#5
CB 117426

Tom Hauger/Patrice Carroll / Ketil Freeman
LEG 2011 Comp Plan Amendments ORD
March 6, 2012
Version #5

ORDINANCE _____

AN ORDINANCE amending the Seattle Comprehensive Plan to incorporate changes proposed as part of the 2011-2012 Comprehensive Plan annual amendment process.

WHEREAS, the City of Seattle adopted a Comprehensive Plan through Ordinance 117221 in 1994; and

WHEREAS, the City of Seattle last amended the Comprehensive Plan through Ordinance 123575 on April 19, 2011; and

WHEREAS, the City Council adopted procedures in Resolution 31117 for amending the Comprehensive Plan consistent with the requirements for amendment prescribed by the Growth Management Act, RCW 36.70A; and

WHEREAS, the Growth Management Act, Chapter 36.70A RCW, requires that the City's Comprehensive Plan be subject to continuing review and evaluation; and

WHEREAS, in determining which amendments to consider the Council applied criteria set out in Resolution 30662 and incorporated in Resolution 31117; and

WHEREAS, various parties proposed amendments for consideration during the 2011-2012 annual amendment process; and

WHEREAS, the Council's Committee on the Built Environment held a public hearing on July 5, 2011, to take public testimony on the amendments proposed for consideration; and

WHERAS, the Council's Committee on the Built Environment met on July 13 and July 27, 2011, to consider the proposed amendments; and

WHEREAS, on August 1, 2011, the City Council considered these proposed Comprehensive Plan amendments and adopted Council Resolution 31313 directing that City staff further review and analyze certain proposed amendments; and

WHEREAS, these proposed amendments have been reviewed and analyzed by the Department of Planning and Development and considered by the Council; and

WHEREAS, the City has provided for public participation in the development and review of these proposed amendments that comply with the Growth Management Act's requirement for early and continuous public participation in the development and amendment of the City's Comprehensive Plan; and

WHEREAS, the Council has reviewed and considered the Executive's report and recommendations, public testimony made at the public hearing, and other pertinent material regarding the proposed amendments; and

WHEREAS, the Council finds that the amendments to be adopted are consistent with the Growth Management Act, and will protect and promote the health, safety, and welfare of the general public; NOW, THEREFORE,

BE IT ORDAINED BY THE CITY OF SEATTLE AS FOLLOWS:

Section 1. The Seattle Comprehensive Plan, as last amended by Ordinance 123575, is amended as follows:

A. Container Port Element: The Container Port Element as shown in Attachment A is hereby adopted.

B. Lake-to-Bay Loop Addition to the Urban Trails System Map: The urban trails system map in the Transportation Element is hereby amended to include the Lake-to-Bay loop as shown in Attachment B.

C. Updated Policies to be Consistent with the Urban Forest Management Plan: Amend the Environment Element to delete duplicate policies and make the existing policies more consistent with the Urban Forest Management Plan as shown below.

((~~E9.5 Strive to achieve no net loss of tree canopy coverage starting in 2008, and strive to increase tree canopy coverage by 1 percent per year up to a total of 40 percent, to reduce storm runoff, absorb air pollutants, reduce noise, stabilize soil, provide habitat, and mitigate the heat island effect of developed areas.~~

~~E10.1 Update the 2000 tree canopy inventory in the Urban Forest Management Plan every 10 years to measure progress toward the goal of increased canopy coverage.~~))

E23 ((~~Strive to a~~)) Achieve no net loss of tree canopy coverage ((~~starting in 2008~~)), and strive to increase tree canopy coverage ((~~by 1 percent per year up~~)) to ((~~a total of~~)) 40 percent, to reduce storm runoff, absorb air pollutants, reduce noise, stabilize soil, provide habitat, and mitigate the heat island effect of developed areas.

E24 Update the ((~~2000~~)) tree canopy inventory in the Urban Forest Management Plan at least every 10 years to measure progress toward the goal of increased canopy coverage.

D. Policy for Long-term Homeless Encampments: A new policy in the Human Development Element as shown below is hereby adopted.

HD 11.1 Guide the operation of safe and healthy transitional encampments to allow temporary shelter for those who are homeless.

E. Roosevelt Residential Urban Village Future Land Use Map Amendment: Amend the Future Land Use Map as shown in Attachment C to redesignate an area bounded by Interstate 5, Ravenna Boulevard, NE 64th Street and the alley between 8th and 9th Avenues NE from single-family to multi-family.

F. Modify the Potential Annexation Area: Figure 9 in the Urban Village Element is hereby amended as shown in Attachment D to add an area known as the "Sliver by the River" and delete the southern portion of the unincorporated area of North Highline that was annexed by the City of Burien in 2010.

G. Modify Policy Regarding Damage from Heavy Vehicles: Amend policy T8 in the Transportation Element to better address pavement damage from heavy vehicles as shown below.

T8 Pursue strategies to reduce and help prevent road damage from heavy vehicles. ((~~Establish a street system that can accommodate the weight of heavy vehicles and reduce the damage such vehicles cause.~~))

H. Modify Environmental Goal Seven to work toward reducing greenhouse gases (GHG). Amend goal EG7 in the Environment Element to better address reductions in GHG emissions as shown below.

((~~To control the impact of climate change globally and locally, reduce emissions of carbon dioxide and other climate-changing greenhouse gases in Seattle by 30 percent from 1990 levels~~

~~by 2024, and by 80 percent from 1990 levels by 2050.~~)) Strive to reach net zero greenhouse gas (GHG) emissions by 2050 by taking steps to reach the following preliminary, sector-based reductions:

Sector	**2020 Targets** (% reduction compared to 2008)	**2030 Targets** (% reduction compared to 2008)
Transportation		
Passenger	- 14% reduction in vehicle miles traveled (VMT) - 35% reduction in GHG emissions per mile of Seattle vehicles	- 20% reduction in VMT - 75% reduction in GHG emissions per mile of Seattle vehicles
Freight	- Maximum 7% increase in VMT - 25% reduction in GHG emissions per mile of Seattle vehicles	- Maximum 15% increase in VMT - 50% reduction in GHG emissions per mile of Seattle vehicles
Buildings		
Residential	- 8% reduction in energy use	- 20% reduction in energy use
Commercial	- 5% reduction in energy use	- 10% reduction in energy use
Both	- 15% reduction in tonnes of carbon dioxide equivalent (CO2e) per billion BTU for residential and commercial buildings combined	- 25% reduction in tonnes of CO2e per billion BTU for residential and commercial buildings combined
Waste	- Increase diversion rate to 69% - 50% reduction in methane emissions commitment per ton of waste disposed	- Increase diversion rate to over 70% - 50% reduction in methane emissions commitment per ton of waste disposed
TOTAL GHG EMISSION REDUCTION	- 30% reduction in emissions by 2020 - 87% reduction in emissions by 2050	- 58% reduction in emissions by 2030 - 87% reduction in emissions by 2050

Section 2. This ordinance shall take effect and be in force 30 days after its approval by the Mayor, but if not approved and returned by the Mayor within ten days after presentation, it shall take effect as provided by Seattle Municipal Code Section 1.04.020.

Passed by the City Council the ____ day of _____, 2012, and signed by me in open session in authentication of its passage this _____ day of _____, 2012.

_____

President _____of the City Council

Approved by me this ____ day of _____, 2012.

_____

Michael McGinn, Mayor

Filed by me this ____ day of _____, 2012.

_____

Monica Martinez Simmons, City Clerk

(Seal)

Attachment A: Container Port Element

Attachment B: Proposed Lake-to-Bay Loop Addition to the Urban Trails System Map

Attachment C: Proposed FLUM Amendment to the Roosevelt Urban Village

Attachment D: Proposed Changes to Potential Annexation Area

Container Port Element

LAND USE POLICIES

CP/LU1 Help preserve cargo container activities by retaining industrial designations on land that supports marine and rail-related industries including industrial land adjacent to rail or water-dependent transportation facilities.

CP/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.

CP/LU3 Discourage non-industrial land uses, such as retail and residential, in industrially-zoned areas to minimize conflicts between uses and to prevent conversion of industrial land in the vicinity of cargo container terminals or their support facilities.

CP/LU4 Consider how zoning designations may affect the definition of highest and best use, with the goal of maintaining the jobs and revenue that cargo container activities generate and to protect scarce industrial land supply for cargo container industries, such as marine and rail-related industries.

CP/LU5 Consider the value of transition areas at the edges of general industrial zones which allow a wider range of uses while not creating conflicts with preferred cargo container activities and uses. In this context, zoning provisions such as locational criteria and development standards are among the tools for defining such edge areas.

TRANSPORTATION POLICIES

CP/T1 Monitor, maintain and improve key freight corridors, networks and intermodal connections that provide access to cargo container 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, recognizing that Port operations must address other transportation needs, such as pedestrian safety.

CP/T2 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, commute trip reduction strategies, including through transportation management associations, roadway re-channelization to minimize modal conflicts, use of intelligent transportation systems, construction of critical facility links, and grade separation of modes, especially at heavily used railroad crossings.

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CP/T3 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.

CP/T4 Identify emerging cargo container freight transportation issues and work with affected stakeholder groups, including the Seattle Freight Advisory Board. Provide regular opportunities for communication between the City, the freight community, other affected communities, and other agencies and stakeholders.

CP/T5 Continue joint City and Port efforts to implement relevant Port recommendations such as recommendations contained in the Container Terminal Access Study.

CP/T6 Given the importance of cargo container terminal 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.

CP/T7 Maintain consistency between local, regional and State freight-related policies.

ECONOMIC DEVELOPMENT POLICIES

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

CP/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 container industry sector.

CP/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

CP/E1 Identify opportunities to achieve economic, community, and environmental benefits from the development and operations of cargo container related activities.

CP/E2 Form partnerships with non-profit, community-based, private and public 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.

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

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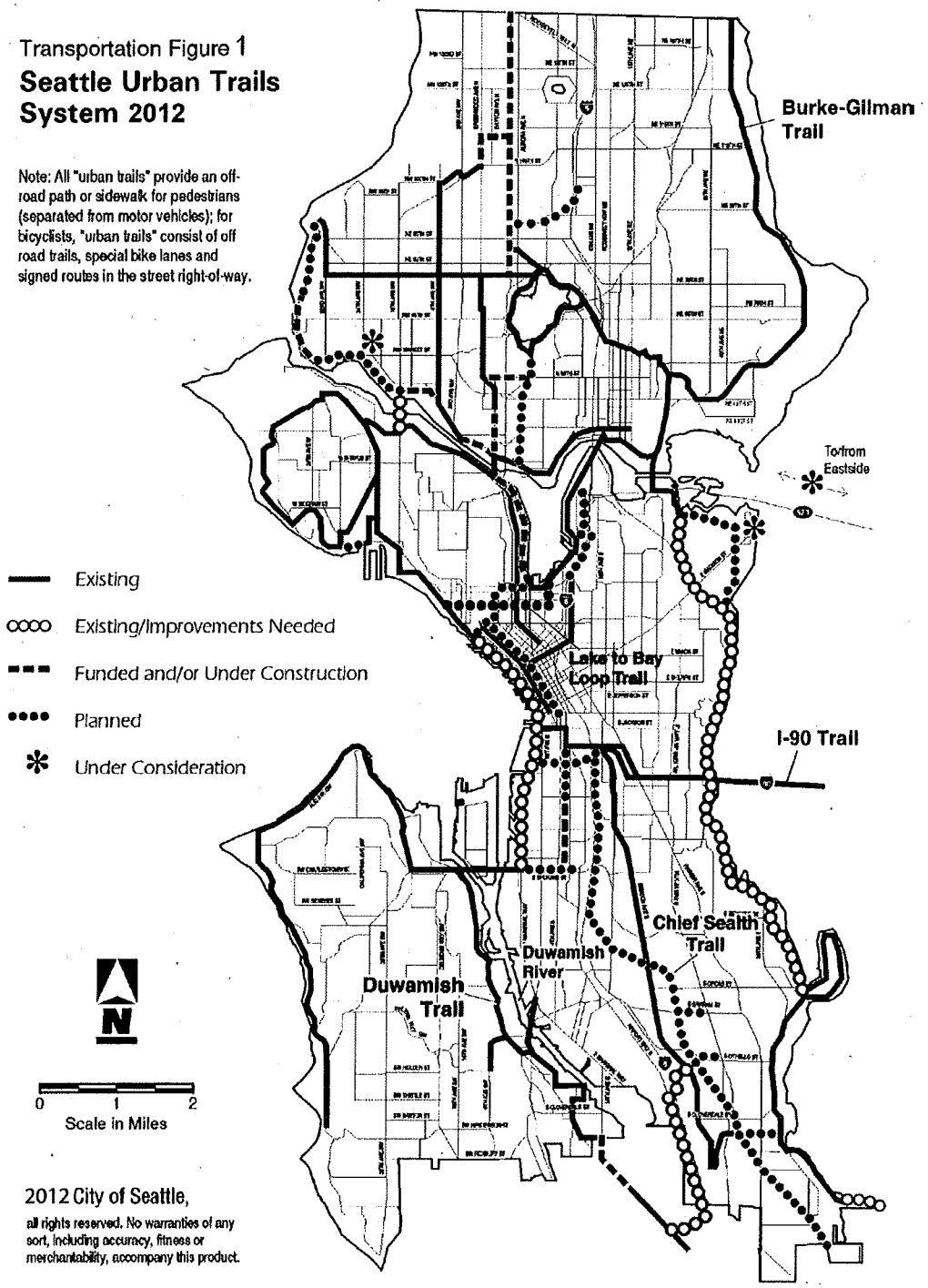
Proposed Lake-to-Bay Loop Addition to the Urban Trails System Map



Change to be incorporated into Transportation Figure 1- Seattle Urban Trails System

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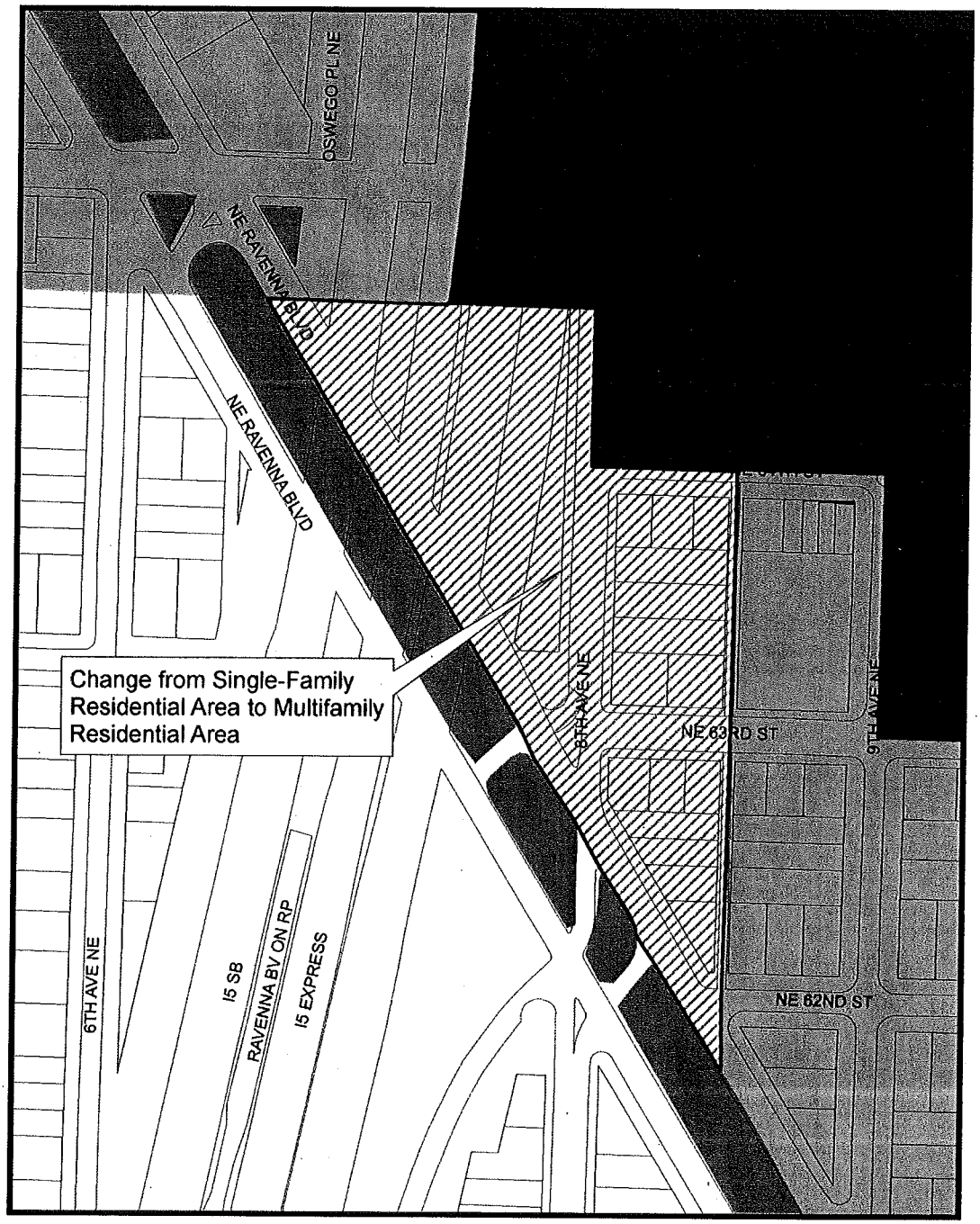
LEG 2011 Comp Plan Amendments ATT C
October 31, 2011
Version #2

Proposed FLUM Amendment to the Roosevelt Urban Village

FLUM Changes - Roosevelt Neighborhood



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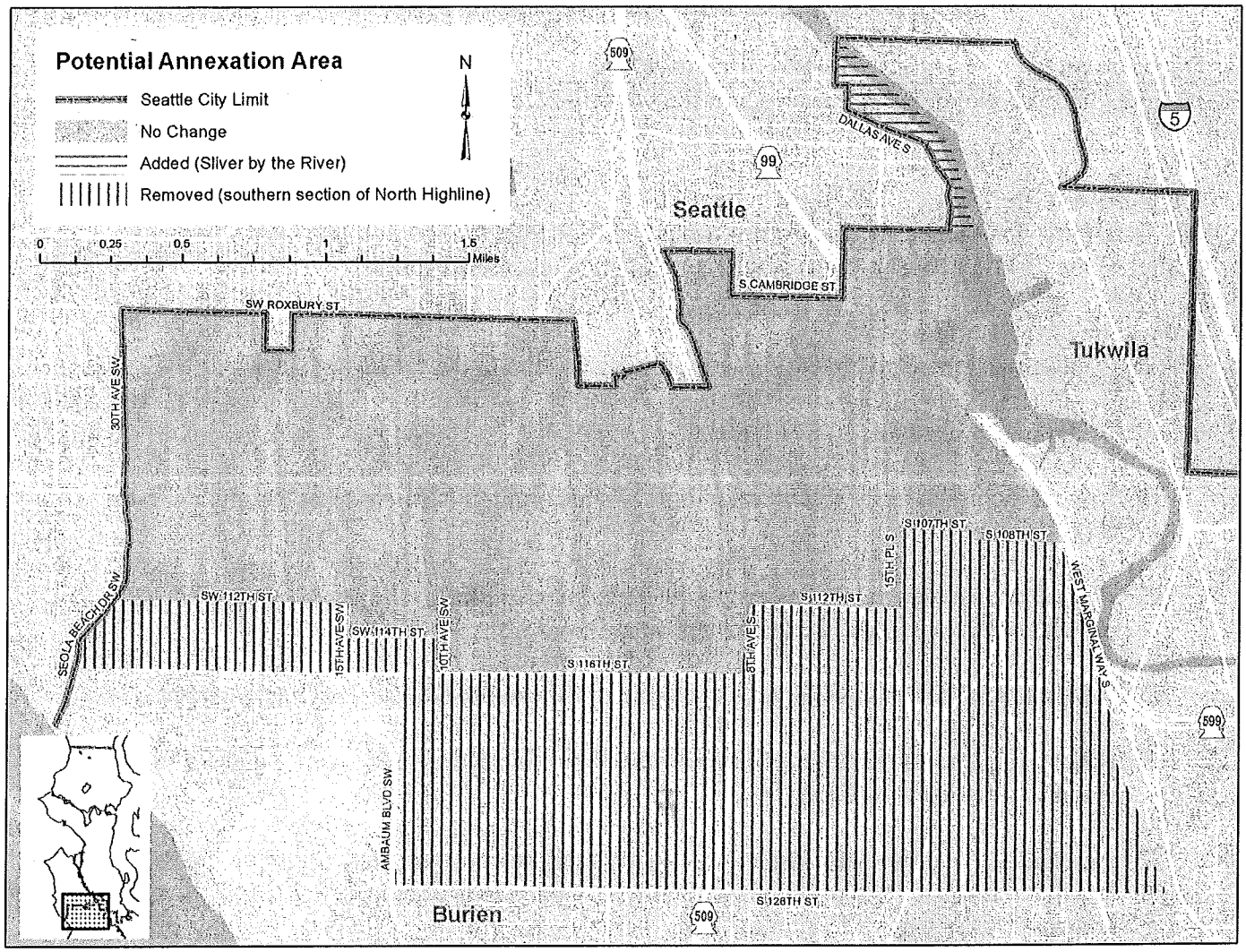
Proposed Changes to Potential Annexation Area



Sliver by the River – Generally bounded by the Duwamish River, 12th Avenue S. and Dallas Avenue S.

To be incorporated into Urban Village Element Figure 9

CITY CLERK

Form revised: July 12, 2011

FISCAL NOTE FOR NON-CAPITAL PROJECTS

Department:	Contact Person/Phone:	CBO Analyst/Phone:
Planning and Development	Patrice Carroll 684-0946 / Ketil Freeman 684-8178	Joe Regis 615-0087

Legislation Title:
AN ORDINANCE amending the Seattle Comprehensive Plan to incorporate changes proposed as part of the 2011-2012 Comprehensive Plan annual amendment process.

Summary of the Legislation:
The legislation would amend the City's Comprehensive Plan in the following ways:

A. Adopt a new Container Port Element.

B. Amend the urban trails system map in the Transportation Element to reflect the Lake-to-Bay loop.

C. Amend the Environment Element to delete duplicate policies and ensure consistent policies with the Urban Forest Management Plan

D. Add a new policy in the Human Development Element for transitional encampments.

E. Amend the Roosevelt Urban Village Future Land Use Map to redesignate an area from single-family to multi-family.

F. Amend the Potential Annexation Area to add an area known as the "Sliver by the River" and delete the southern portion of the unincorporated area of North Highline that was annexed by the City of Burien in 2010.

G. Amend policy T8 in the Transportation Element to better address pavement damage from heavy vehicles.

H. Amend Goal EG7 to establish preliminary, sector-based greenhouse gas emission reduction targets.

Background:
The City's Comprehensive Plan was first adopted in 1994, as a requirement of the state Growth Management Act (GMA), to guide City actions related to future development in the city. The GMA allows the City to amend the comprehensive Plan only once each year and consequently the City batches amendments for consideration. The Ordinance is the second step in a two-step legislative process. The first step is a Resolution identifying the amendments that would be

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analyzed for the current year. This year, Resolution 31313 was adopted on August 1, 2011.

Please check one of the following:

_X__ This legislation does not have any financial implications.

Other Implications:

a) **Does the legislation have indirect financial implications, or long-term implications?**
The legislation does not have indirect financial implications. The long term implications of Amendment F are increased tax revenues if the City does proceed with an annexation. The annexed area would be served by existing public facilities.

b) **What is the financial cost of not implementing the legislation?**
There is no cost to the City for not implementing this legislation.

c) **Does this legislation affect any departments besides the originating department?**
Yes, SDOT requested amendment B., and SDOT staff are aware of our recommendation. OSE staff that support the Urban Forestry Commission helped prepare amendment C. SDOT is affected by amendment G. and SDOT staff helped prepare that amendment.

d) **What are the possible alternatives to the legislation that could achieve the same or similar objectives?**
There are alternatives to the proposed legislation. For items A., D., and G. different language could achieve the same outcome. The proposed language has been vetted through affected departments and with elected officials, and alternative approaches would not affect the cost implications of the proposal.

e) **Is a public hearing required for this legislation?**
Council will hold a public hearing in early 2012.

f) **Is publication of notice with *The Daily Journal of Commerce* and/or *The Seattle Times* required for this legislation?**
Changes to the Comprehensive Plan do require publication of notice. Notice of the proposed amendments as well as date and time of the public hearing will be published in the *Daily Journal of Commerce*, as well as in the *DPD Land Use Information Bulletin.*

g) **Does this legislation affect a piece of property?**
Amendment E. Changes the Future Land Use Map designation for an area in the Roosevelt neighborhood from "single-family" to "multifamily." This map change does not constitute a change to the zoning of that area, but indicates that certain rezones in that area would be appropriate in the future. (Map is attached to the legislation.)
Amendment F. designates land that is currently outside the City limits as a potential annexation area. This designation is necessary under the King County Countywide

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Planning Policies for the City to consider future annexation of this property, but it does not commit the City to such annexation. Also, part of this amendment would adjust an existing map in the Plan to reflect that the City of Burien has already annexed part of the North Highline area that had been part of Seattle's potential annexation area.

h) **Other Issues:** None.

List attachments to the fiscal note below: N/A

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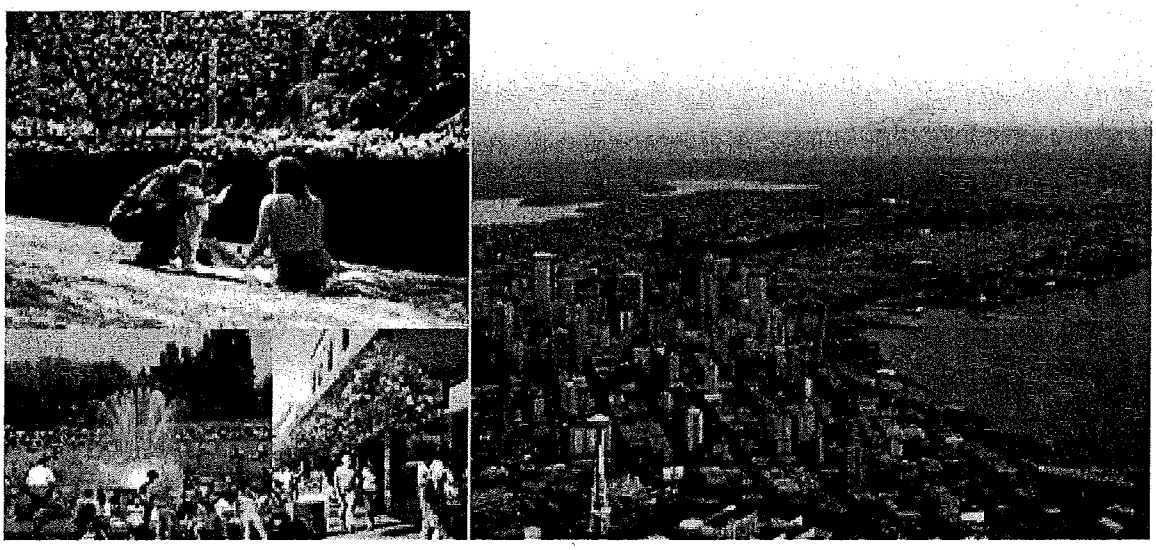
DPD 2011 Comp Plan Amendments RPT
October 31, 2011
Version 2



Director's Report on the Mayor's Recommended

Comprehensive Plan 2011 Annual Amendments

City of Seattle
Department of Planning and Development
November 2011

October 31, 2011

Dear Reader:

This report provides analysis and recommendations on the proposals received for amending the Comprehensive Plan in the 2011 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 interested citizens, City Councilmembers and City departments. Upon reviewing the proposals received, City Council adopted Resolution 31313 on August 1, 2011 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 will schedule a public hearing on the ordinance in early 2012.

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 Patrice Carroll of DPD at patrice.carroll@seattle.gov.

Sincerely,

Diane M. Sugimura,
Director

Patrice Carroll
DPD 2011 Comp Plan Amendments RPT
October 31, 2011
Version 2

Director's Report on the Mayor's Recommended Comprehensive Plan 2011 Annual Amendments

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Director's Report on the Mayor's Recommended

Comprehensive Plan
2011 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, elected officials, City Councilmembers 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 31117 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, the Department of Planning and Development (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 individuals, Councilmembers and City departments. On August 1, 2011 City Council adopted Resolution 31313 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. **Container Port Element**
   Add goals and policies in a new element to the Comprehensive Plan, the Container Port Element, that defines core port areas of port-related industrial use, provide efficient freight mobility, and address land use conflicts near port-related land uses.

B. Lake-to-Bay Loop Addition to the Urban Trails System Map
Amend the Seattle Urban Trails System Map of the Transportation Element to reflect the planned Lake-to-Bay Loop.

C. Updated Policies to be Consistent with the Urban Forest Management Plan
Amend Environmental Policies E23 and E24 of the Environment Element for consistency with the Urban Forest Management Plan and the current citywide approach to managing the urban canopy. Delete duplicative policies E9.5 and E10.1 of the Environment Element.

D. Policy for Long-term Homeless Encampments
Add a new policy HD 11.1 to the Human Development Element to recognize transitional encampments.

E. Roosevelt Residential Urban Village Future Land Use Map Amendment
Amend the Future Land Use Map for an area of the Roosevelt Residential Urban Village generally bounded by Interstate 5 to the west, Ravenna Boulevard to the south, the alley between 8th and 9th Avenues to the east and NE 64th Street to the north to change the FLUM designation from Single Family to Multifamily.

F. Modify Potential Annexation Area(s)
Amend Urban Village Figure 9- Potential Annexation Areas to add an area known as the "Sliver by the River," and to delete the southern portion of the North Highline area that has been annexed by the City of Burien.

G. Minimize Damage from Heavy Vehicles
Revise policy T8 in the Transportation Element to address road damage from heavy vehicles.

Next Steps

City Council land use committee will hold a public hearing regarding these proposed amendments in early 2012. The committee will take oral and written comments and make a recommendation to the full Council. Council is expected to vote on the proposed amendments in March 2012.

Recommended Amendments

A. Container Port Element

Element: Container Port (new)

Submitted by: Department of Planning and Development

Background: In 2009, the Legislature amended the Growth Management Act to require cities where large container port facilities exist to add a new element 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.

Proposed Amendment:

Add new policies within a new Container Port Element as shown in Attachment A.

Analysis: The Port of Seattle serves 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 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 some special consideration 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 Container 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.

Recommendation: Adopt as proposed.

B. Lake-to-Bay Loop Addition to the Urban Trails System Map

Element: Transportation

Submitted by: Seattle Department of Transportation

Background: The concept of an urban trail connecting Lake Union and Elliott Bay has a long history and has been recommended in previous neighborhood, district and citywide plans including the Seattle Pedestrian Master Plan, Seattle Bicycle Master Plan, Seattle Center Century 21 Master Plan, Lake Union Park Master Plan, Queen Anne/Uptown Neighborhood Plan, South Lake Union Neighborhood Plan, Denny Triangle Neighborhood Plan, Belltown Neighborhood Plan, Blue Ring Center City Open Space Strategy, and Bands of Green.

The first detailed plan for such a trail was created in 2001 where it was referred to as the Potlatch Trail. That planning process included community-based organizations representing area residents, businesses, the Bicycle Advisory Board, Seattle Design Commission, Belltown Community Council, Queen Anne Community Council, and the Center City Forum. In 2007 the Lake-to-Bay Loop Stakeholders Group was formed to update the Potlatch Trail Concept Plan. Led by the Seattle Center Foundation and the Seattle Parks Foundation, it included representatives from the City of Seattle, the Bill & Melinda Gates Foundation, and many community organizations and businesses. The group developed an updated trail concept known as the Lake-to-Bay Loop. Resolution 31251, adopted by City Council in October 2010, expressed the City's support for the Lake-to-Bay Loop. This resolution included the following direction: *"City of Seattle Departments are requested to add the Lake-to-Bay Loop urban trail as identified in Map A, or as revised during the planning process, to all applicable official city plans and maps at the time of regularly scheduled updates, including but not limited to addition to the Urban Trails Map or equivalent figure within the Comprehensive Plan."*

Proposed Amendment:

> Amend the Urban Trails System map of the Transportation Element to reflect the planned Lake-to-Bay Loop alignment as shown in Attachment B.

Analysis: The Lake-to-Bay Loop is a 3.2 mile route for pedestrians and cyclists between Lake Union and Elliott Bay. This urban trail will provide an inviting and well-marked pedestrian and bike connection to major destinations including Lake Union Park, Seattle Center, the Olympic Sculpture Park and Myrtle Edwards Park. The trail has the support of City Council, City departments (DPD, SDOT, and Parks) and the affected communities and institutions. City Council has directed DPD to reflect this trail in the Comprehensive Plan in Resolution 31251.

Recommendation: Adopt as proposed.

C. Updated Policies to be Consistent with the Urban Forest Management Plan

Element: Environment

Submitted by: Seattle Urban Forestry Commission

Background: Seattle's trees provide a myriad of environmental, social, and economic benefits and significantly enhance the livability and health of the City. Trees absorb pollution, provide wildlife habitat, intercept and absorb rainfall, increase property values, calm traffic, reduce and improve the pedestrian environment. Increasing tree canopy cover will increase the value of these benefits to both current and future generations.

Previous studies documented tree canopy decline, and the City has taken a number of actions to improve the management of Seattle's urban forest and increase tree canopy cover.

- American Forests' 1999 report, *Urban Ecosystem Analysis of Seattle,* concluded that between 1972 and 1996 Seattle lost 46% of its heavy tree canopy cover and 67% of its medium tree canopy cover. American Forests recommended that City adopt a goal to increase overall tree canopy cover from the current 18% to 40%.
- *Seattle Urban Forest Assessment: Sustainability Matrix and Report,* completed in 2000 by the Cascadia Consulting Group for the City of Seattle, estimated the total tree canopy cover for Seattle at approximately 25%.
- In April 2007, the City published the *Urban Forest Management Plan,* a thirty-year plan to increase the city's tree canopy cover to 30% in 30 years by identifying goals, recommendations and actions that will preserve, restore, enhance and sustain the urban forest over the long term. The Urban Forest Management Plan also includes the recommendation that it be updated every five years.
- In December 2007, the City Council adopted new Comprehensive Plan policies to address tree canopy loss. (Ordinance 122610)
    - Strive to achieve no net loss of tree canopy coverage starting in 2008, and strive to increase tree canopy coverage by 1% per year up to a total of 40%, to reduce storm runoff, absorb air pollutants, reduce noise, stabilize soil, provide habitat, and mitigate the heat island effect of developed areas.
    - Update the 2000 tree canopy inventory in the *Urban Forest Management Plan* every 10 years to measure progress toward the goal of increased canopy coverage.
- In 2009, the City Council passed Ordinance 123052, establishing an Urban Forestry Commission to advise the Mayor and Council on policies and regulations governing the protection, management, and conservation of trees in Seattle.
- In spring 2009, *Urban Tree Canopy Analysis* by NCDC Imaging using high resolution satellite imagery estimated that Seattle's tree canopy increased slightly between 2002 and 2007 from 22.5% to 22.9%, a 0.4% increase in tree canopy (average of less than 0.1% increase per year).
- In June 2011, the City Council passed Resolution 31295 recognizing the 2007 *Urban Forest Management Plan*, and proposed to formally adopt an updated plan in 2012.

The Urban Forestry Commission has proposed amendments to the Environment Element to clarify policies and reflect the City's current approaches to increasing tree canopy.

Proposed Amendment:

Revise policies in the Environment Element as follows:

> **E**9.5 ~~Strive to a~~ Achieve no net loss of tree canopy coverage ~~starting in 2008~~, and strive to increase tree canopy ~~coverage by 1 percent per year up~~ to ~~a total of~~ 40 percent, to reduce storm runoff, absorb air pollutants, reduce noise, stabilize soil, provide habitat, and mitigate the heat island effect of developed areas.
>
> **E**23 ~~Strive to a~~ Achieve no net loss of tree canopy coverage ~~starting in 2008~~, and strive to increase tree canopy ~~coverage by 1 percent per year up~~ to ~~a total of~~ 40 percent, to reduce storm runoff, absorb air pollutants, reduce noise, stabilize soil, provide habitat, and mitigate the heat island effect of developed areas.
>
> **E**24 Update the 2000 tree canopy inventory in the *Urban Forest Management Plan* at least every 10 years to measure progress toward the goal of increased canopy coverage.

Analysis: DPD aims to eliminate duplicative policies to make the plan easier to use. Policies E9.5 and E23 currently in the Comp Plan are exactly the same, as are policies E10.1 and E24. The Urban Forestry Commission proposed changes to Policies E9.5, E23 and E24, but did not propose changes to Policy E10.1. DPD recommends deleting duplicate policies E9.5 and E10.1 in the section titled "Natural System Approach" and retaining policies E23 and E24 in the section titled "Seattle's Trees."

With respect to Policy E23, the Urban Forestry Commission has proposed to delete the phrases "Strive to achieve", "starting in 2008" and "coverage by 1 percent per year". Deleting the phrase "strive to achieve" and "starting in 2008" in reference to no net loss of tree canopy coverage strengthens the policy and reflects the City's firm commitment to at a minimum keep the tree canopy coverage that exists at a given point in time– currently about 23% according to the 2009 assessment . Retaining the phase "strive to achieve" in reference to the 40% goal reflects the nature of this more ambitious, aspirational goal. Deleting the phase "coverage by 1 per cent per year" makes sense because tree canopy increases are best evaluated over a longer period of time to reflect the growth rates of newly planted trees. For example, canopy increases very little in the first few years after new trees are planted, but increases exponentially as trees survive and mature. A 1 percent increase can easily be within the margin of error in a citywide tree canopy cover assessment. Also, monitoring a "1 percent per year" goal would require the city to allocate resources to do an assessment each year, an unnecessary cost. The goal of "1 percent increase per year" is not practical or appropriate for the Comprehensive Plan which has a 20-year timeframe. In addition, DPD recommends consistent use of the term "tree canopy coverage" in Policy E23 to improve clarity.

With respect to Policy E24, the Urban Forestry Commission has proposed to add the phase "at least." This allows the Urban Forestry Commission to undertake tree canopy inventory and assessment more frequently than every ten years if resources are available. DPD recommends an additional modification to Policy E24. The "2000 tree canopy inventory" refers to the *Seattle Urban Forest Assessment: Sustainability Matrix and Report,* a report completed in 2000 by the Cascadia Consulting Group for the City of Seattle. This study has been superseded by a study released in 2009, *Urban Tree Canopy Analysis* by NCDC Imaging. Because tools, technologies and methods to assess tree canopy are rapidly improving and changing, referring to a specific study, inventory or assessment in a Comprehensive Plan policy is too constraining. DPD recommends deleting the reference to the year 2000.

Recommendation: Delete policy E9.5 and E 10.1. Amend E23 and E24 as follows:

> ~~**E9.5** Strive to achieve no net loss of tree canopy coverage starting in 2008, and strive to increase tree canopy coverage by 1 percent per year up to a total of 40 percent, to reduce storm runoff, absorb air pollutants, reduce noise, stabilize soil, provide habitat, and mitigate the heat island effect of developed areas.~~
>
> ~~E10.1 Update the 2000 tree canopy inventory in the Urban Forest Management Plan every 10 years to measure progress toward the goal of increased canopy coverage.~~
>
> **E**23 ~~Strive to a~~ Achieve no net loss of tree canopy coverage ~~starting in 2008~~, and strive to increase tree canopy coverage ~~by 1 percent per year up~~ to ~~a total of~~ 40 percent, to reduce storm runoff, absorb air pollutants, reduce noise, stabilize soil, provide habitat, and mitigate the heat island effect of developed areas.
>
> **E**24 Update the ~~2000~~ tree canopy inventory in the Urban Forest Management Plan at least every 10 years to measure progress toward the goal of increased canopy coverage.

D. Policy for Long-term Homeless Encampments

Element: Land Use, Housing, Human Development

Submitted by: Councilmember Nick Licata

Background: As in many American cities, homelessness is well-documented in the City of Seattle. The City and nonprofit organizations have provided numerous facilities, services, and programs to serve persons who either lack shelter or are at risk for becoming homeless. However, available facilities and services cannot accommodate all persons requiring shelter. According to information supplied by the City of Seattle Human Services Department, a count of people without shelter, conducted on one night in January 2011, found 1,753 people living outside a suitable shelter for sleeping.

Encampments of homeless individuals have been located within the City of Seattle for many years. They provide shelter and basic services to individuals in need. At these facilities, people reside in temporary shelters such as tents, and specific rules for operation and security are accepted and observed. Without the option of an encampment, individuals may otherwise be forced to seek shelter in alleys, doorways, vacant buildings, greenbelts, or other locations not designed or intended for safe and sanitary habitation.

Encampments hosted by Share/Wheel, a non-profit organization, have operated under the terms of a consent decree in effect from March 13, 2002 to March 2012. Conditions established under the decree limited the number and duration of encampments: one encampment in the city, duration of an encampment site is three consecutive months, an interval of three months before the encampment can return to a site, and an aggregate limit of six months over a two-year period.

The final report of the Citizen Review Panel Recommendations on Encampments and Seattle's Unsheltered Homeless Population, dated October 18, 2010, recommended the City establish a City-sanctioned semi-permanent encampment. Resolution 31292, adopted May 2, 2011 by the City Council, set out a work plan for Council "to develop alternatives that address the shortfalls in City-provided homeless services." Two options related to encampments were included in the resolution:

1. Working with faith-based communities to support shelter space in church buildings or parking lots, or on City land leased to churches; and
2. Considering an encampment at a location such as those sites reviewed by the Citizen Review panel that preferably will not require Comprehensive Plan or Land Use Code amendments.

In 2010 the Washington Legislature passed ESHB 1956 which authorized religious organizations to host temporary encampments for homeless persons on property owned or controlled by a religious organization. The passage of Council Bill 117288 on October 3, 2011 authorized religious organizations in the City of Seattle to host encampments on their property, and established conditions for their safe operation:

- Allows transitional encampments as an accessory use where the established principal use of the site is a religious facility, or on property owned or controlled by religious organizations;
- Allows the transitional encampment to operate for an unlimited period of time;
- Does not require the religious organization to obtain a permit to establish the use; and
- Sets specific standards for site management and operations, maintenance, health, safety, and hygiene for a transitional encampment as an accessory use for religious properties.

The bill also made transitional encampment an explicit use defined in the Land Use Code (SMC 23.84A.038) as follows: *"Transitional Encampment" means a use having tents or a similar shelter that provides temporary quarters for sleeping and shelter. The use may have common food preparation, shower, or other commonly-used facilities that are separate from the sleeping shelters.*

Currently, transitional encampments that are not an accessory use to a religious facility are allowed through the issuance of a temporary use permit (SMC 23.42.040.C). These permits allow the temporary use of property for activities (i.e., uses) not already approved by permit, including activities that are not normally allowed in the zone, provided the proposed use meets the following conditions:

- does not involve the erection of permanent structures;
- meets certain broad criteria;
- is not materially detrimental to the public welfare,
- does not result in substantial injury to property in the vicinity, and
- is consistent with the spirit and purpose of the Land Use Code.

Temporary permits for encampments can be a Type I decision (for up to four weeks), or a Type II decision (for up to six months). Type II decisions are subject to public notice and comment, and requires a written decision that is appealable to the City's Hearing Examiner. The approval process for a temporary use permit would normally take approximately 90 days for review, but could be longer if appeals or environmental review (SEPA) is required. Currently temporary use permits could be granted for a period of up to six months. However, DPD has proposed extending temporary use permits for up to one year as part the Regulatory Reform initiative.

Proposed Amendment:

> **LU**10 In order to ensure that a wide range of housing opportunities are available to Seattle's current and future residents, generally permit residential uses, <u>including long-term homeless encampments</u>, in all zones, except in industrial zones and some shoreline areas, where residential uses may conflict with the intended industrial or water-dependent use of the area. <u>Long-term homeless encampments may be permitted in industrial zones and some shoreline areas where the encampment would not displace an industrial or water-dependent use.</u>
>
> **LU**145 Prohibit new residential uses in industrial zones, except for special types of dwellings that are related to the industrial area and that would not restrict or disrupt

industrial activity. In addition, long-term homeless encampments that will not displace an industrial use may be permitted.

Analysis: The proposed amendments are designed to ensure that the Comprehensive Plan would allow future transitional encampments hosted by non-religious organizations in any zone. Transitional encampments are now clearly defined in the Land Use Code, and not listed under the broader definition of "residential use." Therefore, the proposed amendments to the Comprehensive Plan to specifically to allow transitional encampments in industrial zones are no longer needed. An amendment to the Land Use Code would be a more appropriate method to clarify where and under what conditions transitional encampments not associated with a religious facility are permitted. The Comprehensive Plan Policies LU10 and LU 145 as currently written are not a barrier to approval of a transitional encampment.

The intention of polices LU10 and LU145 is to preserve industrial areas by limiting speculation and reducing land use conflicts that can occur when residential uses are introduced into industrial areas. As non-industrial uses proliferate, speculation on industrial land increases, and puts upward pressure on industrial land costs. Noise, traffic, odors and other aspects of industrial uses can impact residential populations who may seek to constrain or limit certain industrial activities. To date residents of existing transitional encampments in industrial areas have indicated a willingness to live with the impacts of industrial activities.

Additional strategies could be used to further protect industrial uses from potential impacts or conflicts. The City has successfully used covenants when granting conditional use permits for artist studio/dwellings in existing buildings in industrial zones to reduce conflicts. Through this instrument, the owner(s) and occupants of the building accept the industrial character of the neighborhood and agree that existing or permitted industrial uses do not constitute a nuisance or other inappropriate or unlawful use of land. This strategy could be used in permitting transitional encampments. In addition, an amendment to the Land Use Code could include language that transitional encampments will not displace existing industrial uses and other conditions to minimize potential conflicts.

Support for the use of transitional encampments as a long term strategy to provide shelter to homeless persons is mixed. Some consider transitional encampments a cost-effective way to provide additional shelter until more permanent housing can be built. Others do not support this strategy, and believe it diverts attention and resources away from permanent housing solutions. Some people may not support the inclusion of a policy supporting transitional encampments in the Comprehensive Plan because it is a long-term 20-year plan, and they do not believe that transitional encampments should be seen as a long-term solution. The *Ten Year Plan to End Homelessness* supports long-term strategies aimed at prevention and permanent housing solutions. It states:

Tent cities will not solve or end homelessness. Encampments should be considered one of the least desirable emergency housing alternatives. Although some individuals find safety, stability and community in the tent city environment, our society should be able to do better than parking people in encampments. The solution to homelessness is housing and supportive services, not more tent cities.

The Comprehensive Plan Human Development Element contains policies to address how the City can help families and individuals meet their basic needs. A new policy in the Human Development Element regarding transitional encampments could express support for this type of shelter.

Recommendation:

Do not amend policies in the Land Use Element. Instead, add the following new policy in the Human Development Element in Section B: Food to Eat & a Roof Overhead.

> HD 11.1 Support and guide the operation of safe and healthy transitional encampments to temporarily address homelessness in the city.

E. Roosevelt Residential Urban Village Future Land Use Map Amendment

Element: Future Land Use Map

Submitted by: Councilmember Sally Clark

Background: City Council is currently considering rezones based on a proposal by the Roosevelt Neighborhood Association (RNA) from 2006 when it undertook an effort to update its neighborhood plan to accommodate a planned light rail station. The rezones are intended to allow future development that respects the context of the neighborhood's commercial core, achieves appropriate transitions to less intensive zones, and supports the neighborhood's pedestrian and transit orientation around a planned light rail station.

One location within the Roosevelt Residential Urban Village that is not included in the rezone proposal is a small single family residential area that is generally bounded by Interstate 5, Ravenna Boulevard to the south, the alley between 8th and 9th Avenues to the east, and NE 64th Street to the north. The area is within ¼ mile of the proposed LINK light rail station. The existing land uses include single family houses, surface parking for the Green Lake park-and-ride, and a stretch of landscaped open space between 8th Avenue NE and Interstate 5. The parcels within this area are currently zoned for single family residential development on 5000 square foot lots (SF 5000). The surrounding area northeast of Ravenna Boulevard is designated multi-family or commercial/mixed use area on the Future Land Use Map, and the surrounding area southeast of Ravenna Boulevard is designated as a single family residential area.

Proposed Amendment:

Amend the Future Land Use Map as shown in Attachment C.

> Change the designation of this newly added area from "single-family residential" to "multi-family residential."

Analysis: In 1999 the RNA completed a *Tomorrow's Roosevelt Neighborhood Plan.* City Council recognized the plan (Resolution 29924) and incorporated portions of the plan into the Comprehensive Plan (Ordinance Number: 119525). In 2006 City Council adopted updated Comprehensive Plan Policies developed by RNA for the neighborhood (Ordinance Number: 122313). Although Comprehensive Plan policies do not specifically refer to this area, the proposed change is consistent with several policies. Because this area is within walking distance of the proposed LINK Light Rail station, higher density multi-family at this location would allow more people to access to high capacity transit service. This change supports the following Comprehensive Plan policies in the Urban Village Element and Neighborhood Planning Element related to the appropriate development near transit:

> "UV2.5: In areas surrounding major transit hubs, except in industrial zones, allow densities sufficient to take advantage of significant investment in public transportation infrastructure. Use incentive zoning programs and other strategies to help ensure the provision of affordable housing."

> R-HG3: Accommodate most of the expected residential growth by encouraging larger development in and around the Roosevelt Urban Village's light rail station and commercial core.
>
> R-HP6: Encourage mixed-use and larger multifamily structures in and immediately surrounding the transit and commercial core to accommodate increased density in the neighborhood."

The proposed change is also consistent with the following Comprehensive Plan policies in the Neighborhood Planning Element.

> "R-LUP3 Promote the development of new multifamily dwellings, in properly zoned areas that will buffer single family areas from the commercial core, freeway and commercial corridors.
>
> R-TG4: Respect the Olmstead legacy of Ravenna Boulevard as an element of the city's transportation and open space system."

Plans developed by the neighborhood demonstrate community support for this change. The concept of higher density housing along Ravenna Boulevard has been included plans drafted by the RNA, and the concept was discussed favorably as part of the work associated with the Roosevelt rezoning.

> "Roosevelt-Housing Strategy 6: Communicate and coordinate with the City of Seattle DPD regarding the creation of a special overlay zone for Ravenna Boulevard that would encourage the development of high quality, well-landscaped buildings along Ravenna Boulevard's north side. This overlay would be intended to complement the Olmstead Legacy of the emerald necklace with a suitable tree canopy. Such a zone could buffer the residential zones of the neighborhood's southwest quadrant from freeway noise and, if density bonuses with appropriate subsidy were given, could integrate a portion of affordable units." *Roosevelt Neighborhood Plan Strategy* (2006)
>
> "One idea for future growth is along Ravenna Boulevard, part of Seattle's Olmsted legacy Emerald Necklace. The vision is to provide increased density as an incentive for creating quality buildings with enhanced setbacks, wider sidewalks, and landscaping to complement and protect the graceful parkway." *Sustainable Livable Roosevelt* (September 2010, page 14)

Changing the Comprehensive Plan's Future Land Use Map designation for this area will not change the underlying zoning. Rather it would allow the City to consider future proposals to rezone parcels.

Recommendation: Adopt as proposed.

F. Modify Potential Annexation Area(s)

Element: Future Land Use Map

Submitted by: City Council

Background: The area known as the 'Sliver by the River' is an unincorporated area of King County that is surrounded by the Seattle community of South Park, and across the Duwamish River from the Georgetown neighborhood. It has a few dozen residents and businesses.

Seattle proposed to annex this area in 1965, as part of a plan to rezone the entire South Park community to industrial. Residents, unhappy with the City's proposal, resoundingly defeated it. More recently the deterioration and ultimate closure of the South Park Bridge, jointly-owned by King County and the City of Tukwila, led to an increased interest in annexation by the community. However, Seattle would not proceed with annexation until funding for the bridge replacement could be identified. In 2010, the City, King County and State put together funds to replace the bridge, although discussions about cost sharing for bridge maintenance are still underway.

Proposed Amendment:

> Amend the Urban Village Figure 9 to add the "Sliver by the River" which is generally bounded by the Duwamish River to the north, 12th Avenue S. to the west and Dallas Avenue S. (see Attachment D) with the designation of a "potential annexation area."

Analysis: Under the King County Countywide Planning Policies, designating a Potential Annexation Area is a necessary, but not sufficient step toward annexation. This designation does not automatically commit the City to annexation.

The funding of a replacement for the South Park Bridge removed a major obstacle to annexation of the "Sliver by the River." This inclusion of "Sliver by the River" as a "potential annexation area" in the Comprehensive Plan is a first step towards annexation. The annexation would add approximately $55 million in taxable property to the City's tax base, mostly in commercial property (see below). Because of the small number of residential properties, the annexation would not require new civic facilities such as a school, library, or fire station. Residents of the area will be served by existing facilities in the adjacent South Park neighborhood.

Residential Taxable Value	
Land:	$5,283,000
Improvements:	$4,325,000
Commercial Taxable Value	
Land:	$26,897,000
Improvements	$18,694,100
==========	
TOTAL TAXABLE VALUE:	$55,199,100

The City will continue to negotiate with the County to determine how the bridge will be maintained prior to proceeding with annexation. Seattle, King County and the residents and businesses of the "Sliver by the River" will work together in shaping decisions about the future of the area.

DPD is proposing an additional change to this Comprehensive Plan figure. In 2006, the City Council approved the designation of North Highline as a Potential Annexation Area as part of the annual Comprehensive Plan amendments. The City of Burien also designated North Highline as a Potential Annexation Area in 2006. In 2010 the City of Burien completed an annexation of the southern portion of the unincorporated area of North Highline. Therefore, the Seattle Comprehensive Plan map should no longer reflect this area as a Potential Annexation Area.

Recommendation: Adopt as proposed. Adopt additional correction proposed by DPD.

G. Minimize Damage from Heavy Vehicles

Element: Transportation

Submitted by: Chris Leman

Background: Heavy vehicles have a significant impact on the City's road infrastructure. Motor vehicle size and weight regulations are among the most important factors determining road and bridge design. Pavement damage increases exponentially with weight, with small increases leading to much greater damage factors. Therefore, the strength of pavements and bridges and their geometry are dictated by the heaviest vehicles on the road. Passenger vehicles, cars and light trucks, do not factor significantly in the structural design of roadways that carry heavy vehicles. Buses constitute the majority of heavy vehicle traffic on many of Seattle's streets, and have a significant influence on the design of pavements, bridges and other infrastructure. Bus weights have increased significantly in the last 10-15 years, and that extra weight is affecting the streets and structures on which they operate.

Proposed Amendment:

Add the following new policy after T-69:

> Minimize damage from vehicles that are heavier than would normally be allowed on Seattle's roads and bridges, especially those vehicles that are owned by the City, counties, Sound Transit, Seattle School District, or their contractors.

Analysis: The intent of the new policy is to recognize the impact that heavy vehicles have on Seattle's roadways, and encourage more proactive policies to prevent pavement damage. The current Transportation Element of the Comprehensive Plan includes two policies that make explicit reference to heavy vehicles.

- T8 Establish a street system that can accommodate the weight of extra heavy vehicles and reduce the damage such vehicles can cause.
- T70 Pursue strategies to finance repair of road damage from heavy vehicles in a way that is equitable for Seattle's taxpayers.

The current policies speak to the design of roadways to carry heavy vehicles, and the financing of repairs of road damage caused by heavy vehicles. There are no policies that speak to preventing pavement damage from heavy vehicles. While more specific prevention policies and strategies would be detailed in SDOT's strategic or operational plans, a general policy in the Comprehensive Plan could provide overall direction. Although the applicant has suggested adding a new policy in the section titled "Financing the Transportation System", amending existing policy T8 provides a more appropriate context for addressing this issue. The recommended policy is broad enough to encourage a range of strategies—design and maintenance of the roadway, as well as vehicle procurement or driver education that could potentially reduce or prevent pavement damage.

Recommendation: Do not adopt as proposed. Amend policy T8 in the Transportation Element as follows:

> T8 Pursue strategies to reduce and help prevent road damage from heavy vehicles. ~~Establish a street system that can accommodate the weight of heavy vehicles and reduce the damage such vehicles cause~~.

Remaining Proposed Amendments

H. "South of Charles" Future Land Use Map Amendment

Element: Future Land Use Map

Submitted by: Councilmember Sally Clark for the City Council

Background: On April 25, 2001 City Council passed Ordinance 123589 that modified development regulations and increased development capacity for South Downtown. On that same day Council also passed a companion Resolution 31291 that declared the Council's intent to promote and enhance the livability of South Downtown and set out further tasks for the Council and Executive. Among other things, Resolution 31291 established the Council's intent to consider a Comprehensive Plan Future Land Use Map (FLUM) amendment for an area known as "South of Charles." The resolution provided in relevant part:

> *5. In July 2011, the Council intends to place a review of the South Downtown industrial area bounded by South Charles Street on the north, South Royal Brougham Way on the south, 4th Avenue South on the west, and Interstate 5 on the east (known as the "area south of South Charles Street") on the policy docket for the 2011-2012 cycle of annual Comprehensive Plan amendments. The review should address whether this area, which is now part of the Duwamish Manufacturing and Industrial Center, should instead become part of the Downtown Urban Center, and should therefore be rezoned to allow greater development potential. If DPD finds that Comprehensive Plan changes are warranted, zoning amendments that implement the Comprehensive Plan amendments should be recommended by DPD at the same time.*

The "South of Charles" area is generally bounded by Fourth Avenue S. to the west, South Charles Street to the north, I-5 to the east and South Royal Brougham Way to the south. Development in the approximately 23-acre area consists of:

- The City of Seattle Charles Street Yards, a vehicle maintenance and materials storage facility in the eastern portion of the area.
- A new BMW dealership, occupying the two blocks between 7th Avenue S. and Airport Way S.
- A collection of warehouse buildings along 6th Avenue S. under common ownership between Airport Way South and I-90. A preliminary proposal for office development has been discussed for these properties.
- A collection of office, human service, storefront and parking uses located along 4th Avenue S.

The area is located at the far north of the Greater Duwamish Manufacturing Industrial Center (MIC), and represents approximately 0.5% of the entire land area of the MIC. It is geographically separated from existing heavy industrial uses by the 20-acre Metro Transit Base and by the on-ramps to I-90. The area is well-served by public transit (bus, intercity rail, and light rail). About

half the area is owned by public entities (City of Seattle, State of Washington) or non-profit organizations. It is traversed by several high-volume traffic corridors that carry freight and other vehicular traffic. "South of Charles" was included in the *Livable South Downtown Planning Study,* a plan to identify land use actions to create a more livable community by encouraging appropriate residential and jobs-related development in the area.

Proposed Amendment:

Amend the Future Land Use Map of the Land Use Element as follows:

1. Move the boundary of the Duwamish Manufacturing / Industrial center south to Royal Brougham Way; and
2. Change the designation for "South of Charles" from Industrial Area to Downtown Area.

Analysis: The 23-acre "South of Charles" area is currently part of the Greater Duwamish Manufacturing and Industrial Center (MIC). The *Greater Duwamish Manufacturing Industrial Center Plan* and the Seattle Comprehensive Plan call for the protection of industrial uses and family wage jobs through goals and policies to provide opportunities for industrial activities to thrive in Seattle by prohibiting uses (such as residential) that are incompatible with industry, particularly in areas where significant infrastructure and land area exists to support a base of industrial uses.

The *Livable South Downtown Planning Study* was initiated to look more closely at appropriate future uses in the areas directly south of the downtown, including the "South of Charles" area currently zoned for General Industrial (IG2). A central question explored for this area was the extent to which the area is important to meeting the goals of the Greater Duwamish MIC. The study highlighted the differing opinions as to the viability of industrial uses in South of Charles. Reasons to support a change from the existing industrial use to allow a greater range of uses included:

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

However, a change from industrial to commercial could further erode the industrial land base and the associated family wage jobs. The study evaluated three zoning options for South of Charles:

1. Retain the existing General Industrial 2 U/85 (IG2 U/85) zone. This designation would prohibit housing (except artist studio/dwelling, caretaker's quarters) but allows a range of office and industrial uses at moderate densities.

2. Change to Industrial-Commercial (IC) zoning at maximum heights up to 125 feet and 160 feet. This designation would allow greater intensity of office uses in addition to industrial uses.
3. Change to a new "South Downtown Mixed" zone. This designation would allow structures up to 160 feet in height and a maximum floor area ratio (FAR) of 3.5. The proposal would allow office uses outright, and allow residential uses only through a special review process.

Option 3 considered rezoning this industrial area to a nonindustrial zone, an option that would require an amendment to the City's Comprehensive Plan to remove the area from the Greater Duwamish MIC and add it to the Downtown Urban Center. The *Livable South Downtown Planning Study* recommended Option 2 , and this area was rezoned (part of the April 25, 2011 rezone for South Downtown, Ordinance Number: 123589) from General Industrial 2 (IG2) with an 85 foot height limit to Industrial Commercial (IC) with a base height of 85 feet and a maximum height of 160 feet. The IC zone is intended to promote development of businesses that incorporate a mix of industrial, commercial and other employment activities near downtown. It allows a mix of light industrial and offices uses that can serve as a transition area between the Downtown and the Greater Duwamish MIC.

The Comprehensive Plan policy LU175 provides guidance for areas that should be included in Downtown: "Designate as Downtown, those areas that are intended to accommodate the densest mixed-use, residential, office and retail development." This designation would prohibit new industrial uses, and would allow new residential uses. The change to the FLUM would trigger a corresponding change to the Downtown Urban Center Map in the Neighborhood Element because the Comprehensive Plan also designates villages within the larger Downtown Urban Center. South of Charles could become part of an adjacent Downtown village (Pioneer Square or Chinatown International District), but is too small an area to be designated as a new village.

The proposed amendments are not recommended because even with planned infrastructure improvements, this isolated area is unlikely to develop the pedestrian character of the International District and other Downtown areas. Large numbers of cars and trucks headed to/from the interstate highways will continue to move through this area. Because it will continue to be more auto than pedestrian oriented, this area is more suited for employment uses allowed by the IC zoning. Further, adding this area to Downtown would open the door to residential development and potential conflicts with existing industrial uses within or adjacent to this area.

The newly adopted zoning for this area (IC-85-160) allows for more diverse and higher density uses. Since submitting the application for the Comp Plan amendment, the proponent has described the intention to build only office space in this area and has expressed an interest in having higher allowable heights (240 feet) and FAR (5.0). Limiting future uses in the area would be consistent with analysis and recommendations prepared by DPD during the South Downtown planning process and could be achieved under the current FLUM designation and within the context of the current IC zone.

Recommendation: Do not adopt as proposed.

I. Per Capita Emission Reduction Goal and Added Reduction Targets for the Transportation, Buildings and Solid Waste Element

Element: Environment

Submitted by: Councilmember Mike O'Brien

Background: In 2006, the City of Seattle adopted its first Climate Action Plan with a goal to meet or beat the target of the Kyoto Treaty–reducing greenhouse gas (GHG) emissions to 7 percent below 1990 levels by 2012. In December 2007 City Council adopted a new goal (EG7) in the Comprehensive Plan (Ordinance Number: 122610) that set more aggressive goals to reduce greenhouse gas emissions.

In May 2011, the Office of Sustainability & Environment released a study that presented a possible pathway for achieving the deep emissions reductions necessary for Seattle to become a carbon neutral city.

On July 25, 2011 Council passed Resolution Number: 31312 adopting an overall emission goal to be carbon neutral by 2050, and sector emission goals for the years 2020 and 2030.

Proposed Amendment:

Revise goal EG7 in the Environment Element as follows:

> EG7 To control the impact of climate change globally and locally, reduce per capita emissions of ~~carbon dioxide and other~~ climate-changing greenhouse gases in Seattle by 30 percent from ~~1990~~ 2008 levels by ~~2024~~ 2020, and by ~~80~~ 60 percent from ~~1990~~ 2008 levels by ~~2050~~ 2030, and then by 90 percent from 2008 levels by 2050.

Analysis: Starting in the fall of 2011, the Office of Sustainability & Environment will be updating the Seattle Climate Action Plan. The technical feasibility study and information from community-generated white papers will be used to inform the planning process as it moves forward. The targets reflected in the proposed Comprehensive Plan amendment are the preliminary targets based on the technical feasibility study. These targets reflect one possible pathway that does not consider funding issues or community support. Those considerations will be assessed as part of the Climate Action Plan update process. DPD is working with OSE to incorporate new or updated Climate Action Plan policy as part of the Comprehensive Plan.

Recommendation: Defer to allow for completion of the updated Climate Action Plan.

J. Ballard II, LLC Future Land Use Map Amendment

Element: Future Land Use Map

Submitted by: Jesse Clawson for Ballard II, LLC

Background: The area proposed for a Future Land Use Map amendment includes approximately 13 properties located in Ballard, generally east of 15th Avenue NW between NW 51st Street and NW 45th Street. The area is currently within the Ballard/Interbay Manufacturing/Industrial Center (BINMIC), and the current zoning is General industrial 2 (IG2). Current uses include a mix of light industrial (marine, warehouse), commercial (former Path building), service commercial (roofing, automotive repair, tire sales), retail (Ballard Blocks) and institutional (Mars Hill Church) uses.

Proposed Amendment:

> Amend the Future Land Use Map to change the designation of an area within the BINMIC from "industrial" to "mixed use/commercial."

Analysis: This proposal and the two subsequent ones in this report raise common themes. The City frequently receives requests to revise its industrial land policies, mostly to allow a wider array of uses in industrial zones. Comprising only 12% of the city's land, industrial businesses provide 33% of the City's total retail sales tax revenue and 32% of the City's total B&O tax revenue. Industrial businesses provide about 25% of all jobs in the city and the vast majority of living wage jobs for people without a college degree.

The City relies on the Comprehensive Plan policy direction to make decisions in response to these requests. In general Comprehensive Plan policies are designed to preserve adequate industrial land (LU158, LU160), to promote the use of industrial land for industrial purposes (LU156), to support the retention/ expansion of industrial businesses (LU144) and their associated living wage jobs (LU142), and to restrict or prohibit uses that may negatively impact industrial activities (LU145).

Rather than a piecemeal review of the two requests within the BINMIC, DPD has proposed to undertake a corridor study in 2012-2013 that will consider the corridor as a whole (including areas proposed for Future Land Use Map amendments J. and K.). The study will examine appropriate future uses and improvements needed to support them along the 15th Avenue corridor from approximately Market Street south to Downtown. Among other issues, this study will consider appropriate uses along the corridor and whether changes to the boundary of the BINMIC or to the current zoning are appropriate.

Recommendation: Do not adopt as proposed.

K. Port 106 Future Land Use Map Amendment

Element: Future Land Use Map

Submitted by: Kent Angier for Port 106, LLC

Background: The area proposed for a Future Land Use Map amendment includes a triangular property located within the Ballard Interbay Manufacturing and Industrial Center (BINMIC). The property, 1600 Armory Way was sold by the Armory to the Northwest Center as excess property for use as Northwest Center's office and distribution facility. The property was then sold to the Seattle Monorail Project to be used as a station. When plans for the Monorail were abandoned, the property was sold to the present owner.

The site includes three buildings that house an assortment of businesses, and a large paved parking lot. Adjacent uses include the Interbay Golf Center, retail along 15th Avenue W, a new retail center including a Whole Foods Market, and the Seattle Animal Shelter.

Proposed Amendment:

> Amend the Future Land Use Map to change the designation of 1600 Armory Way from "industrial" to "mixed use/commercial."

Analysis: See the discussion for Proposal J, above.

Recommendation: Do not adopt as proposed.

L. AnMarCo Future Land Use Map Amendment

Element: Future Land Use Map

Submitted by: Rich Hill for AnMarCo

Background: The area proposed for a Future Land Use Map amendment consists of three parcels, known as the Pier One property, generally located at 2130 Harbor Avenue SW. The area is within the Greater Dwamish Manufacturing and Industrial Center. The long narrow site is bounded by Elliott Bay and SW Florida Street. Salty's restaurant occupies the waterfront site just north of the site, and Jack Block Park and the Port of Seattle are on the waterfront just south of the site. The site has waterfront access and spectacular, unobstructed views of Elliott Bay and downtown Seattle. A rail line and the Alki Trail are located adjacent to the site between SW Florida Street and Harbor Avenue. The land on the opposite side of Harbor Avenue SW is steeply sloped, wooded and undeveloped. Further north along Harbor Avenue SW are multi-family residential and commercial uses.

The application states the site was purchased by AnMarCo in 1992, and they have actively marketed it for industrial use. The applicant believes they have been unable to attract a suitable industrial tenant because the site is narrow, and has poor access to the adjacent street and rail line.

Proposed Amendment:

> Amend the Future Land Use Map to change the designation of the Pier One property generally located at 2130 Harbor Way SW from "industrial" to "mixed use/commercial."

Analysis: See the discussion for proposal J., above.

The site is located on Elliott Bay, a shoreline of statewide significance, and its development is guided by the Seattle Shoreline Management Program (SMP) which addresses a variety of issues including shoreline uses, modifications, public access, vegetation conservation, critical areas, flood hazard reduction, water quality, and archeological and historic resources. The SMP Guidelines require that uses on waterfront lots be water-dependent unless the demand for water-dependent uses is less than the existing supply of waterfront lots. As part of the current update of the City's SMP, DPD commissioned a study to determine the supply of waterfront lots versus the demand for use of these lots by water-dependent businesses. A major recommendation of the study was, "The City should continue to restrict the development of non-water-dependent and water-related uses in the shoreline zones to assure that suitable dry and submerged lands are available for water-dependent and water-related uses." DPD has determined that allowing certain non-water dependent uses on waterfront lots is a strategy that could help water-dependent businesses. DPD's draft recommended amendments to the SMP would allow non-water dependent uses limited to 20 percent of the lot area and will be for uses that were identified in the report to support water-dependent businesses such as machine shops, material suppliers and repair services.

This site is directly adjacent to the Port of Seattle's Terminal 5 container terminal, a very important water-dependent use in the city. The proposed change to commercial/mixed use would allow development of residential uses that are not water-dependent, and could have negative impacts on the adjacent Port of Seattle operations, and would be a low priority under the SMP. However, other industrial zoning options, such as Industrial Commercial (IC) would support a broader range of water-dependent or water-related uses for this site that are compatible with port operations.

Recommendation: Do not adopt as proposed.

M. Moazzami Future Land Use Map Amendment

Element: Future Land Use Map

Submitted by: Amir Moazzami

Background: The proposed amendment would change the designation on the Future Land Use Map from "single family" to "commercial" for two parcels in the Roosevelt Residential Urban Village:

- 1009 NE 73rd Street consists of a 3000 square foot lot with a small detached house and is owned by the applicant, Amir Moazzami. The property is surrounded by the Swedish Greenlake Primary Care Center to the west and single family detached residential uses to the east and south. A Safeway grocery store is on the northside of NE 73rd Street across from the property.

- 1011 NE 73rd Street consists of a 3000 square foot lot with a small detached house and is owned by Cameron Johnson whose name is listed in parentheses on the proposed amendment. The property is surrounded by single family detached residential uses to the west, east and south. A Safeway grocery store is on the northside of NE 73rd Street across from the property.

The applicant is requesting the amendment to support a subsequent rezone to NC3-35, a change that the applicant states will provide a transition between higher intensity commercial (NC-40) and residential uses (SF 5000).

In 1999 the RNA completed a *Tomorrow's Roosevelt Neighborhood Plan.* City Council recognized the plan (Resolution 29924) and incorporated portions of the plan into the Comprehensive Plan (Ordinance Number: 119525). In 2006 City Council adopted updated Comprehensive Plan Policies developed by RNA for the neighborhood (Ordinance Number: 122313). Council is now considering a proposed package of rezones to designate a station area overlay district (SAOD), and the rezoning of parcels within the SAOD to encourage denser residential and mixed-use development. The two parcels in this proposal, 1009 and 1011 NE 73rd Street, are one block north of the proposed SAOD boundary at 72nd Street, and are not part of or adjacent to any proposed rezone.

Proposed Amendment:

> Amend the Future Land Use Map to change the designation of 1009-11 NE 73rd Street from "single-family residential" to "commercial."

Analysis: The area proposed for redesignation is two small single family residential parcels located on a residential street just off the neighborhood commercial corridor of Roosevelt Way NE. Parcels within the immediate area designated as commercial/mixed use area are only parcels with frontage on Roosevelt Way NE. This proposed amendment would be a significant change from that pattern of land use.

The proposed change is not consistent with the policies in the RNA's 2006 Neighborhood Plan which supports commercial and mixed-use development in areas closest to the proposed light rail station or along arterials, and seeks to preserve existing single family residential uses located in other parts of the Roosevelt Residential Urban Village. For example, RLUG2 provides:

> "Promote the growth of the Roosevelt Urban Village in a manner that concentrates residential and business uses in the commercial core and near the light rail station, with less dense residential, mixed-use and commercial development along the commercial arterials that extend from the core. "

The recent planning for the rezone proposal included the delineation of the SAOD. While the proposed SAOD could not include properties zoned for single family residential use, it could have included the adjacent NC2-40 (Swedish Greenlake Primary Care Center) and C1 (Safeway) properties. By not including these properties in the SAOD, the plan established the focus of higher density, pedestrian-oriented, mixed-use development to be south of NE 72nd Street along Roosevelt Way NE.

The applicant suggested that a subsequent rezoning to NC3-35 would "provide a transition between higher intensity commercial uses and single family residential uses." The proposed NC3-35 zone would not provide a significant transition between single family residential and the adjacent NC3-40 zone on Roosevelt Way NE because it only involves two parcels. In addition, the Land Use Code does not contain a 35-foot height limit for the NC zones. Heights in the Code are 30 feet and 40 feet.

The applicant states that he plans to conduct neighborhood meetings to elicit support. The adjacent land owner, Cameron Johnson, was consulted and this application includes Mr. Johnson's property in the proposed amendment. There is no documentation of support from the RNA or other residents of the block.

Recommendation: Do not adopt as proposed.

Attachments

Attachment A: New Container Port Element goals and policies

Attachment B: Revised Urban Trails Map to reflect the Lake-to-Bay Loop

Attachment C: Revised Future Land Use Map for Roosevelt Residential Urban Village

Attachment D: Revised Potential Annexation Area Map

Container Port Element

LAND USE POLICIES

CP/LU1 Help preserve cargo container activities by retaining industrial designations on land that supports marine and rail-related industries including industrial land adjacent to rail or water-dependent transportation facilities .

CP/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.

CP/LU3 Discourage non-industrial land uses, such as retail and residential, in industrially-zoned areas to minimize conflicts between uses and to prevent conversion of industrial land in the vicinity of cargo container terminals or their support facilities.

CP/LU4 Consider how zoning designations may affect the definition of highest and best use, with the goal of maintaining the jobs and revenue that cargo container activities generate and to protect scarce industrial land supply for cargo container industries, such as marine and rail-related industries.

CP/LU5 Consider the value of transition areas at the edges of general industrial zones which allow a wider range of uses while not creating conflicts with preferred cargo container activities and uses. In this context, zoning provisions such as locational criteria and development standards are among the tools for defining such edge areas.

TRANSPORTATION POLICIES

CP/T1 Monitor, maintain and improve key freight corridors, networks and intermodal connections that provide access to cargo container 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, recognizing that Port operations must address other transportation needs, such as pedestrian safety.

CP/T2 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, commute trip reduction strategies, including through transportation management associations, roadway re-channelization to minimize modal conflicts, use of intelligent transportation systems, construction of critical facility links, and grade separation of modes, especially at heavily used railroad crossings.

CP/T3 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.

CP/T4 Identify emerging cargo container freight transportation issues and work with affected stakeholder groups, including the Seattle Freight Advisory Board. Provide regular opportunities for communication between the City, the freight community, other affected communities, and other agencies and stakeholders.

CP/T5 Continue joint City and Port efforts to implement relevant Port recommendations such as recommendations contained in the Container Terminal Access Study.

CP/T6 Given the importance of cargo container terminal 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.

CP/T7 Maintain consistency between local, regional and State freight-related policies.

ECONOMIC DEVELOPMENT POLICIES

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

CP/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 container industry sector.

CP/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.

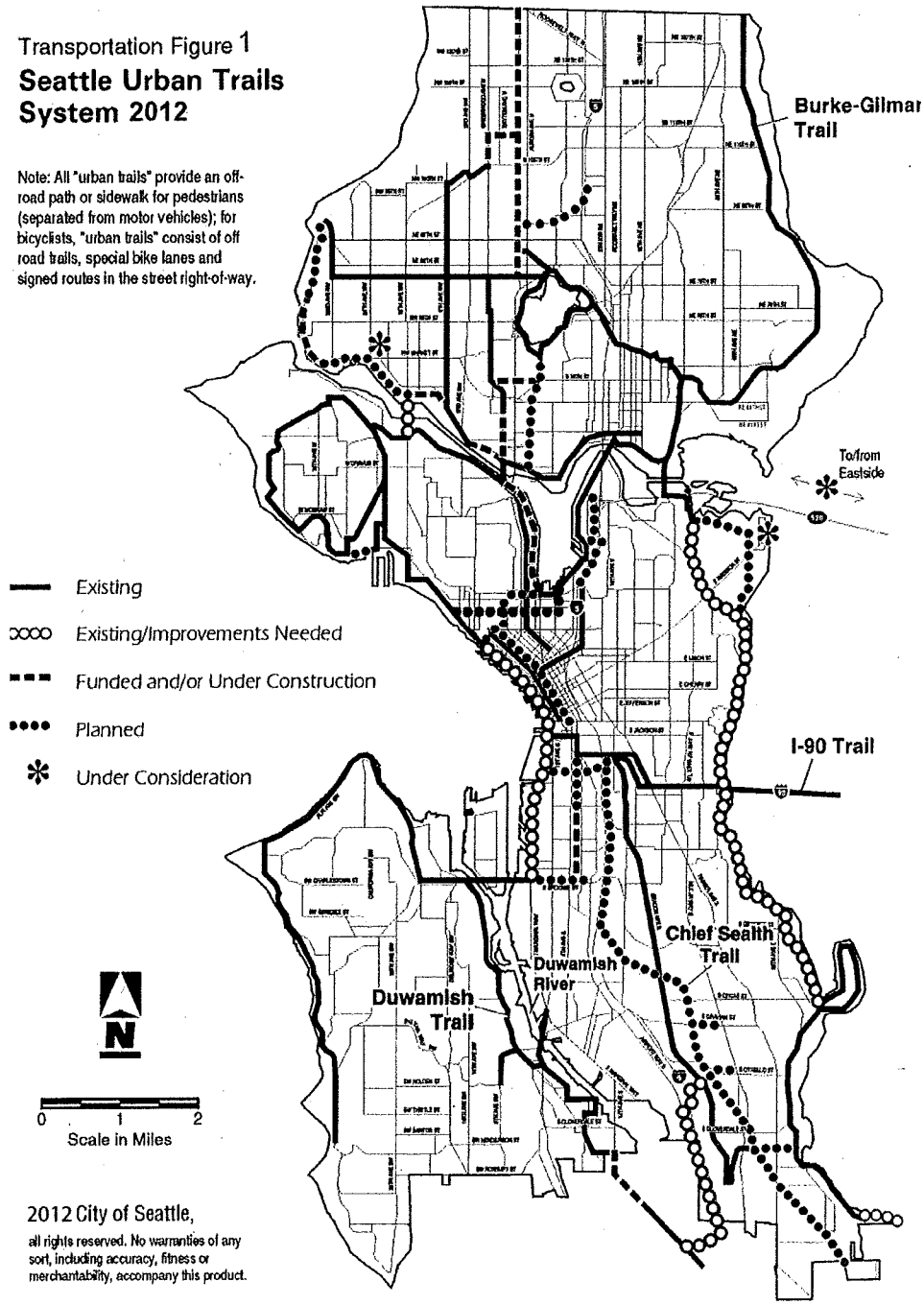
ENVIRONMENTAL POLICIES

CP/E1 Identify opportunities to achieve economic, community, and environmental benefits from the development and operations of cargo container related activities.

CP/E2 Form partnerships with non-profit, community-based, private and public 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.

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

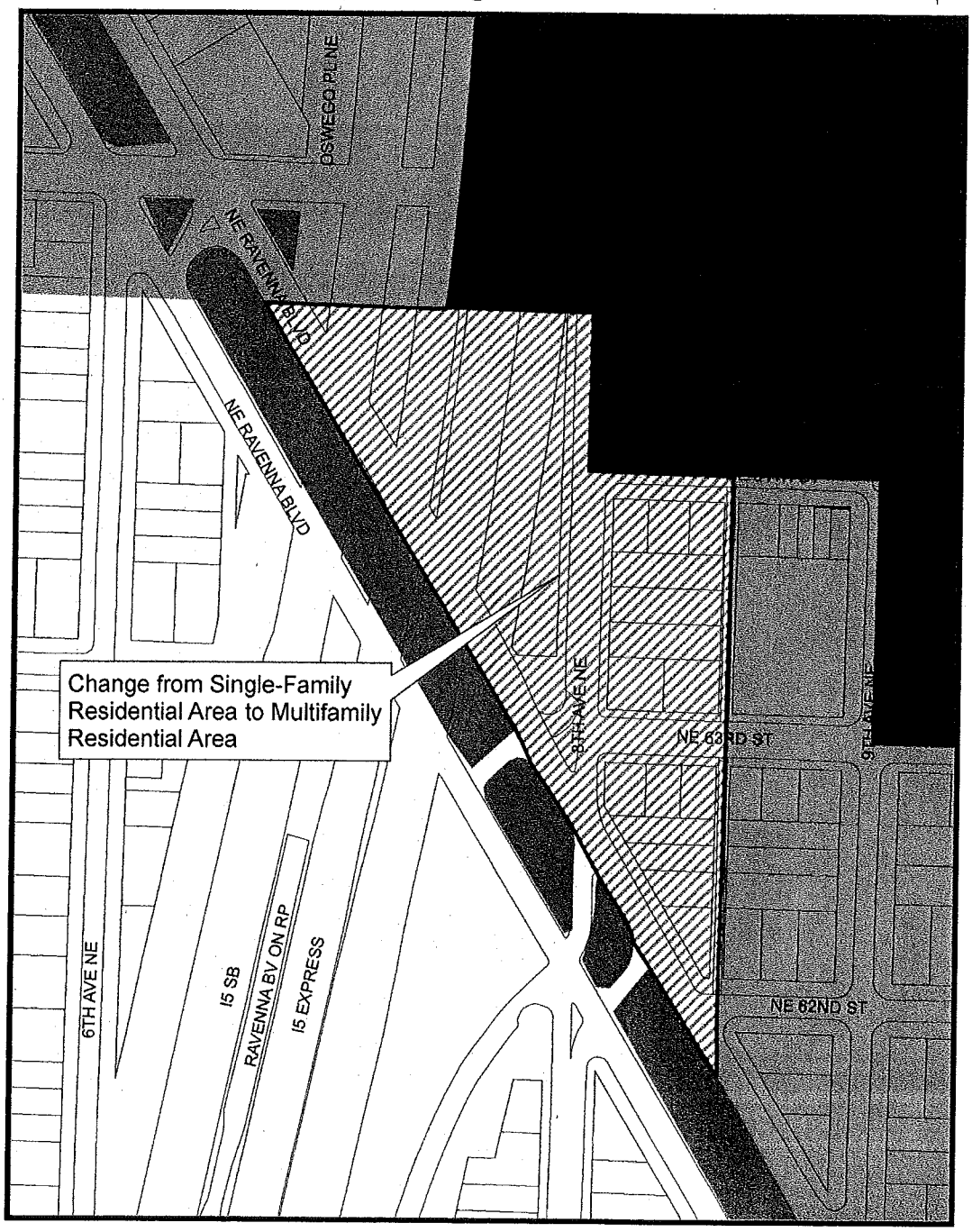
Proposed Lake-to-Bay Loop Addition to the Urban Trails System Map



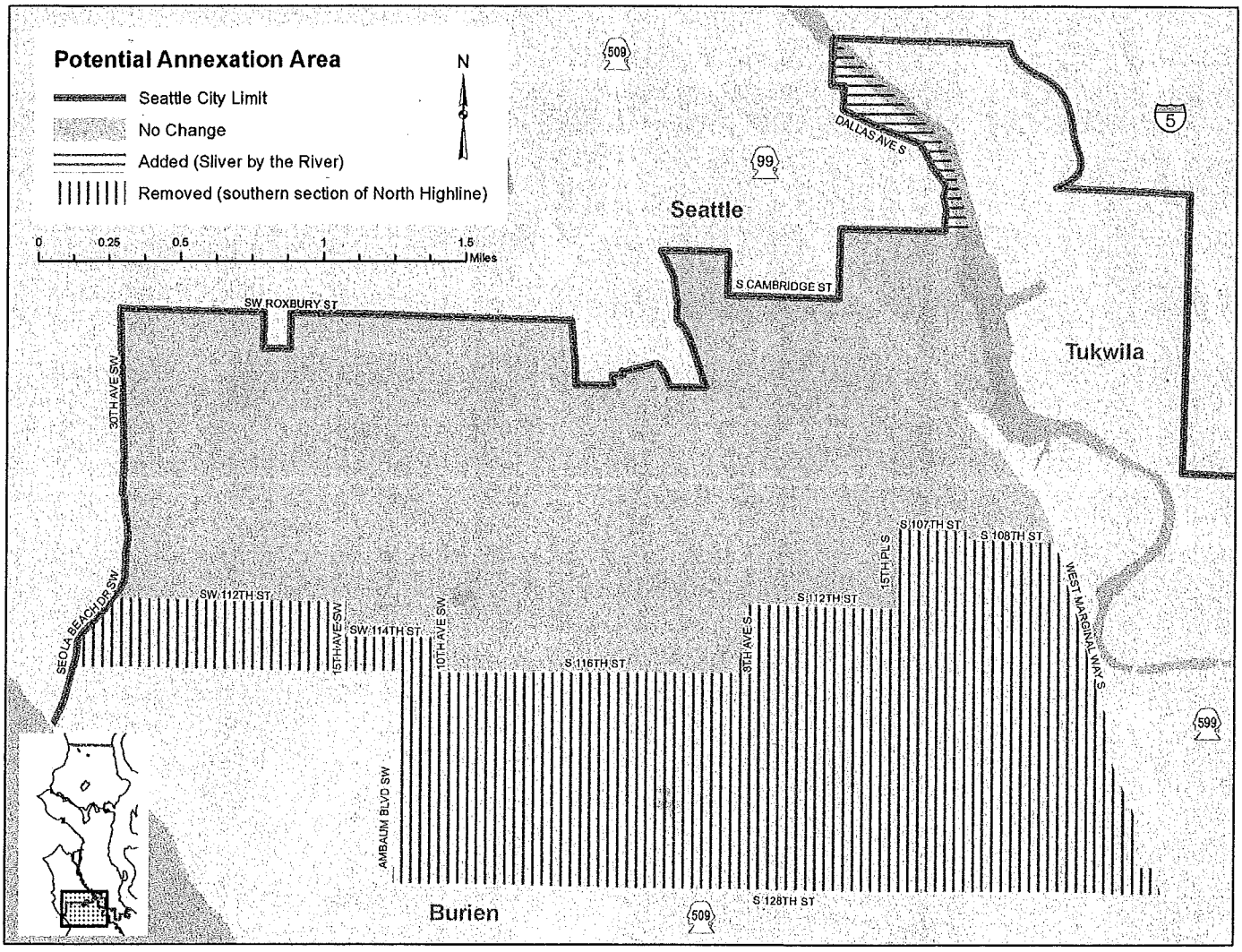
Change to be incorporated into Transportation Figure 1- Seattle Urban Trails System

Proposed FLUM Amendment to the Roosevelt Urban Village

FLUM Changes - Roosevelt Neighborhood



Proposed Changes to Potential Annexation Area



To be incorporated into Urban Village Element Figure 9