

City of Seattle
COMPREHENSIVE PLAN AMENDMENT APPLICATION

Use this application to propose an amendment to the goals, policies, Future Land Use Map, appendices, or other components of the adopted City of Seattle Comprehensive Plan.

Applications are due to the Seattle City Council (sent electronically to: compplan@seattle.gov) no later than 5:00 p.m. on May 15th for consideration in the next annual review cycle. Any proposals received after May 15th will be considered in the review process for the following year. (Please Print or Type)

Applicant: *WA State Public Stadium Authority (P.S.A.)* and *WA State Major League Baseball Stadium Public Facilities District (P.F.D.)*
Date: *May 15, 2019*
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Name of general area, location, or site that would be affected by this proposed amendment (attach additional sheets if necessary):

The majority of land in the current Stadium Transition Area Overlay District, as well as the property north of CenturyLink Field. Specific boundaries/map are set forth in the application.

If the application is approved for further consideration by the City Council, the applicant may be required to submit a State Environmental Policy Act (SEPA) checklist.

Acceptance of this application does not guarantee final approval.

Applicant

Signature: *Federick Mendoza Chair (P.S.A.)* Date: *May 15, 2019*

Chuck Royer (P.F.D.)

SEATTLE COMPREHENSIVE PLAN AMENDMENT APPLICATION

Responses to Application Questions

1. Detailed Description of the Proposed Amendment

The Washington State Public Stadium Authority (PSA) and the Washington State Major League Baseball Stadium Public Facilities District (PFD) submit this Comprehensive Plan amendment proposal to create the Stadium District as a standalone zoning district in the City's Comprehensive Plan and Land Use Code. This proposal reflects the evolution of the Stadium Transition Area Overlay District to an independent land use zone that will enable the redevelopment of areas around the existing public stadiums in ways that allow them to reach their full potential and meet the City's needs for more housing, including workforce housing and lodging. It will also enable this area to become a vibrant activity center supporting and enhancing both the existing stadiums and the surrounding neighborhoods.

The Stadium Overlay area was first created in 2000, shortly following the opening of the ballpark now known as T-Mobile Park. The Stadium Overlay area was created, in part, to spur economic development around the ballpark and the soon-to-be-built CenturyLink Field and Event Center. The overlay encouraged better pedestrian connections in the area and to downtown. At the same time, the overlay discouraged encroachment on the industrial uses farther to the south, and the conversion of prime real estate near downtown into a sea of parking lots serving the stadiums.

While the overlay has been successful in achieving some of its goals, the lack of investment in the area's housing, retail and the public realm over the years prompted the PFD and the PSA to develop together a Stadium District Concept Plan in 2012. That plan served as a starting point for discussion about how to create a healthy, vibrant neighborhood to support the public stadiums, the communities next to them, and the city at large. When compared to other stadiums such as Camden Yards in Baltimore, Coors Field in Denver and Petco Park in San Diego in 2011, Seattle had only two households per acre in its stadium area versus fifteen to twenty per acre in the other stadium districts. Also, food and beverage visits were $\frac{1}{3}$ to $\frac{1}{2}$ less in Seattle than in these other stadium districts.

The City of Seattle followed up the PFD/PSA Concept Plan by completing its own analysis and stakeholder process. That work resulted in a recommendation to amend the Comprehensive Plan in 2013 to designate the Stadium District as an independent land use zone. As proposed in 2013, the Stadium District could accommodate housing in certain areas, lodging, open space, new street design, improved pedestrian connections, as well as place making strategies. While former Mayor Ed Murray supported these recommendations, the City's work was put on hold until further discussion about the City's industrial lands overall took place.

Over the last six to eight years, there have been a number of significant changes in the Stadium area, as well as in Seattle at large:

- The new Highway 99 tunnel is open and the Viaduct is coming down. As a result, the roughly 4 acre WOSCA property in the northwest portion of the Stadium Overlay area

will likely no longer be needed by WSDOT for the Viaduct project in the relatively near future, making it available for redevelopment.

- The Waterfront is undergoing a metamorphosis to a new preeminent public space, while the Port is moving forward with plans to use portions of Terminal 46 for berthing cruise ships.
- Light rail has greatly expanded and Sound Transit has ambitious plans and funding for continuing to do so, including adjacent to the Stadiums.
- Seattle housing prices have spiked upwards, doubling since 2012.
- Half of Seattle's population is now 35 years of age or younger, with many amongst this younger generation demonstrating their willingness to make more varied housing choices than older residents.
- New, proximate, residential development has been constructed in Pioneer Square, e.g., the Gridiron Condos; two 240-foot tall, mixed-use developments, including residential, office, and hotel uses, north of CenturyLink Field.
- Almost no industrial uses remain in the existing Stadium Overlay area and what remains consists of small, new-concept industry or warehouse space. (See Attachment A). Much of the southern portion of the proposed Stadium District has transformed to artisanal, retail, hospitality and service uses.

Much of the current Stadium Overlay area still holds significant unrealized potential, despite being home to two major sports stadiums and an event center, adjacent to culturally rich, historic neighborhoods, in close proximity to both downtown and the waterfront, and in a transportation hub.

This Comprehensive Plan amendment proposal would create an independent Stadium District land use category to replace the existing overlay and allow both residential and lodging uses throughout the District. Tremendous opportunity exists to create an economically vibrant, unique neighborhood here that could:

- Celebrate and honor new-concept industry to support family wage jobs and provide job-training opportunities in the southern part of the Stadium District to support populations who have not yet benefited from Seattle's economic boom;
- Provide the opportunity to develop hundreds of units of workforce housing, along with more market-rate housing;
- Create open space on the WOSCA property, connected to a new plaza at 1st Ave. S. and Railroad Way S., which is scheduled to begin construction in March 2020 as part of the Waterfront redevelopment project;
- Create an exciting retail edge along First Avenue on the WOSCA property;
- Allow for hotels throughout the District to support the stadiums and area tourism.
- Improve pedestrian connections throughout, as well as connections to the expanding light rail lines; and
- Improve public safety by creating more of a presence in the neighborhood outside of game and event days.

One need only look around the rest of our country to find many examples of thriving, vibrant stadium districts where people live, work or visit to enjoy the neighborhoods that have been

created, as well as examples of housing co-located with light industry. (See Attachment B for illustrative examples.)

Now is the time to seize the opportunity to move beyond an overlay district to create an independent Stadium District that will enable the development of the areas around the existing stadiums with a combination of uses, including housing and lodging. This new District will create a vibrant 24/7 neighborhood and community that will support the significant public investment in the two stadiums, the neighborhoods and communities around them, and the needs of the city at large for more affordable housing. The current overlay and zoning do not allow for this important evolution to meet changing conditions and changing needs.

a. Text of Proposed Comprehensive Plan Amendment

Element: Land Use

New subcategory: Stadium District

Goal #1

Establish a Stadium District grounded in its location south of downtown, at the southern terminus of the waterfront, adjacent to two historic neighborhoods and at the gateway to the Duwamish job center, with large sports and entertainment venues, as a unique community that builds on the public investments already made in transportation, stadium infrastructure and waterfront redevelopment. The Stadium District will also serve as a transition area between the diverse neighborhoods that it abuts.

Policies under Goal #1

- Designate the Stadium District as a land use category on the Future Land Use Map to recognize the unique characteristics and functions of the Stadium District, including spectator sports and entertainment, residential, retail, office, lodging, and light industry. Once established, do not expand the Stadium District further into industrial areas or the Downtown Urban Center.
- Continue to support the operation of stadiums and event centers, such as event staging, altering normal traffic patterns, nighttime operations, and accommodating buses and trucks.
- As new development occurs, support creation of a network of public spaces and streetscapes that support residents of the District and surrounding neighborhoods, as well as patrons before and after events, in order to promote activity seven days a week and contribute to a safe and vibrant District.
- Encourage development within the Stadium District that supports the Seattle's Waterfront redevelopment and the Port of Seattle's plans to develop portions of Terminal 46 for berthing cruise ships.

- Encourage uses within the District to achieve a net-zero carbon footprint either individually or across multiple uses or developments, and support the development of the Elliott Bay Interceptor as an alternative energy resource.

Goal #2

Allow residential and lodging throughout the District with an emphasis on workforce housing to support existing and future employment opportunities in the District and surrounding neighborhoods.

Policies under Goal #2

- Allow residential development within the Stadium District to create a vibrant neighborhood; to address the City's current housing affordability needs and the changing demographics; and, to locate more housing in proximity to employment opportunities.
- Allow lodging uses within the Stadium District to support visitors to the stadiums, event centers, and the revitalized Waterfront and downtown.
- Encourage residential and hotel development with street-level retail (especially food and beverage), entertainment and cultural uses.

Goal #3

Recognize the Stadium District as a unique 24/7 neighborhood that provides an inviting and safe public realm guided by urban design principles that establish the overall building form, character, and scale in the District.

Policies under Goal 3:

- Develop Stadium District design guidelines to ensure the development of a high-quality public and private realm.
- Allow building heights that are compatible with the existing development patterns in the area.
- Where taller structures are permitted, design, height, scale and massing of the structures (individually and in combination) should contribute to the downtown skyline and preserve views to and from public facilities within the District.
- Engage in a planning process for the WOSCA site to maximize public benefits generated by the future redevelopment of the property.

- Limit new parking serving new residential and commercial development. Allow parking resources in new or existing buildings to be utilized by stadium and event visitors if desired by parking facility owners.
- When adding new parking facilities within the Stadium District, prioritize siting such parking adjacent to, or co-located with, existing parking, and design all new parking to meet goals for urban design and pedestrian-friendly character.
- Implement streetscape standards for key rights-of-way in the Stadium District that promote pedestrian experience while maintaining freight mobility and transportation access and functionality for the stadiums and event center.

Goal #4

Support the continued success of industrial operations in the Duwamish Manufacturing/Industrial Center, which borders the Stadium District to the south and west.

Policy under Goal #4

- Support development of new concept industry in the southern portion of the Stadium District that would interface and be compatible with industrial and manufacturing uses in the adjoining Duwamish Manufacturing/Industrial Center.
- Promote and encourage new industry that provides opportunities for green, family wage jobs.

b. Seattle Municipal Code Amendment

Creation of a new Stadium District will require developing new zoning standards. Because the District is proposed to replace the Stadium Overlay area, some of the new zoning standards will come from the existing standards applicable within the Overlay. The Stadium Overlay area standards will be amended and updated with input from neighborhood stakeholders concurrent with the Council's consideration of this Comprehensive Plan amendment application. The PSA and PFD suggest that the Stadium District zoning include the following:

- Permit multi-family housing, particularly workforce housing (80% Area Median Income) throughout the District
- Permit lodging establishments throughout the District
- Limit parking as follows:
 - Continue to prohibit principal use parking
 - Establish parking standards that are appropriate for commercial and residential uses in the District
- Incentivize reduction in reliance on fossil fuels and encourage use of alternative forms of energy including solar and heat exchange with the Elliott Bay Interceptor when available.

Following receipt of this application, the PFD and PSA propose that the City initiate a process to determine the optimal zoning for the new Stadium District. Recent broad outreach efforts conducted in preparation for developing the proposed amendments can help inform the process (see response to criteria 3.E below). Further, the PSA and PFD recommend that the City move forward immediately with the planned SODO area transportation study as another input to the zoning development process.

- Proposed schedule for development of implementing zoning standards:
 - City initiates SODO transportation study Spring 2019
 - Proposed Stadium District Comprehensive Plan amendments docketed summer 2019 and considered by Council Spring 2020.
 - Stadium District zoning study begins 2019 and final recommendation ready for Council vote in 2020. This will ensure high quality development on the WOSCA site consistent with both public and private interests.

Once the new District is created and zoning is in place, SMC Chapter 23.74 – Stadium Transition Area Overlay District should be eliminated.

c. Future Land Use Map Amendment

See attached map (Attachment C). The proposed Stadium District would include the majority of land currently in the Stadium Overlay area, as well as the property north of CenturyLink Field up to the northern border of King County tax parcel 7666204880, which is currently included in the Pioneer Square Preservation District and owned by the PSA.

2. Coverage in Current Comprehensive Plan

The current Comprehensive Plan includes only two references to the existing Stadium Overlay area. LU 12.4 and GD-P20. Those references focus on integrating the stadiums and stadium-related uses into surrounding industrial areas in a way that “discourages encroachment on nearby industrial uses.” GD-P20. Aside from that, the existing policies focus on the pedestrian experience with the Stadium Overlay area, calling for “an attractive and safe area for the large volume of pedestrians attending events,” creation of pedestrian connections with Downtown, and “creat[ion of] a streetscape compatible with Pioneer Square.” GD-P20; LU 12.4.

Applicable policies and zoning standards for the area are focused on protecting the area from becoming a “sea of parking” to support the existing stadiums, and protecting adjoining industrial uses from perceived land use conflicts. As a result, this area has remained underdeveloped, while areas around the District, particularly Pioneer Square, the C/ID, and the Waterfront have continued to evolve and become more vibrant. At this point, the Stadium Overlay area and the underlying combination of commercial and industrial zoning no longer serve the burgeoning demands and needs for this area, the two public stadiums within it, and the neighborhoods surrounding it. These existing provisions have enabled the development of the two stadiums, but they have failed to create a comprehensive vision for the development and use of this important opportunity area. The current zoning and overlay now impede some of the key needs of the City and the Stadium District, including housing and lodging uses.

It is now necessary to transition from the existing development standards and overlay to a new cohesive Stadium District. As proposed, this new District will enable the area to serve the greatest need of the City and its residents at this time (housing), and it will support the integrated development of the area into a new “neighborhood” that supports 24/7 activity, grounded in the stadiums, while also complementing the surrounding communities.

3. Council Criteria (Resolution 31807)

a. The amendment is legal under state and local law.

The proposed amendment to the Comprehensive Plan and Future Land Use Map (FLUM) to create the Stadium District is consistent with state and local law. Washington’s Growth Management Act (GMA) requires the City of Seattle to adopt a comprehensive plan, including a land use element. RCW 36.70A.040(1), (3); RCW 36.70A.070(1). The GMA further requires that Seattle adopt development regulations implementing its comprehensive plan, including zoning ordinances establishing zoning districts and development regulations. RCW 36.70A.030(7).

The City of Seattle has implemented these GMA requirements through the development of its Comprehensive Plan. Seattle Council Resolution 31807 establishes the process and criteria for amending the Comprehensive Plan and FLUM. As set forth herein, this proposal to create the Stadium District satisfies each of the applicable criteria and is appropriate for consideration by the City Council.

b. The amendment is appropriate for the Comprehensive Plan because:

1. It is consistent with the role of the Comprehensive Plan under the State Growth Management Act;

Yes, the proposed Stadium District is consistent with the role of the Comprehensive Plan under the GMA. “Comprehensive plans are the centerpiece of local planning efforts. A comprehensive plan articulates a series of goals, objectives, policies, actions, and standards that are intended to guide the day-to-day decisions of elected officials and local government staff.” See <http://mrsc.org/Home/Explore-Topics/Planning/General-Planning-and-Growth-Management/Comprehensive-Planning-Growth-Management.aspx>. Comprehensive plans include a combination of maps and text setting forth the community’s objectives and principles covering issues such as land use, housing, capital facilities, utilities, rural development, transportation and economic development. RCW 36.70A.040. The proposed amendment would achieve the GMA’s goals for a comprehensive plan by creating a new land use district and establishing policies and standards for future development within the subject district.

2. It is consistent with the Countywide Planning Policies and with the multi-county policies contained in the Puget Sound Regional Council’s regional growth strategy;

Yes, the proposal to create a new Stadium District is consistent with the Countywide Planning Policies and PSRC's Regional Growth Strategy.

PSRC's Regional Growth Strategy

The PSRC's "Regional Growth Strategy" is set forth in Part 2 of the PSRC's VISION 2040. It lays out a vision for the region where the most intense and dense development, including housing and employment, is focused in Regional Growth Centers, and other uses and resources, including manufacturing and industrial, as well as the critical areas, rural areas, and the natural environment, are protected from the effects of such growth. The proposed Comprehensive Plan amendment to create the Stadium District is consistent with this vision. The City of Seattle, and more specifically Downtown Seattle, is called out in VISION 2040 as an area of significant new development. The proposed Stadium District would provide more land for housing immediately adjacent to the region's largest urban center, maximizing opportunities to locate both housing and jobs in proximity to existing infrastructure investments and transit. Further, these Regional Growth Centers are described as "designated places [that] are the primary locations for the arts, civic activity, commerce, and recreation." The proposed Stadium District embodies this vision.

At the same time, the proposed District would establish a firm southern boundary at Holgate Street protecting the Duwamish MI/C from encroachment. Development standards for the southern portion of the District would focus on providing opportunities for a combination of new concept industry, as well as workforce housing, to support the MI/C and its uses.

King County Countywide Planning Policies

Just as the Stadium District proposal is consistent with the PSRC's Regional Growth Strategy, this proposed amendment is also consistent with and implements the King County Countywide Planning Policies ("CPP") (2016). It is consistent with the CPP's vision that urban areas be "focused on redevelopment to create vibrant neighborhoods where residents can walk, bicycle or use public transit for most of their needs." The District would enable a "broad mix of land uses that foster both daytime and nighttime activities and opportunities for social interaction." (CPP DP-32).

The proposed Stadium District would expand growth within an established Urban Center (and the adjacent area within the Stadium Overlay area, where the CPP calls for dense development designed to accommodate "much of growth in employment and new housing." See also CPP DP-3 ("Encouraging compact development with a mix of compatible residential, commercial, and community activities."); DP-20 ("Concentrate housing and employment growth within designated Urban Centers.")). The CPP provides "[w]ithin . . . Urban Centers there is balance between jobs and housing. Each center has developed its own successful urban character and all are noted for their livability, vibrancy, healthy environment, design, and pedestrian focus." See also CPP DP2. The proposed Stadium District would implement this vision at the south end of the Downtown Urban Center.

Further, the CPP sets as a goal enabling "housing opportunities for all incomes and lifestyles," recognizing that "[i]nnovation in the development of a diverse range of housing types has been

fundamental in accommodating population growth.” See also CPP DP-32. The District would help Seattle achieve the CPP’s overall “housing goal of meeting the housing needs of all economic and demographic groups,” including households with moderate incomes (80% of AMI). CPP H-1. Further, the District would embody CPP policy: “[p]lan for housing that is accessible to major employment centers and affordable to the workforce in them so people of all incomes can live near or within reasonable commuting distance of their places of work.” CPP H-9. It would also “[p]romote housing affordability in coordination with transit, bicycle, and pedestrian plans and investment and in proximity to transit hubs and corridors.” CPP H-10.

As envisioned, the Stadium District would be “characterized by superior urban design with an open space network that defines and separates, yet links, the various jurisdictions and central places.” In particular, it would connect a new open space on WOSCA with the improvements proposed on Railroad Way S. (to be developed by WSDOT as part of completion of the SR 99 tunnel) which in turn links to the redeveloped Waterfront. See also CPP DP-32 (promote “Parks and public open spaces that are accessible and beneficial to all residents in the Urban Center.”). Site planning for WOSCA would achieve the CPP goal of promoting “a high quality of design and site planning in publicly-funded and private development.” CPP DP-40.

Further, the Stadium District proposal would support the MI/C as it “continue[s] to thrive and function as [an] important hub[] of the regional economy.” See also CPP D-3 (“Efficiently develop and use residential, commercial, and manufacturing land in the Urban Growth Area to create healthy and vibrant urban communities with a full range of urban services...”.) The District would also help “[p]reserve and enhance sites that are appropriate for manufacturing or other industrial use,” creating a firm southern boundary between the Stadium District and the MI/C at S. Holgate St. Zoning standards will be developed for the Stadium District to “[a]void conflicts with adjacent land uses to ensure the continued viability of the land in the Manufacturing/ Industrial Center for manufacturing and industrial activities.” CPP DP-35.

Finally, the Stadium District would also implement the CPP’s environmental sustainability goals by encouraging the development and use of “green energy,” such as the Elliott Bay Interceptor project, which is a key energy opportunity in the District. (CPP EN-3, EN-19 and EN-20) See also CPP PF-15 (“Promote the use of renewable and alternative energy resources to help meet the county’s long-term energy needs, reduce environmental impacts associated with traditional energy supplies, and increase community sustainability.”)

3. *Its intent cannot be accomplished by a change in regulations alone;*

The proposed amendments would allow residential uses and development within the new Stadium District. The existing Stadium Overlay area is only an overlay district. The underlying zoning is a combination of PSM-85-120 and Industrial Commercial (IC). While residential uses are permitted in the PSM-85-120 zone, the current Comprehensive Plan and development regulations expressly prohibit residential development in industrial zones, subject to few exception that would not accomplish the goal of this proposal. See, e.g., LU 10.6 (“Prohibit new residential development in industrial zones, except certain types of dwellings, such as caretaker units, that are related to the industrial area and that would not restrict or disrupt industrial activity.”); GS 1.15; SMC 23.50.012. Consequently, the intention behind this proposed

amendment – which is to create a Stadium District neighborhood including a mix of stadium, commercial and residential uses – cannot be accomplished by regulatory changes.

4. *It is not better addressed as a budgetary or programmatic decision*

The proposed creation of the Stadium District does not require any budgetary decision. Further, the creation and implementation of a new land use district and zone is not a programmatic level decision. The City has previously considered the Stadium District at a programmatic level through the 2013 Stadium District Study. This proposal would advance and implement those prior efforts through specific amendments to the City’s Comprehensive Plan and Land Use Code.

5. *It is not better addressed through another process, such as activities identified in departmental work programs under way or expected soon, within which the suggested amendment can be considered alongside other related issues.*

The City has been contemplating transitioning the Stadium District from an overlay to a new standalone zoning district for a number of years. In 2012, the owners of the two stadiums joined together and developed the Stadium District Concept Plan, which provided a roadmap for creating a more vital district with a 24/7 pedestrian environment, housing, parks, and retail activity. Thereafter, the City initiated a planning process to transition from the Stadium Overlay area to a new zoning district, known as the Stadium District, where uses complementary and supportive of the two existing public facilities could flourish. The City developed a Stadium District Study in 2013. Ultimately, establishing the Stadium District was recommended as one of the Mayor’s top-ten priorities in the Draft 2035 Comprehensive Plan Update.

A number of factors combined to derail those priorities, and the Stadium District has been repeatedly deferred since 2013. While the creation of the Stadium District has been delayed, other actions in the area have advanced in support of creating the Stadium District. These include: the development of north half of the “North Lot” into two 240-foot tall, mixed-use developments, including residential, office, and hotel uses; the approval and redevelopment of the Waterfront, which connects to the Stadium District at its southern terminus; and upcoming plans for further improvements consistent with the District, including the Port’s proposed, redevelopment of portions of Terminal 46 as a cruise ship terminal, and the pending expansion of light rail service through ST 3.

Over the last 20 years, the Stadium District has evolved separate from the industrial land uses and industrial zoning to the south. To enable this area to achieve its potential, it makes sense to separate the Stadium District from these industrial lands issues. It’s an opportunity to revise the City’s Comprehensive Plan and development code to reflect the evolution of the Stadium District and enable its continued development to meet the City’s current needs and create a vibrant district that will support a neighborhood grounded in the two existing public stadiums and capable of supporting the array of uses and communities that surround it.

c. **It is practical to consider the amendment because:**

1. *The timing of the amendment is appropriate, and Council will have sufficient information to make an informed decision;*

DPD completed a comprehensive study of the Stadium District in 2013. That study recommended Comprehensive Plan amendments intended to further the District's evolution to a more complete neighborhood while recognizing the importance of industrial uses outside of the District. A key recommendation emphasized the important future development opportunities at the "WOSCA" site. With the completion of the SR 99 tunnel, the WOSCA property is expected to be available for development in the relatively near future. It is important that Comprehensive Plan and Land Use Code changes be implemented prior to the redevelopment of the WOSCA property to maximize the public benefits of the site and to ensure that the development supports the District, Pioneer Square, and the Port's operations on Terminal 46. More recent studies underscore the transition of the neighborhood from industrial use and toward a combination of uses supportive of the two public stadiums, housing, and surrounding mixed use neighborhoods. Prior studies, together with this application, provide the City with sufficient information to make an informed decision regarding this application.

2. *City staff will be able to develop within the time available the text for the Comprehensive Plan and, if necessary, amendments to the Seattle Municipal Code, and to conduct sufficient analysis and public review; and*

OPCD indicates that it has resources available to work with Stadium District stakeholders to finalize Comprehensive Plan and SMC language- anticipating final City Council action on them in the spring of 2020.

3. *The amendment is consistent with the overall vision of the Comprehensive Plan and well-established Comprehensive Plan policy, or the Mayor or Council wishes to consider changing the vision or established policy.*

The amendments propose changes to the area currently regulated by the Stadium Overlay area that lies between Downtown and the Duwamish M/IC in recognition of significant changes in the area since the Overlay District was created in 2000. The proposed amendments underscore the uniqueness of the District and allow for policies and regulations that will help it continue to evolve to accommodate the City's housing needs, and develop as a dynamic, events-oriented district that supports the goals of Pioneer Square and the Chinatown/International District, while protecting industrial uses to the south and west.

Seattle's Comprehensive Plan implements the vision set forth in the PSRC's Regional Growth Strategy and the CPPs. See discussion in Section B above. As such, the overall vision of the Comprehensive Plan is to focus growth in housing and employment in Urban Centers such as Downtown, with a particular focus on ensuring equitable access to housing. The Stadium District will achieve these goals by both continuing to cluster development in and adjacent to Downtown, adjacent to existing transit services, and providing increased, diverse housing options, including workforce housing.

While the creation of the Stadium District will required removal of a limited amount of area from the Duwamish M/IC, the proposed change merely reflects changes that have already occurred in this area, rather than displacing any existing industrial or manufacturing uses. See further discussion in Section E below.

d. If the amendment has been previously proposed, relevant circumstances have changed significantly so that there is sufficient cause for reconsidering the proposal.

The City began considering the creation of the Stadium District in 2013 when it initiated the Stadium District Study. Since then, the City has not taken action either to approve or deny the Stadium District proposal; instead, the Council has several times deferred consideration of the Stadium District pending decisions on industrial lands policies.

While policy decisions regarding the best directions for industrial lands have lingered, the land underlying the District has continued to evolve and coalesce as the Stadium District. The development of north half of the “North Lot” into two 240-foot tall, mixed-use developments, including residential, office, and hotel uses has created a foundation for the mix of uses that can serve the existing stadiums and transition smoothly with the adjoining neighborhoods to the north and east. At the same time, businesses in the southern portion of the District have continued to evolve away from traditional industrial and manufacturing uses, increasingly providing sites for artisanal, retail, hospitality and service uses. Those industrial and manufacturing uses that remain include “new concept industry” such as Filson and Glass Vodka Tasting Boutique, where on site production is coupled with retail sales and a consumer experience. Further, development around the District has continued with the approval and pending redevelopment of the Waterfront, which connects to the Stadium District as its southern terminus; the opening of the SR 99 tunnel and demolition of the Alaskan Way Viaduct; and the Port’s proposed redevelopment of portions of Terminal 46 as a cruise ship terminal and the pending expansion of light rail service through ST 3.

e. Effect on Other Neighborhoods and Neighborhood Plans.

The proposed amendments would alter the boundaries set forth in the neighborhood plans of Pioneer Square/Downtown and the Greater Duwamish M/IC. The existing Stadium Overlay area includes areas within Pioneer Square neighborhood and the Greater Duwamish M/IC. The proposal would remove the area south of S. Weller Street, east of Occidental Avenue South, west of the railroad tracks and north of South Royal Brougham Way from Pioneer Square and amend the neighborhood boundaries in the Pioneer Square neighborhood plan and the Downtown Urban Center plan. The proposal also would remove the area north of South Holgate Street from the Greater Duwamish M/IC (see Attachment C for specific areas).

The PFD and the PSA engaged a consultant in September of 2018 to meet with public and private stakeholders to get a sense of their current interests and concerns related to the proposed development of a Stadium District. The consultant held approximately sixty such meetings, finding that the process allowed for very thoughtful, rich and candid conversations. (A list of stakeholder meetings is provided as Attachment D.) Values shared by many, if not all, of the stakeholders from these meetings include:

- A desire to create a vibrant neighborhood around the stadiums with more mixed-use development such as retail, market-rate and workforce housing, and food and beverage establishments. “Healthy neighborhoods need people living in them.”
- Improved pedestrian connections and better micro-transit connections within the District.
- More open space such as a small urban park and plazas.
- Perhaps hotels to support tourists.
- Safer streets
- The preservation of industrial jobs
- Creation of a highly innovative energy district
- Exploration of workforce development strategies that tie in with the Mayor’s recently-announced “Opportunity Promise” and pre-apprenticeship and apprenticeship programs

In addition, during the City’s previous consideration of the Stadium District in 2013, staff analysis concluded that the proposed Stadium District has very close relationships with adjacent neighborhoods. Policies for the Pioneer Square and Chinatown/International District neighborhoods can inform potential uses in the stadium area.

- *Chinatown/ID Neighborhood Strategic Plan*: The first Housing Objective (pg.15) is “diversification of the housing stock to include more moderate income and family housing stock”. The Plan notes that “Lack of family housing and moderate income units stifles community’s ability to sustain neighborhood businesses.” (pg. 15).
- *Pioneer Square Neighborhood Plan*: The plan lists the top seven projects for neighborhood action. Project 1 is to: “Catalyze Housing Development – develop an incentive package to stimulate private development of middle income housing.” The concentration of historic masonry structures in need of sizeable renovation to satisfy current codes for housing, and the presence of relatively small infill sites are challenges to achieving such housing in the heart of the Pioneer Square neighborhood.

The proposed Stadium District would support these objectives by allowing housing within the new District, focusing particularly on workforce housing.

Notably, as part of the 2018 interviews, some interviewees expressed concern that what have historically been seen as incompatible uses, such as housing near light industry, could threaten the industrial lands to the south; that transportation impacts would need to be closely monitored; that view corridors need to be protected; that a clear policy direction for the Duwamish, Georgetown and BINMIC ought to be understood in the context of the Stadium District. Some expressed concern about removing land from the Pioneer Square Preservation District. The proposed Comprehensive Plan policies are intended to respond to and alleviate these concerns.

f. The amendment is likely to make a material difference in a future City regulatory or funding decision.

The proposed amendment should have no effect on any future City funding decision. If approved, the Comprehensive Plan amendment creating the Stadium District would also require changes to the City's Land Use Code to implement zoning and development standards for the new Stadium District.

g. A proposal that would change the boundary of an urban center, urban village, or manufacturing/industrial center requires an amendment to the Future Land Use Map (FLUM), regardless of the area's size.

See Attachment C, depicting the proposed changes to the City's FLUM.

4. Other Options to Achieve the Goals and Objectives

The PSA and PFD are not aware of any other way to accomplish the goal of this proposed amendment short of amending the Comprehensive Plan to permit residential and lodging uses in the portion of the Stadium Overlay area in the M/IC. The current Comprehensive Plan expressly prohibits residential development in industrial zones, subject to a few exceptions that would not accomplish the goal of this proposal. See, e.g., LU 10.6 ("Prohibit new residential development in industrial zones, except certain types of dwellings, such as caretaker units, that are related to the industrial area and that would not restrict or disrupt industrial activity."); GS 1.15. Also, while lodging uses may be permitted in some industrial zones (through a conditional use permit), they are not permitted in the M/IC.

5. Anticipated Impact of Proposed Amendment

The area proposed to be designated as the Stadium District is unique. It is home to two major sports stadiums and an event center; adjacent to culturally rich, historic neighborhoods; in close proximity to both the Downtown Urban Center to the north and the Duwamish industrial lands to the south; in a regional transportation hub; and a stone's throw from Seattle's evolving waterfront. Yet a significant portion of the area still holds unrealized potential. The proposed amendments will enable this area to develop consistent with both its potential and the City's needs. The recommendation would allow two new land uses in the Stadium District that are not now permitted in the Stadium Overlay area: housing and lodging. The Stadium District area will be able to accommodate significant new housing, helping to address Seattle's acute need for additional housing units while adding to the vitality of the District. Development standards can ensure that a significant portion of the housing developed is affordable to working families. Permitting lodging in the District will help meet the needs of stadium and event goers, as well as tourists interested in visiting the new waterfront park and surrounding neighborhoods, or visiting Seattle as a starting or ending port for a cruise ship voyage.

Allowing lodging and residential uses in the Stadium District would expand the number of people using the area and over longer periods of the day. That increased population could provide stability to local businesses, including businesses in Pioneer Square and the Chinatown/International District, and contribute to the success of the District as a place that serves more than the patrons of events at the sports and entertainment venues.

The proposal to remove land from the Downtown Urban Center would have little or no effect on Comprehensive Plan goals and policies for the Downtown Urban Center. Creation of the Stadium District would remove only 39 acres from the Downtown Urban Center (out of a total of 952 acres) and almost all of that area is occupied by the football/soccer stadium.

With respect to the change to the MI/C boundaries, the proposed new designation would not change the types of uses that currently exist in the area. While the underlying zoning is currently IC, less than a handful of industrial uses currently remain in this area. (See Attachment A.) Those industrial uses that remain are in the southwest quarter, and are now intermixed with a growing retail, hospitality and service sector. They combine light industrial and manufacturing uses with customer experiences, such as a distillery with a tasting room (e.g., Glass Vodka Tasting boutique at 1714 1st Ave S.) or a metal worker with an adjacent showroom (e.g., H-Bomb Metal Craft at 1721 1st Ave S.). Removal of this area does not represent a threat to the sustainability and vitality of the MI/C. The Stadium District would remove only 56 acres of land from the MI/C, leaving more than 4,900 acres remaining in the MI/C. As proposed, Holgate would become a firm boundary between the south downtown and the Stadium District to the north and the MI/C to the south.

Finally, the proposed amendments provide an opportunity to encourage new development to make a meaningful contribution to reducing dependence on fossil fuels. The Elliott Bay Interceptor provides an opportunity for residents and businesses to capture a significant source of heat-generated energy at a reasonable cost. The stadiums have already done much work with solar panels and other efforts to reduce their fossil fuel consumption. Development standards and incentives for the Stadium District could encourage new efforts and investments to a net-zero carbon neighborhood.

6. Support for Existing Goals and Policies of the Comprehensive Plan

The proposed amendment supports numerous existing goals and policies of the Comprehensive Plan. For example, the Comprehensive Plan states “forecasts suggest that over the next twenty years, Seattle will need to accommodate 70,000 additional housing units, 120,000 more residents, and 115,000 additional jobs.” Allowing residential development in the Stadium District provides a new area that can accommodate housing units in a location where new housing makes sense: adjacent to Downtown. Our proposal suggests zoning that will require the development of a significant amount of affordable housing, helping to address the city’s housing affordability crisis.

The proposed amendment is also consistent with numerous other existing Comprehensive Plan policies, including, but not limited to:

- GS 1.5 Encourage infill development in underused sites, particularly in urban centers and villages.
- LU 1.3 Provide for a wide range in the scale and density permitted for multifamily residential, commercial, and mixed-use projects...
 - Consider higher densities and scales of development in areas near light rail stations

- 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.
- T 5.10 Build great streetscapes and activate public spaces in the right-of-way to promote economic vitality.
- H G2 Help meet current and projected regional housing needs of all economic and demographic groups by increasing Seattle’s housing supply.
- H 1.2 Promote a diverse and inclusive city through housing programs that serve lower-income households.
- H 2.4 Encourage use of vacant or underdeveloped land for housing and mixed-use development, and promote turning vacant housing back into safe places to live.
- H 5.7 Consider that access to frequent transit may lower the combined housing and transportation costs for households when locating housing for lower-income households. **(proximity to light rail)**
- H 5.20 Implement strategies and programs to help ensure a range of housing opportunities affordable for Seattle’s workforce.
- ED 1.4 Enrich the vibrancy of neighborhood business districts through the integration of design, public art, public space, historic preservation, small locally-owned businesses and cultural spaces and programming.
- ED 1.5 Support small locally-owned businesses in commercial districts to reinforce local neighborhood and cultural identity and strengthen the local economy.
- ED G3 Encourage a business climate that supports new investment, job creation, and resilience and that values cultural diversity and inclusion.
- 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. **(Net Zero district)**
- P G1 Provide a variety of outdoor and indoor spaces throughout the city for all people to play, learn, contemplate, and build community. **(street concept plans and WOSCA open space)**
- P 1.2 Provide a variety of parks and open space to serve the city’s growing population consistent with the priorities and level-of-service standards identified in the City’s Parks and Open Space Plan. **(WOSCA open space)**
- P 1.3 Provide urban trails, green streets, and boulevards in public rights-of-way as recreation and transportation options and as ways to connect open spaces and parks to each other, to urban centers and villages, and to the regional open space system. **(Occidental Ave S street concept plan)**
- P 1.4 Make rights-of-way available on a temporary basis to provide space for community events, such as street fairs, farmers’ markets, or neighborhood celebrations. **(Occidental Ave S and Railroad Way S.)**
- P 1.7 Encourage or require private developers to incorporate on-site publicly accessible open space. **(WOSCA open space)**

7. Public Support for Amendment

See response to criteria 3.E above.

8. Previous Consideration of Proposed Amendment

See response to criteria 3.D above. In addition, the text below summarizes the City's conclusions regarding the proposed Stadium District as part of the 2013 effort.

DPD 2013 Planning Process

The City's then Department of Planning & Development conducted a comprehensive planning process focused on the Stadium District in 2013. The study was in response to a City Council request that DPD:

Reevaluate the effectiveness of the Stadium Transition Area Overlay District and the City's Comprehensive Plan policies and goals for this area, particularly in light of the removal of the Alaskan Way Viaduct and other recent transportation improvements, the Waterfront Plan, and the Stadium District Concept Plan. Consider policy and regulatory changes that would better orient the District to the needs and experience of stadium patrons, improve pedestrian connections to and from the stadiums, and produce a pedestrian-friendly streetscape compatible with Pioneer Square, while recognizing the importance of preserving industrial uses outside of the District.

Subsequently, DPD convened a 23 member Stakeholder Advisory Group comprised of representatives of the public boards that own the professional sports stadia; representatives of the sports teams the stadiums host; representatives of each of the three adjacent neighborhoods (Duwamish Manufacturing Industrial Center (M/IC)), Pioneer Square, and Chinatown/International District); other area property owners and/or business owners within or adjacent to the proposed Stadium District; and representatives of the City's Planning and Design Commissions. The Port of Seattle was invited to participate as a member of the Advisory Group but opted to participate as part of an inter-agency staff team.

The Advisory Group met seven times between March and October of 2013. The public was invited to attend. DPD invited comments from Advisory Group members and the public on all draft materials. The Advisory Group functioned as a sounding board that DPD could engage with to receive a range of opinions and ideas from a knowledgeable set of stakeholders.

In addition to the Stakeholder Advisory Group, DPD in partnership with Feet First, conducted two public walking tours of the area. DPD also exhibited Stadium District Study materials during the Seattle Design Festival at a storefront location in Pioneer Square in September 2013.

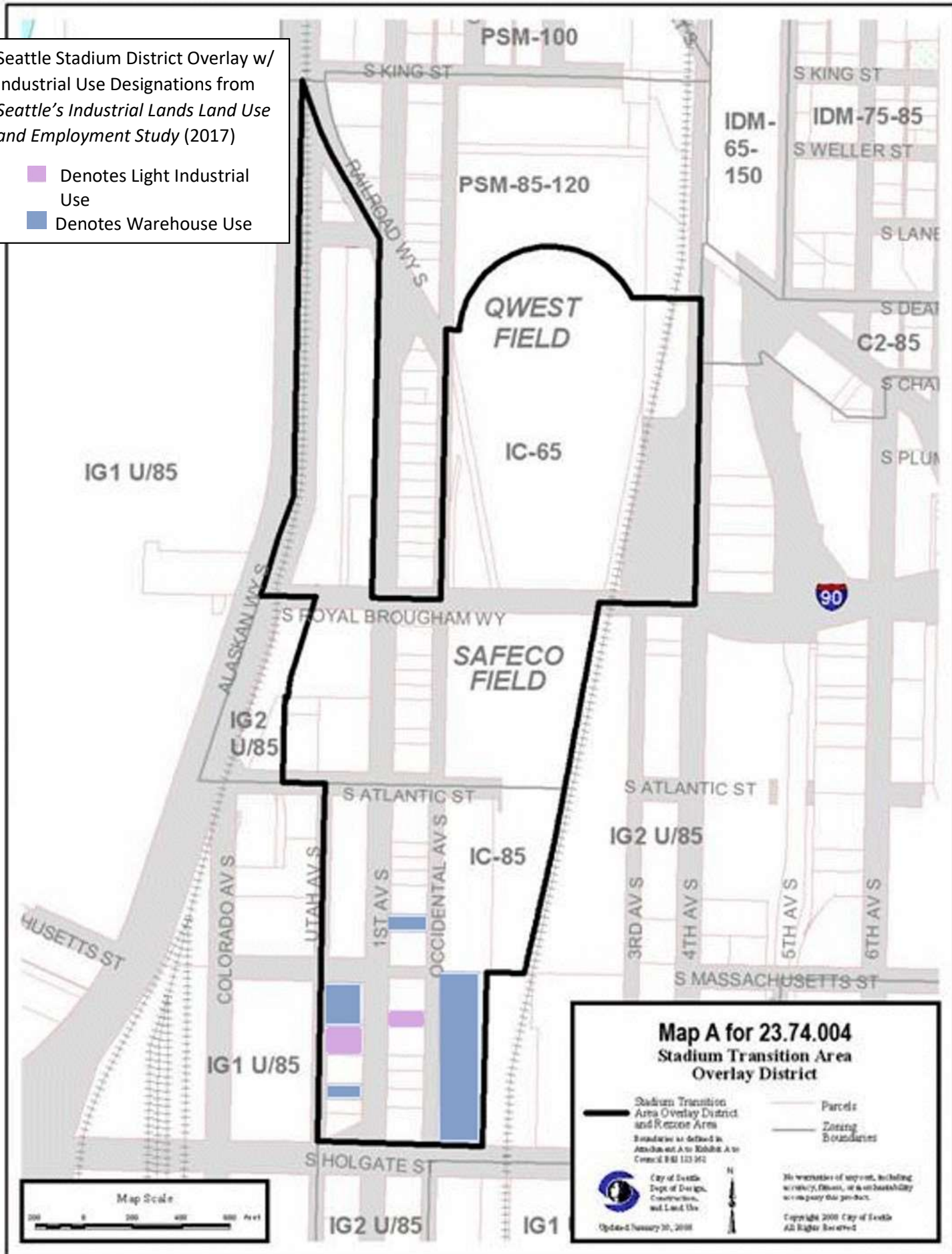
The Stadium District Study recommended a set of amendments to the Comprehensive Plan including recognizing the Stadium District on the Future Land Use Map, removing lands with the District from the Downtown Urban Center and the Greater Duwamish M/IC and creating new goals and policies to govern development within the Stadium District. The current proposed amendments update the 2013 recommendations.

Conclusion:

With our city's thriving economy that is bringing thousands of newcomers to live and work here; the sweeping and exciting changes that are planned for Seattle's waterfront; the transformation of the southern portion of the Stadium District to an area that consists mostly of small, new-concept industry and artisanal, retail, hospitality and service uses; the possible availability of the WOSCA property for development by early 2021; and, the expansion of light rail services in the works, now is the time to move forward to capture the opportunities presented by this underutilized stadium area. It is poised to become a unique and thriving neighborhood with housing for our middle class and jobs for those who have not yet benefited from Seattle's economic boom. Hotels, restaurants and other entertainment would bring life to this new urban neighborhood, attracting tourism that is complementary to both the sporting and other events hosted by the stadiums and the cruise line industry that will find a home at Terminal 46. Open space, pedestrian friendly streets, a robust retail edge on First Avenue and the implementation of street design features can create an inviting public realm that will enhance public safety with "eyes on the streets". Our Stadium District proposal is crafted with an understanding of the on-the-ground realities of the area today, a clear sense of how our region is changing and a desire to capitalize on the many exciting opportunities that are in Seattle's future.

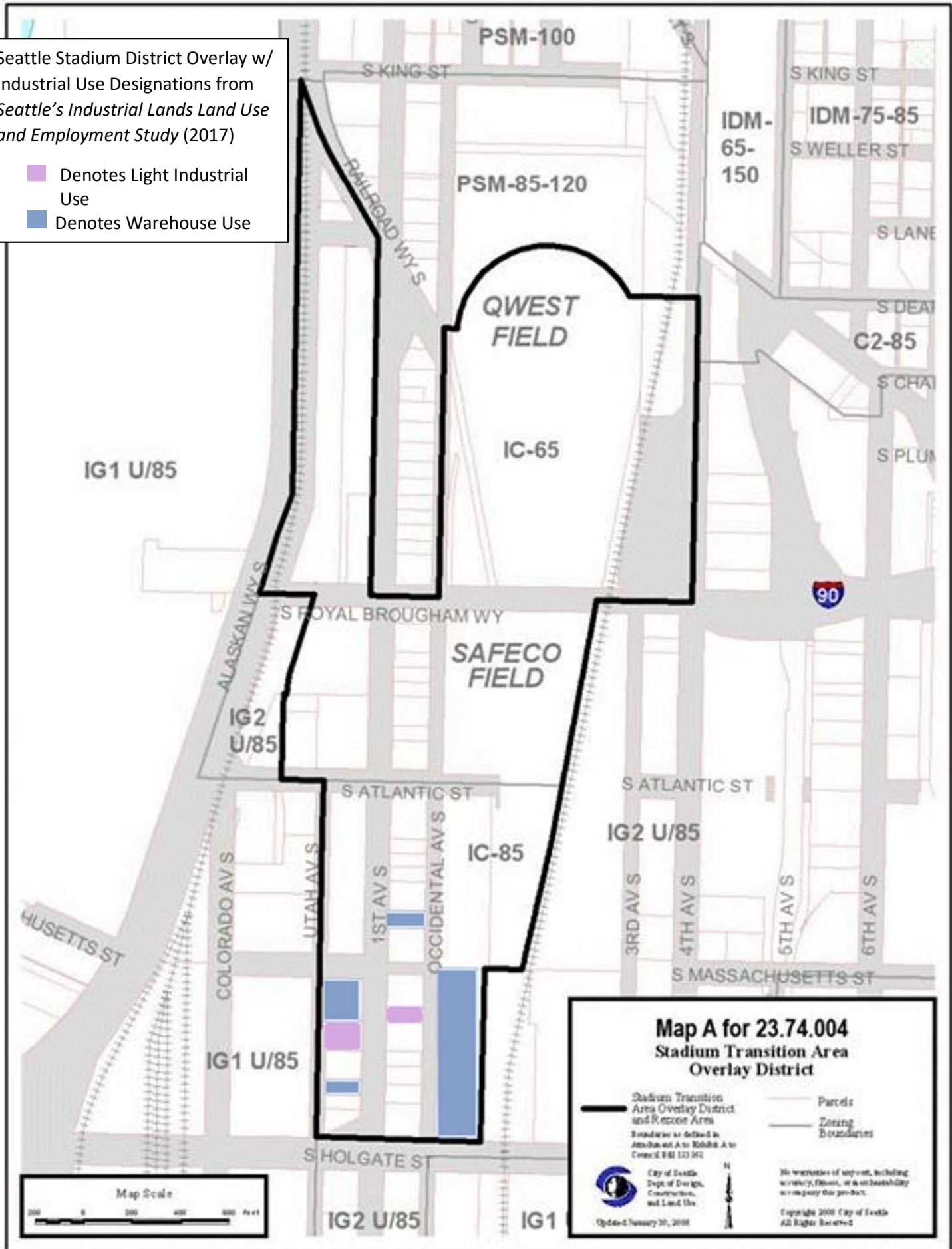
Seattle Stadium District Overlay w/
Industrial Use Designations from
*Seattle's Industrial Lands Land Use
and Employment Study (2017)*

- Denotes Light Industrial Use
- Denotes Warehouse Use



Seattle Stadium District Overlay w/
Industrial Use Designations from
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WHAT ARE OTHER CITIES DOING?
BALLPARKS

DENVER CO ballpark district



SAN DIEGO CA petco park



ATLANTA GA sun trust field

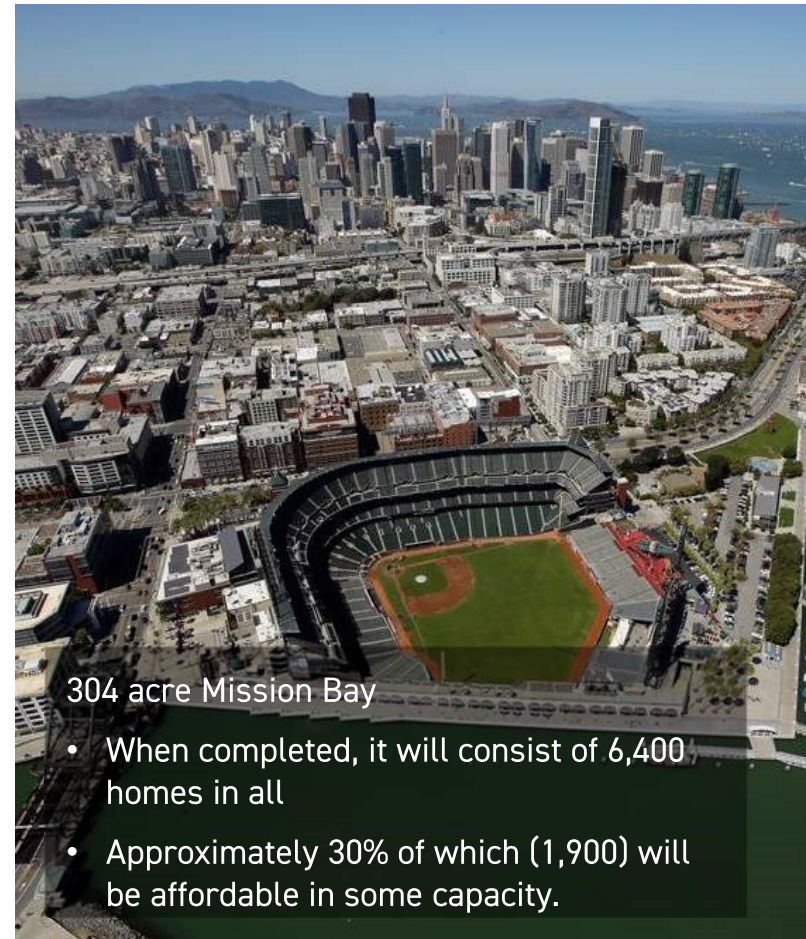


- 400,000 sf of shopping and dining
- 300,000 sf of office
- 600 units of upscale residential
- 260 hotel rooms
- 6,000 parking spaces
- Outdoor amphitheater, an indoor entertainment venue
- 41,500 seat ballpark bringing upwards of 3 million visitors/season

SAN FRANCISCO CA oracle park

Mission Rock

- 1,500 housing units (40% expected to be affordable to lower and middle income families)
- 1.4 million square feet of office space
- 8 acres of park land



304 acre Mission Bay

- When completed, it will consist of 6,400 homes in all
- Approximately 30% of which (1,900) will be affordable in some capacity.



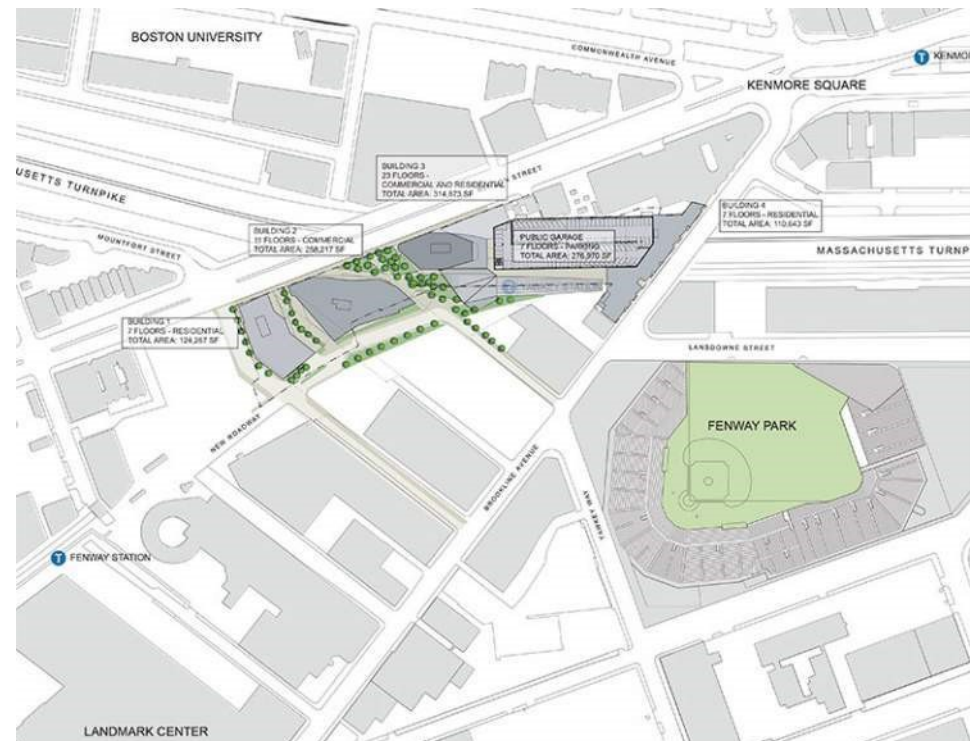
CHICAGO IL wrigleyville



- Addison and Clark is an 8-story building with 148 apartments, 137,000 sf of retail, and a 32,000 sf fitness center
- The new 7-story Zachary Hotel
- The Wheelhouse – boutique hotel
- A new 50,000 sf outdoor plaza joined by a new multi-story building



BOSTON MA fenway park



- 500 residences including 10% on-site affordable housing units and 5% offsite affordable housing contribution
- 170,000 sf of Office Space
- 1290 parking spaces including 750 shared-use spaces

KITOHIROSHIMA JAPAN nippon ham fighters



WHAT ARE OTHER CITIES DOING?
MAKERS DISTRICTS

DENVER CO RiNo arts district



PORTLAND OR central eastside



SAN DIEGO CA maker's quarters



WASHINGTON D.C. noma & union market district



BIRMINGHAM, AL loss industrial arts district



SEATTLE WA pelington village



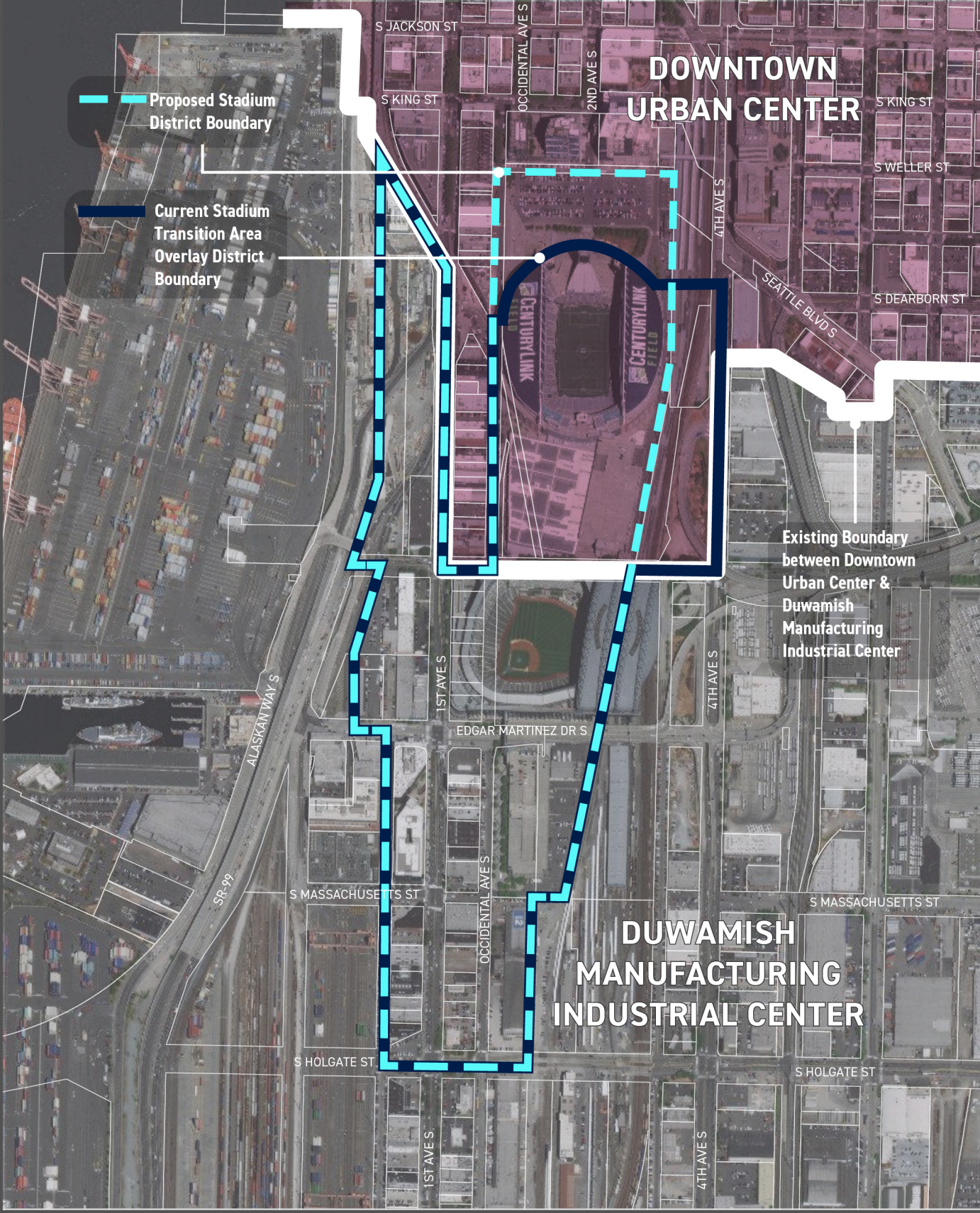
DOWNTOWN URBAN CENTER

Proposed Stadium
District Boundary

Current Stadium
Transition Area
Overlay District
Boundary

Existing Boundary
between Downtown
Urban Center &
Duwamish
Manufacturing
Industrial Center

DUWAMISH MANUFACTURING INDUSTRIAL CENTER



Stakeholder Mailing List

- Kathleen Johnson, Historic South Downtown
- Nancy Fulwiler, Historic South Downtown/Pioneer Square Residents Council
- Lisa Howard, Alliance for Pioneer Square
- Liz Stenning, Alliance for Pioneer Square
- Ryan Smith, Alliance for Pioneer Square
- Tija Petrovich, Pioneer Square Residents Council
- Tim Burgess, former City Councilmember/Mayor
- Jan Drago, former City Councilmember
- Maiko Winkler-Chin, SCIDPDA
- Erin Goodman, SODO BIA
- Dave Gering, MIC
- Eugene Wasserman, North Seattle Industrial Association
- Ryan Calkins, Port of Seattle
- Peter Steinbrueck, Port of Seattle
- Lindsay Wolpa, Port of Seattle
- Sierra Hansen, Port of Seattle
- Joseph Gellings, Port of Seattle
- Pete Mills, Port of Seattle
- John Persak, ILWU
- Nicole Grant, MLK County Labor Council
- Jordan Royer, Pacific Merchant Shipping Association
- Susan Crane, Skill Up
- Fred Rivera, Seattle Mariners
- David Young, FGI
- Maya Mendoza, Sounders
- Bart Wiley, Sounders
- Bill Vipond, Vipond Group
- Kevin Daniels, Daniels Real Estate
- Greg Smith, Urban Visions

- Darby DuComb, S,F&S
- Don Marcy, NAIOP Commercial Real Estate
- Mark Weed, Main Street Equity Partners
- Leslie Smith, Vulcan
- Henry Liebman, American Life
- Don Blakeney, Downtown Seattle Association
- Jack McCullough, McCullough Hill Leary
- Steve Moddemeyer, Collins Woerman
- Sharon Lee, Low Income Housing Institute
- Jill Davies, Low Income Housing Institute
- Duke Vivian, Low Income Housing Institute volunteer
- Ron Judd, WSDOT
- Anthony Buckley, WSDOT
- Sara Maxana, City of Seattle Mayor's Office
- Sam Ossefa, City of Seattle, OPCD
- Susan McClain, City of Seattle, OPCD
- Geoff Wentlandt, City of Seattle, OPCD
- David Driskell, City of Seattle, OPCD
- Michael Hubner, City of Seattle, OPCD
- Roque Deherrera, City of Seattle, OED
- Diane Wiatr, City of Seattle, SDOT
- Marshall Foster, City of Seattle, Waterfront Office
- Steve Pearce, City of Seattle, Waterfront Office
- Mike Estey, City of Seattle, SDOT
- Dale Sperling, PFD Board
- Stacy Graven, PFD Board
- Craig Kinzer, PFD Board
- Paul Mar, PFD Board
- Kevin Callan, PFD
- Tom Backer, PFD
- Joel Ing, PSA Board
- Jud Marquardt, PSA Board
- Jacob Jundt, Vice Chair

- William Lotto
- Randy Loomans
- Cindy Zehnder
- Ann Kawasaki Romero, PSA