Legislative Department
Seattle City Council
Memorandum

Proposed 2009 - 2010 Comprehensive Plan Amendments

Date: February 23, 2010

To: Sally Clark, Chair
Tim Burgess, Vice Chair
Sally Bagshaw, Member
Committee on the Built Environment (COBE)

From: Ketil Freeman, Council Central Staff

Subject: Proposed Comprehensive Plan Amendments – Preliminary Issue Identification for Council Bill 116774

Introduction:

With a few limited exceptions, the Council may amend the Comprehensive Plan once a year. The amendment process has several steps: 1) proposed amendments are submitted by proponents in May; 2) the Council sets the docket, by resolution, for amendments it will consider in July;[1] 3) the Executive reviews proposed amendments and makes a recommendation to Council by the end of November; and 4) Council considers the merits of proposed amendments and votes on a council bill by the end of March. Proposed amendments, the Executive's recommendation, the Planning Commission's recommendation and Central Staff's preliminary recommendation are listed in the table below with background information. The letters associated with the amendments in the table correspond with those in the Executive's proposed Council Bill, C.B. 116774. With the exception of those not recommended by the Executive, amendments are grouped by subject matter. Rows are highlighted as follows:

No unanimous recommendation, recommendation not to approve, or amendment under assessment.

Amendments for Neighborhood Plan Updates currently appealed to the City Hearing Examiner.

The Committee on the Built Environment (COBE) held a public hearing on February 8th to solicit testimony on proposed amendments. Issues identified by the Committee for further discussion at the meeting on February 24th will be subject to further analysis and discussion at the meeting on March 10th. Based on Committee discussion at the February 24th meeting, Central staff will draft a substitute council bill or individual amendments to reflect COBE's preferences. This bill or amendments could be the subject of Committee discussion and a possible vote at the meeting on March 10th.

Page numbers refer to the *Director's Report on the Mayor's Recommended Comprehensive Plan Amendments* and letters correspond to those in the proposed Comprehensive Plan bill, Council Bill 116776. Councilmembers may wish to refer to the following documents in their Comprehensive Plan binders:

- *Director's Report on the Mayor's Recommended Comprehensive Plan Amendments, 2009*, November 24, 2009
- Council Bill 116776
- The Planning Commission's Recommendation on Proposed 2009 Comprehensive Plan Amendments, February 16, 2010

[1] This year that docket was set through Resolution 31146.

Amendment	Page in DPD's Director's Report	Executive	Planning Commission	Central Staff Preliminary	Discussion
Rainier Beach Residential Urban Village Future Land Use Map (FLUM) Amendment					
A. Amend Rainier Beach Policy 4 to include language describing the area proposed for the FLUM amendment as appropriate for rezone consideration.	p. 4-6	Approve	Approve with Revisions	Do Not Approve	Central Staff has recommended against some amendments proposed by the Executive because they are unnecessary to accomplish the change sought by the proponents. Specifically, proposed amendments A, I, and X, which are written descriptions accompanying FLUM amendments of areas that may be suitable for future rezones, are not needed. The FLUM amendments themselves are sufficient to allow consideration of future rezones. The Council could choose to retain the proposed amendments. However, over time it could lead to inconsistent application of rezone criteria and inconsistencies between the Comprehensive Plan and rezone criteria set out in Seattle Municipal Code Ch. 23.34. Based on conversations with Law, the FLUM amendment itself is a sufficient to adopt changes to neighborhood plans into the Comprehensive Plan.
B. Amend the FLUM to adjust the Rainier Beach Residential Urban Village boundary and change the FLUM designation from Single Family to Multifamily Residential.	p.4-6	Approve	Approve	Approve	The proposed amendment would facilitate a contract rezone of a four acre property located just southeast of the Henderson Station. The proposed amendment has the support of the Rainier Beach Community Club and the Rainier Beach Coalition for Community Empowerment. The Rainier Beach Residential Urban Village has been chosen as a neighborhood for the next round of neighborhood plan updates. This will likely result in upzones in 2012. The Executive, Planning Commission, and Council Staff concur. Staff recommends continued inclusion in C.B. 116776.
Neighborhood Plan Updates Goals, Policies and FLUM Amendments					
C. Amend the North Beacon Hill Goals and Policies.	p.6	Approve	Approve	Defer	The proposed neighborhood plan updates are currently being considered in the Seattle Public Utilities and Neighborhoods Committee (SPUNC). The State Environmental Policy Act (SEPA) threshold determinations for each neighborhood plan update have been appealed. After an initial pre-hearing conference, the Hearing Examiner has continued the hearing on the appeals to separate dates in April. By resolution, the Council has established March 31st as the deadline for action on the annual bill amending the Comprehensive Plan.[2] The SEPA appeals to the Hearing Examiner will not be resolved by this deadline. Council cannot act on neighborhood plan update amendments associated with the appeals until the appeal is resolved. SPUNC review does not contemplate adopting updated goals and policies and FLUM amendments this year. SPUNC may recommend an interim step such as recognition of the neighborhood plan updates by resolution and adoption of a work plan to implement recommended goals and polices. Deferring the proposed neighborhood plan update amendments and associated FLUM amendments will create an inconvenience for property owners who may be seeking future contract rezones to facilitate redevelopment. This could include the owner of the El Centro site in North Beacon Hill, the owners of a site immediately west of the QFC on the corner of Rainier Avenue S. and S. McClellan Street in North Rainier, and the owners of Filipino Community Center site in the Othello neighborhood.
D. Amend the FLUM to designate land in the North Beacon Hill urban village as Multifamily or Commercial / Mixed Use.	p.6	Approve	Approve	Defer	
E. Amend the North Rainier Goals and Policies.	p.6	Approve	Approve	Defer	
F. Amend the FLUM to change the North Rainier Hub Urban Village boundary and designate land in the urban village as Multifamily Residential.	p.6	Approve	Approve	Defer	
G. Amend the Othello Goals and Policies.	p.6	Approve	Approve	Defer	
H. Amend the FLUM to designate land in the Othello urban village as Commercial / Mixed Use.	p.6	Approve	Approve	Defer	
Roosevelt Residential Urban Village FLUM Amendments					
I. Amend Roosevelt Land Use Policy 1 to include language generally describing the area proposed for the FLUM amendment as	p.6-10	Approve	Approve	Do Not Approve	See the discussion for proposed amendment A.

[2] See Resolution 31117, Section 2.

Amendment	Page in DPD's Director's Report	Executive	Planning Commission	Central Staff Preliminary	Discussion
appropriate for rezone consideration.					
J. Amend the FLUM to designate land in the Roosevelt Residential Urban Village as Multifamily and Commercial / Mixed Use.	p.6-10	Approve	Approve	Under Assessment	In 2006 the Council amended the Comprehensive Plan to include updated goals and policies for the Roosevelt Residential Urban Village. The Roosevelt Neighborhood Association (RNA) engaged in the update on its own initiative and developed a plan to encourage transit oriented development near the future Roosevelt light rail station. The proposed FLUM amendments are a first step towards implementing some of the upzones contemplated by the updated neighborhood plan. Those upzones are set out in planning documents prepared by the RNA. The proposed amendments have not met with unanimous approval by neighborhood residents. Central Staff is reviewing the proposed FLUM amendments for consistency with the RNA recommendation, and DPD may recommend a change to the original proposal.
Livable South Downtown FLUM Amendments					
K. Amend the FLUM to designate areas in the Livable South Downtown planning area as Downtown.	p.11-13	Approve	Approve	Approve	Among other things the proposed FLUM amendment would designate as Downtown areas east of I-5. This would facilitate upzones to downtown zones that allow significant height and density. The Executive, Planning Commission, and Council Staff concur. Staff recommends continued inclusion in C.B. 116776.
Northgate Urban Center Village Amendments					
L. Add a new Neighborhood Planning Northgate Policy to support future rezones in the North Core sub-area of the Northgate Urban Center.	p.14-16	Approve	Approve with Revisions	Approve	On December 21, 2009, DPD published the final environmental impact statement for the Northgate Urban Center rezone. The proposed rezones would allow greater height and density in the North Core subarea of the urban center. The North Core subarea is generally the area along N.E. Northgate Way between Meridian Avenue N. and 10th Avenue N.E. Central staff has identified no issues with the proposed amendment. However, the Planning Commission is offering a friendly amendment to the language proposed by DPD .
M. Amend the Northgate Planning Area map to designate the North Core sub-areas.	p.14-16	Approve	Approve	Approve	The Executive, Planning Commission, and Council Staff concur. Staff recommends continued inclusion in C.B. 116776.
Building 9 at Magnuson Park Amendment					
N. Add a new Sand Point Amendment policy to allow development of residential uses and some commercial uses in Building 9 at Magnuson Park.	p.19-20	Approve	Approve	Approve	The Sand Point Amendments, which guide reuse of the former Sand Point Naval Air Station, do not appear in the Comprehensive Plan. However, through Ordinance 118622, adopted in 1996, those policies have been incorporated by reference into the Comprehensive Plan. This proposed amendment would add a new policy to the Sand Point Amendments to clarify that Building 9 can be redeveloped for residential use with limited commercial use where development of residential use is impractical. The Executive, Planning Commission, and Council Staff concur. Staff recommends continued inclusion in C.B. 116776.
Planning Commission's Affordable Housing Action Agenda Amendments					
O. Amend Housing Policy 9 to include an orientation towards preservation and development of affordable housing that is well-served by public transit.	p.22-23	Approve	Approve	Approve	In 2008 the Planning Commission developed an Affordable Housing Action Agenda (Agenda). This body of work led to Comprehensive Plan amendments in 2008. The Planning Commission has proposed additional amendments to further the Agenda. This year's proposed amendments refine the City's affordable housing policy orientation toward location of affordable housing to ensure transit access and affirms the City policy of using detached and attached accessory dwelling units as affordable housing tools that can be used to allow families to age-in-place. The Executive, Planning Commission, and Council Staff concur. Staff recommends continued inclusion in C.B. 116776.
P. Add a new housing policy that establishes transit access and estimated transportation costs as criteria to consider when allocating resources for affordable housing.	p.22-23	Approve	Approve	Approve	
Q. Amend Housing Policy 18 to clarify that both detached and attached accessory dwelling units in single family zones are a	p.22-23	Approve	Approve	Approve	

Amendment	Page in DPD's Director's Report	Executive	Planning Commission	Central Staff Preliminary	Discussion
means towards ensuring that families can age-in-place.					
R. Amend Housing Policy 20 to clarify that attached and detached accessory dwelling units are an alternative tool for accommodating growth and providing affordable housing options in single family zones.	p.22-23	Approve	Approve	Approve	
Cultural Overlay District Advisory Committee's Amendments					
S. Amend the discussion of location-specific land use policies to include a reference to arts and cultural districts.	p.24-25	Approve	Approve	Approve	In 2008 the Council convened the Cultural Overlay District Advisory Committee (CODAC) to advise the Council on how to preserve and promote development of new cultural and arts facilities. The proposed amendments are step towards creating regulations that will help bring this work to fruition. Specifically, the proposed amendments establish the Comprehensive Plan policy basis that authorize creation of Cultural Overlay Districts and the use if flexible land use controls, such as development incentives, to ensure preservation and creation of new cultural and arts facilities. The Executive, Planning Commission, and Council Staff concur. Staff recommends continued inclusion in C.B. 116776.
T. Amend Land Use Goal 31 related to allowing flexible land use controls to achieve public purposes by including a reference to arts and cultural districts.	p.24-25	Approve	Approve	Approve	
U. Add a new section to the Land Use Element called "C-5 Cultural Overlay Districts."	p.24-25	Approve	Approve	Approve	
V. Add a new Land Use Policy 271 that encourages creation of cultural overlay districts.	p.24-25	Approve	Approve	Approve	
W. Add a new Land Use Policy 272 that allows creation of regulations and incentives for designated cultural overlay districts.	p.24-25	Approve	Approve	Approve	
Greenwood / Phinney Residential Urban Village FLUM Amendments					
X. Add a new policy generally describing the area proposed for the FLUM amendment as appropriate for a future rezone	p.26-28	Approve	Approve	Do Not Approve	See the discussion for proposed amendment A.
Y. Amend the FLUM to adjust the Greenwood / Phinney urban village boundary and change the FLUM designation from Single Family to Multifamily Residential.	p.26-28	Approve	Approve	Under Assessment	The Greenwood Community Council proposes to expand the boundary of the Greenwood Residential Urban Village and change the FLUM designation for the expansion area from Single Family Residential to Multifamily Residential. The expansion area is north and west of the Fred Meyer site on the corner of N.W. 85^{h} Street and 3rd Avenue N.W. The proposed amendment has not met with unanimous approval by neighborhood residents. Central Staff is reviewing the proposed amendment.
Ballard Hub Urban Village FLUM Amendment					
Z. Amend the FLUM to change the designation of land in the Ballard Hub Urban Village from Industrial to Commercial / Mixed Use.	p.28-30	Approve	Approve	Under Assessment	In 2007 Council passed Resolution 31026, which set out a work plan for departments related to industrial land use. One work plan item included examining whether industrially zoned land continued to be appropriate in urban villages. DPD has completed some of the work and recommends redesignation to Commercial / Mixed Use of industrially zoned land north of N.W. Market Street and west of 24th Avenue N.W. in the Ballard Hub Urban Village (HUV). The proposed redesignation would allow for a rezone to Neighborhood Commercial (NC) from Industrial Buffer. The NC zone designation would allow development of residential uses in mixed use buildings. As an HUV, Ballard has both jobs and housing targets. The 2009 Urban Center Urban Village Growth Report indicates that with finaled permits, the Ballard HUV is at 134% of its 2004-2024 residential growth targets. With all pipelined projects,

Amendment	Page in DPD's Director's Report	Executive	Planning Commission	Central Staff Preliminary	Discussion
					Ballard is at 204% of its residential growth targets. Council may wish to retain a zoning designation for the area north of N.W. Market Street for development with light industrial or commercial uses that provide employment.
Not Included in Executive's Proposed Bill					
AA. Amend goals and policies related to the Shoreline Master Program as part of the update required by State of Washington.	p.10	Defer	Defer	Defer	Development of goals and policies by the Executive are ongoing. The Executive, Planning Commission, and Council Staff concur. Policies associated with Shoreline Master Program updates can be adopted into the Comprehensive Plan off-cycle. See R.C.W. 36.70A.130.
BB. Amend the FLUM to remove land in the Interbay neighborhood from the Ballard Interbay Northend Manufacturing / Industrial Center (BINMIC).	p.16-17	Do Not Approve	Do Not Approve	Under Assessment	In 2008 Council passed Ordinance 122835, which rezoned land in the Dravus Commercial Area to facilitate redevelopment with residential uses. That rezone was the result of several years of work by the Council and the Interbay Neighborhood Association (INA). The INA is now proposing to amend the FLUM to change the boundary of BINMIC to not include properties currently zoned Industrial General (IG) that are located northwest of the Dravus Commercial Area. This amendment was deferred by the Council for consideration this year while DPD completed an inventory of industrially zoned areas. That inventory is complete and DPD has recommended that Council not approve the FLUM amendment. The proponent has applied for contract rezones of some sites within the FLUM area that would change the zone designation from IG to Industrial Commercial (IC). A FLUM amendment is not required to effectuate that rezone. However, the FLUM amendment would make it possible for the area to be considered for a rezone to a non-industrial zone designation.
CC. Amend the transportation element to include a goal for reduction in Vehicles Miles Traveled (VMT) .	p.17-18	Defer	Do Not Approve	Under Assessment	Chis Leman proposes that the City adopt VMT reduction goals that mirror those established by the State of Washington. In 2008 the State amended Chapter 47.01 to include goals for per capita VMT reduction. See R.C.W. 47.01.440. Specifically, the goals establish the following for reductions in VMT: • 18% by 2020, • 30% by 2035 and • 50% by 2050 Last year Mr. Leman proposed a similar amendment. The Council elected to defer consideration of that amendment pending the outcome of additional analysis by the Executive. That analysis is not yet complete. The Office of Sustainability and the Environment and the Seattle Department of Transportation have been participating in a study with Dr. Larry Frank of the University of British Columbia that models residential travel emissions by block group. The modeling relies on travel diaries kept by participants in a Puget Sound Regional Council survey pool. That modeling has produced residential travel green house gas emissions maps. However, the modeling is not yet to the point that the Executive can make recommendations on achievable VMT reduction targets. The Executive is partnering with WSDOT and Larry frank to further refine the model.
DD. Amend the FLUM to change the designation for the Seattle Housing Authority's Yesler Terrace from Multifamily Residential to Commercial / Mixed Use.	p.21	Defer	Defer	Defer	The Seattle Housing Authority (SHA) has begun planning for redevelopment of Yesler Terrace. SHA has yet to formalize a master plan for the redevelopment and may request a planned action ordinance under SEPA to facilitate redevelopment. Goals and Policies associated with redevelopment approved pursuant to a planned action ordinance can be adopted into the Comprehensive Plan off-cycle. See R.C.W. 36.70A.130.