DIRECTOR'S REPORT AND RECOMMENDATION
REZONES - GREENWOOD/PHINNEY RIDGE URBAN VILLAGE

Proposal Summary

In response to a proposal from the Greater Greenwood Land Use Design and Development Advisory Group (GGLDD), the Department of Planning and Development (DPD) is recommending rezones for a 13.4-acre portion of the Greenwood/Phinney Ridge Residential Urban Village. This report presents DPD's analysis of the recommended rezones using the rezone criteria from the Land Use Code. The following is a summary of DPD's recommendations for rezones for the area (see Figures 1 to 4):

Subarea A

1. Rezone from Commercial 1 (C1 40') to Neighborhood Commercial 3 (NC3P 65' (3)) with a Pedestrian "P" designation, and a portion to NC3 65' (3) without a "P" designation.

Subarea B

2. Rezone from Commercial 1 (C1 40') to two zones: a Neighborhood Commercial 2 (NC2 65' (3)) and a Neighborhood Commercial 2 (NC2P 65' (3)) with a Pedestrian "P" designation for the property that abuts on NW 85th Street.

Subarea C

3. Rezone from Lowrise 2 Residential-Commercial (LR2 RC) to Neighborhood Commercial 2 (NC2 65' (1.3)).

Subarea D

4. Rezone from Neighborhood Commercial 2 (NC2 40') to Neighborhood Commercial 2 with a Pedestrian "P" designation (NC2P 40').

The number in parentheses following the proposed zone designations describes the base amount of floor area allowed in new development (indicated by a floor area ratio or FAR). Any floor area to be included above the stated FAR must be gained by participation in the incentive zoning program for affordable housing in Chapter 23.58A of the Land Use Code.

The recommended rezones are consistent with the general and zone-specific rezone criteria in the Land Use Code. The recommended rezones are intended to encourage future infill development consistent with the objectives of Seattle's Comprehensive Plan as well as neighborhood goals to further enliven the Greenwood neighborhood.

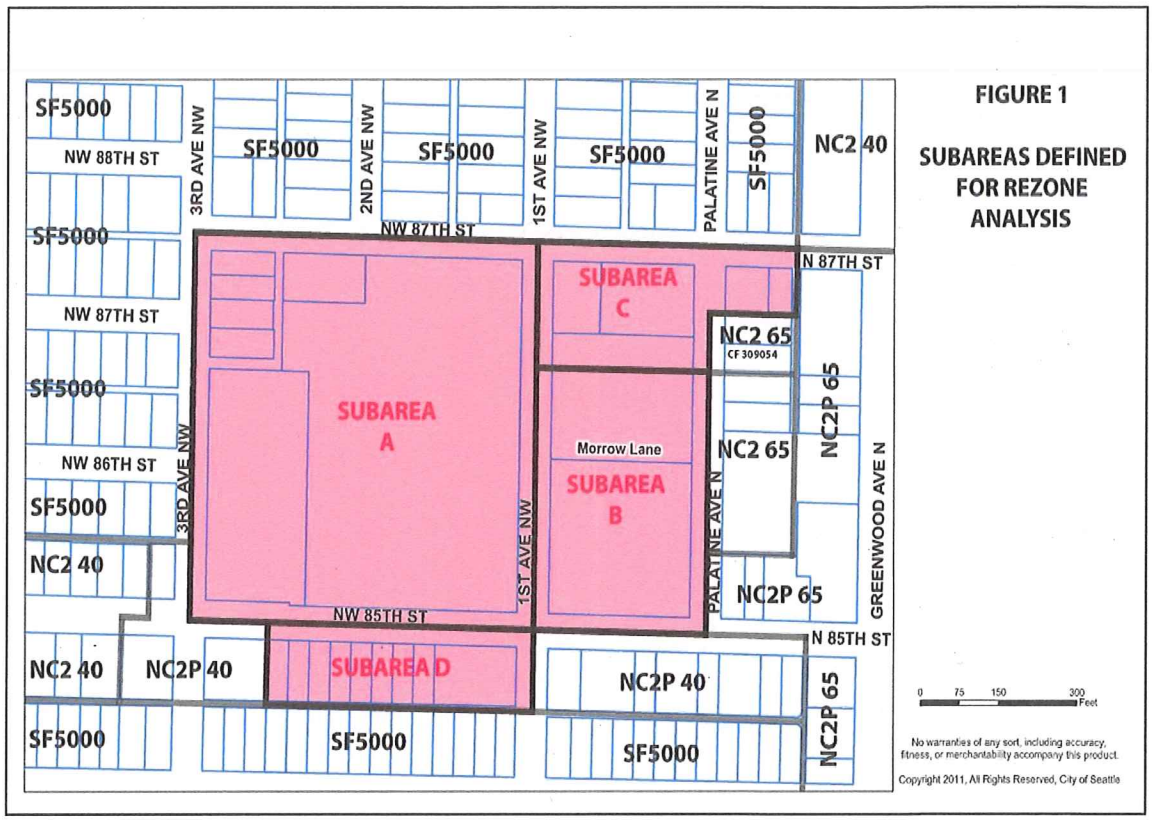

FIGURE 1

SUBAREAS DEFINED FOR REZONE ANALYSIS

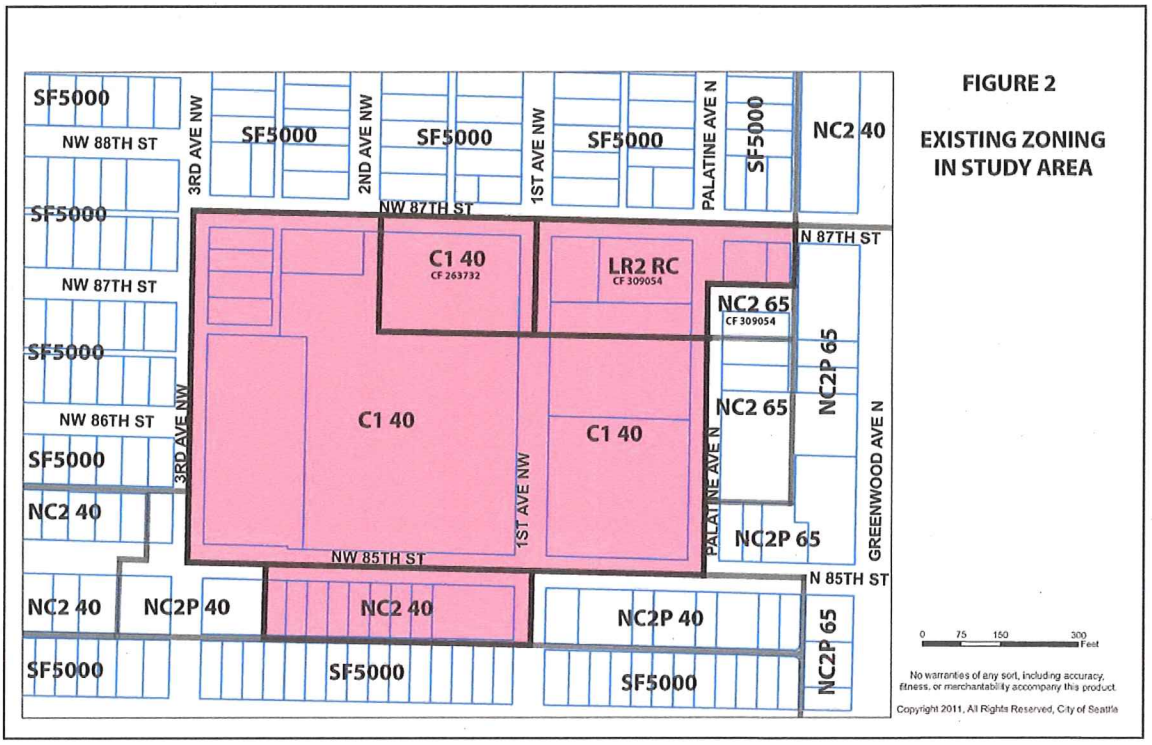

FIGURE 2

EXISTING ZONING IN STUDY AREA

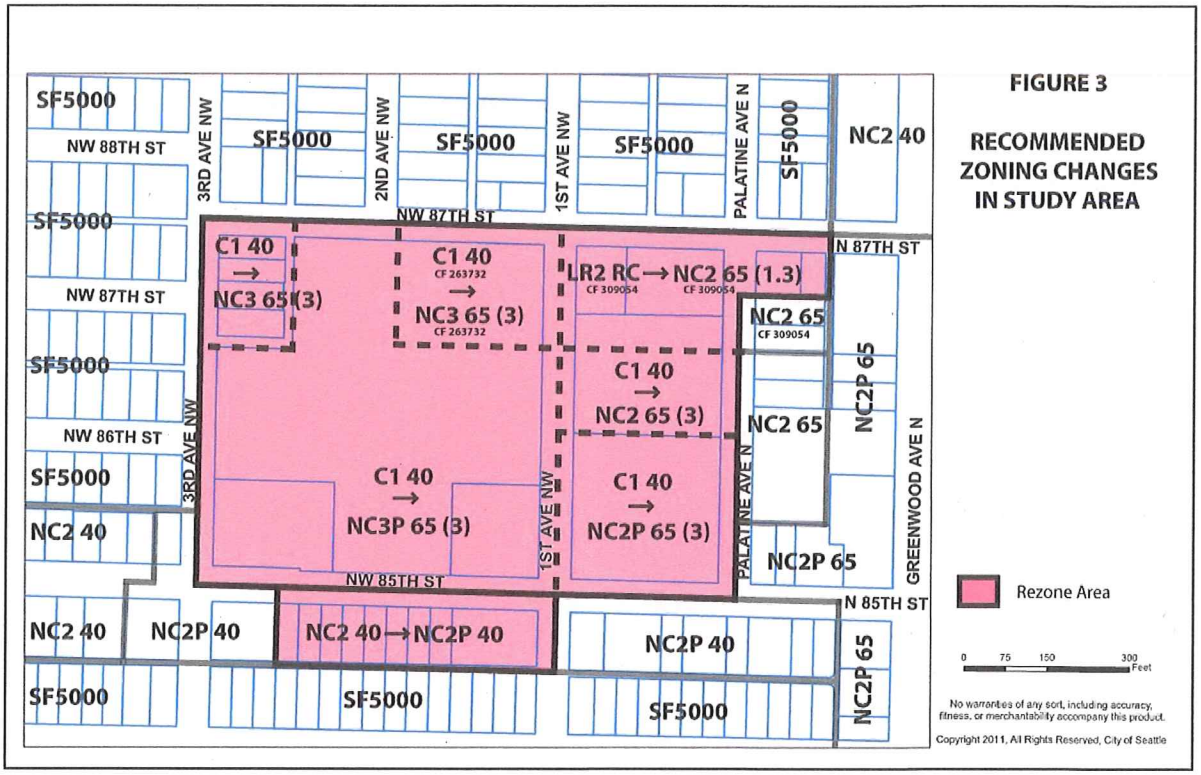

FIGURE 3

RECOMMENDED ZONING CHANGES IN STUDY AREA

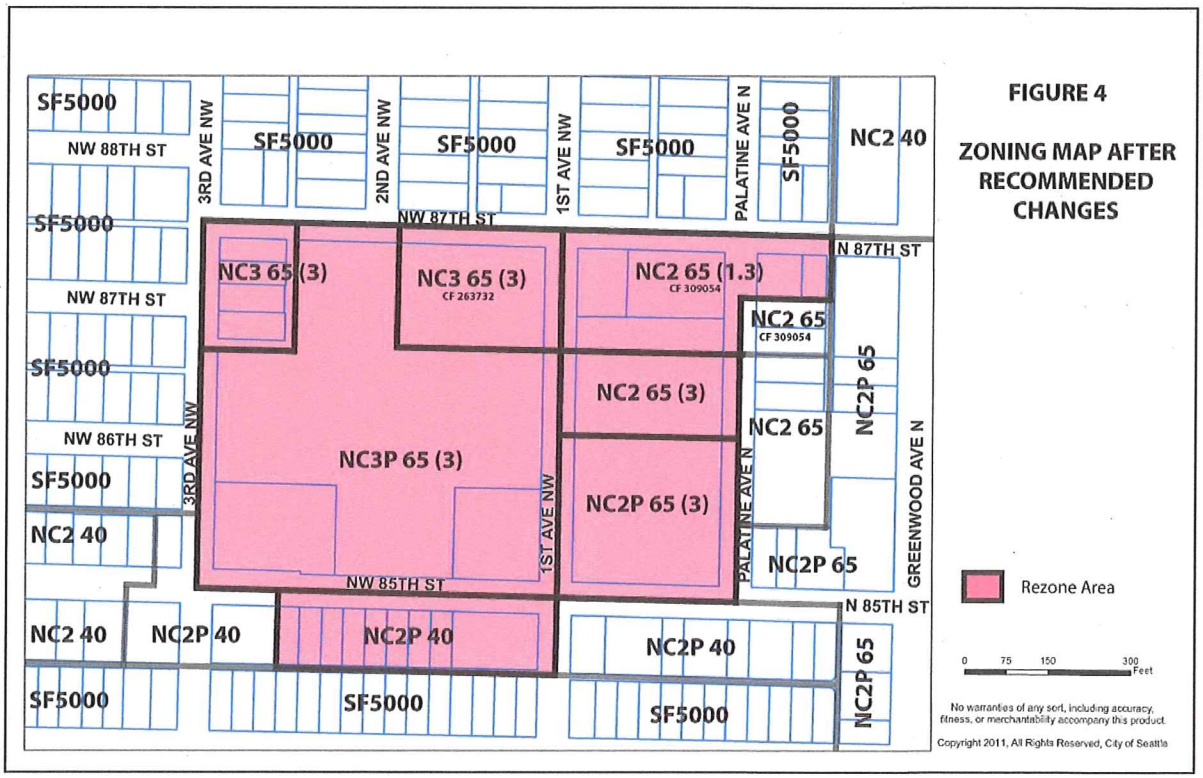

FIGURE 4

ZONING MAP AFTER RECOMMENDED CHANGES

Public Outreach

In March 2009 the GGLDD, which is advisory to the Greenwood Community Council, developed a rezone proposal for several properties in or near Greenwood's urban village. Because rezones of Single-Family zones were included, this group's rezone proposal would have required a change to the City's "future land use map" (FLUM), which was proposed as part of an annual amendment process for the Comprehensive Plan in 2009. However, at the request of the Greenwood Community Council, the FLUM change and the rezone proposal were removed from the list of proposed 2009 Comprehensive Plan changes. The City Council then directed DPD to work with the Greenwood Community Council to undertake additional outreach to solicit feedback from the broader Greenwood community on the proposed rezones.

DPD held a public open house on June 29, 2010 and conducted an online survey. Meeting and survey results were posted on DPD's website along with preliminary recommendations in early November 2010. DPD staff met five times with a representative stakeholder group to plan the open house and online survey, and once more to debrief after the open house. The six person stakeholder group included representatives from the Greenwood Community Council, the GGLDD, and residents from the rezone areas. DPD also mailed notice of the open house to approximately 475 property owners within 300 feet of the proposed rezone area, and posted notices on blogs and community list-serves.

The June 29, 2010 open house was attended by approximately 120 people. Councilmember Sally Clark attended and provided opening comments. In addition to commenting on the proposed rezones to DPD staff and members of the stakeholder group, meeting attendees were able to leave comment forms and place notes directly on specific subarea maps to express their opinions. Feedback from the meeting was consistent with survey results. DPD's subsequent recommendations are informed by the results of the public outreach.

Existing Conditions

The Greenwood/Phinney Ridge Residential Urban Village (RUV) is located in northwest Seattle, anchored by the Greenwood commercial district that is centered at Greenwood Avenue N and N 85th Street. The RUV extends as far north as N 92nd Street, and also includes a lengthy portion of Greenwood Avenue N south to N 65th Street that is the Phinney Ridge neighborhood's central spine. The larger neighborhood planning area extends as far north as N 105th Street. A neighborhood plan was completed in 1999, representing the community's vision for the future of the neighborhood. The neighborhood plan includes numerous recommendations for improving its "Main Street" and civic centers, encouraging mixed-use infill development and addressing a variety of other needs related to parks/open spaces, sidewalks and walkways, streets/traffic controls, utility infrastructure improvements, and the environment ("put the green back in Greenwood").

The Greenwood core is made up of mostly continuous storefront businesses in 1-3 story buildings that extend approximately 4-5 blocks along Greenwood Avenue N and 3-4 blocks

along N 85th Street (see Figure 5). This collection of older buildings is the existing pedestrian-oriented hub of the neighborhood, reflecting its past history as a streetcar community. The businesses include a variety of retail, restaurants and entertainment uses (the Taproot Theater). Around the business district are other stand-alone commercial buildings with on-site parking that include banks, groceries, large multipurpose retail, services, and specialty goods stores. The Greenwood core includes a few existing mixed-use buildings, one of which is a six-story building with apartments and street-level retail at Greenwood Avenue N and N 87th Street (just east of Subarea C), and another is a new three-story building with apartments and ground-floor retail uses, located within Subarea B of the rezone study area. A few other mixed-use structures also are nearby to the south, east and west of the study area, along N 85th Street and Greenwood Avenue N.

A number of apartment complexes also line the eastern periphery of the Greenwood core, but many transitional edges of the commercial district lie directly adjacent to or across the street from single-family residential properties. In the broader vicinity, a library, elementary school, Sandel playground, and other businesses and churches provide a diversity of community facilities that attract daily activity and add to the area's character.

The Greenwood neighborhood is characterized by gently sloping terrain, rising toward the eastern and southern parts of the business district, and dropping toward the north in the rezone study area and low-lying flat areas north of the rezone study area (see Figure 5).

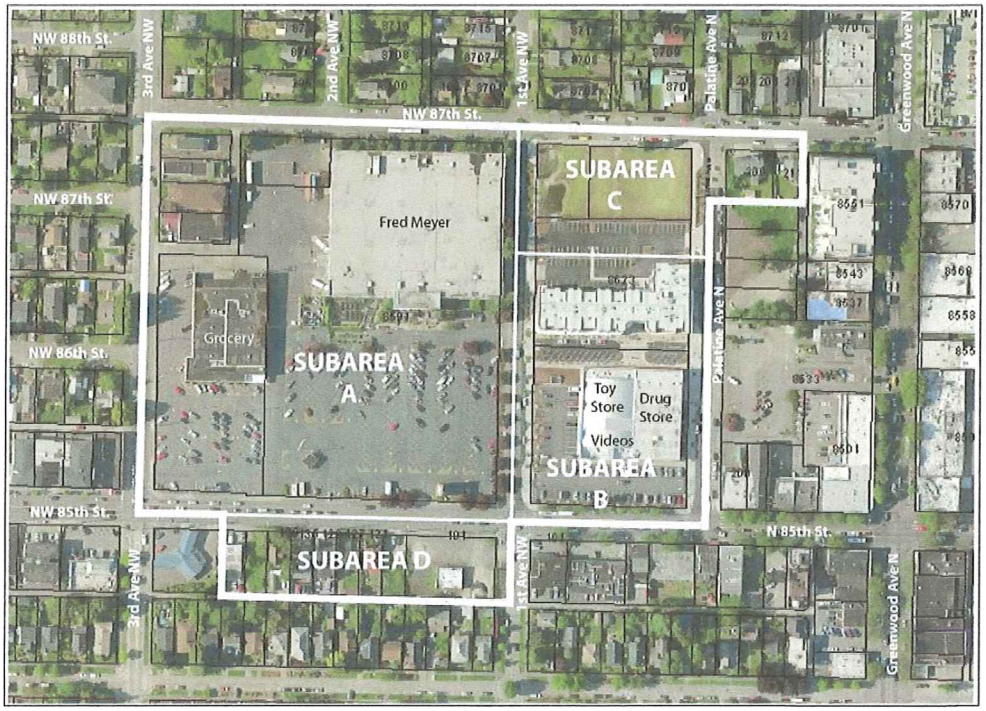

FIGURE 5

2009 AERIAL PHOTO OF STUDY AREA

The rezone study area is primarily served by the arterials of Greenwood Avenue N, NW 85th Street, 3rd Avenue NW, and the Greenwood core also has a regular street-grid pattern of other local streets. The typical right-of-way width for all streets is 60 feet, including NW 85th and 87th Street, except Greenwood Avenue N has an 80 to 90 foot right-of-way width. Residential blocks north of the rezone area have curbed streets and underground stormdrains, but no sidewalks. South of NW 85th Street, most if not all blocks have curbs, underground stormdrains, planting strips and sidewalks.

Rezone Analysis—General Rezone Criteria

This section describes the relationship of the recommended rezones to the general rezone criteria, against which the rezone concepts are weighed and balanced, along with the zone-specific criteria discussed later in this analysis. The Land Use Code (Section 23.34.007) states that "no single criterion or group of criteria [is] applied as an absolute requirement or test of the appropriateness of a zone designation, nor is there a hierarchy or priority of rezone considerations, unless a provision indicates the intent to constitute a requirement or sole criterion."

Zoned Capacity

Zoned development capacity for residential and non-residential uses would increase with the recommended rezones. Estimates of future development outcomes reflect assumptions about how much zoned development capacity would be added by the zone changes, along with assumptions about probable uses and density in future development. Analytic factors used for land use planning purposes help provide a reasonable estimate of future development outcomes pertaining to the proposed rezone.

According to the difference in Land Use Code regulations regarding the existing and proposed zones, the rezone would increase the maximum permissible development area by 1.5 floor area ratio (FAR); this means additional floor area could be built equivalent to 1.5 times the area of the property. Also, in Subareas A, B and C there would be an increase in the maximum height limit to 65 feet. The added development capacity, if used within future development, could be used either for residential or commercial uses. Actual outcomes are likely to include a variety of different development types, perhaps including mixed-use development with residential uses above the ground-floor as one of the most typical future development types.

Using factors relating to zoned development capacity analysis conducted for comprehensive planning, the rezones could result in a net additional future development "yield" of +99 dwelling units and approximately +30,000 square feet of space for non-residential uses. This calculated estimate is a prediction about the net additional amount of future development that is reasonably probable to occur due to the recommended rezone.

Zoning History and Precedential Effect

The zoning history of the study area reflects its beginning as a streetcar-related business district, and later incremental development as an automobile-oriented commercial center in the 1960s and

1970s. In 1985, the zoning was converted as part of a citywide update to the current zoning designations, resulting in General Commercial (C1) zones for most of the rezone study area, and Neighborhood Commercial 2 (NC2) south of NW 85th Street. Pedestrian "P" designations were added to portions of the NW 85th Street corridor in 2007, including the existing P-designated zone at the intersection of 3rd Avenue NW/NW 85th Street.

Subarea C was zoned Lowrise 1 Residential-Commercial (L1 RC) in the mid-1980s, and this zone was updated to Lowrise 2 Residential-Commercial (LR2 RC) in April 2011 by Ordinance 123495 that implemented changes to all multifamily zones. In February 2010, a portion of Subarea C was required to be set aside as part of a rezone approval for a nearby property, outside of the study area. The requirement was for an 11,300 square foot conservation area for stormwater drainage and riparian habitat purposes as specified in Clerk File 309054.

The effect of the proposed rezones is to promote future pedestrian oriented and mixed-use development to support the business district in keeping with neighborhood goals.

Neighborhood Plans

The *Greenwood/Phinney Ridge Neighborhood Plan* describes a vision for long-term growth and development within the urban village. The plan endorses revitalization of the Greenwood central business district with infill growth including a greater mixing of residential and commercial uses, consistent with Seattle's Comprehensive Plan objectives for urban villages.

The neighborhood plan recommends residential/mixed use development to encourage walking and transit use, and incorporation of natural drainage systems. Two different design/ development concepts to achieve mixed-use infill development in the subject rezone area are illustrated in the plan as examples, but no specific rezones were included in the neighborhood plan. The illustrated concepts also include suggestions of transit system relationships and urban design concepts that relate to connecting the future infill development to the historic Greenwood commercial district via N 85th Street and pedestrian connection route(s) north of N 85th Street.

Goals and policies for the neighborhood plan that were adopted into the Comprehensive Plan are summarized in the following table:

Relevant Goals and Policies for Greenwood-Phinney Ridge

G/PR-G1	A vital Greenwood commercial area with a pedestrian-friendly streetscape.
G/PR-G2	A neighborhood with vital, pedestrian-friendly main streets that connect all the commercial areas.
G/PR-G5	A high-quality living environment with areas of higher densities concentrated where services are located.
G/PR-G6	A neighborhood that grows in a manner that is compatible with existing scale and character.
G/PR-P4	Encourage development in commercial and multi-family zones that is consistent and compatible with neighborhood scale and character.
G/PR-P14	Support the development of smaller affordable housing units.

G/PR-P21	Encourage new development, both public and private, to provide trees and greenery, pedestrian amenities, and improved streetscapes as part of facility design.
G/PR-P39	Encourage new development to be designed in ways that encourage the use of public transportation and discourage single-occupant vehicular use.

Zoning Principles

Subarea A: Along with recommended rezones in other subareas, the rezone to Neighborhood Commercial 3 in the 8.3-acre Subarea A would encourage a change in character for future infill development away from a general automobile-oriented commercial character to mixed-use development in a denser pattern with residential uses located above commercial uses at street-level.

Subarea A for decades has been developed in a pattern with extensive parking lots surrounding a few single-story or two-story structures, set far back from the street, that contain retail businesses, including grocery and dry-goods stores. The City's comprehensive and neighborhood planning and zoning efforts in recent decades have attempted to improve existing low-density and automobile-oriented land use patterns by de-emphasizing automobile access and parking at the street edge. Over time, the evolution of this urban village with the proposed new zoning will reinforce and enhance the quality of the Greenwood neighborhood as a place to live and work.

The recommended NC 3 zone with a 65-foot height limit in Subarea A would increase the probability of a denser and finer-grain land use and development pattern with future growth. It would also likely result in a mixed-use pattern of development within Subarea A that would be more compatible with the surrounding residential neighborhoods than development under the existing zoning.

At the same time, the recommended zoning and increase in height limit to 65 feet would increase the future capacity for development compared to the current zone, which would mean a probable increased overall activity level in the subarea and its surroundings as the subarea develops. In addition, future development would support greater proximity of residents to transit service corridors.

The recommended zoning in Subarea A would occur on properties that are separated by 60-foot wide street rights-of-way from low-density residential zones to the north, which would provide for a reasonable physical separation and transition from future development in the rezone area to nearby single-family zoned areas.

The location of Subarea A within the Greenwood commercial district and its proximity to the densest streetfront commercial core is another factor supporting the recommended rezones. Future mixed-use development would help to augment and reinforce the existing commercial core and pedestrian activity levels in the Greenwood business district, thus contributing to economic vitality. Such future development would also support the planning and growth objectives identified in the City's comprehensive plan and in the neighborhood's plan.

Subarea B: The Subarea A analysis is also relevant to Subarea B because these subareas share several common traits in their location and disposition toward future redevelopment. Subarea B contains approximately 2.6 acres and consists of two properties, which include: one two-story general commercial structure that currently contains a pharmacy and other retail uses with entrances on three sides of the building including the side that faces 1st Avenue NW; and one new, three-story mixed-use building with retail space at the ground floor and two stories of apartments. This building is located in the northern part of Subarea B and is arranged to provide the "Morrow Lane" vehicle and pedestrian access corridor that also serves the other adjacent commercial building to the south. Adjacent uses (in Subarea C) include a parking lot to the north associated with the new mixed-use building and a large open vacant tract that spans the block between Palatine Avenue N and 1st Avenue NW and includes a grassy area and a drainage retention pond. Adjacent uses to the east across Palatine Avenue N include a parking lot accessory to uses that line Greenwood Avenue N and N 85th Street.

Subarea B is now partially improved in a pattern supportive of the Greenwood RUV because it includes mixed uses and provides a connective corridor for pedestrians and vehicles. The other property in Subarea B is well-used today but is a candidate for future redevelopment that would preferably be oriented to the street edge of NW 85th Street and include street-level commercial uses on its Palatine Avenue N and 1st Avenue NW edges as well, to extend the pedestrian-oriented land use pattern. It would also preferably include residential uses in upper levels.

The recommended NC2-65' zone in Subarea B would be consistent with zoning principles for the commercial core of this urban village because it would accommodate future mixed-use development along with a variety of commercial uses, and it would be zoned for an intensity that matches the intensity of zoning and height limit in the Greenwood business district directly to the east. This would help maintain overall land use compatibility, as would the NC2 zone's limits on sizes of typical uses such as restaurants and retail sales and services.

Subarea C: As noted above, this 1.4 acre subarea includes a new parking lot associated with a mixed-use building in Subarea B, but is primarily vacant and has a drainage control pond. It also includes two properties east of Palatine Avenue N that are currently occupied by single family residences converted to duplexes. Subarea C west of Palatine Avenue N formerly was in single-family residential use, but was cleared in approximately 2007-2008. Clerk File 309054 indicates that this property's drainage control pond is part of an environmental conservation area that was defined in conjunction with the rezone of another property east of Palatine Avenue N. Subarea C's location places it to the rear of the Greenwood Avenue N and NW 85th Street commercial corridor properties, at the north edge of the Greenwood core that transitions to single-family residential blocks north of NW 87th Street. As such, the existing Lowrise 2 Residential-Commercial (LR2 RC) zone presently serves as a transitional zone between the general C1 zone to the south and the Single Family zone to the north.

Subarea C's context is influenced by the presence of the Fred Meyer two-story retail structure directly to the west, which helps define Subarea C as being "within" the commercial district and "outside" the low-density residential neighborhood north of NW 87th Street. This is also reinforced by the adjacent presence of the 6-story mixed use building on Greenwood Avenue N,

which is directly across an alley from Subarea C. Therefore, the physical location south of NW 87th Street and the character of Subarea C and its surroundings to the south, west and east suggest that a commercial zone character would be a better fit than a lower-density residentially oriented zone.

An NC2-65' zone is recommended to extend the NC2-zoned character that is present to the east and recommended to the south of this property, which could encourage future infill development of street-level commercial uses and upper-level residential uses. This would support the future vitality of the Greenwood commercial core and encourage a cluster of mixed-use development in this part of the Greenwood/Phinney Ridge RUV. The NW 87th Street right-of-way would continue to serve its current role as a transitional space that buffers the area to the north, due to its 60-foot width and its demarcation of low-density residential blocks to the north and the commercial/mixed-use area to the south.

Subarea D: This 1.4 acre subarea consists of eight parcels on the south side of NW 85th Street west of 1st Avenue NE to within one parcel east of 3rd Avenue NW. Presently, the zones on either side of this area include a Pedestrian "P" designation in NC2-40' zones, while Subarea D properties are in a NC2-40' zone without a "P" designation. These parcels contain three single-family structures, two multifamily residential uses with approximately 9 dwelling units, one commercial office structure, one automobile service use and one vacant commercial structure with its lot used for outdoor storage and a portable coffee stand. One of the multifamily structures also has a street-front grocery at ground level facing NW 85th Street. The recommendation for Subarea D is to add a Pedestrian "P" designation to the existing NC2 zone with a 40' height limit.

Pedestrian "P" designation in the NW 85th Street vicinity: Within Subareas A, B and D, the Pedestrian "P" designation is recommended to be added to the zone designations. The P designation would require non-residential uses along 85th Street, including retail sales and services, restaurants, lodging, theaters, and various types of institutional uses or parks/open space. Eighty percent of the street-level fronting along NW 85th Street would need to be occupied by such pedestrian-oriented uses.

Proposed Incentive Zoning Provisions

Consistent with City policy, including that provided in City Council Resolution 30939 and Ordinance 123770, DPD recommends that the rezones incorporate the affordable housing incentive program that would apply to floor area exceeding a designated base amount indicated in the new zoning designation. Incentive zoning, Chapter 23.58A of the Land Use Code, identifies how extra floor area beyond the base amount may be achieved for residential development when affordable housing is provided. The affordable housing is intended to primarily serve modest-wage workers. The incentive zoning program is currently applied in Midrise and Highrise zones, certain downtown zones, and most recently in Neighborhood Commercial zones outside downtown. The City Council has signaled an intention to extend the incentive zoning provisions at the time of area-wide rezone actions. Therefore, DPD is recommending the expansion of the incentive zoning program to Greenwood as part of this rezone proposal.

Impact Evaluation

***Housing*:** The recommended rezones would affect one multifamily residential property in Subarea A, one mixed-use structure in Subarea B, two duplex structures in Subarea C and approximately seven residential properties in Subarea D. However, of these only the duplex structures in Subarea C and a few of the single-family structures in Subarea D may face future demolition if redevelopment occurs, totaling 6-10 dwelling units. The multifamily structures in Subareas A and B are likely to remain in the future even if the rezones occur. The potential loss of housing units might occur whether rezones are adopted or not because existing development is less dense than what is allowed by the current zoning. The recommended rezone would provide for the development of a greater amount of housing units in the study area than could be built under existing zoning, and would encourage provision of affordable housing through incentive zoning provisions.

Service/Utility Capacity: The recommended rezones would not directly generate impacts on service/utility capacity, but would contribute to demands for public services and utilities to serve increased amounts of future development, including police and fire protection, parks, schools, and water, sewer, drainage and electrical utility service. Substantial adverse impacts are not likely, based on analyses conducted for SEPA determination purposes.

Police and Fire Protection

Police and fire protection agencies would continue to provide services to the properties in the rezone study area. Potential added levels of future development would increase the number of residents and businesses but are not likely to create any significant adverse impediments to such service provision. This includes conclusions made about fire station facilities, equipment and staffing. This has been confirmed by specific analysis of rezone impacts and cumulative impacts with the assistance of these service providers.

Parks/Recreation

Future development associated with the rezone (up to approximately 100 households) would add new resident households that would incrementally increase park/recreation demands upon existing facilities. Parks planning standards indicate a "desirable" amount of 1 acre per 1,000 households, and an "acceptable" amount of 0.25 acre per 1,000 households. If equated to these standards, this level of growth would correspond to a demand that would be satisfied by 0.025 to 0.1 acre of additional park/open space. This added increment would not be considered to represent a significant adverse impact upon parks/recreation facilities.

Schools

The proposed rezones would increase, by approximately 100 households in the "worst case," the potential amount of future growth that might occur in the area served by Whitman Middle School (e.g., most of northwest Seattle). This can be interpreted as a potential adverse impact upon Seattle Public Schools, but lacking any other specific knowledge about when such capacity might be used, it is not interpreted as a "probable significant adverse impact." Over the next several years, it is probable that additional middle school capacity will be provided to satisfy district needs. Near-term future enrollment projections indicate that Greenwood Elementary School is not predicted to exceed its capacity over the next few years.

Water and Sewer Service

A review by City public utilities staff indicates that water and sewer systems in the study area would have adequate capacity to accommodate future development, as long as any needed site-specific system connection improvements would be provided at the time of future development. The presence of separated storm sewer and sanitary sewers in the area north of NW 85th Street, and the direction of flow toward facilities in NW 87th Street, means that overflow potential would be limited because the two types of sewage flows would not be combined in single pipes within the heart of the rezone study area (a combined sewer is present in NW 85th Street, but is not the probable system that would be used if future development occurred north of NW 85th Street). Regardless of the recommended rezones, Seattle Public Utilities (SPU) will also likely be studying the area in the near future to identify whether there are any sewer system needs in the vicinity and would identify any needed improvements after such analysis. This increases the likelihood that adequate systems would be available when future development occurs. Analyses of rezone impacts and cumulative impacts were prepared with the assistance of SPU staff.

Electrical Utility Service

A review by Seattle City Light staff indicates that northwest Seattle's substation and electrical system has sufficient capacity to handle the maximum projected loads from added growth in Greenwood and surrounding areas, with only minor site-specific feeder line improvements to be required at the time of future development. This finding pertains to rezone impacts as well as cumulative impact potential.

Street Capacity

Increases in traffic on streets near the rezone area can be anticipated with future development. The extent of future traffic-related impacts related to these rezones will depend upon the degree to which the added zoned capacity is ultimately used by future development and the future performance/signalization levels that can be achieved on the street system.

Existing arterials including NW 85th Street and Greenwood Avenue N already experience varying degrees of traffic congestion through the day but most notably during morning and evening commute hours. Traffic models of future conditions citywide predict that this area's arterial corridors from Greenwood Avenue N. to 8th Avenue NW, and between N 80th and N 145th Street, (evaluated as part of "screenline" analyses) will continue to be congested but as a whole will have adequate overall street system capacity to meet long-term needs.

Other transportation analysis prepared for this proposal (Shaw, DPD, 2011/2012) indicates that the estimated maximum increase in primary vehicle trips from future development attributed to the rezones is 1,517 daily trips and 136 PM peak hour trips. Due to the estimated maximum of 68 additional trips identified to travel through the N 85th Street/Greenwood Ave N intersection during the PM peak hour, an added 1.3 seconds of average delay could occur. Other known development proposals in locations north of the rezone area could generate approximately 20-30 added PM peak hour trips as well. SDOT and DPD conclude these impacts would not represent significant adverse impacts nor significant cumulative impacts, and adjustments to signalization would be the recommended mitigation strategy for SDOT operations to undertake at an unknown date if determined to be needed. Also, providing left-turn pockets on 85th Street at locations such

as 1st Avenue NW and 3rd Avenue NW is a course of action recommended by SDOT staff to provide for sufficient future traffic flow conditions on 85th Street.

With the recommended rezones, the Greenwood/Phinney Ridge RUV could accommodate more future residential and employment opportunities in areas near transit service, encouraging more residents and employees to choose transit modes of travel rather than automobile commuting.

Environmental Factors: The rezone study area is located in a developed urban area with minimal plant/animal habitat. For most environmental elements there is a similar minimal potential for adverse impacts, particularly when considering the net increment of difference between the existing and proposed zones. In terms of height/bulk/scale and shadows, there would be a 25-foot increase in allowable height and a corresponding increase in potential for shadowing of NW 87th Street and up to five single family residences north of this street, during winter periods when the sun is lower in the sky.

The most relevant environmental factors relate to peat soils and groundwater drainage. Environmentally critical areas in the study area include a Category I peat settlement-prone area that extends several blocks northward and encompasses most of the Greenwood district and other residential blocks to the north. This mapped critical area acknowledges the presence of peat soils in the shallow subsurface of the mapped properties. The soils have been more specifically identified as located in the eastern 1/3 to 1/2 of Subarea A and in Subareas B and C. A limited extent of steep slopes associated mostly with a single-family property has also been identified in Subarea D but does not generate significant impact concerns.

Future development has the potential to adversely influence area groundwater levels and drainage patterns, and to address this potential impact will be subject to critical areas requirements for development in such areas, which should provide for sufficient mitigation of the localized potential for impacts.

Pedestrian Safety: The rezones are intended to improve pedestrian safety in the future through improvements associated with new development that would include enhanced sidewalks. Also, an emphasis on limiting driveways along NW 85th Street would reduce locations where automobiles and pedestrians could come into conflict.

Employment Activity: The recommended rezones would encourage additional employment growth with future redevelopment of an increasing number of commercial and residential uses that would also serve to provide additional customers for local businesses. Existing employers may be displaced by future development, though some of these businesses could choose to rebuild or relocate their business within the same area depending upon the nature and timing of future site development.

Character of Areas Recognized for Architectural or Historic Value: The rezone study area does not possess a historic character, nor does it contain structures likely to have significant architectural or historical value. The Seattle Department of Neighborhoods has inventoried numerous buildings in the neighborhood for their historic qualities, including most of the

buildings that comprise the Greenwood core near N 85th Street/Greenwood Avenue N. However, there are no City-designated landmarks present in the study area.

Nonconforming Uses

With the recommended NC3 65', NC2 65' and Pedestrian "P" designation in Subareas A, B and D, the location of parking on most of the affected properties would likely become nonconforming for the existing businesses. The recommended rezones would not prevent the continued use of the affected businesses, but could affect future development proposals that would expand, significantly modify, or replace the existing buildings or uses.

Changed Circumstances

In the late 1990s, neighborhood planning efforts encouraged redevelopment of the rezone study area to replace existing low-density automobile-oriented commercial uses (grocery and multipurpose retail store facilities) with a denser and finer-grained mix of uses including residential uses that would complement and enhance the Greenwood core. Subsequently, neighborhood residents, tenants and developers discussed how future development might occur in the rezone study area. The proposed rezones are intended to promote the vision of the community as expressed in the discussions that have preceded this proposal.

Overall Conclusions on Relationship to General Rezone Criteria

The recommended rezones would represent an evolution in the neighborhood's zoning that is advisable in order to promote the long-term achievement of a denser, expanded and revitalized mixed-use center in the heart of the Greenwood neighborhood, as is encouraged by Seattle's Comprehensive Plan and neighborhood planning efforts.

- Recommended rezones would increase permissible densities for mixed-use development in ways that would remain compatible with the neighborhood's overall character including its core and the uses surrounding the rezone study area.
- Recommended rezones in this part of the Greenwood/Phinney Ridge RUV core would encourage a denser, mixed-use growth pattern consistent with Comprehensive Plan objectives, rather than continuing to encourage a low-density automobile-oriented character accommodated by the existing C1 zone in Subareas A and B.
- Pedestrian orientation of development would likely increase over time by virtue of the recommended Pedestrian "P" designation and NC2 and NC3 zone designations.

Rezone Analysis—Match Between Zone Criteria and Area Characteristics

Subarea A

Commercial 1 (C1-40') to NC3P 65' rezone: The recommended NC3 65' zone in Subarea A meets the zone and locational criteria for NC3, and would aid in establishing a future land use character that would be consistent with Comprehensive Plan objectives for an urban village. In comparison, Subarea A is inconsistent with nearly half of the criteria for the C1 zone. This study area is well-situated along a principal arterial in the western portion of the commercial core of the Greenwood/Phinney Ridge RUV. An NC3 65' zone for properties in this location would encourage an increased intensity of use for these properties, would encourage future mixed-use

development complementary to existing use patterns in the Greenwood/Phinney Ridge RUV, and would maintain flexibility through the broad range of uses possible for future development within the NC3 zone.

NC3: Neighborhood Commercial 3 Designation (refer to Figure 4)				
Criteria	**Yes**	**No**	**Maybe**	**Comments\Description**
A. Function				
To support or encourage a pedestrian-oriented shopping district that serves the surrounding neighborhood and a larger community, citywide, or regional clientele; that provides comparison shopping for a wide range of retail goods and services; that incorporates offices, business support services, and residences that are compatible with the retail character of the area.	X			Subarea A, adjoining and near NW 85th Street, would fulfill the function of an NC3 zone by providing additional opportunities for mixed-use residential and/or commercial infill development on the western periphery of Greenwood's commercial core. This would provide increased opportunity for comparison shopping and variety of retail goods/services provided, as well as potential for offices and support services. The probable future pattern of development and land uses would be more compatible with the surrounding residential areas than the existing development pattern under C1 zoning, while encouraging land use patterns that would also remain compatible with Greenwood's retail character in its core.
Desired Characteristics. 1. A variety of sizes and types of retail and other commercial businesses at street level;	X			The NC3 zone would provide for a wide variety of sizes and types of retail and other commercial businesses, particularly at street level, and would increase the probability of such uses occurring in future development. The NC3 zone would also decrease the potential for monolithic or large single-use commercial uses that would discourage achievement of variety in commercial uses.
2. Continuous storefronts or residences built to the front lot line;	X			The recommended NC3 zone would increase the future probability of continuous storefronts and/or residences being built to the front lot line in Subarea A, a pattern that would augment the similar land use pattern currently present just east of the rezone study area, within Greenwood's core commercial district. The current presence of lightly-used parking lots near most property edges means the area is adaptable to future infill that could accomplish a mostly continuous storefront pattern.
3. Intense pedestrian activity;	X			The recommended NC3 zone would increase the probability that pedestrian activity, currently present just east of the rezone study area, would extend over time into the rezone study area, through infill development with streetfront commercial uses at street level.

NC3: Neighborhood Commercial 3 Designation (refer to Figure 4)				
Criteria	**Yes**	**No**	**Maybe**	**Comments\Description**
4. Shoppers can drive to the area, but walk around from store to store.	X			Store-to-store walking is only an intermittent occurrence in this area, although the nearby attractiveness of small-scale businesses just to the east probably encourages some walking in the existing condition. The recommended NC3 zone would increase the probability of increased pedestrian orientation of future uses.
5. Transit is an important means of access.	X			Transit service is available at moderate levels. By increasing the probability of future infill development in this key portion of the Greenwood/Phinney Ridge urban village, the denser and mixed-use pattern of occupation would be better suited to supporting transit routes than the current land use pattern in the subject area.
B. Locational Criteria. The NC3 zone designation is most appropriate in areas generally characterized by the following conditions:				
1. The primary business district in an urban center or hub urban village;			X	The subject area is within a residential urban village but not a "hub urban village." However, this Greenwood district does serve an important role as a local center for northwest Seattle that is comparable to a hub urban village's purpose.
2. Served by principal arterial	X			The subject area is served by NW 85th St., which is a principal arterial. Greenwood Avenue N and 3rd Avenue NW are also arterials with lesser classifications than "principal arterial."
3. Separated from low-density residential areas by physical edges, less-intense commercial areas or more-intense residential areas.	X			Surrounding streets provide for physical edges and a relatively good buffering of Subarea A from low-density residential areas north and northwest of Subarea A. In the northwest corner of the subject area, existing multifamily and recreation use structures also serve a buffering purpose.
4. Excellent transit service.	X			Transit service is moderately available in the area, reflecting the presence of connecting routes on main arterials and intermediate level of service headways.

Subarea B:

Commercial 1 (C1-40') to Neighborhood Commercial 2 zones (NC2 65' and NC2P 65')

Conclusions for Subarea B are similar to those for Subarea A because Subarea B is similarly situated. Subarea B would have two varieties of NC2 65' zone, with an added Pedestrian "P" designation for the property adjacent to NW 85th Street.

NC2: Neighborhood Commercial 2 Designation (refer to Figure 4)				
Criteria	**Yes**	**No**	**Maybe**	**Comments\Description**
A. Function				
To support or encourage a pedestrian-oriented shopping area that provides a full range of household and personal goods and services, including convenience and specialty goods, to the surrounding neighborhoods, and that accommodates other uses that are compatible with the retail character of the area such as housing or offices.	X			These properties adjoining NW 85th Street would fulfill the function of an NC2 zone, providing additional opportunities for a mixed-use or commercial development at the periphery of Greenwood's commercial core. A rezone to NC2 would extend the commercial core westward along NW 85th Street.
Desired Characteristics. 1. A variety of small to medium-sized neighborhood-serving businesses;	X			Such uses are present here, and are nearby. This subarea could be redeveloped with mixed uses and a variety of small to medium sized neighborhood serving businesses, to contribute to the desired character of the urban village.
2. Continuous storefronts built to the front lot line;	X			Such uses are not currently present, but are nearby. Existing structure is automobile-oriented with surface parking. However, future possible mixed-use development in this subarea could provide additional storefronts at the front property line.
3. An atmosphere attractive to pedestrians;	X			A high-quality pedestrian environment is not currently present in Subarea B but is present in the immediate vicinity. Future development could contribute to improved pedestrian qualities and pedestrian activity in the subarea, which would extend the pedestrian-attractive qualities of the Greenwood commercial core.
4. Shoppers can drive to the area, but walk from store to store.	X			Store-to-store walking is currently accommodated in this subarea, due to its parking availability and immediate proximity to the Greenwood commercial core.
B. Locational Criteria. A NC2 zone designation is most appropriate on land that is generally characterized by the following conditions:				
1. Primary business districts in residential urban villages, secondary business districts in urban centers or hub urban villages, or business districts, outside of urban villages, that extend for more than approximately two blocks;	X			Subarea B and its immediate vicinity are in a residential urban village.

NC2: Neighborhood Commercial 2 Designation (refer to Figure 4)				
Criteria	**Yes**	**No**	**Maybe**	**Comments\Description**
2. Located on streets with good capacity, such as principal and minor arterials, but generally not on major transportation corridors;	X			NW 85th Street is a principal arterial, while 3rd Avenue NW is a minor and collector arterial and nearby Greenwood Avenue N is a minor arterial. While NW 85th Street handles substantial traffic volumes in commuting periods and through the day, it is not a "major transportation corridor" of the city, as might be comparatively concluded for other streets such as Aurora Avenue N.
3. Lack of strong edges to buffer the residential areas;			X	Subarea B is situated with intervening property between it and the nearest low-density residential areas to the north and south, but in the vicinity it is accurate that residential areas in this part of Greenwood often abut or are near the commercial district.
4. A mix of small and medium sized parcels;			X	This subarea contains only a couple of mid-sized parcels, but is in a vicinity with a pattern of small to mid-sized parcels that has influenced the pattern of land uses nearby.
5. Limited or moderate transit service.	X			Transit service is moderately available in the area, reflecting the presence of connecting routes on main arterials and intermediate level of service headways.

Subarea C

Lowrise 2 Residential Commercial (LR2 RC) to Neighborhood Commercial 2 (NC2 65')
rezone: The recommended NC2 65' zone in Subarea 2 meets NC2 zone and locational criteria. This zone would accommodate future mixed-use and/or commercial development near the core of the Greenwood RUV, where the development and activity could help support the western and central portions of the RUV and build connections between these areas.

NC2: Neighborhood Commercial 2 Designation (refer to Figure 4)				
Criteria	**Yes**	**No**	**Maybe**	**Comments\Description**
A. Function				
To support or encourage a pedestrian-oriented shopping area that provides a full range of household and personal goods and services, including convenience and specialty goods, to the surrounding neighborhoods, and that accommodates other uses that are compatible with the retail character of the area such as housing or offices.	X			These properties lie adjacent to the Subarea A and B properties recommended for NC3 and NC2 zones, and also lie adjacent to a NC2 zone along Greenwood Avenue N. Their location and size affords the potential for infill development that could contain commercial and/or residential uses that would be complementary to the Greenwood RUV and help to "round it out." Future growth at this location could provide new residents that would patronize businesses in both the western portion of

NC2: Neighborhood Commercial 2 Designation (refer to Figure 4)				
Criteria	**Yes**	**No**	**Maybe**	**Comments\Description**
				the RUV and the Greenwood Avenue corridor. Mixed-use growth could also contribute to extending the geographic coverage of the pedestrian-oriented commercial district, which could help to better link the Greenwood Avenue N corridor with the western portion of the RUV, via N 87th Street.
Desired Characteristics. 1. A variety of small to medium-sized neighborhood-serving businesses;			X	Such uses are not currently present, but are present on adjacent properties and can be achieved in Subarea C. This subarea could be redeveloped with mixed uses and a variety of small to medium sized neighborhood serving businesses.
2. Continuous storefronts built to the front lot line;			X	Such uses are not currently present, but are nearby and can be achieved in Subarea C. Future possible mixed-use development in this subarea could provide storefronts at the front property line.
3. An atmosphere attractive to pedestrians;			X	Pedestrian-oriented uses are not currently present in Subarea C except for an improved sidewalk on one side of the area. However, the area is adjacent to other subareas that are suited to future pedestrian-oriented infill development, and development in Subarea C would strengthen a pedestrian-oriented mixed-use environment in this portion of the Greenwood/Phinney RUV south of NW 87th Street.
4. Shoppers can drive to the area, but walk from store to store.			X	This character is not present in Subarea C at this time, but it is adjacent to Subareas A and B where future development is expected to increase the pedestrian orientation and retail presence within the Greenwood RUV. Subarea C is also approximately ½-to-1 block away from the pedestrian-oriented shopping areas of Greenwood Avenue N and N 85th Street.
B. Locational Criteria. A NC2 zone designation is most appropriate on land that is generally characterized by the following conditions:				
1. Primary business districts in residential urban villages, secondary business districts in urban centers or hub urban villages, or business districts, outside of urban villages, that extend for more than approximately two blocks;	X			Subarea C and its immediate vicinity are in the primary business district of a residential urban village.
2. Located on streets with good capacity, such as principal and minor arterials, but generally not on major transportation corridors;	X			NW 85th Street, a principal arterial, is one block away and Greenwood Avenue N, a minor arterial, is ½ block away. Subarea C's location near the conjunction of these

NC2: Neighborhood Commercial 2 Designation (refer to Figure 4)				
Criteria	**Yes**	**No**	**Maybe**	**Comments\Description**
				arterials indicates it has good street capacity. While the adjacent NW 87th Street is a local street that already experiences some traffic related to the commercial district, it is located within a 60-foot right-of-way and has intersection controls, which suggest its capacity to handle traffic is good.
3. Lack of strong edges to buffer the residential areas;	X			Subarea C is next to the single-family residential area north of NW 87th Street, but the 60-foot right-of-way of NW 87th Street itself provides sufficient buffer width. The recommended NC2 zoning would not be further buffered by any intervening zone.
4. A mix of small and medium sized parcels;	X			This subarea contains a few small parcels and one mid-sized parcel.
5. Limited or moderate transit service.	X			Transit service is moderately available in the area, reflecting the presence of connecting routes on main arterials and intermediate level of service headways.

Relationship to Height Limit Criteria

The relationship to height limit criteria in SMC 23.34.009 is discussed below.

A. Function of the zone – Consistent with type and scale of development intended for each zone. Consider demand for permitted goods and services and the potential for displacement of preferred uses.

Subarea	Comments	Favors	
		40'	65'
Subarea A	In this residential urban village, the intent for mixed-use development would be best supported by height limits that accommodate up to five floors of residential uses above ground-floor commercial uses, rather than three floors. There are other locations in North Seattle where automobile-oriented single-use structures could locate, and the current grocery and dry-goods retail uses could also continue to locate in the study area. Residential use would help support the long-term vitality of the urban village.		X
Subarea B	Rationale is similar to that expressed for Subarea A.		X
Subarea C	Rationale is similar to that expressed for Subarea A.		X
Subarea D	No change in height limit is proposed.	X	

B. Topography of the Area and its Surroundings – Reinforce the natural topography of the area and surroundings; consider likelihood of view blockage.

Subarea	Comments	Favors	
		40'	65'
Subarea A	Within this relatively low-sloping area near local topographic low levels, the recommended change in height limit would have little effect of reinforcing natural topography, and similarly little or no effect of blocking public or private views.		X
Subarea B	Rationale is similar to that expressed for Subarea A.		X
Subarea C	Rationale is similar to that expressed for Subarea A.		X
Subarea D	No change in height limit is proposed.	X	

C. Height and Scale of the Area – Consider existing height limits, and predominant height/scale of existing development.

Subarea	Comments	Favors	
		40'	65'
Subarea A	Within the current C zoning, the existing 40-foot height limit is sensible because single-use structures in this location have no need to extend beyond approximately two stories. The nearby uses include low-density residential structures. However, there is also a commercial core with structures that range from 1 to 6 stories and height limits that extend to 65 feet. These nearby zoned height limits are the best measure of the area's overall development potential, especially due to its urban village designation.		X
Subarea B	Rationale is similar to that expressed for Subarea A.		X
Subarea C	Rationale is similar to that expressed for Subarea A.		X
Subarea D	No change in height limit is proposed.	X	

D. Compatibility with Surrounding Area – actual and zoned heights in surrounding areas.

Subarea	Comments	Favors	
		40'	65'
Subarea A	The rationale in support of 65-foot height limits is similar to comments for item C above. Such height limits would maintain overall compatible conditions within the Greenwood residential urban village.		X
Subarea B	Rationale is similar to that expressed for Subarea A.		X
Subarea C	Rationale is similar to that expressed for Subarea A.		X
Subarea D	No change in height limit is proposed.	X	

E. Neighborhood Plans – any recommendations.

Subarea	Comments	Favors	
		40'	65'
Subarea A, B, C	The Greenwood/Phinney neighborhood plan does not	NA	NA

	include specific zone height limit recommendations.		
Subarea D	No change in height limit is proposed.	X	

Pedestrian "P" designation in the NW 85th Street vicinity (Subareas A, B, D)

A Pedestrian "P" designation is recommended to be added to zones in these subareas for properties abutting NW 85th Street, to encourage pedestrian-oriented streetscapes in future development. The P designation is recommended to be added to zones on both sides of NW 85th Street west of Palatine Avenue N (1st Avenue NW on the south side) to 3rd Avenue NW. An NC2 40' zone is already present south of NW 85th Street but it lacks a P designation.

The current development pattern on the affected properties does not match the desired character for a P pedestrian designation, but the future development pattern encouraged by the recommended rezones would be best served by ensuring pedestrian-oriented uses along the NW 85th Street edge.

P pedestrian designation				
Locational Criteria	**Yes**	**No**	**Maybe**	**Comments\Description**
A. Function To preserve or encourage an intensely retail and pedestrian-oriented shopping district where non-auto modes of transportation to and within the district are strongly favored, and the following characteristics can be achieved:	X			The intent of the recommended designation is to encourage a pedestrian-oriented shopping district where there currently is not one, and to extend this type of district from its current bounds just east of Subarea B.
Desired Characteristics 1. A variety of retail/service activities along the street front; 2. Large number of shops and services per block; 3. Commercial frontage uninterrupted by housing or auto-oriented uses; 4. Minimal pedestrian-auto conflicts.	X			The intent of the recommended designation is to encourage a pedestrian-oriented shopping district where there currently is not one. The desired characteristics for the recommended P designation area are consistent with this list, and such uses can be provided with future development.
B. Locational Criteria 1. Pedestrian district surrounded by residential areas and/or major activity centers; or a commercial node in an urban center or urban village; 2. NC zone areas on both sides of an arterial, or NC zoned block faces across an arterial from a park, major institution, or other activity center; 3. Excellent access for pedestrians, transit, and bicyclists.	X X X			The recommended designation is for an area that would strengthen a pedestrian oriented commercial node in an urban village. The recommended designation would be applied to an area where NC zones would be present on both sides of the arterial, if Subarea A and B zoning recommendations are accomplished. The recommended designation would be applied to an area where there is excellent access for pedestrians and bicyclists, and good access to transit that is available at moderate levels.

Conclusion

The following tables summarize conclusions about how the existing zoning and recommended rezones relate to the evaluation criteria. These tables are presented for ease of reference. The criteria are to be weighed and balanced and should not necessarily be given equal weight.

Subarea A

C1 40' to NC3P 65' and NC3 65' rezones

Criteria	Evaluation Criterion Favors:		
	C1 40'	NC3 65'	Neutral
Rezone Evaluation: Zone Function Statements 23.34.007 A		X	
General Rezone Criteria 1. Capacity to meet Growth Targets 2. Within density ranges in Sect. A1 of Comp Plan Land Use Element		X	 X
Match Between Zone Criteria and Area Characteristics 23.34.008 B		X	
Zoning History and Precedential Effect 23.34.008 C		X	
Neighborhood Plans 23.34.008 D		X	
Zoning Principles 23.34.008 E 1. Impact on less intensive zones 2. Physical buffers 3. Zone boundaries		X	 X X
Impact Evaluation 23.34.008 F		X	
Changed Circumstances 23.34.008 G		X	
Overlay Districts 23.34.008 H		X	
Critical Areas 23.34.008 I			X

Summary Comments

The rezone criteria predominantly favor the recommended NC3P 65' zone over the existing C1 40' zone in this area. The recommendation, including a Pedestrian "P" designation would encourage mixed-use development patterns that would help support the future growth, improved vitality and pedestrian orientation of the Greenwood RUV, consistent with Comprehensive Plan and neighborhood planning objectives.

Subarea B

C1 40' to NC2P 65' and NC2 65' rezones

Criteria	Evaluation Criterion Favors:		
	C1 40'	NC2 65'	Neutral
Rezone Evaluation: Zone Function Statements 23.34.007 A		X	
General Rezone Criteria 1. Capacity to meet Growth Targets 2. Within density ranges in Sect. A1 of Comp Plan Land Use Element		X	 X
Match Between Zone Criteria and Area Characteristics 23.34.008 B		X	
Zoning History and Precedential Effect 23.34.008 C		X	
Neighborhood Plans 23.34.008 D		X	
Zoning Principles 23.34.008 E 1. Impact on less intensive zones 2. Physical buffers 3. Zone boundaries		X X	 X
Impact Evaluation 23.34.008 F		X	
Changed Circumstances 23.34.008 G		X	
Overlay Districts 23.34.008 H		X	
Critical Areas 23.34.008 I			X

Summary Comments

The rezone criteria predominantly favor the recommended NC2 65' and NC2P 65' zones over the existing C1 40' zone in this area, for reasons similar to those expressed for Subarea A. The NC2 and NC2P designations and 65-foot maximum height limit are preferred for Subarea B because the adjacent Greenwood core to the east is in an NC2 zone with a 65 foot height limit, which would help maintain compatibility among the areas. Subarea B would serve as a transition between the Greenwood business district's zoning and the more intensive NC3 zone recommended for Subarea A to the west.

Subarea C

Lowrise 2 RC to NC2 65' rezone

Criteria	Evaluation Criterion Favors:		
	LR2 RC	NC2 65'	Neutral
Rezone Evaluation: Zone Function Statements 23.34.007 A		X	
General Rezone Criteria 1. Capacity to meet Growth Targets 2. Within density ranges in Sect. A1 of Comp Plan Land Use Element		X	 X
Match Between Zone Criteria and Area Characteristics 23.34.008 B		X	
Zoning History and Precedential Effect 23.34.008 C			X
Neighborhood Plans 23.34.008 D		X	
Zoning Principles 23.34.008 E 1. Impact on less intensive zones 2. Physical buffers 3. Zone boundaries	 X X	 X	
Impact Evaluation 23.34.008 F			X
Changed Circumstances 23.34.008 G		X	
Overlay Districts 23.34.008 H			X
Critical Areas 23.34.008 I			X

Summary Comments:

The rezone criteria favor the NC2 65' zone as being better suited to this area, because it would accommodate future mixed-use and/or commercial development within the core of the Greenwood RUV, where the development and activity could help support the western and central portions of the RUV and build pedestrian connections between these areas. This would define a clearer role for this area to help "round out" the core of the Greenwood RUV.

Subarea D

NC2 40' to NC2P 40': Add a Pedestrian P designation to the south side of NW 85th Street

A "P" designation should be added to the existing NC2 40' zone that lies at the south edge of NW 85th Street west of 1st Avenue NE. This would fill in a gap between the existing Greenwood core's pedestrian district and a separate "P" zoned area at the 3rd Avenue NW/NW 85th Street intersection. Along with rezones in Subareas A and B, this would define a complete NC-zoned corridor with "P" designation for the future development of pedestrian-oriented uses along NW 85th Street that would complement the rest of the business district.

Recommendation

Adopt the recommended rezones to NC2 and NC3 with incentive zoning provisions, and the P designation for properties along NW 85th Street, to help encourage future infill development that will sustain and improve vitality and livability in a significant portion of the Greenwood neighborhood's urban village.