



Seattle City Council

Central Staff - Memorandum

Date: September 10, 2015

To: Councilmember Mike O'Brien, Chair
Members of the Planning, Land Use and Sustainability Committee

From: Eric McConaghy, Lish Whitson, and Ketil Freeman, Council Central Staff

Subject: (1) Council Bill (CB) 118469: Periodic and 2015 Annual Comprehensive Plan amendments, (2) CB 118470: University Community Urban Center Comprehensive Plan Amendments, and (3) CB 118471: Housing Affordability Comprehensive Plan Amendments

Introduction

The Mayor proposes three council bills to amend the Comprehensive Plan: Council Bill (CB) 118469, CB 118470, and CB 118471.

- CB 118469 proposes amendments to Seattle's Comprehensive Plan responsive to proposals for annual amendments and to Washington State requirements for periodic review.
- CB 118470 proposes amendments to the Future Land Use Map (FLUM) and policies in the University Community Urban Center neighborhood plan resulting from work with the University Community. City Council called for consideration of these changes in Resolution 31536, also known as the annual docket resolution.
- CB 118471 proposes amendments to clarify and strengthen goals and policies related to affordable housing. Amendments broaden the range of potential strategies to encompass both incentive-based and mandatory affordable housing regulatory programs. Proposed amendments are necessary to implement the Affordable Housing Impact Mitigation Program proposed by the Housing Affordability and Livability Action Agenda Committee.

This memorandum discusses the amendment process and requirement for periodic review; (1) identifies changes to the Future Land Use Map (FLUM) and neighborhood-specific goals and policies, which may form the bases for future rezones and changes in development regulations; (2) describes how the Mayor proposes to allocate residential and employment growth; (3) discusses the relationship between growth targets and State Environmental Policy Act (SEPA) review thresholds; and (4) identifies some technical and housekeeping amendments to each bill.

Review and evaluation of amendments

Under the Washington State Growth Management Act (GMA), the City may generally amend the Comprehensive Plan only once a year. However, the plan is also “subject to continuing review and evaluation by the county or city that adopted them.” In particular, RCW 36.70A.130 lays out a timeline and set of issues that jurisdictions in the State are required to review. Among the issues that the GMA explicitly requires the City to look at are “consideration of critical area ordinances” and “an analysis of the population allocated to the city from the most recent ten-year population forecast by the Office of Financial Management.”

CB 118469, along with a review of the City’s Critical Areas Ordinance that is still ongoing, constitutes Seattle’s response to this requirement for continuing review and evaluation. The bulk of the changes necessitated by this review are related to new citywide growth estimates resulting from the population forecast. Those changes are described in more detail below, and in the report of the Director of the Department of Planning and Development (DPD).

FLUM and neighborhood plan policy amendments

In addition to amendments responding to the requirement for periodic review under the GMA, CB 118469 includes amendments in response to Resolution 31536, which set the annual docket of amendments. CB 118469 includes amendments to the FLUM and neighborhood plan policies for the Central Area, the Morgan Junction, and Lake City/North Neighborhoods, as amendments resulting from sub-area planning processes.

CB 118470 also responds to Resolution 31536 by amending the FLUM and the University Community Urban Center Neighborhood Plan to reflect a sub-area planning effort in the University District. The proposed amendments included in CB 118470 lay the groundwork for rezones in four areas:

1. North of NE 56th Street along and near University Way NE (the Ave), three block faces are proposed to be added to the Urban Center, changes from single-family and multifamily to commercial/mixed-use are proposed to reflect existing neighborhood-serving businesses at the north end of the Ave.
2. The north side of NE 50th Street between University Way NE and Roosevelt Way NE is proposed to be changed from multifamily to commercial/mixed-use to support the growth and development of community-serving non-profit and public facilities along NE 50th St.
3. West of Roosevelt Way NE and north of NE 45th Street, the boundary of the Urban Center is proposed to be amended to remove stable lowrise multifamily areas from the urban center and to support the redevelopment of neighborhood institutions. A change from single-family to multifamily and a change from multifamily to commercial/mixed-use are also proposed to support growth in the area.
4. A single block face along the south end of Brooklyn Avenue NE is proposed to be changed from multifamily to commercial/mixed-use in order to support development along Brooklyn south of the proposed light-rail station.

Table 1 below summarizes amendments docketed by Resolution 31536 and how they appear in legislation.

Table 1: 2015 Docket of Annual Amendments and Proposed Legislation

#	proposed amendment	description	legislation
1	West Seattle Church of the Nazarene	Amend the Future Land Use Map (FLUM) for property at the southwest corner of 42nd Avenue Southwest and Southwest Juneau Street to change the designation from single family to multi-family.	CB 118469
2	YWCA East Cherry Branch	Amend the FLUM to add an area north of East Cherry Street and west of 29th Avenue to the 23rd Avenue and Union-Jackson Residential Urban Village and to change the designation of that property from single family to multi-family.	Proponent withdrew
3	Flexibility for height of public facilities	Amend policy in the Land Use Element of the Comprehensive Plan related to allowing greater flexibility for the height of public facilities	Proponent withdrew
4	Amendment to the Urban Village Element related to monitoring urban village growth	Develop policy in the Urban Village Element related to monitoring urban village growth for further review and consideration as part of the major update of the Comprehensive Plan	CB 118469: edited for consistency with periodic review updates; further development in Seattle 2035
5	Amendments to neighborhood plans with related FLUM changes	Amendments to neighborhood plans and FLUM related to sub-area planning	CB 118469: Central Area, Morgan Junction and Lake City/North Neighborhoods; CB 118470: University Community Urban Center

#	proposed amendment	description	legislation
6	Roosevelt Neighbors' Alliance/ Priory of the Blessed Sacrament	consider modifications to the University Community Urban Center (UCUC) boundary, to include the Blessed Sacrament Parish and to exclude portions of several blocks north of the library and south of the park, and consider amendments to several policies regarding the UCUC boundary.	CB 118470
7	Amendments related to environmental actions	Amendments relating to environmentally critical areas consistent with the Growth Management Act and amendments relating to green stormwater infrastructure consistent with Resolution 31459, and consistent with the City's 2013 Phase I Municipal Stormwater Permit (NPDES)	CB 118469

Growth Targets/Growth Estimates

A number of proposed amendments to the Urban Village, Housing, and Economic Development Elements would remove citywide growth targets and targets for all urban villages, urban centers and manufacturing/industrial centers. These targets would be replaced with 20-year “growth estimates” derived from the King County Countywide Planning Policies (CPPs).

The current CPPs provide housing unit and job growth targets for each jurisdiction over the period 2006-2031. Seattle’s targeted growth over that 25-year period is 86,000 new housing units and 146,700 new jobs. The City has prorated that target over a 20-year period and is planning for 70,000 new units and 115,000 jobs between 2015 and 2035. This new growth estimate will maintain Seattle’s current job/housing balance of 1.6 jobs per housing unit.

The CPPs require an allocation of a share of that growth to the City’s Urban Centers and Manufacturing/Industrial Centers, each of which are regionally-designated. There is no requirement that growth be allocated to urban villages, which are Seattle-specific designations. However, as part of the Seattle 2035 process, the Mayor will likely recommend allocating some growth to urban villages. In the meantime, the Mayor proposes to allocate 42% of the citywide residential growth and 65% of citywide employment growth to the City’s six urban centers and two manufacturing/industrial centers, as shown in Table 2.

Table 2: Proposed 2015-2035 Growth Estimates

Housing Units	Existing Housing Units*	Development Capacity*	2004-2024 Growth Target	Proposed 2015-2035 Growth Estimate
Urban Centers				
Downtown				
First Hill/Capitol Hill	26,600	19,000	3,500	7,000
Northgate	4,400	11,000	2,500	1,600
South Lake Union	2,700	20,300	8,000	4,700
University Community	6,900	8,900	2,450	2,700
Uptown	6,000	4,200	1,000	3,500
Rest of City	242,500	126,900	19,550	40,500
Citywide	308,000	223,700	47,000	70,000
Employment (Jobs)	Existing Employment*	Development Capacity*	2004-2024 Growth Target	Proposed 2015-2035 Growth Estimate
Urban Centers				
Downtown	151,800	51,800	29,015	30,000
First Hill/Capitol Hill	40,100	3,200	4,600	4,000
Northgate	12,300	14,100	4,220	6,000
South Lake Union	32,800	25,400	16,000	20,000
University Community	33,300	10,500	6,140	7,000
Uptown Queen Anne	14,100	3,800	1,150	3,500
Manufacturing/Industrial Centers				
Duwamish	59,000	27,800	9,750	3,000
BINMIC	16,100	8,200	2,150	1,500
Rest of City	140,400	87,000	10,975	40,000
Citywide	499,900	231,700	84,000	115,000
Jobs/Housing Ratio	1.6	1.0	1.8	1.6

* Data from the Seattle 2035 Development Capacity Report, September 2014:

<http://2035.seattle.gov/seattles-development-capacity-report/>. The development capacity model does not account for jobs and housing related to Major Institutions or Master Planned Communities. The First Hill/Capitol Hill, Northgate, and University Community urban centers all have significant amounts of land designated for major institutions or master planned communities where housing and employment growth is anticipated. "Existing employment" represents "covered jobs" which does not include approximately 10% of the City's total jobs.

Amendment to SEPA regulations

There are four references to the City's growth targets in the Seattle Municipal Code. Two sections discuss growth targets as part of the rationale for the Multifamily Tax Exemption program and the South Lake Union open space requirement. The third is related to analysis of downzones, and is not critical to amend at this time. The fourth is found in the City's State Environmental Protection Act (SEPA) regulations, SMC 25.05.800. This section allows larger

projects to be exempt from environmental review in urban centers and urban villages with station area overlays where a 20-year growth target has not been met.

In order to avoid confusion regarding which projects should undergo review under SEPA, the Mayor is forwarding legislation to amend these regulations, which should be adopted alongside the legislation amending the Comprehensive Plan.

Technical Amendments

Staff has reviewed the proposed amendments and has identified a number of technical corrections to the Urban Village, Transportation, and Economic Development Elements and the Housing Appendix to the Plan. We recommend amending the following attachments to use consistent language and clarify policies and discussion. The technical corrections are summarized in Table 3:

Table 3: Proposed Technical Corrections

Location in Bill	Description
CB 118469	
Attachment 2: Urban Village Element	Replace use of the term "growth target" with "growth estimate" and update corresponding policy regarding monitoring.
Attachment 4: Transportation Element	Replace "Transportation Strategic Plan" with "Right-of-Way Improvement Manual" in policy about boulevards (T12).
Attachment 6: Economic Development Element	Make the following change in policy EDG1: ((Add)) <u>Accommodate</u> approximately ((84,000))115,000 jobs...
Attachment 12: Housing Appendix	Text edits, move data sources discussion and reformat of <i>Figure A-1: Seattle Residential Development Capacity Model Estimates</i> .
CB 118470	
Attachment 2: Recommended Amendments to Neighborhood Planning Element: B-30 University Community Urban Center	<ul style="list-style-type: none"> ▪ Clarification of an amended policy (UC-P 12) that calls for employing a variety of strategies to provide for housing. ▪ Clarification of an amended policy (UC-P 18) that deals with connections between the University District and the University of Washington campus, and removes reference to external documents.
CB 118471	
Bill Recitals	Amend the recitals to reflect that review of the bill is occurring in the PLUS Committee rather than the select Committee on Housing Affordability.