Director's Report on the Mayor's Recommended

Comprehensive Plan 2010 Annual Amendments

Department of Planning and Development
Diane Sugimura, Director
November 2010

November 3, 2010

Dear Reader:

This report provides analysis and recommendations on the proposals received for amending the Comprehensive Plan in the 2010 annual amendment process. Accompanying the report is the Mayor's proposed ordinance for the amendments he recommends for adoption.

This year the amendment proposals came from both interested citizens and City departments. Upon reviewing the proposals received, City Council adopted Resolution 31233 on August 2, 2010 defining which amendment proposals would receive further analysis this year. This report provides the results of that analysis and the Mayor's recommendations regarding the proposals.

The City Council's Committee on the Built Environment will schedule a public hearing on the ordinance in early 2011.

You may send comments on the ordinance to:

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

You may also email City Council staff at complan@seattle.gov or Tom Hauger of DPD at tom.hauger@seattle.gov.

Sincerely,

Diane M. Sugimura,
Director

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Director's Report on the Mayor's Recommended

Comprehensive Plan
2010 Annual Amendments

Introduction

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

Seattle's Comprehensive Plan

The City adopted the current Comprehensive Plan in 1994 and conducted a review and update of the Plan in 2004, extending the Plan's horizon to 2024 and planning for revised growth estimates. The City provides a process each year for individuals, groups and City departments to propose updates to address changing conditions so the plan will reflect ongoing work or new information.

The GMA generally limits the City to amending the Plan only once a year. The City has amended the Plan most years since it was first adopted in order to add new elements (chapters), to add or modify policy direction in specific policy areas, or to update information in the Plan.

City Council Resolution 31016 directs that people submit proposals for amending the Plan to the City Council. Once City Council chooses which proposals will be considered in a particular year, DPD is the lead for analyzing the possible amendments and for advising the Mayor as he makes recommendations to Council about which amendments to approve.

This year's potential amendments were proposed by both individuals and City departments. On August 2, 2010 City Council adopted Resolution 31233 identifying proposed amendments for further evaluation.

Summary of Recommended Amendments

Based on DPD's evaluation, the Mayor recommends that City Council adopt the following amendments to the City's Comprehensive Plan:

A. **Marine Cargo Terminal Element**
   Adopt a new Comprehensive Plan element to address issues related to marine container terminals, including goals and policies to maintain freight mobility and prevent land use conflicts related to port-related uses.

B. Vehicle Miles Traveled Reduction Targets
Establish targets for reducing vehicle miles traveled in and through Seattle as a means of reducing carbon emissions.

C. Master Planned Community
Establish a designation for a "Master Planned Community" as a mechanism for reviewing development of large, multi-block sites in urban centers where those sites are in single ownership or control, have potential to achieve urban density within a mixed-use development, and offer an opportunity to create a cohesive urban design throughout the entire development.

D. North Beacon Hill Neighborhood Plan Update
Revise Neighborhood Planning Element goals and policies and change the Future Land Use Map to reflect work completed as part of the neighborhood plan update.

E. North Rainier Neighborhood Plan Update
Revise Neighborhood Planning Element goals and policies and change the Future Land Use Map to reflect work completed as part of the neighborhood plan update.

F. MLK @ Holly (Othello) Neighborhood Plan Update
Revise Neighborhood Planning Element goals and policies and change the Future Land Use Map to reflect work completed as part of the neighborhood plan update.

G. Boundary Expansion for the 23rd @ Jackson Residential Urban Village
Amend the Future Land Use Map for a portion of the land in the Jackson Residential Urban Village.

Next Steps

City Council will hold a public hearing before the Committee on the Built Environment regarding these proposed amendments in early 2011. The Committee will take oral and written comments and make a recommendation to the full Council. Council is scheduled to vote on the proposed amendments in March 2011.

Recommended Amendments

A. Marine Cargo Terminal Element

Element: Marine Cargo Terminal Element (new)

Submitted by: Department of Planning and Development

Background: In 2009, the state legislature amended the Growth Management Act to require that cities in which large container port facilities are located add new elements to their comprehensive plans that address land use conflicts and transportation needs of those facilities. The Port of Seattle is one of the largest cargo centers in the United States, and the marine cargo trade, in which the Port of Seattle is engaged, plays a vital role in the Seattle economy. This trade accounts for thousands of jobs, millions of dollars of state and local taxes, and billions of dollars in business revenue and personal income.

As vital as this economic sector is, it is also vulnerable to continuing pressures in nearby land uses, traffic infrastructure and congestion, and larger funding and economic development structural conditions.

Proposed Amendment:

> Add new policies within a new Cargo Marine Terminal element as shown in Attachment A.

Analysis: Businesses that directly support the Port's container operations occupy a significant amount of land throughout the Duwamish Manufacturing/Industrial Center. Maintaining sufficient land to keep these support services within Seattle is a critical part of supporting Port operations. Having support services conveniently located helps the Port as it faces increased competition from other North American port operations.

The state legislation that requires this Port element also identifies some approaches that the City may consider adopting in the future. These include creating a "Port overlay" district to specifically protect container port uses, industrial land banking, applying land use buffers or transition zones between incompatible uses, and limiting the location or size, or both, of nonindustrial uses in the core area and surrounding areas. In 2007, the City of Seattle's land use code strengthened protection of industrial uses in the Duwamish by limiting the size of office and retail uses. This Element carries forward the policy intention of that work as well as responding to the state mandate.

Recommendation: Adopt as proposed.

B. Vehicle Miles Traveled Reduction Targets

Element: Transportation

Submitted by: Chris Leman/DPD

Background: In June 2008 the Washington State Legislature adopted goals for reducing the per capita vehicle miles traveled by 18% by the year 2020; 30% by the year 2035; and 50% by 2050. Several existing Seattle Comprehensive Plan goals support and echo the objective behind the State's targets. For instance, Goal EG-7 commits Seattle to reduce carbon dioxide and other climate-changing greenhouse gases 30 percent by 2024 and 80 percent by 2050, and Transportation Policy 17 directs the City to "provide, support and promote programs and strategies aimed at reducing the number of car trips and miles driven (for work and non-work purposes) to increase the efficiency of the transportation system, and reduce greenhouse gas emissions." However, City policies do not contain numerical targets for reducing vehicle miles traveled, even though vehicles account for Seattle's largest source of carbon emissions.

The City's Office of Sustainability and the Environment has been working with consultants to identify strategies the City could adopt to most effectively reduce emissions of greenhouse gases. An important aspect of that work is gaining an understanding of how statewide goals for VMT reduction would best translate to the unique travel environment of Seattle. Simultaneous to the City's efforts, community member Chris Leman submitted a proposal for the annual amendment processes requesting that Seattle simply adopt the State's goals for VMT reduction. Given the shared concerns and objectives of Mr. Leman's and the City's proposals, the proposals have been combined and addressed as one in this report.

Proposed Amendment:

> Add the following new policy to Section E of the Transportation Element
>
> Reduce the annual per capita vehicle miles traveled in and through Seattle by at least 18% by 2020, 30% by 2035 and 50% by 2050, when compared to the base year of 2008.

Analysis: Seattle is the center of commerce for the Puget Sound region with the highest transit ridership in the state and with many walkable urban neighborhoods that encourage alternatives to driving. These factors make Seattle's driving patterns far different than the state average and suggest that Seattle merits a unique policy approach to VMT. The City's Office of Sustainability and Environment has recently contracted with a consultant to assess the likely effects on vehicles mile traveled that could result from applying a variety of measures. One objective of this work is to estimate reasonably ambitious goals for VMT reduction that are appropriate for Seattle's unique travel pattern and its opportunities for altering the use of vehicles. The analysis will also help outline steps the City can take to achieve those goals.

While that work is being completed and a tailored approach created for Seattle, it is important to state Seattle's intent to reduce vehicle miles traveled more definitively than currently expressed in the Comprehensive Plan. This will allow City departments to proactively work toward measures aimed at reducing VMT, even while more specific targets and implementation

measures are being developed. The result of the work OSE and its consultant are conducting could be a recommendation in 2011 for a different level of VMT reduction than the ones contained in the policy recommended above. If that is the case, the executive may recommend modifications to this policy as part of a future update to the Comprehensive Plan.

Recommendation: Adopt as proposed.

C. Master Planned Community

Element: Land Use

Submitted by: Department of Planning and Development

Element: Land Use

Submitted by: Department of Planning and Development

Background: The Seattle Housing Authority is currently preparing a proposal for redevelopment of the Yesler Terrace low-income housing community in the Capitol Hill/First Hill Urban Center. The Yesler Terrace site contains over 30 acres across several contiguous city blocks, and SHA expects to phase the redevelopment of this large site over time. Development at this scale presents opportunities for community benefits, such as connecting the street grid to allow for better access to and through the site, consolidation of larger open spaces and an area-wide approach to sustainable development practices.

The City's Land Use Code and regulations do not currently provide a review tool that allows such a redevelopment to address the unique opportunities that large site redevelopments can present in dense areas of the city. A more flexible approach to applying development standards could help better achieve City objectives than applying those standards to lot-by-lot development. However, that flexibility needs to be balanced with a level of predictability that enables the City, community and developer to understand the expected ultimate outcome of the redevelopment and the relationship among its components, including mitigation of project impacts.

Proposed Amendments:

1. Designate Yesler Terrace as a Master Planned Community on the Future Land Use Map as shown in Attachment B.
2. Add the following new policy to Section C of the Land Use Element:

   In order to address the unique opportunities that large site redevelopment presents in dense areas of the city and to provide predictability to the City, community and potential developer, establish a Master Planned Community zone. Locations appropriate for that designation must be:

   - large, multi-block sites located in urban centers
   - in single ownership or subject to unified ownership control
   - identified on the Future Land Use Map as a potential location for the zone

   Specific standards for development within a proposed Master Planned Community should be established by the City Council when a rezone to the Master Planned Community classification occurs, and are expected to vary based on the location of the Master Planned Community. However, all applications of a Master Planned Community zone should result in development that provides:

- a mixture of uses
- appropriate urban density
- cohesive urban design throughout the development
- significant public benefits, such as a high level of environmental sustainability, more affordable housing, or more publicly accessible open space than is typically provided through conventional lot-by-lot development.

Analysis: The amendment calls for adding a new land use designation for Master Planned Community (MPC) to the Future Land Use Map and applying that designation to the Yesler Terrace area. The Future Land Use Map shows the City's preferred locations for broad categories of future land uses (open space, single-family, multifamily, mixed-use/commercial, downtown, industrial and major institutions). Other than the downtown designation, all of these designations are found both inside and outside center and village boundaries throughout the city.

Since the proposed policy would allow the MPC designation only within the designated urban centers, where the Comp Plan already anticipates development of dense mixed-use communities, and the City could use the detailed legislation that would accompany each MPC to delineate the MPC location, it might not be necessary to establish this new designation on the Future Land Use Map. However, the advantage of mapping the MPCs is to provide a clear signal to the public and to the property owner(s) in the designated area about the City's intention to consider development in that particular area as a unified whole.

Because Seattle is largely a built-out city, there are very few sites that present the opportunity for large-scale, place-making redevelopments. This is especially true in the City's urban centers where the Comprehensive Plan anticipates locating most future growth, and where land value and generally fragmented ownership patterns often prevent multi-block projects. The result may be very limited use of the MPC designation over time.

Attachment C contains an analysis of existing Seattle regulatory tools that allow flexible approaches to large site development. Even though there are few sites likely to be considered for the proposed MPC designation, adopting the proposed policy would establish a tool for guiding and reviewing development on such sites with the type of detailed planning required to achieve significant public benefits.

Designation of an area as an MPC would not constitute final approval of a particular plan, but would give the property owner(s) a framework in which to plan. As DPD has conceived the Master Planned Community mechanism, after designation of an area on the Future Land Use Map, the property owner would prepare detailed site plans and environmental review that would help determine appropriate future uses and public benefits on the site. The steps listed below summarize the anticipated remaining decisions in the review of the Yesler Terrace proposal, as an example of the process that would apply to other areas designated as MPCs in the future.

1. Land Use Code amendment. This would include map(s) and text describing the general location and size of proposed improvements, including at least the following features that will be allowed or required in the MPC and each of its subareas:

- uses
- maximum number of dwelling units
- maximum square feet of commercial space
- maximum structure height
- minimum number of affordable housing units, by income level
- minimum amount and general location of open space
- design guidelines
- public benefits
- sustainable infrastructure

The ordinance amending the Land Use Code would address sequencing of key components and will provide for approval of individual projects within the MPC.

The aim of the design guidelines would be to promote both internal consistency across the redevelopment area and consistency with surrounding neighborhoods.

2. Official Land Use Map amendment. MPC would be the new zoning designation for the area.

3. Planned Action Ordinance. SHA is preparing a "planned action" EIS that will disclose detailed impacts associated with potential development on the site, along with appropriate measures to mitigate adverse impacts. The planned action ordinance would define what constitutes a planned action and describe the mitigating measures required to offset the impacts of the planned action, based on analysis in the EIS. As authorized by SEPA, future construction projects on the site that meet the definition of a planned action would not be subject to SEPA review. The ordinance may also include the required sequencing of certain actions on the site and a time period for which the original EIS and mitigations are presumed to remain valid.

4. Developer Agreement (possible). DPD and the City Attorney's office would continue to explore whether there is a need or advantage for the City to enter into an agreement with the developer of this site to address additional issues, such as further development requirements or vesting limits.

Recommendaton: Adopt as proposed.

D. North Beacon Hill Neighborhood Plan Update

Element: Neighborhood Planning

Submitted by: Department of Planning and Development

Background: The North Beacon Hill Neighborhood Plan Update amends the goals and policies of the North Beacon Hill Neighborhood Plan completed and adopted into the Comprehensive Plan in 1999.

In 2008, through Ordinance 122799 the Department of Planning and Development (DPD), in partnership with the Department of Neighborhoods (DON), was directed to update the neighborhood plans of three Southeast Seattle neighborhoods: MLK@Holly Street (now called Othello), North Rainier and North Beacon Hill.

The purpose of the update was to work with community members to re-examine plan goals and policies in light of changed environmental conditions (most notably the newly operational light rail station in each of these neighborhoods). The update also provided the City with an opportunity to engage a broad and diverse cross-section of the community in discussion of the future of the neighborhood, as described in the City's Race and Social Justice Initiative and Immigrant and Refugee Initiative.

In these neighborhoods, where 90.9% are people of color and 49.3% are foreign born, the City successfully launched a new Planning Outreach Liaison program and from March through September 2009, met with over 1,600 stakeholders collectively within these three Southeast Seattle neighborhoods to review, revise, and/or affirm the original neighborhood plan vision statements, goals, and policies.

As an outcome of the community engagement effort, DPD completed the update of the North Beacon Hill Neighborhood Plan in January 2010. The attached North Beacon Hill Neighborhood Plan Update, with accompanying amendments to the Comprehensive Plan, was submitted for adoption in the 2009 Comprehensive Plan annual amendment process following a SEPA review and Determination of Non-significance. The SEPA Determination of Non-significance was appealed by a member of the public, and the appeal was heard by the City Hearing Examiner. On May 3, 2010, the Hearing Examiner affirmed the Determination of Non-Significance.

Although a neighborhood resident proposed alternative amendments to the North Beacon Hill neighborhood plan element for the 2010 Comprehensive Plan annual amendment process, City Council elected not to include the resident-proposed amendments on the 2010 annual Comp Plan amendment docket and instead recommended inclusion of the City's original 2009 proposal for the 2010 amendment process. The amendments to the goals and policies remain as proposed in 2009.

Proposed Amendments:

1. Amend the North Beacon Hill Neighborhood Plan to included the goals and policies attached as Attachment D.
2. Amend the FLUM at shown in Attachment E.

Analysis: At the time the plan update began, the North Beacon Hill neighborhood plan was over ten years old. The update process conducted in 2009 reaffirmed the neighborhood vision contained in the original plan and brought additional focus on opportunities for the community to leverage public investments being made within the neighborhood (such as Link Light Rail which began operations in July 2009). Several new and revised goals and policies were developed during the update process. Highlights of the new goals and policies include:

- Renewed commitment to original plan vision;
- Renewed focus on El Centro de la Raza as a core resource within the community;
- Support for a "festival street" adjacent to El Centro and the light rail station;
- Acknowledgement of the role of civic partnerships among public, private, non-profit, and community organizations; and
- Affirmation of original plan goals of a vibrant, mixed-use town center surrounded by a diversity of housing.

City Council has approved a resolution directing that these goals and policies be prepared for adoption into the Comp Plan and approving an action plan for the neighborhood.

Recommendation: Adopt as proposed.

E. North Rainier Neighborhood Plan Update

Element: Neighborhood Planning

Submitted by: Department of Planning and Development

Background: The North Rainier Neighborhood Plan Update amends the goals and policies of the North Rainier Neighborhood Plan completed and adopted into the Comprehensive Plan in 1999.

As with the North Beacon Hill plan described above, the purpose of the update was to work with community members to re-examine plan goals and policies in light of changed environmental conditions (most notably the newly operational light rail stations in the midst of each of these neighborhoods).

As an outcome of the community engagement effort, DPD completed the update of the north Rainier Neighborhood Plan in January 2010. The attached North Rainier Neighborhood Plan Update, with accompanying amendments to the Comprehensive Plan, was submitted for adoption in the 2009 Comprehensive Plan annual amendment process following a SEPA review and Determination of Non-significance. The SEPA Determination of Non-significance was appealed by a member of the public, and the appeal was heard by the City Hearing Examiner. On May 3, 2010, the Hearing Examiner affirmed the Determination of Non-Significance.

The amendments to the goals and policies remain as proposed in 2009.

Proposed Amendments:

1. Amend the North Rainier Neighborhood Plan to included the goals and policies attached as Attachment F.
2. Amend the FLUM at shown in Attachment G.

Analysis: At the time the plan update began, the North Rainier neighborhood plan was ten years old. The update process conducted in 2009 ultimately reaffirmed the neighborhood vision contained in the original plan and also brought additional focus on opportunities for the community to leverage public investments being made within the neighborhood (such as Link Light Rail which began operations in July 2009). Several new and revised goals and policies were developed during the update process. Highlights of the new goals and policies include:

- Strategies to study a range of height increases for redevelopment within the Town Center;
- Support for completion of an urban design plan, design guidelines, and street designs; and
- Creation of a “Main Street” along Rainier between S. Bayview and MLK Jr. Way S.

City Council has approved a resolution directing that these goals and policies be prepared for adoption into the Comp Plan and approving an action plan for the neighborhood.

Recommendation: Adopt as proposed.

F. MLK @ Holly (now called Othello) Neighborhood Plan Update

Element: Neighborhood Planning

Submitted by: Department of Planning and Development

Background: The Othello Neighborhood Plan Update amends the goals and policies of the MLK @ Holly Neighborhood Plan completed and adopted into the Comprehensive Plan in 1998.

In 2008, through Ordinance 122799 the Department of Planning and Development (DPD), in partnership with the Department of Neighborhoods (DON), was directed to update the neighborhood plans of three Southeast Seattle neighborhoods: MLK@Holly Street (now called Othello), North Rainier and North Beacon Hill.

As with the North Beacon Hill and North Rainier plans described above, the purpose of the update was to work with community members to re-examine plan goals and policies in light of the changed environmental conditions (most notably the newly operational light rail stations in the midst of each of these neighborhoods).

As an outcome of the community engagement effort, DPD completed the update of the Othello Neighborhood Plan in January 2010. The attached Othello Neighborhood Plan Update, with accompanying amendments to the Comprehensive Plan, was submitted for adoption in the 2009 Comprehensive Plan annual amendment process following a SEPA review and Determination of Non-significance. The SEPA Determination of Non-significance was appealed by a member of the public, and the appeal was heard by the City Hearing Examiner. On May 3, 2010, the Hearing Examiner affirmed the Determination of Non-Significance.

The amendments to the goals and policies remain as proposed in 2009.

Proposed Amendments:

1. Amend the MLK @ Holly (now Othello) Neighborhood Plan to included the goals and policies attached as Attachment H.
2. Amend the FLUM at shown in Attachment I.

Analysis: At the time the plan update began, the Othello neighborhood plan was ten years old. The update process conducted in 2009 ultimately reaffirmed the neighborhood vision contained in the original plan and also brought additional focus on opportunities for the community to leverage public investments being made within the neighborhood (such as Link Light Rail which began operations in July 2009). The light rail station at Othello has also attracted private sector interest, including development of a 352-unit new building that started construction in fall 2009.

Several new and revised goals and policies were developed during the update process. Highlights of the new goals and policies include:

- Consensus to rename the urban village “Othello” (vs. MLK @ Holly);
- Increased emphasis on a pedestrian-friendly Town Center with good access and connections to/from the rest of the neighborhood;

- Strong support for the value of the area's economic and cultural diversity and a desire for a shared multicultural community center to celebrate that asset; and
- Desire for the neighborhood to develop as an employment center for residents with family-wage jobs and training and education opportunities.

City Council has approved a resolution directing that these goals and policies be prepared for adoption into the Comp Plan and approving an action plan for the neighborhood.

Recommendation: Adopt as proposed.

G. Boundary Expansion for the 23rd @ Jackson Residential Urban Village

Element: Future Land Use Map

Submitted by: Kiki Gram, Central Area resident

Background: Just east of the 23rd and Jackson Residential Urban Village boundaries is a half-block bounded by Martin Luther King Jr. Way, E. Cherry St, an unnamed alley and E. Columbia St.. The properties on the northern portion of this block are designated on the Future Land Use Map as "single-family residential" and are zoned SF-5000, and the southern portion is designated as commercial/mixed-use on the Future Land Use Map and zoned NC1-40. Several of the lots on this block are currently underutilized or vacant and represent potential redevelopment opportunities by virtue of the location within walking distance to parks, schools, community centers, grocery stores, restaurants, Lake Washington and downtown. The block directly faces MLK Jr. Way, has alley access and is served by two-bus lines that directly link to light rail. The proponent believes that the merits of the block warrant its inclusion within the boundaries of the Residential Urban Village in order to take advantage of the ability to be rezoned to a low-rise residential zone and contribute to the Residential Urban Village.

Proposed Amendments:

- Amend the Future Land Use Map to include this half-block in the 23rd @ Jackson urban village as shown in Attachment J.
- Change the designation of this newly added area from "single-family residential" to "multifamily residential."

Analysis: The objective behind including the proposed area in the RUV area is to encourage infill development of an area that is currently under-used and vacant and immediately adjacent to a designated Urban Village. If included within the Residential Urban Village, owners of the properties on the block would have more incentive to consider redevelopment within the context of a possible rezone to a higher density use. This would also create the opportunity for a more sensitive transition between the NC1-40 zoning at the southern portion of the block and the single-family zoning that exists north and east of the block. Although zoned SF, the properties currently consist of the YWCA, a church, a single residence, and two vacant lots. There are no projects underway or in planning for the block.

Adoption of this proposed amendment further supports the Comp Plan's Urban Village Strategies by supporting existing commercial nodes and allowing the City to collaborate with the community in planning for the future (UVG11) and making use of limited land resources more efficiently (UVG9). Including the proposed area in the 23rd & Jackson RUV area and changing the FLUM designation to multifamily could lead some property owners on this block to request future rezones to multifamily classifications and to pursue development under those new zones, increasing the number of housing units and residents in the area. This could occur on the existing vacant lots or as redevelopment of occupied lots. The potential long-term city and community benefits resulting from the boundary adjustment include:

- Opportunity to spur infill development of vacant and underutilized properties within the residential urban village

- Redevelopment could help bring additional customers to existing adjacent commercial tenants and transit service
- Provision of a transition zone from the commercial corner to the single family residences to the north and east
- Improve public safety by increasing residents and the number of “eyes on the street” and reduce the “crime opportunity” presented by the presence of vacant lots

The potential uses of this block and the opportunities for encouraging development here by including it in the RUV area which would allow for a greater variety of development options have been discussed with the property owners and others including the YWCA, the Madrona Community Council, the Central Area Neighborhood Planning Stewardship Land Use Open Space and Housing Committee, and others.

Recommendation: Adopt as proposed.

Remaining Proposed Amendments

Shoreline Master Plan (submitted by DPD)

Background: The City of Seattle's Shoreline Master Program (SMP) is being comprehensively updated for the first time since 1987. The SMP consists of the policies in the Comprehensive Plan and regulations in the Land Use Code governing development and uses on and adjacent to marine and freshwater shorelines. This includes the waters of Puget Sound, Lake Washington, Lake Union/Ship Canal, Duwamish River, Green Lake, as well as associated wetlands and floodplains. These policies and regulations affect land uses, structure bulk and setbacks, public access requirements, bulkheads, docks, piers, and construction practices.

Discussion: The SMP update is a complex project that DPD had intended to complete before the end of the year. However, with the size of the ordinance amending the Land Use Code and the overhaul of the Comp Plan policies, a longer time for public review is warranted. DPD is now planning to commence that public review in early 2011. Because the policies and the Code are closely related, it is also important that they be reviewed together both by the public and ultimately by the City Council.

Recommendation: Defer adoption of the updated Shoreline Master Plan. Revision of the SMP is one of the exceptions to the GMA limitation on amending the Comp Plan only once a year, so the Council will be able to adopt revised SMP policies outside an annual amendment cycle.

Attachments

Marine Cargo Terminal Element (new)

Attachment A: New Marine Cargo Terminal element policies

Master Planned Community

Attachment B: Future Land Use Map (FLUM) revision designating Yesler Terrace as a Master Planned Community.

Attachment C: Tools for Reviewing Large-Site Redevelopment Proposals/The Yesler Terrace Site

North Beacon Hill Neighborhood Plan Update

Attachment D: North Beacon Hill Neighborhood Plan Update to the Neighborhood Planning Element

Attachment E: North Beacon Hill Urban Village Boundary and FLUM revision

North Rainier Neighborhood Plan Update

Attachment F: North Rainier Neighborhood Plan Update to the Neighborhood Planning Element

Attachment G: North Rainier Hub Urban Village Boundary and FLUM revision

MLK @ Holly (Othello) Neighborhood Plan Update

Attachment H: Othello Neighborhood Plan Update to the Neighborhood Planning Element

Attachment I: Othello Urban Village Boundary and FLUM revision

Boundary Expansion for the 23rd @ Jackson Residential Urban Village

Attachment J: 23rd and Jackson Urban Village Boundary and FLUM revision

Attachment K: Letter of community support for the 23rd and Jackson Urban Village boundary revision

Attachment A

Comprehensive Plan Policies: Marine Cargo Terminal Element

DISCUSSION

The Port of Seattle is one of the largest cargo centers in the United States, serving as the entry and exit point for marine cargo to and from the Pacific Rim and Alaska. The Port of Seattle facilities are unique among West Coast Ports: the container operations are adjacent to the urban core, abutting the busy downtown, a tourist-friendly waterfront, and two sport stadiums that attract millions of people to Seattle each year.

The marine cargo terminal (MCT) trade, in which the Port of Seattle is engaged, plays a vital role in the Seattle economy. The Port of Seattle is made up of approximately 1,400 acres of waterfront land and nearby properties. Nearly 800 acres of the Port's seaport is dedicated to container terminal operations and cargo handling. Most of the freight is shipped through the Port by intermodal containers that are transferred to or from railcars or trucks on the dock. Some of the containers are shuttled by truck between BNSF and UPRR intermodal yards. Accounting for thousands of jobs, millions of dollars of state and local taxes, and billions of dollars in business revenue and personal income, this economic sector merits special protection in the City's Comprehensive Plan as well as continuing attention in all the City-related policies and programs.

As vital as the marine cargo economic sector is, it is also vulnerable—to continuing pressures in nearby land uses, traffic infrastructure and congestion, and larger funding and economic development conditions.

The state legislation that requires this Port element also requires land use decisions to consider the long-term and widespread economic contribution of international container ports and related industrial lands and transportation systems. The legislation seeks to ensure that container ports continue to function effectively alongside vibrant city waterfronts. It identifies approaches that the City may consider in future work programs. These include creating a "port overlay" district to specifically protect container port uses, industrial land banking, applying land use buffers or transition zones between incompatible uses, and limiting the location or size, or both, of nonindustrial uses in the core area and surrounding areas. The core area is defined as roughly coterminous with the Duwamish Manufacturing & Industrial Center. The revised state law also adds key freight transportation corridors that serve marine port facilities to the State's list of transportation facilities of statewide significance.

In 2007, the City of Seattle's land use code strengthened protection for industrial uses in the Duwamish by limiting the size of office and retail uses. This Comprehensive Plan Element carries forward the policy intention of that work as well as responding to the state mandate.

LAND USE POLICIES

MCT/LU1 Retain industrial designations on land that supports viable marine and rail-related industries to help preserve industrial land adjacent to rail or water-dependent transportation facilities and on adjacent land in order to preserve the viability of the port-related activities.

MCT/LU2 Continue to monitor the land area needs, including for expansion, of cargo container-related activities and take action to prevent the loss of needed land that can serve these activities.

MCT/LU3 Identify uses that may pose conflicts with nearby industrial activities, such as pedestrian-oriented commercial uses or single-purpose residential uses. Consider permit conditions to mitigate possible conflicts with industrial uses. Limit the amount of non-industrial uses that may occur on industrially designated land in order to minimize the incompatibility of uses and to prevent conversion of industrial land in the vicinity of marine container terminals or their support facilities.

MCT/LU4 Consider the value of transition areas and buffers at the edges of general industrial zones which allow a wider range of uses while not creating conflicts with preferred cargo container maritime uses. In this context, zoning provisions such as locational criteria and development standards are among the tools for defining such edge areas .

MCT/LU5 Consider how zoning designations may affect the definition of highest and best use, with the goal of maintaining the jobs and revenue that marine industrial operations generate and to protect scarce industrial land supply for industrial uses.

TRANSPORTATION POLICIES

MCT/T1 Identify and address obstacles to freight transportation that supports continued growth of container volumes at marine cargo terminal activities and intermodal rail yards.

MCT/T2 Monitor, maintain and improve key freight corridors, networks and intermodal connections that provide access to marine cargo facilities and the industrial areas around them to address bottlenecks and other access constraints. Provide safe, reliable, efficient and direct access between Port marine facilities and the state highway or interstate system, and between Port terminals and railroad intermodal facilities.

MCT/T3 Make operational, design, access and capital investments to accommodate trucks and maintain successful railroad operations and preserve mobility of goods and services. Improvements may include, but are not limited to, improvement of pavement conditions, roadway re-channelization to minimize modal conflicts, use on intelligent transportation systems (ITS), construction of critical facility links, and grade separation of modes, especially at heavily used railroad crossings.

MCT/T4 Maintain the City's classification of "Major Truck Streets." 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. Street improvements that are consistent with freight mobility but also support other modes may be considered in these streets.

MCT/T5 Identify emerging freight transportation issues and work with affected transportation stakeholder groups, including the Seattle Freight Advisory Board. Provide regular opportunities for communication between the City, the freight community and other agencies and

stakeholders.

MCT/T6 Continue joint City and Port efforts to implement relevant Port recommendations such as recommendations contained in the Container Terminal Access Study.

MCT/T7 Given the importance of seaport operations to the state and regional economies, develop partnerships within the City, the Port, the region and the state to advocate for project prioritization and timely funding to improve and maintain freight infrastructure, and explore funding partnerships.

MCT/T8 Maintain consistency between local, regional and State freight-related policies.

ECONOMIC DEVELOPMENT POLICIES

MCT/ED1 Encourage the siting of new businesses that support the goals for cargo container marine activities in designated Manufacturing /Industrial Centers.

MCT/ED2 Work cooperatively with other agencies to address the effects of major land use and transportation projects to avoid or mitigate construction and operational effects on the cargo freight industry.

MCT/ED3 Facilitate the creation of coalitions of industrial businesses, vocational training and other educational institutions and public agencies to help develop training programs to move trained workers into cargo container related jobs.

ENVIRONMENTAL POLICIES

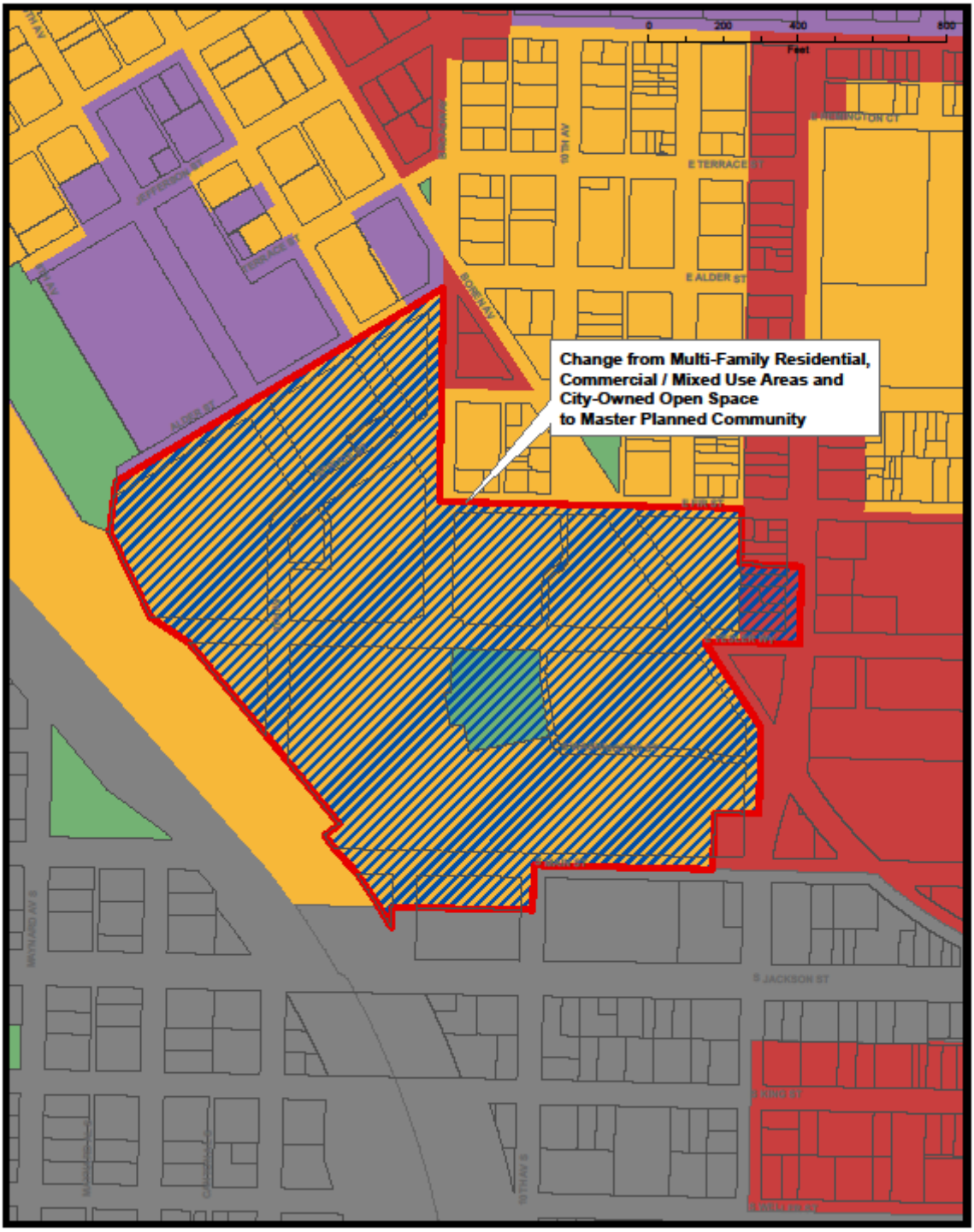
MCT/E1 Identify opportunities to achieve economic, community, and environmental benefits from the development and operations of marine terminals and related industrial activities.

MCT/E2 Form partnerships with private and public maritime stakeholders to establish environmental improvement goals, including carbon emission reductions, storm water management, redevelopment and clean-up of existing marine industrial properties, sustainable design, and fish and wildlife habitat improvements. Develop strategies to achieve these goals that include developing funding mechanisms and legislative support.

MCT/E3 Work with maritime stakeholders to formulate plans for public open space, shoreline access, and fish and wildlife habitat improvements that incorporate community needs, area-wide habitat priorities with the need to maintain sufficient existing marine industrial lands for present and anticipated maritime infrastructure and cargo needs.

Attachment B

FLUM Changes - Proposed Master Planned Community



Attachment C

Tools for Reviewing Large-Site Development Proposals: The Yesler Terrace Site

City of Seattle
Department of Planning and Development
November 08, 2010

SUMMARY

The proposed redevelopment of Yesler Terrace presents a unique opportunity for the City, in partnership with the Seattle Housing Authority (SHA) to:

- demonstrate a new model for sustainable neighborhood development;
- maintain Yesler Terrace as an affordable, diverse community that is livable, safe and vibrant; and
- re-integrate Yesler Terrace with downtown and surrounding neighborhoods.

The project is unusual because it involves large-scale redevelopment of 30 acres of the city under a single landowner, to be built out in many phases over a 10-15 year timeframe, with unique commitments for affordable housing, environmental performance, and other factors. For the City, SHA ,and the surrounding community, there is a strong desire to find an approach to development review that provides both certainty around the overall development plan for the project, as well as flexibility for individual phases and the ability make adjustments to respond to the changing marketplace.

This report reviews the range of existing tools available in Seattle and evaluates their utility in addressing the unique challenges and maximizing the opportunities presented by the Yesler Terrace project. In considering an appropriate way to review the proposed Yesler Terrace redevelopment, staff considered and rejected a number of existing review tools as ill-suited to the unique characteristics and opportunities presented by this large, centrally located site. This report describes the City's existing zoning alternatives and processes that have been employed to respond to both common and unusual development circumstances and the effectiveness of using existing tools to address a project such as is contemplated at Yesler Terrace.

In light of these findings, the Executive recommends establishing a "Master Planned Community" process for review of large sites. The proposed process would apply in Urban Centers, and targeted to address an integrated, phased development plan with specific commitments to key aspects of the site's planning and design, including overall program, uses and housing affordability; public streets and open space configuration; building siting, orientation, height, bulk and scale; urban design guidance; and standards for the provision of sustainable infrastructure such as

district heating and cooling and green stormwater infrastructure. This tool would replace traditional prescriptive zoning that does not offer the ability to address these planning and design issues in an integrated way.

BACKGROUND

Prescriptive Zoning

Historically, zoning classifications have been intended to separate uses that are deemed incompatible, especially in response to the need to protect residents from the harmful effects of early 20th century industrial activities or to protect uses that support jobs and competitive industry in the city, for example. Early zones generally allowed only one use or a narrow class of uses, such as single-family houses, multi-family residences, retail, office or manufacturing and industrial uses. Since Seattle's earliest zoning established in 1923, zoning in Seattle continues to accommodate a range of development types and mix of uses, from single and multifamily residential neighborhoods, to commercial and industrial areas. Zoning remains intended to protect historical development patterns, conserve neighborhood character, promote compatible land uses, maintain economic vitality, and effectively guide growth to appropriate areas. Zoning classifications do this by specific, "prescriptive" standards that development must adhere to, such as limits on height and density, required setbacks, landscape and parking. Given Seattle's highly urbanized character, development in these zones is typically redevelopment of underused sites or infill development on vacant sites.

In recent decades, the City has often applied zones to match the existing patterns of development that have evolved over many years. Historic development patterns reflect characteristics of the economic, environmental, and technological circumstances of an era. As new technologies emerge, economic conditions change, or environmental concerns arise, there is often little opportunity, in an established city, to envision or plan new communities that reflect the best of what has been learned and apply it to new concepts of community that may be more viable and sustainable. Accommodating efficient transit choices, increasing density in established neighborhoods, siting new open space or public facilities, or retrofitting infrastructure, are difficult through incremental development. New full subdivisions are rare in the city, and development sites that are created by short subdivision of land (fewer than 10 new lots) are created in proportion to existing development and neighborhood context. Zoning generally continues to reinforce these existing patterns and to provide a level of certainty for those who have come to depend on certain conditions in the city. Proposed development often faces challenge from communities or individuals that may be wary of change in an increasingly complex urban environment.

Neighborhoods traditionally typified by low density single family development are zoned for single family development today. Neighborhood centers providing

convenient goods and services to nearby residents, many of which developed when transportation options were limited and goods and services were within a short walk or street car ride to nearby residents, are typically zoned neighborhood commercial. Heavier commercial and industrial areas typified by manufacturing and business support services are zoned as commercial or industrial, while Downtown has specialized zones to reflect the metropolitan business, retail, and entertainment core of the city and region.

As a densely developed urban environment, there are few opportunities to rethink large areas and innovative community development concepts given the existing developed character of the city and its neighborhoods. Current zoning represents the City's best effort to maintain a vital city while protecting the health, safety and welfare of the residents and visitors that live, work and play in Seattle. As a consequence, the "prescriptions" written into the zones are based on the assumption that most development projects will be one or only a few structures on a relatively small site, and that the structures need to be regulated in such a way that they will minimize their impacts on an existing context.

Prescriptive zoning regulations are often intentionally inflexible and intended to minimize negative impacts, maximize predictability, but not necessarily to achieve positive outcomes. It can ensure minimum standards are met, but is generally ineffective at promoting quality design, for example. Prescriptive zoning responds best to the integration of new development on a site-by-site basis, encouraging an appropriate transition to abutting development or to the surrounding neighborhood. For example, setbacks or bulk and scale standards reflect the development relationships and scale that have evolved over time in a particular area. Open space and green factor requirements apply to individual development sites and are intended to minimize impacts that occur as incremental development takes place over time. Other than separating incompatible uses, which is no longer the pre-eminent concern of most urban zoning, prescriptive zoning is limited in its ability to realize a comprehensive and varied vision of a mixed use, sustainable community in a historically diverse urban landscape. Rectilinear lots and buildings sited on them do not inherently match natural systems, and prescriptive zoning is therefore not the most effective mechanism to integrate natural and man-made systems.

To address how buildings and development regulations actually work on specific sites, programs such as design review have introduced some flexibility into the development approval process, allowing modification to existing development standards in exchange for better design of a structure than may otherwise be possible through the strict application of zoning requirements. However, design review is about buildings and localized issues of siting a structure in relation to its surroundings, as opposed to a broader assessment of considerations such as platting, transportation, infrastructure, or mixing of uses over a larger area. Some of those considerations may be central factors in development of a community based

on standards that are intended to achieve a new level of ecological performance and design.

When a site is large enough that its redevelopment can substantially change an area of the city, a higher degree of flexibility may be desirable beyond what simply changing the zoning can allow. In these cases, there is a more fundamental opportunity to reconsider how the site is organized and its relationship to surrounding areas, what public infrastructure and benefits are needed to serve the redevelopment, and what role the site's redevelopment can play in pioneering new directions for the city's future development. This more holistic approach can enable the development to better take advantage of the site's underlying natural systems to maximize environmental sustainability; orient new structures to transit, open space and other amenities; encourage the appropriate mix of outlets for goods and services; and offer proactive design solutions to the need for a reasonable transitions between areas and uses of different intensities. Prescriptive zoning, even with the addition of tools like design review, does not provide the flexibility to take such a holistic approach.

EXISTING DEVELOPMENT REVIEW TOOLS

Planned Unit Developments

A PUD is a means of land regulation that promotes large scale, unified land development. A PUD allows for more flexible development practices than traditional zoning. Essentially, a PUD permits a developer to meet overall community density and land use goals without being bound by rigid requirements such as minimum lot standards and use categories.

In Seattle, PUDs remained a part of Seattle's 1957 zoning ordinance, Seattle Municipal Code Title 24, until it was repealed in 1995. PUDs had been allowed in all residential zones on sites of 5 acres or more, and generally permitted multifamily residential uses in single family zones. Some commercial uses were permitted to the extent they were intended to serve residents of the PUD and there were no conveniently located services nearby. Allowed height could be increased, as long as there was an additional foot of yard or setback added for every additional foot of height granted and the additional height could not significantly block views from neighboring properties. Minimum lot sizes were allowed to be decreased by up to 20% and FAR, if applicable, could be increased. PUDs were ultimately a Council decision, after first receiving a recommendation from the Planning Commission.

PUDs were viewed as outdated and not very responsive to developer or community concerns, and were not effective in meeting City objectives. PUDs were better at serving property development where adherence to an urban grid was undesirable and where clustering development for the purposes of protecting natural resources and open space, or creating self-sustaining communities or new towns, were the objectives. These characteristics are less appropriate in an urban setting than in suburban communities or developing rural areas. Though the basic concept of a

PUD encouraged a more creative approach in development planning, new tools with goals and objectives better aligned with the City's planning goals have evolved to replace it.

Non-Prescriptive Zoning Tools in Seattle

The issues and opportunities presented by large site development has led the City, on more than one occasion, to adopt a new process specific to the issues presented by a particular development proposal. As a result, Seattle has a number of different mechanisms including major institution master plans, planned community developments, major phased developments, planned residential developments and clustered housing planned developments. Each of these processes was conceived to provide the flexibility necessary to realize a specific site development in a manner that better served City or neighborhood goals than prescriptive zoning requirements.

For example, at Northgate, a General Planned Development Process was proposed in 1990 after an extensive neighborhood planning process that sought a more pedestrian-oriented neighborhood in the event that Northgate Mall redeveloped. However, because the process was weighed down with unclear expectations, little anticipated benefit to the property developer, and an overly cautious and time-consuming process, the concept was subsequently abandoned.

Processes are often shaped by a particular constituency who have an interest in the location or vicinity in which the development is proposed. Thus, a process or mechanism often reflects conditions that may not be applicable to a site or development at another location. Because people are often familiar with general zoning applicability, public involvement requirements, and the predictable and visible products zoning has produced, they can be apprehensive about new processes for large site redevelopment, particularly if those processes would allow greater density, higher heights, or new uses. As a result opportunities for new and creative approaches to development review intended to allow or encourage innovation in large site redevelopment have historically been few.

Generally, Seattle relies on the following processes to address the development of sites that seek relief from existing prescriptive zoning requirements and processes for a site:

I. Contract Rezones

Rezoning a site through the contract rezone process allows the City to approve a zone for a site or a portion of a site while imposing specific conditions on the development, and often limiting the extent to which the applicant can use the new zone classification. For example, in order to exceed 65 feet in an NC3/65 zone, the applicant would need to rezone the property to the next higher height category authorized in the Land Use Code -- 85'. The City may deem a building of 85' to be

too tall or too dense for the surrounding context and therefore may agree to the new zoning designation if, for instance, the building did not exceed 75', or with additional design standards. The contract rezone requires execution of a property use and development agreement (PUDA) that establishes the conditions deemed necessary by the City to allow the development to proceed. The PUDA specifies a time period within which the applicant must act or the contract expires and the property reverts to the previous zone designation. Limits on ex parte communication with Councilmembers prior to a Council decision on the application does not often allow a constructive conversation about policy issues to be addressed by the action.

II. Planned Residential Developments

In the 1980's as part of review of new residential area land use policies, planned development options for large sites were proposed. In 1981, in place of the PUD, a planned development concept for sites of 5 acres or more in any zone, was proposed. However, due to concerns about the relaxed structure and limited details of the proposal, and out of fear that large employment or institutional developments could be located in residential areas, the Council ultimately chose not to consider the merits of the policy.

Council did approve a lower-density Planned Residential Development (PRD)process that was intended to allow, on sites of two acres or more, increased housing options (including the possibility of attached housing) than was otherwise available in single-family zones. To citizens who valued a low density, detached dwelling unit, residential environment, this designation was a perceived threat to single-family neighborhoods. Some citizens proposed limiting both the potential density increase as well as the ability to build attached structures, which they believed were inherently in conflict with the notion of a detached, single-family neighborhood. In light of these concerns, Council approved the amendments to the PRD process and also approved a Clustered Housing Planned Development (CHPD) process that was conceived as an alternative to the PRD.

As currently configured, both the CHPD and the PRD are options in single-family zones whose greatest benefit is allowing a developer to cluster housing in a non-traditional lot configuration on sites of two acres or more. The CHPD only allows detached single-family structures at densities consistent with the single-family zone in which it is located. The City may adjust some standards, such as required setbacks or site coverage, to acknowledge site constraints and opportunities. One additional dwelling unit may be permitted if the development includes recreational facilities or child care available to the surrounding neighborhood. The CHPD is an administrative conditional use, allowed subject to a Type II Director's decision, appealable to the Hearing Examiner. To date, only a few sites have been successfully developed as CHPDs.

The PRD allows only detached single-family structures within 100 feet of the edge of a qualifying 2 acre site, no more than 20% of which may be in single family use at

the time of application. Multifamily townhouse structures are allowed within 100 feet of the edge of the site only where that edge does not abut a single-family zone. A density increase of 20% is possible, though only through Council approval, if the development contains low-income housing, or open space and recreational facilities that are open to the surrounding neighborhood. No PRDs have ever been approved in Seattle.

Residential planned development opportunities have had limited use and effectiveness in Seattle, as they are often deemed by developers as too prescriptive and limited in scope, and focused on producing only low-density or single-family dwelling units. Due to the burden of these limitations and the lengthy discretionary process, they offer little benefit to promote innovative developments on large sites.

III. Major Institutions

Another approach to large site development Seattle has used is the major institution process for addressing the large-site, phased-development associated with the city's major educational and medical institutions. The major institution process, with significant community involvement, allows major medical and higher educational institutions to have greater density of development through more institution-specific development standards in exchange for a commitment to prepare and adhere to an approved master plan.

Major institutions are strictly limited to hospitals and colleges or universities and are identified by an overlay district on the City's Official Land Use Map. The overlay frequently allows structure heights well above those allowed by the underlying zoning designation because they are predicated on adherence to the master plan. Seattle has approximately 14 major institutions, most of whom have developed a master plan. While Major Institution Master Plans have been effective in allowing a surrounding community to learn about future institution development plans and incorporate measures to address the impacts of those plans on a community, adherence to a master plan can challenge institutions because of the changing nature of their funding and service delivery models. Since the majority of educational institutions are public, funding of facilities is largely controlled by state budget appropriations that are subject to changing public priorities. Medical institutions are also governed to some extent by the state who determines the need for additional hospital beds. Medical institutions are also subject to changes in health care and the advances in medicine and patient treatment that often cannot be anticipated when an institution prepares a master plan necessitating cycles of amendments to a master plan. Major institution master plans affect only property controlled by the institution, and as land is added or deleted from an institution's ownership, it may also necessitate amendments to the master plan. Modifications to a master plan are frequently a resource-intensive process.

IV. Planned Community Developments

In 1985, the City Council adopted the Planned Community Development (PCD) process for projects in downtown. It applies to sites of 100,000 square feet or more. The PCD process allows a developer within the designated PCD to take advantage of floor area bonuses in exchange for public benefits, as with most Downtown zones. It also allows floor area to be transferred across sites within the PCD, so that some structures may actually exceed the maximum allowed floor area of the underlying zoning while other sites will be held below the maximum so that the total amount of developed floor area does not exceed the underlying zone limits for the entire site. The Director of DPD establishes the public benefit priorities that projects built within the PCD must satisfy in order to be eligible for approval as a PCD. Public benefits include priorities that implement the goals of the Comprehensive Plan, neighborhood plans, and a minimum of three public benefit priorities from a list that includes low income housing, historic preservation, open space, and improvements to urban form, pedestrian circulation, or transit facilities. The PCD does not allow any deviation from height limits or use provisions of the downtown zone in which it is located. Only one PCD has been applied for and approved in the 25 years that the process has been available. The sole approved PCD preserved the Union Station landmark and incorporated additional open space and improved pedestrian circulation in exchange for incorporating the proposed office development on the remainder of the site. Further analysis of the effectiveness of the PCD tool as a tool for large site development is provided later in this report.

V. Major Phased Development

Another large site redevelopment zoning tool is the Major Phased Development (MPD) process, which acknowledges the long-term phasing of major non-residential development in commercial and industrial zones that, owing to size or function, is complex enough to require construction phasing over a long period of time. The minimum site size is 5 acres, and the project must be composed of a single interrelated campus containing more than one building and exceeding 100,000 square feet of gross floor area. No provision is made for modifying development standards or uses. To date, only one applicant has proposed and developed as a MPD, Amgen Corp. (formerly Immunex) along the Elliott Bay waterfront near Piers 90/91.

ANALYSIS

DPD has generally concluded that neither prescriptive zoning, nor existing planned development processes, are suitable to help achieve the vision proposed for Yesler Terrace or capture the opportunities it presents. This conclusion is based on a comparison of the previously described, existing tools to specific site circumstances and redevelopment goals for a site such as Yesler Terrace. Current tools generally respond to a particular type of development opportunity that isn't comparable to Yesler Terrace, given the diverse range of uses and intensities, and the

environmental performance envisioned . However, the Planned Community Development and traditional zoning alternatives bear further examination in order to better assess how the site's redevelopment could achieve the City's and SHA's goals and objectives at this location. The PCD may have some merit because it is the closest the City has come to developing a widely applicable planning and zoning tool applicable to larger site development while addressing public objectives. Additionally, traditional zoning can help to specify uses and structure sizes or density on particular sites within the Yesler Terrace development.

The Planned Community Development

The Planned Community Development (PCD) provides only limited flexibility for a large site development. PCDs allow moving floor area around a large site in exchange for a public benefit such as preserving an historic structure. Floor area ratios or FAR established by the underlying zoning limits the density of development on the PCD site. The potential for public benefit accruing from a comprehensive development on multiple and abutting sites, including those bisected by a public right of way, was anticipated when the PCD process was conceived. Until recently, the City used FAR to control density in downtown zones only, and therefore the PCD was limited to downtown zones.

Under Section 23.49.036 of the City's Land Use Code, PCDs are permitted as a Type II land use decision, made by the Director of DPD and appealable to the Hearing Examiner. As previously noted, it is the Director's responsibility for determining the public benefit priorities for the PCD before the developer submits an application.

In addition to ensuring that the PCD effectively meets the public benefit requirements, the Director's decision to permit a PCD is based on an assessment of the potential impacts of the PCD on housing, transportation, parking, energy, and public services. Impacts to other components of the environment, such as noise, light and air, public views and water quality, must also be mitigated. The Director may also mitigate impacts associated with the PCD by placing conditions on the development to help ensure its compatibility with the surrounding downtown area.

The minimum site size of 100,000 square feet or more was originally conceived for sites where the anticipated use was non-residential. The base floor area permitted for the site cannot be exceeded without participation in downtown bonus or transfer of development rights (TDR) programs. The PCD does not allow any deviation from height limits or use provisions of the downtown zone in which it is located. Nor may any requirements for minimum sidewalk widths, view corridors, non-conformity, or other standards of the zone(s) in which the PCD is located, be modified or waived in approving a PCD.
With the advent of FAR employed increasingly in zones throughout the city, the limitation of allowing PCDs only in downtown zones is no longer necessary.

The PCD approach is not suited to address the opportunities and challenges of redevelopment of a site the size and character of the proposed Yesler Terrace without substantial amendment. By comparison the minimum site size for a PCD is equivalent to approximately 2.5 acres, whereas the Yesler Terrace site is closer to 30 acres. To reconsider its applicability to substantially larger sites may render it less effective in accomplishing the purpose for which it was originally intended, as a means to allow flexibility in the development of floor area and design of structures on smaller aggregated sites that may be bisected by streets or other rights of way. Flexibility in development standards provided by the PCD and the public benefits associated with a PCD focus on a limited number of specific objectives rather than on a broad spectrum of benefits that may accrue from a large site development as envisioned at Yesler Terrace. Further, the PCD generally relies on underlying zoning and is intended for sites that are largely non-residential. Yesler Terrace is characterized largely as a residential development, though a significant commercial component is planned to accompany and serve the residential development. The approach of a modified PCD would require changing the PCD mechanics and purpose, with little or no option remaining for the type of situation for which the PCD was formulated – allowing discretion on smaller sites where specific public benefits could be achieved in exchange for commercial development flexibility.

Traditional Zoning Classifications

L3 zoning at Yesler Terrace reflects the existing density and use of the site. The L3 zone accommodates a mix of small- to moderate-scale residential structures primarily in urban centers, urban villages, and Station Area Overlay Districts in order to establish multifamily neighborhoods of moderate scale and density.

Within Yesler Terrace's approximately 30 acres, there are 561 dwelling units contained in multiple lowrise multifamily structures. The Yesler Terrace site has been zoned L3 since 1982. L3 zoning was determined to be the best fit for a primarily residential multifamily community built to the existing scale and density of the current community. Redevelopment of the community was not anticipated at the time. Assuming it would continue to be a low income, residential community, L3 zoning was believed to provide ample opportunity for the community to grow modestly or update and maintain structures as deemed necessary.

With the anticipated comprehensive redevelopment of Yesler Terrace, the site is expected to support a mixed-use community of up to 3,000 to 5,000 housing units, serving a mixed-income community in a variety of housing types, including highrise and lowrise structures. Because the neighborhood is proposed to be a mixed-use neighborhood, the site would need to accommodate commercial uses, prohibited in L3 zones. The Comprehensive Plan's inclusion of this area within the Capitol Hill/First Hill Urban Center indicates the expectation that it is suitable for higher density and a wider mix of uses.

Under the L3 zone, redevelopment of the site could, accommodate up to twice as many dwelling units as presently exist, in townhouse or apartment structures up to 40 feet in height. FAR has been proposed to control the density of development in the City's lowrise zones that would allow up to 2 FAR in L3 zones, depending on the housing type proposed. The higher FAR would be allowed for multifamily apartment structures, with lower FAR allowed for smaller structures such as townhouses and cottage housing. To achieve the level of residential development anticipated on the Yesler Terrace site, it would be necessary to rezone the site to a higher density residential zone, such as Midrise or Highrise, or to a Commercial mixed use zone. Under either multifamily or commercial zoning, open space would be required on a lot-by-lot basis, and assuming approximately 25% of each lot is used for landscaped setbacks and open space, the amount of open space when fully developed would be similar to the eight acres being proposed for the redevelopment. However, in the L3 zone, open space would not be developed as a unified greenspace, or contribute in other ways towards the urban form and design of the community. In addition, the green factor landscaping requirements would be based on lot by lot calculation, whereas applying such requirements on a site-wide basis introduces opportunities to maximize better ecological performance which is ultimately the intent of the Seattle's Green Factor requirements.

In order to accommodate a dense mixed-use community of residential and commercial development, in structures taller than 40 feet, the site or portions of the site would need to be rezoned to a commercial zone. Neighborhood Commercial (NC) zones are intended for mixed-use development in a pedestrian oriented environment. They allow a wide range of commercial uses and services, as well as residential uses, generally in mixed-use buildings with height limits ranging between 30 feet and 160 feet. NC zones range from NC1 to NC3, with each zone gradually increasing the size and range of commercial uses allowed. In NC1 and NC2 zones, size of use is widely limited due to their intended purpose to serve communities of modest density and scale, where impacts from larger uses serving a citywide or regional clientele could unreasonably impact a surrounding lower density neighborhood. NC3 zones are more characteristic of neighborhood business districts that are located within urban centers and villages, providing locations for a diversity of uses offering a wide range of goods and services to a citywide or regional clientele. Generally, uses in NC3 zones are not limited as to size and are generally located on principal arterials.

The City has successfully developed and implemented new zones that, like the Seattle Mixed zone, whose most significant application to date is in South Lake Union, are designed to reflect a desired new or varied urban character for an area. Seattle Mixed zoning is designed to be very responsive to planning for a different development character in an area or subarea. It continues to rely primarily on the orientation of lots to the street grid and underlying infrastructure. Because it applies to individual development sites it is limited in its ability to effectively allow flexibility in the orientation of development, the placement of open space, or in specific public benefits beyond what is contemplated for the overall development of

the area in which the zone is applied. Allowing use and development standards to be applied with some specificity to streets and sub-areas, reflecting a primary intention that as an area develops over time, under multiple ownerships, it achieves the desired urban character for the area, is nevertheless a useful tool for achieving planned objectives for an area.

Challenges to Applying New Zoning to the Yesler Terrace Site

Although existing zones provide ample opportunity to accommodate the uses and activities envisioned for a site such as Yesler Terrace, simply applying multifamily and neighborhood commercial zoning will not address the more fundamental need to ensure a unified overall planning and design concept for the site that not only regulates development scale and use, but shapes the new community, the range of public benefits provided, and its relationship to its surroundings. For example, open space required by traditional zoning can respond to the needs of occupants of one building on one lot, but cannot provide for the collective needs of a community in a location that maximizes accessibility and usefulness to the public. If neighborhood commercial zoning were applied, for example, there would be no limit on lot coverage – in response to the fact that on typical commercial streets where that zoning is used, it is better to occupy the entire site and present a better pedestrian oriented façade to the street front. As open space would be limited, there is little likelihood that the site would achieve the kinds of large and contiguous open spaces possible with a comprehensive redevelopment of the site.

Rezoning the site with existing zoning designations would require the City to envision a build-out scenario with detailed assumptions about design and amenities that may not be able to be effectively assessed on a lot-by-lot basis. Commercial zoning would provide less assurance about the uses and activities that could be developed over time, not allow a developer to secure approval of a large phased development necessitating new permit processes each time a project is proposed, and uncertainty in terms of future development standards and requirements. In terms of developing on-site sustainable energy and water infrastructure, the opportunity to effectively finance such an investment may be compromised without assurance about allowable future uses.

Larger sites within a highly urbanized area present an extraordinary opportunity to implement new models of urban development, allowing integration of sustainable principles, higher density, and a mixing of uses, to create vibrant, walkable neighborhoods and other significant public benefits. Prescriptive zoning alone cannot address the more fundamental opportunities presented by the project, or provide the site planning and design flexibility necessary over time as the community develops.

Yesler Terrace and a Master Planned Community

SHA has engaged the City in discussions about zoning options and mechanisms for reviewing the Yesler Terrace redevelopment. SHA and City staff have assessed a range of existing City development review tools and processes that provide for flexibility on large sites with phased development.

SHA is preparing an EIS analyzing a range of alternatives for the redevelopment of the Yesler Terrace neighborhood into a mixed-use community designed to meet many different expectations. Housing, environmental sustainability, integrated open space and rights of way, a mix of uses including housing, retail sales and services, and office development are all vital factors of this new neighborhood.

In order to be redeveloped in the comprehensive manner proposed, Yesler Terrace will require, at a minimum, a change to the Comprehensive Plan Future Land Use Map and a rezone in order to allow the desired mix of uses. Yesler Terrace's development is aligned with Comprehensive Plan growth management goals by allowing a significant increase in density in one of the City's six urban centers -- an area where new infrastructure, open space, and other public amenities can accompany site development, all within an area close to downtown and to jobs, services, and excellent transit options.

Under SHA's proposal and consistent with the goals of the Growth Management Act, comprehensive planning and environmental review would occur to set the parameters for future development of the site. The advantages of planning a phased development on the site are that it:

- gives clear guidelines and standards that the developer, the City, and the community can rely on for long-term planning
- provides advance notice of development plans
- allows affected agencies to plan for public improvements needed to accommodate development
- allows for an efficient permitting process
- provides a basis for mitigating project impacts.

After consideration of the options, DPD determined that no existing City mechanism effectively maximizes the opportunities for a coordinated, mixed use, phased development accompanied by substantial public benefit. Existing zoning alternatives are not believed to be practical solutions because of prescriptive code and permit processing requirements. Review under a newly-created Master Planned Community process and zone designation would likely involve several steps: (1) a Comprehensive Plan policy and map amendment to establish broad policy objectives for the new concept and to serve as a framework for later creation of a new Master Planned Community (MPC) zoning designation and associated development requirements; (2) a Land Use Code amendment to establish the new zone and apply that zone designation to the site; (3) simultaneous with adopting an amendment to the Land Use Code, the City proposes to adopt a planned action

ordinance and/or a development agreement; and (4) project review, including a planned action ordinance that incorporates elements of the master plan and SEPA mitigation requirements.

As conceived, the City Council could approve an MPC only on sites of at least 20+ acres, located in an urban center. Because urban centers are where the greatest proportion of Seattle's future growth is anticipated, it is also where the City has the opportunity to realize substantial public benefit through careful planning for higher density, with an optimal mix of uses and a diversity of building types, jobs, housing, and the goods and services necessary to meet community needs. An MPC can also be used to produce broader public benefits that will help the City to meet environmental sustainability and growth management goals by developing a primarily residential community, that also improves the ecological functioning of the site by addressing key issues on a community-wide scale. Some issues that could be addressed include providing transit, bicycle and pedestrian infrastructure and services to reduce automobile dependence; providing on-site district heating and cooling systems to reduce loads on off-site utilities; enhancing stormwater infiltration, wildlife habitat, air purification; and providing for local food production through thoughtful design and integration of landscape and open space features with planned structures and rights-of-way.

Prior to Council approval of an MPC, a proponent would conduct an appropriate level of environmental review, likely developing an Environmental Impact Statement (EIS) that would evaluate the potential significant adverse impacts that may be anticipated and a list of mitigation measures to address those impacts. Approval of the MPC assumes that the project would be built in phases over an extended period of time, during which proposed mitigation measures would remain relevant. In adopting a Planned Action ordinance, the City can set a time period for evaluating whether conditions have changed to the extent that the EIS is no longer valid or its mitigations no longer adequate. If the City makes a determination that further environmental review of proposed phases of the development is required, the proponent would be expected to provide the necessary analysis.

Conclusion

In summary, the Yesler Terrace project is a long-term, phased community development effort that aims to create a holistic community and to make significant investments in sustainable systems and public amenities. The project will not be well-served by traditional zoning that looks at development as isolated buildings and only as it relates to its immediate surroundings. Currently available zoning designations may allow all of the uses SHA intends to include in the redevelopment of the Yesler Terrace neighborhood, but it leaves the City without dynamic tools to link that new development to realizing a forward-looking, sustainable plan for the site overall. Traditional zoning also means a cumbersome, project-by-project review, which is not an optimal process for the City and will not provide SHA with the flexibility to adapt the development of specific buildings within the site plan to address changing market conditions over time. Focusing on the development of

each lot will not allow for the creation of a cohesively designed urban community, with a high level of environmental sustainability and other public benefits not typical of lot-by-lot development.

For these reasons we recommend establishing a "Master Planned Community" process for review of large sites in urban centers, requiring an integrated, phased development plan with specific commitments to key aspects of the site's planning and design including overall program, use and housing affordability; public streets and open space configuration; building siting, orientation, bulk and height; urban design guidelines; and standards for the provision of sustainable infrastructure such as district heating and cooling and green stormwater infrastructure. This tool would replace traditional prescriptive zoning which does not offer the ability to address these planning and design issues in an integrated way.

Traditional zoning approaches work best when knitting together an urban fabric that is the product of many small ownerships and activities. In a densely built city, it is an exceptional opportunity to be able to look holistically at development proposed on a large site, under one ownership, in a way that allows the optimal placement of structures relative to topography and other natural site conditions, location of natural and recreational areas, the appropriate sizing and array of commercial spaces and uses, development of sustainable infrastructure, inclusion of public amenities and allowing the reconnection of an isolated neighborhood to the broader city community.

As cities grow over time, there is plenty of evidence of missed opportunities that may have resulted in a more desirable urban environment. Reclaiming the best of what historical development accomplished through efficient public transportation systems, proximity to jobs and the goods and services people need, and providing people with access to centrally located open space is a challenge. Sustainable planning looks for opportunities to re-invent city development, laying the groundwork for how the city will evolve in the future. Large undeveloped or re-developable sites, under common ownership, in the city are rare and provide an opportunity to challenge conventional thinking around how people may live more efficiently and conveniently in the future, and case can help to demonstrate how health, safety and welfare can benefit from selectively integrating uses and activities.

Attachment D

North Beacon Hill Neighborhood Plan Update

This document presents a line-in/line-out version of amendments to the North Beacon Hill Residential Urban Village Neighborhood Plan Goals and Policies.

Land Use & Housing Goals

NBH-G1 A well-defined mixed-use residential neighborhood where the lives of Beacon Hill residents are enhanced, in part, through affordable and diverse housing options available throughout the neighborhood ((~~urban village that provides future housing opportunities and enhances the lives of Beacon Hill residents~~)).

NBH-G2 A vibrant mix of housing close to the light rail station.

Land Use & Housing Policies

NBH-P1 Encourage sensitive transitions between development densities throughout the urban village; in particular between the Town Center and surrounding residential areas. ((~~Establish methods to focus future growth to areas within the urban village best served by existing and future transit and community services. As part of this effort, consider NC2/R-40 as well as less intensive commercial and multifamily zoning in areas abutting existing NC2 zones, including consideration of upzoning single-family zoned areas approximately as shown on attached Map P-1.~~))

NBH-P2 To enable any implementation of rezoning to be considered under Policy P1, that portion of Beacon Avenue South located within the boundaries of the North Beacon Hill Residential Urban Village is designated a principal commercial street.

NBH-P3 Encourage a mix of unit prices and sizes through active use of incentives, direct City funding, and surplus property programs. ((~~Provide for a more diverse mix of housing types and densities, especially in the northern portion of the North Beacon Hill neighborhood.~~))

NBH-P4 Encourage affordable, family-sized homes through incentives, direct City funding, and surplus property programs. In particular, strive to preserve, or when needed, replace affordable family-sized apartments.

NBH-P5 Encourage a balance of affordable rental and homeownership housing through incentives, direct City funding, and surplus property programs.

NBH-P6 Encourage the development of housing close to the light rail station.

NBH-P7 Capture the opportunity created by light rail to support affordable housing development close to the light rail station by including homes appropriate for different family sizes, so that residents are able to stay in the neighborhood, even as the housing market changes over time.

NBH-P8 ((~~P4~~)) Seek to maintain the character of low density multifamily areas in the northern portion of the urban village while providing opportunities for additional mixed-use residential development in the retail core in the southern portion of the urban village.

~~**NBH**-P5 Recognize areas within the urban village where future growth will support economic development of small neighborhood businesses and mixed-use residential buildings~~.

~~**NBH**-P6 Support City housing initiatives such as the Mayor' s Housing Agenda recommendations and housing demonstration projects for affordable housing through design innovations for Accessory Dwelling Units (ADUs) and Residential Small Lot (RSL) zoning.~~

NBH-P9 Allow alternative housing types, such as cottage housing, in single-family zones to support affordable choices while preserving the single-family character.

NBH-P10 Support a continuing mix of small businesses and encourage new small businesses by providing technical assistance and access to financing.

((~~Library Siting Goal~~))

((~~NBH~~ ~~G2 A neighborhood with a library in the "heart" of the neighborhood which will be consistent with the community-based siting criteria including improved pedestrian safety, improved transit access, visibility, and compatibility with neighborhood character and support the educational and informational mission of the library system.~~))

((~~Library Siting Policies~~))

Town Center Goals

NBH-G3 A civic gathering space appropriate and flexible for the diversity of cultures living in the neighborhood.

NBH-G4 An urban village with a strong overall business district image and identity that is home to a variety of commercial services, including a grocery store and a mix of small, local and ethnic businesses.

NBH-G5 Higher-density development surrounds the light rail station and is responsive to the neighborhood context at a variety of scales, from single-family houses to multistory buildings.

NBH-G6 A redevelopment of El Centro de la Raza that builds on the site's history and serves as a defining civic element of the Town Center.

NBH-G7 A Town Center urban form that transitions from denser development at the Town Center core to less dense and single-family residential neighborhoods in a manner that is responsive to the context and character of the North Beacon Hill neighborhood.

Town Center Policies

NBH-P11 Retain local access to food, including a grocery store in the commercial core.

NBH-P12 Promote services that can serve neighborhood residents who commute by light rail, such as childcare, close to the station.

NBH-P13 Preserve and support the expansion of the role of El Centro as a cultural and service center, including current social services such as childcare and a food bank.

NBH-P14 Support a multicultural gathering venue.

NBH-P15 Support mixed-use development on the El Centro site through appropriate zoning or regulatory changes.

NBH-P16 ((~~P7)~~) Recognize the importance of the library as a focal point for a community with an ethnically diverse population, a significant number of whom are young, and its role as a symbol of pride and identity.

NBH-P17 Guide future development and potential rezones so they contribute to an urban form and character at the Town Center that is responsive to the North Beacon Hill vision.

((~~NBH~~ ~~P8 Support a new library design that is highly visible, incorporates opportunities for open space or civic gathering areas, and is a reflection of the diverse cultural and historic fabric.~~))

Public Safety Goal

NBH-G8 North Beacon Hill is an active and safe neighborhood for a diversity of people, throughout the day and evening.

Public Safety Policy

NBH-P18 Encourage additional eyes on the street over the course of the day and evening through community programs and festivals, the design of new developments and other means.

Transportation: Pedestrian Improvements Goal

NBH-G9 ((~~G3~~)) An urban village that is a pleasant place to walk with good access to((~~and use~~)) alternative transportation, where ((~~streetscapes are~~)) lively, friendly and safe streetscapes encourage pedestrians and bicyclists((~~places~~)), and where roadways are seen as public access for walkers, bicycles, and buses as well as cars.

Transportation: Pedestrian Improvements Policies

NBH-P19 ((~~P9~~)) Enhance pedestrian safety along key streets within the urban village and discourage projects that would hinder pedestrian access. ((~~Create enhancements to pedestrian safety along key pedestrian streets within the urban village and discourage barriers to those improvements.~~))

NBH-P20 ((~~P10~~)) Seek improvements, such as crosswalks, pedestrian-activated crossing signals, signage, curb bulbs or other devices that will improve pedestrian safety along Beacon Ave. S., that support increased access to shopping and transit.

NBH-P21 ((~~P11~~)) Provide for improved and safe pedestrian access to the((~~a new~~)) North Beacon Hill Library through the ((~~location and~~)) design of ((~~the library and~~)) surrounding streets and walkways.

Transportation: Transit Service Goals

NBH-G10 ((~~G4~~)) An urban village with transit service that serves the needs of the existing population and also provides for improvements to serve the neighborhood's projected population growth.

NBH-G11 ((~~G5~~)) An urban village with an established neighborhood station and transit linkages to all other alternative transit modes available.

Transportation: Transit Service Policies

NBH-P22 ((~~P12~~)) Recognize the current high levels of transit ridership on North Beacon Hill and support improvements to transit systems to encourage continued transit ridership and less reliance on the automobile.

NBH-P23 ((~~P13~~)) Strive to improve transit connections within Beacon Hill and to and from other neighborhoods to create a seamless transportation network for the neighborhood.

NBH-P24 ((~~P14~~)) Support the effort by King County Metro Transit to improve the transit system in and around Beacon Hill.

Transportation: Traffic Calming Goals

NBH-G12 ((~~G6~~)) A residential urban village in which neighborhood traffic functions efficiently and safely and in which traffic calming devices that improve pedestrian safety are placed at strategic locations.

NBH-G13 ((~~G7~~)) Recognition of the link Beacon Avenue Boulevard provides through the entire neighborhood planning area.

Transportation: Traffic Calming Policies

NBH-P25 ((~~P15~~)) Recognize the existing residential character of many streets within the urban village and support mechanisms to protect these streets from increased traffic.

NBH-P26 ((~~P16~~)) Strive to implement neighborhood traffic-calming control devices and strategies that protect local residential streets from through-traffic, short-cutting, high volumes, and high-speed traffic as growth occurs within the urban village.

NBH-P27 ((~~P17~~)) Recognize the unique topography and location of North Beacon Hill and its connections to major arterials, freeway access points, and ((~~new~~)) sports-stadium destinations and seek ways to mitigate the resulting traffic impacts on residential street systems.

NBH-P28 ((~~P18~~)) Recognize the unique conditions along Beacon Avenue as it cuts diagonally across the regular north/south and east/west street grid and creates irregular intersections and difficulties for pedestrian crossings.

NBH-P29 ((~~P19~~)) Use the Pedestrian Master Plan, which recognizes the importance of Beacon Ave. S., to identify and prioritize pedestrian improvements. ((~~Enhance streetscapes on Beacon Avenue and provide pedestrian and bicycle improvements that will contribute to an improved image of the business district.~~))

NBH-P30 Use the Bicycle Master Plan, which recognizes the importance of Beacon Ave. S., to identify, prioritize and improve bicycle connections to Downtown, Jefferson Park and Rainier Valley.

NBH-P31 ((~~P20~~)) Encourage improvements on Beacon Avenue that enhance its functional use and physical appearance.

Open Space & Urban Design Goals

NBH-G14 ((~~G8~~)) An urban village that provides open space amenities and utilizes design guidelines for future development that benefits the neighborhood and contributes to a livable environment.

~~**NBH**-G9 An urban village with a "sense of place" created through open space and urban design elements for residential areas and an improved overall business district image and identity.~~

NBH-G15 A range of well-maintained parks and community open spaces in the urban village core with programs that accommodate a diversity of uses and users.

Open Space & Urban Design Policies

NBH-P32 ((~~P21~~)) Seek to create additional public open space amenities within the urban village through future public acquisition and encourage the inclusion of public open space in private development.

NBH-P33 ((~~P22~~)) Recognize that public streets are part of the open space network within the urban village and strive to improve the physical character and quality of the key pedestrian streets.

NBH-P34 ((~~P23~~)) Consider the development of pedestrian and bicycle trails through publicly owned greenbelts throughout North Beacon Hill.

NBH-P35 ((~~P24~~)) Develop, through public programs and public/private partnerships, at key locations within the commercial core along Beacon Avenue, small civic open spaces, gateways, landscaped features and pedestrian streetscape amenities.

Parks & Recreation Goal

NBH-G16 ((~~G10~~)) A neighborhood with parks that serve the needs of both regional and local users.

Parks & Recreation Policies

NBH-P36 ((~~P25~~)) Explore and support opportunities to increase usable open space in parks that serve the neighborhood, including at Jefferson Park.

NBH-P37 Seek to create small pocket parks throughout the urban village, either through City acquisition or private development.

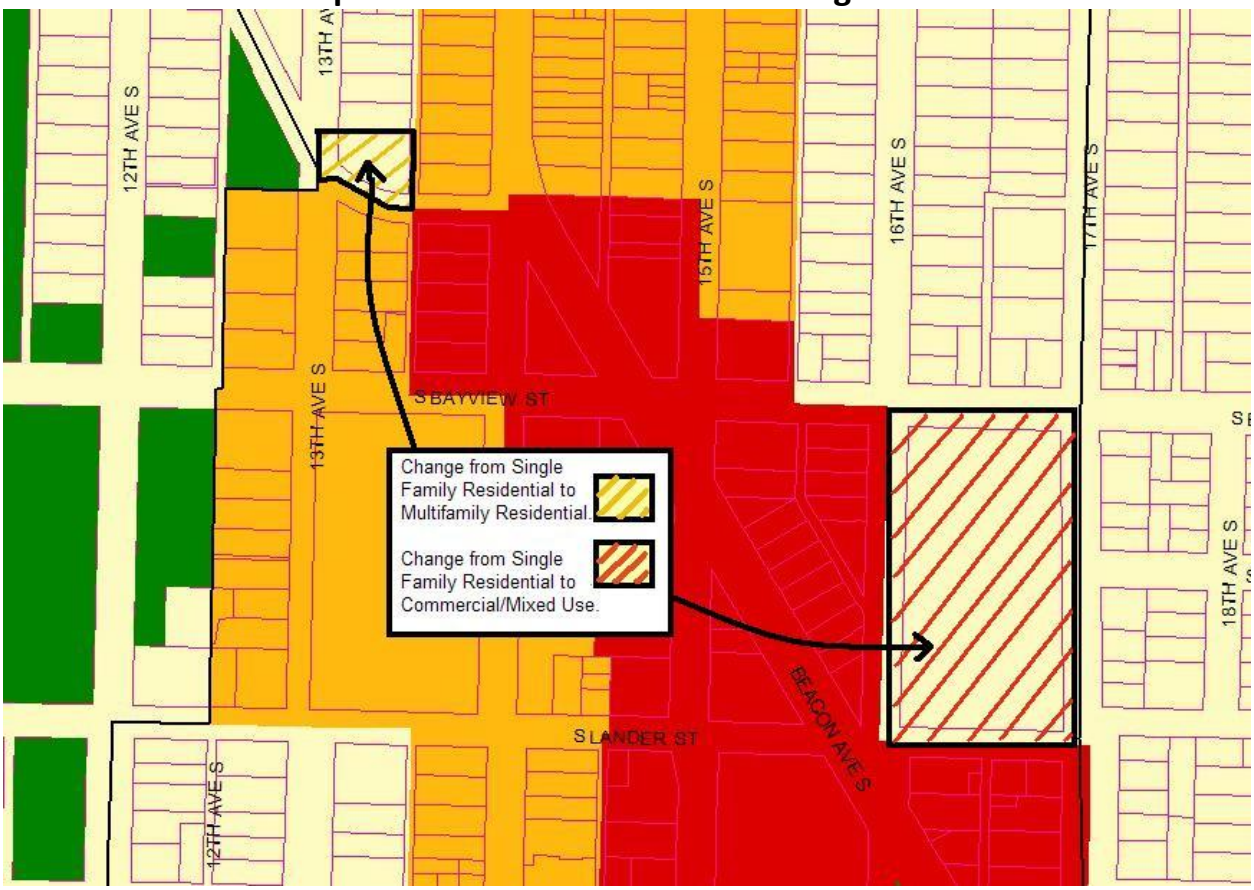
NBH-P38 Continue to develop neighborhood-specific cultural programming and design elements in Seattle's parks.

NBH-P39 ((~~P26~~)) Seek to preserve scenic views from parks located within the neighborhood.

NBH-P40 ((~~P27~~)) Encourage opportunities for public art within the neighborhood's parks.

Attachment E

Proposed North Beacon FLUM Change



Excerpt from the Future Land Use Map

Attachment F

North Rainier Neighborhood Plan Update

[*This document presents a line-in/line-out version of amendments to the North Rainier Hub Urban Village Neighborhood Plan Goals and Policies.*]

Town Center Goal

NR-G1 A Town Center that concentrates housing, commercial uses, services and living-wage employment opportunities; that is well served by transit and nonmotorized travel options; and that is well designed and attractive to pedestrians.((~~A Town Center with the highest densities in the neighborhood that is well connected with the regional light rail station, consists of housing and vital commercial activities, provides living-wage employment opportunities, is pedestrian and bicycle oriented, and has attractive streetscape and amenities.~~))

Town Center Policies

NR-P1 Recognize the "Town Center" as the area where ((~~the neighborhood would like to use~~)) land use ((~~and zoning~~)) designations ((~~that~~)) facilitate transit-oriented development to promote appropriate((~~assemble and finance the type of~~)) development ((~~envisioned by the neighborhood~~)) around the light rail station.((~~, and~~)) ((~~strive to facilitate the vitality of existing businesses that help meet the neighborhood's employment goals.~~))

NR-P2 Foster development of a shopping district comprised of businesses that provide products and services meeting the needs of community members from different cultural backgrounds.

NR-P3 Promote uses around transit facilities such as businesses open into the evening hours and housing that provides "eyes on the street."

NR-P4 Encourage the construction of physical improvements and activity programming that are culturally relevant to people with disabilities throughout the Town Center.

NR-P5 Provide sufficient utility capacity within the Town Center to support the desired future density.

NR-P6 Within mixed-use zones in the Station Area Overlay District, define and consider minimum residential densities in new buildings in order to create the critical mass of people and activity for a Town Center.

((~~New~~)) Housing ((~~for North Rainier~~)) Goals

NR-G2 Housing in the neighborhood ((~~which~~)) meets community needs for a range of household incomes and unit sizes, and makes a compatible transition from higher-intensity mixed-use and multifamily residential to single-family areas.

NR-G3 Development within the Town Center prioritizes housing that serves households across a range of incomes.

((~~New~~)) Housing ((~~for North Rainier~~)) Policies

NR-P7((~~2~~)) Seek to promote the highest intensity residential development in the proposed "Town Center,((~~.~~))" ((~~Encourage the "Town Center" to be~~)) the focal point of mixed-use commercial and residential development.

NR-P8 Encourage additional multifamily or mixed-use development in the following areas: south of the Rainier/ MLK intersection within the urban village, and continue south toward Rainier Valley Square Shopping Center; and in vacant parcels located east to 23rd Ave. S. and west to 17th Ave. S. around the intersection of Massachusetts St. and Rainier Ave. S.

NR-P9 ((~~3~~)) Seek to maintain single-family zoned areas within the urban village, but allow rezones to Residential Small Lot to encourage cluster housing developments and bungalow courts. Any single-family-zoned area within the urban village is appropriate for any of the ((~~Residential Small Lot (RSL)~~)) small-lot single-family designations, provided that the area meets other requirements of the land use code rezone evaluation criteria for rezones of single-family land. ((~~Allow for the rezone of property north of S. Holgate St. that is adjacent to both multifamily and commercially zoned areas to lowrise multifamily zones which permit residential densities that are no higher than permitted in the RSL zone.~~))

NR-P10 Include a portion of single-family area located between 24th Ave. S. and 25th Ave. S. north of S. McClellan St. within the urban village and within the Station Area Overlay District, and support a multifamily zoning designation for the area that would allow more compact residential development.

NR-P11 ((~~4~~)) Seek partnerships with local social service providers, and continue to develop programs such as down payment assistance to develop affordable and attractive home-ownership opportunities in the North Rainier Valley.

NR-P12((~~5~~)) ((~~Seek to u~~))Use design guidelines within the North Rainier Hub Urban Village so that((~~to promote mixed-use, townhomes, and~~)) higher-density development includes((~~which accommodates the anticipated growth, while promoting the development of~~)) well-designed structures that respond to the desired future physical character and existing positive attributes of the surrounding natural environment ((~~of~~)) and the neighborhood. ((~~Seek to avoid suburban "tract home style" developments that detract from the character of some North Rainier's single-family neighborhoods.~~))

NR-P13 Encourage a mix of home prices and sizes through active use of incentives and funding.

Economic Development Goals

NR-G4 A vibrant business district that serves North Rainier residents and is a destination shopping area with stores that serve the greater Rainier Valley.

NR-G5 ((~~7~~)) The neighborhood retains sufficient zoning capacity to facilitate employment growth.

NR-G6((~~8~~)) A local economic climate in which North Rainier's unique small businesses can remain economically viable, and have the opportunity to grow as the Town Center grows.

NR-G7 North Rainier Hub Urban Village is known as a "Green Hub" providing green jobs and training, and green development.

Economic Development Polic((~~y~~))ies

NR-P14((~~9~~)) Seek to maintain the general commercial zoning that is outside the proposed Town Center in order to provide a land supply that promotes higher-wage manufacturing, distribution, and office and professional employment.

NR-P15 In fulfilling its role as the hub urban village for the Rainier Valley, North Rainier should include training programs and jobs for youth that prepare them for family-wage jobs in the area and region.

NR-P16 ((~~s~~))Strive to facilitate the vitality of existing retail and businesses that help meet the neighborhood's employment goals and serve as destination businesses for customers from the Rainier Valley and beyond in addition to meeting the daily needs of residents.

NR-P17 Provide technical and financial support to small business that meet the needs of the ethnic and cultural businesses in the neighborhood.

NR-P18 Strengthen local business associations that include and support the presence and growth of businesses owned by immigrant and minority community members.

NR-P19 Support and expand the existing diverse mix of generally small-scale businesses.

NR-P20 Encourage the inclusion of affordable commercial space in new development.

NR-P21 Support training programs and jobs in North Rainier that capitalize on the green technology market in order to support the role of North Rainier as the hub urban village within the Rainier Valley.

NR-P22 Identify and promote opportunities for green infrastructure and development.

Community Life Goals

NR-G8((~~9~~)) North Rainier Valley's network of parks, recreational facilities, open spaces, and arts and culture programs are functioning and are well utilized.

NR-G9 Ethnic and cultural diversity is a continued presence in the businesses and community.

NR-G10 A community that supports and provides opportunities for neighborhood youth.

((~~Community Services Node Goal~~))

NR-G11((~~6~~)) The transportation and housing needs of residents of North Rainier's community service facilities are met.

NR-G12((~~10~~)) North Rainier is known as a safe and hospitable neighborhood through its residents' increased awareness of community-based crime prevention programs.

Community Life Policies

NR-P23((~~10~~)) Enhance community pride through establishment of a multicultural community center, multicultural community festivals, ((~~youth~~)) mentoring, and ((~~other youth~~)) programs that support positive and safe activities for youth.

NR-P24 Promote the location of cultural community centers and services in the transit-accessible areas of the neighborhood.

NR-P25 Support local agriculture and access to locally grown food through public mechanisms such as P-Patches and the Cultivating Communities program, as well as nonprofit and private mechanisms including farmers markets and on-site landscaping.

((~~Community Services Node Policies~~))

NR-P26((~~7~~)) Seek to meet the transit, access, and housing needs of users of North Rainier's community service facilities.

NR-P27((~~8~~)) Encourage housing and employment opportunities for people with special needs.

NR-P28 Encourage community-based efforts for cross-cultural integration among the business owners as well as among the broader community.

NR-P29((~~11~~)) Seek ways to enhance North Rainier's built environment through actions such as neighborhood-wide clean-ups and "adopt-a-street" programs, rehabilitation and reuse of old or historic buildings, and through reclaiming public land for public use (i.e., street ends, planting strips, and City-owned vacant lots and buildings).

NR-P30 Seek opportunities for the community and the Seattle Police Department to strengthen partnerships.

NR-P31((~~12~~)) Seek to promote community improvement projects that can be acted upon through community-based efforts, as well as through public investment.

Open Space Goal

((~~Reclaiming North Rainier's Olmsted Park & Boulevards Goal~~))

NR-G13((~~5~~)) Cheasty Boulevard and Greenbelt has been reclaimed and developed in a manner consistent with the 1909 Olmsted Parks and Boulevards Plan.

NR-G14 A "ring of green" surrounding the urban village with strong connections to the greenbelts, boulevards and parks, augmented with a hierarchy of open spaces.

Open Space Policies

NR-P32 Support partnerships with Parks, SDOT, DON, utilities, nonprofits and the community to enhance street-end stairs, and create safe trails where appropriate through the surrounding greenbelts.

NR-P33 Design parks and open spaces and programming to accommodate users of diverse ages, interests and cultures.

NR-P34 Consider using levy funds, general funds and partnerships with developers, to create a hierarchy of public and private open spaces that are publicly accessible and address the gaps identified in the Parks Gap Analysis.

((~~Reclaiming North Rainier's Olmsted Park & Boulevards Policy~~))

NR-P35((~~6~~)) Seek to preserve environmentally sensitive hillsides, particularly those in the Cheasty Greenbelt, and seek to protect them from further residential development.

Transportation & Transit Service ((~~for North Rainier~~)) Goals

NR-G15((~~11~~)) Good connections between the North Rainier Valley, Mount Baker, and the Beacon Hill that encourage use((~~strengthen usage~~)) of the Link Light Rail station.

NR-G16((~~12~~)) Neighborhoods adjacent to Rainier Avenue S and MLK, Jr. Way have effective traffic circulation and have implemented traffic calming strategies/facilities.

((~~Encouraging Pedestrians & Bicyclists Goal~~))

NR-G17((~~3~~)) A neighborhood served by a network of safe streets with amenities for pedestrians and bicyclists.

((~~Rainier & MLK Streetscapes Goals~~))

NR-G18((~~4A~~)) ((~~Development of~~)) Rainier Ave. S. is((~~as~~)) a highly functioning multimodal ((~~boulevard-style~~)) "complete street" that ((~~street which~~)) serves as the spine of the Rainier Valley((~~,~~)) and retains its existing vistas of Mount Rainier.

NR-G19((~~4B~~)) Continue to develop((~~Development of~~)) Martin Luther King Jr. Way S. as a ((~~landscaped boulevard-style~~)) "complete street," and part of the neighborhood' s network of streets with amenities for pedestrians, bicyclists, and transit riders.

NR-G20 A transformed Rainier Avenue S. between S. Bayview St. and Martin Luther King Jr. Way S. that functions as a pedestrian-oriented main street.

Transportation & Transit Service ((~~for North Rainier~~)) Policies

NR-P36((~~13~~)) Promote alternative transportation programs, such as bicycle commuting, local hiring, van pools, and transit ridership. ((~~Consider penalties for businesses that do not comply with Commute Trip Reduction requirements.~~))

NR-P37 Create seamless pedestrian and bicycle links within the Town Center, and to the surrounding community facilities.

NR-P38 Prioritize development of universally accessible routes between the Town Center and locations such as Lighthouse for the Blind and Center Park.

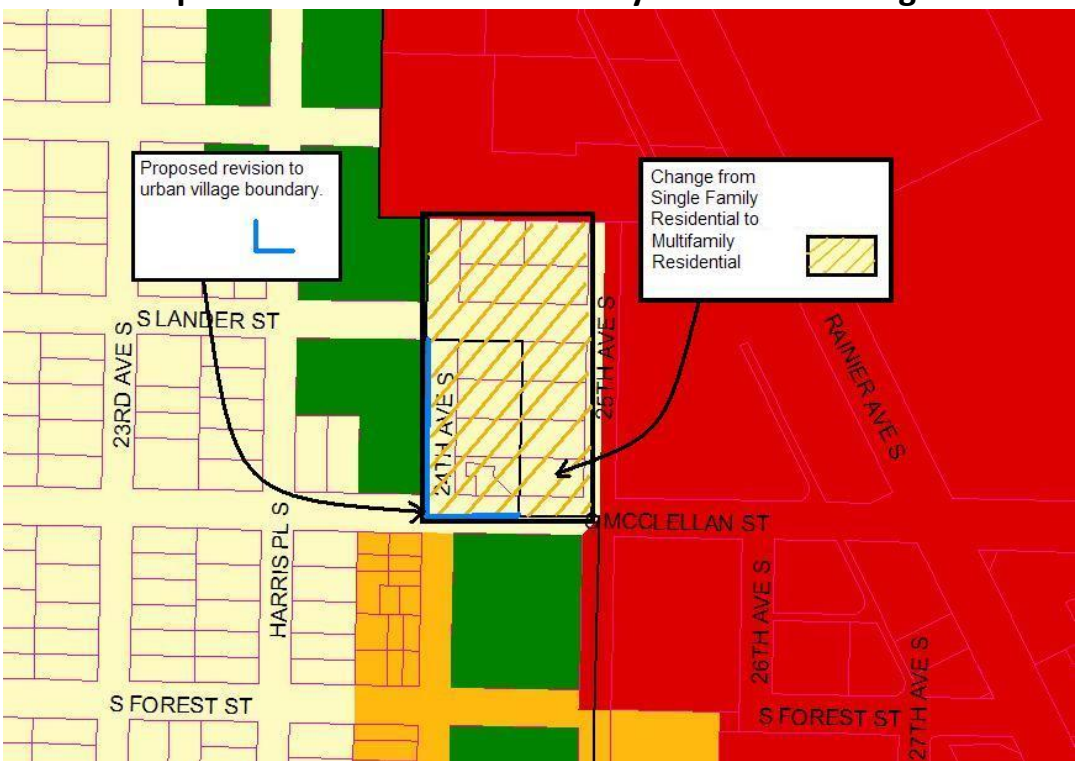
NR-P39 Ensure that standards for new development projects will accommodate a vibrant pedestrian environment throughout the Town Center.

NR-P40 Enhance access throughout the Town Center for people of all ages and abilities.

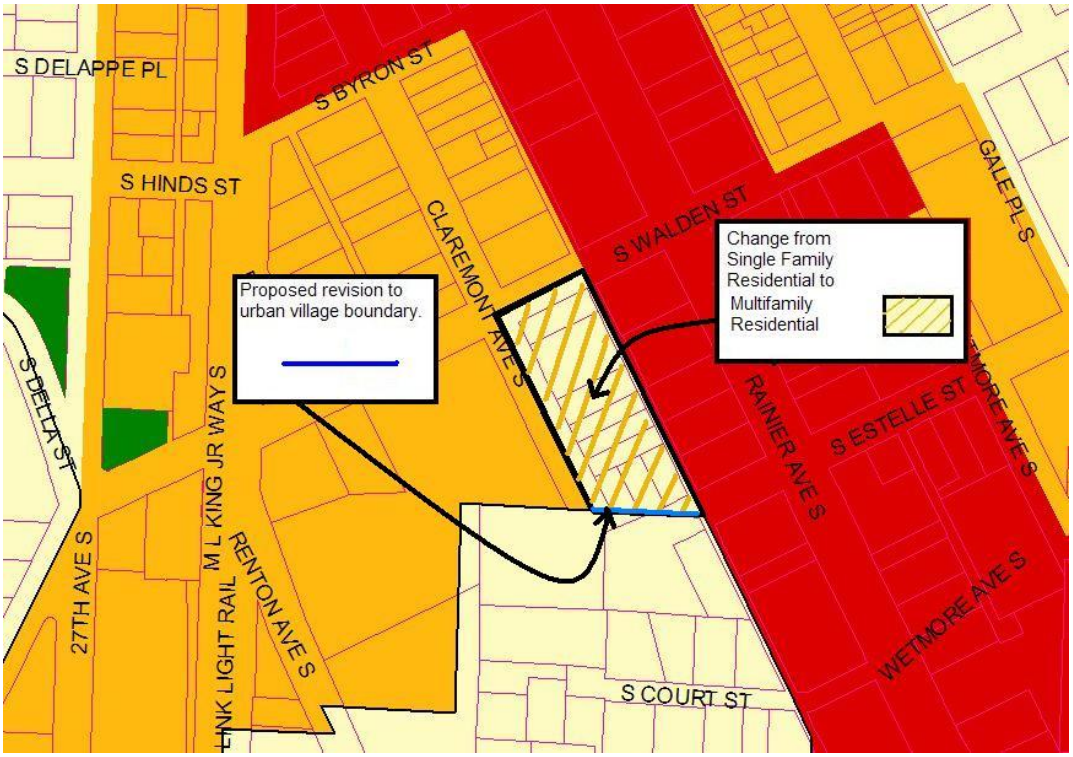
NR-P41 Support actions that improve the pedestrian and transit functions along Rainier Avenue S. between S. Bayview St. and MLK Jr. Way S. so that the section becomes more of a local main street for the North Rainier neighborhood.

Attachment G

Proposed North Rainier Boundary and FLUM Changes



Excerpt from the Future Land Use Map



Excerpt from the Future Land Use Map

Attachment H

Othello Neighborhood Plan Update

[*This document presents a line-in/line-out versison of amendments to the MLK@Holly Street (Othello) Residential Urban Village Neighborhood Plan Goals and Policies.*]

Land Use & Housing Goals

O((~~MLK~~))-G1 A neighborhood that ((~~has~~)) offers a broad range of ((~~land uses~~))activities to ((~~respond to~~))serve the diverse needs of the community and to encourage neighborhood sustainability, including residential, commercial, retail, service, cultural, and open space uses.

O((~~MLK~~))-G2 A neighborhood that supports the broad economic, cultural and family-size diversity of this neighborhood by keeping housing affordable with a ((~~A~~)) balance of both single-family and multifamily housing ((~~that is both~~)) for both renters and owners(~~-occupied~~).

O((~~MLK~~))-G3 The core Town Center, around the light rail station, is economically strong and serves the multicultural community who live, work and shop here. ((~~The Sound Transit light rail station forms the heart of a transit-oriented, mixed-use town center.~~))

O((~~MLK~~))-G4 The Othello((~~MLK@Holly Street~~)) Residential Urban Village has ((~~a balanced system of~~)) parks, recreational facilities, and open spaces that are designed and programmed to accommodate users of diverse ages, interests and cultures, and that allow for informal interactions of people from different cultures ((~~responds to the recreational, cultural, environmental, and aesthetic needs of all segments of the neighborhood~~)).

Land Use & Housing Policies

O((~~MLK~~))-P1 Encourage dense urban development in the Town Center in a manner that creates a vibrant and active commercial district supportive of the community, along with ((~~well-designed~~)) residential infill development to increase the housing supply.

O-P2 Maintain and augment affordable housing to keep a range of housing prices and unit sizes and a balance of rental and owner-occupied housing.

O((~~MLK~~))-P3((~~2~~)) Encourage well-designed multifamily development to contribute to the development of a mixed-use town center development.

O-P4 Encourage development of housing available in a range of prices and sizes, including affordable family-sized homes with amenities for families.

O((~~MLK~~))-P5((~~3~~)) Increase opportunities for affordable homeownership by working with ((~~Holly Park Redevelopment, HomeSight,~~)) lenders, and non-profit and for-profit developers.

O((~~MLK~~))-P6((~~4~~)) Encourage the preservation of affordable housing resources through rehabilitation of existing single-family residences.

O((~~MLK~~))-P7((~~5~~)) Encourage lenders to design mortgage programs, products~~,~~ and educational materials that meet the needs of a diverse neighborhood.

O((~~MLK~~))-P8((~~6~~)) Support low-income, senior and disabled renters and homeowners with supportive services that will allow them ((~~Encourage the development of senior housing and supportive services to allow elders~~)) to continue to live in the neighborhood.

O((~~MLK~~))-P9((~~7~~)) In partnership with local, state, and federal agencies, ensure the preservation of a supply of subsidized housing units in the neighborhood.

O((~~MLK~~))-P10((~~8~~)) Encourage service providers and managers to ((~~improve~~)) provide security and decent physical condition ((~~of existing~~)) for transitional housing to better integrate this housing into the surrounding neighborhood.

O((~~MLK~~))-P11((~~9~~)) Encourage a range of affordable and market rate residential uses in ((~~the upper stories of the~~)) mixed-use development that is within short walking distance of a light rail station.

O((~~MLK~~))-P12((~~10~~)) ((~~Design~~))Use the light rail station as a gateway with appropriate transitions to the Othello **((~~MLK~~))**~~@ Holly Street~~)) Residential Urban Village.

O-P13 Promote development standards that accommodate a vibrant pedestrian environment throughout the Town Center.

O-P14 Support a uniquely identifiable Town Center that is a destination for international food and cultural experiences.

O((~~MLK~~))-P15((~~11~~)) Coordinate with other public and private agencies((~~, organizations, and individuals~~)) to plan, develop, operate((~~,~~)) and maintain ((~~and enhance~~)) park and recreational facilities.

O((~~MLK~~))-P16((~~12~~)) Promote ((~~Ensure the highest levels of~~)) public safety in parks through partnerships with local organizations and law enforcement, defensible design, lighting, and landscaping.

O((~~MLK~~))-P17((~~13~~)) Encourage the development of pocket parks throughout the neighborhood in unopened rights-of-way and other surplus public property.

O((~~MLK~~))-P18((~~14~~)) Use the P-patch program as a means of increasing open space and neighborhood amenities.

Economic Development Goals

O((~~MLK~~))-G5((~~12~~)) Ethnic diversity of Othello merchants, a key asset of this neighborhood, is supported and maintained over the years. ((~~Develop a clear identity of the MLK@ Holly Street~~

~~Residential Urban Village that reflects the diverse cultural and ethnic mix of residents and businesses.~~))

O((~~MLK~~))-G6((~~5~~)) The retail and commercial core of the Othello ((~~MLK@Holly Street~~)) Residential Urban Village is an attractive and vibrant area for neighborhood residents and visitors.

O((~~MLK~~))-G7((~~6~~)) Othello ((~~The MLK@Holly Street Residential Urban Village~~)) has vibrant commercial areas with ((~~a~~)) diverse economic ((~~base~~)) opportunities for area residents, including family-wage jobs and a variety of employment((~~opportunities for area residents~~)).

O((~~MLK~~))-G8((~~7~~)) A continuum of opportunities for education((~~al~~)), training, skills enhancement, and job placement ((~~opportunities~~)) that responds to the changing needs of the work place locally and regionally, and is readily available to neighborhood residents and workers((~~, is responsive to the changing needs of the work place locally and regionally~~)).

Economic Development Policies

O((~~MLK~~))-P19((~~15~~)) Support a vibrant and attractive multicultural Town Center in providing a range of goods for those who live, work and shop in the neighborhood. ((~~Encourage development and redevelopment that provides a greater range of products and services to serve the neighborhood.~~))

O((~~MLK~~))-P20 Encourage retail and services that are destination businesses for customers from the Rainier Valley and beyond, as well as those that support the culturally specific daily needs of the community.

O((~~MLK~~))-P21((~~16~~)) Promote retail, restaurant and entertainment uses that are pedestrian-oriented, that ((~~and~~)) provide a high level of street activity, and that create a secure environment for people and businesses.

O((~~MLK~~))-P22((~~17~~)) Strive to develop pedestrian amenities to link commercial areas, transportation facilities, residential areas and parks.

O((~~MLK~~))-P23((~~18~~)) Support implementation of coordinated long-term strategies for commercial district improvement including support for existing or expanding small businesses and ethnically based businesses to maintain the multicultural character. ((~~Facilitate the establishment and development of small businesses as important contributors to the local economy through financial and technical assistance.~~))

O-P24 Develop strategies that keep commercial space affordable for small businesses, especially culturally based businesses.

O-P25 Support family-wage jobs in the neighborhood.

O-P26 Support innovative employment opportunities, including green businesses and training programs.

O-P27 Support programs that help residents be successful in their jobs including training and apprenticeships.

Transportation Goals

O((~~MLK~~))-G9((~~8~~)) The neighborhood has a safe and effective network of buses and trains ((~~efficient multimodal transportation system~~)) that supports land use goals and adequately serves the community((~~future growth and development of the Othello((MLK@Holly Street)) Residential Urban Village~~)).

O((~~MLK~~))-G10((~~9~~)) Improve circulation within the existing capacity of the arterial street system to provide cost-effective mobility and minimal neighborhood disruption.

O((~~MLK~~))-G11((~~10~~)) There are safe and convenient pedestrian and bicycle transportation alternatives to and from residential areas, parks, schools, civic buildings, and commercial and employment areas.

Transportation Policies

O((~~MLK~~))-P28((~~19~~)) Mitigate the impact of arterial traffic on pedestrian activity and promote ((~~ensure~~)) the safety of pedestrians by providing pedestrian amenities along arterials.

O-P29 Create safe pedestrian and bicycle access to light rail and bus service, and to the business district, especially from the east and west.

O-P30 Encourage King County Metro to provide effective bus service through the neighborhood to the light rail station and surrounding community facilities.

O((~~MLK~~))-P31((~~20~~)) Work with the community to identify measures for residential streets, such as traffic circles, on-street parking, and street trees to mitigate impacts from nearby arterials.

O-P32 Design streets for pedestrian safety, especially at light rail crossings.

O-P33 Provide nonmotorized connections to open spaces.

Public Safety Goal

O((~~MLK~~))-G12((~~11~~)) This neighborhood is, and feels, safe for people and businesses – from crime as well as from accidents while walking, biking and driving. ((~~A neighborhood that is and feels safe.~~))

Public Safety Policy

O((~~MLK~~))-P34((~~21~~)) Work in partnership with the community, Seattle Police Department, and other agencies to identify public safety "hot spots" and appropriate courses of remedial action such as Block Watch programs, security lighting, and the Holly Park Merchants Assoc. Business Watch.

O-P35 Encourage partnerships among businesses to create a safe and active commercial district.

O-P36 Create a secure environment for people to walk and gather.

O-P37 Create a secure environment for people and businesses.

O-P38 Seek opportunities for the community and the Seattle Police Department to strengthen partnerships.

Community Building Goals

O((~~MLK~~))-G13 A tightly knit community where people know how, ((~~to~~)) and want, to get involved in community activities.

O-G14 Othello offers positive and safe activities for youth, including apprentice programs, recreation opportunities and jobs specifically for teens.

O-G15 To support cultural diversity, there is improved access to education and employment training opportunities for all, including support specifically for immigrant and refugee families.

Community Building Policies

O((~~MLK~~))-P37((~~22~~)) Encourage property and business owners to enhance and maintain the cleanliness and appearance of residential and commercial areas.

O-P38 Support culturally inclusive local business associations that support the vitality of a business district that serves the entire community.

O-P39 Support the growth of jobs for teenagers in the neighborhood.

O-P40 Encourage local institutions to meet the needs of the residents through opportunities for life-long learning in the neighborhood.

O((~~MLK~~))-P41((~~23~~)) Improve the availability of ((~~and access to~~)) community facilities for local organizations in the Othello((~~MLK@Holly Street~~)) Residential Urban Village.

O-P42 Provide recreational and cultural programs and activities in parks and community centers that are relevant to the diverse population.

O-P43 Support the creation of a variety of open spaces for informal public gathering and recreation, including an open space in the Town Center that can be used for community functions such as a farmers' market and cultural celebrations.

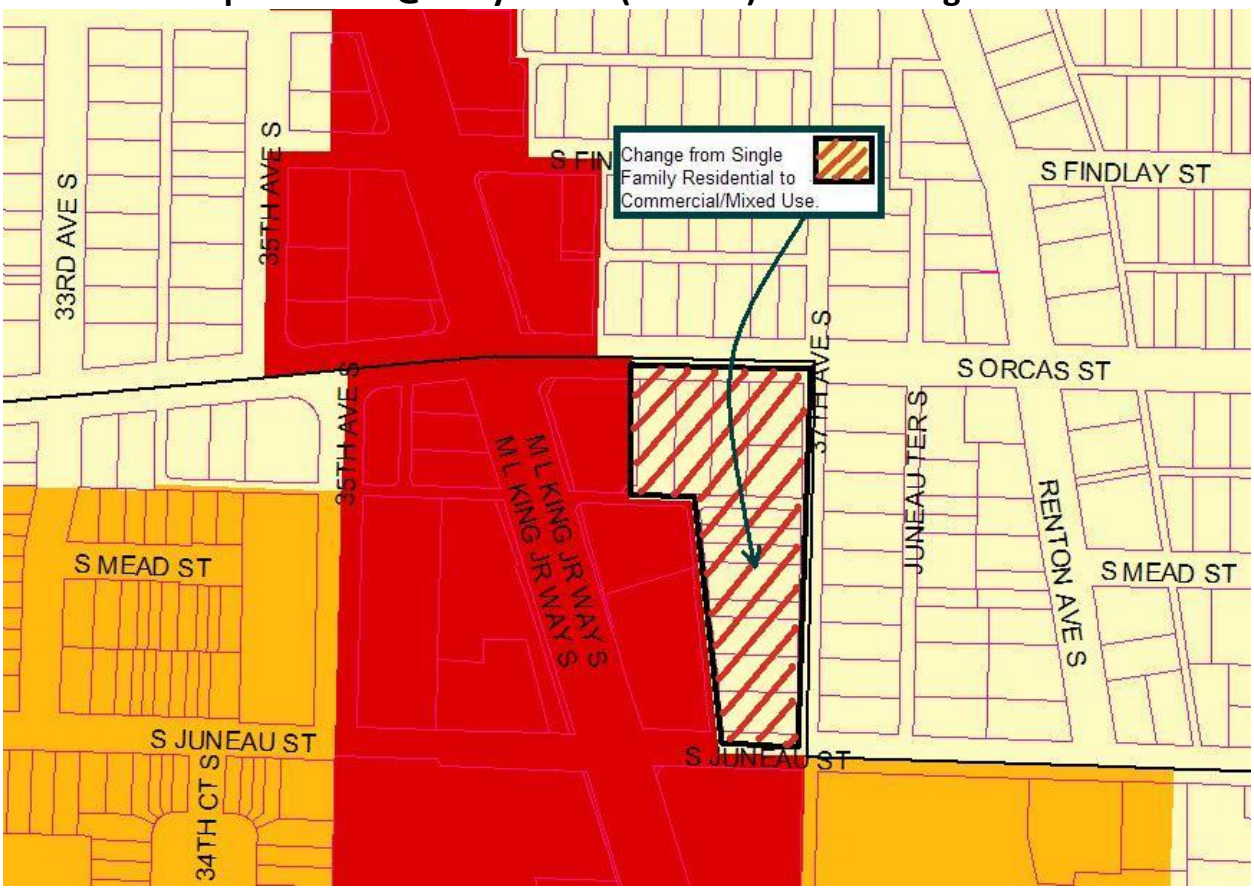
O-P44 Enhance community pride through multicultural community festivals, youth mentoring and other youth programs.

O-P45 Support key cultural assets such as the Filipino Community Center, Lao Highland Community Center, and cultural media.

O-P46 Seek opportunities and partnerships to create a shared cultural center that could accommodate offices and gathering/performance space for various multicultural and interest groups.

Attachment I

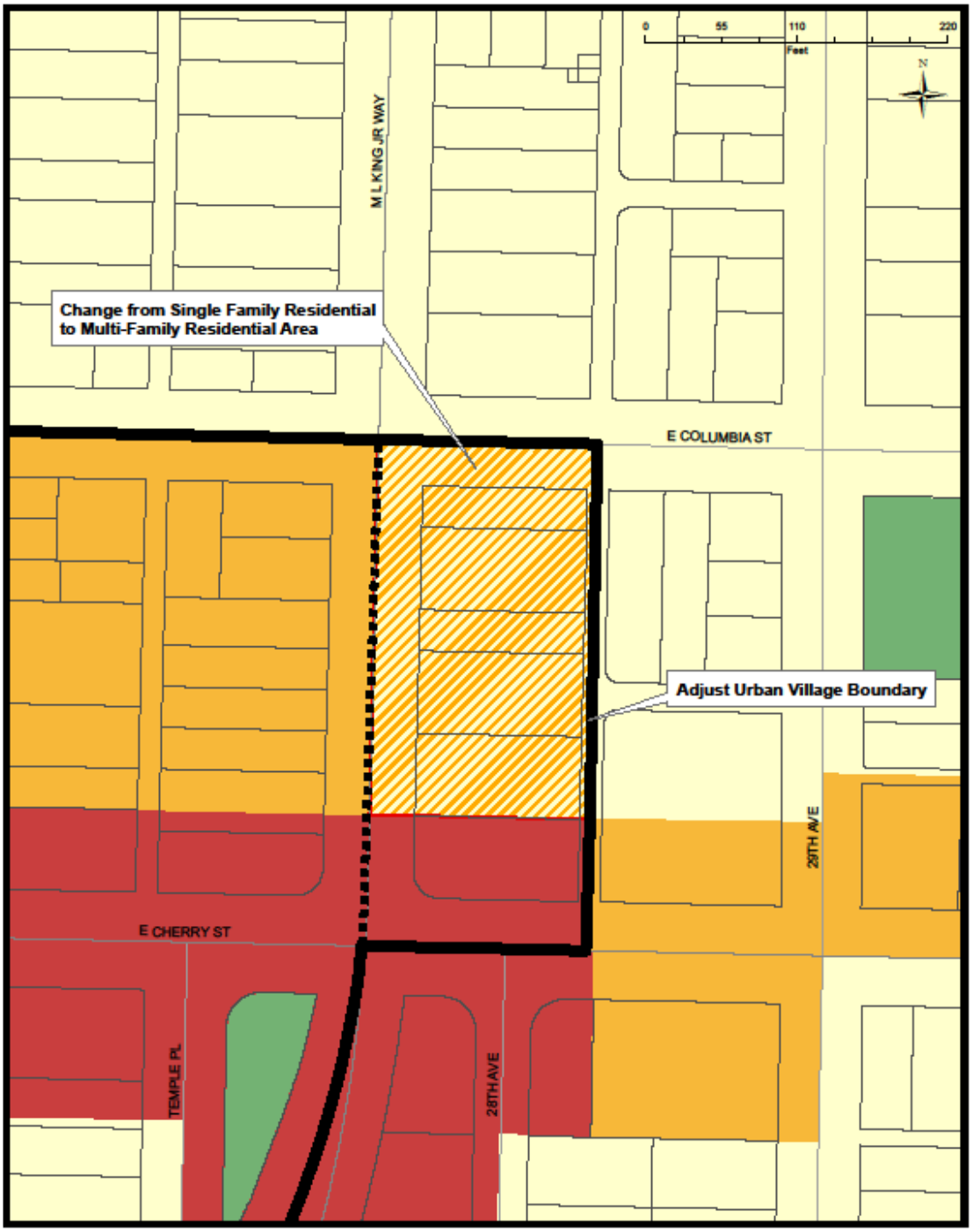
Proposed MLK@Holly Street (Othello) FLUM Change



Excerpt from the Future Land Use Map

Attachment J

FLUM Changes - Proposed Changes to 23rd & Union-Jackson RUV



Excerpt from the Future Land Use Map

Attachment K

MADRONA COMMUNTIY COUNCIL

November 8, 2010

Ms. Cheryl Sizov
Senior Urban Planner, DPD
206 684-3771

And to:
Seattle City Council Member Sally Clark
Committee on the Built Environment
600 4th Ave. 2nd Floor
Seattle, WA

Dear Councilmember Clark and Ms. Sizov,

On Tuesday, November 2nd, the Madrona Community Council met and heard Kiki Gram's presentation of the proposal to amend the 23rd@Jackson Residential Urban Village to include the block on the east side of Martin Luther King Jr. Way between E. Columbia Street and E. Cherry Street. For reference, Ms. Gram's proposal was submitted to you on approximately May 12, 2010.

The officers of the council and the approximately 30 neighbors in attendance voted unanimously to support the proposed Comprehensive Plan amendment to include the block on the east side of Martin Luther King Jr. Way between E. Columbia Street and E. Cherry Street. We would very much like to see this block included in the Residential Urban Village boundary. It is an important boundary street for Madrona, and worthy of attention from the City in its process to determine future development.

Please accept this letter as demonstration of our community's support for the proposed amendment as it moves to the Council for further consideration for approval.

Sincerely,

Cynthia Stross
President, Madrona Community Council