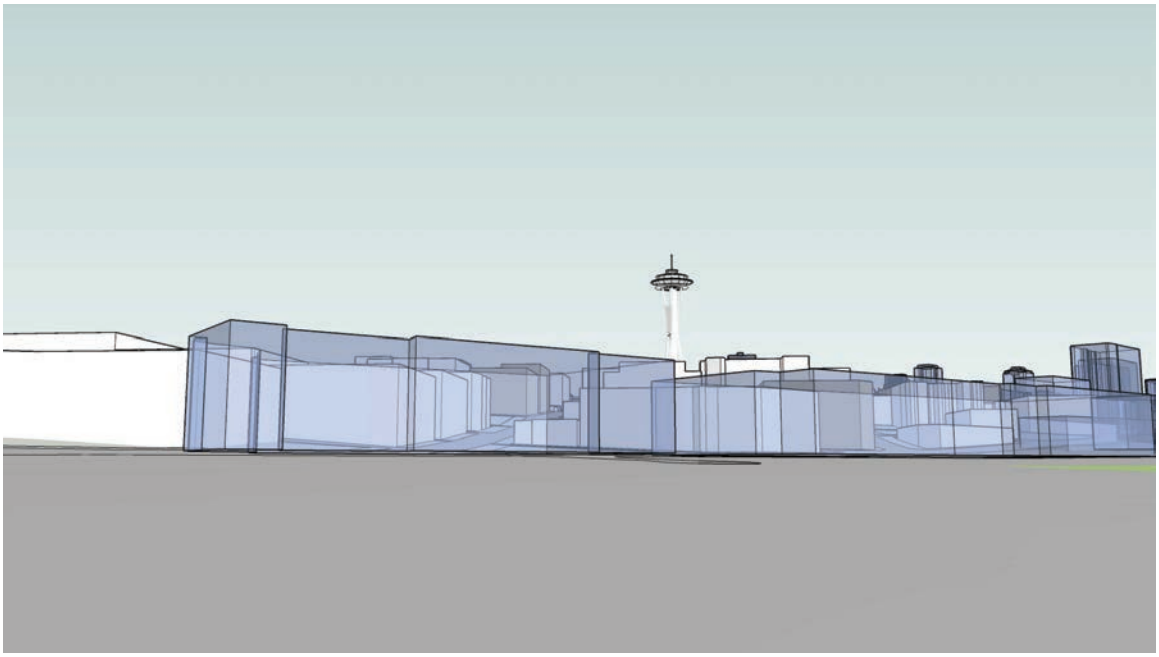


**Exhibit 3.4–44** View from Myrtle Edwards Park, Alternative 1 No Action

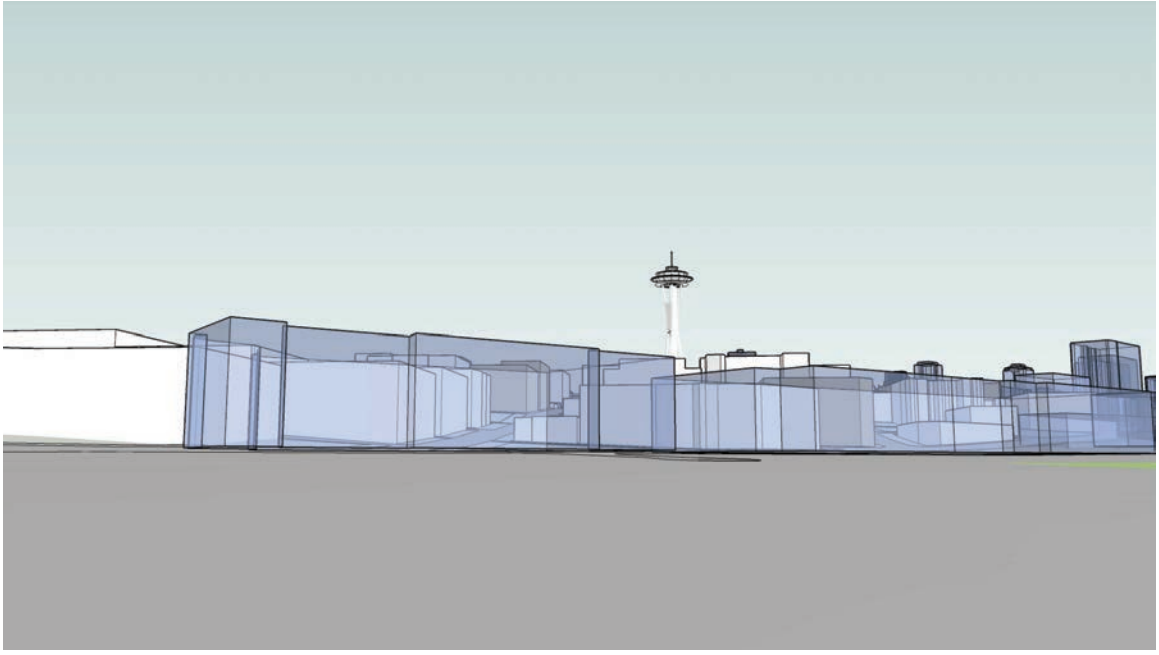


**Exhibit 3.4–45** View from Myrtle Edwards Park, Alternative 2 Mid-Rise

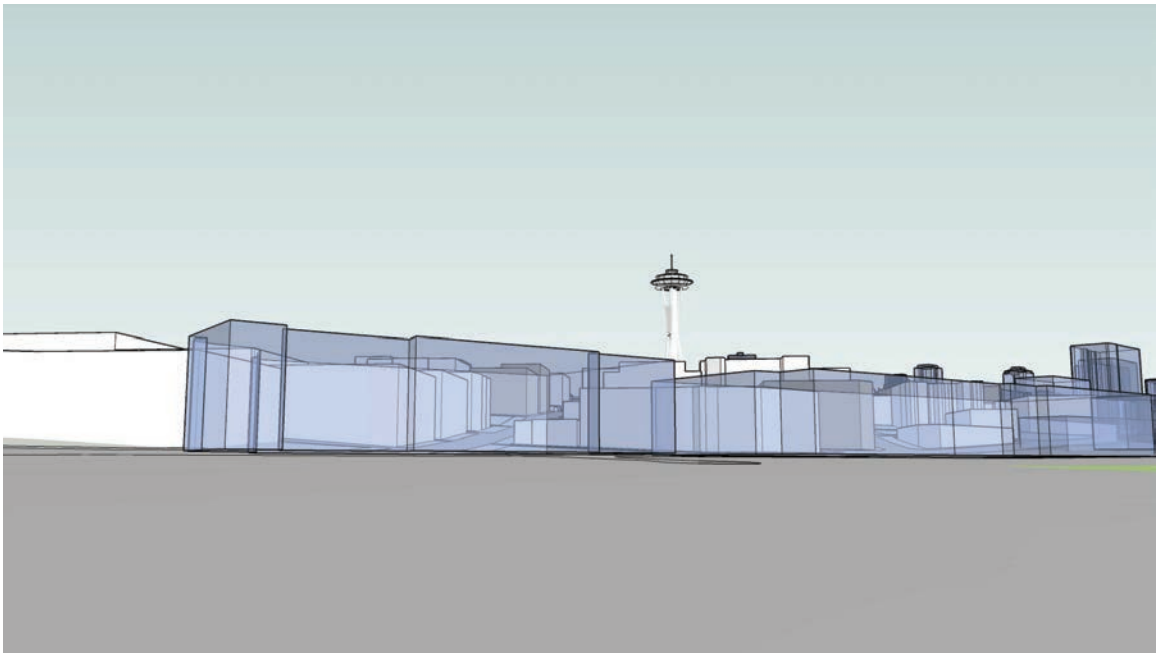


**Exhibit 3.4–46** View from Myrtle Edwards Park, Alternative 3 High-Rise

*Source: Hewitt Architecture, 2016*

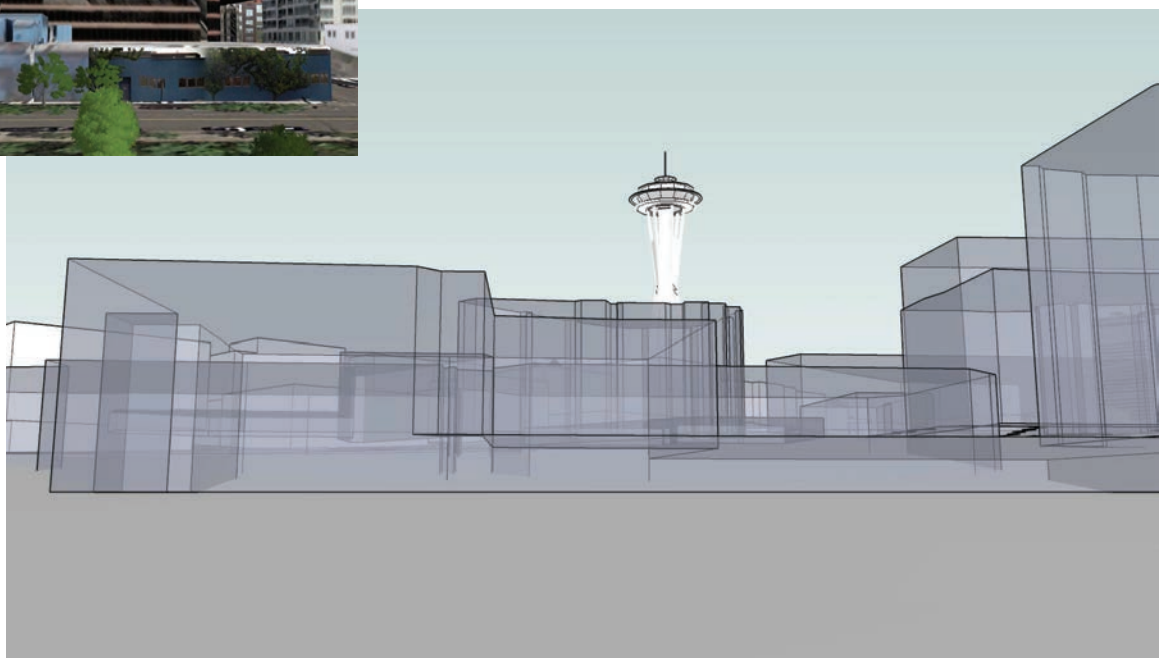


**Exhibit 3.4–47** View from Olympic Sculpture Park, Existing and Pipeline

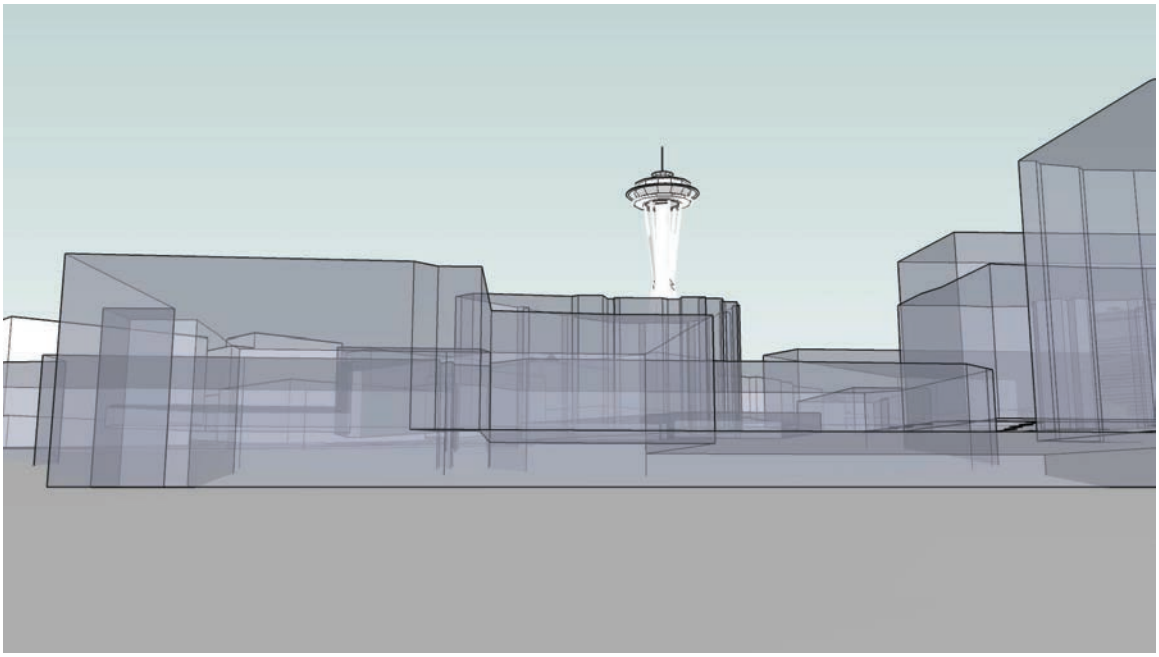


**Exhibit 3.4–48** View from Olympic Sculpture Park, Alternative 1 No Action

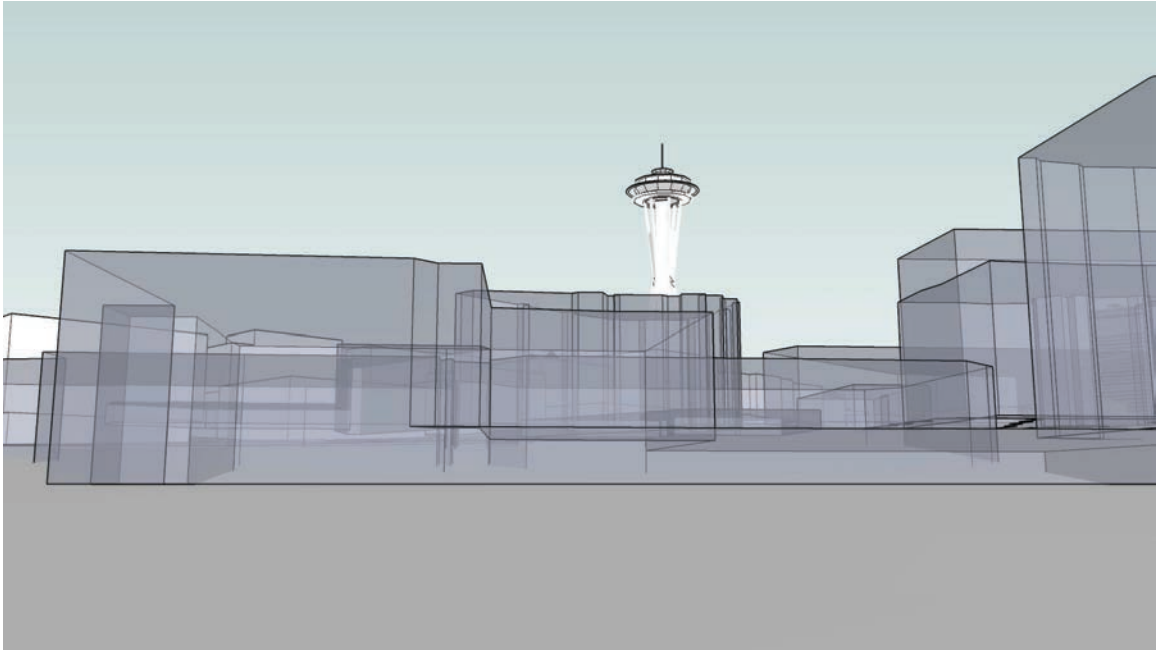


**Exhibit 3.4–49** View from Olympic Sculpture Park, Alternative 2 Mid-Rise

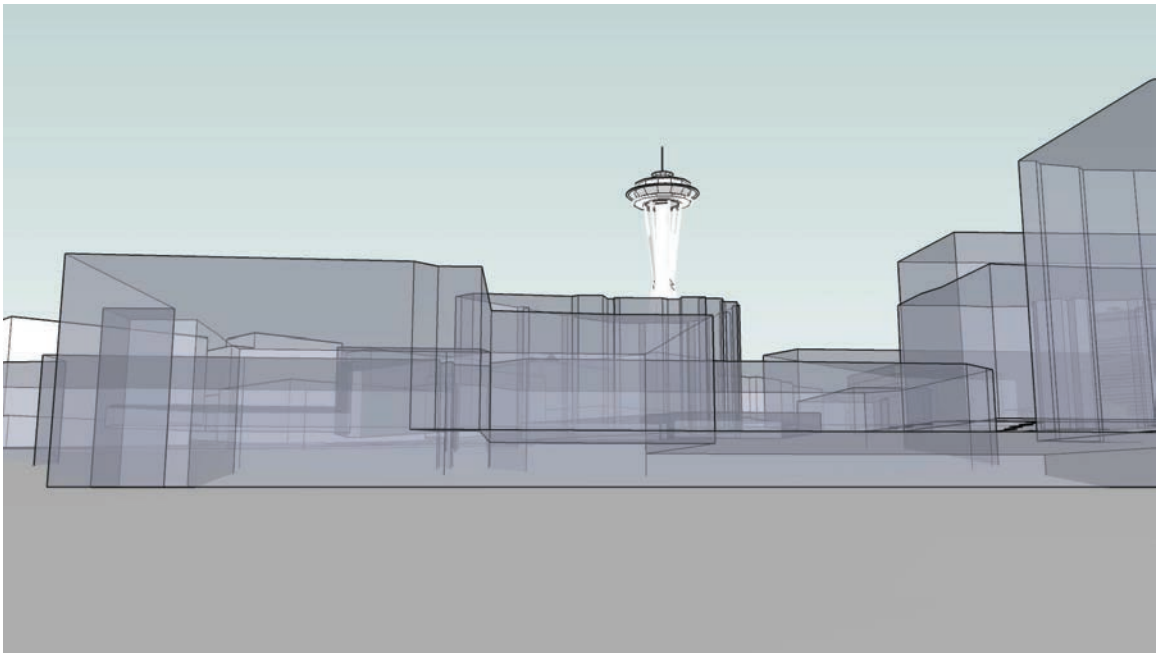


**Exhibit 3.4–50** View from Olympic Sculpture Park, Alternative 3 High-Rise

*Source: Hewitt Architecture, 2016*

**Exhibit 3.4–51** Territorial: Queen Anne Avenue Looking South, Existing and Pipeline

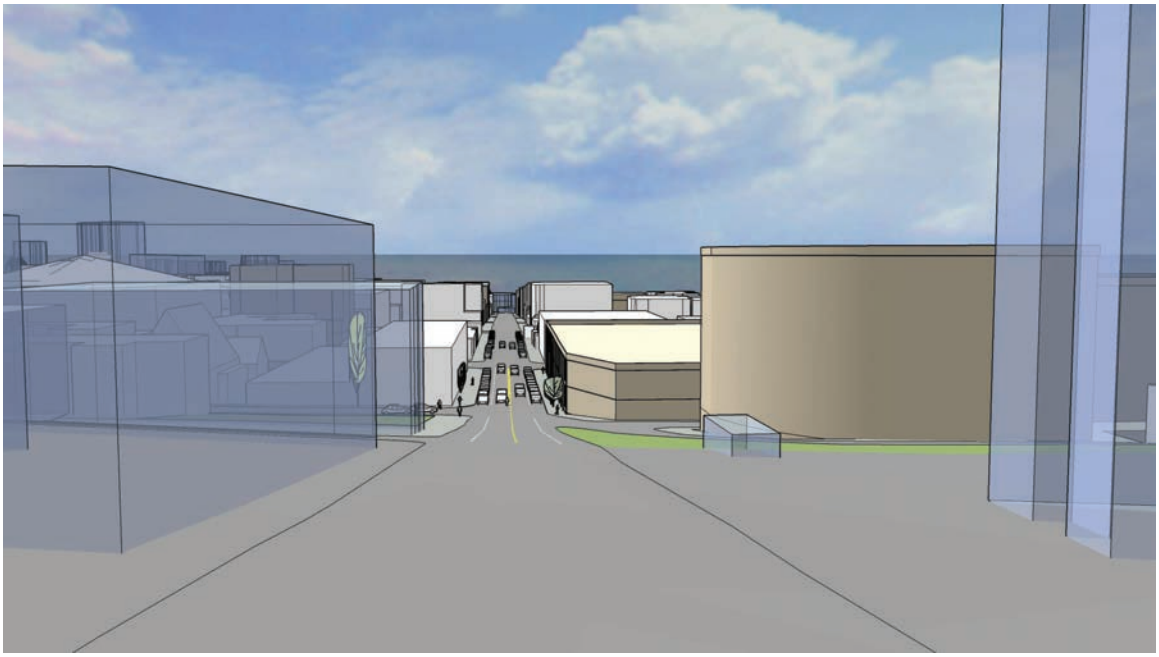


**Exhibit 3.4–52** Territorial: Queen Anne Avenue Looking South, Alternative 1 No Action

**Exhibit 3.4–53** Territorial: Queen Anne Avenue Looking South, Alternative 2 Mid-Rise

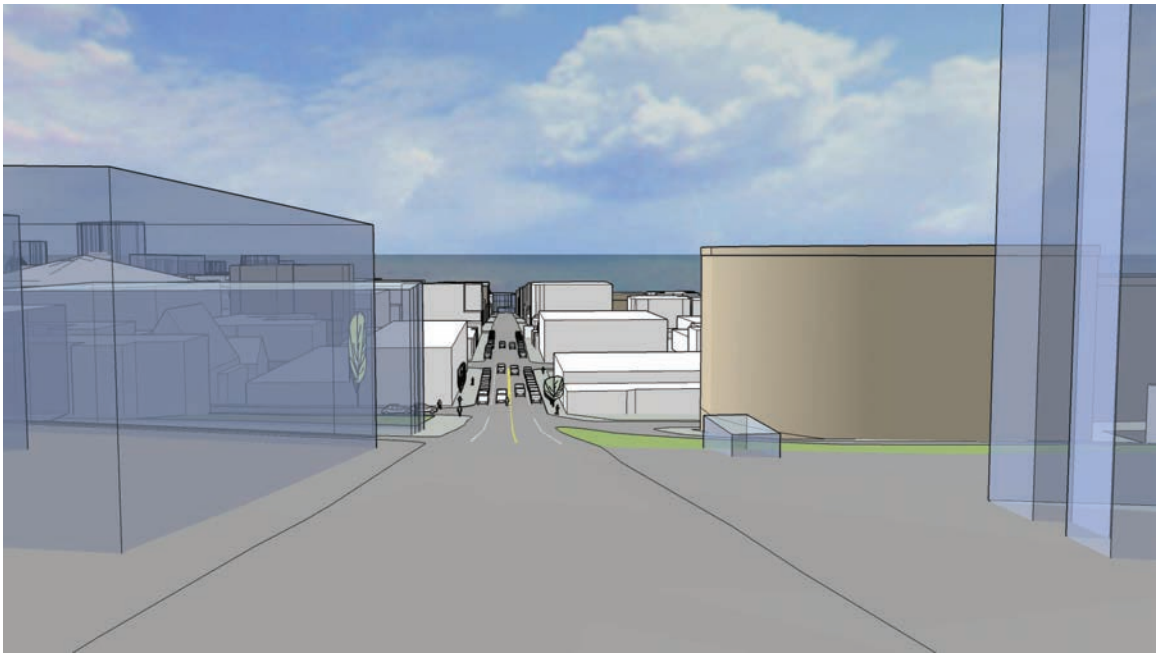


**Exhibit 3.4–54** Territorial: Queen Anne Avenue Looking South, Alternative 3 High-Rise

*Source: Hewitt Architecture, 2016*

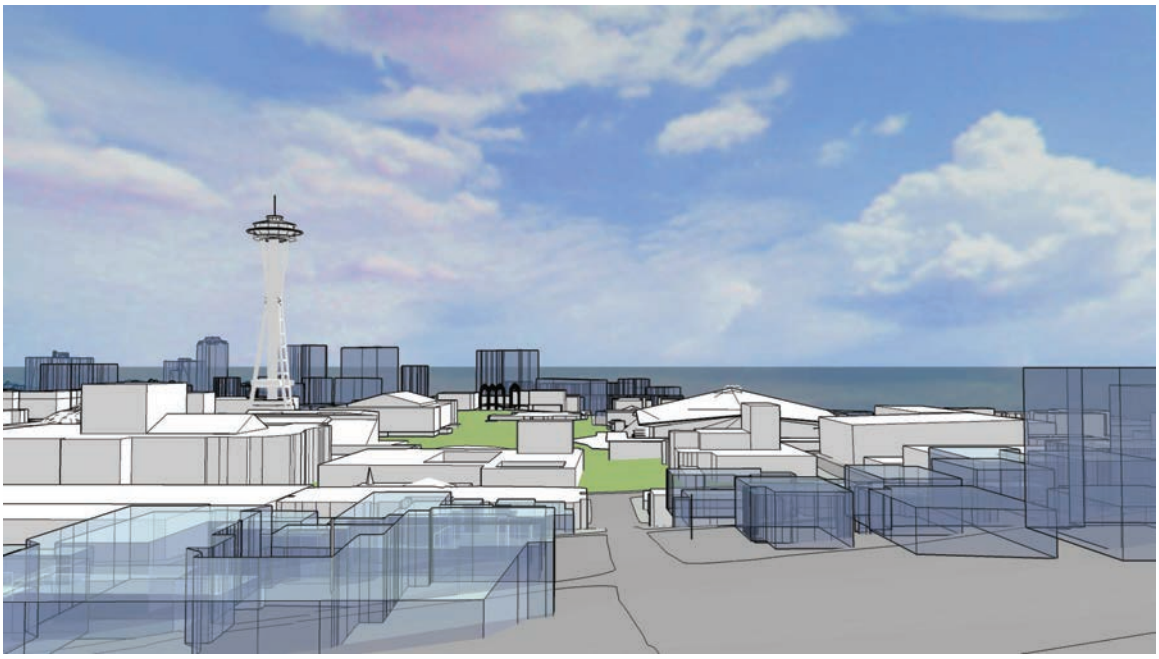


**Exhibit 3.4-55** Territorial: Seattle Center from North, Existing and Pipeline

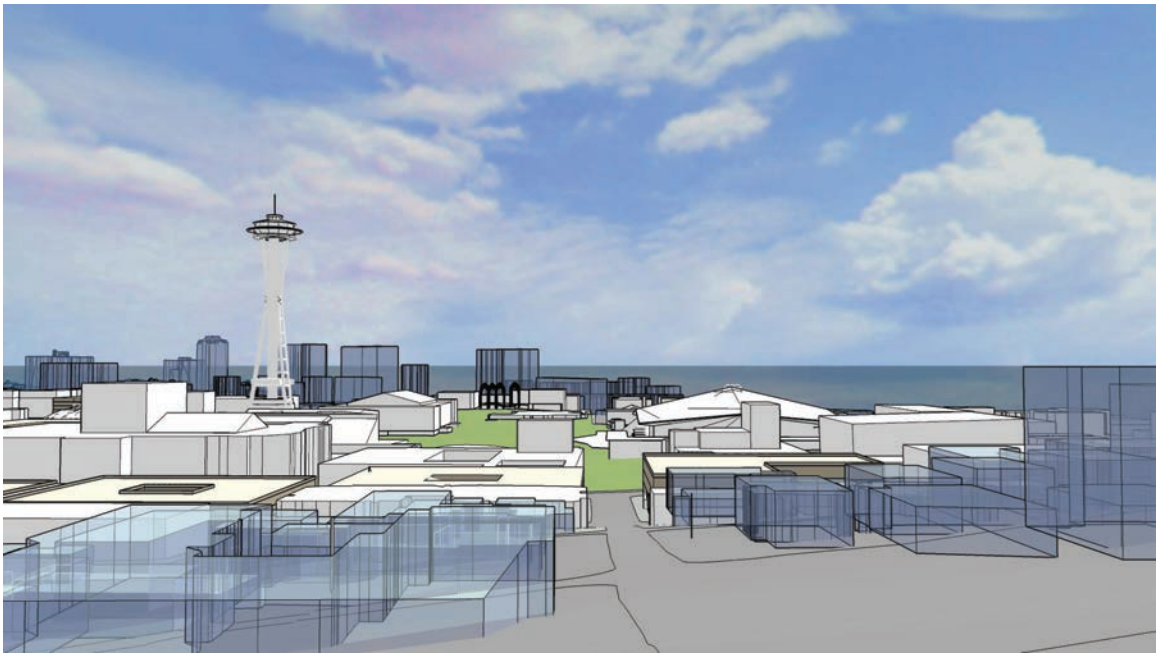


**Exhibit 3.4-56** Territorial: Seattle Center from North, Alternative 1 No Action

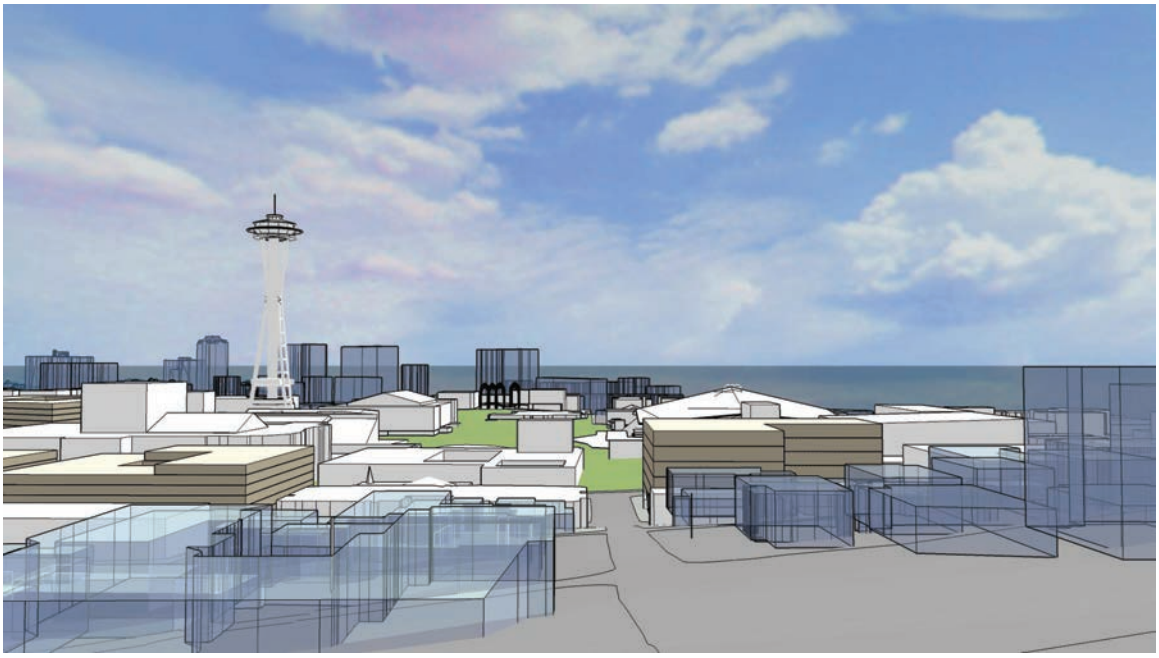


**Exhibit 3.4–57** Territorial: Seattle Center from North, Alternative 2 Mid-Rise

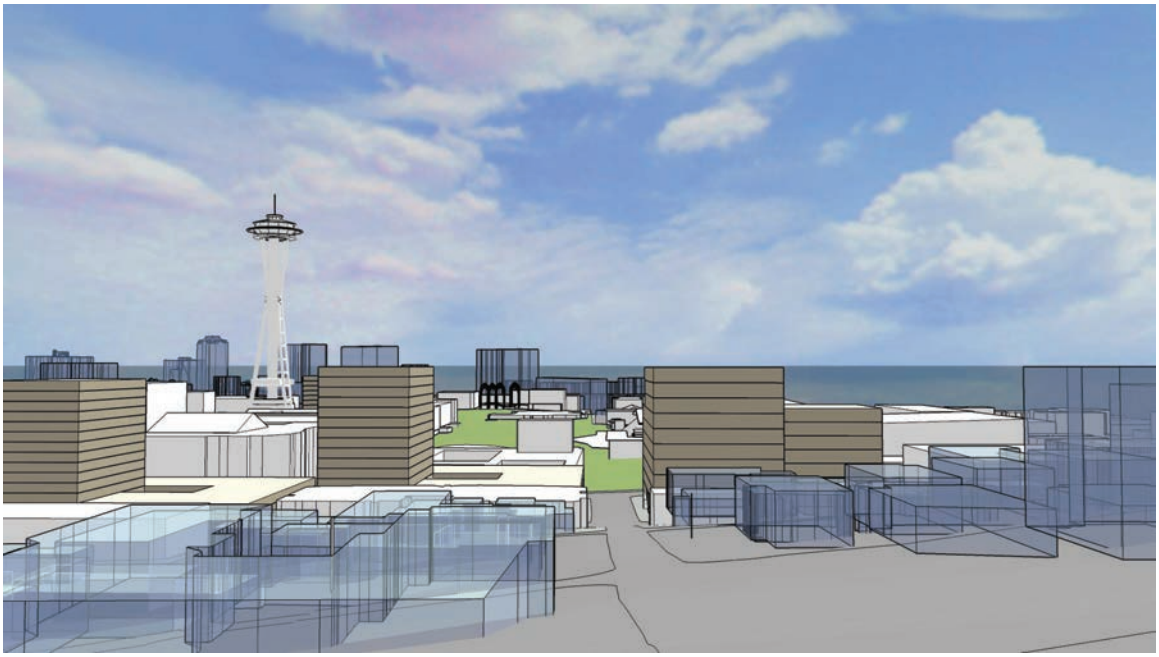


**Exhibit 3.4–58** Territorial: Seattle Center from North, Alternative 3 High-Rise

## Scenic Routes

As described under Neighborhood Character, the No Action Alternative would result in a general increase in development intensity across the study area, though in a manner and style consistent with the current urban development pattern and without increasing adopted height limits. Therefore, most scenic routes in the study area would remain relatively unaffected. The most pronounced changes would result from redevelopment along Mercer Street, as shown Exhibit 3.4–20 and Exhibit 3.4–24, though much of this new development would be screened from the roadway by streetscape vegetation. In addition, new development on the KCTS site and the Memorial Stadium parking lot would adversely affect views of the Space Needle from 5th Avenue N, as shown in Exhibit 3.4–28.

## Shadows

Appendix C contains detailed shading diagrams for each Alternative, based on allowed heights and probable building envelopes. Impacts specific to each of the noted parks are described below, and selected shading diagrams are presented to illustrate notable shading effects.

### Seattle Center

The No Action Alternative could result in a small increase in spring/fall morning shading conditions in the northeast corner of Seattle Center as a result of redevelopment of the KCTS site and Memorial Stadium parking lot. While the No Action Alternative would not increase height limits, redevelopment of these two sites up to the allowed limit of 85 feet would increase shading above current conditions. In winter, this effect would be more pronounced, but existing structures already cast winter morning shadows over most of the open space on the site. Exhibit 3.4–59 also shows target growth (gray) and full build on redevelopable sites (in orange); full build is not anticipated in the planning period to 2035, but given the exact sites that may be developed are unknown, the potential for shade and shadow are noted throughout.

### Counterbalance Park

Counterbalance Park would receive a large amount of shading during winter morning conditions, most of which is caused by

**Exhibit 3.4–59** Seattle Center Alternative 1 No Action Shading: Winter AM

*Source: Hewitt Architecture, 2016*

**Exhibit 3.4–60** Counterbalance Park Alternative 1 No Action Shading: Winter AM

*Source: Hewitt Architecture, 2016*

existing structures. Redevelopment under the No Action Alternative is unlikely to cause a significant increase in shading effects at this location (see Exhibit 3.4–60).

**Exhibit 3.4–61** Kinnear Place Alternative 1 No Action Shading: Spring PM *Source: Hewitt Architecture, 2016*

## Kinnear Park

Redevelopment adjacent to the southeastern corner of Kinnear Park under the No Action Alternative could increase morning shading conditions at the park. However, compared to the size of the park, the area shaded is relatively small, even in winter. No significant shading impacts are anticipated at this location under the No Action Alternative.

## Kinnear Place

Under the No Action Alternative, Kinnear Place would receive afternoon shading from an adjacent potential redevelopment site. The effect would be most pronounced in winter, but would occur year-round (see Exhibit 3.4–61).

## Myrtle Edwards Park

Because of its distance from the study area, as well as its position to the south of the study area, Myrtle Edwards Park would not be shaded by development in the study area under any of the alternatives.

## IMPACTS OF ALTERNATIVE 2 MID-RISE

Alternative 2 would result in a moderate increase in development density and intensity as additional growth occurs in the study area. As described in Chapter 2, Alternative 2 would increase building height limits across much of the study area to create additional capacity for housing and jobs beyond adopted growth targets.

### Neighborhood Character

Development under Alternative 2 would result in a general increase in the intensity and density of development throughout the study area, beyond that anticipated for the No Action Alternative. As shown in Exhibit 2–5 on page 2.9, the greatest increases in height would occur along the Mercer Street corridor and in the Broad Street-Aurora Avenue-Denny Way triangle southeast of Seattle Center. While both of these areas are already highly urban in nature, the Mercer Street corridor features a greater mix of uses and development intensities. Mercer Street is also an established pedestrian corridor and the major east-west spine of the study area, and the transition from low-rise development to greater intensities is likely to be more pronounced here than in other portions of the study area.

Height increases along Queen Anne Avenue N and 1st Avenue N would also affect neighborhood character in these north-south corridors. North of W Republican Street, heights limits would increase from 40 feet to 85 feet, which would allow a fundamentally different type of building construction than currently allowed, and which would result in an overall more urban visual aesthetic and a different pedestrian experience in these areas. South of W Republican Street, height changes would be less pronounced (from 65 feet to 85 feet), but the additional height would result in a more intense urban character is these areas as well.

### Height, Bulk, and Scale

As shown in Exhibit 2–5 on page 2.9, Alternative 2 would result in increased building height limits throughout much of the study area. Infill development and redevelopment under these new standards would lead to overall greater building heights and greater visual bulk in the study area. With the exception of the north side of Mercer Street between 2nd Avenue W and Elliott Avenue W, the

Seattle Center, and the far northwestern and northeastern corners of the study area, height limits would increase by at least 30 percent in all parts of the study area. Along Mercer Street east of 2nd Avenue W, height limits would increase to more than double the current limit, from 40 feet to 85 feet.

Exhibit 3.4–15 through Exhibit 3.4–34 compare potential changes to height, bulk, and scale for each of the alternatives at street level along selected roadways in the study area.

### Queen Avenue N and Mercer Street—Facing South

As shown in Exhibit 3.4–17, new mid-rise development would replace existing low-rise structures on the west side of the street and would be approximately twice as tall as existing structures in the area. New development would represent a substantial increase in building scale over existing conditions, and increased height could limit views of the sky from street level, thus affecting the pedestrian environment.

### Mercer Street and Warren Avenue N—Facing East

From this perspective, development under Alternative 2 would be similar in scale to the No Action Alternative, as shown in Exhibit 3.4–21. Though Alternative 2 would increase height limits in this location from 40 feet to 85 feet (the same as at Queen Anne Avenue N and Mercer Street), the effect is less pronounced due to a wider street and sidewalks, as well as extensive streetscape vegetation that helps screen development from the roadway.

### 5th Avenue N and Mercer Street—Facing West

As shown in Exhibit 3.4–25, new mid-rise development on the KCTS site at the corner of Mercer Street and 5th Avenue N would increase the scale of development on the south side of Mercer Street. New development in this area would be up to 125 feet tall, taller than the 85 feet that would be allowed on the north side of Mercer Street. As shown in the exhibit, the width of Mercer Street and the presence of extensive streetscape vegetation would ameliorate the effect of increased heights. However, Alternative 2 would still represent a substantial increase in development intensity over existing conditions, and would alter the street-level experience at this location by reducing access to light and air and increasing visual bulk along the streetscape.

### Mercer Street and 5th Avenue N—Facing South

Alternative 2 would increase height limits at the northeastern corner of Seattle Center from 85 feet to 125 feet. As shown in Exhibit 3.4–29, this would result in new mid-rise development that is substantially taller than existing structures on the site, but which is compatible with the existing Gates Foundation buildings across the street. However, similar to the No Action Alternative, development at this location under Alternative 2 would have a high probability to obstruct views of the Space Needle from 5th Avenue N.

### Thomas Street and Aurora Avenue N—Facing West

Similar to the No Action Alternative, new development under Alternative 2 is visible in the distance, near the Seattle Center campus. Redevelopment under Alternative 2 would be taller than existing structures, but it would not substantially obstruct views of the Space Needle or the EMP Museum, as illustrated in Exhibit 3.4–33.

## Views

While future development would likely be visible from the various parks that lie within or north of the study area, new buildings are not anticipated to be tall enough to obstruct views of the Space Needle, Elliott Bay, or Downtown beyond current conditions. Development in the study area would be screened from view from parks along the Puget Sound by existing buildings along the waterfront and would not be visible from the parks.

### Bhy Kracke Park

As shown in Exhibit 3.4–37, development under Alternative 2 Mid-Rise would not affect views from Bhy Kracke Park, compared to existing conditions (Exhibit 3.4–35). While future development would likely be visible from the park, new buildings are not anticipated to be tall enough to obstruct views of the Space Needle, Elliott Bay, or Downtown beyond current conditions.

### Kerry Park

As shown in Exhibit 3.4–41, development under Alternative 2 Mid-Rise would not affect views from Kerry Park, compared to existing conditions (Exhibit 3.4–39). While future development would be visible from the park, new buildings are not anticipated to be

tall enough to obstruct views of the Space Needle, Elliott Bay, or Downtown beyond current conditions.

### Myrtle Edwards Park

As shown in Exhibit 3.4–45, development under Alternative 2 Mid-Rise would not affect views of the Space Needle from Myrtle Edwards Park, compared to existing conditions (Exhibit 3.4–43). Future development in the study area would be screened from view by existing buildings along the waterfront and would not be visible from the park or further obstruct views of the Space Needle.

### Olympic Sculpture Park

As shown in Exhibit 3.4–49, development under Alternative 2 Mid-Rise would not affect views of the Space Needle from Olympic Sculpture Park, compared to existing conditions (Exhibit 3.4–47). Future development in the study area would be screened from view by existing buildings along the waterfront and would not be visible from the park or further obstruct views of the Space Needle.

### Territorial View—Queen Anne Avenue Facing South

As shown in Exhibit 3.4–53, the effects of Alternative 2 on this territorial view would be similar to the No Action Alternative, but additional development along Queen Anne Avenue N would further narrow the view corridor to Elliott Bay. As described under the No Action Alternative, this view corridor is already partially obstructed by existing development and vegetation. From this perspective, the additional obstruction created by Alternative 2 would be minor.

### Territorial View—Seattle Center from North

Similar to the No Action Alternative, new development under Alternative 2 could be visible from this viewpoint, but would not significantly affect visibility of the Space Needle, Elliott Bay, or Downtown. Additional building heights along Mercer Street could obstruct views of Key Arena or the EMP Museum. However, as noted under Affected Environment, this territorial view is subject to obstruction by existing vegetation near the viewpoint, depending on maintenance conditions.

## Scenic Routes

Due to the widespread height increases throughout the study area, Alternative 2 could affect multiple scenic views through the introduction of taller, denser development. As described under the No Action Alternative, the Mercer Street corridor would be the most affected, though the wide street right-of-way and extensive streetscape vegetation would help minimize this effect (Exhibit 3.4–21). In addition, new development on the KCTS site and the Memorial Stadium parking lot would adversely affect views of the Space Needle from 5th Avenue N, as shown in Exhibit 3.4–29.

## Shadows

Appendix C contains detailed shading diagrams for each Alternative, based on allowed heights and probable building envelopes. Impacts specific to each of the noted parks are described below.

### Seattle Center

Similar to the No Action Alternative, increased building heights along the eastern perimeter of the Seattle Center could result in increased shading during morning hours, specifically from new buildings along the northern portion of 5th Avenue N. Taller buildings southeast of Seattle Center also have the potential to cast morning shadows across Broad Street and shade open space between the Space Needle and Pacific Science Center, particularly in winter months. Exhibit 3.4–62 shows (in orange) the potential locations of development on redevelopment sites if full build were achieved; full build is not anticipated in the planning period to 2035, but given the exact sites that may be developed are unknown, the potential for shade and shadow are noted.

### Counterbalance Park

Shading conditions at Counterbalance Park under Alternative 2 would be similar to the No Action Alternative, but would also include extensive afternoon shading in winter months from taller development to the southwest. The park already experiences extensive shading during winter morning hours from existing structures (see Exhibit 3.4–63).

**Exhibit 3.4-62** Seattle Center Alternative 2 Shading: Winter AM *Source: Hewitt Architecture, 2016*

**Exhibit 3.4-63** Counterbalance Park Alternative 2 Shading: Winter AM *Source: Hewitt Architecture, 2016*

**Exhibit 3.4–64** Kinnear Place Alternative 2 Shading: Spring PM *Source: Hewitt Architecture, 2016*

## Kinnear Park

Shading at Kinnear Park would occur in the southwestern corner and would be most pronounced during winter morning hours. While the magnitude of shading conditions would be slightly greater than under the No Action Alternative, the effects would be similar in that the area shaded would represent a relatively small portion of the park and would not pose a significant impact to its recreational use.

## Kinnear Place

Much like nearby Counterbalance Park, Kinnear Place would receive extensive afternoon shading during spring, autumn, and winter months. While it is already partially shaded by existing development, increased building heights under Alternative 2 would magnify this effect, shading the entire site (see Exhibit 3.4–64).

## Myrtle Edwards Park

Because of its distance from the study area, as well as its position to the south of the study area, Myrtle Edwards Park would not be shaded by development in the study area under any of the alternatives.

## IMPACTS OF ALTERNATIVE 3 HIGH-RISE

Alternative 3 would result in a large increase in development density and intensity as additional growth occurs in the study area. As described in Chapter 2, Alternative 3 would increase building height limits across much of the study area to create additional capacity for housing and jobs beyond adopted growth targets. Alternative 3 represents the largest growth potential of any of the alternatives studied.

### Neighborhood Character

Effects on Neighborhood Character associated with Alternative 3 would be similar to Alternative 2 and the No Action Alternative, but would be greater in magnitude. All alternatives would result in increased density and urbanization in the study area. However, Alternative 3 would be characterized by the introduction of substantially more high-rise development in areas that currently have relatively low height limits. While Uptown is already a highly urbanized neighborhood, widespread introduction of high-rise development would fundamentally change the visual character of some portions of the study area.

Similar to Alternative 2 Mid-Rise, the northwestern and northeastern corners of the study area would not experience substantial increases in height, but the Mercer Street corridor, as well as areas southwest and southeast of Seattle Center, would be allowed to develop up to 160 feet in height under Alternative 3 High-Rise. Along Mercer Street, this represents a fourfold increase in allowed height over existing conditions.

### Height, Bulk and Scale

Height, bulk, and scale impacts under Alternative 3 would generally be similar in nature to Alternative 2, but at a greater level of intensity. However, the increase in height limits along Mercer Street and in the Broad Street-Aurora Avenue-Denny Way triangle southeast of Seattle Center would allow some future growth to be directed to these areas and away from more sensitive pedestrian environments, such as Queen Anne Avenue N.

Exhibit 3.4–15 through Exhibit 3.4–34 compare potential changes to height, bulk and scale for each of the alternatives at street level along selected roadways in the study area.

### Queen Avenue N and Mercer Street—Facing South

Height and scale impacts under Alternative 3 would be similar to existing conditions at this location, as shown in Exhibit 3.4–18. Greater height limits along Mercer Street would allow taller development to concentrate along that corridor, reducing impacts to the more sensitive pedestrian environment along Queen Anne Avenue N.

### Mercer Street and Warren Avenue N—Facing East

From this perspective, Alternative 3 would have a similar effect on the street-level experience as Alternative 2, as shown in Exhibit 3.4–22. Though Alternative 3 building heights would be almost double those of Alternative 2, upper-story setbacks (see Mitigation Measures on page 3.171) could maintain access to light and reduce perceived visual bulk. As in the other alternatives, the presence of extensive streetscape vegetation would also help minimize visual impacts.

### 5th Avenue N and Mercer Street—Facing West

Looking west along Mercer Street, Alternative 3 would have slightly greater impacts than Alternative 2. Additional high-rise development would be visible on the north side of the street, though large upper-story setbacks (see Mitigation Measures on page 3.171) would maintain access to light, as shown in Exhibit 3.4–26.

### Mercer Street and 5th Avenue N—Facing South

Height limits under Alternative 3 at this location would be the same as under Alternative 2. As shown in Exhibit 3.4–30, height and bulk impacts would be the same as Alternative 2.

### Thomas Street and Aurora Avenue N—Facing West

From this perspective, new development north of the EMP Museum would be visible, but Alternative 3 would not result in any view obstructions. As shown in Exhibit 3.4–34, impacts would be similar to Alternative 2.

## Views

### Bhy Kracke Park

As shown in Exhibit 3.4–38, development under Alternative 3 High-Rise would have minimal effects on views from Bhy Kracke Park, compared to existing conditions (Exhibit 3.4–35). While future development would be visible from the park, new buildings are not anticipated to be tall enough to obstruct views of the Space Needle or Downtown beyond current conditions. As shown in the exhibit, new development at 160-foot heights in the western portion of the study area could obstruct views of Elliott Bay.

### Kerry Park

As shown in Exhibit 3.4–42, development under Alternative 3 High-Rise would not affect views from Kerry Park, compared to existing conditions (Exhibit 3.4–39). While future development would be visible from the park, new buildings are not anticipated to be tall enough to obstruct views of the Space Needle, Elliott Bay, or Downtown beyond current conditions.

### Myrtle Edwards Park

As shown in Exhibit 3.4–46, development under Alternative 3 High-Rise would not affect views of the Space Needle from Myrtle Edwards Park, compared to existing conditions (Exhibit 3.4–43). Future development in the study area would be screened from view by existing buildings along the waterfront and would not be visible from the park or further obstruct views of the Space Needle.

### Olympic Sculpture Park

As shown in Exhibit 3.4–50, development under Alternative 3 High-Rise would not affect views of the Space Needle from Olympic Sculpture Park, compared to existing conditions (Exhibit 3.4–47). Future development in the study area would be screened from view by existing buildings along the waterfront and would not be visible from the park or further obstruct views of the Space Needle.

### Territorial View—Queen Anne Avenue Facing South

Territorial view impacts under Alternative 3 would be similar to existing conditions at this location, as shown in Exhibit 3.4–54. Greater height limits along Mercer Street would allow taller development

to concentrate along that corridor, reducing impacts to the more sensitive pedestrian environment along Queen Anne Avenue N. From this perspective, Alternative 3 would result in a lower level of view obstruction than Alternative 2 or the No Action Alternative.

#### Territorial View—Seattle Center from North

Similar to Alternative 2, new development under Alternative 3 could be visible from this viewpoint, but greater building heights along Mercer Street could create additional view obstructions of Key Arena, the EMP Museum, Elliott Bay, and Downtown. However, as noted under Affected Environment, this territorial view is subject to obstruction by existing vegetation near the viewpoint, depending on maintenance conditions (see Exhibit 3.4–58).

### Scenic Routes

Due to the widespread height increases throughout the study area, Alternative 3 could affect multiple scenic views through the introduction of taller, denser development. As described under Alternative 2, the Mercer Street corridor would be the most affected, though the wide street right-of-way and extensive streetscape vegetation would help minimize this effect (Exhibit 3.4–22). In addition, new development on the KCTS site and the Memorial Stadium parking lot would adversely affect views of the Space Needle from 5th Avenue N, as shown in Exhibit 3.4–30.

Under Alternative 3, building heights would also nearly double in the area southwest of Broad Street, though this may be restricted somewhat by the continued presence of the elevated Monorail tracks on 5th Avenue N.

### Shadows

Appendix C contains detailed shading diagrams for each Alternative, based on allowed heights and probable building envelopes. Impacts specific to each of the noted parks are described below.

#### Seattle Center

Similar to Alternative 2, increased building heights to the west and southwest of Seattle Center would increase morning shading conditions, particularly during winter months. The areas most affected by Alternative 3 would be Memorial Stadium and the

**Exhibit 3.4–65** Seattle Center Alternative 3 Shading: Winter AM *Source: Hewitt Architecture, 2016*

**Exhibit 3.4–66** Counterbalance Park Alternative 3 Shading: Spring PM *Source: Hewitt Architecture, 2016*

open space between the Space Needle and the Pacific Science Center. Exhibit 3.4–65 illustrates the potential shade and shadow for target (gray) and full build (orange). Full buildout is not expected

through 2035, but since growth could occur on any redevelopable properties, shade and shadow impacts are presented together.

### Counterbalance Park

Similar to Alternative 2, Counterbalance Park would experience extensive shading during both morning and afternoon hours during winter months. Under Alternative 3, additional building heights to the southwest would also increase afternoon shading levels during spring and autumn months (see Exhibit 3.4–66).

### Kinnear Park

Alternative 3 would not increase building heights near Kinnear Park beyond Alternative 2 levels. Shading conditions under Alternative 3 would be the same as under Alternative 2.

### Kinnear Place

Much like nearby Counterbalance Park, Kinnear Place would receive extensive afternoon shading during winter months. While it is already partially shaded by existing development, increased building heights under Alternatives 2 and 3 would magnify this effect, shading the entire park site. Shading effects at this location under Alternative 3 are anticipated to be similar to Alternative 2 (see Exhibit 3.4–66).

### Myrtle Edwards Park

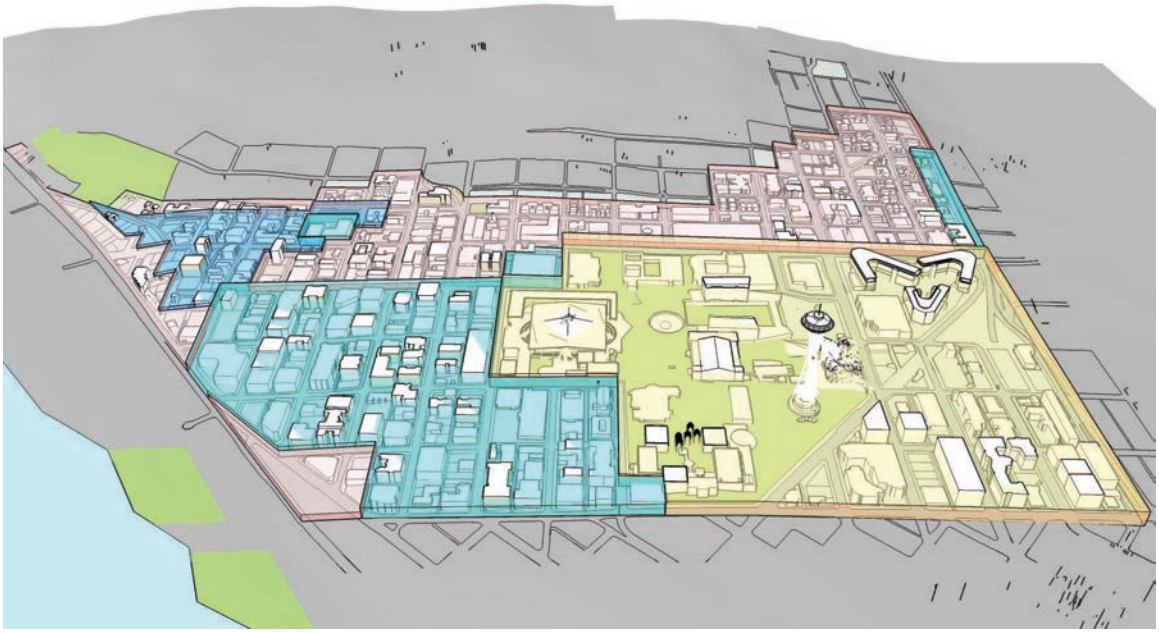
Because of its distance from the study area, as well as its position to the south of the study area, Myrtle Edwards Park would not be shaded by development in the study area under any of the alternatives.

## FULL BUILDOUT

Under all alternatives, there is capacity to achieve household and job growth beyond adopted growth targets. Under full buildout, all redevelopable lots in the study area (see Exhibit 2–9 on page 2.14) are assumed to redevelop at the heights allowed under each alternative. While the impacts associated with such a buildout scenario would be similar in nature to those described above for each of the alternatives, they would be more widespread across the study area. Exhibit 3.4–67 illustrates the level to which buildings could rise under the maximum heights of the proposed zones by alternative with Alternative 1 the least and Alternative 3 the most.

*Existing and Pipeline with Zoning*

*Source: Hewitt Architecture, 2016*



*Full Build Alternative 1 No Action with Zoning*

**Exhibit 3.4–67** Full Buildout Height Levels by Alternative

*Full Build Alternative 2 Mid-Rise with Zoning*

*Full Build Alternative 3 High Rise with Zoning*

**Height**

40' 60' 65' 85' 125' 160'

The following sections highlight impacts that would be significantly increased under the Full Buildout scenario compared with those described under each alternative above.

## Character/Height and Bulk with Full Buildout

### Mercer Street and 5th Avenue N—Facing South

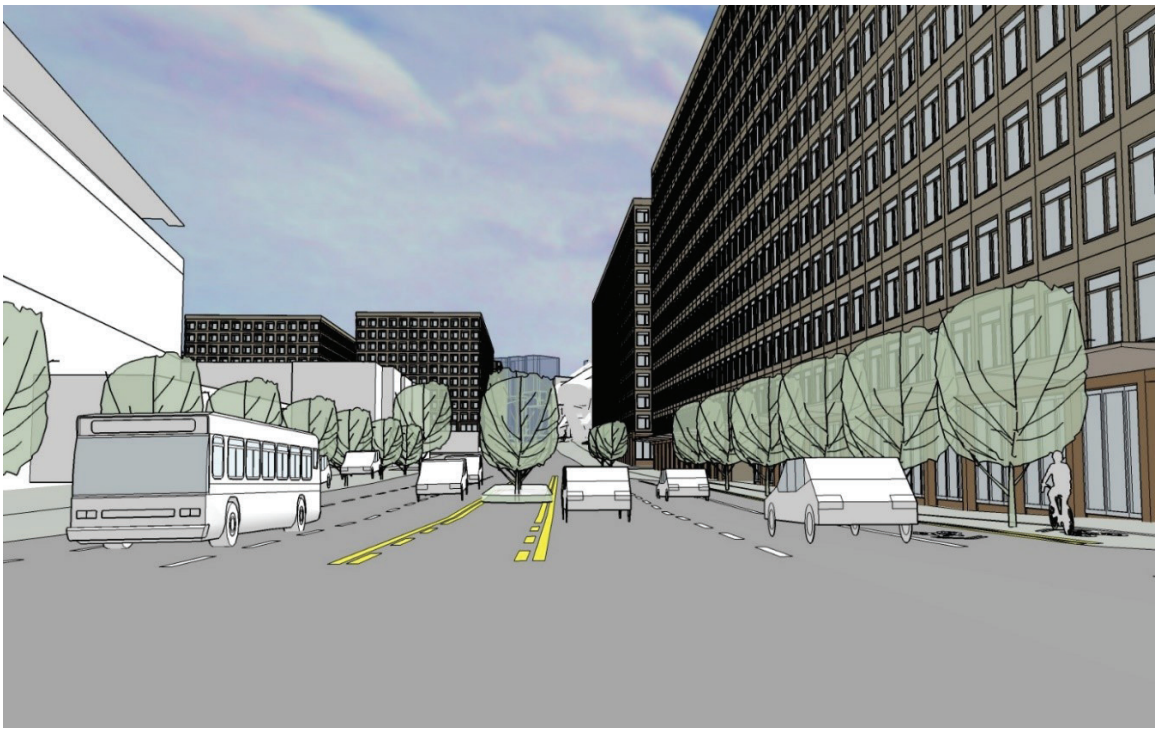
Full Buildout would result in more growth in the area southwest of Broad Street, which would be visible from the intersection of Mercer Street and 5th Avenue N. As shown in Exhibit 3.4–68 and Exhibit 3.4–69, views down 5th Avenue N would experience increased height and bulk on both the east and west sides of the street under Alternatives 2 and 3.

### Queen Avenue N and Mercer Street—Facing South

Full Buildout would result in a significantly higher level of growth along Queen Anne Avenue N than the target-based approach discussed under Alternatives 2 and 3. Increased growth in this corridor would result in greater building heights and increased density, altering the character of this corridor, as shown in Exhibit 3.4–70 and Exhibit 3.4–71.

### Thomas Street and Aurora Avenue N—Facing West

Full Buildout would result in more growth in the area southeast of Broad Street, which would be visible from the intersection of Thomas Street and Aurora Avenue N. This new growth would both change the character of development along Thomas Street, but would obstruct views of Seattle Center, including both the Space Needle and the EMP Museum, as shown in Exhibit 3.4–72 and Exhibit 3.4–73.



*Source: Hewitt Architecture, 2016*

**Exhibit 3.4–68** Full Buildout: Mercer and Fifth Facing South, Mid-Rise

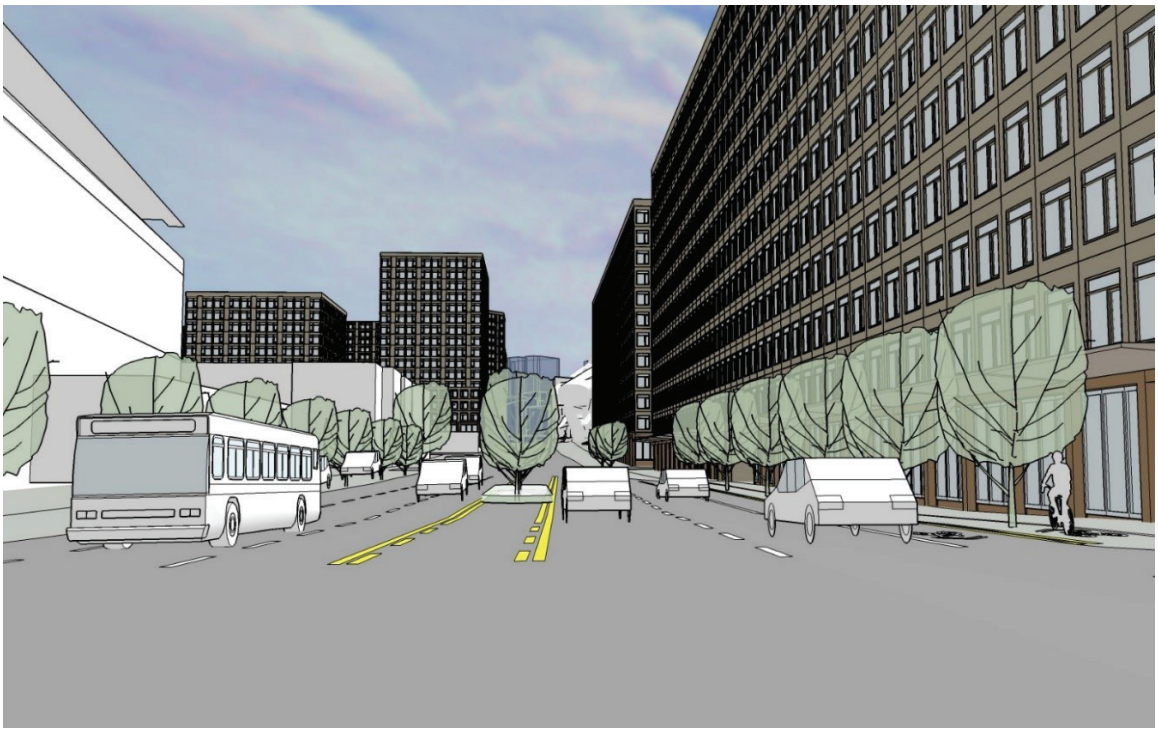


**Exhibit 3.4–69** Full Buildout: Mercer and Fifth Facing South, High-Rise

*Source: Hewitt Architecture, 2016*

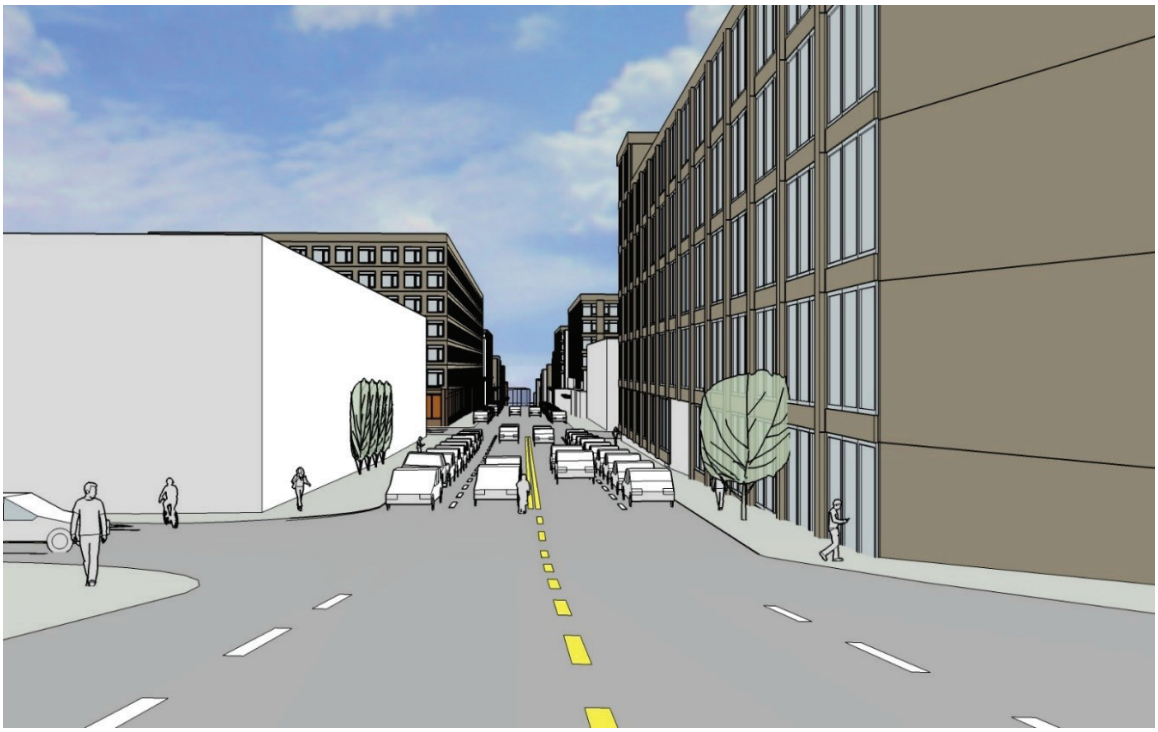


**Exhibit 3.4–70** Full Buildout: Queen Anne and Mercer Facing South, Mid-Rise

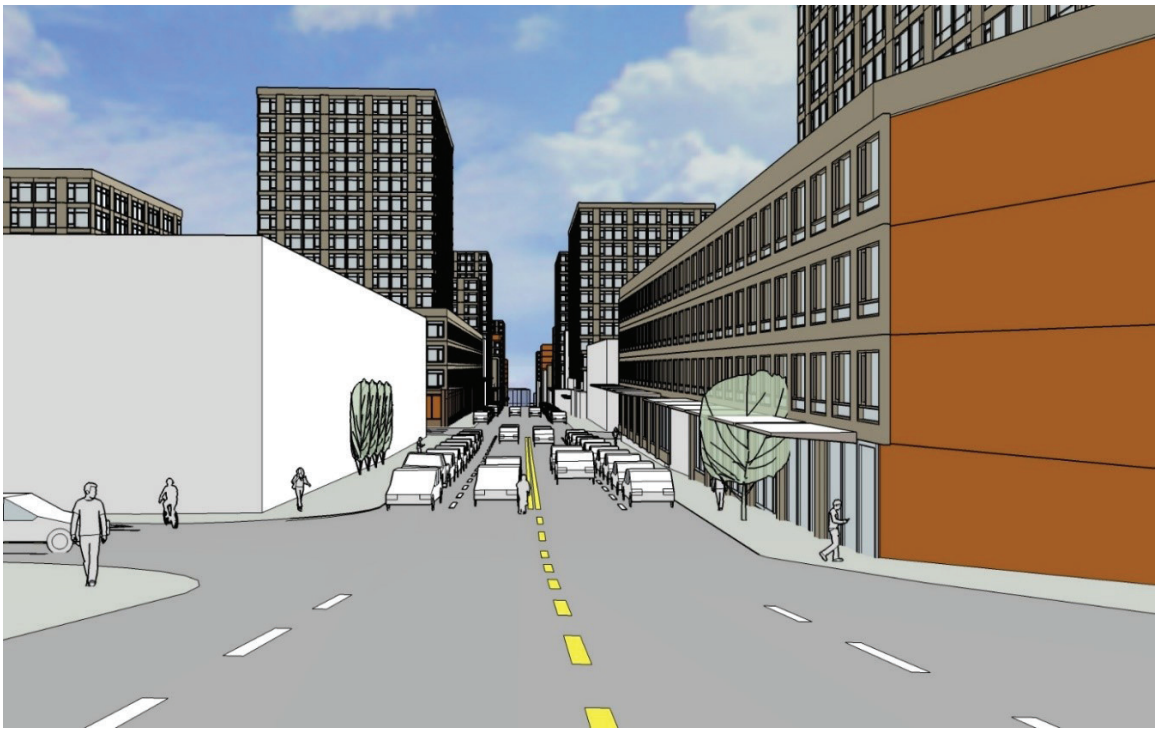


**Exhibit 3.4–71** Full Buildout: Queen Anne and Mercer Facing South, High-Rise

**Exhibit 3.4–72** Full Buildout: Thomas and Aurora Facing West, Mid-Rise

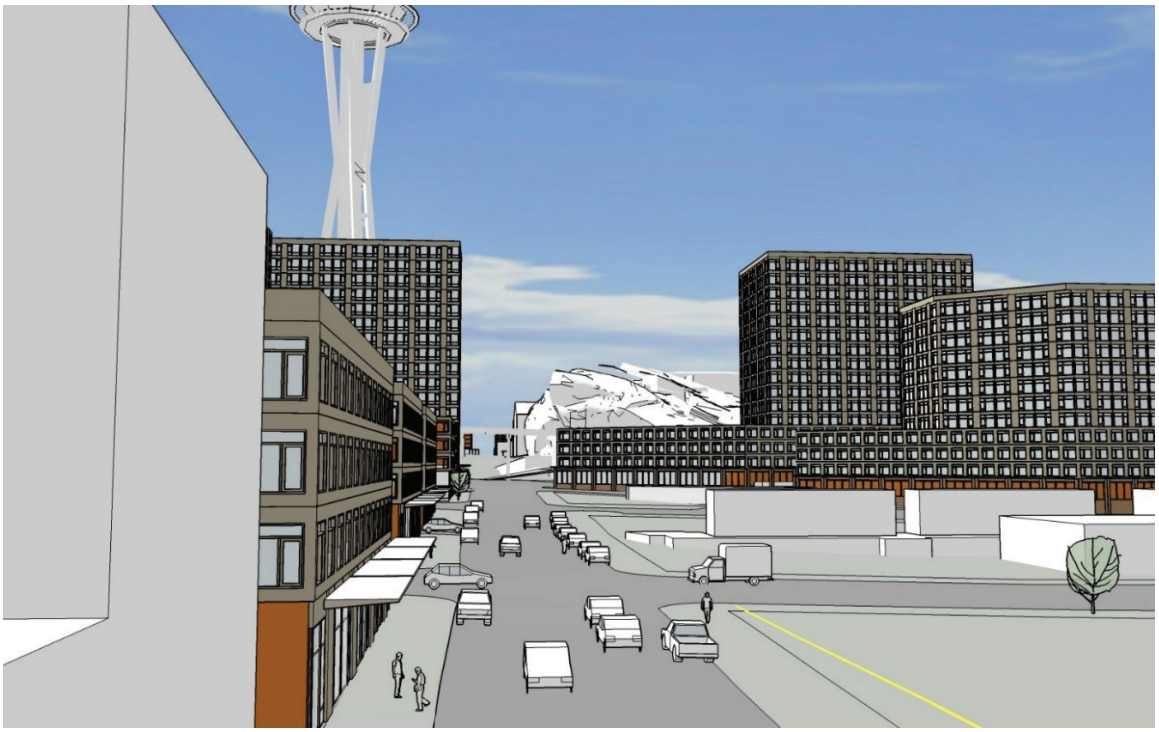


**Exhibit 3.4–73** Full Buildout: Thomas and Aurora Facing West, High-Rise

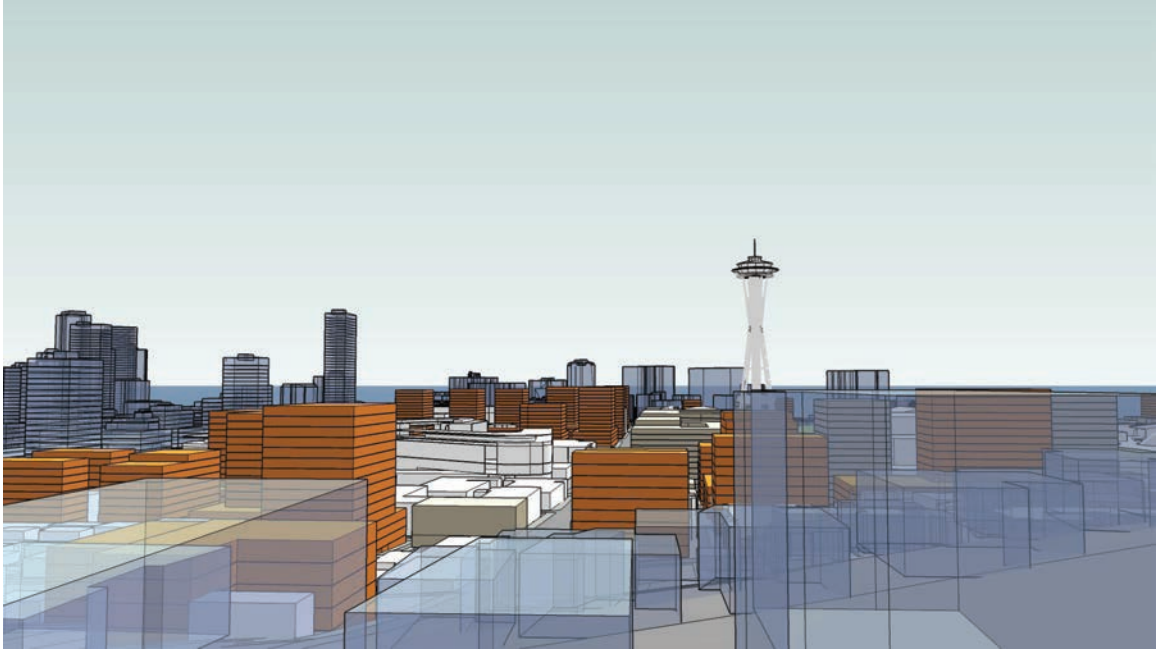


**Exhibit 3.4–74** Full Buildout: View from Bhy Kracke Park, High-Rise

## Views with Full Buildout

### Bhy Kracke Park

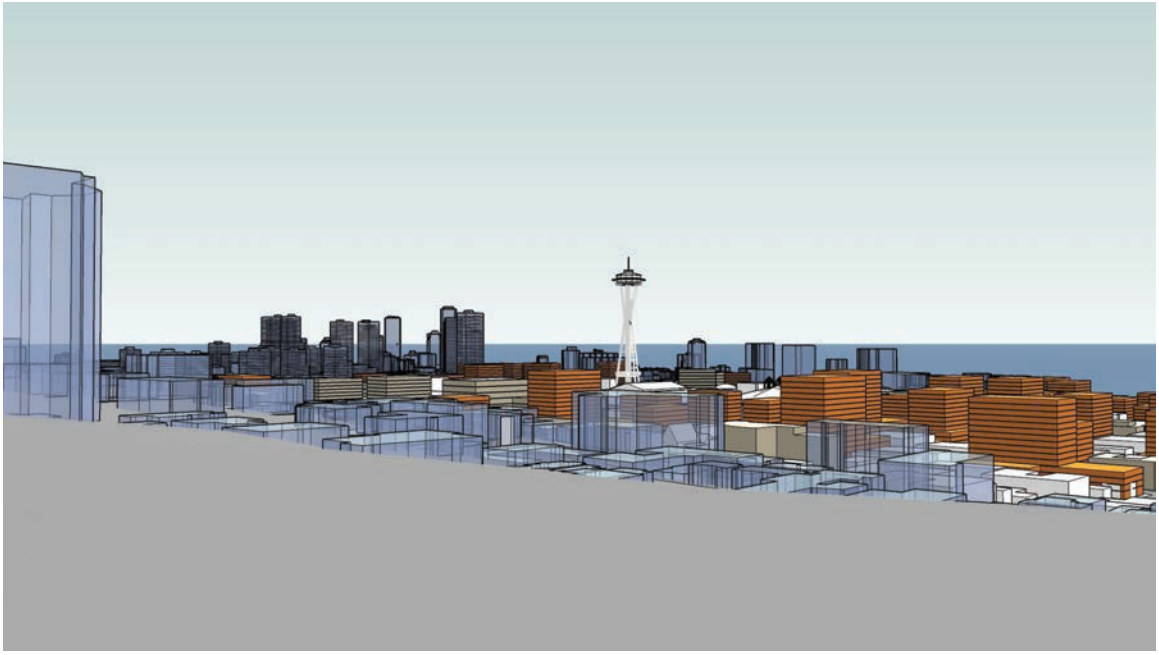
Full Buildout would not increase obstruction of Space Needle views from Bhy Kracke Park, but additional development height along the Mercer Street corridor under Alternative 3 could partially obstruct views of Elliott Bay and portions of Downtown, as shown in Exhibit 3.4–74.

### Kerry Park

Full Buildout would not increase obstruction of Space Needle views from Bhy Kracke Park, but additional development height along the Mercer Street corridor under Alternative 3 would add more tall buildings to the field of view and could partially obstruct views of Elliott Bay and the waterfront, as shown in Exhibit 3.4–75.

### Myrtle Edwards Park

Full Buildout would increase development intensity and building height in the southwestern portion of the study area along Elliott Avenue W. Under Alternative 3, this increased height could obstruct views of the Space Needle from Myrtle Edwards Park. Exhibit 3.4–76



*Source: Hewitt Architecture, 2016*

**Exhibit 3.4–75** Full Buildout: View from Kerry Park, High-Rise

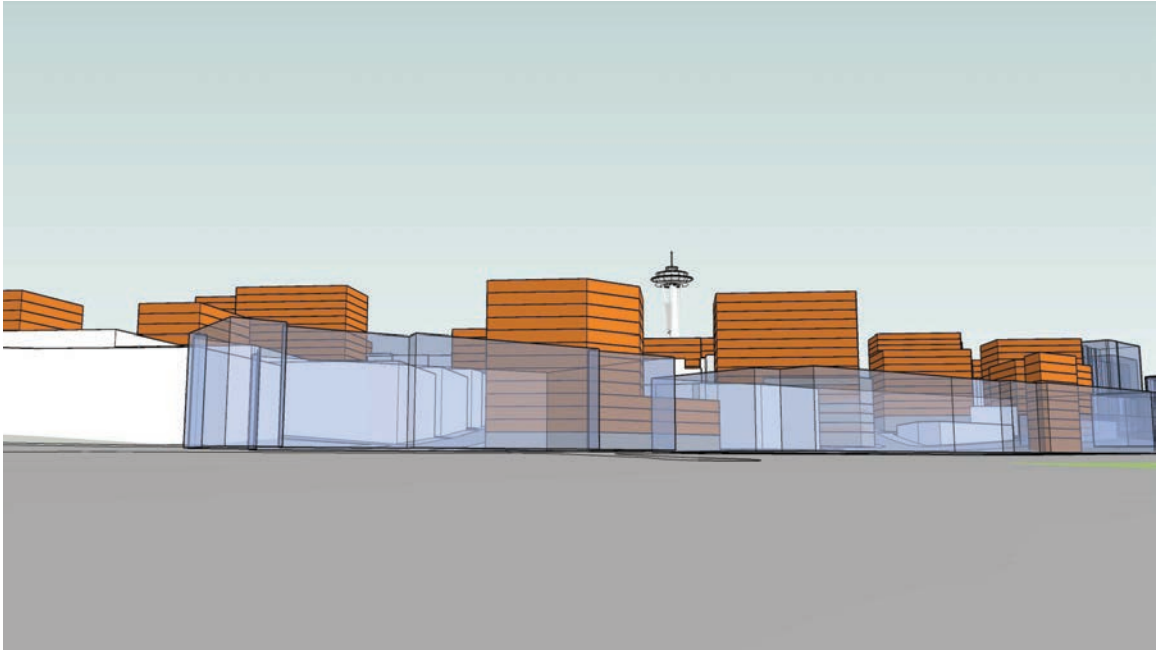


**Exhibit 3.4–76** Full Buildout: View from Myrtle Edwards Park, High-Rise

shows how new development in this area would need to be carefully arranged to maintain view corridors to the Space Needle and prevent obstruction by new development at heights of up to 160 feet.

### Territorial View—Queen Anne Avenue Facing South

Full Buildout would result in a higher level of growth along Queen Anne Avenue N than the target-based approach discussed under Alternatives 2 and 3. Increased growth in this corridor would result in greater building heights and increased density. As shown in Exhibit 3.4–77, Alternative 3 would add significantly taller buildings to this territorial view. This could further obstruct views of Elliott Bay from this viewpoint.

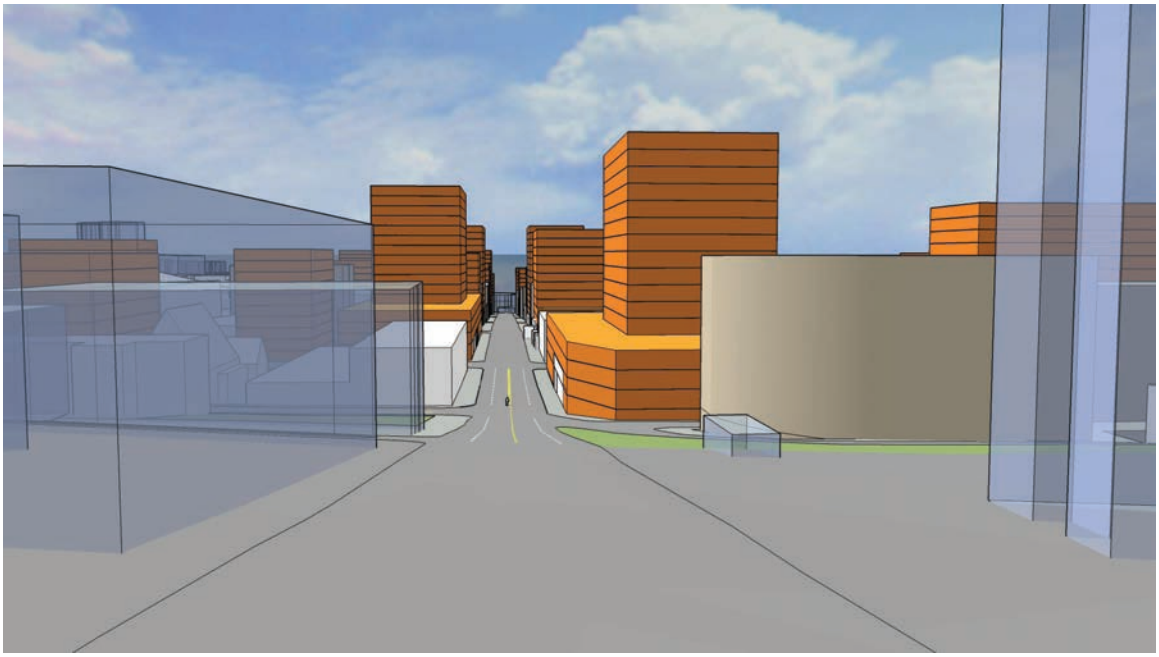
### Territorial View—Seattle Center from North

Full Buildout would result in higher levels of growth in both the southwestern portion of the study area along Queen Anne Avenue N and in the area southeast of Seattle Center. Taller buildings in these areas under Alternative 3 could affect territorial views from the north, adding new obstructions to views of Elliott Bay or Downtown, as shown in Exhibit 3.4–78.

## Maximum Zoning Heights—Views

Views would be altered with full buildout under all alternatives, and particularly Alternative 3 High-Rise. Exhibit 3.4–79 show a panorama from the north towards the Space Needle, current buildings, full buildout on redevelopable parcels, and an overlay of the maximum zoned heights. This illustrates the effect if more buildings than those considered redevelopable were to achieve the maximum height across the study area. Under Alternative 3, development achieving the maximum height would result in higher levels of growth and affect territorial views from the north, adding new obstructions to views of Elliott Bay, Downtown, and partially obstructing views of the Space Needle.

Similarly, maximum zoning heights and Full Buildout would increase obstruction of Space Needle views from Bhy Kracke Park under Alternative 3 High-Rise. Additional development height along the Mercer Street corridor under Alternative 3 and the potential for more building height change under zoning maximums would add more tall buildings to the field of view and could partially obstruct views of Elliott Bay and the waterfront, per Exhibit 3.4–80.



*Source: Hewitt Architecture, 2016*

**Exhibit 3.4–77** Full Buildout Territorial: Queen Anne Avenue Looking South, High-Rise

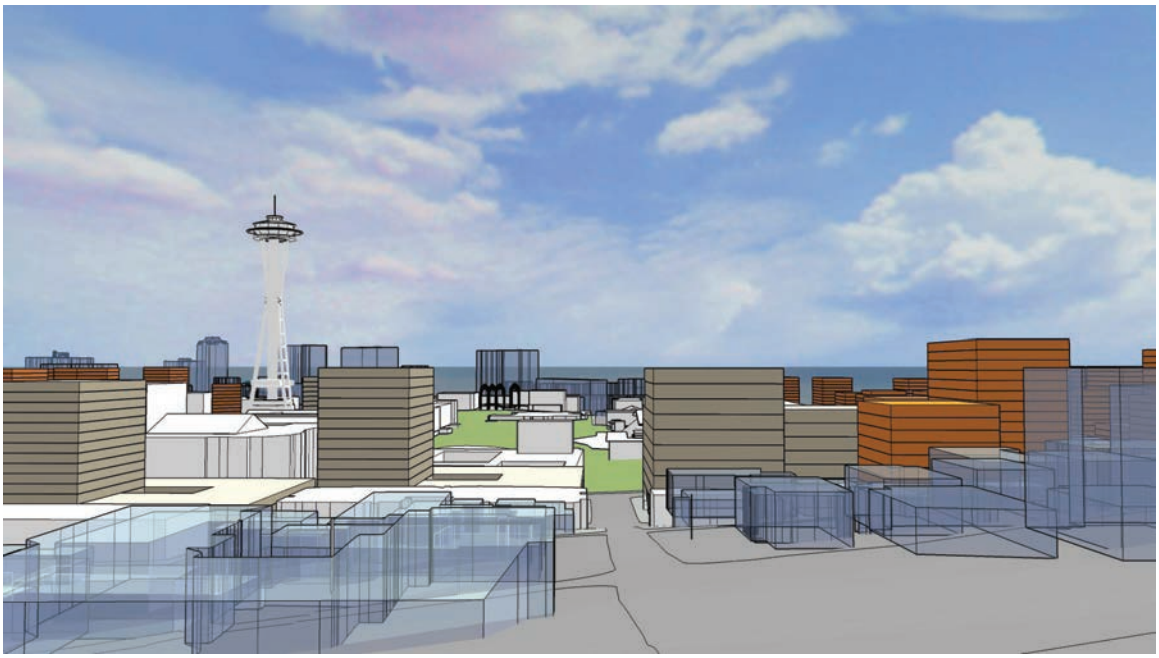
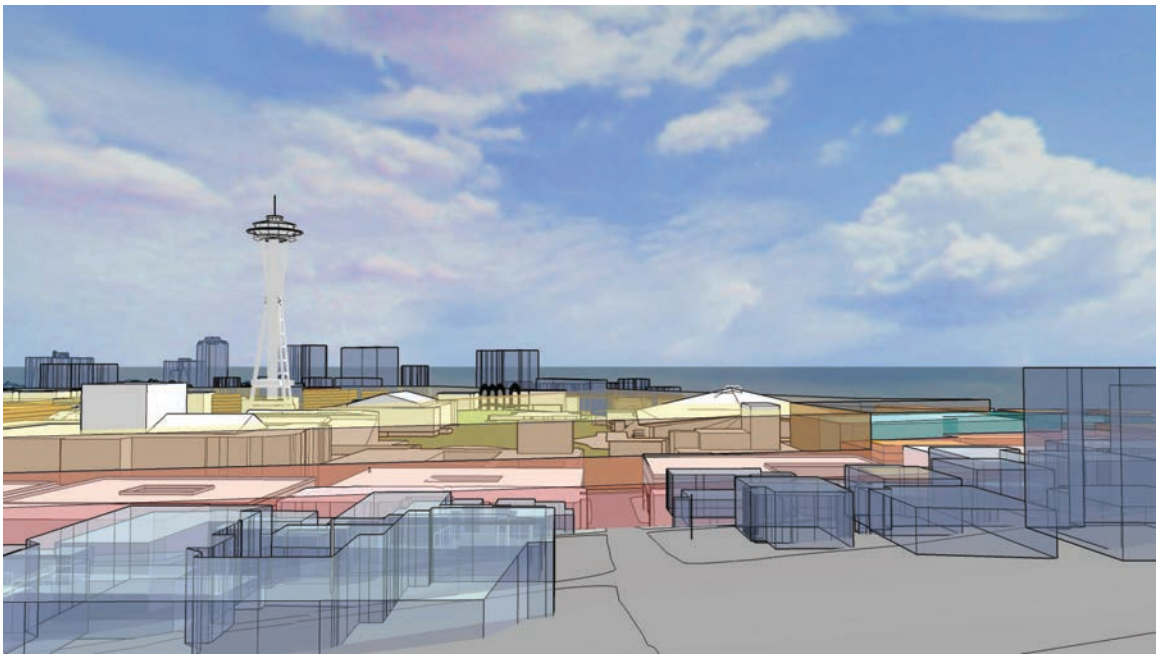


**Exhibit 3.4–78** Full Buildout Territorial: Seattle Center from North, High-Rise

*Alternative 1 No Action Zoning and Full Buildout North Panorama*



*Alternative 2 Mid-Rise Zoning and Full Buildout North Panorama*

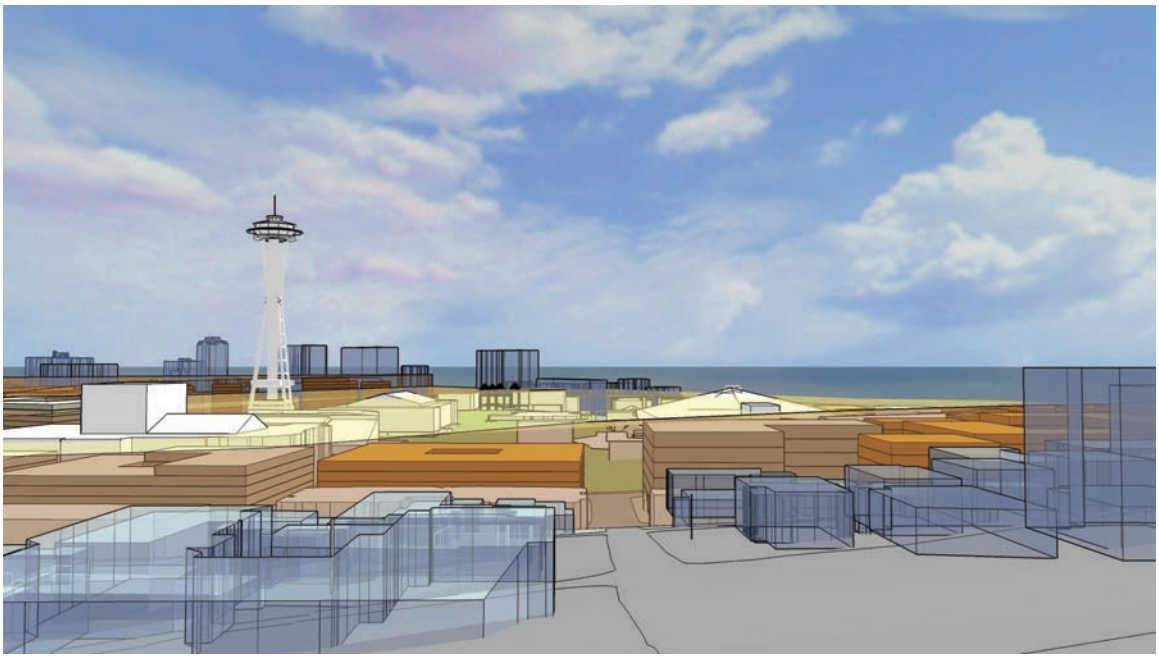
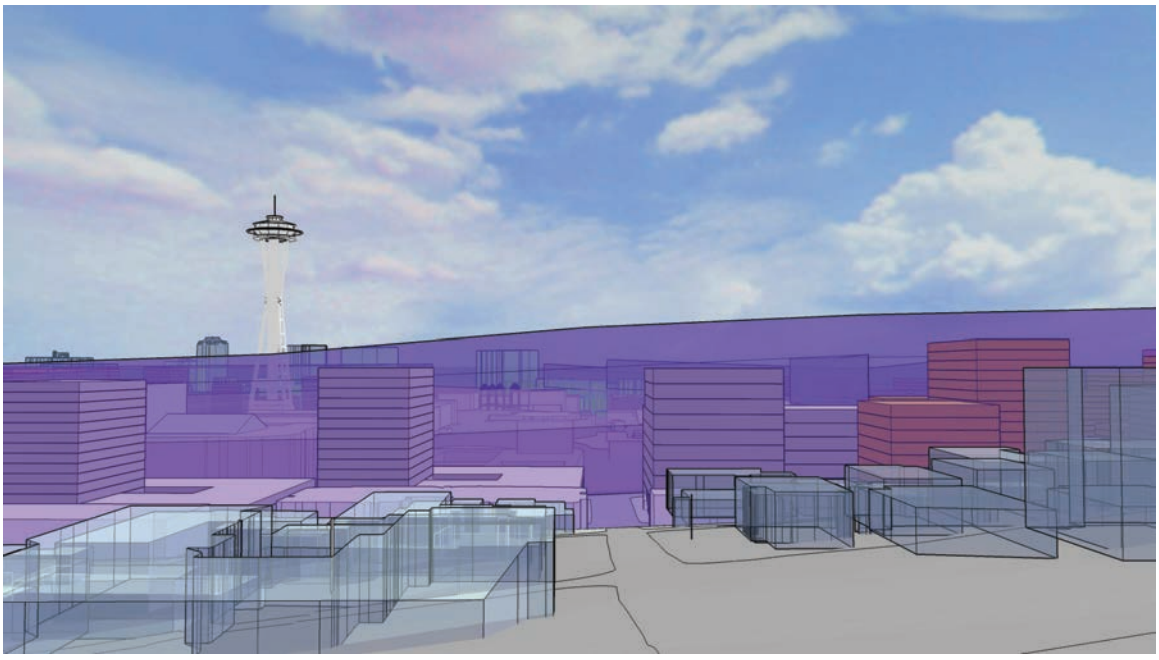


**Exhibit 3.4–79** Zoning and Full Buildout: North Panorama–All Alternatives

*Alternative 3 High-Rise Zoning and Full Buildout North Panorama*

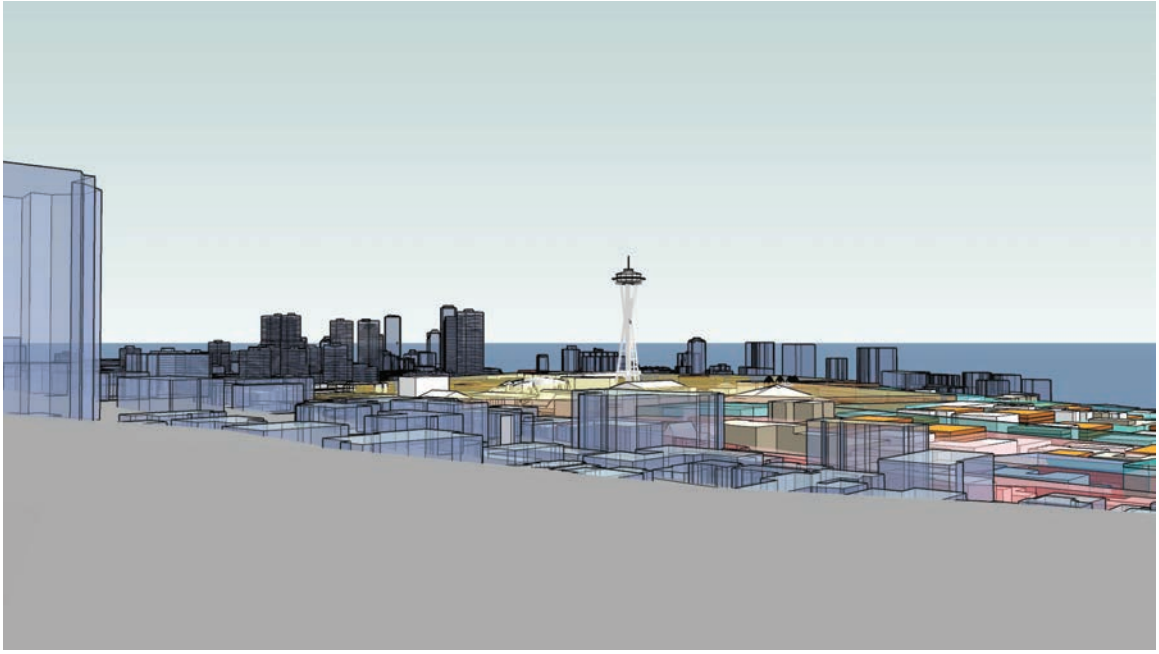


**Height**

40' 60' 65' 85' 125' 160'

*Source: Hewitt Architecture, 2016*

*Alternative 1 No Action Zoning and Full Buildout Kerry Park*



*Alternative 2 Mid-Rise Zoning and Full Buildout Kerry Park*

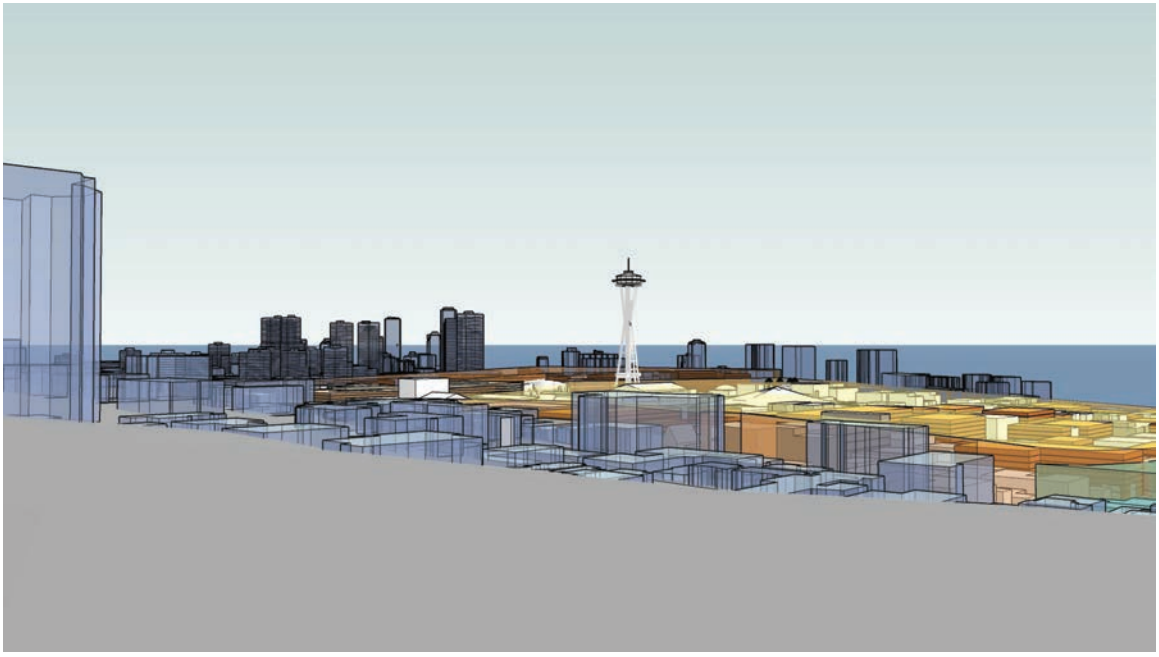
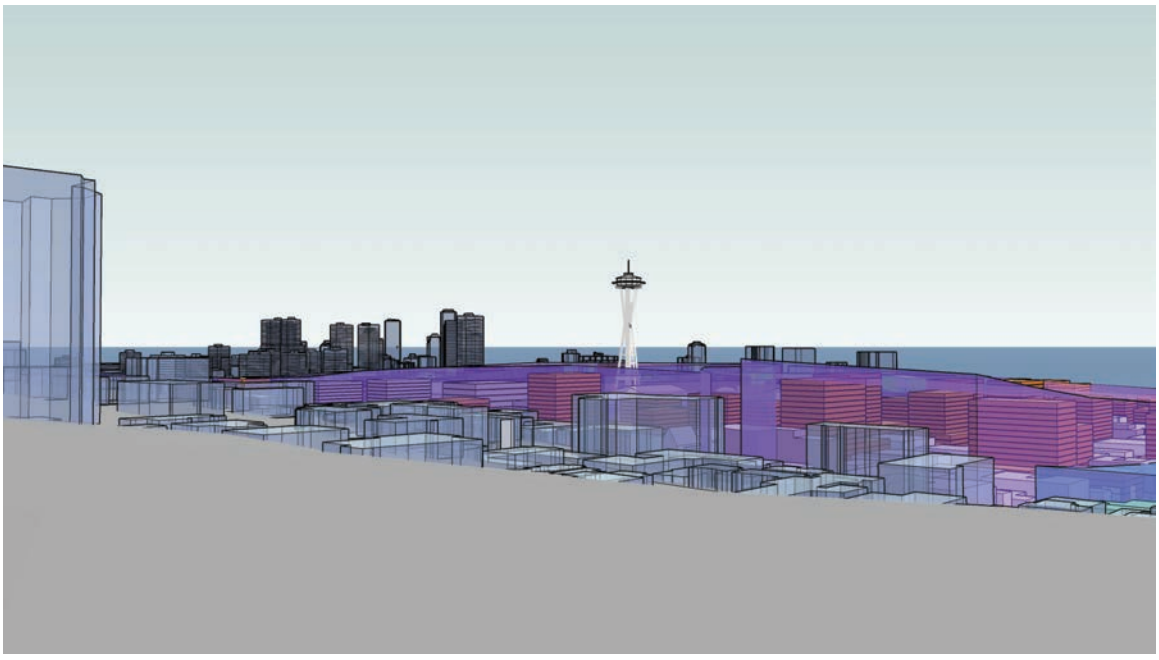


**Exhibit 3.4–80** Zoning and Full Buildout: Kerry Park—All Alternatives

*Alternative 3 High-Rise Zoning and Full Buildout Kerry Park*



**Height**

40' 60' 65' 85' 125' 160'

*Source: Hewitt Architecture, 2016*

# 3.4.3 MITIGATION MEASURES

## INCORPORATED PLAN FEATURES

- All alternatives limit building heights along the northern and western edges of the study area where it abuts lower-density neighborhoods and residential uses.
- Alternatives 2 and 3 incorporate the following streetscape and non-motorized features from the Uptown Urban Design Framework (UDF):
  - » Redesign Republican Street between Seattle Center and Queen Anne Boulevard as a "festival street."
  - » Redesign Republican Street west of Queen Anne Blvd as a key bike corridor providing access to the Thomas Street Bridge.

» Implement the West Thomas Street Concept Street Plan to continue the pedestrian street design that extends from Eastlake Avenue East, across Seattle Center, and ending at Elliott.

» Redesign Broad Street to create the "Broad Street Green."

## REGULATIONS AND COMMITMENTS

- Section 25.05.675.P of the Seattle Municipal Code establishes policies for the protection of public views, including views of major man-made and natural landmarks.
- Section 25.05.675.Q of the Seattle Municipal Code establishes policies to protect open spaces from shading and shadow effects caused by development and preserve access to light and air.
- Chapter 23.40 of the Seattle Municipal Code requires design review for projects in the Seattle Mixed (SM) zone if the project proposes more than 20 dwelling units or 12,000 gross square feet of non-residential floor area.

## OTHER PROPOSED MITIGATION MEASURES

Aesthetic and urban design impacts could be further mitigated through implementation of the following measures such as with a custom Seattle Mixed (SM) zone.

### Height, Bulk, and Scale

- In areas where building heights above 65 feet are allowed, require upper-story setbacks to preserve access to light and reduce height and bulk impacts.
- For high-rise development, locate the tallest portions of the building away from the street. The height of lower sections along the street frontage should be limited to maintain lower-intensity character at street level.
- Encourage incorporation of ground-level open space and mid-block passages to break up the bulk of buildings and enhance the pedestrian experience.
- Through development standards and the design review process, encourage design that breaks up building forms to avoid monolithic buildings that completely block light and views. Slimmer building forms can provide height and development capacity while also maintaining partial views.

- Prioritize streetscape improvements and amenities to maintain an attractive atmosphere for pedestrians.
- Implement height limits or setbacks in portions of the study adjacent to lower-intensity zones, such as along the northern boundary.
- Implement development standards that encourage modulation of façades to break up building walls.

## Views from Scenic Routes

- Require ground-level setbacks, upper-story setbacks, building massing separation, or some combination of these to preserve views of the Space Needle from 5th Avenue N.
- Require preservation or replacement of existing streetscape vegetation along identified scenic routes to help preserve existing character as development becomes more intense, particularly along Mercer Street.
- Implement height limits and upper-story setbacks along all scenic routes in the study area to maintain views of the sky and prevent narrowing of the visual corridor, particularly along Queen Anne Avenue N.

## Shadows

- Require detailed shadow studies for new development adjacent to one of the protected parks or public spaces analyzed in this EIS to identify project-specific impacts to shading conditions.
- Condition development near protected parks and open spaces with a combination of the following measures to reduce shading effects:
  - Height limits within a specified distance of the park,
  - Separation of high-rise building massing,
  - Modification of high-rise tower location and orientation, or
  - Upper-level setbacks.

## 3.4.4 SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS

Under all alternatives, increased development in the Uptown study area would have the effect of creating a more urban character and more intensive development pattern, and public spaces would experience increased shading from taller buildings. More intense development in the study area would affect neighborhood character in Uptown, particularly under Alternative 3. Counterbalance Park and Kinnear Place Park would experience increased shading conditions, particularly under Alternative 3.

With the incorporation of proposed mitigation, all alternatives would be consistent with the City's policies in SMC 25.05.675P and Q regarding protection of public views and shading of public parks and open spaces. Thus, based on thresholds of significance and proposed mitigation, no significant unavoidable adverse impacts are identified.

Under all alternatives, some private territorial views could change as a result of increased development and building heights and some persons may consider a change in their view to be a significant adverse aesthetic impact. City view protection policies focus on public views. The City attempts to address public and private views generally through height and bulk controls.[1]

1 *The City of Seattle's public view policy background indicates: "Adopted Land Use Codes attempt to protect private views through height and bulk controls and other zoning regulations but it is impractical to protect private views through project-specific review." (SMC 25.05.675 P.1.f.)*

# SECTION 3.5 / Historic and Cultural Resources

This section addresses potential impacts to listed and potentially eligible historic properties in the Uptown Urban Center, as well as identified and unidentified below-ground cultural resources.

For historic register resources, potential impacts were assessed based on their potential permanence. For this Draft EIS, significant impacts to historic register resources would result if an alternative:

- Incentivizes designated historic landmarks to be demolished for redevelopment;
- Allows development to occur in a manner that could adversely impact the character of an adjacent designated landmark; or
- Incentivizes known eligible sites to redevelop without consideration as potential landmarks.

Any ground disturbance has the potential to impact below-ground cultural resources, if present. If impacts were to occur, they would be irreversible and permanent. For this Draft EIS, significant impacts to below-ground resources would result if an alternative:

- Incentivizes sites to redevelop where irreversible and permanent impacts to intact below-ground cultural resources could occur.

# 3.5.1 AFFECTED ENVIRONMENT

The Uptown neighborhood, located at the foot of Queen Anne Hill, was, for most of its history, known as Lower Queen Anne. In 1994 it was acknowledged as its own neighborhood, with Seattle Center as its heart. As a designated urban center, the neighborhood is a mix of commercial and residential buildings. This is consistent with the area's history, as demonstrated below.

## PLANNING AND POLICY CONTEXT

Impacts to cultural resources are typically considered if there are buildings, structures, or sites that are on or near the project area, over 45 years old, and listed or eligible for listing in national, state, or local historic preservation registers.

Applicable national, state, and local historic preservation registers reviewed for this project include the following:

- National Register of Historic Places (NRHP), as established through the National Historic Preservation Act (NHPA)
- Washington Heritage Register (WHR) and Washington Heritage Barn Register (WHBR)
- Seattle City Landmarks (SCL)

The historical significance required for listing on each register varies based on criteria including association with significant events, significant people, distinctive architectural or artistic value, or ability to inform our past. Properties can possess significance on multiple levels and thus be listed on more than one register.

The age at which a property can be considered "historic" varies by register. (See Exhibit 3.5–1) For the NRHP, WHR, and WHBR, the standard threshold is 50 years, while for Seattle City Landmarks

**Exhibit 3.5–1** Historic Registers Applicable to this Project

| State / Local Preservation Register | Standard Age Threshold | Managing Agency |
|---|---|---|
| **Washington Heritage Register (WHR)** | 50 years | DAHP* |
| **Washington Heritage Barn Register (WHBR)** | 50 years | DAHP* |
| **Seattle City Landmark (SCL)** | 25 years | City of Seattle |

**DAHP = Department of Archaeology and Historic Preservation*

*Source: DAHP, 2016; Seattle Department of Neighborhoods, 2016*

the standard threshold is 25 years. A property that has achieved exceptional significance within a shorter timespan can also be considered eligible for the NRHP and Seattle City Landmark, although this is rare. Changes to designated Seattle City Landmarks are managed through the Certificate of Approval (COA) process (Seattle Department of Neighborhoods, 2016a). The COA process typically involves multiple meetings and includes an appeals process.

There are several Washington State laws protecting archaeological resources that apply to the Uptown study area: Archaeological Sites and Resources (Chapter 27.53 RCW), Indian Graves and Records (Chapter 24.44 RCW), Abandoned and Historic Cemeteries and Historic Graves (Chapter 68.60 RCW), and Human Remains (Chapter 68.50 RCW).

The non-project proposal is not subject to compliance with federal cultural resources regulations because there are no federal funding, federal permits, or federal lands involved. However, the Seattle Landmark regulations refer to NRHP eligibility. Therefore, familiarity with the eligibility criteria is helpful. In brief, a resource can be eligible for listing on the NRHP if it has integrity of location, design, setting, materials, workmanship, and feeling and is associated with significant events, significant people, embodies distinctive architectural characteristics, or has the potential to yield important information about history or prehistory.

## PRECONTACT PERIOD

The precontact cultural chronology of the Pacific Northwest and Puget Sound from the Late Pleistocene onward has been previously summarized (Ames & Maschner, 1999; Blukis Onat, 2001; Kidd, 1964; Matson & Coupland, 1995; Nelson, 1990). The various chronologies generally agree on broad patterns in culture but may differ regarding the timing and significance of changes in specific aspects of culture, such as subsistence, technology, and social organization. The following discussion of cultural-historical sequence draws broadly on the various chronologies, but follows Ames and Maschner (1999) by recognizing five periods:

- Paleoindian (before 12,500 years ago)
- Archaic (12,500 to 6,400 years ago)
- Early Pacific (6,400 to 3,800 years ago)
- Middle Pacific (3,800 to 1,800/1,500 years ago)
- Late Pacific (1,800/1,500 years ago to AD 1851)

The Late Pacific period overlaps slightly with the Ethnographic period, as discussed below. Information about each period is summarized in Exhibit 3.5–2.

**Exhibit 3.5–2** Precontact Time Periods

| Time Period | Approximate Date Range | Characteristics |
|---|---|---|
| **Paleoindian** | Before 12,500 years ago | Often referred to as Clovis culture and located in the uplands; represented by projectile points* |
| **Archaic** | 12,500 to 6,400 years ago | Often referred to as Olcott culture and located in riverine and lake settings; represented by cobble tools and lanceolate* projectile points |
| **Early Pacific** | 6,400 to 3,800 years ago | Located in marine and estuary settings; represented by large shell middens* and decorative artifacts such as labrets* and bracelets |
| **Middle Pacific** | 3,800 to 1,800/1,500 years ago | Represented by large plank houses, increase in decorative items, woodworking tools (adzes*, mauls*, wedges*) |
| **Late Pacific** | 1,800/1,500 years ago to AD 1851 | Represented by seasonal camps associated with resource procurement and increased variability in burial methods |
| **Ethnographic Period** | AD 1792-1851 | The same as Late Pacific sites; non-Native tools and materials may be present |

** Projectile points are chipped stone artifacts used to tip arrows, dart points, or spears; Lanceolate projectile points are a specific type of projectile point; middens are archaeological deposits consisting of refuse from human activities, usually composed of a mixture of soil, charcoal, and various food remains such as bone, shell, and carbonized plant remains--they may also contain human remains; labrets are personal adornment items made of stone or bone and are worn in the lower lip; adzes, mauls, and wedges are hand tools used for woodworking.*

*Source: Ames & Maschner, 1999*

## ETHNOGRAPHIC PERIOD

The ethnographic period is when the first non-Native peoples came to the area. Generally, the ethnographic period began in 1792 and ended in 1851. Therefore, there is some overlap between the Precontact and Ethnographic periods.

After passage of the 1850 Donation Land Act of Oregon, settlers began to claim homestead lands throughout the Puget Sound region, including within the Uptown area. Early settlements were located in easily accessible areas, such as boat landings on lakeshores, along trails, wagon roads, and railroads, or at river mouths (U.S. Coast Guard, 1879; U.S. Coast Guard, 1889; U.S. Coast Guard, 1907; U.S. Surveyor General, 1856a; U.S. Surveyor General, 1856b; U.S. Surveyor General, 1863a; U.S. Surveyor General, 1863b).

The Uptown area is located within the traditional territory of members of today's Muckleshoot Tribe, the Suquamish Tribe, the Snoqualmie Tribe, and the Tulalip Tribes (Suttles & Lane, 1990). These four tribes are federally recognized. The Duwamish Tribe, which is seeking federal recognition, is also an interested tribal group located in the area.

There are several recorded Native American names for places in or near the Uptown area. They include *Babaqʷəb*, *T!E'kEp*, and *Ctca'qʷcĭd* (Hilbert, 2001; Thrush, 2007; Waterman, 1922). *Babaqʷəb* ("prairie") is an open space in the area of what is now Belltown and Seattle Center (Hilbert, 2001, p. 60). Two longhouses were reported as being here, middens were created along the nearby shorelines, and the areas resources were used for subsistence (Thrush, 2007, p. 228). *T!E'kEp* ("aerial duck net") was the name for a path ducks followed while flying between the south end of Lake Union and Smith Cove. The birds would fly low over the base of Queen Anne Hill, and snares were put up in this area to catch them (Thrush, 2007, pp. 227–228; Waterman, 1922, p. 188). *Ctca'qʷcĭd* ("where a trail descends to the water") was a trail passing through Uptown leading from the Seattle harbor to Lake Union and the site of the Denny sawmill at the south end (Waterman, 1922, p. 192).

## HISTORIC PERIOD

After the Denny-Boren Party moved from their initial landing point at Alki Beach in 1851 to the east side of Elliott Bay in 1853, Euroamerican settlement gradually moved north into what is now downtown Seattle and up onto Queen Anne Hill. While that period between 1852 and 1870 was slow for the growth of the City, several of the City's most influential families claimed land on the Hill, including the Dennys, the Mercers, and the Smiths. Development on and around Queen Anne Hill focused mostly on clearing the area of trees and the construction of early roads that later formed the backbone for growth of the area.

Over the next several decades, the slopes of Queen Anne Hill developed in earnest. Cable car routes transported the wealthier residents living in the elegant, Queen Anne-style homes on the crest of the hill down into the city. These homes are the hill's namesake. In the early 1900s the framework of the neighborhood was completed as streets were laid out, utilities installed, and parks were established. As growth in other parts of the City continued,

middle-class housing and businesses filled out the remaining lots on the hill. By the time of the Great Depression, Queen Anne had become a distinct urban district.

Lower Queen Anne came into its own when the 1962 Seattle World's Fair used the existing Auditorium, Armory, and Memorial Field as the center of the complex. The fairgrounds were developed over 74-acres that included the original Denny plats and *Babaqʷəb*. Those buildings constructed for the fair have since been repurposed and remain at Seattle Center (Lentz, 2005).

Rezoning in the 1950s led to redevelopment of many lots in Lower Queen Anne in the 1960s and 1970s, changing the character of parts of the neighborhood from one- and two- story homes to larger apartment and condominium complexes. That area now known as Uptown became concentrated with commercial and office buildings. Many of the older buildings in the area were repurposed to residential and commercial (Williams, 2015).

In 1994, the City of Seattle identified Uptown as a distinct neighborhood. Over the past two decades the historic character of the neighborhood has been maintained in some areas and converted in others as increased development and population density occurred in the neighborhood.

## Findings

### Historic Properties

In 2008, the *Seattle Center Century 21 Master Plan* was prepared (City of Seattle, 2008). Included in the document are plans to draw better connections between the Center and surrounding neighborhoods, through creating more open space, redeveloping existing structures, and improving transportation. At that time, there were four Seattle Landmarks at the Center. Since then, another four have been designated.

As part of that plan, several of the existing structures comprising Seattle Center are planned for demolition or extensive renovation, which will be completed through the Landmarks COA process. These include Memorial Stadium, Center House, Mercer Arena, and the vicinity of Key Arena, to name a few.

As of April 2016, there were 26 above-ground properties within the Uptown area listed on historic registers. There are no recorded

historic cemeteries (Department of Archaeology and Historic Preservation, 2010). As shown in Exhibit 3.5–3 and on Exhibit 3.5–4, above-ground historic properties are generally clustered within and around the Seattle Center along the Uptown Corridor and Mercer/Roy Corridor. The listed properties date from 1891 to 1964 and are

**Exhibit 3.5–3** Historic Properties in the Uptown Urban Center listed in Historic Registers

| No.* | Address | Building | Register** | Year Built |
|---|---|---|---|---|
| 1 | 1038 Elliott Ave W | Wilson Machine Works | NRHP, WHR | 1925 |
| 2 | 115 W Olympic Pl | De La Mar Apartments | NRHP, WHR, SCL | 1909 |
| 3 | 200 2nd Ave N | Pacific Science Center | SCL | 1962 |
| 4 | 201 Mercer St | Playhouse—Century 21 Exhibition | NRHP, WHR | 1962 |
| 5 | 26 W Harrison St | Delmasso Apartments | NRHP, WHR | 1930 |
| 6 | 305 Harrison St | Washington National Guard Armory / Food Circus / Center House | NRHP, WHR, SCL | 1939 |
| 7 | 305 Harrison St | Washington State Coliseum / Coliseum Century 21 / Key Arena | NRHP, WHR | 1962 |
| 8 | 305 Harrison St | Sweden Pavilion / Northwest Craft Center | NRHP, WHR | 1962 |
| 9 | 305 Harrison St | International Commerce and Industry Building / Northwest Rooms and International Pavilion | NRHP, WHR, SCL | 1962 |
| 10 | 305 Harrison St | Great Britain Pavilion / Seattle Center Pavilion | NRHP, WHR, SCL | 1962 |
| 11 | 305 Harrison St | Monorail Office | NRHP, WHR | 1962 |
| 12 | 305 Harrison St | Monorail Terminal | NRHP, WHR | 1962 |
| 13 | 305 Harrison St | NASA Warehouse | NRHP, WHR | 1962 |
| 14 | 305 Harrison St | Friendship / Kobe Bell | NRHP, WHR, SCL | 1962 |
| 15 | 305 Harrison St | The Seattle Mural / Century 21 Mural | NRHP, WHR, SCL | 1962 |
| 16 | 305 Harrison St | International Fountain | NRHP, WHR | 1961 |
| 17 | 401 5th Ave | Memorial Stadium | NRHP, WHR | 1947 |
| 18 | 415 1st Ave N | Queen Anne Post Office | NRHP, WHR | 1964 |
| 19 | 505 1st Ave N | Wedgewood Apartments | NRHP, WHR | 1930 |
| 20 | 566 Denny Way | Seattle First National Bank | NRHP, WHR, SCL | 1950 |
| 21 | 600 Queen Anne Ave N | Marqueen Apartments | NRHP, WHR | 1918 |
| 22 | 7 Harrison St | Strathmore Apartments | NRHP, WHR | 1908 |
| 23 | 934b Elliott Ave W | Sheet Metal Works and Roof Company | NRHP, WHR | 1948 |
| 24 | 5th Ave | Alweg Monorail | NRHP, WHR, SCL | 1962 |
| 25 | Republican & 6th Ave | Lake Union Sewer Tunnel | NRHP, WHR | 1891 |
| 26 | 219 4th Ave | Space Needle | SCL | 1962 |

* *Number corresponds with Exhibit 3.5–4 on page 3.182.*
** *NRHP = National Register of Historic Places; WHR = Washington Heritage Register; SCL = Seattle City Landmark*

*Source: DAHP, 2010; Seattle Department of Neighborhoods, 2016*

**Exhibit 3.5-4** Map of Historic Sites in the Uptown Urban Center listed in Historic Registers

--- Urban Center Boundary

# Historic Property Number

*Source: DAHP, 2010; Seattle Department of Neighborhoods, 2016*

listed on the National Register of Historic Places (NRHP), Washington Heritage Register (WHR), or are designated Seattle City Landmarks (SCL). Some properties are listed on multiple registers. All properties listed on the NRHP are automatically listed on the WHR.

There are 16 properties listed in both the NRHP and WHR, eight are listed in the NRHP, WHR, and SCL, and two are listed solely as a SCL. An additional 77 properties in the Uptown area have been recorded, but no register determinations have been made.

## Previous Archaeological Work

Twelve cultural resources surveys have been previously prepared within the Uptown area, but these studies cover less than 40 percent of the Uptown area and include very little subsurface investigation (Department of Archaeology and Historic Preservation, 2010). These reports were prepared by a range of project proponents for a variety of project types, including construction of highways and roads, transit facilities, and utility installation. The reports vary from simple literature reviews and summaries of historic and cultural resource field surveys, to archaeological site investigations at identified sites. Reports have been conducted at a variety of jurisdictional levels.

The most comprehensive of these studies included areas within the Uptown Corridor and Uptown Park–Central neighborhoods, as well as portions within the Mercer-Roy Corridor and Uptown Triangle neighborhoods (Forsman, 1997). Limited subsurface investigation was undertaken, but over 200 historic properties were inventoried. Most of these were outside of the Uptown area, and none of those within the Uptown area were recommended eligible for listing.

As of April 2016, previous archaeological reports have identified three archaeological sites in the Uptown area. The locations of these sites are protected from public disclosure under state law (RCW 42.56.300) and therefore are not mapped for this study. Of the recorded sites, two are from the historic period and one is from the historic and ethnographic periods.

**Precontact Period Archaeological Sites.** Archaeological evidence indicates that Native Americans have lived within the region and along the shores of Puget Sound for more than 4,000 years (Larson, 1995). DAHP's statewide predictive model classifies the Uptown area as moderate to very high risk for containing Precontact archaeological sites (Exhibit 3.5–5). The statewide predictive model is a tool used by archaeologists and planners to evaluate potential archaeological risks on a broad scale. The model was developed to statistically evaluate multiple environmental factors (i.e., elevation, slope percent, aspect, distance to water, soils, and landforms) to predict where cultural resources might be found (Kauhi, 2013). It is not a substitute for conducting site-specific subsurface investigations, which may be required for project-level review.

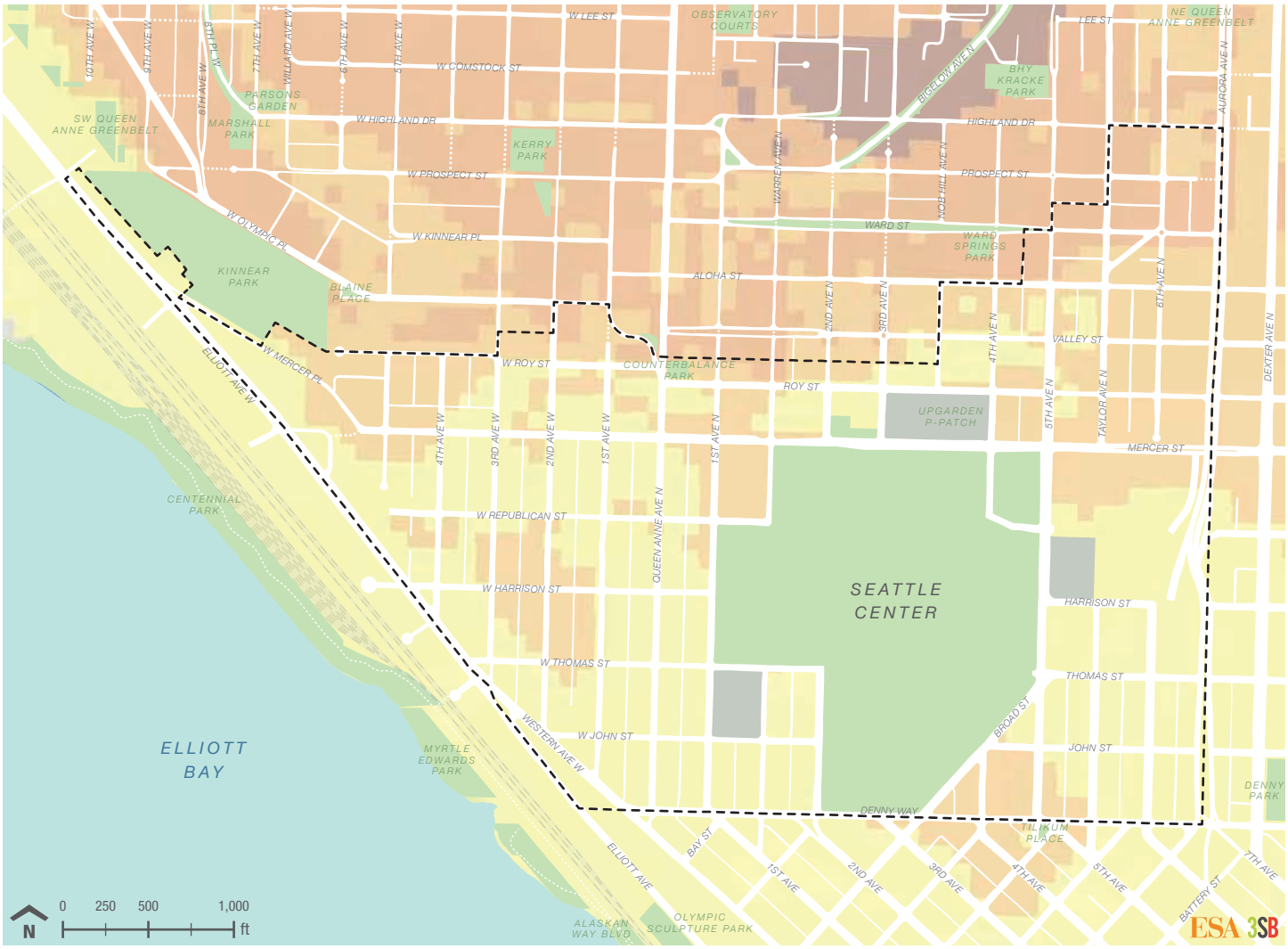



**Exhibit 3.5-5** Precontact Archaeological Predictive Model

- Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)

**Risk**

- Low
- Moderately Low
- Moderate
- High
- Very High

*Source: DAHP, 2010*

**Historic Period Archaeological Sites.** As of April 2016, there were three recorded historic archaeological sites located in the Uptown area (Department of Archaeology and Historic Preservation, 2010). These date from ca. 1890 to ca. 1950 and include transportation, infrastructure, commercial, and domestic remains. Two of these have been determined Not Eligible for listing in the NRHP, and one has not been evaluated.

# 3.5.2 IMPACTS

## IMPACTS COMMON TO ALL ALTERNATIVES

### Above-ground Resources

All alternatives could affect established or potential historic register properties, districts, or landmarks as a result of development pressure. Exhibit 3.5–6 identifies locations of historic properties on blocks proposed for increased height limits under Alternatives 2 and 3. Exhibit 3.5–7 shows those properties in the Uptown Study Area that meet the minimum age threshold for consideration for listing in the NRHP or recognition as a Seattle City Landmark. Impacts could include demolition of such properties, or inappropriate rehabilitation and re-use that could change the character and/or setting, or result in changes in the physical context (i.e., new construction adjacent or across the street). Because Seattle SEPA policies require investigation of historic significance of structures over 25 years of age as part of project-level SEPA review (when required), rezoning may also encourage preservation efforts through the nomination of historic properties, districts, or landmarks. Owners of buildings listed in the NRHP are provided the opportunity receive federal investment tax credits, matching grant-in-aid funds for restoration, and free technical assistance from DAHP for the maintenance, rehabilitation, and restoration of the property. For Seattle City Landmarks, incentives include special tax valuation, and zoning and building code relief.

As detailed in Section 3.1 Land Use, several redevelopment projects are expected within the Uptown area in the future with, or without the rezone. Properties currently identified as redevelopable include two register-listed structures: Wilson Machine Works (site 1, Exhibit 3.5–4), and the Sheet Metal Works and Roof Company (site 23, Exhibit 3.5–4). These are the only two register-listed structures on properties identified as either in permitting or redevelopable. Depending on how these properties are redeveloped (e.g., if the structures are demolished or incorporated into a new building design), impacts could be significant.

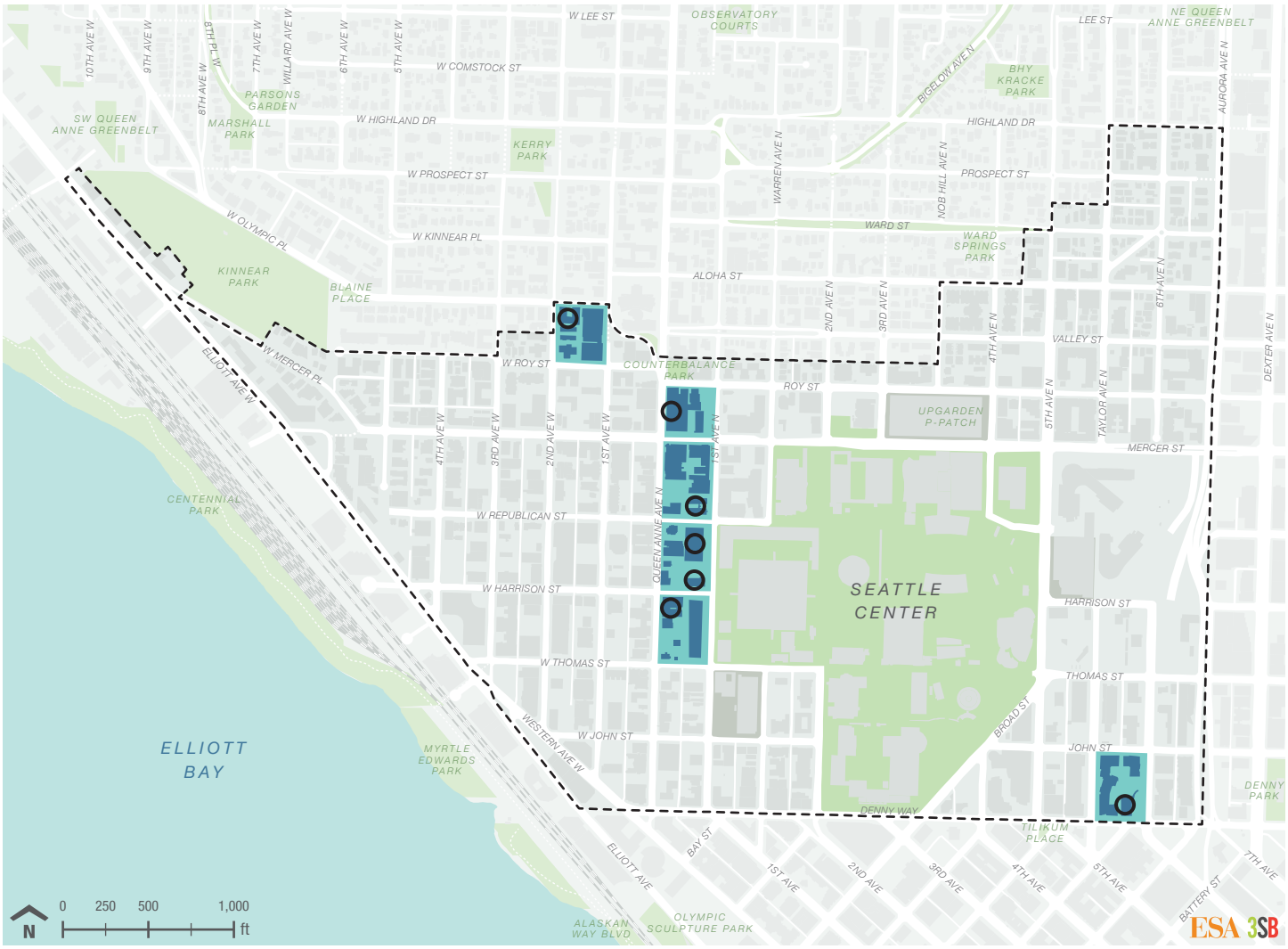



**Exhibit 3.5-6** Locations of Historic Properties on Blocks Proposed for Increased Height Limits under Alternatives 2 and 3

- Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)

**Historic Properties on Blocks Proposed for Increased Height Limits Under Alternatives 2 and 3**

- Blocks with Register and/or Landmark-listed Properties
- Buildings on Blocks with Register and/or Landmark-listed Properties (2012)
- Historic Sites

*Source: DAHP, 2010; Seattle Department of Neighborhoods, 2016*

## Below-ground Resources

Redevelopment would occur under all alternatives. Any ground disturbance has the potential for significant, irreversible impacts to below-ground cultural resources because of damage, destruction, or loss of integrity.

## IMPACTS OF ALTERNATIVE 1 NO ACTION

Under Alternative 1 No Action, current zoning designations and height limits would remain. Even without increased height limits and new development incentives, existing market-forces and presence

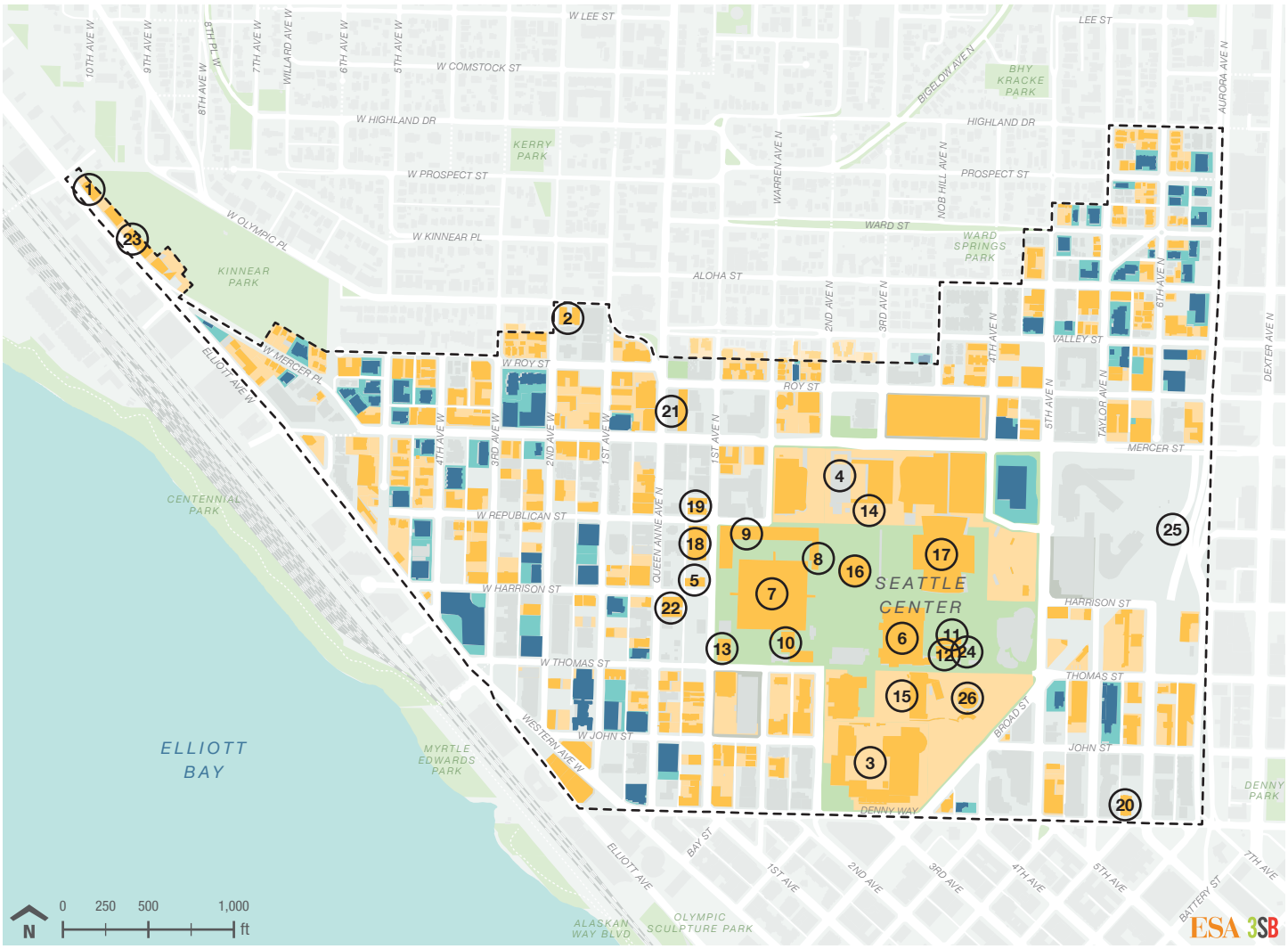



**Exhibit 3.5-7** Register and Landmark-Listed and Potentially Register or Landmark-Eligible Properties

- Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)

**Register and Landmark-Listed and Potentially Register or Landmark-Eligible Properties**

- Meets minimum-age threshold for NRHP eligibility (50 years, pre-1967)
- Meets minimum-age threshold for SCL eligibility (25 years, pre-1992)
- Historic Sites

*Source: DAHP, 2010; Seattle Department of Neighborhoods, 2016*

of potential redevelopable properties in the Uptown area suggest that the pressure on historic resources is likely to continue and increase over time. As redevelopment projects are implemented, existing historic properties could be demolished (significant impact to historic properties) and new structures built (significant impact to below-ground cultural resources) that could alter the character of the neighborhood or nearby and adjacent resources. Compared to the Action Alternatives, there would likely be less redevelopment pressure in the Uptown area and less potential for significant impacts, given that no new zoning would be established.

## IMPACTS OF ALTERNATIVE 2 MID-RISE

Alternative 2 Mid-Rise provides for moderate height increases across a large area of Uptown. Increases in height limits in some residential areas and commercial and mixed use areas could incentivize redevelopment that could include demolition of register-listed or potentially-eligible properties (see Exhibit 3.5–6 and Exhibit 3.5–7). Similarly, increased height limits may promote development that could adversely impact the character of adjacent and nearby landmarks, register-eligible, and potentially-eligible properties. For example, the height limits of several blocks that include register or landmark-listed buildings are proposed to be raised 20 to 45 feet, potentially altering some characteristics that make those properties eligible (see Exhibit 3.5–3). One is the Marqueen Apartment building on the northeast corner of Queen Anne Avenue N and Mercer Street (property 21 in Exhibit 3.5–4). This is a three-story building approximately 35 feet tall. The building has been determined NRHP and WHR Eligible based on its architectural character and siting on a prominent corner in the heart of Uptown. Increasing adjacent height limits to 85 feet has the potential to significantly impact the building's prominence and regard in the neighborhood.

Increases in height allowances also have the potential to impact views of additional eligible or potentially-eligible historic properties in and around Uptown, as viewsheds and neighborhood character, particularly of the residential blocks, are affected by a changing skyline (see Exhibit 3.5–7). Increasing the height limits of those blocks surrounding Seattle Center has the potential to impact views to and from the Center.

## IMPACTS OF ALTERNATIVE 3 HIGH-RISE

Alternative 3 High-Rise would have similar impacts in residential areas, where height limits would be similar to Alternative 2. In commercial and mixed use areas, greater height limits may further incentivize the demolition of older properties, including some potentially register-listed or potentially-eligible properties. Neighborhood districts with the greatest height increase compared to Alternative 2 (Mercer-Roy Corridor, Uptown Park—Central, Uptown Corridor, and portions of the Taylor—Aloha Blocks) may experience the most redevelopment pressure.

Redevelopment in these areas could adversely impact the character of adjacent and nearby landmarks, register-eligible, and potentially-

eligible properties. For example, Seattle Center contains the majority of the listed historic properties in the Uptown area. Changes in height limit of 125 feet instead of 85 feet are proposed for the northeast corner currently developed with the KCTS building. Height limits in surrounding blocks are also proposed to be raised from 40, 65, and 85 feet to 160 feet.

The height limits of several blocks that include register-listed buildings are proposed to be raised substantially, potentially altering some characteristics that make those properties eligible, such as the Marqueen Apartment building as described in Alternative 2. Another example is the block containing the Queen Anne Post Office, where height limits would increase from 65 feet to 160 feet. One of the characteristics of this building that makes it eligible at the local level is how its architecture and landscaping was designed to blend with Seattle Center on the opposite side of 1st Avenue North. For example, the trees on the east elevation along Republican and 1st Avenue N were part of the landscape design for the Seattle Center, and were planted before construction of the Post Office began. "These sycamores were chosen in 1964 by famous Washington architect Paul Thiry and the renowned landscape architecture firm of Richard Haag and Associates" (Artifacts Architectural Consulting, 2009, p. 16). If the height limits are increased, buildings that extend 95 feet over the existing Post Office have the potential to diminish those characteristics.

Increases in height allowances also have the potential to impact more eligible or potentially-eligible historic properties in and around the Uptown area (see Exhibit 3.5–7), as viewsheds and neighborhood character, particularly of the residential blocks, are affected by a changing skyline. As described in Section 3.1 Land Use, FAR limits on buildings coupled with the distance to the Center itself, may reduce impacts to register listed or potentially-register listed properties from significant to low or moderate.

## 3.5.3 MITIGATION MEASURES

### INCORPORATED PLAN FEATURE

The adopted Queen Anne Plan, June 1998, recognizes the historic character of the Uptown neighborhood. Specific policies promote new development consistent with the historic character of Queen

Anne Boulevard and suggest the creation of a conservation district to retain the art deco influenced multi-family housing along Roy Street.

## REGULATIONS AND COMMITMENTS

### Above-ground Resources

For any project-level proposal, potential impacts to eligible or listed historic register properties, mitigation measures would depend upon the nature of the property and the characteristics contributing to its significance. Compliance with Seattle policy (SMC 25.05.675H) regarding investigation and nomination of potentially eligible properties would provide an opportunity for project level mitigation. If impacts to a designated Seattle City Landmark are proposed, the project will be subject to the COA process with the Seattle Landmarks Commission.

Mitigation measures for proposed changes to a landmark may include:

- Preservation of all or a portion of a structure
- Documentation of a structure that is to be removed
- Provision of interpretive information about historic structures that are removed as part of redevelopment
- Construction of a new building in keeping with the neighborhood's architectural character
- Modification of a building design to preserve views of a Landmark structure

### Below-ground Resources

Those projects that have federal involvement or require SEPA review may necessitate completion of a cultural resources survey. These are typically conducted prior to construction. Should impacts to below-ground cultural resources be anticipated, avoidance and mitigation measures would be specific to the nature of the identified resources.

Those projects taking place within the Government Meander Line are subject to archaeological survey per SMC 25.05.675 H and Director's Rule 2-98. Under state law (RCW 27.53), prehistoric archaeological sites are protected in all cases. Historic archaeological sites must be determined eligible for listing in the

Washington Heritage Register (WHR) (RCW 27.34.220) or National Register of Historic Places (NRHP) before they are considered protected. DAHP would make a final determination whether the resource is eligible or not eligible for register listing. If a resource that is considered protected cannot be avoided, the project proponent must apply for an archaeological excavation permit from DAHP (WAC 25-48-060) to conduct any activity that disturbs the site. DAHP would then provide the archaeological excavation permit application for review to the appropriate stakeholders and Tribes.

### OTHER PROPOSED MITIGATION MEASURES

As part of the Seattle Comprehensive Plan Update, Neighborhood Planning Element, the following goals and policies would promote new development that is consistent with the historic character of the neighborhood.

- Recognize and promote Queen Anne's historic resources through such means as developing a Roy Street Conservation District, preserving and enhancing the historic Queen Anne Boulevard and providing information about and incentives to preserve residential structures.

The UDF recommendations include developing Uptown rezone legislation; implementing the following recommendation would promote new development that is consistent with the historic character of the neighborhood.

- The preservation of landmarks through transfer of development rights.

Additional mitigation could include establishing a process for identifying and nominating structures for Landmark listing for projects that fall under established SEPA review thresholds. This would ensure that any structure that is subject to demolition has been assessed for Landmark eligibility and allow opportunity to identify appropriate mitigation before demolition occurs.

## 3.5.4 SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS

Both Alternatives 2 and 3 establish height increases and other zoning changes that could result in significant unavoidable adverse impacts to above-ground historic properties. These adverse impacts

would occur if redevelopment substantially impacts the character of an adjacent designated landmark, or if the development alters the setting of the landmark, and the setting is a key component of that landmark's eligibility. Redevelopment of potential landmarks could be a significant impact if the regulatory process governing the development does not require a consideration of that structure's eligibility as a Seattle City Landmark such as those projects under SEPA review thresholds. If mitigation requiring assessment of those structures were implemented, this impact could be avoided.

A significant impact may result from development of a site when that development does not require an assessment of below-ground cultural resources. However, it is assumed that any impact to a below-ground cultural resource would occur during construction and would be mitigated during the construction phase. Thus, significant unavoidable adverse impacts to below-ground cultural resources are considered unlikely.

# SECTION 3.6 / Transportation

This section presents the multimodal transportation analysis performed with the proposed height and density rezone of the Uptown neighborhood. It presents existing transportation conditions in Uptown, as well as future (2035) conditions under three alternatives—No Action, Mid-Rise and High-Rise. Transportation impacts and potential mitigation measures are identified for each future alternative based on the policies and recommendations established in state, regional, and City plans.

Fundamental to the discussion of transportation is the mode of transportation used. The City of Seattle has set mode share targets based on the percent of drive-alone trips by neighborhood for work and non-work trips. Impacts are determined based on whether any of the alternatives would either:

1. Cause the non-SOV mode share for Uptown to fall below 60 percent for work trips and 85 percent for non-work trips (Seattle 2035 Mode Split Targets) or;
2. Cause a screenline to exceed its stated level of service (LOS) threshold by at least 0.01 more than the No Action Alternative[1] or;
3. Cause corridor travel times to increase by 10 percent over No Action.

*1 LOS threshold of 0.01 is identified in Draft Seattle 2035 Environmental Impact Statement and represents an increase in vehicle demand.*

Compared to existing mode shares, these are aggressive but attainable targets for future (2035) mode share. The trip generation for existing and the future alternatives for Uptown are shown in Exhibit 3.6–1. These include both work and non-work trip types and are based on the City Comprehensive Plan travel demand model. These do not assume the effects of potential, yet unfunded, light rail investments proposed as part of Sound Transit 3.

**Exhibit 3.6–1** Trip Generation by Mode—Daily Trips (All Types)

| | Existing (2015) | | Alt 1 No Action (2035) | | Alt 2 Mid-Rise (2035) | | Alt 3 High-Rise (2035) | |
|---|---|---|---|---|---|---|---|---|
| Mode | Trips | % | Trips | % | Trips | % | Trips | % |
| **Pedestrians** | 17,326 | 18% | 38,957 | 20% | 40,125 | 20% | 40,759 | 20% |
| **Teleworked/Other** | 1,519 | 2% | 2,856 | 1% | 2,913 | 1% | 2,972 | 1% |
| **Bicyclists** | 1,323 | 1% | 2,564 | 2% | 2,533 | 1% | 2,673 | 1% |
| **Transit (Passengers)** | 11,904 | 12% | 26,604 | 13% | 27,216 | 14% | 27,617 | 14% |
| **HOV (All Passengers)** | 28,423 | 30% | 59,578 | 30% | 60,616 | 30% | 61,038 | 30% |
| **SOV (Drivers)** | 35,440 | 37% | 66,753 | 34% | 68,010 | 34% | 68,706 | 34% |
| **Total** | **95,935** | – | **197,312** | – | **201,413** | – | **203,765** | – |

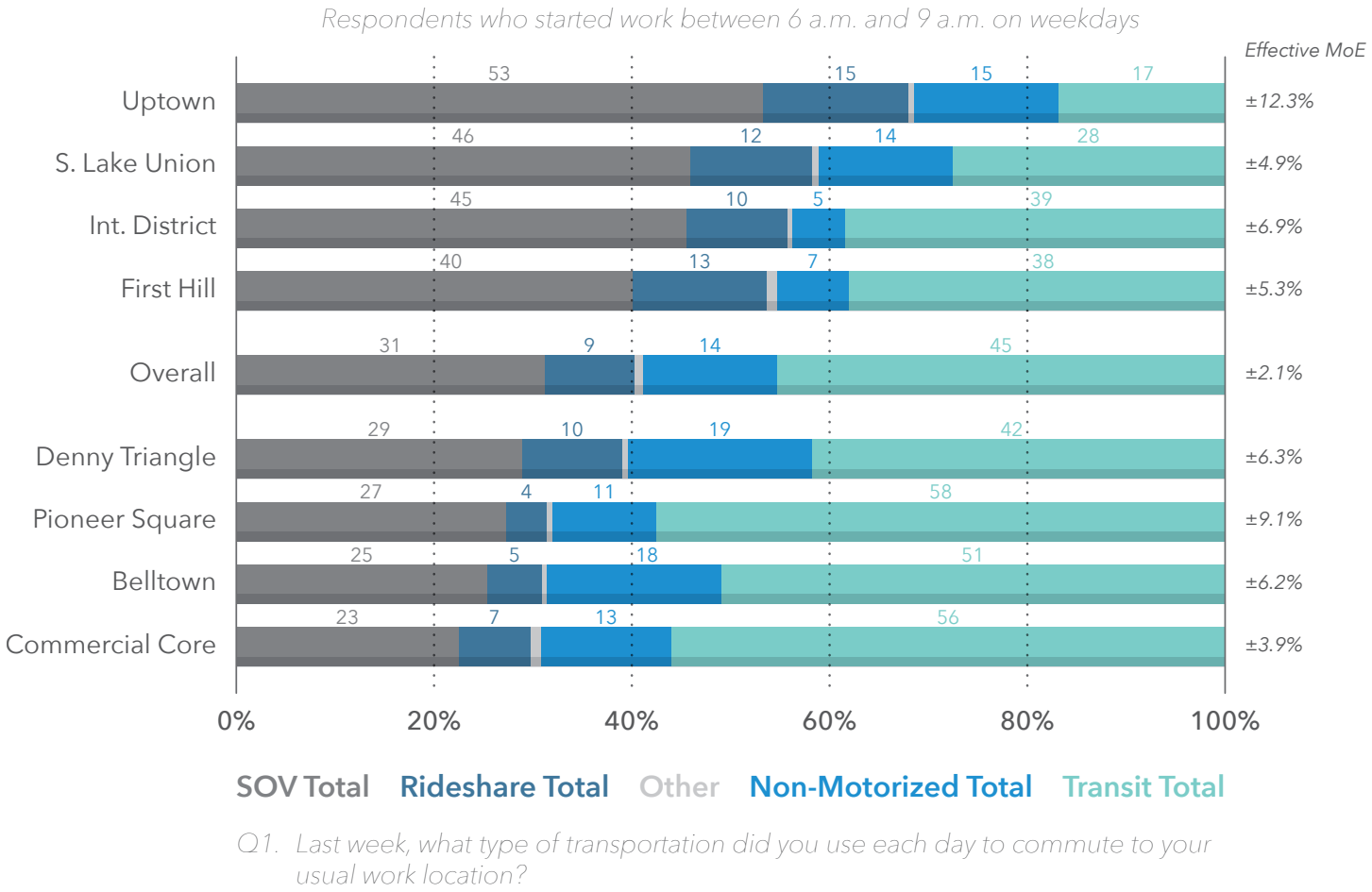
*SOV = single-occupancy vehicle*
*HOV = high-occupancy vehicle*

*Source: Transpo Group, 2016; Seattle 2035 Comprehensive Plan Model, Fehr & Peers, 2015*

Based on 2014 Mode Split Study including surveys of employers, the proportion of drive alone for work related trips for Uptown is higher than for all trips (~47 percent as opposed to the 37 percent shown in the model for all trips). Based on the employer survey, currently Uptown has the highest drive-alone mode share of the City's Center City neighborhoods[2] due to the lack of a well-developed transit network. While daily trips have a drive-alone mode share of 37 percent, the current share of drive-alone work-related trips is more than half of all work-related trips as noted in Exhibit 3.6–2 at right. In the future, with the anticipated increase of alternative modes due to several factors, including the completion

2 *Results from Center City Commuter Mode Split Survey (2014), Commute Seattle, http://commuteseattle.com/resources/*

**Exhibit 3.6-2** 2014 Aggregated Mode Split for Commute Trips




*Note: Effective MoE (Effective Margin of Error) accounts for accuracy in survey results and is different between neighborhoods due to the number of interviews conducted in each subgroup.*

*Source: Commute Seattle 2014 Mode Split Study*

of the SR 99 North Portal with additional roadway crossings, increased frequent transit service, dedicated bike and improved pedestrian facilities, and potential new Sound Transit stations the share of drive-alone trips decreases substantially. With taller, denser land uses in Uptown, the amount of total trips will increase; however, more of them will be made in less impactful modes.

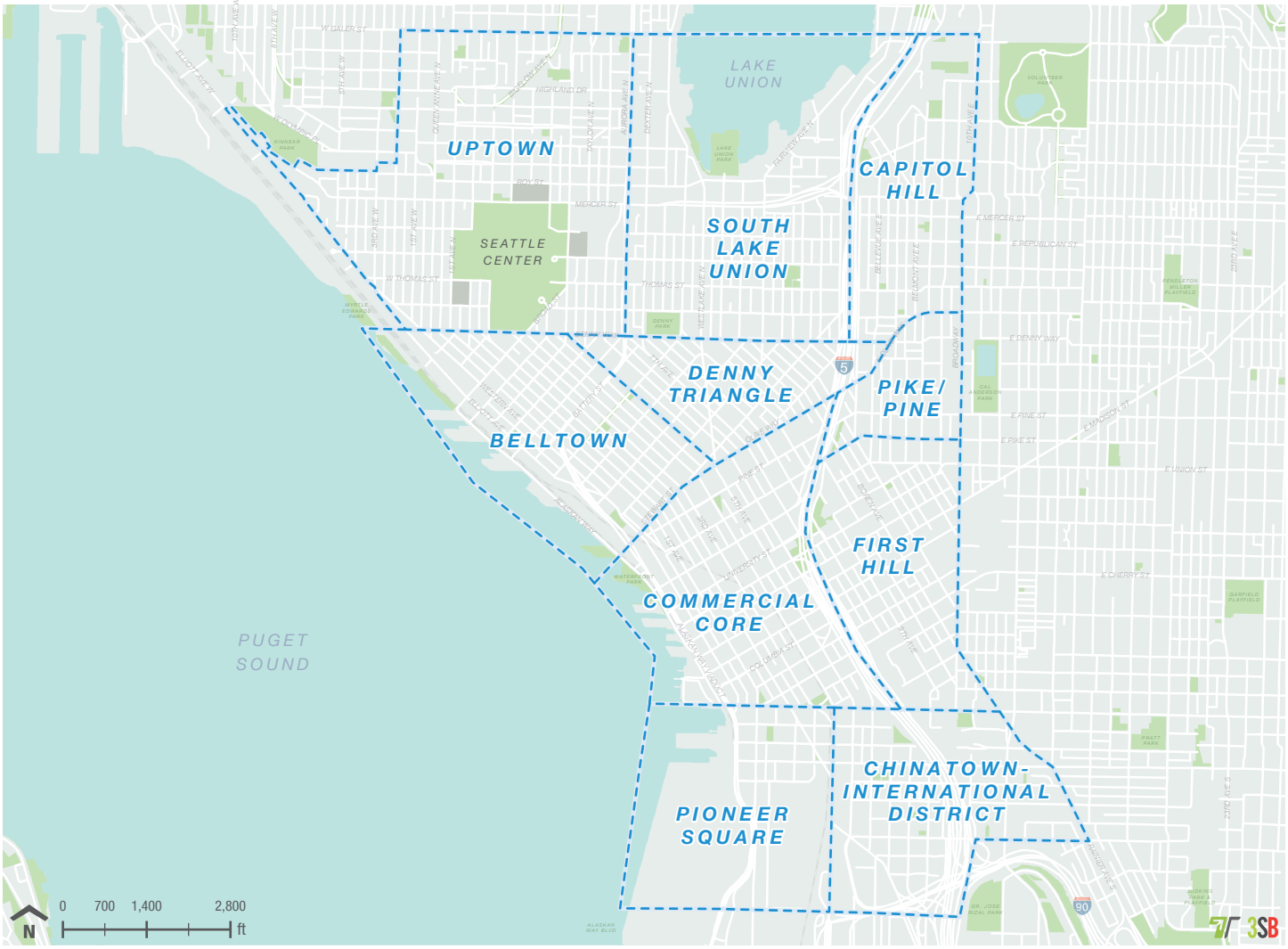



**Exhibit 3.6-3** Center City Neighborhoods

- Center City Neighborhood Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)

*Source: Commute Seattle; Transpo Group, 2016*

# 3.6.1 AFFECTED ENVIRONMENT

The Uptown Study Area shown in Exhibit 3.6-3 is one of Seattle's ten Center City neighborhoods. Uptown is served by a well-developed though largely vehicular-focused transportation system. Through long-range planning and reasonably foreseeable investments, this transportation network will provide a more connected and multimodal system that provides a variety of transportation choices.

## PEDESTRIANS

The Uptown neighborhood includes several elements that improve the pedestrian environment, including local businesses and shops

that are within close proximity to one another, with ground-level retail. Most of the roadways in the neighborhood have sidewalks on one or both sides. This section describes the pedestrian facilities and deficiencies in the neighborhood.

## Accessing the Neighborhood

SR 99, a north-south expressway, limits east-west pedestrian access between Uptown and South Lake Union, the neighborhood to the east. Pedestrians can use Denny Way or Mercer Street to cross SR 99, but there are no other continuous east-west connections. Mercer Street includes wide sidewalks on both sides of the street, and sidewalks are present on both sides of Denny Way.

Pedestrian access from the north and south is excellent through a network of sidewalks and crosswalks that provide access into the neighborhood. North and south access to the neighborhood is generally better in the central and eastern sides of the neighborhood prior to reaching Western Avenue and Elliott Avenue. These diagonal streets and railroad tracks to the west of Uptown limit connections from the west. The West Thomas Street Bridge is an elevated pathway over Elliott Avenue and the BNSF tracks, providing access to and from the west, including access to the Waterfront, Elliott Bay Trail and Myrtle Edwards Park. Other crossings of Elliott Avenue W are limited to traffic signals at Harrison Street, W Mercer Street, and W Mercer Place. Seattle Center in the center of Uptown is a 74-acre park-like campus with expansive walkways, pedestrian pathways, and limited vehicular access The pedestrian grid within Seattle Center has been aligned when possible to the adjacent street grid, providing continuous connections. These connections include Harrison Street, Thomas Street, John Street and 2nd Avenue N.

## Sidewalks

Sidewalks are provided along almost all roadways in the study area. Exhibit 3.6–4 on the following page shows missing sidewalk segments and sidewalks that the Seattle Department of Transportation (SDOT) has categorized as being in poor condition. Sidewalk condition within the study area varies from new, wide sidewalks adjacent to recent developments to narrower, cracked sidewalks in older areas. Gaps in the pedestrian system include W Mercer Place from Elliott Avenue W to 6th Avenue W. High-priority

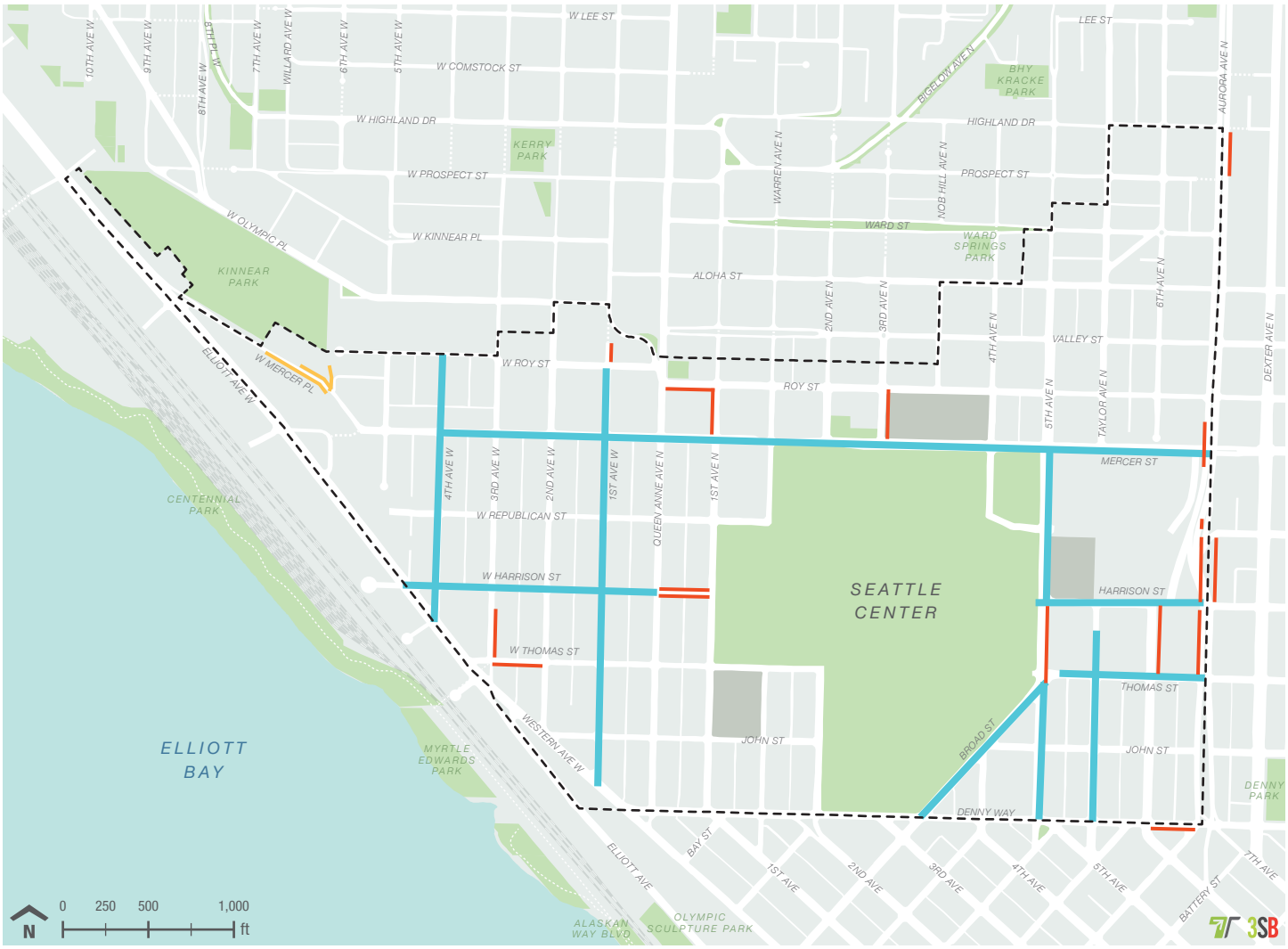



**Exhibit 3.6-4** Pedestrian Priority Corridor Conditions and Deficiencies

- Uptown Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)

**Existing Sidewalk Facilities**

- Sidewalks in Poor Condition
- Missing Sidewalks
- High Pedestrian Linkage Priority

*Source: Seattle Pedestrian Master Plan, 2009; Transpo Group, 2016*

locations for roadway crossings were identified in the Pedestrian Master Plan (Seattle Department of Transportation, 2009) include:

- Western Avenue / Denny Way
- Queen Anne Avenue N / Roy Street
- 1st Avenue N / Mercer Street
- 5th Avenue N / Broad Street
- Taylor Avenue N / Harrison Street
- Taylor Avenue N / Mercer Street

The City of Seattle is in the process of developing a new plan that will be completed in 2016.

### Pedestrian Crossings and Linkage Priority

Controlled and un-controlled pedestrian crossings are provided throughout the study area, including several midblock crossings. Corridors with high pedestrian linkage priority (Seattle Pedestrian Master Plan, 2009) are marked in blue in Exhibit 3.6–4. These streets often provide the most direct links in the pedestrian network, including connections to transit and other services. The Pedestrian Master Plan is currently in the process of being updated and will be completed by end of 2016.

### Multi-Use Paths

There is one off-street multi-use pathway near the study area, the Elliott Bay Trail. The Elliott Bay Trail runs along the waterfront to the west of the study area; it extends between the Waterfront and SoDo neighborhood to the south and to Magnolia on the north. Pedestrians can access the trail at several crossings along Elliott Avenue W including the grade-separated West Thomas Street pedestrian overcrossing.

## BICYCLES

People are increasingly choosing bicycles as a viable mode of transportation due to their low cost and high efficiency for short trips. Development of a well-connected and safe network of protected bicycle facilities is expected to further increase ridership. This section describes the bicycle facilities and deficiencies in the Uptown neighborhood. Bicycle lanes are provided on several roadways in the study area, including Queen Anne Ave N, 1st Avenue N, Roy Street, Mercer Street (protected bicycle lane), 5th Avenue N (protected bicycle lane in front of KCTS building), and Dexter Ave (separated bicycle lane that goes behind bus stops). Sharrows, or shared lane markings, are also provided on some streets, but these are not considered dedicated bicycle facilities. The West Thomas Street overcrossing is a grade separated bicycle and pedestrian pathway connecting Uptown with waterfront amenities and trails. Exhibit 3.6–5 provides a map of existing bicycle facilities in Uptown.

### Bike Share

Another option for traveling by bicycle is through bike sharing. A bicycle sharing program, Pronto, is operated in Seattle with 50 bike share stations citywide and provides access to bicycles and

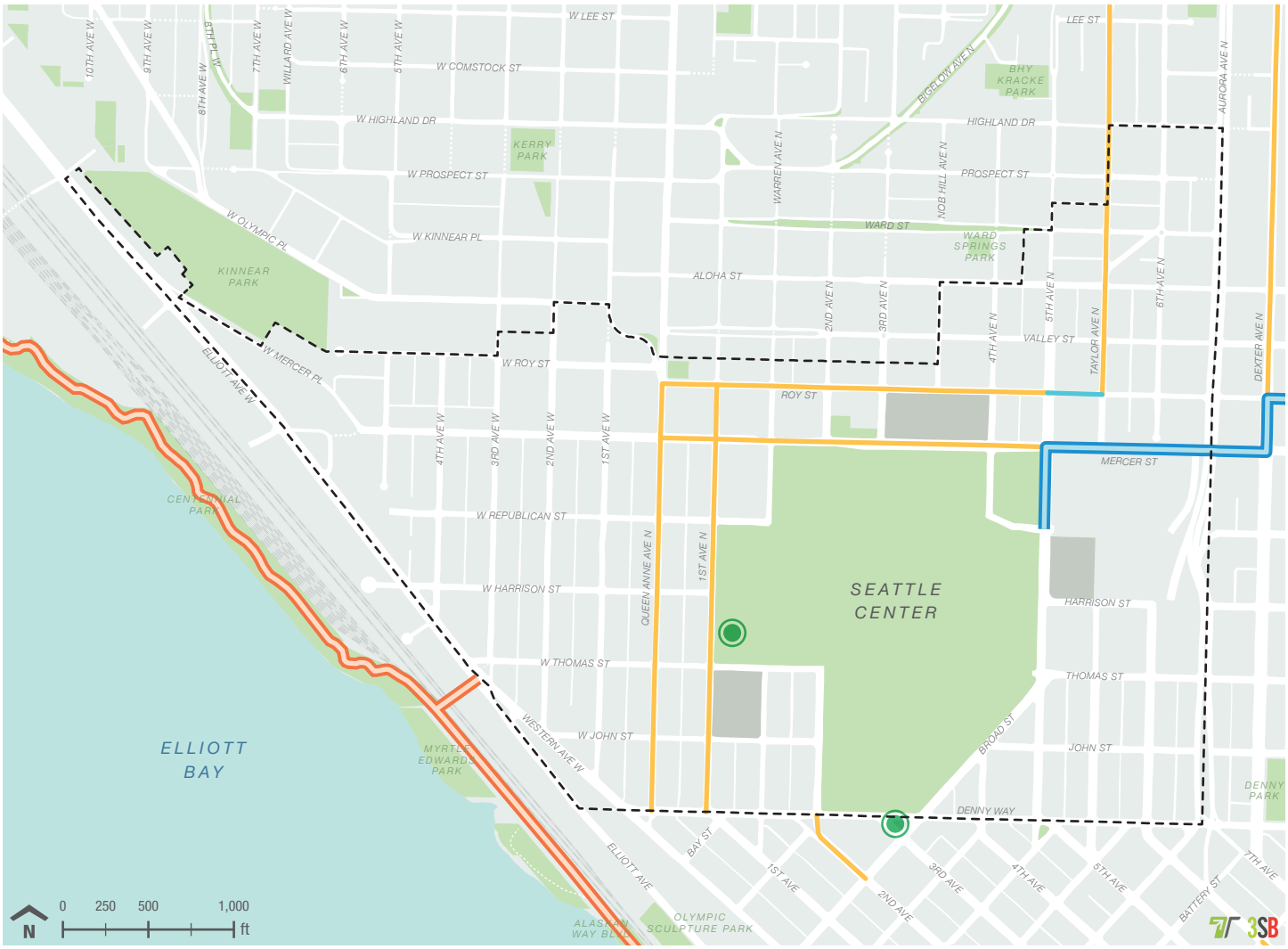



**Exhibit 3.6-5** Existing Bicycle Facilities

- Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)

**Bicycle Facilities (Existing)**

- Bike Share
- Multi-Use Trail
- Cycle Track
- Sharrows
- In-Street Minor Separation

*Source: Seattle Bicycle Master Plan, 2014; Transpo Group, 2016*

helmets for casual use. Pronto provides easy payment and real-time availability information like most shared use transportation options. There are currently two bike stations located in or near Uptown, one near Key Arena at 1st Avenue N between Harrison St and Thomas St, and one just south of Denny at Third Avenue and Broad Street. In 2015, the Key Arena location had 7,558 bicycle trips and the location near Denny Way and Third Avenue had 11,315 trips.[3] The City is currently working to expand Pronto, which would lead to additional stations sighted in and around the Uptown area and in more destination areas. A more developed system may result in greater use and a viable alternative to auto for short trips.

3 *Pronto Cycle Share, 2015*

## TRANSIT

The Uptown neighborhood is served by King County Metro (KCM) bus and Rapid Ride lines and the Seattle Monorail.

Rapid Ride D runs from Pioneer Square in downtown Seattle through Ballard to Crown Hill in north Seattle. Rapid Ride provides frequent service of 10-minute headways during the peak and 15 minutes off-peak. Average headways on other routes that serve the area are shown in Exhibit 3.6–6. Average headways are the ratio of the number of minutes in the time period to the number of buses expected over the time period. Within each time period, actual headways will often vary. Within the study area, King County Metro's bus and Rapid Ride transit travel on roadways with general-purpose travel. Congestion in arterial corridors results in delays for transit. Transit routes in the area are shown in Exhibit 3.6–7.

**Exhibit 3.6–6** Transit Routes Serving Uptown—Average Headways and Ridership

| Route | Destinations | Morning Peak 6–9 AM | Evening Peak 3–6 PM | Off-Peak 9 AM - 3 PM | Average Weekday Rides in 2015 |
|---|---|---|---|---|---|
| **D Line** | Crown Hill–Downtown Seattle | 8–10 min. | 6–8 min. | 8–12 min. | 11,700 |
| **E Line** | Aurora Village–Downtown Seattle | 5–8 min. | 6–8 min. | 10 min. | 15,800 |
| **1** | Kinnear–Downtown Seattle | 15–30 min. | 15–30 min. | 20 min. | 2,400 |
| **2** | West Queen Anne–Madrona Park | 12–15 min. | 7–12 min. | 15 min. | 5,600 |
| **3** | North Queen Anne–Madrona | 7–15 min. | 6–15 min. | 15 min. | 6,400 |
| **4** | East Queen Anne –Judkins Park | 7–15 min. | 6–15 min. | 15 min. | 5,300 |
| **5** | Shoreline CC to Downtown Seattle | 15 min. | 15 min. | 15 min. | 8,100 |
| **8** | Seattle Center–Mt. Baker TC | 15 min. | 12 min. | 12 min. | 10,000 |
| **13** | Seattle Pacific–Downtown | 12–15 min. | 7–12 min. | 15 min. | 3,300 |
| **19** | West Magnolia to Downtown Seattle (peak only) | 20–30 min. | 20–30 min. | N/A | N/A |
| **24** | West Magnolia to Downtown Seattle | 15–30 min. | 15–30 min. | 30 min. | 2,500 |
| **29** | Ballard–Downtown Seattle (peak only) | 15 min. | 10–20 min. | N/A | 1,200 |
| **32** | Seattle Center–Sand Point | 15–30 min. | 10–20 min. | 30 min. | 2,800 |

*Note: Headways noted are at stops closest to Seattle Center area. Express buses not included. Routes 82 and 994 also run on Aurora Ave (99) but headway data is not available.*

*Source: King County Metro Transit, April 2016 (Headway); King County Metro Transit 2015 Service Guidelines Report, October 2015 (Ridership)*

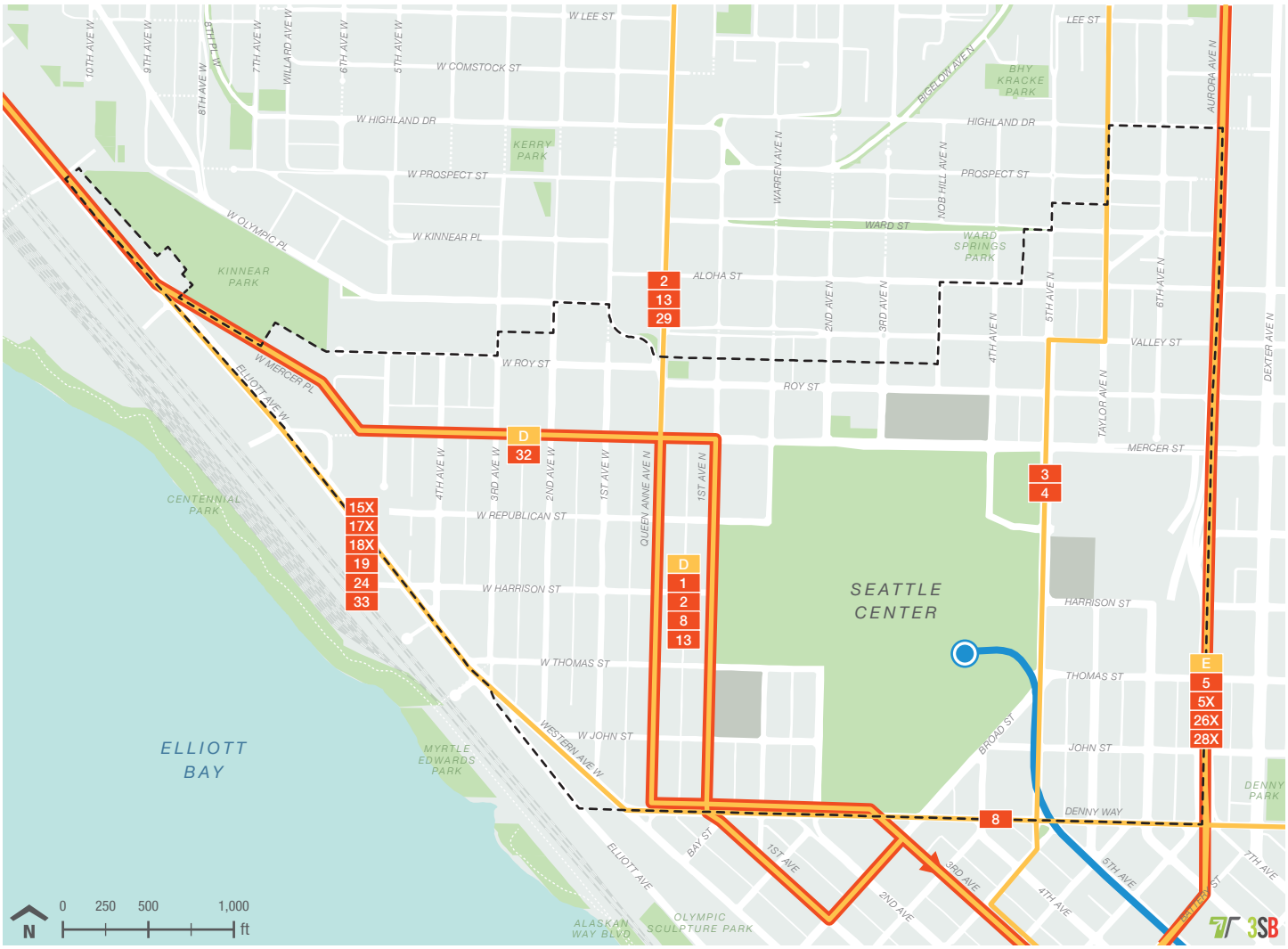



**Exhibit 3.6-7** Existing Transit Routes

- Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)

**Transit Facilities (Existing)**

- Major Transit Corridor
- RapidRide Line
- Monorail

*Source: King County Metro April, 2016; Transpo Group, 2016*

The Seattle Monorail is a grade-separated monorail connecting Westlake Center and Seattle Center every 10 minutes. Because it is grade separated, the travel time of roughly two minutes is much more reliable than surface streets. In 2015, the Seattle Monorail had a total annual ridership of approximately 2.3 million. Integration with the ORCA system is planned for the monorail.

The Seattle Monorail is a grade-separated monorail connecting Westlake Center and Seattle Center every 10 minutes. Because it is grade separated, the travel time of roughly two minutes is much more reliable than surface streets. In 2015, the Seattle Monorail had a total annual ridership of approximately 2.3 million. Integration with the ORCA system is planned for the monorail.

Bus routes serving the Uptown Study Area are concentrated along 1st Avenue N, Queen Anne Avenue N, Mercer Street, Denny Way, 5th Avenue N, and Aurora Ave N (SR 99), as shown in Exhibit 3.6–7 at left. Aurora Avenue N is currently only served by stop locations at Denny Way and Prospect Street in the study area. Additional stop locations may be incorporated in the future as the street grid is reconnected over Aurora Ave N. The number of buses in service on routes through the study area during the peak weekday afternoon commuter period is higher leaving downtown Seattle than entering. The number of buses in service during the weekday evening and morning commuter periods is higher than during the middle of the day. Bus headways are short and service is frequent to many city destinations.

### Carshare and Transportation Network Companies (TNCs)

Car2Go, ReachNow, and Zipcar are available in Uptown. These companies provide car share services for short- or long-term rental periods from on- and off-street parking spaces in the study area. By providing access to a vehicle on an as-needed basis using web and mobile applications, these programs complement other transportation options that allow some travelers to forgo owning a personal vehicle.

In addition to traditional taxis, transportation network companies (or TNCs) connect paying passengers with drivers who provide transportation in their own non-commercial vehicles. All parties connect to the service via website and smartphone applications. The City of Seattle regulates both traditional taxis and TNC service providers.

## VEHICLES

The study area is located in an area generally bounded by Denny Way to the south, Elliott Avenue to the west, Mercer and Aloha Streets to the north, and Dexter Avenue to the east. Roadways are defined by their functional classification, which are systems defined at the state and local levels. Exhibit 3.6–8 shows the roadway classifications of streets in Uptown. Major and Minor truck streets (discussed under Freight) are shown in Exhibit 3.6–9 on page 3.207.

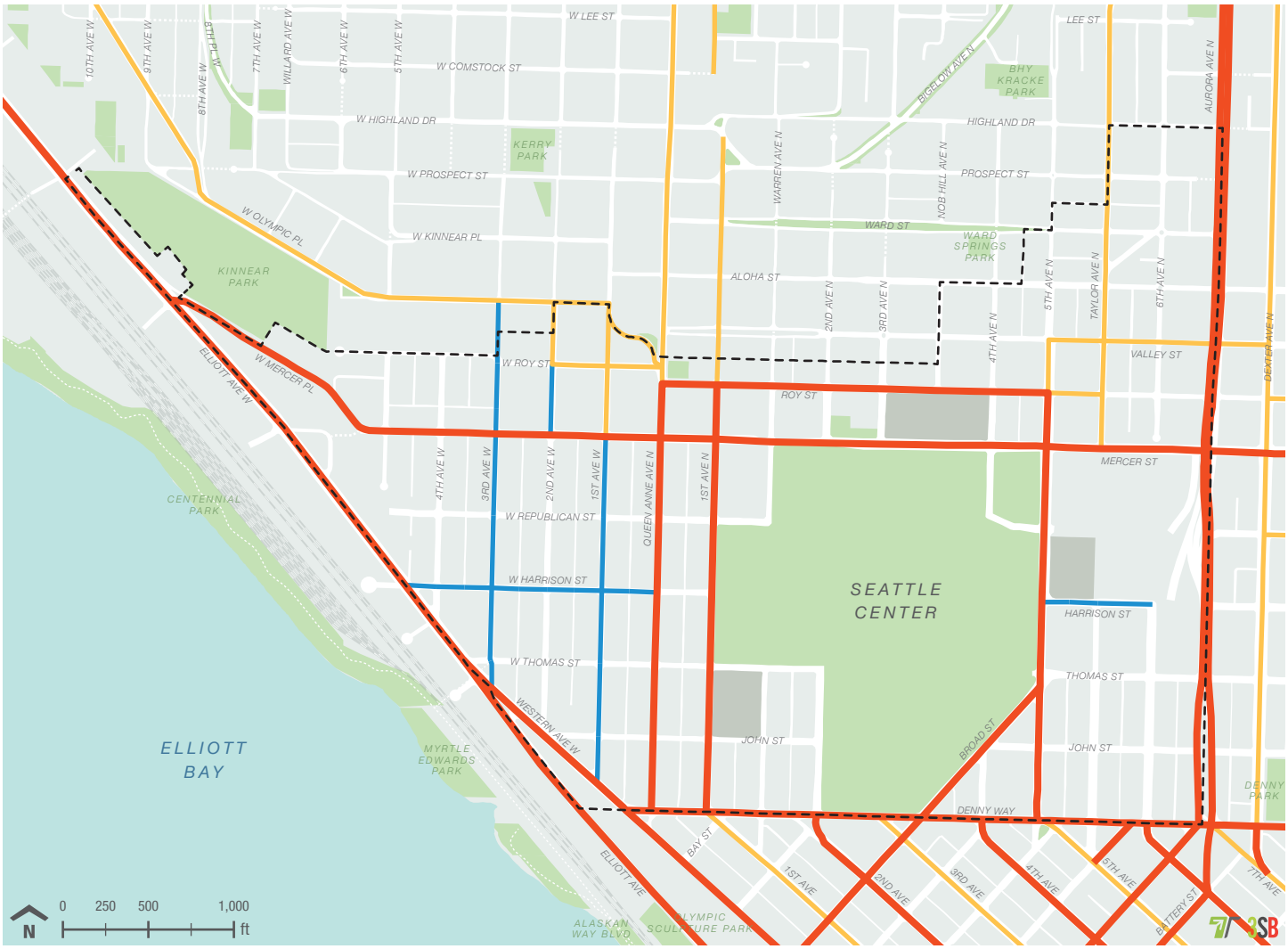



**Exhibit 3.6-8** Existing Roadway Functional Classification

- Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)

**Roadway Functional Classification and Major Truck Streets (Existing)**

- Principal Arterial
- Minor Arterial
- Collector Arterial

*Source: Transpo Group, 2016*

## Regional Access

**State Route 99** is a north/south highway located on the eastern edge of the study area. Southbound SR 99 can be accessed from various east/west streets in the project area, including Aloha Street, Valley Street, and Thomas Street. Northbound SR 99 is only accessible from Denny Way and the east side of the highway. South of Mercer Street, SR 99 is a depressed roadway, eventually entering the Battery Street Tunnel. The Washington State Department of Transportation has begun construction to replace the current SR 99 Highway Viaduct and Battery Street Tunnel with a deep bore tunnel, which will daylight south of Mercer Street while providing three new east-west connections as part of the portal (See Exhibit 3.6–16 on page 3.219).

## Arterial and Local Access

**Mercer Street** is a two-way east/west principal arterial with three travel lanes in each direction east of 5th Avenue N. Between 5th Avenue N and 2nd Avenue W the roadway narrows to two lanes in each direction.

**W Mercer Place** is a two-way principal arterial with one lane in each direction that connects to Mercer Street.

**Queen Anne Avenue N** is a one-way southbound principal arterial with two travel lanes and a bike lane south of Mercer Street. North of Mercer Street the roadway is a two-way street with two travel lanes in each direction.

**1st Avenue N** is a one-way northbound principal arterial with two travel lanes and a bike lane. North of Roy Street the roadway narrows to one travel lane with on-street parking on both sides.

**5th Avenue N** is a two-way north/south principal arterial with two travel lanes in each direction and turn lanes at intersections.

**Denny Way** is a two-way principal arterial with two lanes in each direction.

**Elliott Avenue W** is a two-way principal arterial with three lanes in each direction and a center left-turn lane. North of W Harrison Street the curb lane in each direction is a peak hour (7-9AM, 3-7PM) bus only lane, with right turns permitted.

**Taylor Avenue** is a north/south minor arterial with one travel lane in each direction.

**Roy Street** is a principal arterial from 5th Avenue N to Queen Anne Avenue N, and a minor arterial for a few blocks on either side.

**Harrison Street** is an east/west collector arterial with one travel lane in each direction.

**1st Avenue W** is a north/south minor arterial with one travel lane in each direction.

**3rd Avenue W** is a north/south minor arterial with one travel lane in each direction.

**Arterial and Truck Street Classification Definitions**

**Principal Arterials:** roadways that are intended to serve as the primary routes for moving traffic through the city connecting urban centers and urban villages to one another, or to the regional transportation network.

**Minor Arterials:** roadways that distribute traffic from principal arterials to collector arterials and access streets.

**Collector Arterials:** roadways that distribute traffic from principal arterials to collector arterials and access streets.

**Major Truck Street:** arterial street serving connections to the regional network, between and through land uses, commercial districts, and urban centers.

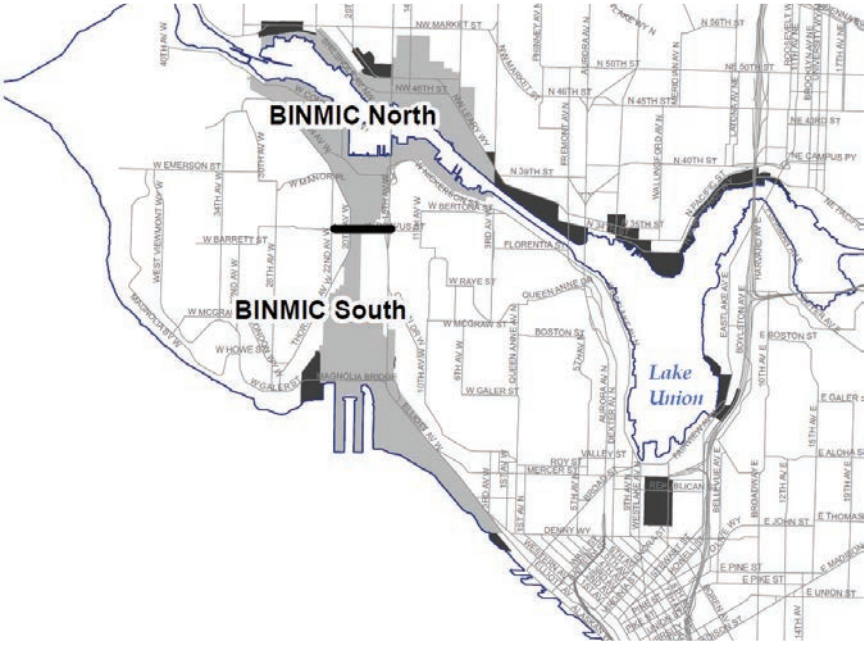
**Minor Truck Street:** these streets make connections for goods delivery to urban villages and neighborhood commercial districts. These also provide secondary connections to the major truck street network.

*Source: Seattle Comprehensive Plan—Transportation Element, City of Seattle, 2005; Draft Freight Master Plan, 2016*

## FREIGHT

The freight street system serves many purposes from long-distance freight trips travelling through the city to local deliveries. Major and Minor Truck Streets are roadways identified in the 2016 Freight Master Plan (SDOT) as part of the freight network. The draft Freight Master Plan defines Designated Major and Minor Truck Streets as well as First and Last Mile connections for freight. These routes are primary routes for goods movement throughout the city and between major freight trip producers such as the Ballard Interbay Northend Manufacturing & Industrial Center (BINMIC) to the north of Uptown (City of Seattle, 2013). Designation as a major truck street helps SDOT determine street design, traffic management plans, and pavement improvement projects that allow and facilitate the movement and more frequent use of larger vehicles along the designated street.

**Industrial Areas Near Uptown**




Many of the streets that bound Uptown are major truck streets, including Mercer Avenue, Elliott Avenue W, Denny Way, and SR 99. The Broad Street/5th Avenue N corridor is classified as a minor truck street. Other roadways in study area are designated as Limited Access Facility and First/Last Mile Connectors. Legally, trucks can travel on all arterials. Truck routes are illustrated in Exhibit 3.6–9. The City's Complete Street Ordinance 122386 enacted in 2007

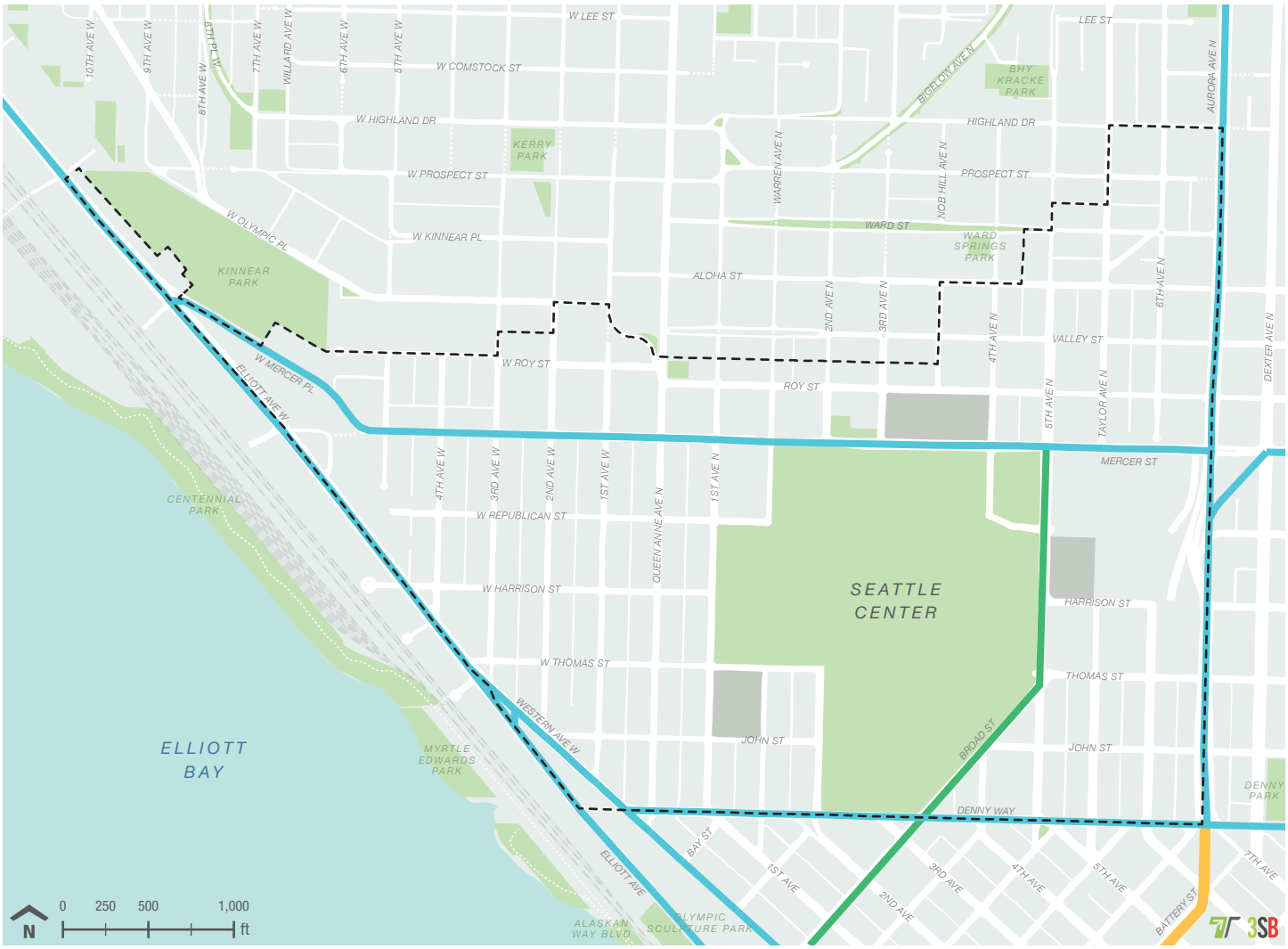



**Exhibit 3.6-9** Major and Minor Truck Streets

- Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)

**Freight Class**

- Major
- Minor
- Limited Access

*Source: City of Seattle Freight Master Plan, 2016*

provides guiding principles and practices so that transportation improvements are planned, designed and constructed to encourage walking, bicycling and transit use while promoting safe operations for all users. Section 3 of the ordinance also discusses freight indicating that, because freight is important to the basic economy of the City and has unique right-of-way needs to support that role, freight will be the major priority on streets classified as Major Truck Streets. Complete Street improvements that are consistent with freight mobility but also support other modes may be considered on these streets.

## PARKING

This section summarizes the existing parking supply and occupancy in Uptown. Parking occupancy within Uptown vary throughout the year and are influenced by activity levels at the Seattle Center. Parking data were collected and summarized for both on-street and off-street parking facilities where public parking is available. Private parking in gated residential garages or other reserved parking is not included in this analysis as it is not publicly available.

### Supply

**Off-street** parking is provided at several surface and structured lots that support the Uptown neighborhood including events at Seattle Center. All of the studied off-street facilities charge for parking with some providing monthly rates for regular users. The neighborhood includes approximately 50 off-street publicly-available parking facilities including 3 Seattle Center Parking Garages. These facilities provide approximately 5,900 total off-street parking spaces with over 2,900 spaces provided within the three Seattle Center Garages. This includes the Mercer Garage located on the north edge with 1,307 spaces, 1st Ave. N Garage located on the west edge with 622 spaces, and 5th Ave. N Garage located on the east edge with 1,015 spaces. These three garages primarily serve the needs of Seattle Center visitors and employees but also provide parking for other local businesses and the surrounding community.

**On-street** parking is provided on most of the arterial and local streets in the Uptown Study Area. The study area Includes approximately 1,500 publicly available on-street parking spaces including paid, time limited, and unrestricted spaces. This does not include approximately 120 Restricted Permit Zones (RPZ) spaces, which are not available for public use at all times.[4] Approximately half of the on-street parking included in the study area is paid parking. The remaining on-street parking in the study area is unpaid with the majority of the unpaid spaces being unrestricted. The remaining unpaid spaces are time limited.

Data was not available or collected for the area north of Valley Street between Nob Hill Avenue N and Aurora Avenue N; therefore,

*4 Parking counts indicate that peak parking occupancy of the RPZ blocks is 82 to 87 percent. The City sells more RPZ permits than available spaces so it is anticipated that these blocks would continue to be highly utilized in the future.*

this is not included in the evaluation. This area is mainly residential in nature with limited public parking and is not generally utilized or impacted by Seattle Center or Uptown commercial areas that generate the need for parking.

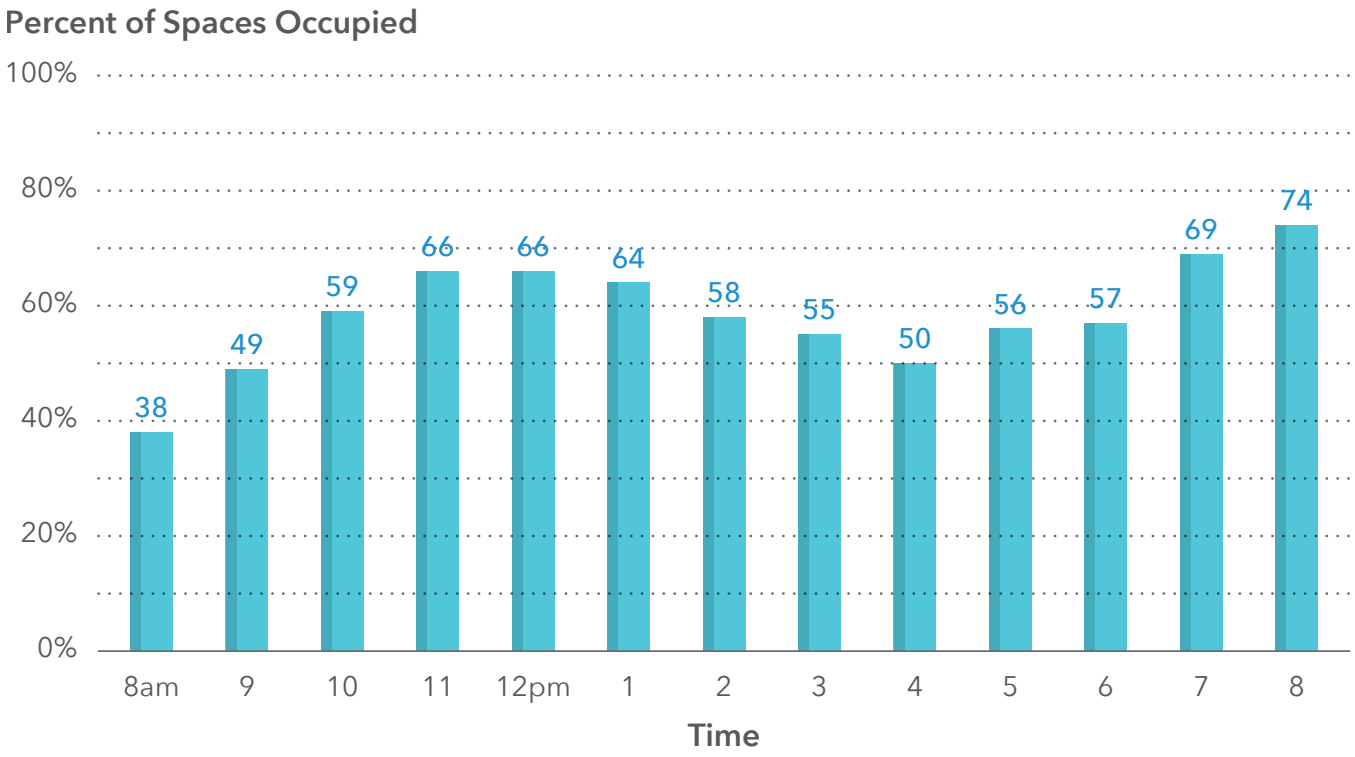
## Occupancy

Parking occupancy in Uptown varies depending on the level of activity occurring at the Seattle Center. Event activity and general attendance at the Seattle Center varies daily as well as seasonally, which results in neighborhood parking demand fluctuating. This study reviewed a weekday with light evening activity at the Seattle Center. This is representative of parking conditions within the Uptown neighborhood that occurs approximately 90 times per year with attendance levels of approximately 8,000 to 10,000 people for evening events. Beyond light activity, there are approximately 20 times per year where evening attendance levels could reach 20,000 people at once and approximately 10 times per year festivals would have attendance levels exceeding 30,000 people throughout the duration of a day. During the remaining periods of the year, activity levels are under 8,000 people for an event. The Seattle Center/ Uptown Strategic Parking Study is currently being conducted and explores in further detail the less frequent parking conditions with higher attendance levels.

Weekday parking conditions within Uptown were quantified through a variety of sources including the Seattle Department of Transportation (SDOT) *2015 Annual Parking Study* (on-street parking) and *Seattle Arena FEIS Appendix E–Transportation*, May 7, 2015[5] (off-street non-Seattle Center lots) as well as supplemental parking counts conducted in January and February 2015 and within the Seattle Center garages on May 17, 2016 and June 1, 2016. This existing conditions data was utilized to develop a calibrated parking demand model. The parking model accounts for on- and off-street publicly available parking in the Uptown neighborhood, including the Seattle Center Garages. The model includes hourly occupancy along each on-street block and within each off-street parking from 8:00 a.m. to 8:00 p.m.

5 *February 2013 parking counts for off-street parking lots. A field review was conducted in 2016 to verify this data.*

**Exhibit 3.6-10** Existing Weekday Parking Occupancy—Light Evening Activity in July




*Source: Transpo Group, 2016*

Exhibit 3.6-10 provides a summary of parking occupancy for the study area. As shown in the exhibit, occupancy is fairly steady throughout the day with light evening event conditions at Seattle Center. During the midday, parking occupancy peaks at approximately 65 percent and in the evening it peaks at approximately 75 percent. A review of on-street parking shows that evening activity activities at the Seattle Center results in parking impacts within the neighborhood as well as reducing the amount of short-term parking for local businesses.

## SAFETY

SDOT provided collision data for the period from January 2011 to December 2015; the annual average of this data is expected to be representative of existing conditions. There were a total of 1,776 collisions in the study area during this time period. Of these, 65 involved pedestrians and 35 involved a bicyclist. There was one fatal collision, and it involved a pedestrian at the W Mercer Street /

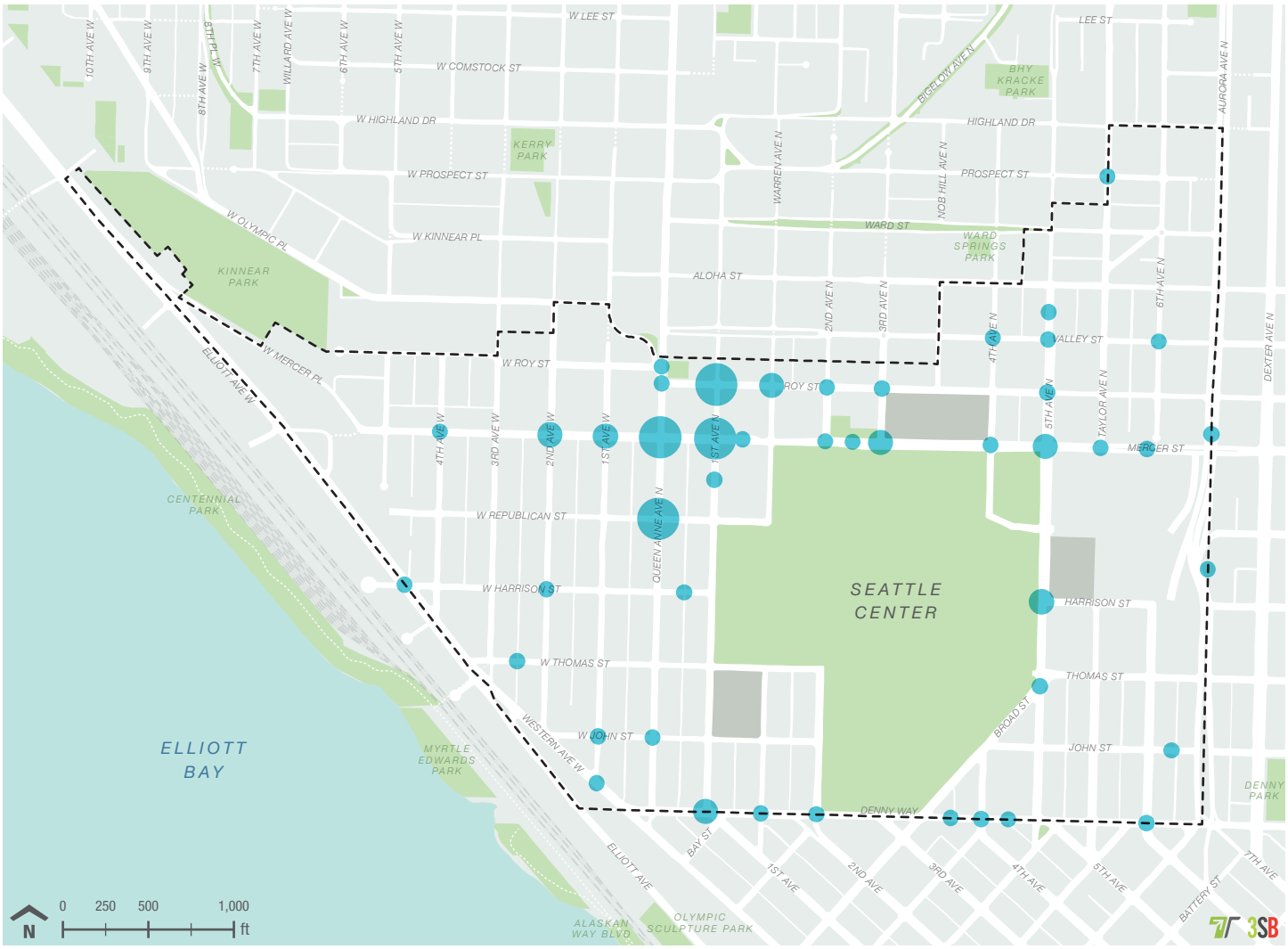



**Exhibit 3.6-11** Average Annual Pedestrian Collisions (2011–2015)

- Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)

**Pedestrian Collisions**

- 1
- 2
- 3–4

*Source: City of Seattle, 2016*

2nd Ave W intersection. Pedestrian-related collisions are mapped in Exhibit 3.6–11, bicycle-related collisions are mapped in Exhibit 3.6–12, and overall vehicle collisions are provided in Exhibit 3.6–13. Pedestrian accidents are highest at the high-volume locations, at intersections on Mercer Street, Queen Anne Avenue, and 1st Avenue N.

As shown in Exhibit 3.6–11, collisions involving pedestrians occurred primarily on arterial roadways at intersections. Locations with a higher number of pedestrian collisions are clustered around the Mercer Street and Queen Anne/1st Ave intersections, adjacent to Key Arena.

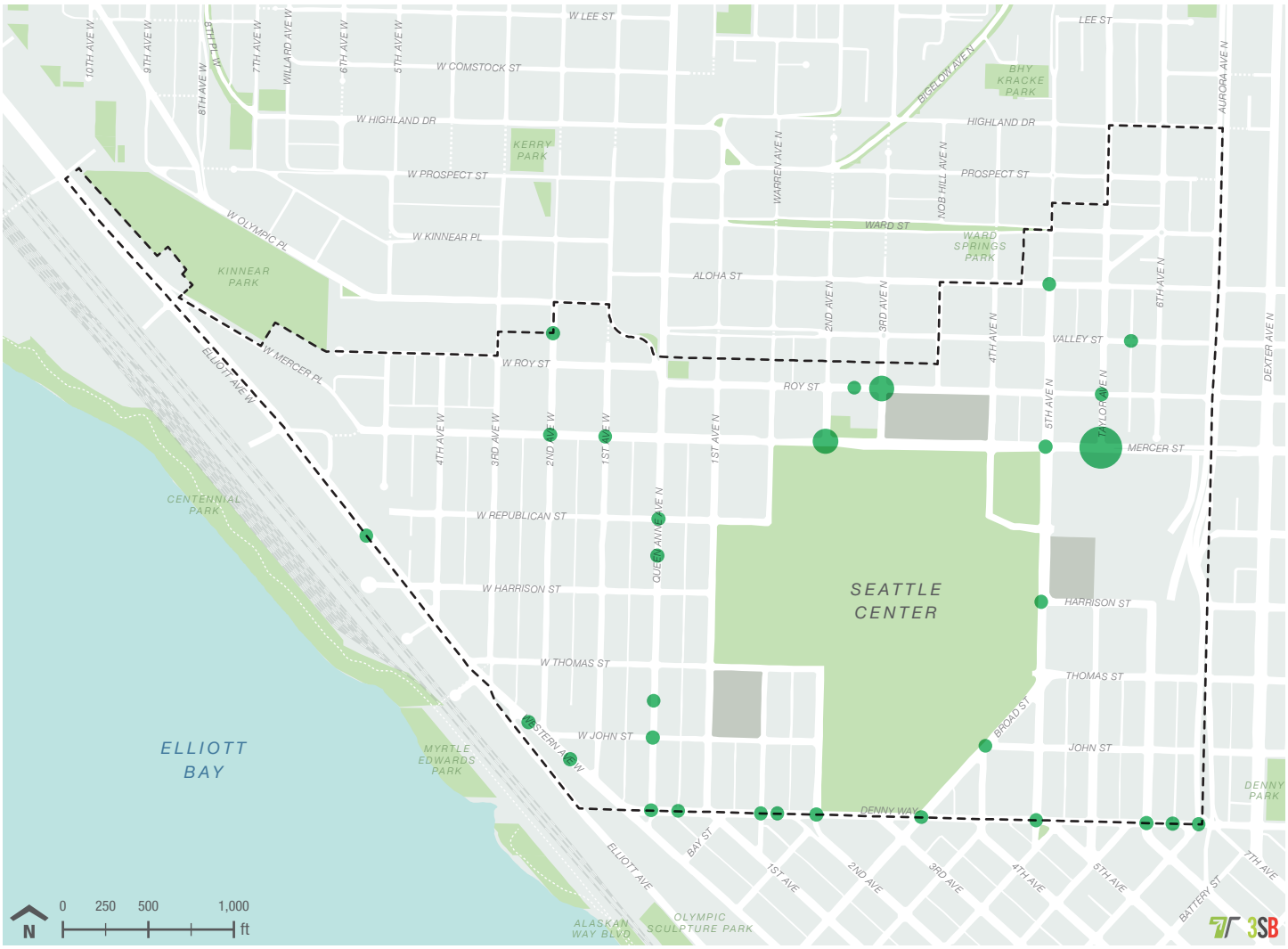



**Exhibit 3.6–12** Average Annual Bicycle Collisions (2011–2015)

- Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)

**Bicycle Collisions**

- 1
- 2
- 3–4

*Source: City of Seattle, 2016*

There were four collisions involving bicycles at the Mercer Street and Taylor Avenue intersection during the 5-year analysis period. This location has the highest number of collisions in the study area. In 2015, an east-west cycle track adjacent to Mercer Street was opened.

Vehicle, pedestrian, and bicycle collisions are shown in Exhibit 3.6–13. Locations with a higher number of collisions occur primarily on high-volume arterial roadways.

## RELEVANT STUDIES

This section summarizes the relevant studies and transportation findings for the Uptown Study Area.

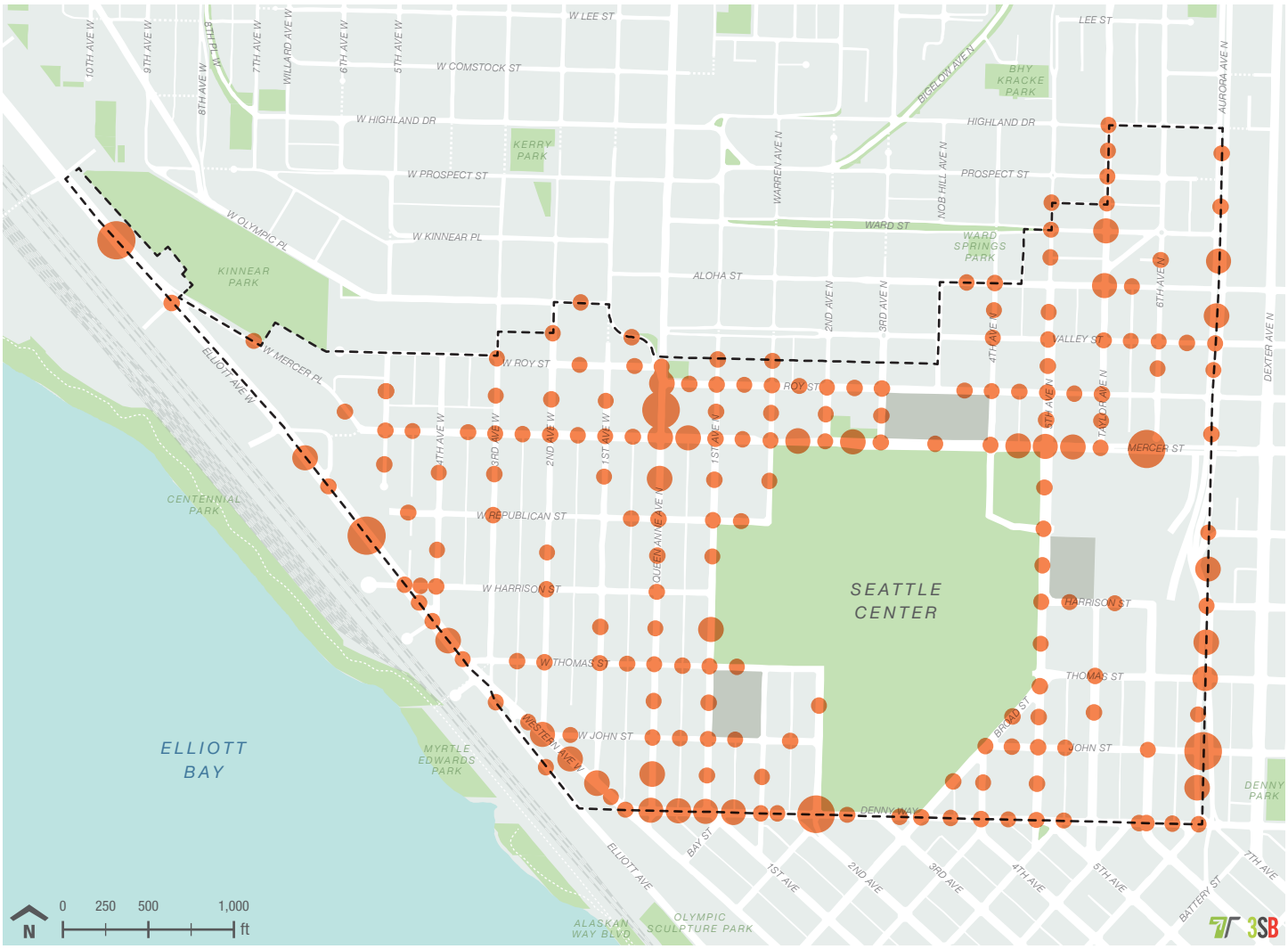



**Exhibit 3.6-13** Average Annual All Collisions (2011–2015)

- Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)

**Collisions**

- 1–2
- 3–4
- 5–6

*Source: City of Seattle, 2016*

## Uptown Urban Design Framework

The Uptown Urban Design Framework (UDF) (Seattle Department of Planning and Development, 2015) defines a clear vision for an active and dynamic Uptown, and actions necessary to implement that vision. This document includes several recommendations related to transportation, including:

- Redesign of Republican Street between Seattle Center and Queen Anne Boulevard as a "festival street."
- West of Queen Anne Blvd, redesign Republican Street/August Wilson Way as a key bike corridor providing access to the Thomas Street Bridge.

- Implementation of the West Thomas Street Concept Street Plan to continue the pedestrian street design that extends from Eastlake Avenue East, across Seattle Center, and ending at Elliott.
- A redesign of Broad Street to create the 'Broad Street Green'.
- A recommendation for a future Sound Transit light rail station in the vicinity of 1st Avenue N and Republican Street.
- As transportation investments are made in Uptown, work with SDOT to consider elimination of 1st Avenue N and Queen Anne Avenue N couplet.
- Explore opportunities to encourage shared use parking.
- Strategies to redevelop surface parking lots to eliminate patchwork development in some of Uptown mixed-use areas.
- Ensuring adequate parking for Seattle Center and to support Uptown as an Arts District.

## Seattle Center Century 21 Master Plan

The Seattle Center Master Plan discusses ways to transform the campus from an occasional destination to one's first place to think of when planning what to do or where to go. The Plan discusses reclaiming and unifying open space at the heart of the campus and making connections between buildings and areas on the periphery of the campus., The Plan recommends improving existing pedestrian and multimodal facilities, and developing new connections such as an August Wilson Way as part of creating additional open space in the heart of campus and a new year-round spectator event facility at Memorial Stadium.

## Thomas Green Street Concept Plan

The Thomas Green Street Concept Plan (Seattle Department of Transportation, 2013) discusses the reconnection of the street grid over SR 99 via Thomas Street as a result of the viaduct replacement, effectively reconnecting the South Lake Union and Uptown neighborhoods.

## South Lake Union Mobility Plan

The South Lake Union Mobility Plan evaluates pedestrian, bicycle, and transit connectivity between South Lake Union and Uptown neighborhoods. The Plan identifies capital improvements and private investments to increase east-west connectivity along Thomas Street, Harrison Street as a result of the grid reconnection at these locations.

## Lake 2 Bay Mobility Study

The Lake 2 Bay Mobility Study (Heffron Transportation, Inc, 2015) evaluates the functional needs along Broad Street west of SR 99 with the goal of connecting cultural resources, such as the Olympic Sculpture Park, Seattle Center, and Lake Union Park. Broad Street traffic patterns changed substantially after its closure east of 5th Avenue N to accommodate Mercer Street widening/ reconfiguration. Completion of the AWV Replacement and North Portal projects will disperse traffic across Aurora Avenue N between Denny and Mercer, effectively reducing traffic volumes on these roadways in 2030. The study recommends enlarging and enhancing the Broad Street Triangle to complete a "gateway" to Seattle Center.

## Seattle Pedestrian Master Plan

The Pedestrian Master Plan (Seattle Department of Transportation, 2009) has a mission to "make Seattle the most walkable city in the nation." Goals include reducing the number of crashes involving pedestrians, providing services equitably, cultivating vibrant environments, and improving health in communities. The Seattle Pedestrian Master Plan Update is anticipated to be released in summer 2016.

## Seattle Bicycle Master Plan

The Bicycle Master Plan (Seattle Department of Transportation, 2014) provides guidance on the future investments in bicycle facilities in Seattle, with a vision for bicycling as a safe and convenient mode for people of all ages and abilities on a daily basis. Goals include increasing bicycle ridership, safety, connectivity, equity, and livability.

Specific gaps in the bicycle network identified within the Uptown Study Area include corridor gaps, larger gaps in the network needed to connect neighborhoods and destinations, and network gaps, which are short segments (less than ¼ mile) of missing links in the network.

Corridor Gaps include Mercer Street between Queen Anne Avenue N and W Mercer Place. Network Gaps include W Mercer Place from Elliott Avenue W to 6th Avenue W, and Roy Street from Aurora Avenue N to 5th Avenue N, and August Wilson Way as shown in Exhibit 3.6–14 on the following page.

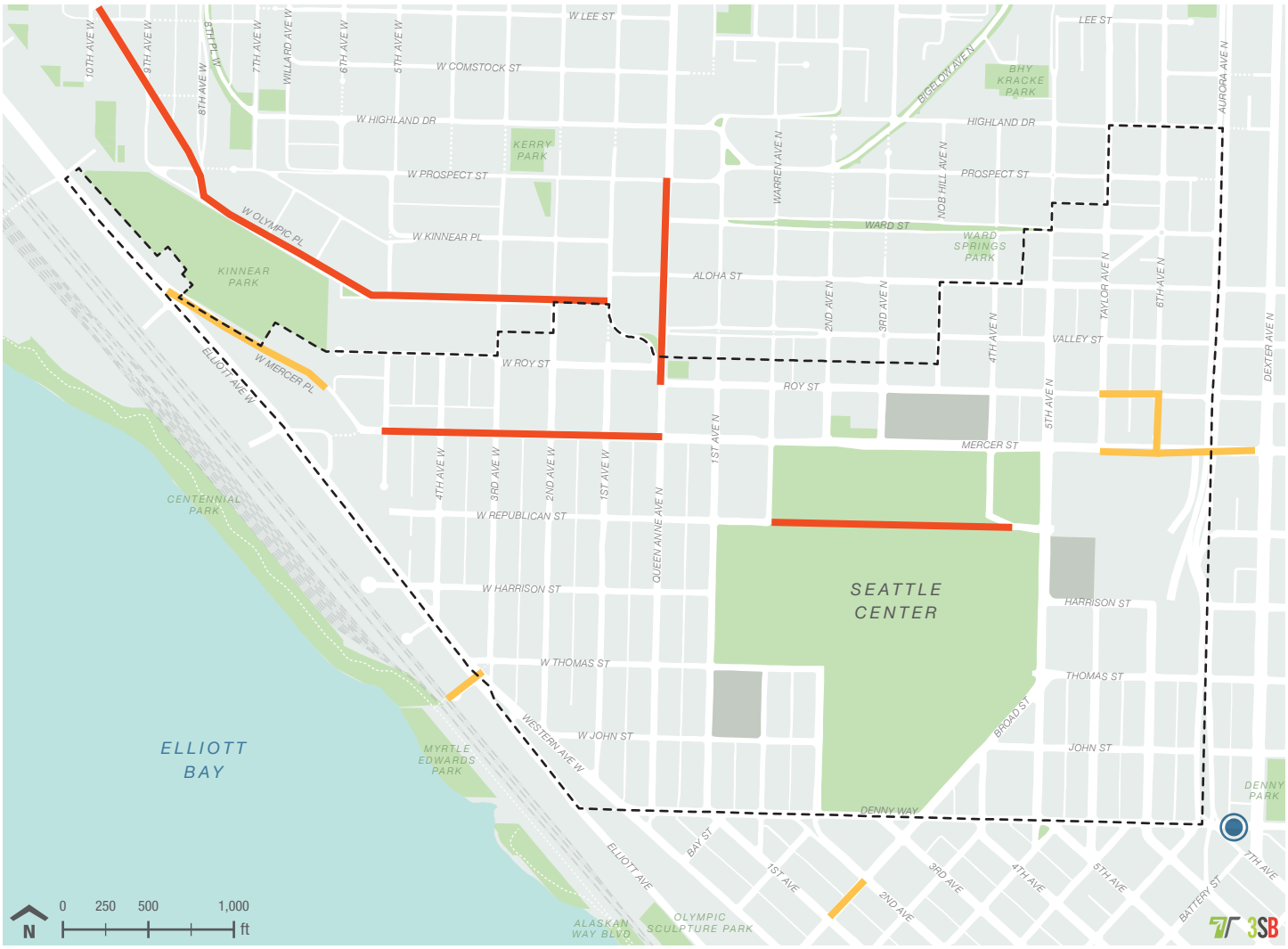



**Exhibit 3.6-14** Gaps in the Bicycle Network

- Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)

**Bicycle Facility Gaps**

- Crossing Gap
- Network Gap
- Corridor Gap

*Source: City of Seattle Bicycle Master Plan, April 2014; Uptown Urban Design Framework, October 2015*

The August Wilson Way corridor gap is anticipated to be built as part of the redevelopment of Memorial Stadium, as identified in the Seattle Center Master Plan. This facility will encourage east-west bicycle connectivity and provide dedicated space for cyclists on a corridor that has high pedestrian activity during events.

## King County Metro Long Range Plan (Metro Connects)

Metro Connects identifies enhancements to the transit network to accommodate future transit demand as a result of growth. The Plan proposes a 2040 service network consisting of frequent, express, local, and RapidRide bus routes to serve the one million more

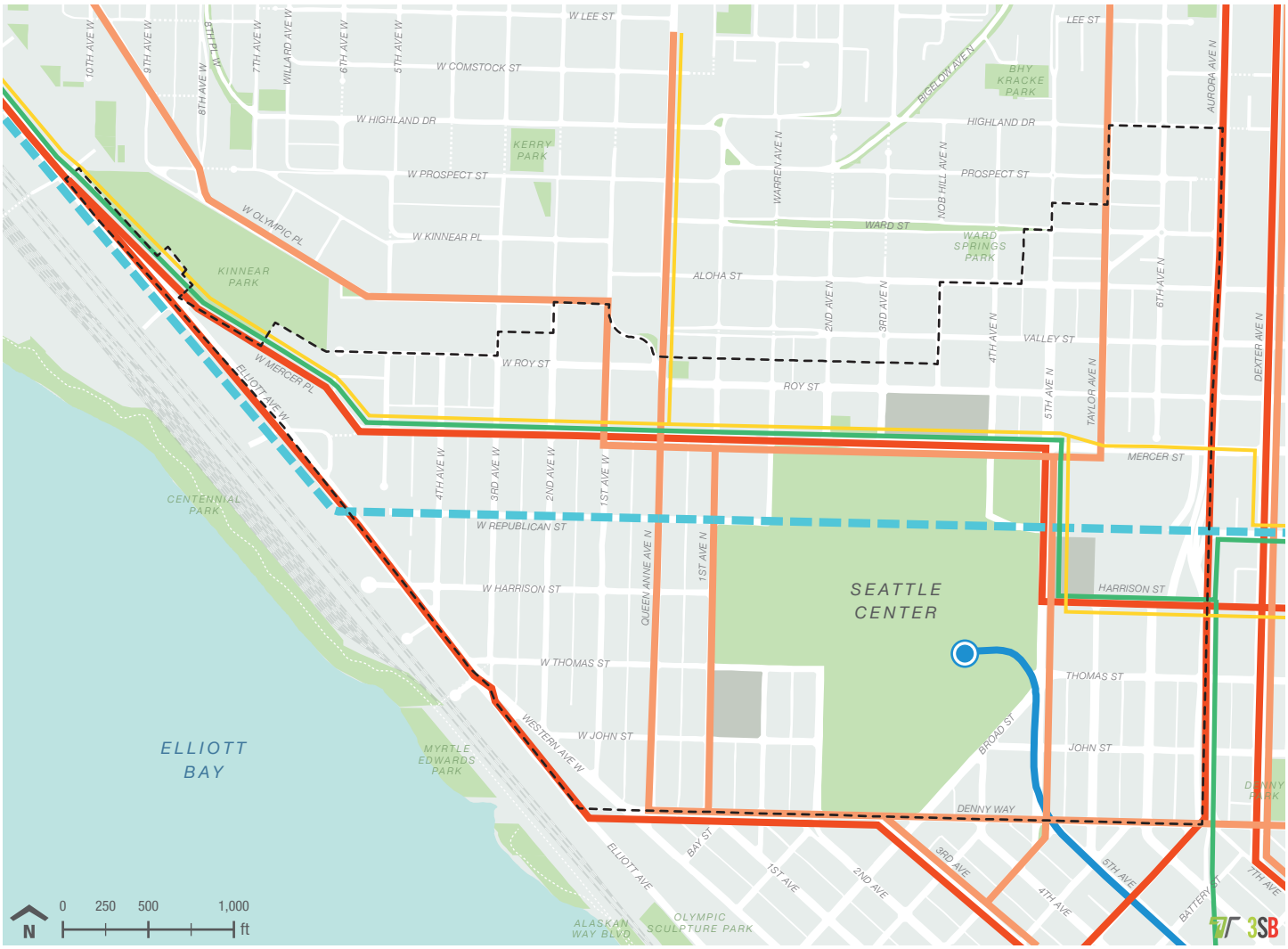



**Exhibit 3.6-15** Future (2040) Transit Facilities Serving Uptown

- Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)

**Future (2040) Transit Facilities**

- Link
- RapidRide
- Frequent
- Express
- Local
- Monorail

*Source: King County Metro Connects, 2016*

people and 850,000 additional jobs. In addition, Metro Connects discusses measures to promote equity and social justice including enhancements to the ORCA LIFT program. These routes are shown in Exhibit 3.6-15 above.

## Seattle Transit Master Plan

The Transit Master Plan (Seattle Department of Transportation, 2016) provides guidance for future transit investments. The City of Seattle has designated 5th Avenue N, Taylor Street, and the Queen Anne Avenue N / 1st Avenue N one-way couplet as priority bus corridors, which means the City prioritizes transit investments for increased speed and reliability on along these corridors. Capital investments

such as transit signal priority and bus lanes may be added to increase transit reliability and connectivity to high capacity transit stations. The Seattle Transit Master Plan (2012) anticipates up to 14,700 riders on the Queen Anne/Magnolia/South Lake Union corridor.

## Seattle Freight Master Plan

The Freight Master Plan (Seattle Department of Transportation, 2016) is the first master plan of its type for the City and provides guidance on priorities for future investments to support the movement of freight and goods within the City. The vision for the Freight Master Plan is stated as "A vibrant city and thriving economy connecting people and products within Seattle and to regional and international markets." The plan includes a hierarchy of freight important streets.

## Alaskan Way Viaduct Replacement (North Portal)

The Alaskan Way Viaduct Replacement project replaces and removes the seismically vulnerable viaduct and replaces it with a deep bore tunnel which includes the North Portal. The project is under construction and is anticipated for completion by 2020. This includes completing the street grid over SR 99 for Thomas Street, Republican Street, and Harrison Street as shown in Exhibit 3.6–16.

## Center City Mobility Plan

The Center City Mobility Plan (CCMP) is currently in progress by the Seattle Department of Transportation. The CCMP will identify near- and mid-term transportation improvements for downtown Seattle including the 10 Center City neighborhoods, including Uptown.

## Move Seattle Transportation Strategic Plan

Move Seattle is a strategic document that lays out a 10-year strategic vision for a safe, interconnected transportation network (City of Seattle et al., 2016). The plan integrates the modal plans and prioritizes projects to identify funding. Improvements are centered around reduced speed and alternatives to car traffic on arterial corridors throughout Seattle.

## Sound Transit 3

Sound Transit 3 is the next phase of regional high capacity transit investments for the Puget Sound region proposed by the Sound

**Exhibit 3.6-16** Reconnection of the Local East-West Grid Following Completion of the North Portal

- Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)
- SR 99 Tunnel

*Source: WSDOT AWV EIS*

Transit board. This next phase of investments includes extensions of Link Light Rail, Bus Rapid Transit, Sounder Commuter Rail, Regional Express bus, expanded parking, and other related investments. On June 23rd, 2016, the Sound Transit Board adopted a plan to put forward for voter approval in November 2016. This plan includes extension of light rail to Ballard with stations near Seattle Center and Harrison Street near SR 99 that could be completed by 2035. These two stations would serve the Uptown neighborhood. This study will assess impacts of the rezone with and without these potential stations.

# 3.6.2 IMPACTS

This section evaluates transportation system operations in 2035 for the three alternatives. These include a No Action alternative that maintains the current zoning in Uptown and two Action Alternatives that would vary the neighborhood's zoning. Alternative 2 Mid-Rise includes a medium increase in land use density, and Alternative 3 High-Rise includes a higher increase in density.

## ANALYSIS METHODOLOGY

The study area was evaluated for weekday PM peak conditions, which represent the period when traffic levels are anticipated to be highest. This is consistent with available data from the City of Seattle's travel demand model and with other rezone analyses completed in Seattle. Background traffic volumes are assumed and based on transport investments as proposed in state, regional, and city plans, shown in Exhibit 3.6–18.

As shown in Exhibit 3.6–17, this analysis evaluates the options of High Capacity Transit (HCT) as part of the ST3 Ballard to Downtown HCT corridor. ST3 is the next package of regional HCT investments being considered by Sound Transit. This corridor will potentially be part of a package of investments voted on in November 2016. Its funded improvements could be in place by the horizon year of 2035.

**Exhibit 3.6–17** Comparison of Transportation Improvements Among Alternatives

| Scenario | HCT[1] | Other Planned Improvements[2] |
|---|---|---|
| **Existing Conditions (2015/2016)** | | |
| **Alternative 1 No Action (2035)** | | • |
| **Alternative 1 No Action (2035) HCT** | • | • |
| **Alternative 2 Mid-Rise (2035)** | | • |
| **Alternative 2 Mid-Rise (2035) HCT** | • | • |
| **Alternative 3 High-Rise (2035)** | | • |
| **Alternative 3 High-Rise (2035) HCT** | • | • |

*1. High Capacity Transit as described in Sound Transit 3 studies and including Uptown, South Lake Union, and Smith Cove Stations.*

*2. Location and type of other planned improvements is shown in Exhibit 3.6–18.*

*Source: Transpo Group, 2016*

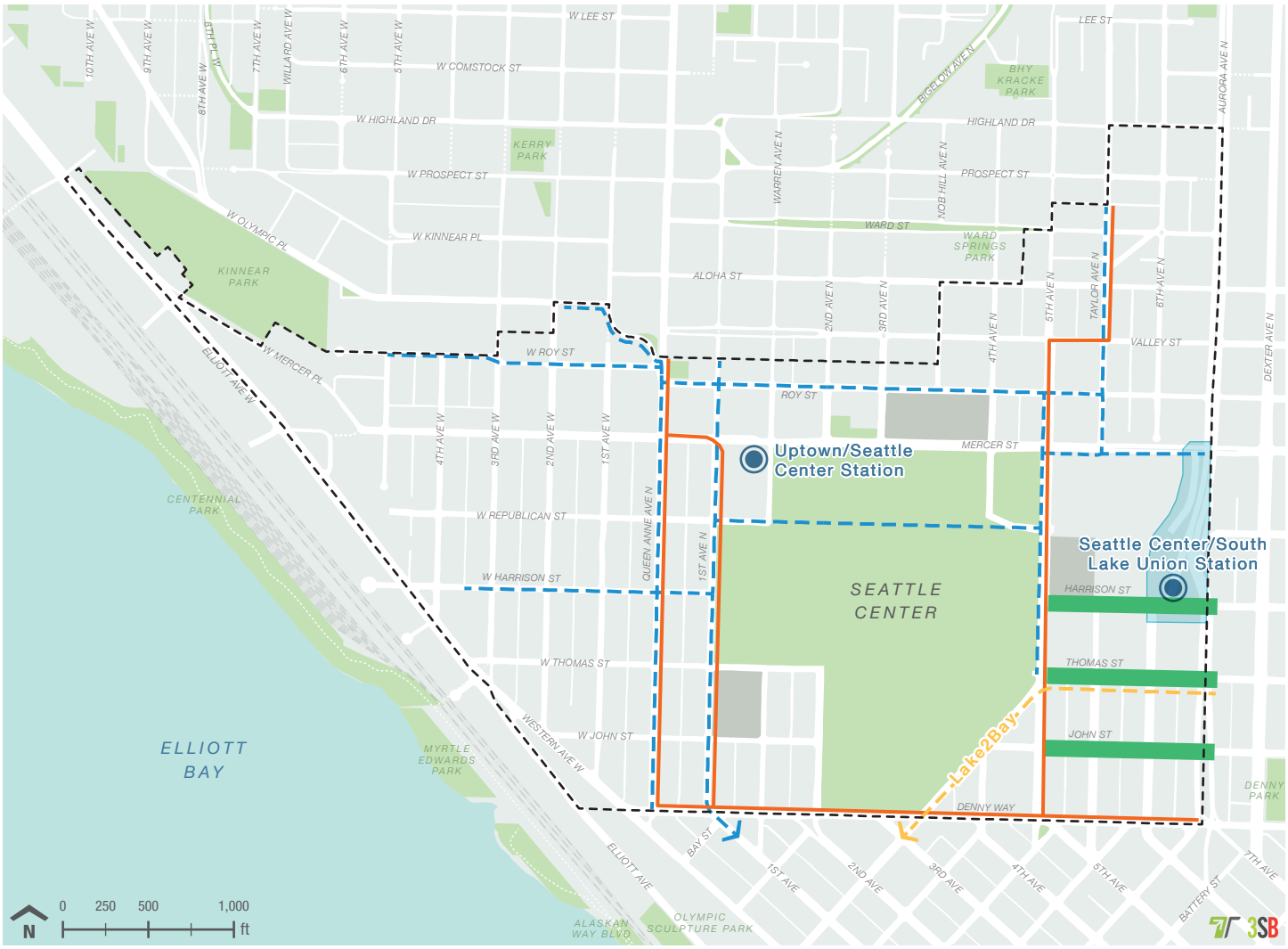



**Exhibit 3.6-18** Summary of Planned Transportation Capital Improvements

- Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)

**Planned Transportation Improvements**

- Priority Bus Corridor
- Bicycle Network Link
- Future Streets and Connections
- North Portal
- Proposed New ST High-Capacity Transit Station

*Source: Transpo Group, 2016*

The Alternative 2 and 3 HCT scenarios are discussed together following a description of the future alternatives.

The analysis methodology for evaluating impacts is detailed in the *Uptown Rezone EIS Transportation Analysis–Methods and Assumptions* (Draft January 6, 2016). The memorandum contains the transportation network and land use assumptions, as well as details for updates to the Seattle travel demand forecast model that were used for Alternative 2 Mid-Rise and Alternative 3 High-Rise. Key assumptions discussed in the memorandum include screenline placement, measures of effectiveness, and planned transportation projects assumed in analysis.

**Corridor Analysis**

Corridors are arterial roadways (Mercer Street and Queen Anne/1st Ave) on which vehicle travel time is calculated from one end to the other.

Corridor analysis is based on vehicle travel time. Vehicle volumes for each scenario at intersections along the corridor were entered into traffic operations software to calculate travel time between corridor segments. The travel time was then summed for the length of the corridor to arrive at a corridor travel time.

**Screenline**

Screenlines are imaginary lines across which the number of passing vehicles is counted.

Screenlines in this study were selected to count vehicle traffic entering and exiting the Seattle Center area.

The intersecting traffic volumes are used to calculate v/c and determine whether a screenline exceed a level of service threshold.

The study area was evaluated for weekday PM peak hour conditions, which represent the period when traffic levels are anticipated to be highest. This is consistent with available data from the City of Seattle's travel demand model and with other rezone analyses completed in Seattle.

Two corridors were studied for auto and transit along their length using travel time as the basis for analysis:

A. Mercer Street (between 3rd Avenue and Dexter Avenue N)

B. Queen Anne Avenue / 1st Avenue N couplet (between Denny Way and W Roy Street)

The following seven screenlines were selected to provide a finer grained assessment of travel in the subarea and are evaluated for mode split, vehicle and transit operations, and pedestrian and bicycle modes across their length:

1. North of Mercer Street
2. 5th Avenue from Aloha to Denny (includes Broad Street)
3. West of SR 99 (across Thomas, Harrison, Republican)
4. West of Seattle Center from Mercer to Denny
5. Across Elliott Avenue and W Mercer Place
6. North of Denny Way from Western Avenue to Dexter Avenue

As part of the Mayor's Seattle 2035 Comprehensive Plan (City of Seattle, 2016) two screenlines are identified in Uptown.

- Screenline A4 which is an east–west screenline, measuring north-south travel, just south of Mercer Street extending as far west as Elliott Avenue West and east to include Aurora Avenue North. This screenline mirrors the Uptown rezone screenline 1 which is just north of Mercer in order to capture more cross streets.
- Screenline A5 from the plan is drawn north–south, measuring east-west travel, between 5th Avenue North and Taylor Avenue North. This Comprehensive Plan screenline is similar to the Uptown rezone screenline 2.

The corridors and screenlines are shown in Exhibit 3.6–19.

The screenline analysis includes volume to capacity (V/C) calculations for the vehicles traversing the screenlines using volumes (SOV, HOV2, HOV3+) from the travel demand model and roadway capacity estimates. V/C results give an indication of the level of congestion across the screenlines and show the effect of spreading

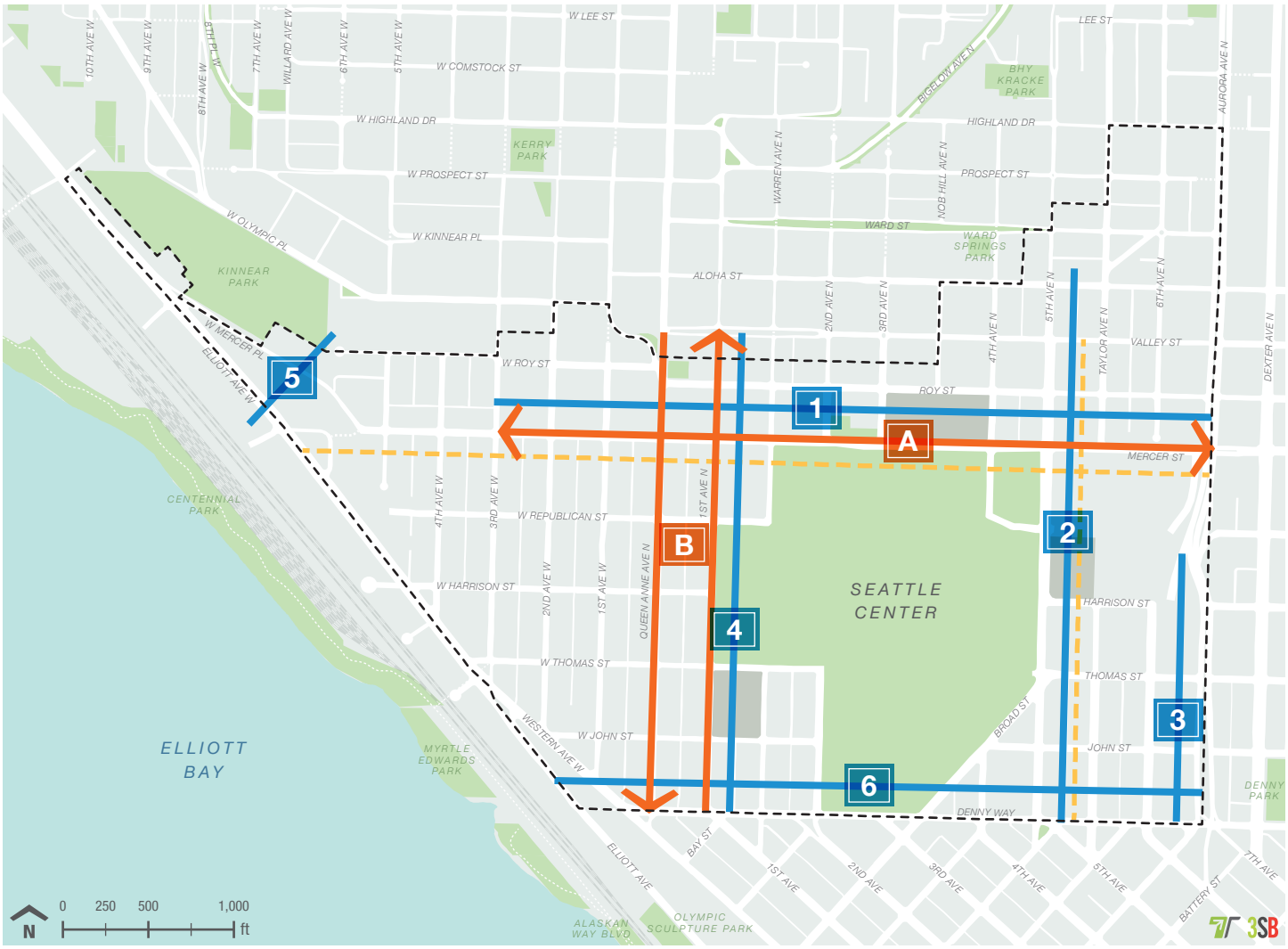



**Exhibit 3.6-19** Corridors and Screenlines

- Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)

**Corridors and Screenlines**

- Corridor
- Screenline
- Seattle Comprehensive Plan Screenline

*Source: Transpo Group, 2016*

traffic across several roadways as opposed to concentrating congestion on a few corridors. As a result, many of the screenlines have capacities that are larger than any individual roadway and typically exceed the volume demand across the entire screenline.

## THRESHOLDS OF SIGNIFICANCE

This section describes the methodology used to analyze the existing transportation conditions within the study area. Deficiencies are defined if any of the alternatives would either:

- Cause the non-SOV mode share for Uptown to fall below 60 percent for work trips and 85 percent for non-work trips (Seattle 2035 Mode Split Targets) or;

**Capacity** is the maximum number of vehicles a roadway can serve during a given hour. For screenline analysis in this study, capacity is summed for all roadways intersecting the screenline.

**Vehicle-to-Capacity (v/c)** represents the number of vehicles crossing the screenline compared to the designated capacity of the roadways crossing the screenline.

**Level of Service (LOS)** is based on the v/c of a screenline, as found in Seattle 2035. For this study, screenlines v/c's that do not exceed the No Action alternative are acceptable.

- Cause a screenline to exceed its stated LOS threshold by at least 0.01 more than the No Action Alternative or;
- Cause corridor travel times to increase by 10 percent over No Action.

The impacts and potential mitigation measures for all alternatives are described in the following sections.

## IMPACTS OF ALTERNATIVE 1 NO ACTION

Analysis results and environmental deficiencies of the No Action Alternative are summarized in this section. Alternative 1 No Action serves as a baseline for the impact analysis of the Action Alternatives. It represents the operations of the transportation system if no actions were taken by the City Council and no zoning changes were made to the study area. Except for the potential introduction of light rail service to Uptown and Ballard, the same transportation network (including all reasonably foreseeable transportation improvements) is assumed for all alternatives. The introduction of High Capacity Transit is studied as an option in each alternative.

### Land Use

Alternative 1 No Action would maintain current heights and development standards. As such, Alternative 1 is expected to add 3,000 households and 2,500 jobs by 2035, the lowest studied in this Draft EIS. Households would increase by 39 percent over existing levels. Jobs would increase by 12 percent.

**Traffic Analysis Zone (TAZ)**

Traffic analysis zones are the basic geographic unit for inventorying demographic data and land use within a study area.

TAZ boundaries are generally drawn along geographic features, land use boundaries, or transportation network features.

Trips are produced and attracted to/from TAZs based on land use.

Typically, the smaller the TAZ the more detail the travel demand model will have.

The household and employment growth for Alternative 1 No Action is consistent with the draft 2035 Comprehensive Plan (March 2016) and reflects a growth of 2,500 jobs and 3,000 households over current jobs, as shown in Exhibit 3.6–20. The traffic analysis zones (TAZs) represent an area larger than the Uptown neighborhood boundary as defined by the City travel demand model and,

**Exhibit 3.6–20** Uptown TAZs Land Use Change (2015 to 2035 No Action)

| Land Use | 2015 | 2035 | Alt 2 | Alt 3 |
|---|---|---|---|---|
| **Households** | 7,734 | 10,733 | 11,103 | 11,478 |
| **Employment** | 20,617 | 23,117 | 23,417 | 23,742 |

*Source: Seattle Comprehensive Plan Travel Demand Model 2015, No Action; BERK Consulting, 2016*

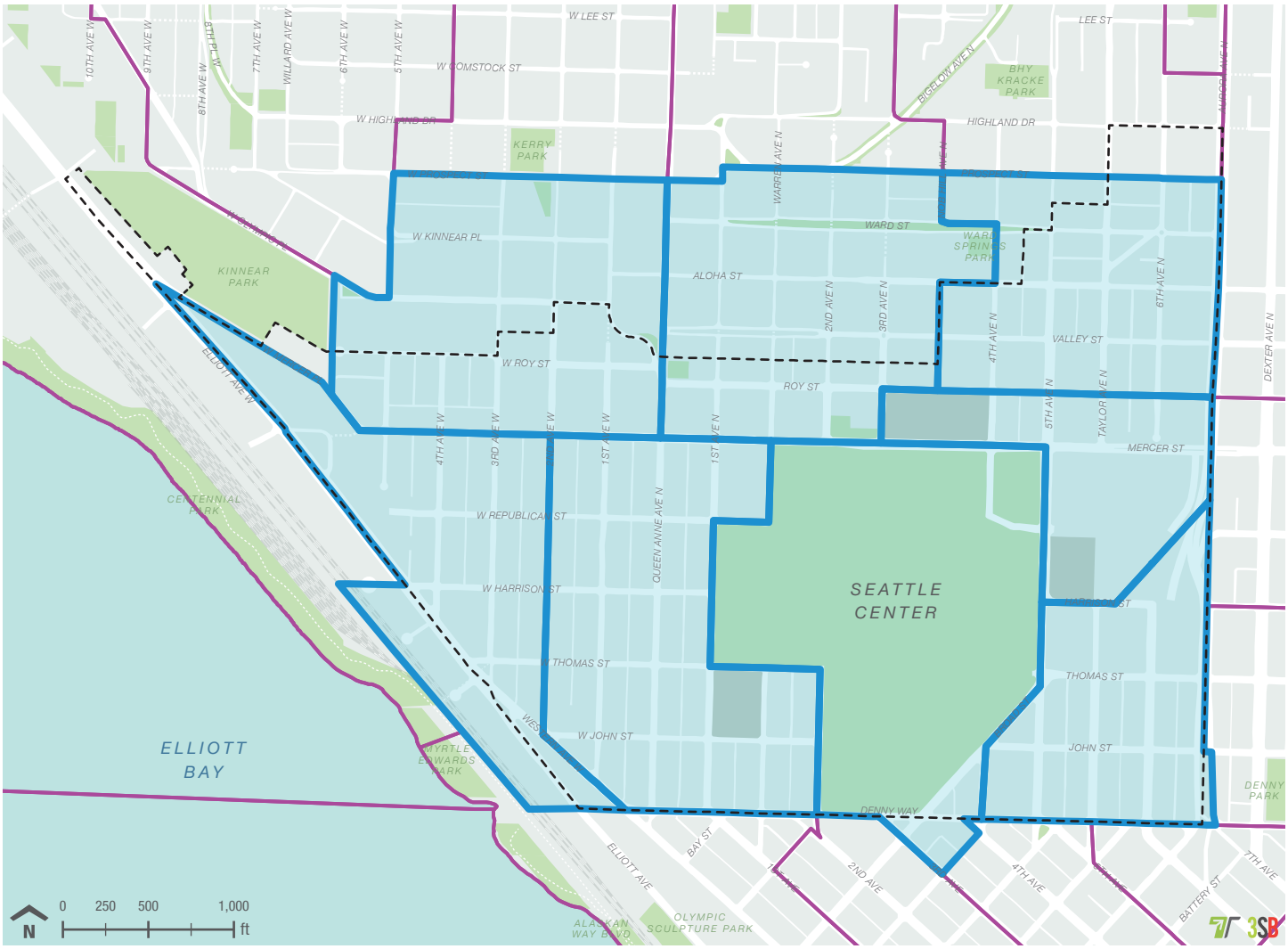



**Exhibit 3.6–21** Uptown Traffic Analysis Zones (TAZs)

- Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)

**Traffic Analysis Zones**

- Study Area TAZs
- Non-Study Area TAZs

*Source: Transpo Group, 2016*

therefore, include more households and employees under existing (2015) conditions in these additional areas. A correlation of TAZs and the Uptown study areas provided in Exhibit 3.6–21.

Exhibit 3.6–20 is from the transportation model and shows a higher base of households and jobs than is assumed within the Uptown neighborhood study area. Since transportation and other EIS analyses are generally based on the net increase in households and jobs and the net increases are consistent, the impact analysis is valid. The graphic below shows the Uptown neighborhood study area compared to the travel demand model TAZs.

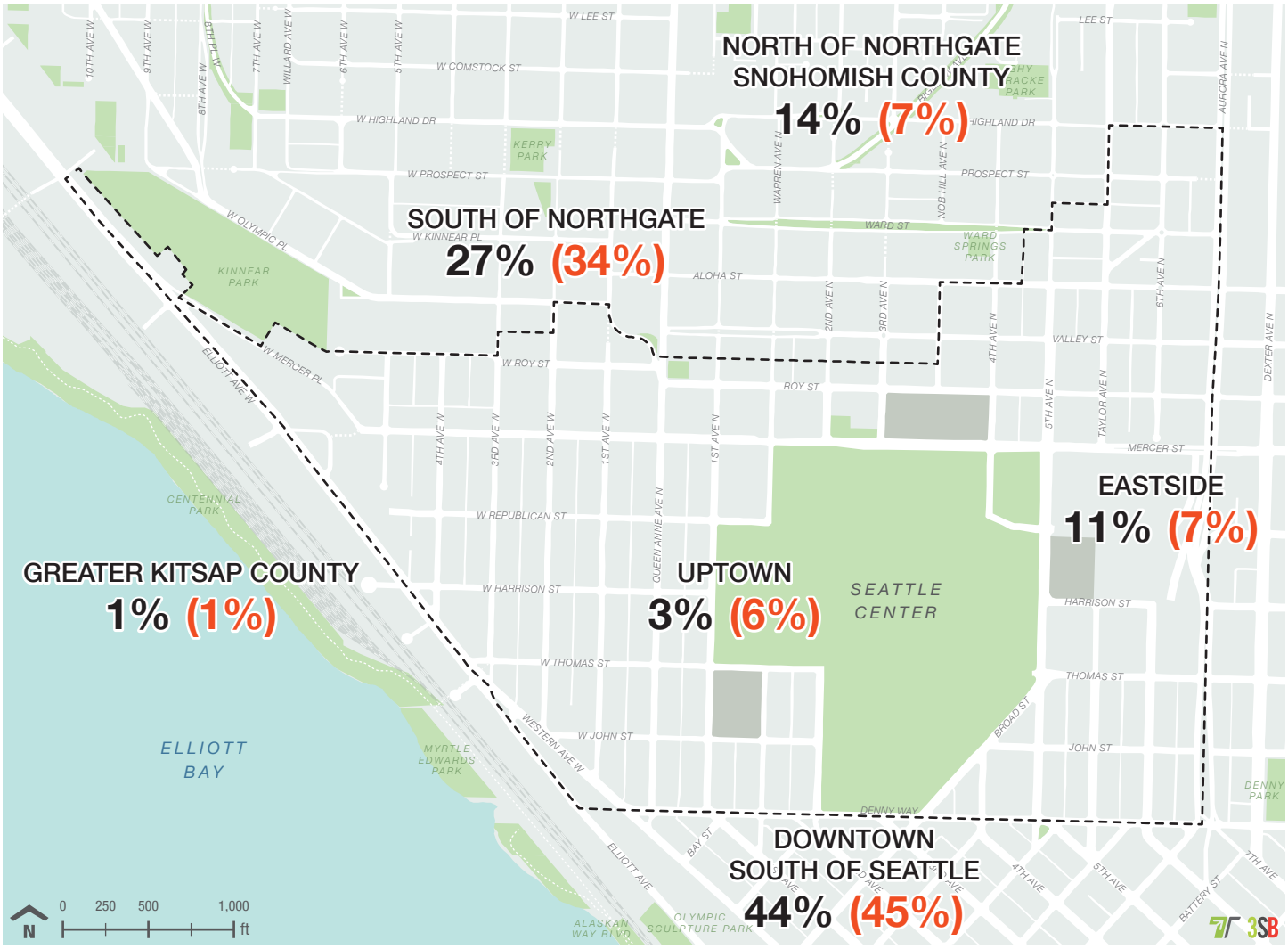



**Exhibit 3.6-22** Drive Alone Vehicle Trip Distribution, No Action

- --- Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)

**Drive Alone Vehicle Trip Distribution**

- **XX%** Home Based Work Trip Distribution
- **(XX%)** Non-Home Based Work Trip Distribution

*Source: Transpo Group, 2016*

## Trip Distribution

Travel demand model Home Based Work (HBW) or work related trips and non-home based (NHB) or all other trips results were used to determine where vehicle trips were coming from, and going to. The model coverage area, which includes King, Snohomish, Pierce and parts of Kitsap county, was divided into analysis districts so that trips within each area could be counted. The result are the distribution maps found in Exhibit 3.6-22 and Exhibit 3.6-23 which detail the proportion of trips originating or with a destination in

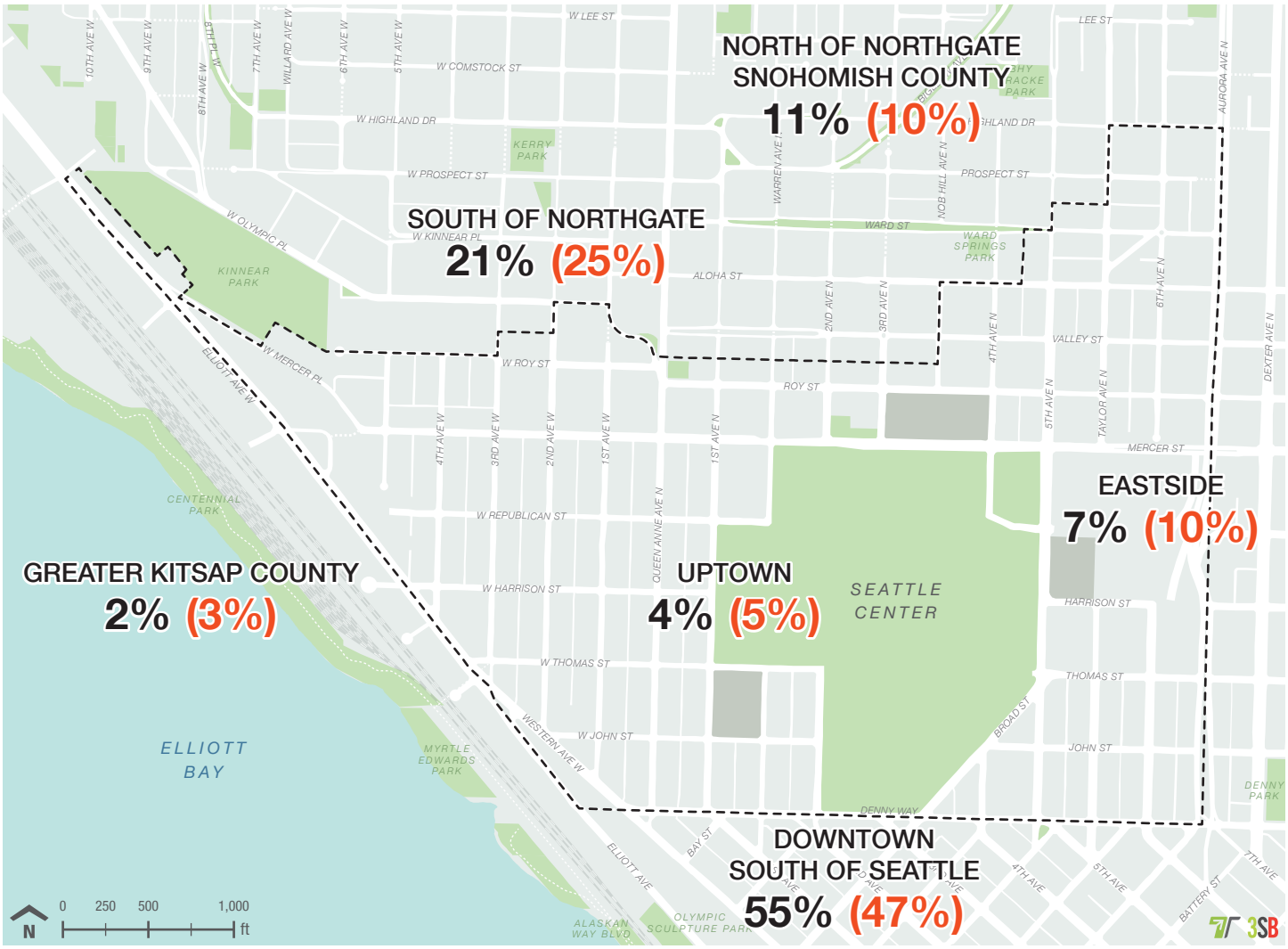



**Exhibit 3.6-23** Shared-Ride Vehicle Trip Distribution, No Action

- Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)

**Shared-Ride Vehicle Trip Distribution**

**XX%** Home Based Work Trip Distribution

**(XX%)** Non-Home Based Work Trip Distribution

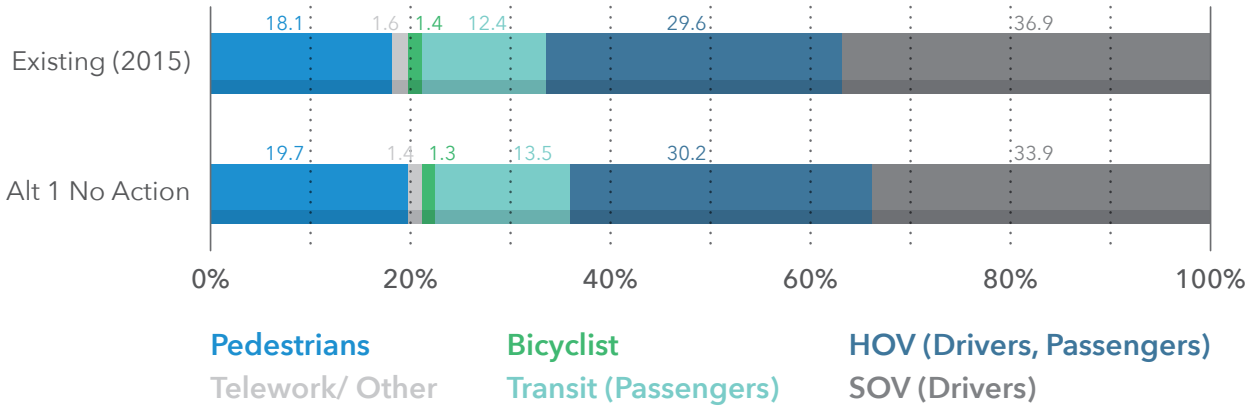
*Source: Transpo Group, 2016*

Uptown and is based on Alternative 1 land use. Similar distribution results were found for Alternative 2 and 3. The analysis shows that 27 percent of drive alone work trips come from/go to areas south of Northgate which include Ballard, Greenwood, and other large neighborhoods. Another 34 percent of drive along non-work trips originate or have a destination in those same areas. Shared-ride trips (HOV) have similar distribution results with a higher number of work trips coming from/going to areas south of Seattle.

## Mode Share

Mode share percentages among the three alternatives in 2035 are generally similar. The share of pedestrian, bicycle, and transit modes under Alternative 1 No Action is projected to increase compared to the existing mode share. Although the auto mode-share percentage would decrease compared to 2015, the absolute number of auto trips would increase, as shown in Exhibit 3.6–24

**Exhibit 3.6–24** Mode Split, Existing Conditions and Alternative 1 No Action, All Trips



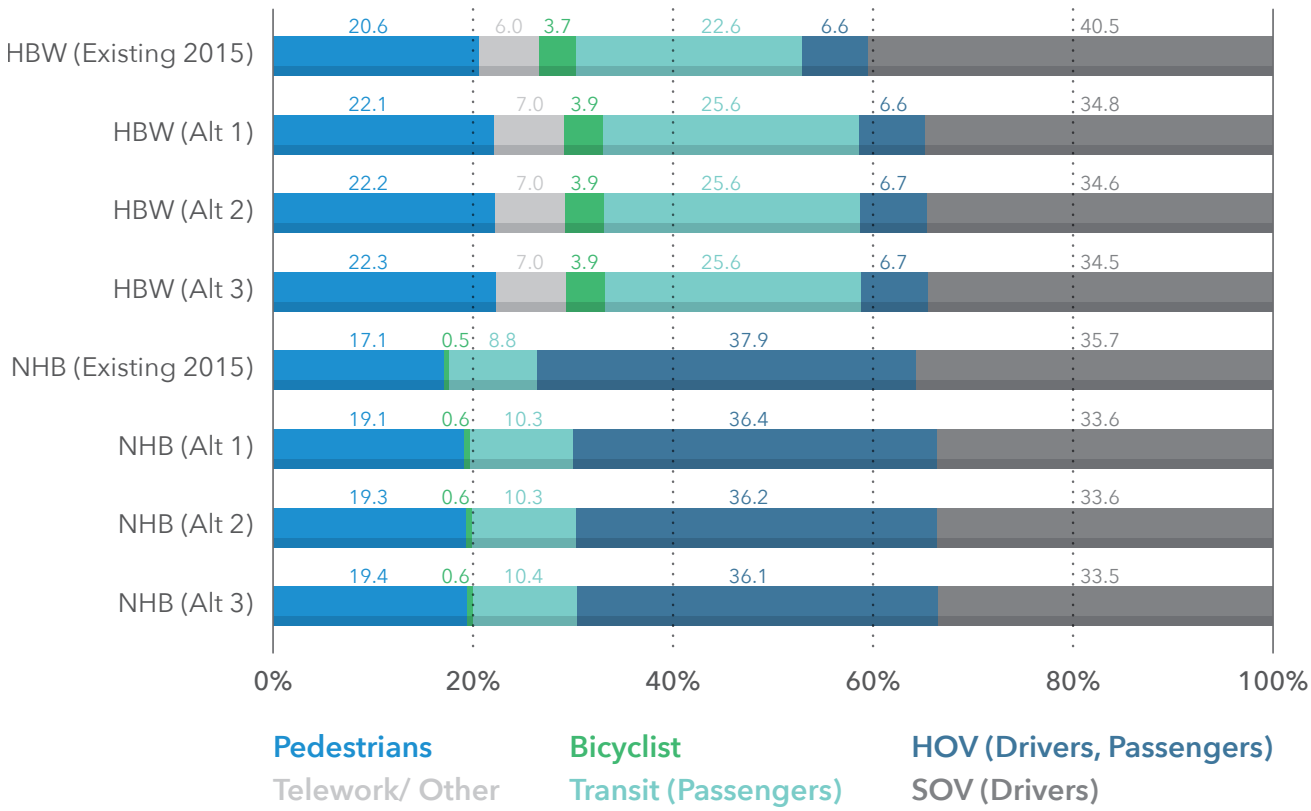

*Source: Transpo Group, 2016*

The SOV mode share for all trips under this alternative is estimated to be approximately 34 percent, resulting in 64 percent taking other modes and meeting the non-SOV mode share goal for Uptown of 60 percent for work trips (HBW). For non-work trips No Action results in 66 percent taking other modes which does not meet the 85 percent goal for Uptown for non-work trips (NHB) as noted in the comprehensive plan. This mode split does not assume implementation of ST3, High Capacity Transit.

Trips are categorized by either home based work (HBW)–originating or ending at a residence; or non-home based (NHB)–all other types of trips including recreational, college, etc. HBW and NHB trips may rely differently on travel modes as shown in Exhibit 3.6–25. NHB trips show a higher proportion on HOV trips, while NHB assumes a higher proportion on bicycle and walking in addition to telecommuting.

A reduction in the proportion of single occupant vehicle trips will be taken up by incrementally small proportions of pedestrian,

**Exhibit 3.6-25** Mode Split, Home Based Work and Non-Home Based, Existing and Alternatives Without HCT




*Source: Transpo Group, 2016*

bicycle, and transit trips. Each proportion is expected to increase by as much as 2–3 percent.

Overall growth between 2015 and 2035 is expected to increase trips by 60 percent. The number of people taking transit, walking, and biking for travel in Uptown could almost double between 2015 and 2035 with anticipated growth. The Comprehensive Plan identifies goals in the Uptown Neighborhood plan and Transportation Element that recommend utilizing the Pedestrian, Bicycle and Transit Master plans to guide investments and identifies areas that are high priority for pedestrian priority investments. These planned investments are expected to serve this anticipated growth.

## Screenline Analysis

A key consideration for the screenline analysis is determining the lane capacity of each roadway segment that crosses the screenline. Lane capacity is a measurement of how many vehicles per hour can

travel within the lanes on various streets. The assumptions for lane capacity are shown in Exhibit 3.6–26.

The results of the screenline analysis are shown in Exhibit 3.6–27.

**Exhibit 3.6–26** Lane Capacity Assumptions

| Roadway Description | Capacity (per direction, per hour) |
|---|---|
| **Two-lane street** | 800 |
| **Four-lane street** | 1,600 |
| **Six-lane street** | 2,400 |
| **Two-lane street with frequent buses** | 750 |
| **Four-lane street with frequent buses** | 1,450 |
| **Six lane street with frequent buses** | 2,150 |

*Source: NACTO and Transpo Group, 2016*

**Exhibit 3.6–27** Alternative 1 No Action Screenline PM Peak Hour Volumes

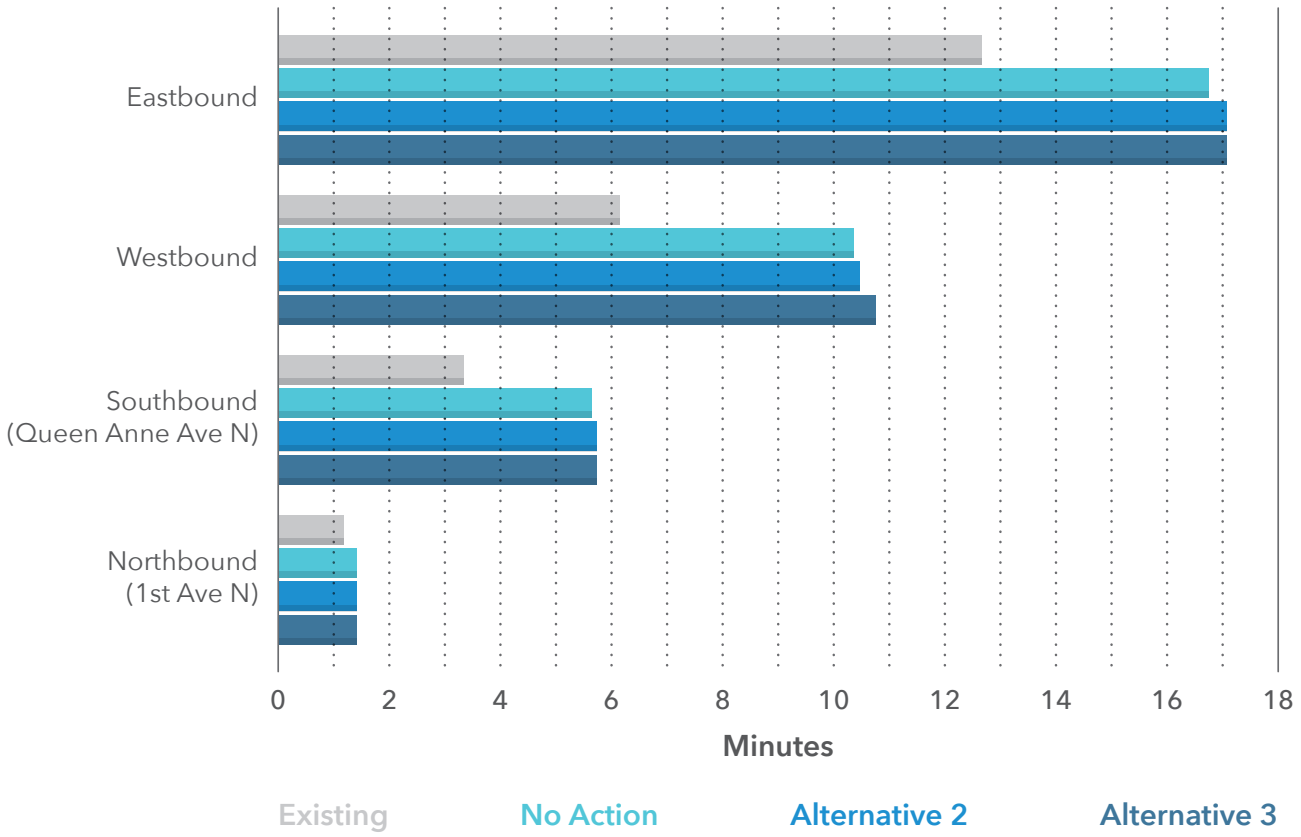
| | Screenline | Screenline Volume | Capacity | V/C |
|---|---|---|---|---|
| 1 | **North of Mercer Street from Elliott Avenue W to Aurora Avenue N (A4)** | | | |
| | Northbound | 2,249 | 4,650 | 0.48 |
| | Southbound | 2,504 | 4,650 | 0.54 |
| 2 | **East of 5th Avenue N from Valley Street to Denny Way (A5)** | | | |
| | Westbound | 2,088 | 6,250 | 0.33 |
| | Eastbound | 3,044 | 7,050 | 0.43 |
| 3 | **West of SR 99 (across Thomas, Harrison, Republican)** | | | |
| | Westbound | 1,070 | 4,650 | 0.23 |
| | Eastbound | 1,311 | 3,850 | 0.34 |
| 4 | **West of Seattle Center from Mercer to Denny** | | | |
| | Westbound | 2,639 | 6,000 | 0.44 |
| | Eastbound | 2,958 | 4,650 | 0.64 |
| 5 | **Across Elliott Avenue and W Mercer Place** | | | |
| | Westbound | 2,398 | 3,400 | 0.71 |
| | Eastbound | 1,638 | 3,400 | 0.48 |
| 6 | **North of Denny Way from Western Avenue to Dexter Avenue** | | | |
| | Northbound | 2,238 | 6,400 | 0.35 |
| | Southbound | 2,816 | 6,400 | 0.44 |

*Source: Transpo Group, 2016*

## Corridor Analysis

The corridor analysis includes a review of PM peak hour travel time for vehicles as calculated using Synchro. Details of the travel time and operations are provided in Appendix D. The results of the travel time analysis are shown in Exhibit 3.6–28.

**Exhibit 3.6–28** Mercer and Queen Anne/1st Avenue Corridor PM Peak Travel Times in Minutes, Existing and All Alternatives, Without HCT




*Source: Transpo Group, 2016*

As shown in the chart, growth anticipated to occur as part of the No Action Alternative will result in an increase of approximately four minutes in each direction on Mercer Street as compared to existing, while the increase for the Queen Anne Avenue (southbound) is approximately 2.5 minutes, and for 1st Avenue N is a slight increase (less than 1 minute). In all the study locations Alternatives 2 and 3 show little change in vehicle travel time compared to Alternative 1.

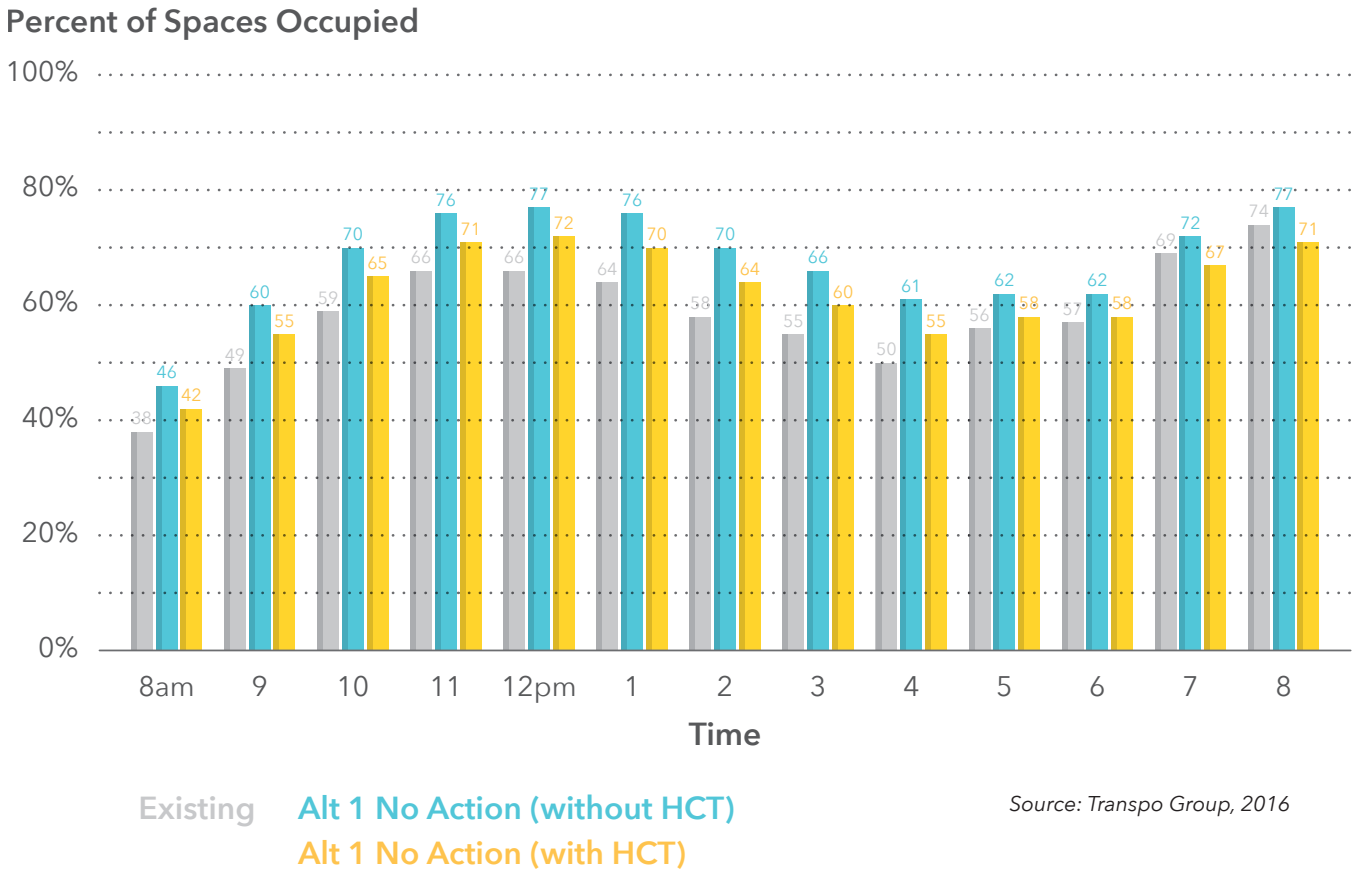
## Parking

A calibrated parking model was developed to determine the parking impacts for the Alternatives. The model considers changes in parking demand associated with growth in land use, event activities, future shifts in travel mode splits, the potential for high capacity transit, and parking pricing changes. Based on the land use growth and mode split characteristics, the parking model was used to forecast 2035 future parking demands for the No Action Alternative. Specifically, the parking model assumes existing parking demands for publicly utilized facilities in the study area would increase proportional to growth in vehicle trips to Uptown based on the Seattle travel demand model. An evaluation was conducted for both with and without high capacity transit (HCT). As discussed previously, transit use could increase by approximately 10 percent within Uptown with HCT. It is anticipated that for Seattle Center and event-related activities the increase in transit use would be higher. This evaluation conservatively assumes the mode shift for transit would be consistent throughout the day and does not consider the potential for higher transit use to and from events.

Exhibit 3.6–29 provides a summary of the projected No Action parking occupancy for the 2035 for the weekday with a light evening event activity at the Seattle Center.

Compared to existing conditions, the exhibit shows that parking demand during the daytime hours would increase at a higher rate than during the evening. This due to the projected increase in employment with the No Action Alternative. For No Action conditions without HCT, hourly parking occupancy would increase by an average of 9 percent with the increase ranging from 2–11 percent. HCT is anticipated to reduce the No Action Alternative hourly occupancy rate by approximately 5 percent, which in the evening hours would result in occupancy levels less than current conditions. With increases in parking demand, parking impacts within the neighborhood may increase and it could be more difficult to find short-term parking immediately proximate to businesses for customers and visitors. The evaluation shows for the No Action Alternative with HCT parking impacts within the study area would generally be no worse than experienced today.

**Exhibit 3.6-29** Comparison of Weekday Existing and Alternative 1 No Action (2035) Parking Occupancy—Light Evening Activity in July




*Source: Transpo Group, 2016*

## IMPACTS OF ALTERNATIVE 2 MID-RISE

Analysis results and environmental deficiencies of Alternative 2 Mid-Rise are summarized in this section.

### Land Use

Alternative 2 would allow greater heights and result in greater capacity for development that meets the Uptown UDF urban design concept for an Arts and Culture District, and greater opportunities for both commercial and housing uses. The style of development

**Exhibit 3.6–30** Uptown TAZs Land Use Change (Alternative 1 to Alternative 2)

| Land Use | Alternative 1 No Action | Alternative 2 Mid-Rise | Change | Percent Increase over No Action |
|---|---|---|---|---|
| **Households** | 10,733 | 11,103 | 370 | 3% |
| **Employment** | 23,117 | 23,417 | 300 | 1% |

*Source: Transpo Group, 2016*

would emphasize vertical mixed uses. Under Alternative 2, 370 new dwellings, a three percent increase, and 300 jobs, a one percent increase, are anticipated over Alternative 1 No Action, as summarized in Exhibit 3.6–30.

## Mode Share

The pedestrian, bicycle, and transit mode share under Alternative 2 is similar to Alternative 1. The increased proximity of destinations within Uptown under Alternative 2 slightly increases the walking share of trips (by 0.2 percent), as shown in Exhibit 3.6–35 on page 3.238.

Between Alternative 1 and Alternative 2, overall trips are expected to increase slightly more than 1 percent. The increase in the number of people taking transit, walking, and biking for travel in Uptown will increase slightly as compared to Alternative 1, No Action.

## Screenline Analysis

The results of the screenline analysis are shown in Exhibit 3.6–31. As shown and in comparison to Alternative 1, all screenlines have capacity within 0.01 V/C ratio of Alternative 2 Mid-Rise, with the exception of screenline 5 across Elliott Avenue which resulted in a slightly lowed V/C than Alternative 1 (No Action).

## Corridor Analysis

The corridor travel results for Alternative 2 would be similar to Alternative 1 as shown in Exhibit 3.6–31. Detailed analysis results are provided in Appendix D.

## Parking

Future 2035 parking demand for Alternative 2 was determined using the same method described for the No Action Alternative.

**Exhibit 3.6–31** Alternative 2 Mid-Rise Screenline Volumes

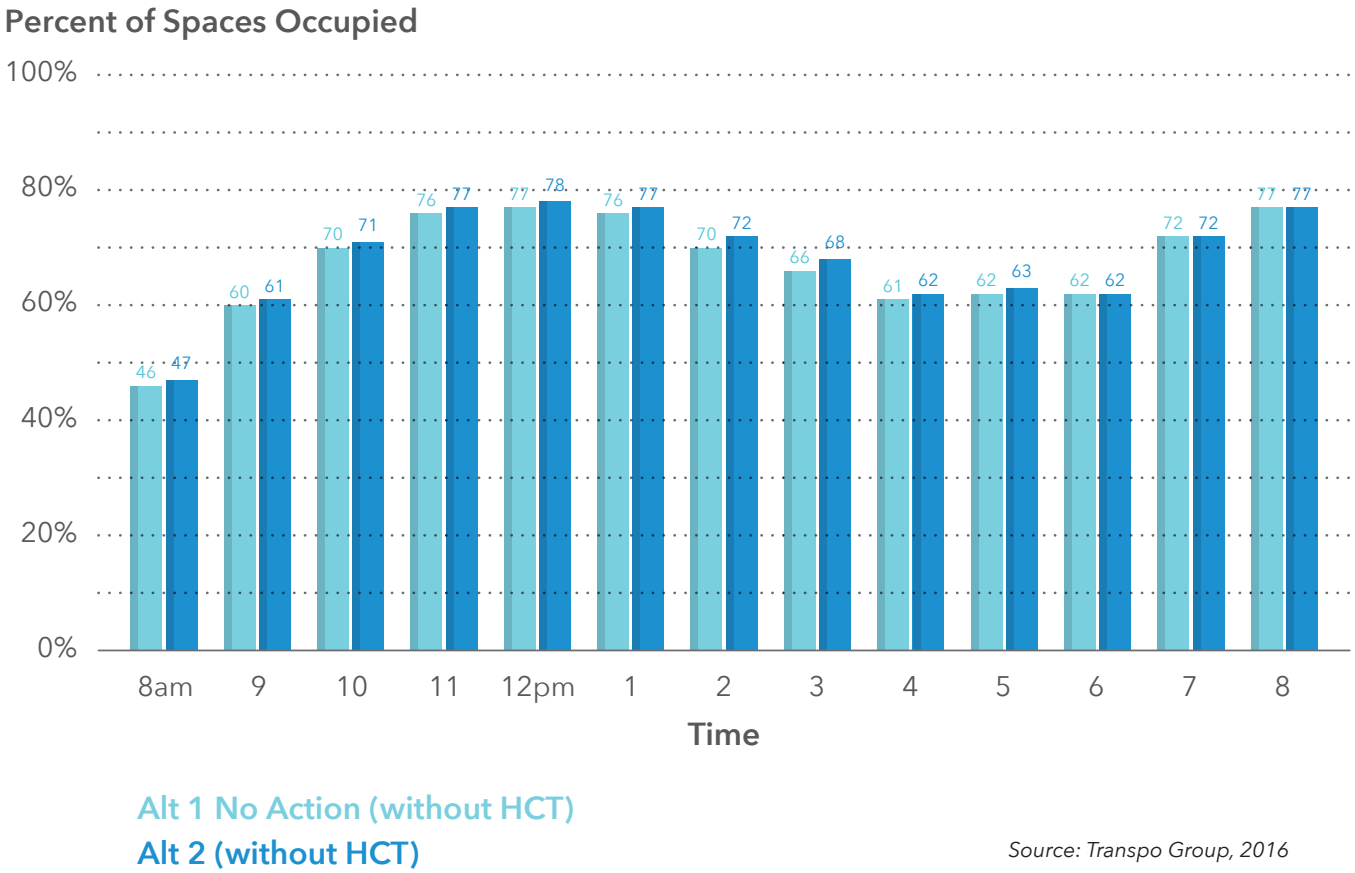
| | Screenline | Screenline Volume | Capacity | V/C |
|---|---|---|---|---|
| 1 | **North of Mercer Street from Elliott Avenue W to Aurora Avenue N (A4)** | | | |
| | Northbound | 2,248 | 4,650 | 0.48 |
| | Southbound | 2,521 | 4,650 | 0.54 |
| 2 | **East of 5th Avenue N from Valley Street to Denny Way (A5)** | | | |
| | Westbound | 2,093 | 6,250 | 0.33 |
| | Eastbound | 3,068 | 7,050 | 0.44 |
| 3 | **West of SR 99 (across Thomas, Harrison, Republican)** | | | |
| | Westbound | 1,106 | 4,650 | 0.24 |
| | Eastbound | 1,353 | 3,850 | 0.35 |
| 4 | **West of Seattle Center from Mercer to Denny** | | | |
| | Westbound | 2,646 | 6,000 | 0.44 |
| | Eastbound | 2,965 | 4,650 | 0.64 |
| 5 | **Across Elliott Avenue and W Mercer Place** | | | |
| | Westbound | 2,313 | 3,400 | 0.68 |
| | Eastbound | 1,635 | 3,400 | 0.48 |
| 6 | **North of Denny Way from Western Avenue to Dexter Avenue** | | | |
| | Northbound | 2,260 | 6,400 | 0.35 |
| | Southbound | 2,848 | 6,400 | 0.45 |

*Source: Transpo Group, 2016*

Exhibit 3.6–32 on page 3.236 provides a summary of the projected Alternative 2 parking occupancy compared to the No Action by 2035 for the weekday with a light evening event activity at the Seattle Center and without HCT. Exhibit 3.6–33 provides a similar comparison of No Action and Alternative 2 conditions with HCT.

As shown on Exhibit 3.6–32, there is a 2 percent or less difference in parking occupancy between the No Action and Alternative 2 conditions. The minimal difference is consistent with the land use projections for Alternative 2, which shows that compared to No Action, employment would increase by about 300 employees or 1 percent and residential would increase by 370 units or 3 percent. The evaluation of parking focuses on publicly-available parking; however, the overall parking demand related to the employment and residential uses is anticipated to be captured within both private and public parking facilities. Similar to the No Action Alternative, with increases in parking demand for Alternative

**Exhibit 3.6-32** Summary of Weekday No Action and Alternative 2 Mid-Rise Parking Occupancy, Without HCT—Light Evening Activity in July



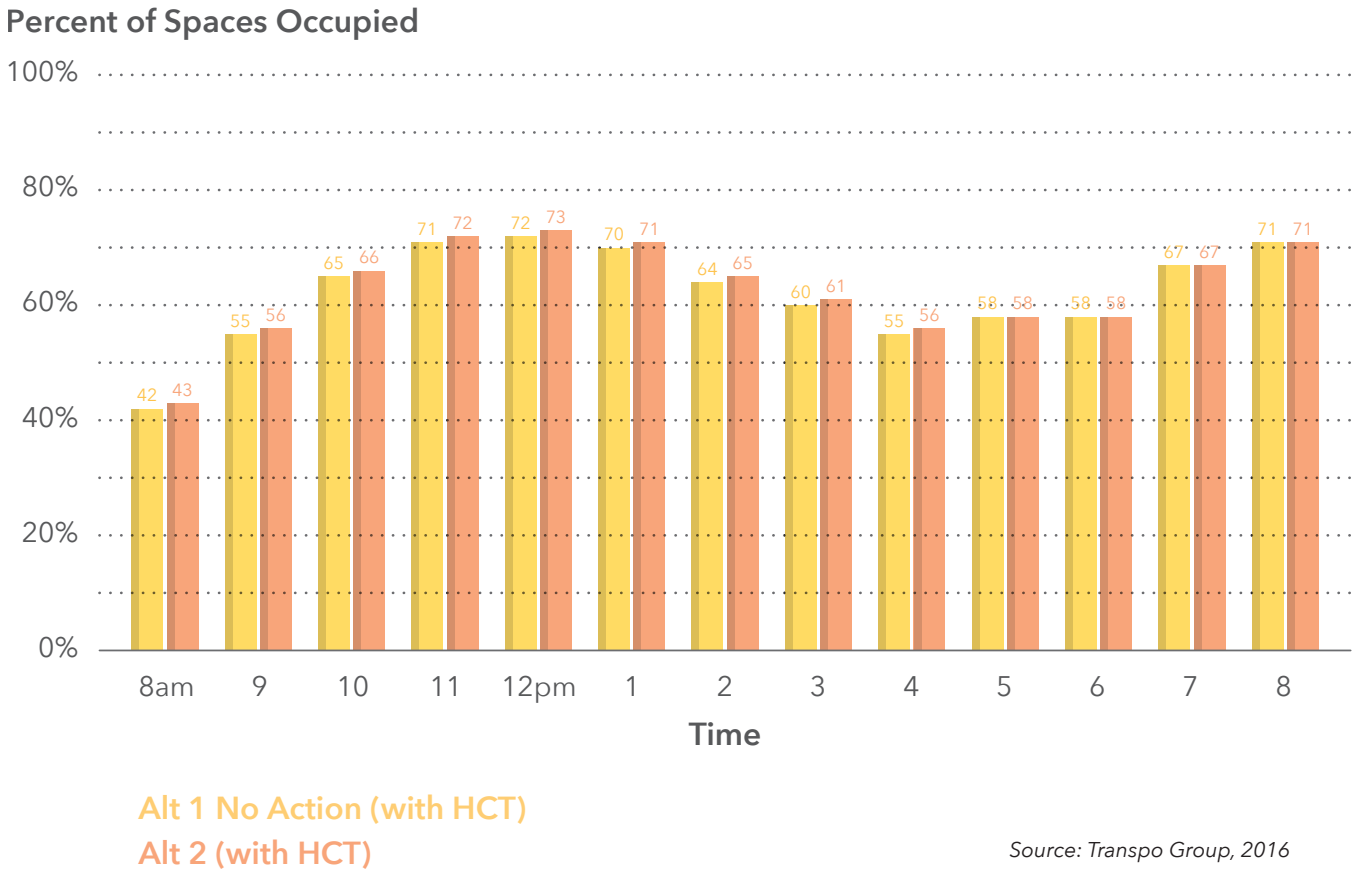

*Source: Transpo Group, 2016*

2 conditions, parking impacts within the neighborhood may increase and it could be more difficult to find short-term parking immediately proximate to businesses for customers and visitors. The evaluation shows that the neighborhood parking impacts of Alternative 2 would be very similar to the No Action Alternative with small increases over the day.

HCT transit would reduce the Alternative 2 hourly parking occupancy by approximately 5 percent. As shown on Exhibit 3.6-33, similar to without HCT, a 1 percent or less difference in parking occupancy is anticipated between No Action and Alternative 2 with HCT. In addition, evening occupancy levels would be less than current conditions. Parking impacts to the neighborhood residents and business would be similar between the No Action and Alternative 2 conditions.

Alternatives analysis presented above assumes that with redevelopment of the neighborhood parking would be replaced

**Exhibit 3.6-33** Summary of Weekday No Action and Alternative 2 Mid-Rise Parking Occupancy, with HCT—Light Evening Activity in July




*Source: Transpo Group, 2016*

and the studied parking supply would not change. Redevelopment may result in a reduction in on-street and publicly-availably off-street parking. A 10 percent reduction in parking supply would increase hourly occupancy levels by an average of 6 percent.

## IMPACTS OF ALTERNATIVE 3 HIGH-RISE

Analysis results and environmental deficiencies of Alternative 3 High-Rise are summarized in this section.

### Land Use

Alternative 3 provides maximum increases in height to create the most opportunity for commercial and housing redevelopment, with a 71 percent increase over existing households. About 3,125 jobs would also be added, a 22 percent increase. Alternative 3 would have the greatest opportunity for affordable housing to support

**Exhibit 3.6–34** Uptown TAZs Land Use Change (Alternative 1 to Alternative 3)

| Land Use | Alternative 1 No Action | Alternative 2 High-Rise | Change | Percent Increase over No Action |
|---|---|---|---|---|
| **Households** | 10,733 | 11,478 | 745 | 7% |
| **Employment** | 23,117 | 23,742 | 625 | 3% |

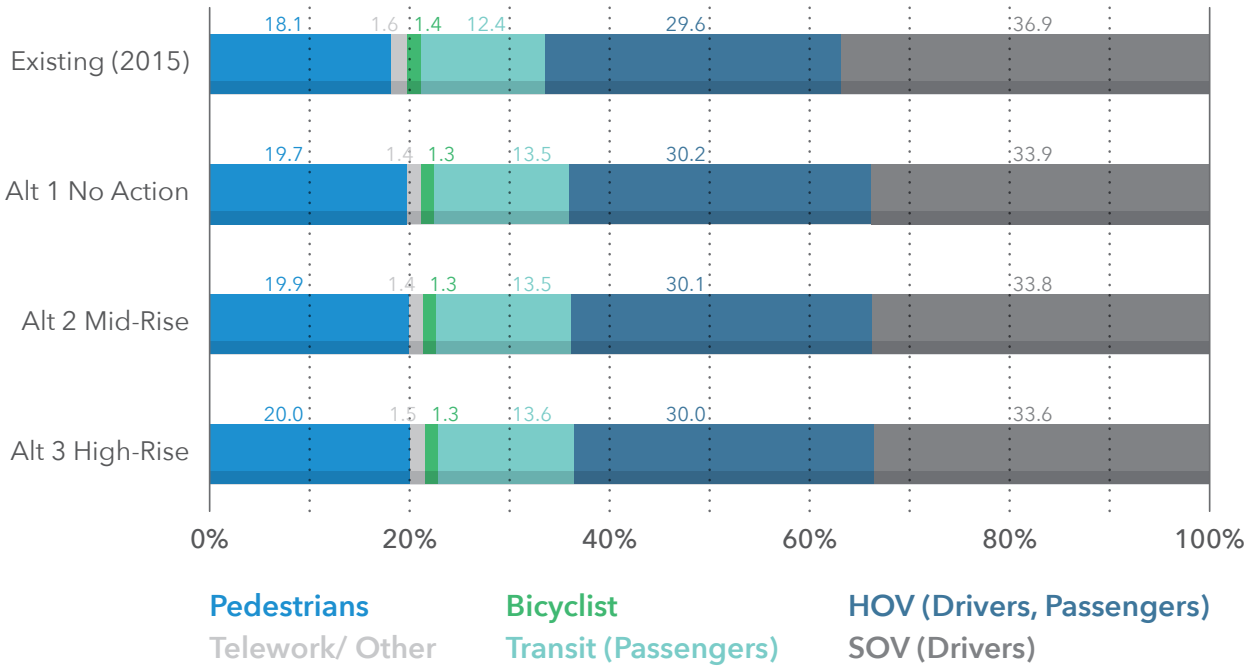
*Source: Transpo Group, 2016*

new residents, including artists that could be part of support the Arts and Culture District. Under Alternative 3, 745 new dwellings, a seven percent increase, and 625 jobs, a three percent increase, are anticipated over Alternative 1, as summarized in Exhibit 3.6–34

## Mode Share

Mode share percentages among the three alternatives including HBW and NHB are generally similar. The pedestrian, bicycle, and transit mode share under Alternative 3 is anticipated to be similar to the other alternatives, with slight increases to the pedestrian mode share. (See Exhibit 3.6–35.)

**Exhibit 3.6–35** Mode Split, Existing Conditions and Alternatives, All Trips




*Source: Transpo Group, 2016*

Between Alternative 1 and Alternative 3, overall trips are expected to increase less than 2 percent. The increase in the number of people taking transit, walking, and biking for travel in Uptown will increase slightly as compared to Alternative 1, No Action.
Screenline Analysis

The results of the screenline analysis are shown in Exhibit 3.7-36. Similar to Alternative 2, all of the screenlines are within .01 V/C of Alternative 1 (No Action) with the exception of screenline 5. Similar to Alternative 2, Alternative 3 High-Rise results in a slightly less (.03 V/C) less than Alternative 1, No Action.

## Corridor Analysis

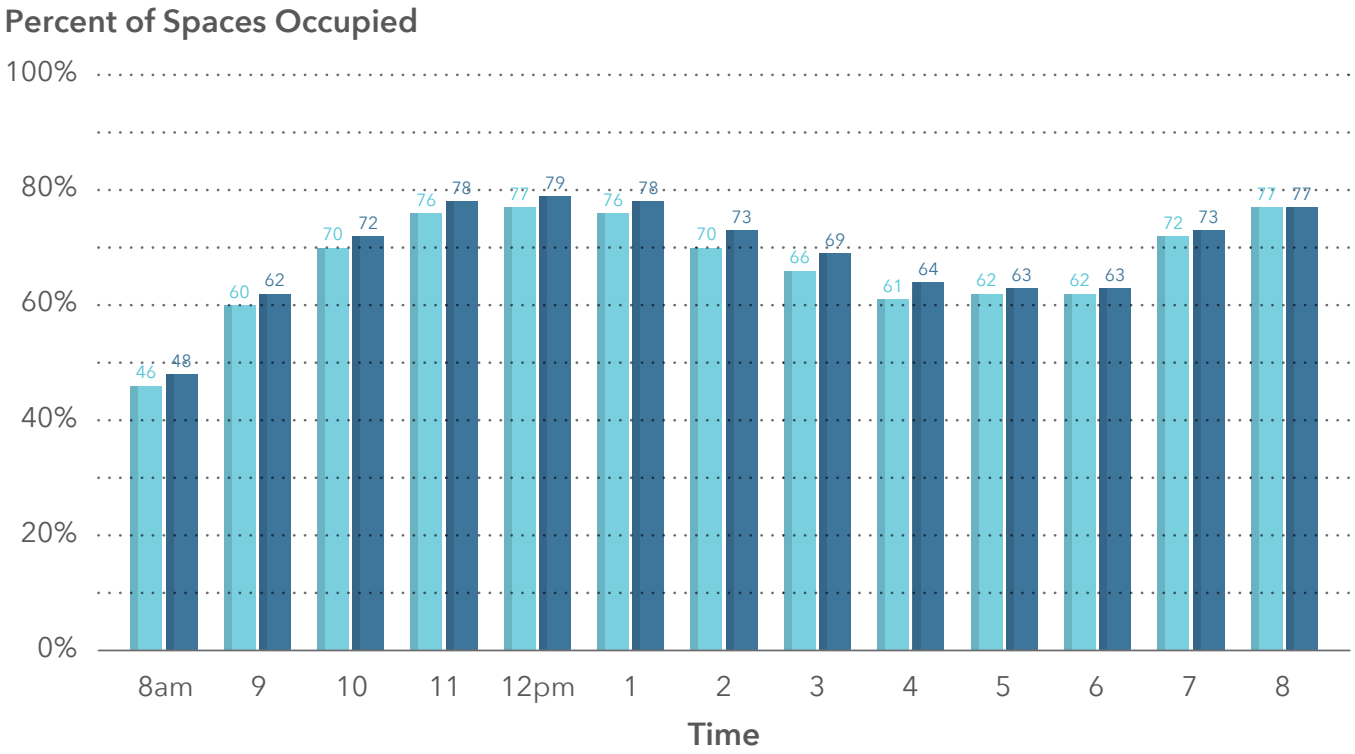
The corridor travel results for Alternative 3 would be similar to Alternative 1 as shown in Exhibit 3.6–36. Detailed analysis results are provided in Appendix D.

**Exhibit 3.6–36** Alternative 3 High-Rise Screenline Volumes

| | Screenline | Screenline Volume | Capacity | V/C |
|---|---|---|---|---|
| 1 | **North of Mercer Street from Elliott Avenue W to Aurora Avenue N (A4)** | | | |
| | Northbound | 2,246 | 4,650 | 0.48 |
| | Southbound | 2,536 | 4,650 | 0.55 |
| 2 | **East of 5th Avenue N from Valley Street to Denny Way (A5)** | | | |
| | Westbound | 2,104 | 6,250 | 0.34 |
| | Eastbound | 3,114 | 7,050 | 0.44 |
| 3 | **West of SR 99 (across Thomas, Harrison, Republican)** | | | |
| | Westbound | 1,103 | 4,650 | 0.24 |
| | Eastbound | 1,344 | 3,850 | 0.35 |
| 4 | **West of Seattle Center from Mercer to Denny** | | | |
| | Westbound | 2,655 | 6,000 | 0.44 |
| | Eastbound | 2,976 | 4,650 | 0.64 |
| 5 | **Across Elliott Avenue and W Mercer Place** | | | |
| | Westbound | 2,308 | 3,400 | 0.68 |
| | Eastbound | 1,631 | 3,400 | 0.48 |
| 6 | **North of Denny Way from Western Avenue to Dexter Avenue** | | | |
| | Northbound | 2,283 | 6,400 | 0.36 |
| | Southbound | 2,869 | 6,400 | 0.45 |

*Source: Transpo Group, 2016*

**Exhibit 3.6-37** Summary of Weekday No Action and Alternative 3 Parking Occupancy, Without HCT—Light Evening Activity in July




Alt 1 No Action (without HCT)
Alt 3 (without HCT)

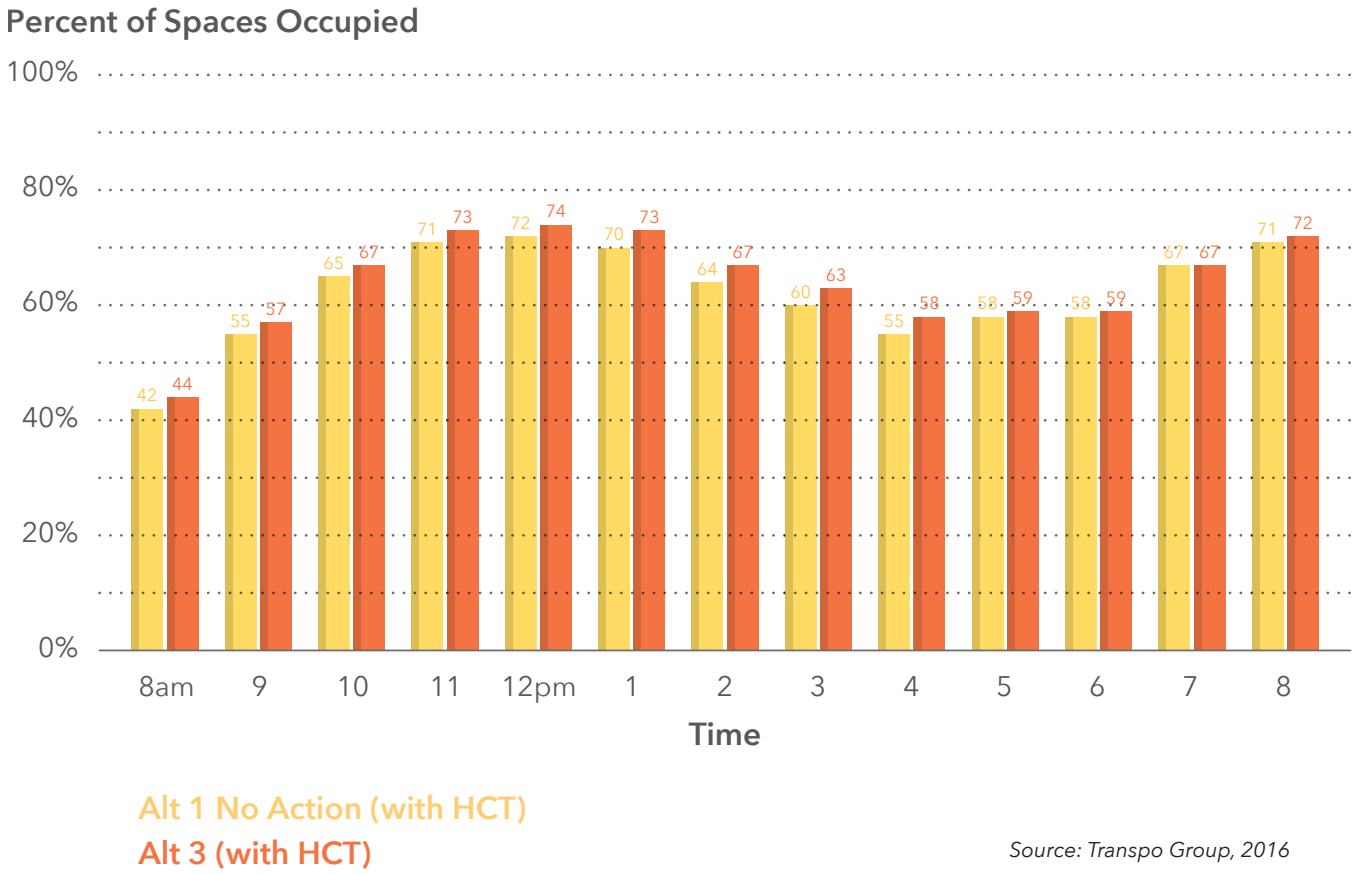
*Source: Transpo Group, 2016*

## Parking

Future 2035 parking demand for Alternative 3 was determined using the same method described for the No Action Alternative and Alternative 2. Exhibit 3.6-37 provides a summary of the projected Alternative 3 parking occupancy compared to the No Action for the weekday with a light evening event activity at the Seattle Center without HCT. Exhibit 3.6-38 provides a similar comparison of No Action and Alternative 3 conditions with HCT.

As shown on Exhibit 3.6-37, Alternative 3 would have a slightly higher parking occupancy compared to No Action conditions with hourly parking occupancy increasing by approximately 1-3 percent. The minimal difference is consistent with the land use projections for Alternative 3, which shows that compared to No Action, employment would increase by about 630 employees or 3 percent

**Exhibit 3.6-38** Summary of Weekday No Action and Alternative 3 Parking, Occupancy, With HCT—Light Evening Activity in July




*Source: Transpo Group, 2016*

and residential would increase by about 750 units or 7 percent. The evaluation of parking focuses on publicly-available parking; however, overall parking demand related to the employment and residential uses would be captured within both private and public parking facilities. Similar to the No Action Alternative, with increases in parking demand for Alternative 3 conditions, parking impacts within the neighborhood may increase and it could be more difficult to find short-term parking immediately proximate to businesses for customers and visitors. The evaluation shows that the neighborhood parking impacts of Alternative 3 would slightly higher than the No Action Alternative during the daytime period.

HCT transit would reduce the Alternative 3 hourly parking occupancy by approximately 5 percent. As shown on Exhibit 3.6-38, similar to without HCT, a 1-3 percent or less difference in parking occupancy is anticipated between No Action and Alternative 3

with HCT. In addition, evening occupancy levels would be less than current conditions. During the daytime period, Parking impacts to the neighborhood residents and business may increase slightly with Alternative 3 compared to the No Action Alternative.

Alternatives analysis presented above assumes that with redevelopment of the neighborhood parking would be replaced and the studied parking supply would not change. Redevelopment may result in a reduction in on-street and publicly-availably off-street parking. A 10 percent reduction in parking supply would increase hourly occupancy levels by an average of 6 percent.

## IMPACTS OF ALTERNATIVES 2 AND 3 WITH HIGH CAPACITY TRANSIT

Analysis results and transportation impacts of Alternatives 2 and 3 with High Capacity Transit (HCT) are summarized in this section.

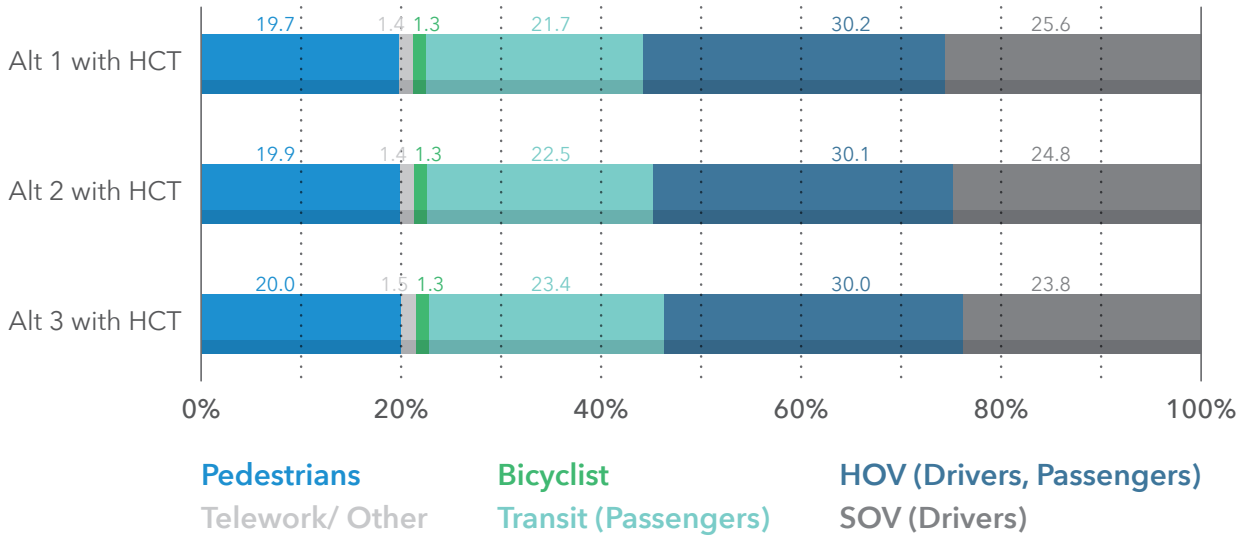
### Land Use/Mode

With potential High Capacity Transit stations included in the alternatives, land use is assumed to be consistent with the household and employment figures included in Alternative 2 and 3. As noted in Exhibit 3.6–39, total SOV for all alternatives with the assumption of HCT is almost 8 percent lower than without HCT. Even with HCT and increased transit, non-work trips would not meet the 15 percent SOV goal defined in the Comprehensive Plan.

Bus service, including the enhancements for transit priority corridors in Uptown, include good peak hour service to and from employment locations in downtown. Light rail service completed by ST2 to Bellevue and east King County could attract drivers and HOVs to use transit during commuter periods.

Discretionary trips would be able to use light rail for non-work trips to regional destinations, including the airport and downtown. Given the number of trips outside of commute hours, these non-work trips could constitute a significant portion of the estimated 102,000 to 133,000 daily trips on the Ballard HCT that includes a second downtown transit tunnel. A second station near Harrison at SR 99 is projected to carry 3,000-4,000 daily boardings. The addition of HCT to Uptown and adjacent neighborhoods has the potential to increase the mode share for transit trips.

**Exhibit 3.6-39** Mode Split Comparison, All Alternatives with HCT




*Source: Transpo Group, 2016*

## 3.6.3 MITIGATION MEASURES

This section identifies potential mitigation measures that could be implemented to lessen the magnitude of the pedestrian, bicycle, transit, and parking impacts identified in the previous sections. Impacts to pedestrian, bicycle and transit systems are expected to be minor due to the nominal increase as compared to Alternative 1, No Action. Although no significant auto impacts were identified for Alternatives 2 or 3 (as compared to Alternative 1) some of the mitigation strategies included here would help encourage use of non-SOV modes, reducing auto congestion. Finally, available parking with all alternatives was anticipated to meet future growth, however a separate study of parking in the area is underway.

### INCORPORATED PLAN FEATURES

The City's adopted plans guide transportation investments in multiple modes:

- **Advancing Pedestrian and Bicycle System:** Only slight increases in pedestrian and bicycle travel are anticipated for alternatives 2 and 3 as compared to No Action, Alternative 1. Projects listed in various plans and documents including the Pedestrian Master

Plan (PMP) and Bicycle Master Plan (BMP) should be considered to address growth in pedestrian and bicycle impacts from existing to No Action, Alternative 1. The new east-west crossing of SR 99 at Thomas Street has been identified for emphasis as a pedestrian crossing. Bicycle and pedestrian investments that improve access to jobs and housing or improve access to transit may reduce overall dependence on single occupant vehicle travel.

- **Supporting Transit:** With the potential for ST3 High Capacity Transit serving Uptown, people using transit to travel within and to Uptown could increase substantially and reduce dependence on Single Occupant Vehicles. Additionally, the Seattle Transit Master Plan (TMP), and King County Metro Long Range Transit Plan identify numerous RapidRide and priority bus corridors to improve transit speed and reliability. In the Uptown Study Area, priority bus corridors are identified along 5th Avenue, Queen Anne Avenue N, and Denny Way. Additional transit priority routing could also be enhanced along Harrison Street, along the new east-west crossings of SR 99. In conjunction with other funding sources, new development could contribute to TMP improvements on key routes. Finally, the ST3 plan includes location of new stations within the study area. New development could contribute to advanced planning and improvements to support these transit investments in the long term.

- **Parking:** Specific parking mitigation measures are being addressed in the Seattle Center/Uptown Strategic Parking Study currently being prepared by the City. This study expands on the analysis presented in this EIS as well as presents a comprehensive parking strategy and implementation plan for the Uptown neighborhood and Seattle Center. The study addresses on- and off-street parking and curb space management. The outcome of the study will be recommendations to meet parking needs, strategies to manage existing and future parking, as well as how to balance the parking and other modal needs of the neighborhood.

## REGULATIONS AND COMMITMENTS

- **Concurrency:** The Washington State Growth Management Act (GMA) and approved Seattle Directors Rule 5-2009 regulate development to be concurrent (account for transportation to accommodate growth) as a condition of approval. The DPD Director's rule indicates that new development should meet level

of service criteria on arterials and across screenlines, as has been conducted for this analysis. This rezone will only increase slightly volumes across screenlines and along corridors. It will not exceed concurrency targets at screenlines or along corridors beyond Alternative 1 No Action.

- **Commute Trip Reduction (CTR) Act:** The Commute Trip Reduction Act requires employers with over 100 employees commuting between 6 and 9am to meet specific reduction targets for employees driving alone. The City of Seattle offers programs and support through its partner Commute Seattle to support employers in reaching these targets. Commute Seattle also provides biennial monitoring to track progress. New employers in Uptown allowed by this rezone, as well as employers in other neighborhoods that employ new residents allowed by this rezone will be subject to CTR goals and reporting requirements. New development in Uptown should be required to support CTR requirements by providing bike parking facilities and promoting transit. New development should provide integrated transit supportive amenities along transit corridors. Development should also accommodate expansion of shared use services like bike share and Car2go to reduce overall auto ownership. New development in Uptown should provide other creative incentives for reducing reliance on autos including reducing amounts of off-street parking as part of new developments.

- **Parking:** Currently on-street parking is provided on most local streets and it is anticipated that on-street parking will be retained; however, there will be greater competition for curb space to accommodate loading. This may require new load zones and additional management of on-street parking, especially in areas without time limits or paid parking. With the growth in Transportation Network Company providers (Uber, Lyft and others) and shared use transportation such as Car2Go and bike share, there will be an increased demand for curb space and potentially curb space management. Off-street parking in private lots will evolve with development. With increasing development, there will be greater pressure to convert surface parking lots to buildings. New development should consider parking needs that align with lower drive-alone modes. Anticipated improved transit service and improved bicycle network connectivity should be effective in reducing drive-alone work and non-work trips.

## OTHER PROPOSED MITIGATION MEASURES

- **Mayor's Draft Comprehensive Plan:** This rezone proposal aligns with many of the goals identified in the Mayor's Draft Comprehensive Plan for the Queen Anne (Uptown) neighborhood. With increased urban density from the rezone in Uptown, mobility improvements for bikes, pedestrians, and transit are more viable. While a small portion of the mode share, enhanced mobility improvements could encourage greater use. Many pedestrian, bike, and transit needs will be addressed with the City's long-range planned investments, which align with the goals listed below. Additionally, a major transit expansion as proposed in the ST3 draft plan would also advance these goals.
  - » QA-P7 Seek to establish high-capacity transit/multimodal node(s) in the urban center that will be centrally located and convenient to residents, businesses, and Seattle Center.
  - » QA-P22 Strive to provide trails and non-motorized linkages throughout and around Queen Anne.
  - » QA-P23 Seek to provide abundant green spaces and streetscapes throughout Queen Anne
  - » QA-P30 Seek to find solutions to Queen Anne's traffic congestion.
  - » QA-P31 Promote a human scale and character within the heart of the urban center and strive to reduce industrial through-traffic.
  - » QA-P32 Promote enhanced mobility and mobility options between Queen Anne and other neighborhoods, employment centers, and recreation centers.
  - » QA-P33 Transportation facilities and services should be consistent with and enhance Queen Anne's unique urban character.
  - » QA-P34 Strive to provide multimodal linkages and access to and within Queen Anne and adjacent employment centers.
  - » QA-P35 Strive to provide high-capacity transit services, including light rail, to the urban center.
  - » QA-P36 Strive to provide convenient and efficient transit linkages throughout Queen Anne with an emphasis on linking Upper Queen Anne and the urban center.
  - » QA-P37 Strive to provide improved facilities for transit.

» QA-P38 Strive to provide a system of bicycle facilities and routes within and around Queen Anne to encourage increasingly safe and convenient commuter and recreational bicycle use as an alternative to motorized travel.

» QA-P39 Strive to provide convenient and safe bicycle and pedestrian access between Queen Anne and the Elliott Bay waterfront.

» QA-P40 Strive to provide urban character-enhancing improvements to Queen Anne's streets such as sidewalk improvements, transit facilities, landscaping, and appropriate lighting.

» QA-P41 Seek to alleviate parking problems in the Queen Anne planning area.

» QA-P42 Strive to ensure adequate facilities, such as lighting, for safety in pedestrian and parking areas in Queen Anne's business districts.

» QA-P44 Strive to find solutions to the parking needs of Queen Anne's business districts.

New and emerging technologies to be considered include:

- **Emerging real-time applications:** Real-time information is expanding to new applications, such as e-park, and these applications may impact travel behavior and improve effectiveness.

- **Shared uses:** Shared use mobility includes vehicles (car2go, ReachNow, and Zipcar), bikes (Pronto) and Transportation Network Companies (TNCs). These shared uses provide greater flexibility for travelers and provide additional options for people that do not own personal automobiles.

- **Parking regulations:** Parking regulations can evolve as auto ownership changes. Informally, on private properties, parking is shared between daily informal visitors, monthly paid employee parking, and local residential parking. On-street parking technology is also evolving, such that on-street parking occupancy can be known in real time. Changing parking regulations can help to maximize space used for parking including implementing shared parking strategies, and real-time parking occupancy in public and private spaces.

## 3.6.4 SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS

No significant unavoidable adverse impacts are anticipated. All future action alternatives will increase the number of drive alone vehicles and, as a consequence, increase vehicle miles travelled (VMT). A discussion of increased VMT is provided in the Air Quality analysis. Additionally, increased drive alone trips would likely result in increased number of private vehicles and as a result increased the demand for parking. However, the threshold of significance is based on the percentage change from Alternative 1 screenline results. Both Action Alternatives will result in some minor increase in vehicular trips and vehicle miles of travel on the network; however, screenlines will operate with adequate capacity and corridors will operate similar for all action cases. Adequate parking capacity exists to accommodate future anticipated demand for all alternatives.

# SECTION 3.7 / Greenhouse Gas Emissions

This section analyzes quantitatively how the proposal and alternatives may contribute to global climate change through greenhouse gas emissions related to transportation and land uses. Transportation systems contribute to climate change primarily through the emissions of certain greenhouse gases (GHGs) ($CO_2$, $CH_4$, and $N_2O$) from nonrenewable energy (primarily gasoline and diesel fuels) used to operate passenger, commercial, and transit vehicles. Land use changes contribute to climate change through construction and operational use of electricity and natural gas, water demand, and waste production.

For the Uptown Rezone Draft EIS, significant impacts related to GHG emissions would result if an alternative causes either of these conditions:

- If the cumulative difference between an alternative and the baseline condition (Alternative 1 No Action) would exceed Washington Department of Ecology's GHG reporting threshold of (10,000 metric tons per year[1], the impact would be considered significant.
- If the alternative does not accommodate or contribute to achieving the applicable goals and policy-driven actions identified in the City's Comprehensive Plan and 2013 Climate Action Plan, the impact would be considered significant.

1 *Chapter 173-441 WAC—Reporting of Emissions of Greenhouse Gas, as adopted by the Department of Ecology*

# 3.7.1 AFFECTED ENVIRONMENT

## GREENHOUSE GASES AND CLIMATE CHANGE

The accumulation of GHGs has been identified as a driving force in global climate change. Definitions of climate change vary between and across regulatory authorities and the scientific community. In general, however, climate change can be described as the changing of the earth's climate caused by natural fluctuations and anthropogenic activities (i.e., activities relating to, or resulting from the influence of, human beings) that alter the composition of the global atmosphere.

The principal GHGs of concern are Carbon dioxide ($CO_2$), methane ($CH_4$), nitrous oxide ($N_2O$), sulfur hexafluoride ($SF_6$), perfluorocarbons (PFCs), and hydrofluorocarbons (HFCs). Electric utilities, including City Light, use $SF_6$ in electric distribution equipment. Each of the principal GHGs has a long atmospheric lifetime (one year to several thousand years). In addition, the potential heat-trapping ability of each of these gases varies significantly. $CH_4$ is 23 times as potent as $CO_2$ at trapping heat, while $SF_6$ is 23,900 times more potent than $CO_2$. Conventionally, GHGs have been reported as $CO_2$ equivalents ($CO_2e$). $CO_2e$ takes into account the relative potency of non-$CO_2$ GHGs and converts their quantities to an equivalent amount of $CO_2$ so that all emissions can be reported as a single quantity.

The primary human-made processes that release GHGs include combustion of fossil fuels for transportation, heating, and electricity generation; agricultural practices that release $CH_4$, such as livestock production and crop residue decomposition; and industrial processes that release smaller amounts of high global warming potential gases such as $SF_6$, PFCs, and HFCs. Deforestation and land cover conversion have also been identified as contributing to global warming by reducing the earth's capacity to remove $CO_2$ from the air and altering the earth's albedo (surface reflectance), thus allowing more solar radiation to be absorbed.

Like global mean temperatures, U.S. temperatures also warmed during the 20th century and have continued to warm into the 21st century. According to data compiled by the National Oceanic and Atmospheric Administration, average annual temperatures for the contiguous U. S. (or lower 48 states) are now approximately

1.25°Fahrenheit (F) warmer than at the start of the 20th century, with an increased rate of warming over the past 30 years (U.S. Environmental Protection Agency , 2009). The rate of warming for the entire period of record (1901–2008) is 0.13°F per decade, while the rate of warming increased to 0.58°F per decade for the period 1979–2008. The last ten 5-year periods were the warmest 5-year periods (i.e., pentads) in the period of record (since 1901), which demonstrates the anomalous warmth of the last 50 years (U.S. Environmental Protection Agency , 2009).

Ecology estimated that in 2010, Washington produced about 96 million gross metric tons ($MMTCO_2e$[2]; about 106 million U.S. tons) of $CO_2e$ (Washington State Department of Ecology, 2012). Ecology found that transportation is the largest source, at 44 percent of the state's GHG emissions; followed by electricity generation (both in-state and out-of-state) at 22 percent and residential, commercial, and industrial energy use at 20 percent. The sources of the remaining 14 percent of emissions are agriculture, waste management, and industrial processes.

There is no standard significance threshold for GHG emissions in the SEPA rules (WAC 197-11-330). However, Chapter 173-441 WAC—Reporting of Emissions of Greenhouse Gas, as adopted by the Department of Ecology, requires mandatory greenhouse gas reporting for facilities for the following:

- Facilities that emit at least 10,000 metric tons of GHGs per year in Washington
- Suppliers of liquid motor vehicle fuel, special fuel, or aircraft fuel that supply products equivalent to at least 10,000 metric tons of $CO_2$ per year in Washington

The Uptown Rezone proposal and alternatives are not facilities, and a reporting standard does not apply to local governments; however, for the purposes of this Draft EIS, this threshold is used to assess impacts.

## CITY OF SEATTLE COMPREHENSIVE PLAN

The current City of Seattle Comprehensive Plan 2004–2024 addresses climate change within its Environmental Element (City

*2 The abbreviation for "million metric tons" is MMT; thus, million metric tons of $CO_2$ equivalents is written as $MMTCO_2e$.*

of Seattle, 2005). A draft update to the Comprehensive Plan has been developed (Seattle 2035), but is currently not adopted. (City of Seattle, 2016a). Climate change-related goals and policies contained within the environmental element of the current Comprehensive Plan, followed by the draft update, are listed below.

## City of Seattle Comprehensive Plan 2004–2024 Goals and Policies

**Goal EG7:** Reduce emissions of carbon dioxide and other climate-changing greenhouse gases in Seattle by 30 percent from 1990 levels by 2020, and become carbon neutral by 2050.

**Goal EG7.3:** Seattle will act as a regional and national leader by becoming carbon neutral.

**Goal EG7.5:** Prepare for and adapt to the likely effects of climate change through the development, ongoing assessment, and implementation of the Climate Action Plan.

**Goal EG9:** Reduce fossil-fuel consumption in constructing new and renovating existing City-owned buildings to one-half the U.S. average for each building type.

**Goal EG10:** Reduce consumption of fossil fuels in all new City government buildings in the following increments (percent reduction from 2007 U.S. average for each building type):

- 60 percent in 2010;
- 70 percent in 2015;
- 80 percent in 2020;
- 90 percent in 2025; and
- Carbon Neutral by 2030 (meaning new buildings will use no fossil fuel or greenhouse gas-emitting energy to operate).

**Policy E15:** Work with private and public sector partners to achieve the goal of reducing climate-changing greenhouse gas emissions.

**Policy E15.1:** Build infrastructure and provide services for pedestrians, bicycles, electric vehicles and transit to facilitate movement around the city by means other than fossil-fueled automobiles.

**Policy E15.2:** Consider innovative measures that would encourage and facilitate use of alternatives to single-occupant vehicles, such as parking maximums for new development, parking taxes or fees.

**Policy E15.3:** Continue to recognize the value of planning for transportation facilities at the same time as for the location, type and density of future housing and jobs as a way to reduce the need for future residents and workers to travel by automobile.

**Policy E15.4:** Work to reduce greenhouse gas emissions through energy efficiency and low-carbon energy sources in buildings.

**Policy E15.5:** For itself and the general public, the City should anticipate the effects of climate change and make plans for adapting to those effects.

**Policy E15.6:** Establish energy efficiency standards for new buildings, consistent with applicable law, and encourage existing buildings to also achieve those standards.

**Policy E15.7:** Reduce emissions associated with solid waste by reducing the amount of waste generated and by operating efficient collection and disposal systems.

**Policy E15.8:** Encourage local food production as a way to decrease the environmental and climate impacts of the food production and distribution systems.

## Seattle 2035 Goals and Policies (Mayor's Recommended Plan)

**Goal EN G3:** Reduce Seattle's greenhouse gas emissions by 58 percent from 2008 levels by 2030, and become carbon neutral by 2050.

**Policy EN 3.1:** Expand transit, walking, bicycling, and shared-transportation infrastructure and services to provide safe and effective options for getting around that produce low or zero emissions.

**Policy EN 3.2:** Aspire to meet the growing demand for conveniently located homes and businesses in pedestrian-friendly neighborhoods where residents can walk to a variety of recreation and service offerings.

**Policy EN 3.3:** Implement innovative policies, such as road pricing and parking management, that better reflect the true cost of driving and therefore lead to less automobile use, while employing strategies that mitigate impacts on low-income residents.

**Policy EN 3.4:** Encourage energy efficiency and the use of low-carbon energy sources, such as waste heat and renewables, in both existing and new buildings.

**Policy EN 3.5:** Reduce the amount of waste generated while at the same time increasing the amount of waste that is recycled and composted.

**Policy EN 3.6:** Reduce the emissions associated with the life cycle of goods and services by encouraging the use of durable, local products and recycled-content or reused materials, and recycling at the end of products' lives.

**Policy EN 3.7:** Support a food system that encourages consumption of local foods and healthy foods with a low carbon footprint, reduces food waste, and fosters composting. Citywide Planning Environment

## CITY OF SEATTLE CLIMATE ACTION PLAN

Seattle became the first city in the nation to adopt a green building goal for all new municipal facilities, and in 2001 the City created a Leadership in Energy and Environmental Design (LEED) incentive program for private projects. City Resolution 30144 established Seattle City Light's long-term goal of meeting all of Seattle's electrical needs with zero net GHG emissions. City Light achieved GHG neutrality in 2005 through eliminating and reducing emissions, inventorying remaining emissions, and purchasing offsets to offset the remaining emissions, and has maintained GHG neutrality since that date (City of Seattle, 2013).

In 2011, the City Council adopted a long-term climate protection vision for Seattle (through Resolution 31312) which included achieving net zero GHG emissions by 2050 and preparing for the likely impacts of climate change. To achieve these goals the City has prepared a Climate Action Plan (2013 CAP) which details the strategy for realizing this vision (City of Seattle, 2013). The strategy focuses on City actions that reduce GHG emissions while also supporting other community goals, including building vibrant neighborhoods, fostering economic prosperity, and enhancing

social equity. City actions in the 2013 CAP focus on those sources of emissions where City action and local community action would have the greatest impact: road transportation, building energy, and waste, which comprise the majority of local emissions. The City's Comprehensive Plan is identified in the 2013 CAP as one of many plans through which the CAP is to be implemented. With 2008 as the baseline year, the 2013 CAP identifies the following as targets by 2030:

- 20 percent reduction in vehicle miles travelled
- 75 percent reduction in GHG emissions per mile of Seattle vehicles
- 10 percent reduction in commercial building energy use
- 20 percent reduction in residential building energy use
- 25 percent reduction in combined commercial and residential building energy use

The 2013 CAP defines policy-driven actions through which consistency with the City's emission reduction goal is evaluated. This includes actions related to the development of "Complete Communities," which are focused on transportation and land use strategies that concentrate jobs and housing. Applicable actions under this category include:

- Develop equitable development policies to support growth and development near existing and planned high capacity transit without displacement as part of the 2015 Comprehensive Plan major review (" Complete Communities"—Actions to implement by 2015).
- Develop and begin implementation of a coordinated land use and transportation plan in a high-priority transit and bicycle corridor with a goal of shifting more trips to travel modes that generate fewer or no greenhouse gas emissions ("Complete Communities"—Actions to Implement by 2015).
- Provide for retention and creation of affordable commercial space and family-sized housing in transit communities (e.g., expanded density and height bonuses, tax exemptions, joint development projects, or inclusionary zone) ("Complete Communities"—Actions to Implement by 2030).

### EXISTING GREENHOUSE GAS EMISSIONS IN SEATTLE

The City of Seattle updated its inventory of GHG emissions in 2014, which reflects emissions generated in 2012. Primary sources (core emissions) of GHG emissions include on-road transportation, building energy, and waste generation. Transportation sources comprise approximately 64 percent of inventoried emissions, while building energy (electricity generation and natural gas and other fuel combustion) comprise an additional 33 percent. Core GHG emissions of GHGs declined from 3.8 million metric tons of $CO_2e$ in 1990 to 3.6 million metric tons of $CO_2e$ in 2012, a four percent decline. This decline occurred despite an overall increase in population during the same period of 23 percent (City of Seattle, 2014).

## 3.7.2 IMPACTS

### IMPACTS COMMON TO ALL ALTERNATIVES

#### Construction-related Emissions

GHGs would be emitted during construction activities from demolition and construction equipment, much of it diesel-powered. Other emissions during construction would result from trucks used to haul construction materials to and from sites, and from vehicle emissions generated during worker travel to and from construction sites. Construction-related GHG emissions from any given development project that may occur by 2035 would be temporary and would not represent an on-going burden to the City's inventory.

The 2013 CAP recognizes the relevance of construction-related GHG emissions and has included actions to be implemented by 2030 to address them. These include:

- Support new and expanded programs to reduce construction and demolition waste, such as creating grading standards for salvaged structural lumber so that it can be more readily reused
- Expand source reduction efforts to City construction projects, and incorporate end-of-life management considerations into City procurement guidelines

- Phase-in bans on the following construction and demolition waste from job sites and private transfer stations: recyclable metal, cardboard, plastic film, carpet, clean gypsum, clean wood, and asphalt shingles

Additionally, the West Coast Collaborative, which is a public-private partnership including EPA, equipment manufacturers, fleet owners, state and local governments, and non-profit organizations, leverages federal funds to reduce emissions from the highest polluting engines. With Ecology and privately owned construction companies, the Collaborative recently installed diesel oxidation catalysts on construction equipment and trucks. The project would reduce emissions of carbon by 121.4 tons annually (City of Seattle, 2013).

Consequently, although construction-related emissions would not be negligible, because of the combination of regulatory improvements and Climate Plan Actions under way, construction-related GHG emissions associated with all three alternatives of the Uptown Rezone would be considered a minor air quality impact.

## Impact Assessment with Regard to Quantitative GHG Emissions

Changes in operational GHG emissions associated with development under any of the Uptown Rezone Alternatives would result from changes in VMT and improvements to the vehicle fleet, increased electrical and natural gas usage, and solid waste generation. GHG emissions from electrical usage are generated when energy consumed is generated by the non-renewable resources of an electrical supplier such as Seattle City Light. However, Seattle City Light is carbon neutral and, consistent with the 2013 CAP, no emissions related to electricity are assumed, as it is assumed that City Light would maintain its commitment to carbon neutrality. GHG emissions from natural gas are direct emissions resulting from on-site combustion for heating and other purposes. Solid waste-related emissions are generated when the increased waste generated by development is disposed in a landfill where it decomposes, producing methane gas.[3]

*3 $CH_4$ from decomposition of municipal solid waste deposited in landfills is counted as an anthropogenic (human-produced) GHG. (USEPA, 2006).*

## Transportation-generated GHG

GHG emissions from mobile transportation were calculated based on estimated increases in vehicle miles travelled (VMT) predicted in the transportation analysis (Section 3.6 Transportation) and emission factors reflecting future improvements to the vehicle fleet. A region-wide travel model was used for Alternative 1 No Action to serve as a baseline for Uptown land use changes for Alternatives 2 Mid-Rise and 3 High-Rise. Projected changes in VMT were then separated for cars, light-duty trucks, heavy trucks, and buses and reflect all trips that start or end within the study area as well as emission factors specific to each of these vehicle classes.

Exhibit 3.7–1 presents the GHG emissions in total annual metric tons of $CO_2e$ ($MTCO_2e$) associated with road transportation sources in the study area under existing conditions and resulting from the each of the three alternatives. With the increase in VMT, the pedestrian, bicycle, and transit mode share is projected to increase substantially as compared to the existing mode share, resulting in a lower auto mode share percentage as compared to 2015.

**Exhibit 3.7–1** Existing and 2035 Road Transportation GHG Emissions

| | GHG Emissions in $MTCO_2e$ | | | |
|---|---|---|---|---|
| **Type of Vehicle** | **2015 Existing** | **2035 Alternative 1** | **2035 Alternative 2** | **2035 Alternative 3** |
| Cars and Light Trucks | 8,799 | 11,668 | 11,689 | 11,704 |
| Heavy Trucks | 9,626 | 12,766 | 12,789 | 12,805 |
| Buses | 335 | 444 | 445 | 445 |
| **Total** | **18,760** | **24,878** | **24,922** | **24,954** |
| *Difference from Existing* | – | *6,118* | *6,163* | *6,194* |
| *Difference from No Action* | – | – | *45* | *76* |

*Source: Transpo Group, 2016; ESA, 2016*

## Energy-generated GHG

GHG emissions from energy demand were calculated using the CalEEMod land use model (version 2013.2.2). This model is recognized by the Washington State Department of Ecology as an estimation tool (Washington State Department of Ecology, 2011). These emissions were then adjusted to account for increased efficiency implemented through performance requirements

fostered by the 2013 CAP. Emissions from existing uses to be removed were subtracted from this total.

### Solid Waste-generated GHG

Because population and jobs would increase under all three Alternatives, waste generation and its associated GHG emissions would also increase. GHG emissions from solid waste generation were estimated using the most recent (2012) waste generation rate used in the 2013 CAP. These emissions were then adjusted to account for waste diversion implemented through waste reduction, recycling, and composting fostered by the City's carbon-neutral goal target of 70 percent waste diversion by 2030.

## IMPACTS OF ALTERNATIVE 1 NO ACTION

### Impact Assessment with Regard to Quantitative GHG Emissions

Operational GHG emissions from Alternative 1 No Action are presented in Exhibit 3.7–2. Annual GHG emissions under Alternative 1 would increase by 7,279 $MTCO_2e$ as compared to 2015, which would be below the 10,000 $MTCO_2e$ mandatory reporting threshold for the State of Washington. Consequently, Alternative 1 would result in an increase in GHG emissions that would be considered a moderate adverse impact.

**Exhibit 3.7–2** Operational GHG Emissions of Alternative 1

| Source | Metric Tons $CO_2e$ per year |
|---|---|
| Transportation | 6,118 |
| Building Energy—New Residential | 318 |
| Building Energy—New Commercial | 206 |
| Building Energy—Existing Uses to be Removed | -65 |
| Solid Waste—New Development | 786 |
| Solid Waste—Existing Uses to be Removed | -84 |
| **Total Increase over Existing** | **7,279** |

*Source: ESA, 2016*

Impact Assessment Regarding Consistency with Comprehensive Plan and CAP Policies

The City's Comprehensive Plan contains several climate change-related goals and policies within its Environmental Element. Preeminent of these is the City's goal to reduce emissions of carbon dioxide and other climate-changing greenhouse gases in Seattle by 30 percent from 1990 levels by 2020, and become carbon neutral by 2050. While the City is well on its way to achieve the 2020 reduction goal, the goal of carbon neutrality by 2050 would require future development to be as efficient as possible.

While Alternative 1 No Action would result in the smallest net increase in GHG emissions when compared to the Action Alternatives, it would contribute the least towards achieving the City's Comprehensive Plan goals and policy-driven actions of the 2013 CAP related to supporting growth and development near existing and planned high capacity transit ("Complete Communities"). Growth that might otherwise be accommodated in Uptown would occur in peripheral areas of the city or region where there are fewer jobs and services in close proximity. This suggests that there would be less progress towards reducing overall GHG emissions related to VMT on a regionwide basis.

## IMPACTS OF ALTERNATIVE 2 MID-RISE

### Impact Assessment Regarding Quantitative GHG Emissions

Operational GHG emissions from Alternative 2 Mid-Rise are presented in Exhibit 3.7–3. The results reflect the land use differences of moderately increased density of residential and commercial development in the Uptown neighborhood. Alternative 2 would increase GHG emissions by 7,707 $MTCO_2e$ per year over existing conditions. Compared to Alternative 1 No Action, Alternative 2 would result in a net increase in GHG emissions of 428 $MTCO_2e$ per year, which is also below the 10,000 $MTCO_2e$ mandatory reporting threshold for the State of Washington. Consequently, Alternative 2 would result in an increase in GHG emissions that would be considered a moderate adverse impact and mitigation measures are warranted.

It should be noted that with the increase in transportation-related emissions associated with VMT, the pedestrian, bicycle, and transit

**Exhibit 3.7-3** Operational GHG Emissions of Alternative 2

| Source | Metric Tons $CO_2e$ per year |
|---|---|
| Transportation | 6,163 |
| Building Energy–New Residential | 398 |
| Building Energy–New Commercial | 319 |
| Building Energy–Existing Uses to be Removed | -65 |
| Solid Waste–New Development | 976 |
| Solid Waste–Existing Uses to be Removed | -84 |
| **Total Increase over Existing** | **7,707** |
| *Net GHG Increase Compared to Alternative 1 No Action* | *428* |

*Source: ESA, 2016*

mode share is projected to increase substantially as compared to the existing mode share, resulting in a lower auto mode share percentage as compared to both existing conditions in 2015 and Alternative 1 No Action.

## Impact Assessment Regarding Consistency with Comprehensive Plan and CAP Policies

Alternative 2 Mid-Rise would support more efficient growth patterns, consistent with regional planning, as well as the long-term planning goals of the City's Comprehensive Plan and 2013 CAP, which are expected to assist in controlling GHG emissions.

The Seattle Comprehensive Plan Final EIS (2016) presented analysis that showed that the VMT per job and resident in Seattle would be approximately 40 percent lower than VMT per job and resident outside of Seattle (City of Seattle, 2016b). Therefore, by increasing density in Seattle neighborhoods like Uptown, Alternative 2 could contribute to regional efforts to limit vehicular GHG emissions. Relative to other parts of the city, the Uptown neighborhood has a high concentration of jobs and services in close proximity, which suggests that VMT per job and resident could be lower in this neighborhood than in most neighborhoods in the city. Consequently, growth in the Uptown neighborhood that would otherwise be accommodated within other parts of the city would result in greater progress toward reducing overall transportation-related emissions resulting from growth in the city's population and

employment base. To the extent that Alternative 2 attracts growth that would otherwise occur outside of Seattle, it would result in an increase in total VMT within the city, making it more difficult to achieve City goals for a net reduction in citywide VMT over time.

Similar to VMT, the total non-vehicular GHG emissions from the Uptown area would increase with higher density of residents and jobs. However, newer, multi-unit buildings common to high density development have lower natural gas demand than that of single family housing and many older multi-unit buildings. Consequently, per capita GHG emissions would be reduced with this increased intensity of development under Alternative 2.

While the City is well on its way to achieve the 2020 reduction goal, the goal of carbon neutrality by 2050 would require future development to be as efficient as possible. For example, the 2013 CAP envisions an increase of 100,000 population and 100,000 jobs by 2030. In order to meet the CAP GHG reduction goals, efficiencies would be needed in the areas of transportation and energy use. Alternative 2 would accommodate this growth in a manner consistent with the CAP's 2030 vision through expanded density and increases in allowable building heights. These redevelopment incentives are in direct support of applicable policy-driven transportation and land use actions under "Complete Communities" that concentrate jobs and housing. While this redevelopment may contribute to achieving specific policy-driven actions of the CAP, they may not contribute to meeting specific citywide goals established for reductions in vehicle miles traveled, commercial building energy use, and residential building energy use. Therefore, based on redevelopment incentives and by virtue of location and nature, Alternative 2 would be consistent with applicable policy-driven actions, but may not contribute to meeting specific citywide GHG reduction goals as defined in the 2013 CAP.

## IMPACTS OF ALTERNATIVE 3 HIGH-RISE

### Impact Assessment Regarding Quantitative GHG Emissions

Operational GHG emissions from Alternative 3 High-Rise are presented in Exhibit 3.7–4. These GHG emissions reflect the land use differences of more aggressively increased density of residential and commercial development in the Uptown

**Exhibit 3.7-4** Operational GHG Emissions of Alternative 3

| Source | Metric Tons $CO_2e$ per year |
|---|---|
| Transportation | 6,194 |
| Building Energy–New Residential | 410 |
| Building Energy–New Commercial | 373 |
| Building Energy–Existing Uses to be Removed | -65 |
| Solid Waste–New Development | 1,095 |
| Solid Waste–Existing Uses to be Removed | -84 |
| **Total Increase over Existing** | **7,923** |
| *Net GHG Increase Compared to Alternative 1 No Action* | *644* |

*Source: ESA, 2016*

neighborhood. Alternative 3 would increase GHG emissions by 7,923 $MTCO_2e$ per year. Alternative 3 would also result in a net increase in GHG emissions of 644 $MTCO_2e$ per year compared to Alternative 1, which would be below the 10,000 $MTCO_2e$ mandatory reporting threshold for the State of Washington. Consequently, Alternative 3 would result in an increase in GHG emissions that would be considered a moderate adverse impact and mitigation measures are warranted.

## Impact Assessment Regarding Consistency with Comprehensive Plan and CAP Policies

Alternative 3 High-Rise would provide different types of redevelopment incentives that would encourage the greatest concentration of growth focused within the Uptown Urban Center. Alternative 3 would support more efficient growth patterns, consistent with regional planning as well as the long-term planning goals of the City's Comprehensive Plan and 2013 CAP, which are expected to assist in controlling GHG emissions. The alternative would help Seattle achieve its goals for accommodating residential growth in areas that are well served by transit and within walking distance to a broad range of services and employment opportunities.

To the extent that Alternative 3 attracts growth that would otherwise occur outside of Seattle, it would result in the greatest increase in total VMT within the city, making it more difficult to achieve City goals for a net reduction in citywide VMT over time. On a

regionwide basis, Alternative 3 would create the greatest potential reduction in overall VMT, and the greatest potential use of public transit and non-motorized forms of transportation compared to similar growth accommodation in a more peripheral location.

## 3.7.3 MITIGATION MEASURES

Alternatives 2 and 3 would support citywide goals and policies included in the Seattle Comprehensive Plan and 2013 CAP, but all alternatives—including Alternatives 2 and 3—contribute to increased GHG emissions through future growth and development in the Uptown Urban Center. Therefore, mitigation measures implementing GHG reduction measures of the City's Climate Action Plan are warranted to maintain consistency with the long-term GHG reductions goals of the Comprehensive Plan and the 2013 CAP.

### INCORPORATED PLAN FEATURES

- **Seattle Comprehensive Plan and 2013 Climate Action Plan Policies:** The proposed Uptown Rezone would rezone the area to the Seattle Mixed (SM) zone and allow height increases to implement mandatory affordable housing and possibly other public benefits, while adding design and development standards. Increasing density in an urbanized area with access to multiple public transit options would effectively implement Policy E15.3 of the City's Comprehensive Plan and policy-driven actions of the 2013 CAP related to creation of "Complete Communities." These policies and actions recognize the value of planning for the type and density of future housing and jobs as a way to reduce the need for future residents and workers to travel by automobile, thereby reducing transportation-related GHG emissions. Refer to Section 3.6 Transportation for a complete discussion of transportation mitigation measures.

### REGULATIONS AND COMMITMENTS

- **Seattle Energy Code:** Development under the Uptown Rezone would be subject to the requirements of the Seattle Energy Code, which regulates the energy-use features of new and remodeled buildings. These requirements include:
  - » Building envelope requirements for roofs, walls, windows, etc. to control heat loss and air leakage

- » Heating, ventilation, and air conditioning efficiency mandates for heating and cooling equipment
- » Water heating equipment efficiency and control requirements
- » Lighting requirements addressing the number and type of lighting fixtures and controls
- » Specified requirements addressing metering, plug load controls, transformers, motors, and renewable energy

### OTHER PROPOSED MITIGATION MEASURES

- **Waste Diversion:** To be consistent with Policy E15.7 of the City's Comprehensive Plan, multifamily residential development within the Uptown Rezone area could include centralized recycling, composting, and waste separation collection areas to help achieve the waste diversion goals of the 2013 CAP and reduce emissions associated with solid waste streams.
- **Green Building Standards:** To be consistent with building energy targets of the 2013 CAP for multifamily residential and commercial buildings, new construction projects within the Uptown Urban Center could be required to achieve one of the following green building standards: Built Green, LEED, the Living Building Challenge, or the Evergreen Sustainable Development Criteria.
- **Building Demolition Waste Reduction:** When existing buildings need to be demolished, there are often opportunities to reduce the amount of waste being sent to the landfill with sustainable waste management strategies. In the Seattle area, standard practice for building construction and demolition results in fairly high recycling rates of over 50 to 60 percent. However, these rates can be increased by implementing aggressive demolition recycling. The City could consider programs to require or encourage best practices to achieve higher recycling rates.

## 3.7.4 SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS

No significant unavoidable adverse impacts related to greenhouse gas emissions are anticipated. Moderate impacts are expected for Alternatives 2 and 3 since they would both have increased GHG emissions compared to the No Action Alternative. With

identified mitigation, the project alternatives would be consistent with GHG reduction and climate change planning in the City of Seattle, reducing the severity of the identified moderate adverse impact. While the residual impact of all alternatives would still be a net increase in GHG emissions generated from growth and development in the Uptown area, the citywide benefit of capturing development that might otherwise occur in peripheral areas of the city or region would serve to offset these impacts.

# SECTION 3.8 / Open Space and Recreation

## 3.8.1 AFFECTED ENVIRONMENT

### INTRODUCTION

This section considers the potential impacts to open space and recreation services that may result from implementation of the alternatives. Open space and recreation services include parks, open space, and facilities such as community centers, athletic fields, and playgrounds. The primary providers of these services in and around the Uptown Study Area are the Seattle Department of Parks and Recreation (SPR) and the Seattle Center.

Impacts to open space and recreation services have been assessed based on the goals for open space and recreation in the City's currently adopted Comprehensive Plan. These goals are likely to change in the near future, as discussed in this section.

### SERVICES

SPR manages an approximately 6,200-acre system of parks and open spaces that comprises about eleven percent of the City's land area. SPR provides a wide range of recreational facilities for the public including but not limited to athletic fields, tennis courts, play areas, gardens, boulevards, trails, community centers, swimming pools, golf courses, and an outdoor stadium (Seattle Parks and Recreation, 2016a). SPR also offers a wide range of classes, programs, activities, and events (Seattle Parks and Recreation, 2016b).

The Seattle Center is an important and unique recreational facility located in the heart of the Uptown Study Area. The Seattle Center operates a 74-acre landscaped civic campus that includes theaters, arenas, museums, a stadium, and other public facilities (Seattle Center, 2014). It hosts a wide range of public and private events and is home to cultural and educational organizations, sports teams, and entertainment facilities (Seattle Center, 2016). Recent improvements at the Seattle Center include development of the Chihuly Glass Museum and the Artists at Play playground on the former Fun Forest site, and development of the new home of KEXP radio station (Crary, 2016). The Seattle Center is supported in part by the Seattle Center Foundation, a nonprofit organization (Seattle Center Foundation, 2016).

The Department of Neighborhoods and the Port of Seattle also provide open space and recreation facilities for people in the study area, as described in the following section.

## RESOURCES

Open space and recreation facilities in the study area include Seattle Center, Counterbalance Park, and UpGarden, a p-patch managed by the Department of Neighborhoods located on the roof of Seattle Center's Mercer Garage. UpGarden was created in 2012 with support of the 2008 Parks and Green Spaces Levy as a creative, temporary solution. Through a unique agreement between the Seattle Center and the Department of Neighborhoods, the experimental p-patch was installed on the roof of the garage. The garage is anticipated to be redeveloped in the short-term (Seattle Center, 2008).

There are thirteen open space and recreation facilities within an eighth of a mile of the study area (3 Square Blocks, 2016a). Wide roads with infrequent block crossings and topography may limit access to some of these facilities. Elliott Avenue W is a major arterial separating the study area from open spaces along Elliott Bay including the Alaskan Way Blvd Property, Centennial Park, and Myrtle Edwards Park. The recently constructed Thomas Street overpass helps to improve connectivity to these facilities. Open spaces to the north of the study area are separated by topography and are located up a steep hill. These facilities include Bhy Kracke Park, Kerry Park (including Bayview-Kinnear Play Area), Franklin Place, Parsons Garden, Betty Bowen Viewpoint at Marshall Park,

Queen Anne Boulevard, Southwest Queen Anne Greenbelt, Northeast Queen Anne Greenbelt, and Ward Springs Park.

Exhibit 3.8–1 provides basic information about each facility in and around the study area. Exhibit 3.8–2 on the following page shows their location.

**Exhibit 3.8–1** Open Space and Recreation Facilities In and Around the Study Area

| Facility | Size (Acres) | In Study Area (Y/N) | Features | Managed By |
|---|---|---|---|---|
| **Seattle Center** | 74 | Y | Theaters, arenas, museums, food court, playground, skate park, fountains, open spaces | Seattle Center |
| **Counterbalance Park** | 0.3 | Y | Plaza, seating | SPR |
| **UpGarden** | 0.6 | Y | P-patch | Department of Neighborhoods |
| **Alaskan Way Blvd Property** | 2.2 | N | Paths, bike trail, public art | SPR and Seattle Art Museum |
| **Bhy Kracke Park** | 1.5 | N | Seating, play area, views | SPR |
| **Blaine Place** | <0.1 | N | Green space | SPR |
| **Denny Park** | 4.6 | N | Dog off leash area, paths, play area | SPR |
| **Centennial Park (formerly known as Elliott Bay Park)** | 11.0 | N | Paths, bike trail, waterfront access, views, fishing, picnicking | Port of Seattle |
| **Franklin Place at Kerry Park** | <0.1 | N | Green space | SPR |
| **Kerry Park** | 0.3 | N | Views, play area, green space | SPR |
| **Kinnear Park** | 14.1 | N | Dog off leash area, historic landmark, play area, tennis court, paths, view, woods | SPR |
| **Marshall Park (including Betty Bowen Viewpoint)** | 0.1 | N | Viewpoint, seating, green space | SPR |
| **Myrtle Edwards Park** | 4.8 | N | Paths, bike trail, waterfront access, views | SPR |
| **Northeast Queen Anne Greenbelt** | 9.7 | N | Trails, green space, woods | SPR |
| **Olympic Sculpture Park** | 9.0 | N | Public art, walking paths, tours, seasonal café | Seattle Art Museum |
| **Queen Anne Boulevard** | 31.2 | N | Paths, green space, historic landmark | SPR |
| **SW Queen Anne Greenbelt** | 12.5 | N | Green space, woods | SPR |
| **Tilikum Place** | <0.1 | N | Historic landmark, fountain | SPR |
| **Ward Springs Park** | 0.3 | N | Paths, play area, views, rental facility | SPR |

*Source: Conner, 2016; Port of Seattle, 2016; Seattle Center, 2015; Seattle Department of Neighborhoods, 2016b; Seattle Parks and Recreation, 2016c*

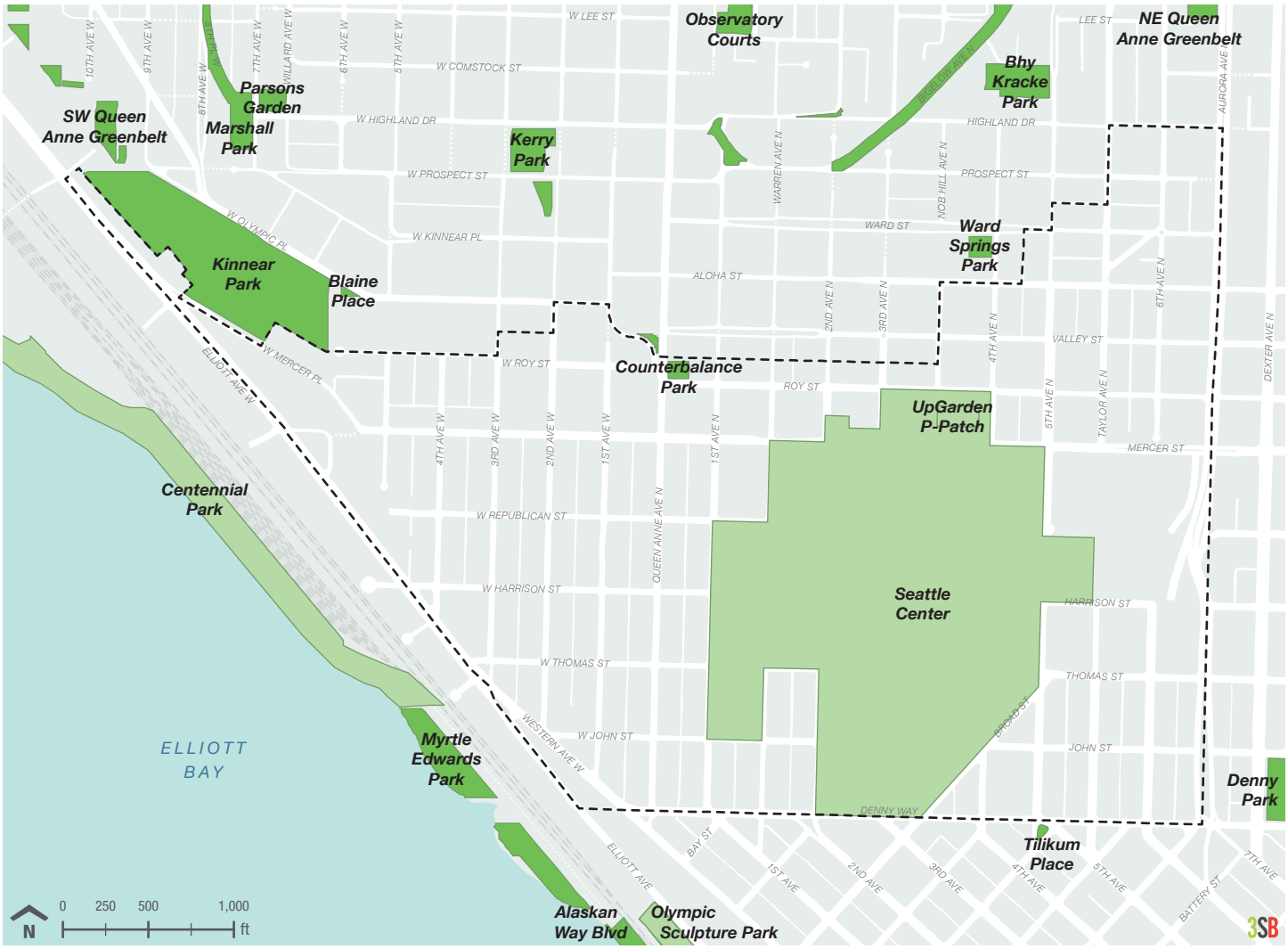



**Exhibit 3.8-2** Open Space and Recreation Facilities

- Uptown Urban Center Boundary
- Seattle Park and Recreation Facilities
- Other Open Space and Recreation Facilities

*Source: City of Seattle, 3 Square Blocks, 2016*

Recent improvements to open space and recreation facilities relevant to the study area include development of UpGarden, construction of the Thomas Street overpass connecting pedestrians and bicyclists to the trail system at Myrtle Edwards Park, a renovation to the playground at Bhy Kracke Park, and trail signage, native vegetation enhancements, and tennis court improvements at Kinnear Park. These projects were funded through the 2008 Parks and Green Spaces Levy (Seattle Parks and Recreation, 2014).

## PERFORMANCE

The Urban Village Element Appendix of the City's current Comprehensive Plan provides open space and recreation goals

specific to different types of urban villages. These goals are aspirational in nature. Uptown is an Urban Center. The goals for Urban Centers are listed below. Similar versions of the first two goals are included in SPR's 2011 Development Plan.

## Urban Center Goals

- **Distribution:** All locations in the village within approximately 1/8 mile of Village Open Space.
- **Total Open Space:** One acre of Village Open Space[1] per 1,000 households. For the Downtown Commercial Core[2]: one acre of Village Open Space per 10,000 jobs.
- **Community Garden:** One dedicated community garden for each 2,500 households in the village with at least one dedicated garden site.
- **Village Commons:** At least one usable open space of at least one acre in size where the existing and target households total 2,500 or more.[3]
- **Indoor Recreation Facility:** One indoor, multiple-use recreation facility serving each Urban Center.

It is likely that these performance measures may change in the near future. The City is in the process of preparing Seattle 2035, an updated comprehensive plan. The Mayor's May 2016 Seattle 2035 Plan, transmitted to the City Council for consideration and adoption in Fall 2016, does not carry forward the open space and recreation goals. The draft Parks and Open Space Element includes language recognizing that there are not many opportunities to acquire new land for open spaces because Seattle is already very developed, and that meeting demand for open space and recreation services as the city grows would require new strategies (pg. 134). The draft plan does not include specific goals for open space and recreation services, but rather refers to SPR standards. Policy P1.2 calls for providing parks and open spaces consistent with the priorities and level of service standards in SPR's Development Plan. SPR is

---

*1 Village Open Spaces are defined in the Comprehensive Plan as dedicated open spaces of at least 10,000 square feet (0.2 acres) in size that are publicly accessible and usable for recreation and social activities (pg. UV-A3)*

*2 The Comprehensive Plan defines the Downtown Commercial Core as separate from Uptown (pg. 1.11)*

*3 As discussed in Chapter 2, there are currently 5,245 households in Uptown*

currently updating its Development Plan. As part of this process, SPR is evaluating its open space and recreation goals and is considering updating its facility distribution guidelines (Conner, 2016).

## Goal Performance

### Distribution Goal

SPR's 2011 Gap Report Update includes a map showing areas in the city within an eighth of a mile of open spaces that are classified as Usable Open Space. The definition of Usable Open Space in the report is generally consistent with the definition of Village Open Space in the City's current Comprehensive Plan. Exhibit 3.8–3 provides a version of this map modified to focus on the study area. The largest gap in coverage is in the western portion of the study area. There is also a gap in the northeast corner, and a small gap in the southeast corner. These gaps could be filled by future open space development, but SPR currently has no plans to do so. Uptown is a challenging area in which to acquire land, due to a lack of vacant land and high land acquisition costs (Conner, 2016).

### Population-based Goals and Goals for Village Commons, Indoor Recreation Facility

Exhibit 3.8–4 shows the City's performance in meeting the Urban Center goals for total open space, community gardens, a village commons, and an indoor recreation facility. The total open space goal and community garden goal are population-based, and the Uptown targets for these two goals shown in Exhibit 3.8–4 are based on existing open space and recreation resources and on current population and projected 2035 populations for each alternative. According to the SPR 2011 Gap Report Update, the Seattle Center has 20 acres of Village Open Space and Counterbalance Park has 0.3. These two facilities provide a total of 20.3 acres of Village Open Space within the study area, which significantly exceeds the Uptown targets for total open space. Uptown is currently not meeting targets for community gardens, and is not anticipated to meet the targets under any of the alternatives unless additional gardens are added. Uptown meets targets for a village commons and an indoor recreation facility; the Seattle Center campus provides more than adequate space for a village commons and contains multiple indoor recreation facilities such as the Armory.

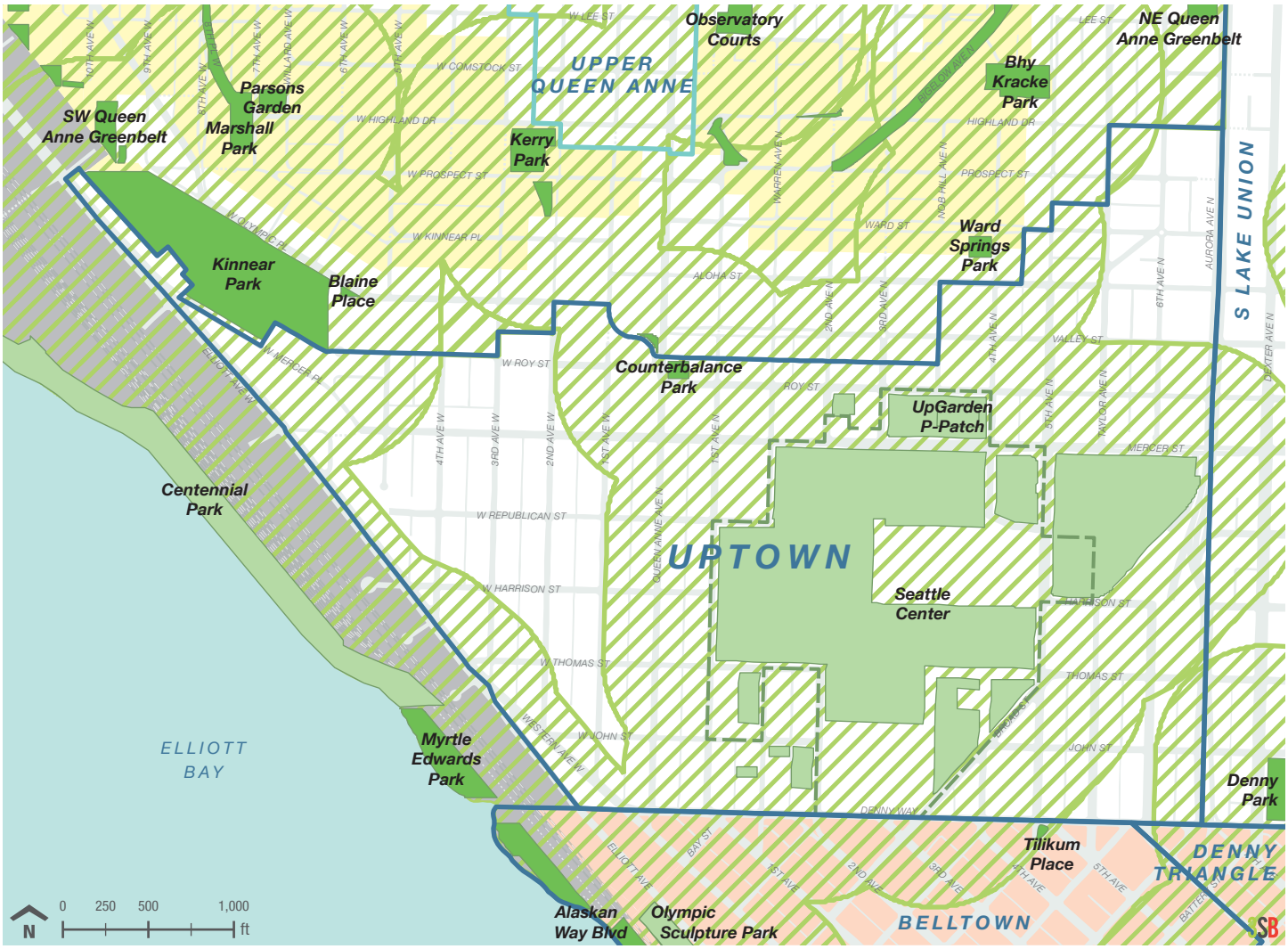



**Exhibit 3.8-3** Usable Open Space Distribution and Service Areas Identified in SPR's 2011 Gap Report

- Uptown Urban Center Boundary
- Seattle Park and Recreation Facilities
- Other Facilities
- Residential Urban Villages
- Urban Centers and Hub Urban Villages

**Current Zoning**

- Single Family
- Multi-Family, Residential/ Comercial, Neighborhood/Commercial
- Manufacturing/Industrial
- Downtown/Major Institutions

**Service Area Criteria for Usable Open Space (UOS)**

- 1/8 Mile Service Area of Usable Open Space over 10,000 SF

*UOS of 10,000 SF or more for Urban Centers and Hub Urban Villages accessible w/in 1/8 mile*

- 1/4 Mile Service Area of Usable Open Space over 10,000 SF

*UOS of 10,000 SF or more for Residential Urban Villages, depending on population density, accessible w/in 1/8 to 1/4 mile*

*Based on 2011 City of Seattle Gaps Report Map produced March 31, 2011.*

*No warranties of any sort, including accuracy, fitness or merchantability accompany this product.*

*Sources: Port of Seattle, Army Corps of Engineers, and City of Seattle GIS data, 2011; 3 Square Blocks, 2016*

**Exhibit 3.8–4** Comprehensive Plan Open Space and Recreation Goals and Performance for Uptown

| Measure | Comprehensive Plan Goal | Uptown Target | Existing Resources | Status |
|---|---|---|---|---|
| **Total Open Space** | 1 acre Village Open Space per 1,000 households | 2016: 6.8 acres<br>Alt 1: 9.9 acres<br>Alt 2: 10.2 acres<br>Alt 3: 10.6 acres | 20.3 acres | Targets met |
| **Community Garden** | 1 garden per 2,500 households | 2016: 3 gardens<br>Alt 1: 4 gardens<br>Alt 2: 4 gardens<br>Alt 3: 4 gardens | 1 garden | Targets not met |
| **Village Commons** | 1 acre of contiguous open space | 1 acre | 20 acres | Goal met |
| **Indoor Recreation Facility** | 1 indoor, multiple-use recreation facility | 1 facility | Multiple facilities | Goal met |

*Source: City of Seattle, 3 Square Blocks, 2016*

## OPEN SPACE AND RECREATION PLANNING

### Capital Improvement Planning

The City of Seattle's 2016 adopted budget and 2016-2021 adopted Capital Improvement Program (CIP) describe planned capital improvements to SPR and Seattle Center facilities and properties.

#### Seattle Parks and Recreation

The only short-term planned SPR project in the vicinity of the study area is potential green space acquisitions for the Northeast Queen Anne Greenbelt. The greenbelt is one of six designated green spaces targeted for acquisitions in the 2016-2021 adopted CIP. SPR funding is also allocated in the budget and CIP for system-wide asset preservation and maintenance activities. The City's budgeting and CIP process take into account the SPR 2014 Parks Legacy Plan. This plan details the breadth and depth of how Seattle's parks and related facilities enrich the lives of Seattleites, and identifies needed actions to preserve the system into the future.

From 2008 through 2014, the primary source of funding for SPR projects was the six-year 2008 Parks and Green Space Levy. Most levy projects have been completed or are in final stages. In 2014, city voters approved Proposition 1, which created the Seattle Park District. The Seattle Park District provides for a new taxing district and revenue source to fund increased parks and recreation services and capital projects (City of Seattle, 2016d).

SPR has no plans for new parks facilities in the Uptown Study Area at this time. It is possible they could develop new facilities in the future.

### Seattle Center

The City's adopted 2016 Budget and adopted 2016-2021 CIP describe a number of planned improvements to the Seattle Center. These include campus-wide maintenance and ADA improvements, restoration and repairs to open spaces, as well as improvements to specific structures such as the Armory, Fisher Pavilion, former Fun Forest site, Key Arena, McCaw Hall, and the new home of KEXP radio station. Additionally, funds are allocated for development and implementation of the Century 21 Master Plan.

The 2008 Seattle Center Century 21 Master Plan is the current plan guiding future development in the Seattle Center. The 20-year plan calls for substantial, long-term investment in Seattle Center. Plan highlights related to open space include repurposing Memorial Stadium and other sites to add 10 acres of public open space, and reclaiming and unifying open spaces at the heart of the Seattle Center campus and connecting them to the surrounding neighborhood (Seattle Center, 2008). Memorial Stadium currently provides space for professional sports games as well as amateur sports leagues. Plans for the site include maintaining an athletic facility to support existing uses (Crary, 2016).

## Comprehensive Plan Neighborhood Planning Element

The current Comprehensive Plan Neighborhood Planning Element includes goals and policies for open space in the Queen Anne neighborhood, including the study area. This policy language was developed through neighborhood planning processes in the 1990s. It calls for retaining existing open space, adding additional open space, and improving streets such as Queen Anne Boulevard to enhance the public realm.

## Uptown Urban Design Framework

The draft Uptown Urban Design Framework is an advisory document that sets forth a community vision for neighborhood character and urban form in Uptown. It includes suggestions for building on the study area's existing open space network. One of the suggestions is to expand the open space network to include

alleys, rights-of-way, and on-site open space as part of building design. If created, these types of small and linear open spaces would augment the open space and recreation facilities listed in Exhibit 3.8–1. They would not be captured by the City's current open space and recreation performance measures, but could improve quality of life for people in the study area.

## 3.8.2 IMPACTS

### IMPACTS COMMON TO ALL ALTERNATIVES

Under all alternatives, population density and average building heights are expected to increase in various amounts and locations in the study area, construction and redevelopment is expected to occur, and transportation improvements are planned.

As discussed under the Affected Environment section above, based on existing conditions and the City's currently adopted goals, the City should strive to improve the distribution of open spaces in the study area and to provide two additional community gardens. The City's open space and recreational goals are aspirational in nature and failure to achieve them does not constitute a deficiency in service.

#### Population Growth

Population growth over the next twenty years is anticipated to increase demand for open space and recreational services in the study area. As shown in Exhibit 3.8–4, there is capacity within the overall existing open space and recreation system in the study area to accommodate increased demand. The total amount of open space within the study area exceeds the Uptown targets under the growth envisioned in all alternatives.

##### Community Gardens

While there is overall capacity within the system, the City is currently not meeting its Uptown targets for community gardens. The amount of community gardens per capita decreases under the growth projections for all alternatives, with the greatest decreases under the Action Alternatives.

In addition to population growth impacts, the Mercer Street Garage site is identified as a possible redevelopment site under all alternatives and is planned for redevelopment in the *Seattle Center Century 21 Master Plan*. Redevelopment of this site would likely result in the loss of UpGarden, the only community garden in Uptown, increasing the need for community gardens in the study area. There are currently no plans to create a new community garden in Uptown.

#### Distribution of Open Space and Recreation Resources

The City is currently not meeting its goal for distribution of open space in Uptown. As population grows in the study area, the gaps in Village Open Space service areas shown in Exhibit 3.8–3 would affect a greater number of people. This would occur under all alternatives, but be more pronounced under the population increases anticipated under the Action Alternatives.

### Building Heights

Tall buildings have the potential to shade parks and open spaces. It is possible to design and locate structures to minimize the extent to which they block light from public open spaces. Seattle Municipal Code SMC 25.05.675 Q2 indicates that, in parts of the city outside of Downtown, publicly owned parks are to be protected from shade impacts. The code describes measures that may be required to mitigate shade impacts such as limiting the height or bulk of a development, redesigning the profile of a development, limiting accessory structures and materials, and relocating the project on the site. For additional analysis of existing and potential shade and shadow on public parks, see Section 3.4 Aesthetics and Urban Design of this Draft EIS.

### Construction

Construction activities can result in temporary impacts to parks and open spaces such as reduced access due to sidewalk and street closures and increased noise levels. These would be short-term localized impacts and are not considered significant impacts for the purposes of this analysis.

### Transportation Network

Under all alternatives, the proposed mobility measures would likely have positive impacts on open spaces and recreation such as increased pedestrian and bicyclist access to parks. Positive impacts would likely be greatest under the Action Alternatives. Street character improvements proposed under Alternatives 2 and 3 include landscaping and streetscape improvements that could increase the amount of small and linear open spaces, consistent with suggestions in the Uptown Urban Design Framework (UDF).

## IMPACTS OF ALTERNATIVE 1 NO ACTION

Under Alternative 1, the study area population would increase by 44 percent and employment by 17 percent, which could lead to greater demand for open space and recreation services. More people would be impacted by the gaps in Village Open Space service areas shown in Exhibit 3.8–3 than are currently impacted. Based on the City's open space and recreation goals for Uptown, four additional community gardens would be needed.

Alternative 1 does not include increases in allowed building heights, but more shading could occur as a result of infill development and redevelopment of buildings that are currently below permitted heights.

## IMPACTS OF ALTERNATIVE 2 MID-RISE

Alternative 2 Mid-Rise plans for moderate growth, with an increase in population of 49 percent and an increase in employment of 19 percent. Greater demand for open space and recreation services could occur compared to Alternative 1, but less compared to Alternative 3. More people would be impacted by the gaps in Village Open Space service areas than under Alternative 1, but less than under Alterative 3. Based on the City's open space and recreation goals, four additional community gardens would be needed.

Alternative 2 includes moderate increases in allowed building heights. Slightly more shading could occur compared to Alternative 1.

As discussed in Chapter 2, landscape and streetscape improvements and higher density urban form proposed under

Alternatives 2 and 3 could support greater implementation of recommendations in the draft Uptown UDF to expand the open space network through street and building design. Such improvements could contribute to a more natural and pedestrian/bicycle-friendly character for the study area and could help to mitigate growth in demand for open space and recreation services.

### IMPACTS OF ALTERNATIVE 3 HIGH-RISE

Alternative 3 High-Rise plans for the highest growth, though the level of growth is similar to that of the other alternatives, with population increasing by 55 percent and employment by 21 percent. The greatest increases in demand for open space and recreation services, and in people impacted by the gaps in Village Open Space service areas, could occur under Alternative 3. Based on the City's open space and recreation goals, four additional community gardens would be needed.

Alternative 3 assumes the greatest increases in building heights and has the greatest potential for shading impacts. As discussed under Impacts Common to All Alternatives, the City's municipal code includes provisions to protect parks from shade impacts.

Alternative 3 has similar potential for street and on-site open space improvements as discussed under Alternative 2. Such improvements could contribute to a more natural and pedestrian/bicycle-friendly character for the study area and help mitigate impacts to open space and recreation services.

## 3.8.3 MITIGATION MEASURES

No significant impacts are anticipated for open space and recreation services. The measures proposed below could be taken to enhance open space and recreation services.

### INCORPORATED PLAN FEATURES

- The Queen Anne plan vision includes a concept for "Attractive parks and natural areas for active recreation and quiet enjoyment" and associated policies.
- As described in the Uptown UDF, the Queen Anne Plan notes the following important parks and open space features: Seattle Center serves as the primary open space within the

neighborhood. Additional open space is provided by the Counterbalance Park in the "Heart" of Uptown, and Kinnear Park with its urban forest. The neighborhood plan envisions a broader view of open space and encourages design of streets such as Queen Anne Boulevard and the neighborhood's residential streets to serve as open spaces as well.

### REGULATIONS AND COMMITMENTS

- The Seattle Municipal Code includes requirements for on-site private and common amenity areas, such as open spaces, in new developments within Uptown's current zoning designations and in the Seattle Mixed (SM) zoning designation that would apply under the Action Alternatives (Seattle Municipal Code sections 23.45.522, 23.48.045, and 23.47A.024).

### OTHER PROPOSED MITIGATION MEASURES

- Consider developing new open space and recreational facilities to fill parks distribution gaps shown in Exhibit 3.8–3.
- Explore options for replacing UpGarden before the site is redeveloped, and consider developing one or more additional community gardens in Uptown.
- Explore options for implementing the recommendations in the draft Uptown Urban Design Framework for expanding the current open space network through streetscape and on-site building improvements. This could include amending usable open space standards for future residential or mixed-use developments based on the proposed lot or floor area, whereby a portion of the onsite usable area could be addressed as a fee in lieu. The fee in lieu could be applied to expanded public open space and recreation within proximity to the development.

## 3.8.4 SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS

No significant unavoidable adverse impacts to open space and recreation services are anticipated.

# SECTION 3.9 / Public Services

This section considers the potential impacts the three alternatives may have on public services. Public services discussed in this section include fire, police, and school services. The primary providers of these services for the Uptown Study Area are the Seattle Fire Department, the Seattle Police Department, and Seattle Public Schools (SPS).

Impacts to public services have been assessed based on the following information:

- Fire Department adopted response standards, which are described in the Seattle Fire Department 2014 Emergency Response Report.
- Police Department adopted response time target, which is established in the Seattle Police Department 2008-2012 Neighborhood Staffing Plan.
- SPS educational specifications established in the District's Revised 2012 Facilities Master Plan.

## 3.9.1 FIRE PROTECTION

### AFFECTED ENVIRONMENT

#### Services

The Seattle Fire Department provides fire and rescue response, fire prevention and public education, fire investigation, and emergency medical services (EMS) throughout the city, including the study area. Emergency medical services include basic life support

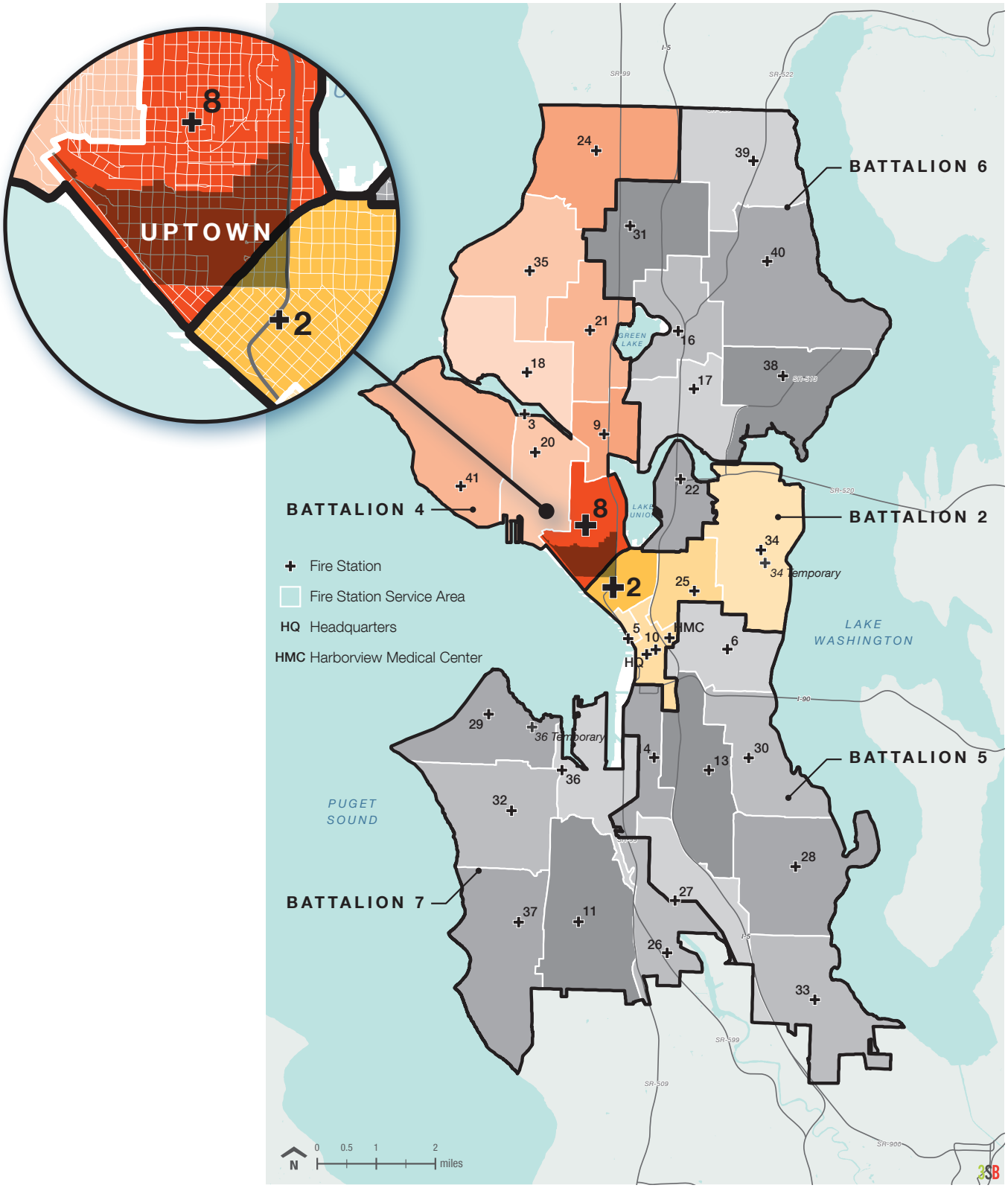



**Exhibit 3.9-1** Fire Battalions, Station Areas, and Stations

*Source: City of Seattle, 3 Square Blocks, 2016*

(BLS) and advanced life support (ALS). The Department also has specially trained technical teams that provide technical and heavy rescue, dive rescue, tunnel rescue, marine fire/EMS response, and hazardous materials response. In addition, the Department provides mutual aid response to neighboring jurisdictions.

## Resources

The Department provides emergency response services through five battalions consisting of 33 fire stations strategically placed around the city to maximize coverage and minimize response time. These stations are staffed 24 hours a day, seven days a week, by four separate shifts of firefighters (Seattle Fire Department, 2014a).

The study area straddles the border of Battalions 2 and 4 and is located in service areas for Stations 2 and 8. Both Stations 2 and 8 have ladder trucks equipped to respond to fires in tall buildings. The next closest fire stations are Stations 5 and 20, but emergency support could also come from other stations in the city depending on emergency response resource needs and availability. Exhibit 3.9–1 shows the locations of fire stations relative to the study area. Exhibit 3.9–2 shows the equipment and staffing at Stations 2 and 8.

**Exhibit 3.9–2** Station Equipment and Staffing

| Station | Equipment | Staffing |
|---|---|---|
| **2** | Ladder Truck 4 | Minimum of 10 on-duty personnel |
| | Fire Engine 2 | |
| | Aid Car 2 | |
| **8** | Ladder Truck 6 | Minimum of 8 on-duty personnel |
| | Fire Engine 8 | |

*Note: Ladder trucks and fire engines are staffed by teams of four personnel. Aid cars are staffed by teams of two personnel.*

*Source: English, 2016; Seattle Fire Department, 2014b*

**Exhibit 3.9–3** Seattle Fire Department Emergency Response Incidents, 2010–2014

| Year | Fire Incidents | EMS Incidents | Total |
|---|---|---|---|
| **2010** | 13,395 | 64,107 | 77,502 |
| **2011** | 12,709 | 64,595 | 77,304 |
| **2012** | 12,651 | 59,082 | 81,733 |
| **2013** | 13,388 | 71,948 | 85,336 |
| **2014** | 14,260 | 75,720 | 89,980 |

*Source: Seattle Fire Department, 2014a*

## Performance

### Incident Response Trends

Between 2010 and 2014, total Seattle Fire Department incident responses ranged from 77,502 to 89,980. As shown in Exhibit 3.9–3, the number of total responses remained relatively constant in 2010 and 2011, then increased from 2012 through 2014. The overall increase in total incident responses between 2010 and 2014 was 16 percent. Fire incident responses decreased between 2010 and 2012, then increased from 2013 to 2014, for an overall increase of six percent between 2010 and 2014. EMS incident responses remained relatively constant in 2010 and 2011 and then increased from 2012 through 2014, for an overall increase of 18 percent between 2010 and 2014. The proportion of fire incident responses compared to EMS incident responses remained relatively constant between 2010 and 2014, with EMS responses making up the majority of total responses. In 2010, EMS responses accounted for 83 percent of total responses, and in 2014 they accounted for 84 percent.

A growing number of Department responses are for non-emergencies, such as calls from patients who do not exhibit an injury or illness that requires medical care, nuisance fire alarms, and emergency incidents subsequently canceled. In 2012, 20 percent of the Department's total responses were for non-emergencies (Seattle Fire Department, 2012).

In comparison with the overall Department, the two stations located in the service areas for the study area saw a combined increase in

**Exhibit 3.9–4** Total Emergency Response Incidents for Companies at Stations 2 and 8, 2010–2014

| Station | Company | 2010 | 2011 | 2012 | 2013 | 2014 |
|---|---|---|---|---|---|---|
| **2** | Ladder Truck 4 | 1,835 | 1,912 | 2,187 | 1,376 | 1,484 |
| | Fire Engine 2 | 3,116 | 3,321 | 3,860 | 2,825 | 3,256 |
| | Aid Car 2 | 5,830 | 6,416 | 6,817 | 6,249 | 6,988 |
| **8** | Ladder Truck 6 | 638 | 629 | 705 | 650 | 689 |
| | Fire Engine 8 | 1,446 | 1,504 | 1,619 | 1,608 | 1,866 |
| | **Totals** | **12,865** | **13,782** | **15,188** | **12,708** | **14,283** |

*Source: Seattle Fire Department, 2014a*

total emergency response incidents between 2010 and 2012, a decrease in 2013, and an increase in 2014 (Exhibit 3.9–4). There was an overall combined increase in total incidents of eleven percent between 2010 and 2014.

## Performance Measures

The Seattle Fire Department's adopted response standards are described in the Department's 2014 Emergency Response Report. The response standards specify the minimum criteria needed to effectively and efficiently deliver fire suppression, special operations response, and emergency medical services. They are intended to protect the citizens of Seattle and the occupational safety and health of the Seattle Fire Department employees. National Fire Protection Association Standard 1710 was used as a guideline in the development of the response standards (Seattle Fire Department, 2014a).

Maintaining or improving emergency response times is the core of Seattle Fire Department operations (Seattle Fire Department, 2012). The Department's response time standards are listed below. There are two different response time standards for fire incident response, one for the first arriving engine and another for the full first alarm assignment, which consists of 15 firefighters. The basic life support standard refers to the arrival of an emergency medical unit with two Emergency Medical Technicians (EMTs). The advanced life support standard refers to the arrival of an advanced life support unit with two Paramedics (Seattle Fire Department, 2014a).

**Response Time Standards**

- *First Arriving Engine at Fire:* 4 minutes, 90 percent of the time
- *Full First Alarm Assignment at Fire:* 8 minutes, 90 percent of the time
- *Basic Life Support: 4 minutes:* 90 percent of the time
- *Advanced Life Support: 8 minutes:* 90 percent of the time

Exhibit 3.9–5 shows the statistics the Department uses to measure response time performance. These statistics generally correspond with the Department's response time standards. Between 2010 and 2014 the Department fell slightly short of meeting its response time standards, with the exception of meeting its full first alarm assignment standard in 2014.

**Exhibit 3.9–5** Response Statistics, 2010–2014

| Year | First Arriving Engine at Any Incident within 4 Minutes | Full First Alarm Assignment at Fire within 8 Minutes | First Arriving Unit for an EMS Incident (BLS or ALS) within 4 Minutes | First Arriving ALS Unit within 8 Minutes |
|---|---|---|---|---|
| **2010** | 85% of the time | 87% | 87% | 85% |
| **2011** | 85% | 84% | 87% | 86% |
| **2012** | 83% | 83% | 85% | 85% |
| **2013** | 84% | 80% | 85% | 86% |
| **2014** | 83% | 92% | 84% | 87% |

*Source: Seattle Fire Department, 2014a*

## Fire Department Planning

### Facilities

The Seattle Department of Finance & Administrative Services designs, builds, and maintains City-owned buildings, including fire facilities (City of Seattle, 2016e). They coordinate with the Seattle Fire Department to ensure facility plans are consistent with strategic planning for fire services.

In 2003, a Fire Facilities and Emergency Response Levy was approved by Seattle voters. The levy provided funding for major facility improvements across the Seattle Fire Department including upgrades, renovations or replacements of 32 neighborhood fire stations, construction of a new training facility, establishment of emergency preparedness facilities, and construction and renovation

of fire boats. As part of the levy, a major renovation and expansion of Station 2 was completed in 2010 and an upgrade to Station 8 was completed in 2014 (Seattle Fire Department, 2016). Most levy projects have been completed or are in closeout phase; remaining projects include improvements to Stations 22 and 33 (Seattle Department of Finance and Administrative Services, 2016).

Seattle's 2016-2021 adopted CIP includes improvements to Station 5, Station 22, and Station 31 as well as general maintenance to facilities system-wide. Station 5 is located near the study area and could be called upon to provide emergency support in the event that Station 2 or Station 8 requires assistance responding to a call. The planned improvements to Station 5 include seismic and safety upgrades.

#### Strategic Planning

The Seattle Fire Department's 2012-2017 Strategic Plan is a road map for the Department and a guide for identifying priorities for emergency response services into the future. The plan identifies internal and external challenges facing the Department. Internal challenges include providing adequate leadership development and operations training, and maintaining employee involvement and engagement. External challenges include financial constraints, growth of non-emergency calls, and changing demographics. The plan sets forth six goals and related strategies and action steps to address these challenges and to support the Department's mission. One of the goals is to maintain quality equipment, apparatus, facilities, and technology. The strategies and action steps under this step support facilities planning and coordination with the Department of Finance & Administrative Services.

## IMPACTS

### Impacts Common to All Alternatives

Under all alternatives, population density and average building heights are expected to increase in various amounts and locations in the study area, construction and redevelopment is expected to occur, and transportation improvements are planned.

#### Population Growth

Growth in residential and worker populations in the study area is expected to lead to an increased number of calls for emergency

services. Growth is expected to occur incrementally under all alternatives, as individual development projects are constructed. The Seattle Fire Department would attempt to maintain response times consistent with current performance levels as the population grows. Over time, additional staffing and equipment may be required in order to maintain performance levels. As described under the Affected Environment, the two stations with service areas in the study area—Stations 2 and 8—have recently been upgraded as part of the Fire Facilities and Emergency Response Levy and are not anticipated to need renovations in the near future. Any potential future fire facility needs could be included as part of the City's annual Capital Improvement Program process.

### Building Heights

Existing ladder trucks at Stations 2 and 8 and at other stations near the study area are equipped to provide services to buildings of the heights proposed under all alternatives. Additionally, new buildings would be required to meet the Seattle Fire Code which requires sprinklers throughout. No impacts to fire services are anticipated due to increases in building height.

### Construction

The Seattle Fire Department makes service calls related to inspection of construction projects and calls to respond to construction-related accidents. As such, increased construction activities associated with potential development under all alternatives could result in an increase in demand for fire services. Existing Fire Department staffing and equipment are anticipated to be sufficient to handle increased services needed for construction activities.

### Transportation Network

The Department is dependent upon the capability of the city's street network to handle traffic flows. Changes to the street network have the potential to impact the mobility of fire response vehicles. For this reason, street improvements must be consistent with the Seattle Fire Code Section 503 and Appendix D, which address fire apparatus access roads. Additionally, the Department reviews proposed street improvements on a project-by-project basis to identify potential negative impacts on response times. It is anticipated that these

mitigation measures would adequately address potential impacts of mobility projects planned under the alternatives.

### Impacts of Alternative 1 No Action

No impacts other than those described under Impacts Common to All Alternatives.

### Impacts of Alternative 2 Mid-Rise

Under Alternative 2 Mid-Rise, growth in residential and worker populations would be slightly higher compared to Alternative 1 and slightly lower compared to Alternative 3. As such, there could be a slightly greater increase in demand for fire services under Alternative 2 than under Alternative 1, and slightly lower than under Alternative 3. Also see the discussion of Impacts Common to All Alternatives.

### Impacts of Alternative 3 High-Rise

Growth in residential and worker populations is expected to be highest under Alternative 3 High-Rise. As such, Alterative 3 would likely result in the greatest increase in demand for fire services. As described in the discussion of Impacts Common to All Alternatives, the Seattle Fire Department would work to maintain service performance levels and may need to incrementally increase resources over time to meet future demand.

## MITIGATION MEASURES

### Incorporated Plan Features

- None.

### Regulations and Commitments

- All potential new development in the study area would be constructed in compliance with the City of Seattle Fire Code, which is based on the International Fire Code and provides minimum fire and life safety standards for buildings, access roads, processes, and fire protection equipment installations. Adequate fire flow to serve potential development is required under the Fire Code. Potential development would also be required to comply with code requirements for emergency access to structures.

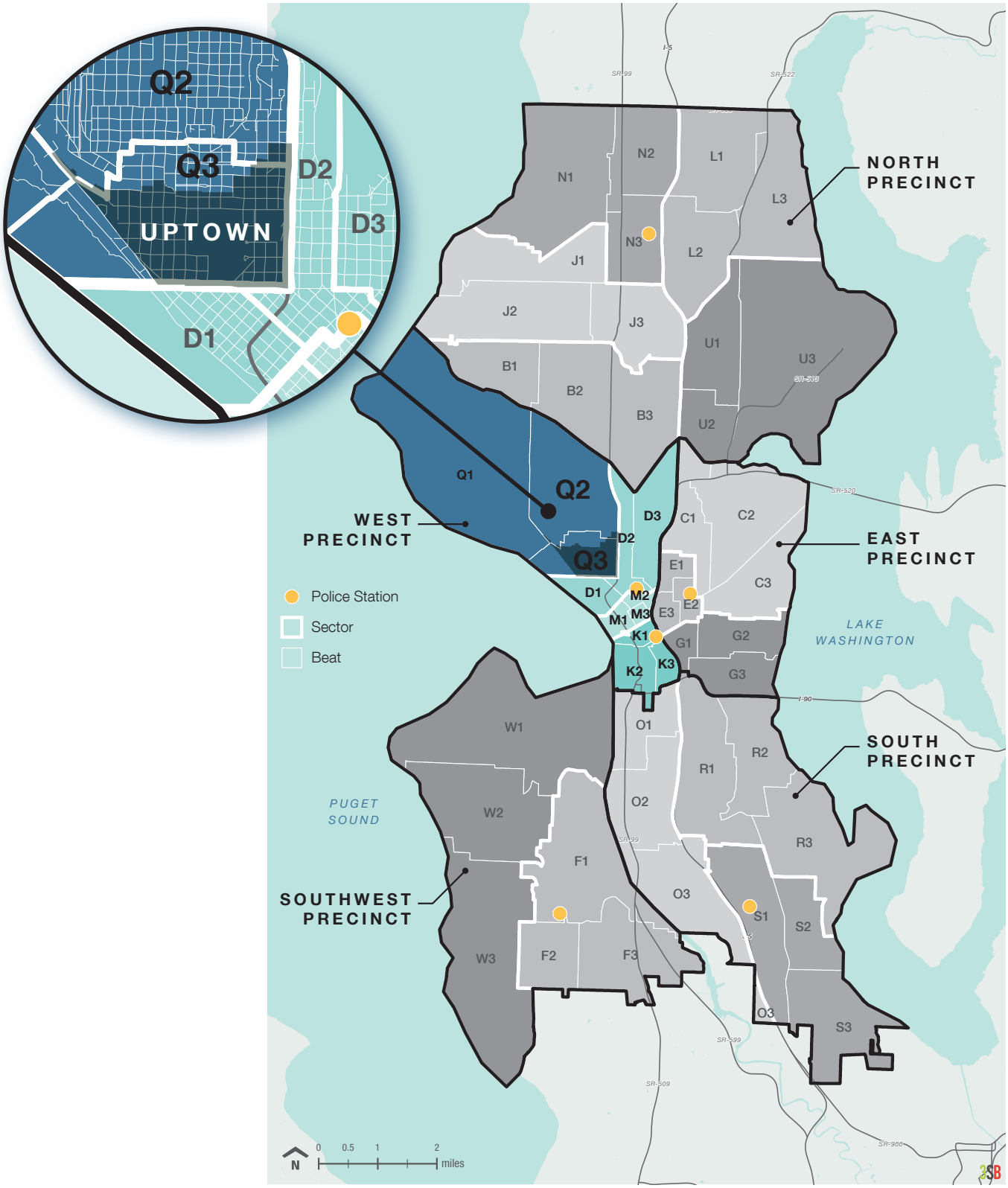



**Exhibit 3.9-6** Police Precinct, Sector, and Beat Boundaries

*Source: City of Seattle, 3 Square Blocks, 2016*

- The City routes plans for building construction from the Seattle Department of Construction & Inspections to the Fire Department for review of fire apparatus access and other fire code related issues.

### Other Proposed Mitigation Measures

- Ongoing City operational and capital facilities planning efforts are anticipated to address incremental increases and other changes in demand for fire services.
- A portion of the tax revenue generated from potential redevelopment in the study area would accrue to the City of Seattle and could be used to help fund fire services.

## SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS

No significant unavoidable adverse impacts to fire services are anticipated.

# 3.9.2 LAW ENFORCEMENT

## AFFECTED ENVIRONMENT

### Services

The Seattle Police Department provides police protection services to the City of Seattle, including the study area. Its primary duties include foot, car, and bike patrols, harbor patrols, 911 calls, investigations, traffic enforcement, parking enforcement, homeland security, and specialty units such as Special Weapons and Tactics (SWAT), gang, bomb/arson, and canine units (Seattle Police Department, 2016a).

### Resources

The Department is divided into five precincts, each of which has a police station that serves as the base of operations for that precinct. Precincts are further divided into sectors and beats. The study area is in the West Precinct, in Sector Q, and is primarily within the boundaries of Beat Q3. A small portion of the study area is within Beat Q2. The location of the study area relative to police service areas is shown in Exhibit 3.9–6.

The West Precinct police station is located at 810 Virginia St, to the southeast of the study area. Built in 1999, the station is 46,231 square feet and currently houses 222 staff (Seattle Police Department, 2016b). The West Precinct's core staff includes 26 Sergeants and 156 Officers who provide a range of services including patrols on bike, foot, and horseback, 911 response, precinct support, anti-crime teams, community police teams, neighborhood corrections teams, special assignments, and support to the Seattle Center (Seattle Police Department, 2016c).

The West Precinct has a squad that provides dedicated resources to the Seattle Center. Since the Seattle World's Fair in 1962, there has always been a police detachment at the Seattle Center. The current squad consists of a sergeant and four bike officers. Their duties include providing police officer presence at events and paroling the grounds, garages and surrounding neighborhood. They receive calls to support the Center School, a small public high school located within the Seattle Center. Other common calls they respond to include reports of car prowls and calls related to the transient population (Baily, 2016).

## Performance

### Trends in Calls for Service

In 2015, the Department received approximately 344,000 calls for service citywide. Of these, approximately 247,000 were dispatched calls and 97,000 were on-view incidents (events that officers logged during routine patrols). Total calls for service increased by three percent from 2011 through 2015. Exhibit 3.9–7 shows the total

**Exhibit 3.9–7** Seattle Police Department Citywide Calls for Service, 2011–2015

| Year | Dispatched Calls | On-Views | Total |
|---|---|---|---|
| **2011** | 206,800 | 126,083 | 332,883 |
| **2012** | 221,130 | 140,040 | 361,170 |
| **2013** | 231,735 | 149,350 | 381,085 |
| **2014** | 240,029 | 86,480 | 326,509 |
| **2015** | 247,128 | 97,283 | 344,411 |

*Source: Seattle Police Department, 2016d*

**Exhibit 3.9-8** Seattle Police Department Calls for Service by Area, 2011 and 2015

| Area | Total Calls 2011 | Total Calls 2015 | Percent Change |
|---|---|---|---|
| **Citywide** | 332,883 | 344,411 | 3% |
| **Beat Q3 (including Uptown)** | 10,408 | 8,452 | -19% |

*Source: Seattle Police Department, 2016e*

number of dispatched calls and on-views in the city during this time period. In comparison, the total calls for service decreased by 19 percent in Beat Q3 (see Exhibit 3.9-8).

## Response Times

The Department's 2008-2012 Neighborhood Staffing Plan establishes an average emergency response time target of seven minutes. The Department is currently in the process of developing new performance measures and a new neighborhood staffing plan. They are considering a new performance measure that carries forward the current seven-minute response time target, modified to apply to priority one calls 90 percent of the time. Priority one calls report critical situations posing a threat to life and are the highest priority for police response. The Department is also considering creating response time performance measures for sectors and beats, and other performance measures not directly related to response time (Seattle Police Department, 2016g).

The Department tracks average response time for priority one calls by sector. Exhibit 3.9-9 shows Sector Q's statistics from 2011 through 2015. The Department has fallen short of meeting a seven-minute response time target in Sector Q for each year, and the average response time for the sector increased by 19 percent between 2011 and 2015. Other sectors within the Department have average response times ranging from 5.54 to 13.45 minutes for the same time period. Sectors E and M are the only sectors that achieved average response times for priority one calls of under seven minutes for all five years. Sectors C, D, G and K achieved average response times for priority one calls of under eight and a half minutes for all five years. These six sectors are located in relatively close proximity to three precinct police stations clustered around Downtown. The remaining eleven sectors in the city had higher average response times.

**Exhibit 3.9-9** Sector Q Average Response Times for Priority One Calls, 2011–2015

| Year | Average Response Time 2011 |
|---|---|
| **2011** | 8.68 |
| **2012** | 10.62 |
| **2013** | 11.31 |
| **2014** | 10.04 |
| **2015** | 10.32 |

*Source: Seattle Police Department, 2016f*

The Department faced a low point in staffing levels in 2013 and is currently working to bring staffing back up to historic levels. The Mayor's Office committed to hiring 100 officers in 2014, and has since committed to hiring an additional 100 officers by 2019 (Seattle Police Department, 2016g). One of the deployment priorities for these new officers is response times. Other deployment priorities are visibility, investigations, and training (Socci, 2016).

## Police Department Planning

### Facilities Planning

The Seattle Department of Finance & Administrative Services designs, builds, and maintains City-owned buildings, including police facilities (City of Seattle, 2016e). They coordinate with the Seattle Police Department to ensure facility plans are consistent with strategic planning for police services.

The Police Department has conducted capacity assessments of its precinct facilities and found that the West Precinct facility (serving the Uptown Study Area) is at capacity and may require expansion or other improvements in the future (Seattle Police Department, 2016b).

The City of Seattle's 2016-2021 adopted CIP includes funds for general maintenance and upgrades at the West Precinct police station. There are no plans for major improvements to the West Precinct facility at this time (Socci, 2016). The focus in the 6-year CIP is on replacement of the North Precinct to address capacity issues at that location.

### Strategic Planning

The Department is constantly reevaluating how to use officers throughout the City to meet changing demands. It also participates in annual city capital improvement planning and budgeting. In addition to these ongoing efforts, the department publishes strategic planning documents. The most recent are the 2010 Strategic Plan, published in 2004 to provide for police operations and budgeting through 2010, and the 2008-2012 Neighborhood Staffing Plan, which was intended to provide guidance on staffing increases, patrol beats, and patrol officers' workloads through 2012. The Department is in the process of preparing updates to both

plans. The updates are planned to take into account current four-year staffing projections and the new performance measures that are under development (Socci, 2016).

### Neighborhood-level Planning

In 2014 the Department developed a Micro Community Policing Summary for the Queen Anne neighborhood, which includes the study area. The summary incorporates input from local residents, businesses, Department staff, and other partners, and identifies the following community priorities for police service in the Queen Anne neighborhood:

- Theft Car Prowl and Vehicle Prowling
- Theft—Miscellaneous Thefts, such as packages from doorsteps, bikes from yards, etc.
- Burglary—Residential Commercial Auto Theft
- Transient tent camping in city parks, city greenbelts, and SOOT right of ways

The summary includes problem solving strategies for addressing these issues. Strategies include providing a greater police presence in the neighborhood, providing information and education to community partners in a timely manner, analyzing crime data to identify trends and known suspects, and coordinating with other city agencies charged with jurisdictional control related to transient camping. The Department's planned staffing increases could provide support for these strategies.

## IMPACTS

### Impacts Common to All Alternatives

Under all alternatives, population density and average building heights are expected to increase in various amounts and locations in the study area, construction and redevelopment is expected to occur, and transportation improvements are planned. The impacts to police services are anticipated to be similar under all alternatives.

As discussed under Affected Environment, the Seattle Police Department has identified existing needs to increase staffing and improve facilities and is currently working to accomplish these things through Departmental planning processes and the City's budgeting and CIP processes. Under all alternatives, the

Department would continue these efforts and would work to achieve response times consistent with its performance standards.

### Population Growth

Population growth in the study area may not necessarily result in increased crime and demand for police services. For example, total calls for service decreased by 19 percent in Beat Q3 from 2011 through 2015, while the population in the study area increased (Puget Sound Regional Council, 2014). While population growth and increases in urbanization can impact crime, many other factors are part of the equation including population characteristics, economic conditions, transportation conditions, climate, prevalent attitudes towards crime and crime reporting practices in the local population, and police department characteristics (Federal Bureau of Investigation, 2013).

### Building Heights and Density

No impacts to police services are anticipated due to increased building heights. As discussed under Affected Environment, the six city police sectors with the best average response times for priority one calls are located in and around Downtown where there are many tall buildings.

Increased density in Uptown may generate more workload, but should not impact police service or response times under any of the alternatives. The Department's deployment model is adjusted for changes in workload (Socci, 2016). Increased city tax revenue generated by new businesses and households could help defray costs of increased police workload.

### Construction

The Seattle Police Department responds to construction-related service calls such as construction site theft and vandalism. Potential construction activities under all the alternatives could result in an increase in demand for police services. Existing Departmental resources are anticipated to be sufficient to handle such an increase.

### Transportation Network

Future traffic changes in Uptown could impact first responders' ability to respond rapidly to emergency calls. The Department's

staffing model factors in response time to determine appropriate staffing levels in each precinct. It is not anticipated that the transportation improvement projects proposed under the alternatives would negatively impact police service; if they did the Department would likely adjust staffing levels to improve response times (Socci, 2016).

### Impacts of Alternative 1 No Action

Alternative 1 No Action would increase population by 44 percent and employment by 17 percent, with no change in allowable building heights. Greater demand for police services could occur under Alternative 1 compared to current conditions. As noted under Impacts Common to All Alternatives, there is not necessarily a correlation in this precinct between growth and service calls.

### Impacts of Alternative 2 Mid-Rise

Alternative 2 Mid-Rise is characterized by moderate growth and density increases. It would increase population by 49 percent and employment by 19 percent, and raise some heights in residential areas to 65–85 feet and in commercial and mixed use areas to 85–125 feet. Greater increases in demand for police services could result compared to Alternative 1, but less than compared to Alternative 3.

### Impacts of Alternative 3 High-Rise

Alternative 3 High-Rise assumes the greatest growth and density increases. It would increase population by 55 percent and employment by 22 percent. It would have similar residential heights as Alternative 2 and greater heights in commercial and mixed use areas, ranging from 85-160 feet. Greater increases in demand for police services could result compared to the other two alternatives.

## MITIGATION MEASURES

### Incorporated Plan Features

- None.

### Regulations and Commitments

- Ongoing Seattle Police Department processes to evaluate where to best focus its resources are anticipated to help address future changes in demand for police services in the study area.
- Ongoing City of Seattle capital improvement planning and budgeting efforts are anticipated to address police facility needs, including potential needs for future improvements to the West Precinct station.

### Other Proposed Mitigation Measures

- A portion of the tax revenue generated from potential redevelopment in the study area would accrue to the City of Seattle and could be used to help fund police services.
- Crime Prevention Through Environmental Design (CPTED) measures could be used to help reduce criminal activity and calls for service, such as orienting buildings towards the street, providing public connections between buildings, and providing adequate lighting and visibility.

## SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS

No significant unavoidable adverse impacts to police services are anticipated.

# 3.9.3 SCHOOLS

## AFFECTED ENVIRONMENT

### Services and Resources

#### Public Schools

Seattle Public Schools (SPS) is the largest K-12 school system in Washington State, serving nearly 52,000 students in 97 schools. SPS has approximately 9,000 staff including about 3,100 teachers. The District's academic vision is focused on improving academic achievement for all students and ensuring that all students graduate from high school prepared for professional development and life ahead (Seattle Public Schools, 2016a).

Students in SPS schools are initially assigned to a designated attendance area school based on where they live and on current SPS attendance boundaries. The District's Student Assignment Plan provides opportunities for families to request that their students attend a school other than their designated attendance area school, such as one of the District's option schools or service schools. Option schools offer unique programming approaches and instructional methods. Students must apply to attend option schools and are not guaranteed admission if they live near option schools. Service schools are designed to meet individual student needs. Students may request assignment to a service school or may be referred there (Seattle Public Schools, 2016b) (Seattle Public Schools, 2016c).

The study area is within SPS attendance boundary areas for John Hay Elementary School or Lowell Elementary School, McClure Middle School, and Ballard High School or Garfield High School. Students living north of Broad St are in attendance areas for John Hay Elementary and Ballard High School. Students living south of Broad St are in attendance areas for Lowell Elementary School and Garfield High School. There is one SPS school located within the study area, the Center School. The Center School is an option high school and as such, students within the study area would not necessarily attend it (3 Square Blocks, 2016b).

### Private Schools

In addition to SPS schools, 82 private schools in Seattle provide educational programs for kindergarten through 12th grade. There is one private school in the study area; Emerald City School serves students with learning difficulties in grades 1 through 8 including those who have been diagnosed with learning disabilities (Emerald City School, 2015). Other private schools located near the study area include St. Anne School, Morningside Academy, and Spruce Street School. St. Anne School is a Catholic school affiliated with Saint Anne Parish serving approximately 260 elementary and middle school students (St. Anne School, 2016). Morningside Academy is a non-profit, year-round school providing programs for approximately 70 elementary and middle school students who have not previously reached their academic potential, including students diagnosed with learning disabilities (Morningside Academy, 2016) (Morningside Academy, 2016). Spruce Street School is

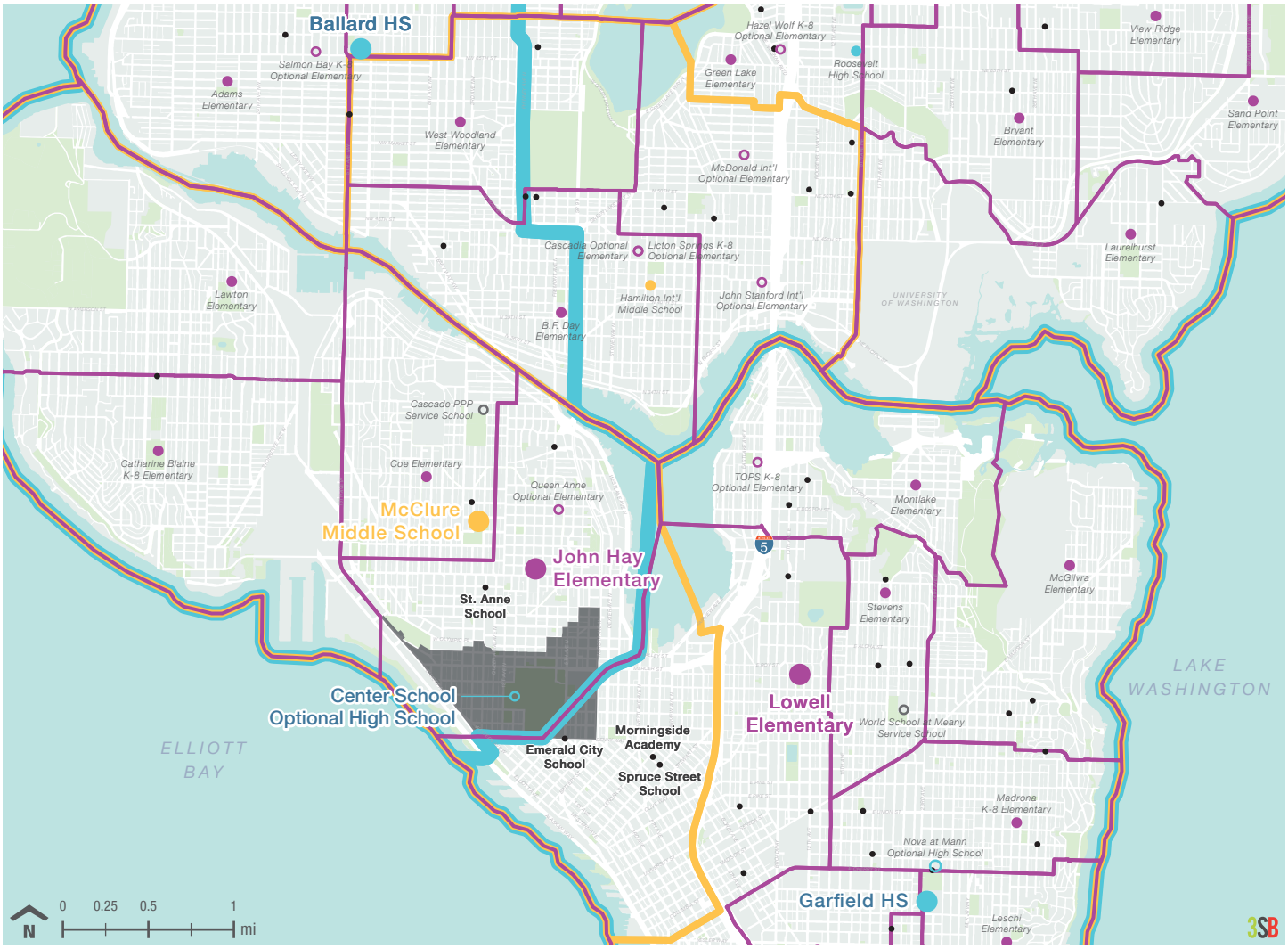



**Exhibit 3.9–10** Schools and Attendance Areas

Uptown Urban Center

Open Space and Recreation

**School Locations**

- Elementary School
- Middle School
- High School
- Optional Elementary School
- Optional High School
- Service School
- Private School

**Seattle Public School Service Areas**

- Elementary School
- Middle School
- High School

*Source: 3 Square Blocks, 2016*

an independent elementary school serving approximately 110 students (Spruce Street School, 2016).

Exhibit 3.9–10 shows the location of public and private schools located in and around the study area.

## Seattle Public Schools Performance and Planning

SPS tracks performance in a number of areas such as student achievement, teacher performance, and facility capacity. The studied alternatives are most likely to impact facility capacity. Facility capacity is determined through analysis of facility existing conditions, planned capital improvements, and educational

specifications. Facility capacity is then compared with enrollment projections to determine whether existing facilities are likely to provide adequate space to serve future students.

The SPS 2014 Building Condition and Educational Adequacy Assessment Final Report includes a "capacity 2020 right size" number for each school in the district. This is the estimated number of students each school can serve in year 2020 given existing conditions and capital improvements planned before 2020. The capacity 2020 right size numbers account for homerooms, art or music or language at each school, and limit portables to 15 percent of total classroom count. They also take into account the educational specifications in the District's Revised 2012 Facilities Master Plan that guide facilities design for elementary, middle, K-8, and high schools. The educational specifications include classroom student capacity, classroom square footage, and specifications related to space for special programming, dining and recreational areas, and administrative offices. The District's educational specifications are generic and are site adapted for each school construction project.

The District is continually updating its capacity and enrollment projections. Exhibit 3.9–11 shows the capacity 2020 right size numbers for the study area attendance area schools and for the option school in the study area, as well as SPS's projected enrollment at the facilities in 2020, reported by the District in May 2016. Ballard High School is anticipated to have a small amount of extra student capacity in 2020. The Center School is also expected to have extra student capacity; it was recently improved and is projected to have a decrease in students between now and 2020. John Hay Elementary School, Lowell Elementary School, McClure

**Exhibit 3.9–11** Projected Capacity and Enrollment at School Facilities, 2020

| School | Capacity 2020 Right Size | Projected K-12 Enrollment for 2019–2020 School Year |
|---|---|---|
| **John Hay Elementary School** | 557 | 585 |
| **Lowell Elementary School** | 331 | 527 |
| **McClure Middle School** | 606 | 659 |
| **Ballard High School** | 1,585 | 1,580 |
| **Garfield High School** | 1,593 | 2,502 |
| **Center School** | 276 | 247 |

*Source: Richardson, 2016*

Middle School, and Garfield High School are anticipated to be over capacity, with Lowell Elementary School and Garfield High School anticipated to be significantly over capacity. Capacity shortages would be addressed by the District through a combination of added construction and program/boundary changes.

To project student enrollment, SPS uses a cohort survival model which projects a "survival rate" for grades 1 through 12, based on the proportion of students who historically continue from one grade to the next. To project future kindergarten enrollment, a "birth-to-kindergarten ratio" is estimated, based on the proportion of children born in Seattle who historically enroll in Seattle Public Schools five years later. That ratio is then applied to the number of live births in the fifth year prior to the school year being projected. This generates a five-year enrollment projection based on a projection of live births. Projections beyond five years are less robust than projections based on known live births. SPS updates its projections annually. The most recent projection was published in February of 2016.

### Facilities Planning

The District's Revised 2012 Facilities Master Plan provides facilities planning guidance for a ten-year period ending in school year 2021–22. In 2015, the District published a Facilities Master Plan Project Prioritization document to reflect updated information on facility capacity and to provide information needed for school levy planning. None of the study area schools are considered high priority for major modernization or replacement; there are at least 30 schools listed as higher priorities in the *2015 Facilities Master Plan Project Prioritization* document.

The District regularly submits different types of capital levy requests to help fund public schools. The six-year Building Excellence IV Capital Levy (BEX IV) levy was approved by voters in 2013 and provided approximately $695 million in funds to pay for seventeen building projects, 37 earthquake safety improvements, and other projects including planning for a downtown school (Seattle Public Schools, 2016d). The Buildings, Technology, and Academics/ Athletics VI Capital Levy (BTA IV) was approved by voters in 2016. It supports the district's long-range plans to upgrade and renovate aging school facilities and address enrollment growth. Seattle Public Schools will receive these levy funds from 2017 through 2022

(Seattle Public Schools, 2016e). Projects planned under these two levies for schools in and around the study area are:

- Lowell Elementary School: Earthquake safety improvements, and exterior renovations/improvements
- McClure Middle School: Earthquake safety improvements
- Ballard High School: Roof replacement/seismic upgrades
- Garfield High School: Roof replacement/seismic upgrades

Additionally, John Hay Elementary was improved under BTA III and the Center School was improved under BEX II. John Hay Elementary received a new roof, new heating and air conditioning system, and seismic improvements. The Center School facility was refreshed and updated.

## IMPACTS

### Impacts Common to All Alternatives

Under all alternatives, population growth associated with the proposal could result in impacts on school capacity.

As discussed in Affected Environment, based on current enrollment trends it is anticipated that two elementary schools, a middle school, and a high school serving the study area would be over capacity in 2020. When student enrollment exceeds capacity, SPS can respond in several ways. Options include adjusting school boundaries to address capacity needs, adjusting geographic zones for option schools, adding or removing portables, adding or renovating buildings, opening closed buildings, and pursuing future capital programs. SPS plans to address capacity shortages at the schools serving Uptown through a combination of added construction and program/boundary changes.

#### Population Growth

Because the District estimates enrollment projections based on a cohort survival model that does not explicitly include consideration of household growth and housing types, it is not possible to quantitatively estimate the impact of study area population growth on future school capacity. Currently there is a low proportion of school-aged children and young adults in the study area (Seattle Department of Construction & Inspections, 2014); however, location

of a school in the Urban Center could attract families. Growth in Uptown would likely result in incremental increases in the public school student population and associated incremental impacts on public schools. These incremental increases would allow the District to respond through ongoing capacity management planning. Significant impacts associated with the proposal are not anticipated.

### Impacts of Alternative 1 No Action

Alternative 1 No Action would increase population in the study area by 44 percent. Greater demand for school services could occur compared to current conditions. Relative to other alternatives there could be a slightly lower demand for school services. As noted under Impacts Common to All Alternatives, it is not possible to quantitatively estimate the impact of study area population growth on future school capacity using the District's current method for projecting student enrollment.

### Impacts of Alternative 2 Mid-Rise

Alternative 2 Mid-Rise would increase population by 49 percent. Greater demand for school services may occur compared to Alternative 1, but less than compared to Alternative 3.

### Impacts of Alternative 3 High-Rise

Alternative 3 would increase population by 55 percent. The greatest demand for school services may occur under this alternative.

## MITIGATION MEASURES

### Incorporated Plan Features

- The Queen Anne Plan identifies a vision that supports "A community of active and engaged people, striving to meet local recreational, social, educational and service needs."

### Regulations and Commitments

- Ongoing SPS capital facilities management planning is anticipated to be sufficient to address increases in student population.

### Other Proposed Mitigation Measures

- Explore the feasibility of locating an elementary school in the study area, to address community desire for an elementary school, identified in the draft Uptown UDF.

## SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS

No significant unavoidable adverse impacts to school services are anticipated.

« intentionally blank »

# SECTION 3.10 / Utilities

This section considers the potential impacts to utility services that may result from implementation of the three alternatives described in Chapter 2 of this Draft EIS. Utilities discussed in this section include the public wastewater system, stormwater drainage system, water system, and electrical power.

Seattle Public Utilities (SPU) manages the public wastewater, stormwater drainage, and water systems in the city of Seattle. Seattle City Light (SCL) manages the electric power generation, transmission, and distribution services in the city of Seattle.

For utilities, impacts have been assessed based on the potential for localized or widespread increases in demand to affect service levels. For this Draft EIS, significant impacts would result if an alternative causes either of these conditions:

- Inconsistency with utility system planned growth and capital plans.
- Potential to require major new projects or initiatives for utility system upgrades to accommodate redevelopment.

## 3.10.1 WASTEWATER

### AFFECTED ENVIRONMENT

SPU Drainage and Wastewater Utility collects and conveys wastewater through a system of pipes, detention facilities, pump stations, outfalls, and treatment facilities. All the wastewater flows collected in the City's wastewater collection system is conveyed to

King County for regional conveyance and treatment. King County Wastewater Treatment Division operates two treatment facilities that serve the study area: the West Point Wastewater Treatment Plant (WWTP) and the Elliott West Combined Sewer Overflow (CSO) treatment facility.

As shown in Exhibit 3.10–1, the majority of the wastewater system in the Uptown area (approximately 90 percent) is part of the combined sewer system. Both Seattle and King County operate combined sewer systems in the city. Combined sewer systems collect stormwater runoff and domestic wastewater in the same pipe and transport it to a wastewater treatment facility for treatment prior to discharge. Approximately 10 percent of the Uptown area is served by partially separated sewers. In partially separated areas, street runoff has been diverted in pipes to the separate drainage system, but runoff from rooftops and properties outside the road rights-of-way was not diverted and is still conveyed to wastewater treatment plants. The primary objective of these separation projects was to reduce emergency overflows of untreated sewage into nearby waterbodies. Exhibit 3.10–1 shows the partially separated areas in the study area.

The older parts of Seattle's wastewater system use a single set of pipes to carry both sewage and stormwater runoff from streets and buildings. Most of the time, this polluted water goes to a wastewater treatment plant. But in heavy rains, the pipes can overflow into rivers, lakes, or Puget Sound. Overflow points called "**combined sewer overflows**" or CSOs are built into the system. CSOs prevent sewer backups into homes and streets.

The installation of the combined sewer system is old; most pipes date back to the late 1800s and early 1900s. The partially separated system is more recent, with most pipes installed in the 1960s. The local collector pipes range from 8 to 12 inches in diameter and are primarily constructed of vitrified clay and concrete. As shown in Exhibit 3.10–1, wastewater lines primarily run north-south through the study area. During dry weather, wastewater flows are directed to the Elliott Bay Interceptor, a large sewer trunk leading to the West Point Treatment Plant.

During wet weather, combined wastewater and stormwater flows in combined sewer systems can exceed the system's capacity. In the Uptown area, these wet weather flows from the combined sewer systems are diverted to a 14-foot diameter storage tunnel under Mercer Street. The Mercer Street Tunnel can store up to 7.2 million gallons until the Elliott Bay Interceptor has the capacity to transport the wastewater to the West Point Treatment Plant. Depending on the severity of the storm, stored flow in the tunnel is conveyed to the West Point Treatment Plant or the Elliott West Facility for treatment prior to discharge. During the largest storms—on average, once a year—flows may exceed pumping capacity of the Elliott West Facility and are discharged untreated. This untreated

**Exhibit 3.10-1** SPU Wastewater System in Uptown

- Uptown Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)

**Wastewater System**

- Mercer CSO Tunnel
- Combined Sewer Mainlines
- Partially Separated Area (Sanitary Sewer and Drainage Mainlines)
- Direction of Flow

*Source: ESA, 2016*

flow is known as a "combined sewer overflow" (CSO). CSOs from regulated outfalls are allowed at times, when the system reaches capacity, and as permitted by agreements with the Washington Department of Ecology and the U.S. Environmental Protection Agency. The City and King County have made significant upgrades to the conveyance and detention capacity of the combined sewer system to limit these overflows. As the combined sewer system was designed to convey both wastewater and stormwater, during dry weather there is not a capacity issue for wastewater flow alone.

SPU Drainage and Wastewater Utility is guided by a number of federal regulations and City policies, programs and plans, including SPU's *2015 Plan to Protect Seattle's Waterways* and the utilities'

*2015–2010 Strategic Business Plan* (Seattle Public Utilities, 2015a) (Seattle Public Utilities, 2015b). The overriding goal of these plans is to construct and maintain facilities that reduce the frequency of flooding and sewer backups for customers and improve water quality and habitat in the environment by reducing sewage overflows and the impacts of stormwater pollution.

SPU uses an "**asset management**" framework to prioritize capital investments. Priority is given to replace or rehabilitate pipes that have reached the end of their economic life, and replace or rehabilitate critical pipes before they fail.

Within SPU's asset management framework, SPU regularly inspects, repairs, and replaces pipe. As needed, new development may be required to make system improvements (Kelleher, 2016). The *City of Seattle, Drainage and Wastewater Capital Improvement Program* (CIP) is the vehicle for identifying major projects and programs to rehabilitate, replace, improve, and expand system infrastructure (City of Seattle, 2015b). Projects are ranked based on a set of criteria to establish priority. This includes "level of service" criteria that address the provision of services to customers, including projects that address system capacity needs. There are currently no highly ranked projects in this category located within the Uptown Study Area.

Within the CIP, SPU has an ongoing program, the Wastewater Capacity Improvement Program, to enhance sanitary sewer service to Seattle customers by addressing current and projected capacity limitations of the wastewater system through structural improvements. Such improvements may include infiltration and inflow (I/I) reduction, increased conveyance capacity, and individual customer measures to reduce the risk that customers would experience backups of sewage into their homes and businesses during storm events. As part of another ongoing program in the CIP, the Shared Cost Project Program, SPU works take better advantage of opportunities to incorporate improvements and repairs to the drainage and wastewater systems with major redevelopment and projects undertaken by others (e.g., private developers, other city departments, regional and state agencies). The most recent project completed in the Uptown area under the CIP, the Mercer Corridor Project West Phase, was a Shared Cost Project that provided drainage and wastewater utility improvements and relocations on Mercer Street between Dexter Avenue N and Elliott Avenue.

## IMPACTS

### Impacts Common to All Alternatives

Development under any of the alternatives could result in greater demands on the local wastewater collection system and on the downstream conveyance and treatment facilities. Increased wastewater flow is related to increased water consumption. Although there would be a greater overall need for wastewater facility capacity with increased density, new development can reduce per-capita demand, as newer, low- or no-flow plumbing fixtures and equipment replaces older, less efficient, installations. This could help reduce overall impact. Consistent with SPU's guiding plans and asset management framework, SPU employs a variety of strategies to anticipate and adjust to changing demands.

No major new projects or initiatives to accommodate redevelopment in the Uptown area are anticipated in the CIP (City of Seattle, 2015b). Currently, SPU runs hydrologic/hydraulic models on a case-by-case basis to address potential impacts of individual projects. These models take into account existing zoning and full buildout potential of the area (Kelleher, 2016). For the future, SPU will be ramping up long-range planning efforts to improve understanding of the existing conditions of the drainage and wastewater system, predicted growth areas, and possible impacts to the drainage and wastewater system (City of Seattle, 2015b). This better understanding will assist in planning for growth. At this time, major new projects for utility system upgrades to accommodate new development have not been identified. With updated long-range system plans that account for future flows, SPU could identify major new projects or initiatives to accommodate redevelopment.

While there would be increased demand on the wastewater system under any of the alternatives, existing programs, such as SPU's asset management framework and the CIP, are in place to identify and implement projects to address system capacity issues and to incorporate improvements and repairs in association with major redevelopment and projects. As a result of these ongoing programs and current planning, increased demand for wastewater service under any of the alternatives is not considered a significant impact.

In areas of combined sewers, impacts from water consumption and runoff would be cumulative (see Section 3.10.2, Stormwater). As individual sites redevelop, current Stormwater Code standards would

help control peak rates of stormwater through the local combined sewer systems and reduce the risk of combined sewer overflows.

## Impacts of Alternative 1 No Action

Impacts resulting from Alternative 1 No Action would be the same as described in the discussion of Impacts Common to All Alternatives. Even without increased height limits and new development incentives, the contribution of wastewater flows to the combined sewer system is likely to increase over time. However, compared to the Action Alternatives, there is likely to be less redevelopment pressure in the Uptown area and the least amount of increased wastewater service demand.

## Impacts of Alternative 2 Mid-Rise

Under Alternative 2 Mid-Rise, greater heights and new development standards and incentives would emphasize vertical mixed uses. This style of development is expected to focus growth in the Mercer/Roy Corridor and the Uptown Triangle neighborhood districts, with somewhat less intense levels of redevelopment in other areas. Increased growth would increase demand for wastewater services in all areas, with comparatively more demand in areas experiencing more intense levels of redevelopment. Alternative 2 is not expected to result in any new impacts beyond those described under Impacts Common to All Alternatives.

## Impacts of Alternative 3 High-Rise

Alternative 3 High-Rise would have the greatest height limits and the greatest amount of growth in the study area. As a result, Alternative 3 would place the greatest demand on the local wastewater collection system. Maximum height increases would contribute to the most intense growth within the Mercer/Roy Corridor and Uptown Triangle neighborhood districts. Localized impacts in portions of the Uptown Park–North and Taylor-Aloha Blocks neighborhood districts would be the same as Alternative 2 where only moderate height increases would occur. Alternative 3 is not expected to result in any new impacts beyond those described under Impacts Common to All Alternatives.

## MITIGATION MEASURES

### Incorporated Plan Features

The proposal and alternatives do not include any specific features to limit impacts on wastewater facilities.

### Regulations and Commitments

- **Seattle Stormwater Code:** Seattle's current drainage code (2016 Stormwater Code and Manual) requires redeveloped sites that discharge to the combined sewers to provide on-site stormwater management that allows some water to infiltrate and be kept on site, or traditional underground tanks and vaults that temporarily hold the water and slowly release it to the sewer. These methods help control peak rates of stormwater through the local combined sewer systems, reducing risk of CSOs from the trunk mains.
- **Developer Sewer Improvements:** In areas that are not designated as capacity constrained, developers are required to demonstrate that the downstream system has sufficient capacity for additional flow. Some parts of the Uptown area are served by sewers that are less than 12-inch diameter. These areas are likely at or near their capacity and downstream pipes from new development would have to be upgraded to a minimum 12-inch diameter. Redevelopments may also reduce per-capita sewer demand, as newer, low- or no-flow plumbing fixtures and equipment replaces older, less efficient, installations. These practices would help reduce the overall impact to the wastewater system.
- **Capital Projects:** SPU regularly plans improvements projects as needed as part of the City's 6-year CIP process. Through the CIP, SPU identifies candidate capital projects which the City implements independent of private development. SPU uses a hydrologic/hydraulic model and an asset management system to plan for development and address capacity constraints.

### Other Proposed Mitigation Measures

- **Water Conservation Measures:** Redevelopments may reduce per-capita water demand (and therefore, wastewater service demand) by using newer, low- or no-flow plumbing fixtures and equipment.

### SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS

No significant unavoidable adverse impacts on wastewater systems are anticipated. The studied alternatives are consistent with the utility system planned growth and no major upgrades are anticipated to be needed to serve the alternative levels of development.

## 3.10.2 STORMWATER

### AFFECTED ENVIRONMENT

Stormwater runoff from impervious surfaces in the study area is collected and conveyed from streets and properties, primarily thorough the combined sewer system network managed by SPU. A small percentage of stormwater runoff from public rights-of-way is collected and conveyed in separate pipe networks within the partially separated portion of the Uptown area (see Exhibit 3.10–1). The combined and partially separated systems are described in the wastewater discussion, above.

The stormwater drainage system within the partially separated areas includes a series of catch basins running along main drainage lines to take surface water runoff from roadways. In some areas, stormwater flows from these lines are conveyed back into the combined sewer system. In other areas, stormwater flows continue within the drainage system and discharge at outfalls in Lake Union (Kelleher, 2016). As with the wastewater system, SPU manages the storm drain system through asset-based management and operational standards.

As described in Section 3.10.1, Wastewater, SPU is guided by a number of federal regulations, City policies, and plans that address wastewater and stormwater drainage. SPU manages stormwater programs in the combined sewer area to improve water quality and habitat in the environment by reducing sewage overflows and the impacts of stormwater pollution. SPU also implements rules governing management of stormwater on private and public property through its current stormwater code (2016 Stormwater Code). The City's NPDES permit, issued in December 2005, requires implementation of stormwater pollution prevention programs in the combined sewer areas (the permit was last modified in September 2012).

Starting in 2009, and continuing with the 2016 Stormwater Code, Seattle has required on-site stormwater management (formerly green stormwater infrastructure) as part of stormwater mitigation for all development and redevelopment projects. Examples of on-site stormwater management include permeable pavement, rainwater harvesting, rain gardens, infiltration facilities, bioretention facilities, and vegetated roofs. Individual projects are required to manage on-site stormwater runoff in accordance with City requirements to ensure that a development properly regulates its stormwater runoff. Since many of the buildings in the study area most likely pre-date current stormwater requirements, it is expected that there is little or no stormwater facilities on any of the potential redevelopable sites (see Chapter 2, Exhibit 2–9 on page 2.14).

As described in Section 3.10.1, Wastewater, both SPU and King County Wastewater Treatment Division are permitted by agreements with the Washington Department of Ecology and the U.S. Environmental Protection Agency to reduce combined sewer overflows, of which stormwater is a component. The *Seattle Center Century 21 Master Plan*, adopted by the Seattle City Council in August 2008, makes a strong commitment to environmental sustainability, with a specific emphasis on managing stormwater on the Seattle Center campus (City of Seattle, 2008). Through this plan, the Seattle Center has implemented a number of stormwater management strategies, including bioretention, green roofs and permeable pavements. As stipulated in a memorandum of understanding (MOU) between the City of Seattle (Seattle Center) and King County (Wastewater Treatment Division), the two departments are working together to identify future stormwater management projects at Seattle Center that may lead to reductions in combined sewer overflows from the King County combined system (City of Seattle and King County, 2013).

## IMPACTS

### Impacts Common to All Alternatives

As redevelopment occurs under all alternatives, the amount of lot area covered by roofs would increase, with corresponding decreases in the area of vegetated areas and other pervious surfaces. As a result, the amount of stormwater runoff generated on the projected development sites would increase as compared to existing conditions. Increases in peak flow and total runoff caused

by conversion of vegetated land area to impervious surfaces would create increased demand on the combined system and drainage system. As described under Mitigation Measures on page 3.313, the 2016 Stormwater Code requires on-site stormwater management to infiltrate, disperse, and retain stormwater runoff to the maximum extent feasible. Where the developed site's stormwater flow is expected to exceed the allowable flow levels, stormwater detention is required. As a result of these requirements, given that the existing development sites most likely do not provide detention, it is expected that there would be a reduction in uncontrolled runoff in the Uptown area under all of the alternatives where new construction is anticipated in the future.

The 2016 Stormwater Code also supports incentives for retrofitting existing development, such as opportunities for property owners to reduce their drainage rate if they install flow control and/or treatment facilities designed per the Code, which can include reducing impervious surfaces. Redevelopment that replaces existing impervious surface and provides flow control can reduce runoff rates even below current levels.

Under all scenarios, including Alternative 1 No Action, implementation of on-site stormwater management and continuation of retrofit incentives would continue to reduce adverse impacts on both the combined sewer system and the drainage system. No significant adverse location-specific impacting conditions are identified in this review.

## Impacts of Alternative 1 No Action

Impacts resulting from Alternative 1 No Action would be the same as described in the discussion of Impacts Common to All Alternatives. Stormwater runoff in the Uptown area would continue to be collected and directed through the combined sewer system, or collected and directed through the stormwater drainage system for discharge to existing outfalls. Potential impacts of future, specific development proposals would be addressed through implementation of the regulations and project-specific environmental review as appropriate. As sites redevelop, implementation of on-site stormwater management required under the Stormwater Code would continue to reduce adverse impacts that would otherwise occur under existing conditions. However, there would potentially be less redevelopment and less implementation of on-site stormwater management under Alternative 1 No Action.

### Impacts of Alternative 2 Mid-Rise

Under Alternative 2 Mid-Rise, it is anticipated that the amount of surface area covered by roofs would increase over existing conditions as redevelopable sites are developed with new larger developments and additional impervious area. With implementation of on-site stormwater management, potential redevelopment is not expected to result in increased demand on the drainage system or to increase the stormwater contribution to the combined sewer system within the Uptown area. As a result, impacts resulting from Alternative 2 would be the same as described in the discussion of Impacts Common to All Alternatives. Redevelopment under Alternative 2 would likely affect more sites with uncontrolled runoff than under Alternative 1. As a result, Alternative 2 would further reduce adverse impacts that would otherwise occur under existing conditions.

### Impacts of Alternative 3 High-Rise

Alternative 3 High-Rise would have the greatest amount of surface area comprised of roofs as redevelopable sites are developed with new larger developments. With implementation of on-site stormwater management, potential redevelopment is not expected to result in increased demand on the drainage system or to increase the stormwater contribution to the combined sewer system within the Uptown area. As a result, impacts resulting from Alternative 3 would be the same as described in the discussion of Impacts Common to All Alternatives. Redevelopment under Alternative 3 would likely affect more sites with uncontrolled runoff than under Alternative 1 or 2. As a result, Alternative 3 would further reduce adverse impacts that would otherwise occur under existing conditions.

## MITIGATION MEASURES

### Incorporated Plan Features

The proposal and alternatives do not include any specific features to limit impacts on stormwater facilities.

### Regulations and Commitments

- **Seattle Stormwater Code:** New development in the study area would be required to meet the 2016 City of Seattle Stormwater Code and Manual. The stormwater codes satisfy

the City's obligation to comply with Washington State Municipal Stormwater Permit–National Pollutant Discharge Elimination System (NPDES) Permit, issued by the Washington State Department of Ecology. Current code requires new development and redevelopment to mitigate new impervious surfaces and pollution generating surfaces with flow control and/or water quality treatment. On-site stormwater management and detention requirements help control peak rates of stormwater through the local combined sewer system, reducing the potential for street flooding from the local collector pipes. Redevelopment that replaces existing impervious surface and provides flow control can reduce runoff rates even below current levels. The code also identifies erosion control requirements for construction and grading activities. The erosion control, flow control and treatment requirements help to maintain or improve the conditions of the downstream system and discharge location and reduce the overall impact of development. New development that complies with these regulations, standards, and practices would help reduce the overall impact to the drainage system.

### Other Proposed Mitigation Measures

No additional mitigation is necessary.

## SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS

No significant unavoidable adverse impacts on the stormwater system are anticipated. New development allowed under any studied alternative would be required to meet City stormwater codes that would offer improved stormwater management over existing conditions.

# 3.10.3 WATER SUPPLY

## AFFECTED ENVIRONMENT

SPU provides municipal water service in the Uptown area, including water for fire suppression, from the Cedar River watershed. The Cedar River system supplies 60 to 70 percent of the water SPU delivers in its service area. The SPU water system is comprised of transmission and distribution pipelines, and storage facilities and water pressure zones.

**Exhibit 3.10-2** SPU Water Distribution Network in Uptown

- Uptown Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)

**Water System**

- Distribution Main
- Feeder Main

*Source: City of Seattle, ESA, 2016*

Uptown water is supplied from the Lincoln Reservoir located on Capitol Hill through a 30-inch water main on Denny Way and 20-inch mains on Dexter Avenue North, Mercer Street, and 1st Avenue West Exhibit 3.10–2 shows the water distribution network in the study area.

Almost all of the distribution lines in the Uptown area (those with service connections to water users) are 8 or 12 inches in diameter. The water distribution mains within Uptown were built at different times over the last 100 years. Consequently, various construction techniques, materials, and standards were used. Water mains constructed prior to the mid-1950s were typically installed using cast iron. Newer water mains are typically ductile iron pipe.

Water to the Uptown area is fed by gravity. The SPU water distribution system is divided into approximately 45 pressure zones that operate within a pressure range of about 30 to 130 psi (pounds per square inch). This range meets service level ranges for providing safe drinking water and fire flow. The Uptown area is within the lower Queen Anne pressure zones (PZ), 326. All of the Uptown area has water pressure of at least 30 psi during normal and peak operations (Ford, 2016). SPU's regulatory required minimum pressure is 20 psi.

SPU tracks its service level performance on a system-wide basis in accordance with its *2013 Water System Plan* (Seattle Public Utilities, 2012). Service levels for distribution system water outages and response times are being met in the city. As described for the wastewater and stormwater drainage systems, SPU maintains, improves, and repairs the water system as needed using an asset management approach (City of Seattle, 2015b). Recently completed projects that improved water system capacity in the Uptown area include the following:

- Water main replacement on 1st Avenue N from Denny Way to Thomas St
- Water main replacement on Mercer Street between Dexter Avenue N and Fifth Ave W
- Water main replacement on 6th Ave N from Denny Way to Thomas St

The *2013 Water System Plan* sets a goal to reduce per capita water use in Seattle from current levels. The plan also reiterates SPU's commitment to continue working with developers where water main replacements or upgrades in redevelopment areas are required to meet current fire flow requirements and water main standards.

Based on consumption data in 2014, residential water use per capita in Seattle was 129 million gallons per day (mgd) (Seattle Public Utilities, 2015c). Seattle currently has some of the lowest per capita water consumption rates in the nation. In percentage terms, total water consumption in the city has declined 29 percent since 1990 while population has increased 18 percent. As a result, total consumption per capita is 40 percent less than it was in 1990.

## IMPACTS

### Impacts Common to All Alternatives

SPU uses water demand forecasts and other frameworks to develop long-range (at least 20 years) water demand forecasts and determine if new supplies or additional system capacity are needed. Future water demand is dependent on population growth, income, conservation, climate, weather, and other factors, such as changes in water appliance efficiency standards (Seattle Public Utilities, 2012). These water demand forecasts and capacity analyses are updated with each water system plan update, but may be updated more frequently if new information results in a significant change. The sensitivity of these forecasts to various factors, including updated growth projections, is also examined (City of Seattle, 2015b).

"**Water pressure zones**" are areas in which a certain maximum water pressure can be expected from the water distribution network.

These water demand forecasts include expected residential and commercial growth in designated Urban Centers and Urban Villages (Seattle Public Utilities, 2012). Total demand is forecast to increase gradually to 142 mgd by 2039 and then decline to stay relatively flat at about 137 mgd through 2060. The 2013 Water System Plan indicates that new sources of supply would not be needed until sometime after 2060.

Growth-based infrastructure needs in Urban Villages are addressed through specific programs in the *City of Seattle, Water Capital Improvement Program* (CIP), including water main extensions, new water connections for new construction, fire flow improvements, and water main rehabilitations. The water distribution system in these areas is fairly robust, and needed improvements are generally located within areas where the land use is changed from single family zoning to a more intensive use needing higher flows for firefighting (City of Seattle, 2015b).

Redevelopments may reduce per-capita water demand when newer, low- or no-flow plumbing fixtures and equipment replaces older, less efficient, installations, but overall system demands would still increase. Under all scenarios, including Alternative 1 No Action, future development would result in greater demands on localized areas of the water supply and distribution system.

According to SPU, existing water mains are likely to have the size and capacity for most developments that could occur under the

rezone alternatives, though some capacity upgrades could be required (Kelleher, 2016). For example, new developments and redevelopments must meet the current fire code and any new services are connected to adjacent water mains. Water supply requirements for fire flow can be much greater than the average daily usage for single buildings. Fire suppression is currently adequate within the Uptown area, but additional demand on the system could prevent water mains from producing adequate fire suppression in the future. If new development requires a higher level of fire suppression, these pipes may need to be upsized. All of the Uptown area has water pressure of at least 30 psi during normal and peak operations. If new development causes pressure to fall below SPU's regulatory required minimum pressure of 20 psi, upgrades may be needed.

Through their water forecasting, asset management framework, and CIP, SPU employs a variety of strategies that allow them to anticipate and adjust to changing demands. Once the rezoning has been adopted for Uptown, SPU would need to update their hydraulic model in congruence with their Water System Plan to determine exact upsizing and necessary improvements required to serve the forecasted population and land use. While some capacity upgrades would likely be required under all alternatives, no major new projects or initiatives to accommodate redevelopment are anticipated. As a result, no significant adverse impacts have been identified for any of the alternatives.

## Impacts of Alternative 1 No Action

Under Alternative 1 No Action, current zoning designations and height limits would remain. Even without increased height limits and new development incentives, the demand on the water system is likely to increase over time. However, compared to the Action Alternatives, there is likely to be less redevelopment pressure in the Uptown area. Further, this increased demand is anticipated to be dispersed throughout the Uptown area.

## Impacts of Alternative 2 Mid-Rise

Under Alternative 2 Mid-Rise, increased development intensity would increase overall water demand and fire flow demand, especially in certain neighborhood districts anticipated to experience the most growth (e.g., Mercer/Roy Corridor and Uptown Triangle). All new development would be required to meet water availability and

fire code requirements. Developer-required water improvements would likely not differ substantially from those described under Impacts Common to All Alternatives. While no major new projects or initiatives to accommodate redevelopment under Alternative 2 are anticipated, some capacity upgrades to the system could be required to assure adequate facilities at the time of development.

### Impacts of Alternative 3 High-Rise

Alternative 3 High-Rise would have the greatest overall water demand and fire flow demand, especially in certain neighborhood districts where height limits are greater than the moderate height limits included under Alternative 2 (e.g., Mercer/Roy Corridor, Uptown Park–Central, Uptown Corridor, and portions of the Taylor–Aloha Blocks). There would likely be the most developer-required water improvements, but these improvements would likely not differ substantially from those described under Impacts Common to All Alternatives. While no major new projects or initiatives to accommodate redevelopment under Alternative 3 are anticipated, this alternative would likely have the greatest number of potential capacity upgrades to assure adequate facilities at the time of development.

## MITIGATION MEASURES

### Incorporated Plan Features

The proposal and alternatives do not include any specific features to limit impacts on water supply facilities.

### Regulations and Commitments

- **Water Availability Certificates and Conservation:** SPU design standards indicate that fire flow is determined based on the City's Fire Code and considered when issuing Water Availability Certificates. SPU will determine availability of services at the time of development (i.e. Certificates of Availability). SPU uses a hydraulic network model to evaluate capacity and make a determination of water availability. If there is a gap between what the existing system can provide and what a development needs, the developer is required to upgrade the existing system to meet demand. Upgrades may include replacing existing water mains when the existing system does not have sufficient fire flow

capacity and/or the water mains are not sufficiently sized for the domestic and/or fire services needed for the development. Developers may also be required to install a fire hydrant. New development and redevelopment is required by the plumbing code to include efficient plumbing fixtures. This requirement would reduce the overall impact to water demand resulting from the proposed alternatives.

### Other Proposed Mitigation Measures

- **Water Conservation Measures:** Redevelopments may reduce per-capita water demand by using newer, low- or no-flow plumbing fixtures and equipment.
- **Reuse Measures:** Collection and re-use of stormwater for non-potable uses (irrigation, toilet flushing, mechanical make up water, etc.) would reduce demand on the public water supply.

## SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS

With mitigation measures to assure adequate facilities at the time of development, no significant unavoidable adverse impacts on the water supply system are anticipated.

# 3.10.4 ELECTRIC POWER

## AFFECTED ENVIRONMENT

Seattle City Light (SCL), a municipal utility, supplies electrical power to customers in Seattle, including the Uptown area, and some portions of King County north and south of the city limits. SCL's transmission system includes several high-voltage, 115-kilovolt (kV) and 230-kV transmission lines. These transmission lines run between electrical substations, which lower the voltage of the electricity before transferring it to the distribution lines. In the Uptown area, the SCL system uses a combination of overhead and underground electrical transmission and distribution lines. The Broad Street Substation, located on 6th Avenue North between Broad Street and Thomas Street, is the electrical substation serving the Uptown area.

SCL is constructing a new electrical substation (Denny Substation) and an underground distribution network (Denny Network) to accomplish a major electrical system upgrade in Seattle.

Construction of the network, which is being installed underground in the nearby South Lake Union and Denny Triangle neighborhoods, began in late February 2016. This work is anticipated to be complete in early 2018. The Denny Substation project is responding to the high electrical load density caused by rapid redevelopment in the South Lake Union area over the past 15 years. In addition to serving the current and future needs of the South Lake Union area, the project will free up capacity at the Broad Street Substation, providing more system flexibility to accommodate current and future growth in the Uptown area.

SCL also has an ongoing program since 2007 to provide electrical service connections and related improvements within the Broad Street network areas. This program includes capacity additions work associated with service connections to customers. The program also replaces or installs network transformers, network protectors and specialty transformers, and performs other improvements. This program fluctuates with land use development (City of Seattle, 2015b).

## IMPACTS

### Impacts Common to All Alternatives

Under all alternatives, including the No Action Alternative, future growth and development would increase demand for electrical energy. With the completion of the Denny Substation project, the existing Broad Street Substation and transmission infrastructure is expected to meet future needs through 2035.

Under any alternative, the local distribution system may need improvements or reconfiguration to meet future growth needs. Specific improvements would be addressed on a project by project basis. No significant adverse impacts have been identified for any of the alternatives.

### Impacts of Alternative 1 No Action

Impacts resulting from Alternative 1 No Action would be the same as described in the discussion of Impacts Common to All Alternatives. Even without increased height limits and new development incentives, the demand on the electrical system is likely to increase over time. However, compared to the Action Alternatives, there is likely to be less redevelopment pressure in the Uptown area.

### Impacts of Alternative 2 Mid-Rise

Impacts resulting from Alternative 2 Mid-Rise would be the same as described in the discussion of Impacts Common to All Alternatives. Increased development intensity would increase overall electrical demand and need for local distribution system improvements.

### Impacts of Alternative 3

Impacts resulting from Alternative 3 would be the same as described in the discussion of Impacts Common to All Alternatives. Alternative 3 would have the greatest overall electrical demand, especially in certain neighborhood districts where height limits would be greater than the moderate height limits included under Alternative 2 (e.g., Mercer/Roy Corridor, Uptown Park–Central, Uptown Corridor, and portions of the Taylor–Aloha Blocks). Compared to the other alternatives, Alternative 3 would also likely result in the most local distribution system improvements.

## MITIGATION MEASURES

### Incorporated Plan Features

The plan does not include any specific features to limit impacts on electric power facilities.

### Regulations and Commitments

- **Advanced Meter Infrastructure:** In 2017, Seattle City Light will complete deployment of Advanced Meter Infrastructure to replace the existing manually read analog meters. Currently, customers receive a bill from City Light that shows their consumption for the previous sixty days with no context as to when the energy was used or what it was used by. Advanced Metering will give customers the option of seeing their energy use in near-real time. Not only can this help control energy use, it may be able to help customers identify problems with their electrical system, such as a malfunctioning electric water heater, that would only show up when they received an unusually high bill.
- **Energy Benchmarking:** The Energy Benchmarking and Reporting Program, adopted in 2010 and administered by the City's Office of Sustainability & Environment, requires owners of non-

residential and multifamily buildings (20,000 square feet or larger) to track energy performance and annually report to the City of Seattle. This allows building owners to understand and better manage their building's energy usage.

- **Seattle Energy Code:** Seattle's commercial and residential energy codes are some of the most advanced in the country. They set a baseline for energy efficiency in new construction and substantial alterations. Additionally, some buildings are voluntarily exceeding energy code stan-dards such as the Bullitt Center, the Stone34 Building, and Amazon's planned data-center waste heat recovery system for the new South Lake Union campus.
- **Capital Project and Resource Planning:** Seattle City Light's *Six-Year Strategic Business Plan* (updated every two years) and state-mandated Integrated Resource Plan (updated every two years) provide the utility the capacity to establish a roadmap for ensuring adequate retail revenue, and necessary physical infrastructure and energy resources to meet the City's demand due to projected economic or population growth (Seattle City Light, 2014).

### Other Proposed Mitigation Measures

- Future service system needs could be identified and evaluated through collaborative planning between Seattle's Office of Planning & Community Development and Seattle City Light.
- Installation of photovoltaic and other local generating technologies would reduce the demand on the public generating and distribution facilities.
- Construction and operation of LEED compliant (or similar ranking system) buildings would reduce the level of increase required in power systems.
- The use of passive systems and modern power saving units would reduce the use of power in building heating and cooling.

## SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS

No significant unavoidable adverse impacts on the electrical system are anticipated. Recent SCL investments in the power system are anticipated to meet growth needs through 2035 addressing the level of growth under all studied alternatives.

« intentionally blank »

# CHAPTER FOUR / References


3 Square Blocks. (2016a, April). GIS analysis using Seattle parks data.

3 Square Blocks. (2016b, April). GIS analysis of Seattle school attendance boundary data.

Ames, K., & Maschner, H. G. (1999). *Peoples of the Northwest Coast: Their Archaeology and Prehistory*. New York, New York: Thames and Hudson.

Artifacts Architectural Consulting. (2009). *Queen Anne Post Office Historic Structures Report*. Olympia, WA: Washington State DAHP.

Baily, A. (2016, April 22). Sergeant, Seattle Police Department. (C. Bradfield, Interviewer)

Blukis Onat, A. M. (2001). *Archaeological Investigations at stuwe'yuq—Site 45KI464, Tolt River, King County, WA*. Olympia: Washington State DAHP.

City of Seattle. (2005). *Seattle's Comprehensive Plan, Toward a Sustainable Seattle*.

City of Seattle. (2008). *Seattle Center Century 21 Master Plan*. Seattle.

City of Seattle. (2013). *Seattle Climate Action Plan*. Retrieved from http://www.seattle.gov/environment/climate-change/climate-action-plan.

City of Seattle. (2014). *2012 Seattle Community Greenhouse Gas Inventory*. Seattle.

City of Seattle. (2015a, July 8). *Draft Seattle Comprehensive Plan: Growth Stategy*. Retrieved from Seattle 2035: Your City, Your Future: http://www.seattle.gov/dpd/cs/groups/pan/@pan/documents/web_informational/p2294958.pdf.

City of Seattle. (2015b). *2015–2020 Proposed Capital Improvement Program*. Retrieved from http://www.seattle.gov/financedepartment/1520proposedcip/.

City of Seattle. (2016a). *Seattle 2035: City of Seattle Comprehensive Plan 2015–2035. Mayor's Recommended Plan*.

City of Seattle. (2016b). *Seattle 2035: Final Environmental Impact Statement for the Seattle Comprehensive Plan Update*. Retrieved from http://2035.seattle.gov/deis.

City of Seattle. (2016c). *Seattle 2035 Comprehensive Plan*.

City of Seattle. (2016d). *2016–2021 Adopted Capital Improvement Program*.

City of Seattle. (2016e). *Seattle Municipal Code*. Retrieved from https://www2.municode.com/library/wa/seattle/codes/municipal_code.

City of Seattle et al. (2016, February). The Future of Uptown & Seattle Center. Seattle, Washington.

City of Seattle Office of Planning and Community Development. (2015a). *Uptown Urban Design Framework*. Retrieved from http://www.seattle.gov/dpd/cityplanning/completeprojectslist/uptown/projectdocuments/default.htm.

City of Seattle Office of Planning and Community Development. (2015b). *Growth and Equity: Analyzing Impacts on Displacement and Opportunity Related to Seattle's Growth Strategy*. Retrieved from http://www.seattle.gov/dpd/cs/groups/pan/@pan/documents/web_informational/p2273984.pdf.

Conner, K. (2016, April 4). Planning Manager, Seattle Parks and Recreation. (C. Bradfield, Interviewer)

Crary, J. (2016, June 13). Seattle Center Redevelopment Office. (C. Bradfield, Interviewer)

Department of Archaeology and Historic Preservation. (2010). *Statewide Predictive Model*. Retrieved from http://www.dahp.wa.gov.

Department of Archaeology and Historic Preservation (DAHP). (2016, May 17). *Washington Heritage Register*. Retrieved from http://www.dahp.wa.gov/washington-heritage-register.

Dupre and Scott. (2016). *Custom Rent and Vacancy Report*.

Emerald City School. (2015, April). *Our School*. Retrieved from http://www.emeraldcityschool.com/our-school/.

English, G. (2016, April 6). Assistant Fire Marshall, Seattle Fire Department. (C. Bradfield, Interviewer)

Federal Bureau of Investigation. (2013). *FBI Releases 2012 Crime Statistics*.

Ford, J. (2016, April 27). Water System Strategic Advisor, Seattle Public Utilities. (K. Martin, Interviewer)

Forsman, L. A. (1997). Denny Way/Lake Union Combined Sewer Overflow Control Project, Seattle, King County Cultural Resources Assessment. King County Department of Natural Resources.

Hilbert, V. J. (2001). *Puget Sound Geography: Original Manuscript from T. T. Waterman*. Seattle: Lushootseed Press.

Kauhi, T. C. (2013). *Statewide Predictive Model. Prepared for the Department of Archaeology and Historic Preservation*. Retrieved from http://www.dahp.wa.gov.

Kelleher, S. (2016, April 18). Project Manager, Seattle Public Utilities. (K. Martin, Interviewer)

Kidd, R. (1964). *A Synthesis of Western Washington Prehistory from the Perspective of Three Occupation Sites. Unpublished Master's Thesis*. Seattle, Washington: Department of Anthropology University of Washington.

Larson, L. L. (1995). *The Archaeology of West Point: 4000 years of Hunter-Fischer-Gatherer Land Use in Southern Puget Sound*. Seattle, WA: Laron Anthropological Services.

Lentz, F. K. (2005). *Queen Anne Historic Context Statement*. Retrieved from http://www.seattle.gov/Documents/Departments/Neighborhoods/HistoricPreservation/HistoricResourcesSurvey/context-queen-anne.pdf.

Matson, R., & Coupland, G. (1995). *The Prehistory of the Northwest Coast*. San Diego, California: Academic Press.

Morningside Academy. (2016, April). *About Morningside*. Retrieved from http://www.morningsideacademy.org/about-morningside-academy.

Morningside Academy. (2016, April). *FAQs*. Retrieved from http://www.morningsideacademy.org/admissions/faqs/.

Nelson, C. (1990). *Prehistory of the Puget Sound Region in Northwest Coast. In Handbook of North American Indians, Vol. 7*. Washington D.C.: Smithsonian Institution.

Port of Seattle. (2016, April). *Centennial Park*.

Puget Sound Regional Council. (2014). *2013 Regional Centers Monitoring Report | Center Profiles*. Retrieved from http://www.psrc.org/growth/centers.

Richardson, C. (2016, May 3). Senior Facilities Planner, Seattle Public Schools. (C. Bradfield, Interviewer)

Seattle Center. (2008). *Century 21 Master Plan*. Seattle.

Seattle Center. (2014). *Seattle Center Campus Rules*. Retrieved from http://www.seattlecenter.com/about/rules.aspx.

Seattle Center. (2015). *Seattle Center Campus Map*. Retrieved from http://www.seattlecenter.com/downloads/sc_map_color_gates.pdf.

Seattle Center. (2016, April). *Seattle Center Services*. Retrieved from http://www.seattlecenter.com/about/services.

Seattle Center Foundation. (2016, April). *About Us*. Retrieved from http://seattlecenter.org/about.

Seattle City Light. (2014). *Seattle City Light 2015–2020 Strategic Plan Update*. Retrieved from Available: http://www.seattle.gov/light/stratplan/.

Seattle Department of Construction & Inspections. (2014). *Uptown Background Report*. Retrieved from http://www.seattle.gov/dpd/cs/groups/pan/@pan/documents/web_informational/p2119404.pdf.

Seattle Department of Construction & Inspections. (2016, May 17). *Unreinforced Masonry Buildings*. Retrieved from http://www.seattle.gov/dpd/codesrules/changestocode/unreinforcedmasonrybuildings/whatwhy/.

Seattle Department of Finance and Administrative Services. (2016). *February Report—Fire Facilities and Emergency Response Program*. Seattle. Retrieved from Seattle Department of Finance and Administrative Services. 2016. February Report—Fire Facilities and Emergency Response Program.

Seattle Department of Neighborhoods. (2016a). *Landmarks*. Retrieved from http://www.seattle.gov/neighborhoods/programs-and-services/historic-preservation/landmarks.

Seattle Department of Neighborhoods. (2016b). *UpGarden*. Retrieved from http://www.seattle.gov/neighborhoods/programs-and-services/p-patch-community-gardening/p-patch-list/upgarden.

Seattle Fire Department. (2012). *Strategic Plan, 2012–2017*. Seattle.

Seattle Fire Department. (2014a). *Emergency Response Report 2014*. Retrieved from http://www.seattle.gov/fire/deptinfo/AnnualReport/EmergencyResponseReport2014.pdf.

Seattle Fire Department. (2014b). *Apparatus Locations*. Retrieved from http://www.seattle.gov/fire/firestations/SFDBattalions_8x11_2014.pdf.

Seattle Fire Department. (2016, April). *Fire Facilities and Emergency Response Levy*. Retrieved from http://www.seattle.gov/fire-facilities-and-emergency-response-levy.

Seattle Housing Authority. (2016, 05 11). Retrieved from Seattle Housing Authority: https://www.seattlehousing.org/.

Seattle Office of Housing. (2016a). *Multiproperty Tax Exemption Program, 2015 Status Report to City Council*.

Seattle Office of Housing. (2016b). *2016 Income and Rent Limits—Multifamily Rental Housing*. Retrieved from http://www.seattle.gov/Documents/Departments/Housing/PropertyManagers/IncomeRentLimits/Income-Rent-Limits_Rental-Housing-Program.pdf.

Seattle Parks and Recreation. (2014). *Parks Levy Poster*. Retrieved from http://www.seattle.gov/parks/levy/.

Seattle Parks and Recreation. (2016a, April). *About Parks and Recreation*. Retrieved from http://www.seattle.gov/parks/aboutus.htm.

Seattle Parks and Recreation. (2016b, April). *Activities*. Retrieved from http://www.seattle.gov/parks/activities/default.htm.

Seattle Parks and Recreation. (2016c). *Parks*. Retrieved from http://www.seattle.gov/parks/parkspaces/index.htm.

Seattle Police Department. (2016a). *About SPD*. Retrieved from http://www.seattle.gov/police/about/default.htm.

Seattle Police Department. (2016b, April 12). *Precinct Capacity List*. Seattle.

Seattle Police Department. (2016c). *Q4 Precinct Staff Report*. Seattle.

Seattle Police Department. (2016d). *Citywide Call Data 2009-2015*.

Seattle Police Department. (2016e). *Call Data by Type for Beat Q3*.

Seattle Police Department. (2016f, April 12). *Citywide Response Time Summary*.

Seattle Police Department. (2016g, March 18). Letter from Kathleen O'Toole to Mayor Murray.

Seattle Public Schools. (2016a, April). *Seattle Public Schools*. Retrieved from https://www.seattleschools.org/district.

Seattle Public Schools. (2016b, April). *FAQs*. Retrieved from https://www.seattleschools.org/cms/One.aspx?portalId=627&pageId=14800.

Seattle Public Schools. (2016c, April). *How are Students Assigned?* Retrieved from http://www.seattleschools.org/cms/One.aspx?portalId=627&pageId=744707.

Seattle Public Schools. (2016d, April). *BEX IV*. Retrieved from http://bex.seattleschools.org.

Seattle Public Schools. (2016e, April). *BTA IV*. Retrieved from http://bta.seattleschools.org.

Seattle Public Utilities. (2012, July). *Water System Plan, Our Water, Our Future*. Retrieved from http://www.seattle.gov/util/MyServices/Water/AbouttheWaterSystem/Plans/WaterSystemPlan/index.htm.

Seattle Public Utilities. (2015a). *Plan to Protect Seattle's Waterways*. Retrieved from http://www.seattle.gov/util/EnvironmentConservation/Projects/SewageOverflowPrevention/IntegratedPlan/index.htm.

Seattle Public Utilities. (2015b). *Strategic Business Plan 2015-2020*. Retrieved from http://seattle.gov/util/strategicbusinessplan.

Seattle Public Utilities. (2015c). *Annual Survey of Wholesale Customers: Summary of Results*.

Socci, A. (2016, April 6, 27). Seattle Police Department. (C. Bradfield, Interviewer)

Spruce Street School. (2016, April). *At a Glance*. Retrieved from http://sprucestreetschool.org/at-a-glance/.

St. Anne School. (2016, May). *History and Current Profile*. Retrieved from http://www.stannesea.org/about.html.

Suttles, W., & Lane, B. (1990). Southern Coast Salish. In W. S. (ed.), *Handbook of North American Indians, Vol. 7* (pp. 458-502). Washington, D.C.: Smithsonian Institution Press.

Thrush, C. (2007). *Native Seattle: Histories from the Crossing-Over Place*. Seattle: University of Washington Press.

U.S Census Bureau, C. 2. (2010).

U.S. Coast Guard. (1879). *U.S. Coast and Geodetic Survey. 1879. Seattle Harbor*. Retrieved from https://historicalcharts.noaa.gov/historicals/preview/image/3651-79A.

U.S. Coast Guard. (1889). *Seattle Harbor*. Retrieved from https://historicalcharts.noaa.gov/historicals/preview/image/3N651-89.

U.S. Coast Guard. (1907). *Seattle Harbor*. Retrieved from https://historicalcharts.noaa.gov/historicals/preview/image/6445-3-1907.

U.S. Department of Housing and Urban Development. (2016, 03 11). Retrieved from LIHTC Database: http://lihtc.huduser.gov/.

U.S. Environmental Protection Agency. (2009). *U.S. and Global Mean Temperature and Precipitation, 2009*. Retrieved from http://cfpub.epa.gov/eroe/index.cfm?fuseaction=detail.viewPDF&ch=50&lShowInd=0&subtop=315&lv=list.listByChapter&r=239798.

U.S. Surveyor General. (1856a). *Township 25 North, Range 4 East Survey Map*. Retrieved from http://www.blm.gov/or/landrecords/survey/yPlatView1_2.php?path=PWA&name=t250n040e_001.jpg.

U.S. Surveyor General. (1856b). *Township 25 North, Range 3 East Survey Map*. Retrieved from http://www.blm.gov/or/landrecords/survey/yPlatView1_2.php?path=PWA&name=t250n030e_001.jpg.

U.S. Surveyor General. (1863a). *Township 25 North, Range 4 East Survey Map*. Retrieved from http://www.blm.gov/or/landrecords/survey/yPlatView1_2.php?path=PWA&name=t250n040e_002.jpg.

U.S. Surveyor General. (1863b). *Township 25 North, Range 3 East Survey Map*. Retrieved from http://www.blm.gov/or/landrecords/survey/yPlatView1_2.php?path=PWA&name=t250n030e_002.jpg.

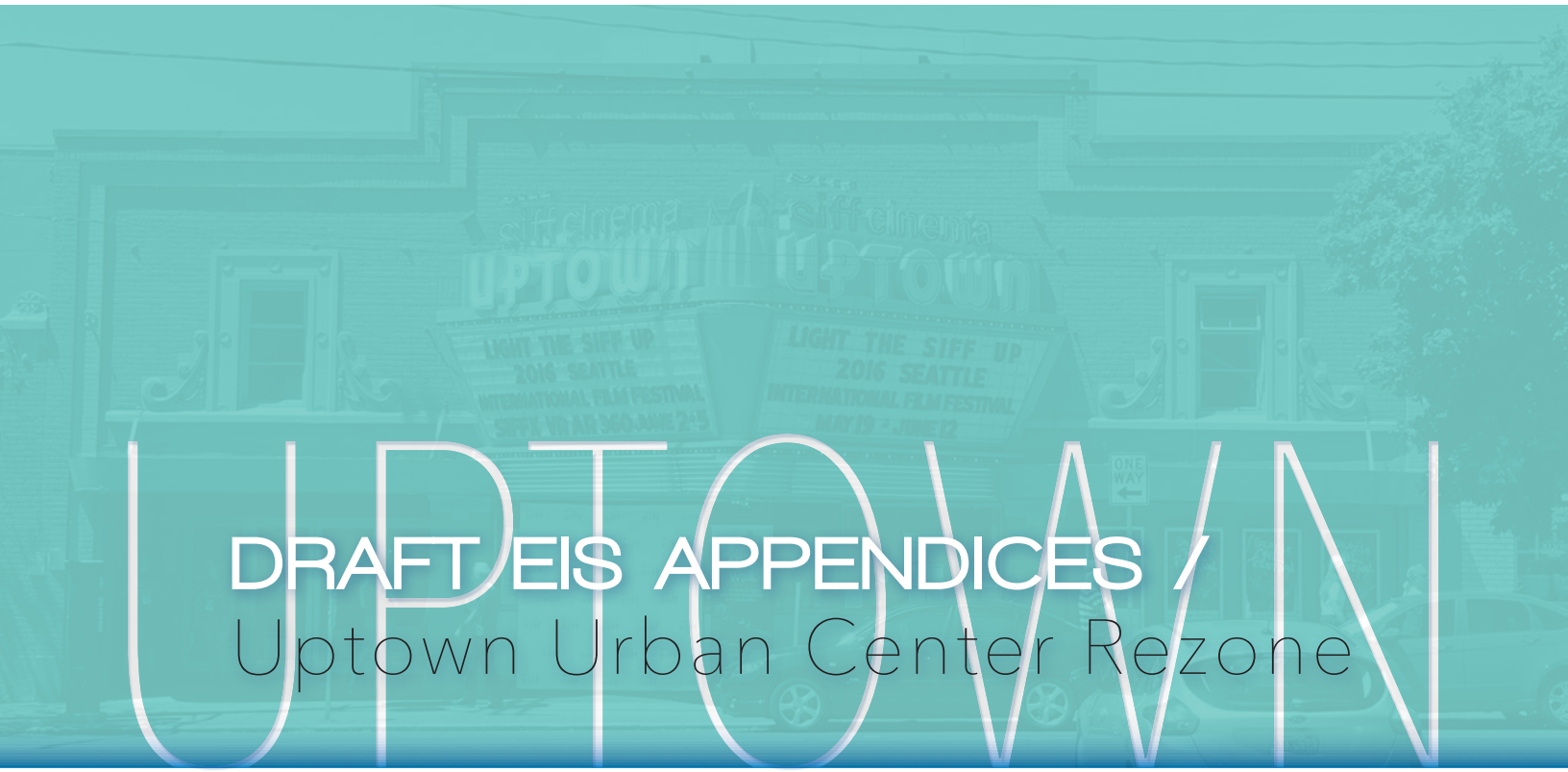
Washington State Department of Ecology. (2011). *Guidance for Including Greenhouse Gas Emissions in SEPA Reviews*. Retrieved from http://www.ecy.wa.gov/climatechange/sepa_resources.htm#analysis.

Washington State Department of Ecology. (2012). *Washington State Greenhouse Gas Emission Inventory 1990–2010*.

Waterman, T. T. (1922). The Geographical Names Used by the Indians of the Pacific Coast. *Geographical Review*, 175-194.

Williams, C. a. (2015). *Queen Anne Historic Context Statement Update: 1963–2012*. Retrieved from http://www.seattle.gov/Documents/Departments/Neighborhoods/HistoricPreservation/HistoricResourcesSurvey/ContextQueen%20Anne%20Historic_1963%20to%20present.pdf.

CITY OF SEATTLE
Office of Planning & Community Development




# DRAFT EIS APPENDICES /
## Uptown Urban Center Rezone

*July 18, 2016*

# APPENDIX A / Scoping Notice and Comment Summary

## DETERMINATION OF SIGNIFICANCE AND REQUEST FOR COMMENTS ON SCOPE OF EIS

**Description of proposal:** The proposal is a non-project action for the City of Seattle to update zoning in the Uptown Urban Center. The intent of the proposal is to increase permitted height and density in the Uptown neighborhood to advance neighborhood plan goals set out in the Queen Anne Neighborhood Plan. These goals include encouraging a diversity of building types and using growth to provide important community amenities including affordable housing, preservation of historic structures, and provision of open space.

Three alternatives have been identified for study in an EIS that vary in potential height and density, ranging from very dense to a "no action" alternative.

**Proponent:** City of Seattle

**Location of Proposal:** The proposal would affect property located within in the Uptown Urban Center that is currently classified as Neighborhood Commercial 3, Commercial 2, Seattle Mixed, or Midrise Multifamily Residential with heights ranging from 40 feet to 85 feet.

**Lead Agency:** City of Seattle Department of Planning and Development.

**EIS required:** The Director of the Department of Planning and Development has determined this proposal is likely to have a probably significant adverse impact on the environment. An environmental impact statement (EIS) is required under RCW

43.21C.030(2)(c) and will be prepared. The lead agency has identified the following areas for discussion in the EIS:

- Earth, Land Use
- Height/Bulk/Scale
- Housing
- Population and Employment
- Historic and Cultural Preservation
- Public View Protection
- Transportation and Parking
- Water and Sewer/Storm Drain Utilities
- Green House Gases.

Materials related to the proposal including alternatives may be reviewed at DPD's offices or on the departments website: http://www.seattle.gov/dpd/cityplanning/completeprojectslist/uptown/whatwhy/

**Scoping:** Agencies, affected tribes, and members of the public are invited to comment on the scope of the EIS. You may comment on the proposal, the alternatives, probable significant adverse impacts, and licenses or other approvals that may be required. More specifically, comments should focus on the elements of the environment that should be addressed in the EIS, analysis that should be done and the alternatives that the City proposes to study, including any reasonable alternatives to those proposed.

**The method and deadline for providing comments:** Comments may be submitted by letter to DPD at the address below; by email to jim.holmes@seattle.gov; or in person at a scoping meeting to be held 5:30 p.m. on October 8, 2015 at the Seattle Center, McCaw Hall, Allen Foundation for the Arts Room. The deadline for agencies, tribes and the general public to submit scoping comments is Thursday, November 8, 2015, 5:30 to 8:00 p.m.

| | |
|---|---|
| **Responsible Official:** | Diane Sugimura |
| **Title:** | Director, DPD |
| **Contact:** | Jim Holmes |
| **Phone:** | 206-684-8372 |
| **Address:** | City of Seattle<br>Department of Planning and Development<br>P.O. Box 34019<br>Seattle, WA 98124-4019 |

## SCOPING COMMENT SUMMARY

On October 5, 2015, the City of Seattle Department of Planning and Development (now Office of Planning and Community Development) issued a Determination of Significance and a Notice of its intent to prepare an Environmental Impact Statement regarding potential changes in zoning regulations that would increases permitted height and density in the Uptown Urban Center. The intent of the proposal is to advance neighborhood plan goals set out in the Queen Anne Neighborhood Plan. These goals include encouraging a diversity of building types and using growth to provide important community amenities including affordable housing, preservation of historic structures, and provision of open space. The proposal is a non-project action.

### Public Comment Period

The City of Seattle invited Agencies, affected tribes, and members of the public to comment on the scope of the EIS. The City sought comments regarding the alternatives, probable significant adverse impacts, and licenses or other approvals that may be required. Specifically the City sought comments regarding elements of the environment that should be addressed in the EIS, analysis that should be done and the alternatives that the City proposes to study, including any reasonable alternatives to those proposed. The comment period ran from October 2, 2015 to November 8, 2015.

### Scoping Meeting

The City held a scoping meeting for this non-project action on October 8, 2015. The City presented an overview of the alternatives, the EIS and rezone process, and provided answers to participants reviewing the alternatives. Participants were encouraged to offer comments at the event or if the preferred in writing prior to November 8, 2015.

The City's proposed scope included analysis of the following elements:

- Earth, Land Use
- Height/Bulk/Scale
- Housing
- Population and Employment
- Historic and Cultural Preservation

- Public View Protection
- Transportation and Parking
- Water and Sewer/Storm Drain Utilities
- Green House Gases.

## Public and Agency Comments

The City received 27 comments including comments submitted at the Scoping Meeting, in writing and on line. Below is a summary if issues raised in the comments. The following issues were raised for inclusion in the analysis of the alternatives.

### Views

Impacts to both public and private views. Specific concerns primarily include view impacts to residences on the south Slope of Queen Anne with views of Elliott Bay and the Space Needle most frequently mentioned. View impacts along key corridors and viewpoints were also cited as needing study. These will be analyzed in the Height/Bulk/Scale analysis (titled Aesthetics and Urban Design in the Draft EIS).

### Light

Impacts to the quality of pedestrian life at the street level – particular the potential for shading from taller buildings. These potential impacts will be studied as part of the Height/Bulk/Scale analysis (titled Aesthetics and Urban Design in the Draft EIS).

### Transportation

Adequacy of the transportation system to handle increased automobile traffic as the neighborhood grows, concerns that the transportation analysis include the potential of projects like Expedia, the opening of the deep bore tunnel, and other baseline conditions. Commenters also identified potential impacts related to parking that should be studied as part of the EIS process.

### Open Space and Recreation

Adequacy of open space and recreational facilities to accommodate increased densities that would occur under the alternatives.

### Housing

Potential for displacement of existing affordable housing and provision of a range of housing affordability levels as the neighborhood develops.

### Cultural Resources

Potential loss of landmarks and other older brick buildings that help define the neighborhoods character.

### Air Quality

Potential changes in air quality. This will be analyzed as part of the Green House Gas Analysis identified in the scope.

## Changes to Scope

The comments received during the comment period are consistent with the scope set out in the Determination of Significance and no changes were made. Some comments reflect concerns that fall outside the scope of the EIS such as advocacy for specific alternatives or comments on the Draft Uptown Urban Design Framework that are not related to impacts on the built and natural environment and will be addressed through the rezone process.

« intentionally blank »

# APPENDIX B / Housing Analysis Supplement

## MANDATORY HOUSING AFFORDABILITY (MHA)

This Draft EIS evaluates impacts of the three alternatives on affordable housing production through Mandatory Housing Affordability (MHA), as proposed. The City assumes that residential developers will use the performance option (providing affordable housing onsite) and the payment option equally. However, due to uncertainty about this assumption, Table B-1 on the following page shows MHA-R outcomes using a range of assumptions for comparison, from 100% of residential developers choosing the payment option to 100% choosing the performance option.

**Exhibit B-1** Affordable Housing Production Scenarios—MHA-R

| | | No Action | Mid-Rise | High-Rise |
|---|---|---|---|---|
| **Target Growth** | **Total Housing Units Produced (Gross)** | **3,066** | **3,436** | **3,787** |
| | Total Housing Units in Pipeline (not subject to MHA-R) | 1,163 | 1,163 | 1,163 |
| | Total Units Subject to MHA-R | 0 | 2,273 | 2,624 |
| | **Total Affordable Units Produced** | | | |
| | 100% MHA-R Payment , 0% MHA-R Performance | 0 | 511 | 527 |
| | 75% MHA-R Payment, 25% MHA-R Performance | 0 | 428 | 441 |
| | 50% MHA-R Payment, 50% MHA-R Performance | 0 | 345 | 356 |
| | 25% MHA-R Payment, 75% MHA-R Performance | 0 | 261 | 356 |
| | 0% MHA-R Payment, 100%, MHA-R Performance | 0 | 178 | 184 |
| **Buildout Scenario** | **Total Housing Units Produced (Gross)** | **10,186** | **14,773** | **17,342** |
| | Total Housing Units in Pipeline (not subject to MHA-R) | 1,163 | 1,163 | 1,163 |
| | Total Units Subject to MHA-R | 9,023 | 13,610 | 16,179 |
| | **Total Affordable Units Produced** | | | |
| | 100% MHA-R Payment , 0% MHA-R Performance | 0 | 2,817 | 3,336 |
| | 75% MHA-R Payment, 25% MHA-R Performance | 0 | 2,372 | 2,803 |
| | 50% MHA-R Payment, 50% MHA-R Performance | 0 | 1,926 | 2,270 |
| | 25% MHA-R Payment, 75% MHA-R Performance | 0 | 1,480 | 1,736 |
| | 0% MHA-R Payment, 100%, MHA-R Performance | 0 | 1,034 | 1,203 |

*Note: Affordable units produced under the MHA-R payment option would be build citywide (including Uptown). Affordable units produced through the performance option would be built in Uptown.*

*Source: BERK Consulting 2016*

## UNREINFORCED MASONRY MAP AND REDEVELOPABLE SITES

A notable share of the housing units in Uptown built between 1965 and 1989 are in unreinforced masonry (URM) structures—brick buildings that have not yet been retrofitted to withstand an earthquake; some of these sites are included in potential redevelopable sites mapped in Chapter 2. However, there are about 441 units (6.2 percent of all housing stock in the study area) in 16 URM buildings that are not considered redevelopable using

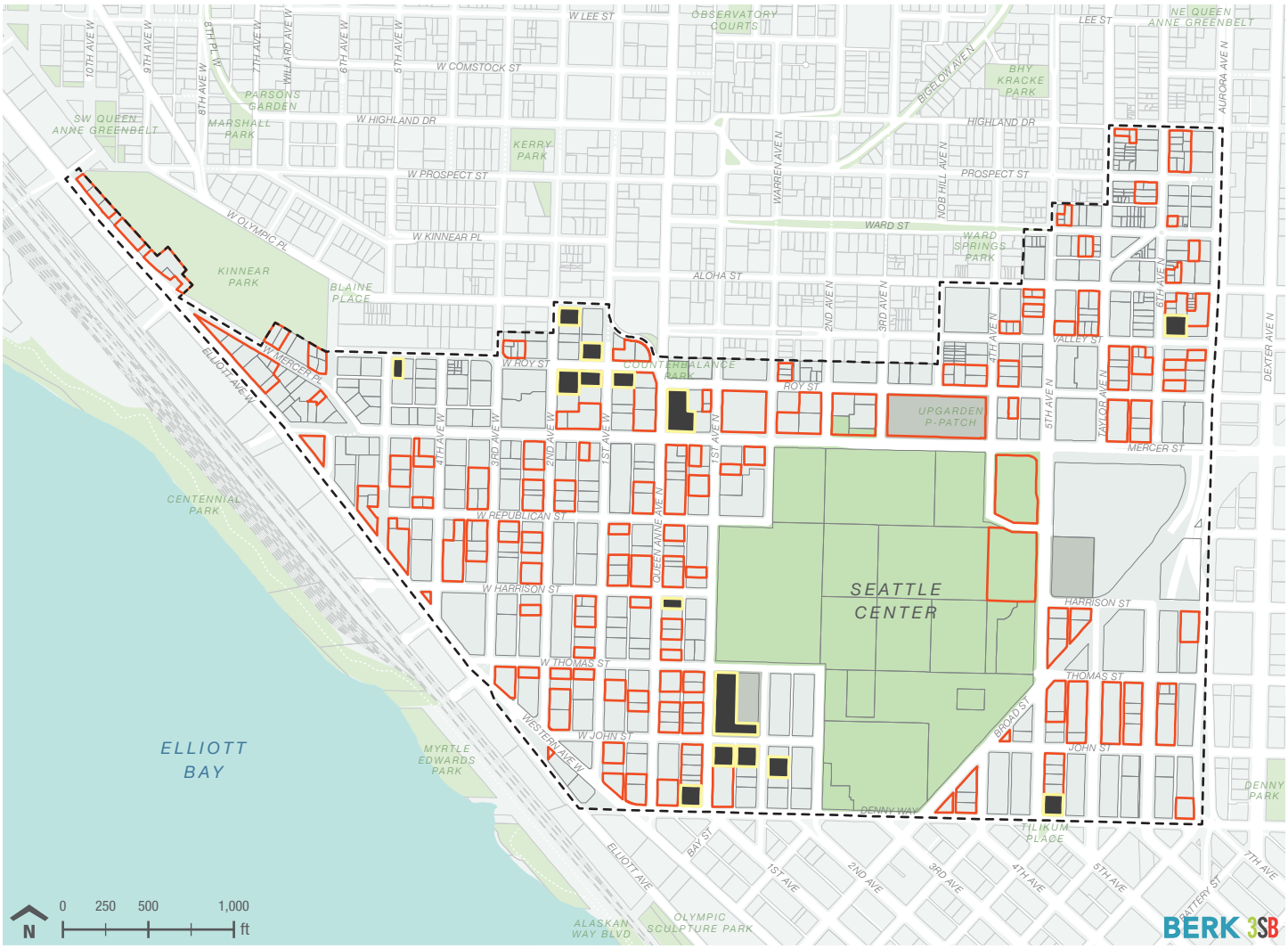



**Exhibit B-2** Redevelopable Sites and Unreinforced Masonry (URM) Building Sites Not Otherwise Considered Redevelopable

- Uptown Urban Center Boundary
- Open Space and Recreation
- Seattle Center Management Area (Non Open Space and Recreation)
- Development Sites
- URM Locations Not Identified

*Source: BERK Consulting 2016*

the criteria described in Chapter 2 (see map above). If retained, URM buildings are likely to provide lower-cost housing (compared to newer market-rate units) in years to come; if torn down and redeveloped due to costs of retrofitting, some affordable units could be lost. It is expected that such losses would be offset by a greater number of new affordable units produced. These new units could come through the MFTE program. See Section 3.3 Housing.

« intentionally blank »

# APPENDIX C / Shade and Shadow Diagrams

**Exhibit C-1** Counterbalance Park Shade and Shadown Diagrams

*No Action Summer 9am*

*No Action Summer 3pm*

*No Action Equinox 9am*

*No Action Equinox 3pm*

**Exhibit C–1** Counterbalance Park Shade and Shadown Diagrams (cont.)

*Mid-Rise Summer 9am*

*Mid-Rise Summer 3pm*

*Mid-Rise Equinox 9am*

*Mid-Rise Equinox 3pm*

*High-Rise Summer 9am*

*High-Rise Summer 3pm*

*High-Rise Equinox 9am*

*High-Rise Equinox 3pm*

**Exhibit C–2** Kinnear Park Shade and Shadown Diagrams

*No Action Summer 9am*

*No Action Summer 3pm*

*No Action Equinox 9am*

*No Action Equinox 3pm*

*Mid-Rise Summer 9am*

*Mid-Rise Summer 3pm*

*Mid-Rise Equinox 9am*

*Mid-Rise Equinox 3pm*

**Exhibit C–2** Kinnear Park Shade and Shadown Diagrams (cont.)

*High-Rise Summer 9am*

*High-Rise Summer 3pm*

*High-Rise Equinox 9am*

*High-Rise Equinox 3pm*

**Exhibit C–3** Myrtle Edwards Park Shade and Shadown Diagrams

*No Action Summer 9am*

*No Action Summer 3pm*

*No Action Equinox 9am*

*No Action Equinox 3pm*

*Mid-Rise Summer 9am*

*Mid-Rise Summer 3pm*

*Mid-Rise Equinox 9am*

*Mid-Rise Equinox 3pm*

**Exhibit C–3** Myrtle Edwards Park Shade and Shadown Diagrams (cont.)

*High-Rise Summer 9am*

*High-Rise Summer 3pm*

*High-Rise Equinox 9am*

*High-Rise Equinox 3pm*

**Exhibit C-4** Seattle Center Shade and Shadown Diagrams

*No Action Summer 9am*

*No Action Summer 3pm*

*No Action Equinox 9am*

*No Action Equinox 3pm*

*Mid-Rise Summer 9am*

*Mid-Rise Summer 3pm*

*Mid-Rise Equinox 9am*

*Mid-Rise Equinox 3pm*

**Exhibit C-4** Seattle Center Shade and Shadown Diagrams (cont.)

*High-Rise Summer 9am*

*High-Rise Summer 3pm*

*High-Rise Equinox 9am*

*High-Rise Equinox 3pm*

# APPENDIX D /
# Corridor Travel Time Analysis

| A. Mercer Street (between 3rd Avenue and Dexter Avenue N) | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| ***Existing 2015*** | **3rd Avenue W** | **1st Avenue W** | **Queen Anne Ave** | **1st Avenue N** | **5th Avenue N** | **Taylor Avenue** | **Dexter Avenue N** | **Total (minutes)** |
| Westbound | - | 21.8 | 26.2 | 213.7 | 79.9 | 28.5 | - | **6.2** |
| Eastbound | 66.5 | - | 20.6 | 605.0 | - | 17.2 | 50.0 | **12.7** |
| | | | | | | | | |
| ***No Action*** | | | | | | | | |
| Westbound | - | 19.4 | 27.2 | 421.1 | 122.2 | 33.3 | - | **10.4** |
| Eastbound | 68.3 | - | 34.6 | 829.9 | - | 22.7 | 50.0 | **16.8** |
| | | | | | | | | |
| ***Alt 2*** | | | | | | | | |
| Westbound | - | 19.3 | 27.2 | 426.9 | 120.3 | 33.5 | - | **10.5** |
| Eastbound | 68.3 | - | 34.8 | 847.5 | - | 22.9 | 50.0 | **17.1** |
| | | | | | | | | |
| ***Alt 3*** | | | | | | | | |
| Westbound | - | 19.3 | 27.2 | 435.4 | 124.8 | 33.7 | - | **10.7** |
| Eastbound | 68.3 | - | 34.8 | 847.5 | - | 23.1 | 50.0 | **17.1** |

| B. Queen Anne Avenue / 1st Avenue N couplet (between Denny Way and W Roy Street) | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| ***Existing 2015*** | **Mercer St** | **Roy St** | **Republican** | - | - | - | - | **Total (minutes)** |
| Northbound (1st Avenue N) | 46.7 | 24.5 | - | | | | | **1.2** |
| Southbound (Queen Anne Avenue N) | 167.1 | - | 27.8 | | | | | **3.2** |
| | | | | | | | | |
| ***No Action*** | | | | | | | | |
| Northbound (1st Avenue N) | 60.3 | 24.5 | - | | | | | **1.4** |
| Southbound (Queen Anne Avenue N) | 286.9 | - | 52.7 | | | | | **5.7** |
| | | | | | | | | |
| ***Alt 2*** | | | | | | | | |
| Northbound (1st Avenue N) | 60.5 | 24.5 | - | | | | | **1.4** |
| Southbound (Queen Anne Avenue N) | 291.1 | - | 52.8 | | | | | **5.7** |
| | | | | | | | | |
| ***Alt 3*** | | | | | | | | |
| Northbound (1st Avenue N) | 60.5 | 24.5 | - | | | | | **1.4** |
| Southbound (Queen Anne Avenue N) | 290.4 | - | 53.0 | | | | | **5.7** |

Source: Transpo Group, 2016