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#### KING COUNTY SUPERIOR COURT

IRENE WALL and ROBERT MORGAN,

Petitioners,

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CITY OF SEATTLE, a Washington Municipal Corporation; 70th & 11 GREENWOOD AVE, LLC and OJD, LLC, Washington limited liability companies,

Respondents 13

No.

LAND USE PETITION (Ch. 36.70C RCW)

Pursuant to the Land Use Petition Act, Chapter 36.70C RCW, and Article IV, Section 6 of the Washington State Constitution, Irene Wall and Robert Morgan bring this action and allege as follows:

#### NAME AND MAILING ADDRESSES OF PETITIONERS 1.

Irene Wall 207 N. 60<sup>th</sup> Street Seattle, WA 98103

Robert Morgan 559 N. 74<sup>th</sup> Street Seattle, WA 98103

> ARAMBURU & EUSTIS LLP 720 Third Avenue, Suite 2000 Seattle, Washington 98104 Tel. (206) 625-9515 Fax (206) 682-1376

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## 2. NAME AND MAILING ADDRESS OF PETITIONERS' ATTORNEYS

Jeffrey M. Eustis ARAMBURU & EUSTIS, LLP 720 Third Avenue, Suite 2000 Seattle, Washington 98104

# 3. NAME AND MAILING ADDRESS OF LOCAL JURISDICTION WHOSE LAND USE DECISION IS AT ISSUE

City of Seattle 600 Fourth Avenue Seattle, Washington 98104

## 4. THE DECISION-MAKING OFFICERS AND DECISIONS APPEALED

4.1 The decision-making officers reaching the appealed decision are:

City of Seattle City Council ("Council") Bruce Harrell, President 600 Fourth Avenue Seattle, Washington 98104

capacity pursuant to SMC 23.76.056, approved a contract rezone for two commercial parcels at 7009 Greenwood Avenue North that upzoned those lots to NC2-55(M) (fifty-five foot height limit) from their current zoning of NC2-40 (forty foot height limit) and authorized the construction of a five story building right on the shared property line with the adjacent single family zone along the rear boundary, with only a minimal setback on the fifth floor. The Clerk File for this project is # 314356 entitled "Application of 70<sup>th</sup> & Greenwood Ave LLC to rezone an approximately 12,188 square foot site located at 7009 Greenwood Avenue North from Neighborhood Commercial 2 with a 40-foot height limit (NC2-40) to Neighborhood Commercial 2 with a 55-foot height limit and Mandatory Housing Affordability suffix (NC2-55(M)) (Project No. 3023260; Type IV)."

- Conclusions and passed Council Bill ("CB") 119323, along with a Property Use and Development Agreement ("PUDA"). The formal title is "An Ordinance relating to land use and zoning; amending Chapter 23.32 of the Seattle Municipal Code at page 39 of the Official Land Use Map to rezone property located at 7009 Greenwood Avenue North from Neighborhood Commercial 2 with a 40-foot height limit to Neighborhood Commercial 2 with a 55-foot height limit and mandatory housing affordability suffix, and accepting a Property Use and Development Agreement as a condition of rezone approval. (Petition by 70<sup>th</sup> & Greenwood Ave LLC, C.F. 314356, SDCI Project 3023260)."
- 4.4 A copy of the Council's Findings and Conclusions is set forth at Appendix A to this Petition. Copies of the Ordinance and the associated Property Use and Development Agreement ("PUDA") and related documents are set forth at Appendix B to this Petition.
  - 5. IDENTIFICATION OF PERSONS TO BE MADE PARTIES UNDER RCW 36.70C.040(2)(B) THROUGH (D)
  - 5.1 The local jurisdiction is:

City of Seattle 600 Fourth Avenue Seattle, Washington 98104

5.2 Upon information and belief, the owner of the Property is 70<sup>th</sup> & Greenwood, LLC. The mailing address for this entity, according to the records at the Seattle Department of Construction and Inspections ("SDCI") that processed this application, is:

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Chad Dale, Registered Agent and Governor 70th & Greenwood LLC 3621 Stone Way N Unit #E Seattle, WA 98103

5.3 The Property Use and Development Agreement, which must be executed by the legal or beneficial owner of the property to be rezoned (SMC 23.34.004), was executed by 70<sup>th</sup> & Greenwood LLC, and signed by its manager OJD LLC and its Manager Chad Dale. Upon information and belief, the address for OJD LLC, according to the Secretary of State corporate office is:

OJD LLC 7511 Greenwood Ave N, #710 Seattle, WA 98103

5.4 The Application was filed by David Fuchs, the architect for and representative of the contract rezone applicant, 70<sup>th</sup> & Greenwood LLC To the extent necessary for the just adjudication of this Petition, David Fuchs and/or his architectural firm, shall be promptly joined as named parties to this Petition. Upon information and belief, the mailing address for the David Fuchs is set forth below, at which he is being served with a copy of this petition:

David Fuchs, Architect Johnston Architects 100 NE Northlake Way, Suite 200 Seattle, WA 98105

5.5 At all times in proceedings, the owner and applicant have been represented by counsel, who is listed as a party of record in the Hearing Examiner proceedings. Upon information and belief, the mailing address for Applicant's counsel is:

Jessica Clawson McCullough Hill Leary PS Columbia Center 701 5th Avenue, Suite 6600 Seattle, WA 98104

- 5.6 Pursuant to RCW 36.70C.050, Petitioners will join any additional parties identified to them as necessary for the just adjudication of this Petition.
  - 6. FACTS DEMONSTRATING STANDING PURSUANT TO RCW 36.70C.060
- Phinney Ridge neighborhood in Seattle where the project at issue is located. Ms. Wall is a board member and former president of the Phinney Ridge Community Council. Mr. Morgan is a retired member of Seattle City Council Central Staff. Ms. Wall and Mr. Morgan provided comments during the various public processes that were required for this project and appealed the Hearing Examiner's Recommendation to the City Council pursuant to SMC 23.76.054.
- 6.2 Petitioners are aggrieved, adversely affected and prejudiced or likely to be prejudiced by the Decision challenged in this Petition. The approved rezone, and the project approved through the Council's action, would directly and adversely affect the Petitioners because: it allows development of a structure that would exceed the height and scale allowed in the unambiguous provisions of the City's Land Use Code; it produces a scale of development incompatible with the surrounding neighborhood; it unlawfully opens the door to Code application and zoning decisions based on property ownership instead of established Land Use Maps and Code requirements; it risks exposing all of the Phinney Ridge Urban Village in this area (and elsewhere in the City)

to similar outsized and unlawful buildings that would diminish residents' access to light, view and air and the required separation between buildings in commercial zones and abutting single family residence zones, all of which impact petitioners by increasing traffic congestion and diminishing their aesthetic enjoyment of the Phinney Ridge neighborhood. The Council's action also adversely affects the Petitioners procedurally because the Council knowingly violated the law to approve this project, admitted as much in the approving Ordinance, and such action undermines the Petitioners' ability to rely on the function and purpose of a Land Use Code that is intended to shape development of all areas of Seattle.

- 6.3 The interests of Ms. Wall and Mr. Morgan are among those that the local jurisdiction was required to consider when it made the land use decision. When SDCI wrote its Recommendation on the Rezone, it was required to (but failed to) respond to public comments. Petitioners had submitted comments to SDCI. The Hearing Examiner was required to consider the public comments received by SDCI in addition to comments and public testimony received at the open record hearing on this project.
- 6.4 Ms. Wall and Mr. Morgan were qualified appellants in their appeal to the City Council because they had submitted comments to SDCI regarding this project and Ms. Wall also testified at the public hearing before the Hearing Examiner on April 30, 2018, and their appeal was timely. SMC 23.76.054.A. The City Council was required to consider the Record before issuing its decision. The issues raised on appeal by Ms. Wall and Mr. Morgan mirrored the legal issues that had been raised before but ignored by SDCI and the Examiner in their recommendations to upzone and approve this project.

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Among other purposes, the Seattle Land Use Code sets forth regulations 6.5 and procedures for the use of land that are consistent with and implement the City's Comprehensive Plan, classify land within the City into various land use zones in order to regulate uses and structures, and include provisions designed to provide adequate light, to the model of the control of the co air, access, and open space, and maintain a compatible scale within an area. SMC 23.02.020. The Land Use Code dictates specific requirements that must be met before a property is upzoned through a site-specific contract rezone, SMC 23.34.007-009, and criteria for each zone, e.g., SMC 23.34.010 - .128. The Land Use Code also requires, through various Code provisions and in its mandatory rezone criteria; setbacks and transitions between commercial and residential properties that apply citywide, regardless of building height. The Council's approval of the 7009 contract rezone defeats those purposes because: it allows for construction of a five story building right on the property line shared with the single family zone (except for a minimal setback on the fifth floor) when the Code requires a gradual transition between zones and specifies substantially greater setbacks; it conflicts with the uniform zoning that has always been in place in the immediate vicinity of the project; it creates a structure out of scale with the surrounding neighborhood that conflicts with the requirements of the City's Land Use Code; and it effectively rezones a vacant single family lot without following proper procedures by removing that lot from future use for a single family dwelling, but instead incorporating it into a multi-family development for use as a buffer to the single-family zone and to provide pedestrian access for retail uses on the abutting commercial lots.

6.6 A judgment in favor of Ms. Wall and Mr. Morgan would eliminate the prejudice caused or likely to be caused by the Decision because, without the Council

approval of this project, the Project in its current form could not be built under the Land Use Code. A ruling that the Council Decision is unlawful and the proposed construction impermissible would also confirm that the Council, acting in its quasi-judicial capacity, is bound by existing legislative standards and may not knowingly acknowledge that a proposal is untethered to any law, definition, or City policy but authorize that project regardless of those legal deficiencies.

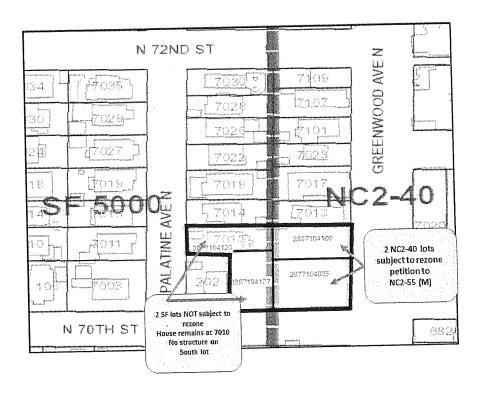
6.7 Ms. Wall and Mr. Morgan have exhausted their administrative remedies to the extent that such remedies exist. Ms. Wall and/or Mr. Morgan submitted numerous comments to SDCI regarding this project since the project was first proposed in August 2016; they testified at the Hearing Examiner open record hearing on April 30, 2018; they submitted written comments to the Hearing Examiner; and they timely appealed the Hearing Examiner's Recommendation to the Seattle City Council pursuant to SMC 23.76.054 (Council consideration of Hearing Examiner recommendation on Type IV Council land use decisions).

### 7. STATEMENTS OF ERROR AND SUPPORTING FACTS

- 7.1 The Rezone is unlawful because it violates the one and only mandatory directive for contract rezones in the Land Use Code that "[a] gradual transition in height and scale and level of activity between zones shall be provided unless major physical buffers . . . are provided." SMC 23.34.009.D.2.
- 7.1.1 The appealed action involves four adjacent lots at the northwest corner of Greenwood Avenue North and North 70<sup>th</sup> Street in the Phinney Ridge neighborhood, all owned by the Applicant. Two commercial lots totalling approximately 12,000 square feet front on Greenwood Avenue North in the "Phinney Tail" of the Greenwood Phinney Urban Village. The two single family lots abut the entire west

boundary of the commercial lots where the property line separating the lots is the same as the zoning line for the whole block that separates the commercial lots on the east from the abutting single family lots to the west. One single family lot is a vacant, midblock lot. The other, at 7010 Palatine Avenue North, is developed with a house, garage, and rear deck.

7.1.2 The Applicant applied for a contract rezone of the two commercial lots facing Greenwood Avenue North and expressly excluded the two single family lots from the application. SMC 23.34.004. The original application sought a rezone from NC2-40 to NC2-65, self-limited to 55 feet in height. In February 2018, the Applicant withdrew the original application and resubmitted a revised application that sought a rezone to NC2-55(M), the new proposed fifty-foot height limit that is part of proposed legislation but has not been implemented citywide, and does not exist in the Phinney Ridge neighborhood. The revised application did not materially change the proposed building or its location, scale, or height. The map below shows the four lots at issue:



The proposed five-story building would contain commercial uses on the ground floor and residential units on the four upper floors; it would rise four stories directly on the shared property line with the adjacent single family-zoned lots along the rear boundary, with the fifth floor setting back approximately six feet from the zoning boundary. The building would be topped with a massive greenhouse structure with a twelve foot high roof, along with a massive solar array, raising the effective height of the building to almost seventy feet. In several public meetings, the owner representative, Chad Dale, explained that a group of friends would own the building and live in the units on the top two floors, and the lower two floors would be rentals available to the public.

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to the same height limit. The nearest lot at a height greater than 40 feet is almost one 5 mile away in the Greenwood Town Center area. Petitioners are not aware of any other contract rezone that was approved where there were no other lots of a higher height in the immediate area. 8 to NC2-55 in the proposed Mandatory Housing and Affordability (MHA) legislation, and 10

the Examiner made frequent reference to that potential area-wide upzone, that legislation is still in draft form that has not enacted by the Council, and has not even been formally presented. The EIS for this proposed legislation Is currently in litigation and as a result, the Council may not lawfully act on any MHA legislation until that litigation is resolved.

7.1.4 The 7009 Greenwood site is located in the middle of the one-mile

7.1.5 Although this area is listed among the areas proposed for upzoning

long, one-street wide "Phinney Tail" of the Greenwood Phinney Ridge Urban Village. All

limit). This stretch of Greenwood has historically been consistently and uniformly zoned

of the lots along Greenwood Avenue North are now zoned NC2-40 (forty foot height

7.1.6 Contract rezones are Type IV quasi-judicial decisions made by the City Council. In a Type IV proceeding the Hearing Examiner conducts an open record hearing to establish a Decision Record, and issues a Recommendation along with Findings and Conclusions for the Council's review.

7.1.7 The Land Use Code identifies the criteria necessary to grant a contract rezone. SMC 23.34.007-009. "No single criterion or group of criteria shall be 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 indicated

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the intent to constitute a requirement . . . " SMC 23.34.007.B (emphasis added). But when a contract rezone involves a height increase, as in the case of the challenged development, SMC 23.34.009.D.2 mandates that "[a] gradual transition in height and scale and level of activity between zones shall be provided unless major physical buffers, . . . are present." (Emphasis added).

7.1.8 But in the case at hand, despite substantial evidence to the contrary, the Examiner recommended approval of the rezone. The Examiner's Findings and Conclusions are set forth at Appendix C. The Examiner, citing only to a site-plan drawing provided by the Applicant, claimed that "[a] gradual transition between zoning categories would occur between the mid-portion of the project and the SF 5000 zoned properties to the west, as a private open space area will be landscaped to provide some separation between the five story building and the single family zone." (Examiner Conclusion #7 (emphasis added). The referenced map, however, reveals that the vacant lot that the Examiner claimed provided a "gradual transition between zoning categories" is wholly within the single family zone itself and it is not an open space separating zoning categories. Moreover, even if it could be considered a qualifying open space, it occupies only two thirds of the rear boundary line. There is no "open space" in the northern third of the property line. That area is the small backyard of the single family lot at 7010 Palatine. And there is no open space separating the northwest corner of the commercial building from the single family house and yard on Palatine Avenue that abuts the northwest corner of the commercial lot with the five story building.

7.1.9 At oral argument to the Council Planning, Land Use, and Zoning Committee ("PLUZ Committee") on August 1, 2018, Petitioners presented – and the

Committee accepted and considered – an illustrative exhibit that showed, using the same site plan drawing that the Examiner had relied on and that Council Central Staff had incorporated into his presentation, that the vacant single family lot referenced by the Examiner was <u>in</u> the single family zone, not an open space <u>between</u> zones as the Code required. A copy of the illustrative exhibit that was presented to – and accepted and considered by – the PLUZ Committee and made available to all Council members is set forth at Appendix D. The illustrative exhibit summarized several key arguments raised on appeal and in Petitioners' briefing to the Council.

7.1.10 The Council's decision on a Type IV land use decision including a contract rezone is required to be based on applicable law and supported by substantial evidence in the record. SMC 23.76.056. The appellant bears the burden of proving the Hearing Examiner's recommendation should be rejected or modified. *Id.* Although the Council recited this standard in its Findings and Conclusions, it simply adopted the Examiner's Findings and Conclusions without question and without any changes.

7.1.11 The Council's decision to approve the Rezone was an erroneous interpretation and application of the law, even after allowing for such deference as is due the construction of law by a local jurisdiction with expertise. RCW 36.70C.130(b). The Council was provided specific legal and factual analysis that demonstrated the fatal error in the Examiner's Recommendation to grant the Rezone.

7.1.12 For the reasons noted above, the Council's Decision was not supported by evidence that is substantial when viewed in light of the whole record before the court, RCW 36.70.130(c), and was a clearly erroneous application of the law to the facts. RCW 36.70C.130(d).

# 7.2 The Council Action was unlawful because it violated additional mandatory rezone criteria for height increases in SMC 23.34.009.

- 7.2.1 The facts alleged at §7.1.1 to 7.1.12 are re-alleged here.
- 7.2.2 Where here, a rezone request involves a height increase, SMC 23.34.009.A states that "Height limits shall be consistent with the type and scale of development intended for each zone classification." As noted above, the 7009 Greenwood site is in the middle of the one-mile long, one-street wide "Phinney Tail" of the Greenwood Phinney Ridge Urban Village, where all commercial lots are zoned uniformly to NC2-40, and the nearest zone of greater height is almost one mile away.

5.2.3 SMC 23.34.009.B states that "the likelihood of view blockage shall be considered." (Emphasis added.). The Examiner failed to evaluate the impact of this project on views of the Olympic Mountains that are specifically protected in SMC 23.47A.1.c, despite uncontroverted photographic evidence in the Record that proved that construction of a 55+ foot building on this site would block Olympic Mountain views from the commercial lots to the east, and written and oral testimony that such construction would be prohibited if proposed in the existing NC2-40-zone pursuant to SMC 23.47A.012.A.1.c.

7.2.4 SMC 23.34.009.C.1 requires that height limits established by current zoning in the area shall be given consideration. In the area of the 7009 project, the commercial stretch of Greenwood Avenue is zoned uniformly at NC2-40. Every commercial lot shares a rear boundary with a single family lot in the abutting single family zones on both the east and west sides of Greenwood Avenue North. SMC 23.34.009.C.2 requires that "permitted height limits shall be compatible with the

predominant height and scale of existing development" and SMC 23.34.009.D.1 requires that height limits for an area shall be compatible with actual and zoned heights in surrounding areas.

- 7.2.5 The Council's decision to upzone an isolated parcel in a uniformly zoned area is not supported by substantial evidence in the record and represents a clearly erroneous application of the law to the facts. RCW 36.70C.130(c)&(d).
- 7.2.6 The Council's decision to allow a 55+ foot building on a site where the substantial and uncontroverted evidence proves it would block views of the Olympic Mountains from commercial lots in the NC zone is not supported by substantial evidence in the record and represents a clearly erroneous application of the law to the facts. RCW 36.70C.130(c)&(d).
- 7.2.7 The Council's decision to allow a 55+ foot building, with an effective height of almost 70 feet given the rooftop greenhouse and solar panels, in an area that is zoned uniformly at NC2-40 on the commercial street and uniformly at SF-5000 along the rear boundaries of every commercial lot is not supported by substantial evidence in the record and represents a clearly erroneous application of the law to the facts. RCW 36.70C.130(c)&(d).
- 7.3 The Council Action was issued in violation of Land Use Code because it violates provisions of the General Rezone Criteria in SMC 23.34.008.
  - 7.3.1 The facts alleged at §7.1.1 to 7.2.7 are re-alleged here.
- 7.3.2 .SMC 23.34.008 specifies general rezone criteria that must be considered before a contract rezone is granted.

7.3.3 As alleged in Petitioners' appeal to the Council, the Hearing Examiner's Findings and Conclusions, which the Council adopted in full without any changes, reflected an incorrect understanding of the project, the lots involved in the project, and the development in the surrounding area.

- 7.3.4 The Council decision is an erroneous interpretation of the law and a clearly erroneous application of the law to the facts because it ignores the numerous short-comings and mischaracterizations in the Examiner's decision.
- 7.3.5 The Council decision is not supported by substantial evidence because it adopted the Examiner's Findings and Conclusions despite numerous evidentiary and legal errors identified by Petitioners in their appeal.
- 7.4 The Council Action that allowed construction of a five-story building rising several stories right on the shared boundary line dividing the commercial lots from the adjacent single family lots was unlawful because the Council knowingly authorized a building that violated various Land Use Code provisions governing setbacks between commercial and residential zones, and access across zones, and the Council admitted that the rationale SDCI had used to allow this building to evade Land Use Code requirements had no basis in the Land Use Code regulations or definitions or in Council policy.
  - 7.4.1 The facts alleged at §7.1.1 to 7.3.5 are re-alleged here.
- 7.4.2 After the original Application had been submitted, and in response to a SDCI Correction Notice that required the proposed building to comply with setback requirements in SMC 23.47A.014, the project applicant drew an imaginary line around its four separate legal lots and deemed the area a "development site," a term undefined in the Land Use Code. With the approval of a complicit SDCI, a Hearing Examiner that ignored this issue entirely, and a Council that knowingly looked the other way, the Applicant then claimed that numerous unambiguous Code requirements did not apply

because the so-called "development site" had, in effect, erased all legal lot lines separating its four legally separate lots, even though each lot had a separate tax parcel number and only the two commercial lots were included in its contract rezone application. The net result is approval of a building substantially larger than the Code allows, that consumes the light and air corridor that should have separated this building from the adjacent single family zone, and that relies on unlawful access across the single family zone for entry and egress for commercial uses.

7.4.3 SMC 23.47A.014 mandates three discrete setback requirements for mixed use buildings when the commercial lot abuts a lot in a single family zone: (1) SMC 23.47A.014.B.1 mandates a fifteen-foot, no-build triangle at the corner of a commercial lot that abuts a side lot line of a residential lot; (2) SMC 23.47A.0154B.3 requires a fifteen-foot setback for all floors above the first floor when a commercial lot abuts a lot in a single family zone, and an additional setback of two feet per ten feet of additional height above forty feet; and (3) SMC 23.47A.014.B.5 prohibits windows and doors on a commercial building within five feet of the lot line. In addition, the proposed MHA legislation recommends an additional setback for all heights above 40 feet to preserve the light and air corridor for the adjacent single family zone. The approved building at 7009 Greenwood violates all of these provisions because SDCI deemed all four parcels a so-called "development site" even though that term is undefined in the Land Use Code and this project did not comply with SDCI's own guidance on how to establish a "development site."

7.4.4 The image below, from the Applicant's material in the record, shows the rear (west) side of the building rising right on the property line at the walkway and

grassy area on the left side. Based on scaled drawings, all portions of the approved building above the first floor, approximately back through the first window on the side facing right, are unlawful, as are the entire corner of the building at the driveway and the first floor itself, because it is five feet too close to the west side property line.



A looking NE to project from N 70th St with upper floor setback and mid-block modulation

7.4.5. SMC 23.42.030.A (Access to Uses) prohibits a single family lot from providing pedestrian access to a commercial use in a commercial zone because commercial uses are not allowed in single family zones. But the 7009 Greenwood building, with its retail doors right on the zoning boundary line, relies on a pedestrian walkway across the single family zone to access the retail use in that area. See e.g., Illustrative Exhibit at Appendix D. Because SDCI called all four lots a "development site," it allowed this unlawful access.

7.4.6 The Council rejected Findings and Conclusions that would have upzoned the commercial lots as requested but would have required compliance with these Code provisions. Instead the Council admitted that SDCl's so-called "development site" had no basis in law, and then allowed the Code violations anyway.

7.4.7 In CB119323 that upzoned the 7009 property and approved the proposed building, the Council specifically stated that "the Council has not yet made a policy decision reflected in regulations or definitions in the Land Use Code about the implications of development sites when a project is proposed for a site that includes a single family zone designation and another more intensive zone designation."

(Emphasis added). The Council did not discuss or pronounce a new policy or Code changes at that time; it left that decision for another day, stating that it "intends to address policy issues related to 'development sites,'" but with no additional clarification about the substance or timing of that issue. *Id.* 

authority when it upzoned 7009 Greenwood and knowingly authorized a building that violated the Land Use Code when it admitted that SDCI's rationale for ignoring unambiguous Code requirements was unfounded in Land Use Code regulations or definitions or City policy. The Council's Decision was classified as a Type IV Decision under the Land Use Code. "Type IV decisions are quasi-judicial decisions made by the Council pursuant to existing legislative standards and based upon the Hearing Examiner's record and recommendation." SMC 23.76.004.C (emphasis added). As the Council admitted in CB 119323, there are no legislative standards that allow a so-called "development site" to be used to erase legal lot lines between lots in different zones and

allow an Applicant to evade compliance with unambiguous Code provisions that apply to those lots.

- 7.4.9 The Council decision is an erroneous interpretation and application of the law because it admits there to be no basis for the 7009 project to evade unambiguous Code requirements, and accordingly no deference is due to SDCI's construction of the law because the Council specifically found there to be no regulations, definitions, or policy to support SDCI's determination.
- 7.4.10 The Council decision is not supported by substantial evidence because, apart from the pure legal issues involved here, the record contains numerous comment letters, testimony, and briefing showing these obvious errors and proving that, to the extent "development site" has been used at all, SDCI ignored its own guidelines when it relied on a "development site" here; the Hearing Examiner ignored this issue entirely; and the Council considered it, recognized the problems with the proposed building, and chose to ignore the evidence.
- 7.4.11 The Council decision is a clearly erroneous application of the law to the facts for the reasons given above. RCW 36.70C.130(b),(c)&(d).
- 7.5 The Council Action was unlawful because it, in effect, rezoned the vacant single family lot in violation of the proper procedures, and without any findings and conclusions on that matter, even though: (1) such action was not among the findings and conclusions of the Hearing Examiner; (2) it was not part of SDCI's Recommendation; (3) it was not requested by the Applicant; and (4) it affected a lot that Applicant had specifically excluded from its rezone application.
  - 7.5.1 The facts alleged at §7.1.1 to 7.4.11 are re-alleged here.
- 7.5.2 At the full Council meeting on August 6, 2018, the Council decided for the first time, without any advance notice or input from Petitioners (the Appellants

below), that it would require that the vacant single family lot be permanently maintained as landscaped open space. The Council made no separate Findings or Conclusions on that decision. It simply added it as a "Rezone Condition" and included it in the PUDA. The Hearing Examiner's Findings and Conclusions do not reference, discuss, or require a permanent landscaped open space on that lot. The Rezone Application did not mention any permanent open space in that area, and to the contrary, the Applicant had specifically excluded that lot from the Rezone Application. See also SMC 23.34.004 (PUDA applies to parcels to be rezoned). There was no record created on whether the vacant single family lot should be permanently removed from future residential development.

space on a vacant single family lot effectively rezoned that lot in violation of proper procedure and in violation of the substantive rezone criteria that should have been applied. SMC 23.34.010, SMC 23.34.011, SMC 23.34.007-009. The Council's action permanently removed that lot from housing stock in a highly desirable neighborhood. Instead of preserving that lot for housing of other single-family uses as required for lots zoned single family, the Council unlawfully converted that lot to commercial and multifamily uses by permitting otherwise unlawful uses on that lot, namely the use of the single family zone to access commercial uses in a commercial zone in violation of SMC 23.42.030.

7.5.4 The Council engaged in unlawful procedure when it effectively rezoned the vacant single family lot without following the prescribed process for

rezones, which error was not harmless because it determined the use of that single family lot to be other than single family development.

7.5.5 The Council decision is an erroneous interpretation and application of the law to the facts because mandating that a single family lot in a single family zone serve as a buffer for an adjacent mixed-use multi-family and commercial development does not cure the fatal flaw of allowing a five story building right on the zoning boundary line when the Code requires a "gradual transition <u>between</u> zones." (Emphasis supplied.)

7.5.6 The Council decision is not supported by substantial evidence because it was presented specific information that the Examiner had misinterpreted the specific site plan map on which he had relied and there was no evidence in the record that supported or even mentioned permanent landscaped open space for the application under consideration.

# 7.6 The contract rezone was unlawfully enacted as a spot zone.

- 7.6.1 The facts alleged at §7.1.1 to 7.5.6 are re-alleged here.
- Phinney Ridge Urban Village and creating for that ownership a special zoning classification existing nowhere else within the Phinney Ridge Urban Village whose requirements, including those for building height and setbacks, are different from and inconsistent with the requirements for other properties in the vicinity, and by abruptly changing long-established provisions for transition between single-family and the neighborhood commercial zone and view protection to serve one particular landowner, the City Council, through the approval of the contract rezone, has acted arbitrarily and unreasonably by bestowing special favors upon an individual property owner, by failing

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I, Section 3 of the Washington Constitution and the rezone should be invalidated under RCW 36.70C.130(f).

8. REQUESTED RELIEF

Petitioners request that the Court grant the following relief:

Grant a stay of the Council's Rezone approval pending judicial review 8.1 pursuant to RCW 36.70C.100 because: (a) petitioners are likely to prevail on the merits; (b) without a stay, the developer is likely to begin construction immediately, which will cause irreparable harm to Petitioners and the entire Phinney Ridge neighborhood if the presently paved lots are excavated and Petitioners prevail and the Rezone is then denied; (c) a grant of a stay will not substantially harm the other parties to the proceedings because (1) this project has already been pending for two years, (2) the Applicant voluntarily caused a two month delay in the open record hearing when it voluntarily withdrew its application just days before the originally scheduled hearing and resubmitted a virtually identical proposal shortly afterwards, and (3) the Applicant did not have a reasonable expectation of a Council Decision at this time because the Council issued its decision months before its required deadline of 120 days after the Hearing Examiner Decision (SMC 23.76.005.D.3.1.3); and (d) the request for the stay is timely in light of the circumstances because the Applicant has indicated its intent to begin construction this fall after it receives required approvals.

to act in the interest of the public at large, by enacting spot zoning in violation of Article

8.2 Find and conclude that the Council engaged in unlawful procedure and acted outside its authority by approving a project that did not comply with Land Use

Code criteria or City Policy and was instead based on rationale that had no basis in regulations, definitions, or City Policy.

- 8.3 Find and conclude that the challenged Decision authorizing the Rezone and proposed building is an erroneous interpretation of the law, is not supported by substantial evidence, is a clearly erroneous application of the law to the facts, and constitutes an unlawful spot zone.
  - 8.4 Reverse the Council's approval of the Rezone and deny the Rezone;
  - 8.5 Award Petitioners their allowable costs and attorney fees; and
  - 8.6 Grant such other and further relief as the Court may deem appropriate.

Dated this 27<sup>th</sup> day of August 2018.

Jeffrey M. Zustis, WSBA #9262

Attorney for Petitioners

ARAMBURA & EUSTAS.

# Appendix A

# FINDINGS, CONCLUSIONS AND DECISION OF THE CITY COUNCIL OF THE CITY OF SEATTLE

| In the matter of the Petition of 70 <sup>th</sup> & Greenwood, L.L.C. to rezone an approximately 12,188 square foot site located at 7009 Greenwood Avenue North from Neighborhood Commercial 2 with a 40 foot height limit (NC2 40) to Neighborhood Commercial 2 with a 55 foot height limit and M Mandatory Housing Affordability suffix (NC2 55 (M)) (Project No. 3023260; Type IV). |             | C.F. 314356<br>SDCI Project 3023260<br>FINDINGS, CONCLUSIONS<br>AND DECISION |
|--|-------------|--|
| The Appeal by  | )<br>)<br>) |  |
| Irene Wall and Bob Morgan  | )<br>)      |  |
| Of a Recommendation by the City Hearing Examiner on the rezone petition.   | )           |  |

### Introduction

This matter involves the petition of 70<sup>th</sup> & Greenwood, L.L.C. (the Applicant) to rezone a site located at 7009 Greenwood Avenue North (the Property). The eastern part of the Property is zoned Neighborhood Commercial 2 with a 40-foot height limit (NC2 40) and the western part of the Property is zoned Single Family 5000 (SF 5000). The Applicant proposes to rezone the NC2 40 portion of the property to Neighborhood Commercial 2 with a 55-foot height limit and M Mandatory Housing Affordability (MHA) suffix (NC2 55 (M)), as shown on Exhibit A.

The Applicant proposes to develop the Property with a 35-unit apartment building with approximately 6,000 square feet of retail space surrounding an interior courtyard. The building would have below-grade parking for 26 vehicles. The proposed building would be approximately five stories tall with a deck, solar array, and greenhouse located on the roof. An existing single-family house and detached structure, which are located on the SF-5000 zoned portion of the Property are proposed to remain.

On April 9, 2018, the Director of the Seattle Department of Construction and Inspections (SDCI) recommended approval of the proposed rezone subject to conditions. SDCI also issued a State Environmental Policy Act (SEPA) decision and design review decision.

The Hearing Examiner held an open record hearing on the rezone recommendation on April 30, 2018. On June 5, 2018, the Hearing Examiner recommended that the Council conditionally approve the rezone petition. On June 19, 2018, Irene Wall and Bob Morgan appealed the Hearing Examiner's recommendation to the Council. In meetings on July 18 and August 1, 2018, the Planning, Land Use and Zoning Committee heard oral argument on the appeal and made a recommendation to the Council.

#### Findings of Fact

The Council hereby adopts the Hearing Examiner's Findings of Fact as stated in the Findings and Recommendation of the Hearing Examiner dated June 5, 2018, and the following additional findings of fact:

 The Council applies a substantial evidence standard of review when reviewing the Hearing Examiner's recommendation. Seattle Municipal Code (SMC) 23.76.056.A. 2. The Appellant bears the burden of proof in demonstrating that the Hearing Examiner erred in his recommendation. SMC 23.76.056.A.

#### Conclusions

The Council hereby adopts the Hearing Examiner's Conclusions as stated in the Findings and Recommendation of the Hearing Examiner dated June 5, 2018.

#### Decision

The Hearing Examiner's recommendation to conditionally approve the rezone is affirmed and the rezone is granted contingent on execution by the owner of the Property of a Property Use and Development Agreement (PUDA) containing those rezone conditions set out below.

In addition to the SEPA and design review conditions from the Hearing Examiner's recommendation, which are incorporated herein by reference, the rezone is subject to the following conditions:

#### Rezone Conditions

- 1. Future development of the Property, including the single-family-zoned portion, is restricted to a project that complies with Master Use Permit (MUP) No. 3023260, once the Seattle Department of Construction and Inspections (SDCI) issues that MUP. This includes maintaining as landscaped open space the area identified on Attachment A as Assessor's Parcel Number 287710-4127. Prior to issuing the MUP, SDCI must confirm that the drawings substantially comply with the conditions established during the design review process, including the structure design and location on the site, structure height, building materials, landscaping, street improvements, parking design, signage and site lighting.
- 2. The provisions of Seattle Municipal Code Chapters 23.58B and 23.58C shall apply to the rezoned portion of Property. For purposes of application of those

Findings, Conclusions and Decision.doc C.F. 314356 Page 4 v.2

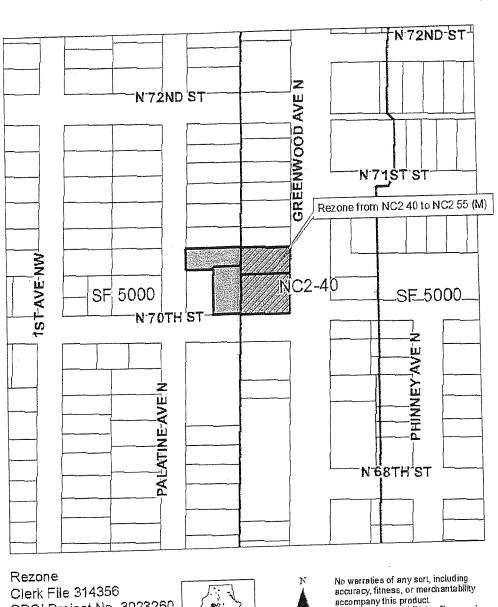
Chapters, future development of the rezoned portion of the Property shall be subject to the following performance or payment requirements:

- For Chapter 23.58B, 5% per square foot for the performance option or \$7.00 per square foot for the payment option; and
- For Chapter 23.58C, 6% of units for the performance option or \$13.25 per square foot for the payment option.

Dated this 6th day of August, 2018.

City Council President

Exhibit A



SDCI Project No. 3023260

7009 Greenwood Ave N.

Rezone Area

Area Subject To PUDA

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300 200 100 Feet

# Appendix B



Welcome

Legislation

Meetings

**Council Committees** 

Resources

City Council

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Details

Reports

Record No:

CB 119323 Version: 2 +

Council Bill No:

CB 119323

Type:

Ordinance (Ord)

Status:

Passed

**Current Controlling** Legislative Body

City Clerk

Ordinance No:

Ord 125640

Title:

AN ORDINANCE relating to land use and zoning; amending Chapter 23.32 of the Seattle Municipal Code at page 39 of the Official Land Use Map to rezone property located at 7009 Greenwood Avenue North from Neighborhood Commercial 2 with a 40-

foot height limit to Neighborhood Commercial 2 with a 55-foot height limit and mandatory housing affordability suffix, and

accepting a Property Use and Development Agreement as a condition of rezone approval. (Petition by 70th & Greenwood Ave,

LLC, C.F. 314356, SDCI Project 3023260)

Sponsors:

Rob Johnson

Attachments:

1. Exhibit A - Legal Description, 2. Exhibit B - Rezone Map, 3. Exhibit C - Property Use and Development Agreement v2, 4.

Exhibit C - Property Use and Development Agreement v1

Supporting documents:

1. Summary and Fiscal Note, 2. Proposed Substitute (added 8/7/18), 3. Amendment 2 (added 8/7/18)

Related files:

CF 314356

History (6)

Text

#### CITY OF SEATTLE

| ORDINANCE    |  |
|--------------|--|
| COUNCIL BILL |  |

title

AN ORDINANCE relating to land use and zoning; amending Chapter 23.32 of the Seattle Municipal Code at page 39 of the Official Land Use Map to rezone property located at 7009 Greenwood Avenue North from Neighborhood Commercial 2 with a 40-foot height limit to Neighborhood Commercial 2 with a 55-foot height limit and mandatory housing affordability suffix, and accepting a Property Use and Development Agreement as a condition of rezone approval. (Petition by 70th & Greenwood Ave, LLC, C.F. 314356, SDCI Project 3023260)

body

WHEREAS, the Council received an appeal by Bob Morgan and Irene Wall of the Hearing Examiner's recommendation to conditionally approve the rezone;

WHEREAS, the Council determined that the Hearing Examiner did not err in his recommendation to conditionally approve the rezone;

WHEREAS, the appeal raised issues related to an administrative decision by the Seattle Department of Construction and Inspections to establish as a "development site," for the purposes of the application of development standards, the rezone area and two adjacent single-family parcels;

WHEREAS, the Council has not yet made a policy decision reflected in regulations or definitions in the Land Use Code about the implications of "development sites" when a project is proposed for a site that includes a single-family zone designation and another more intensive zone designation;

WHEREAS, the Council intends to address policy issues related to "development sites;" and

WHEREAS, Council decisions related to contract rezone applications have no precedential effect; NOW THEREFORE,

#### BE IT ORDAINED BY THE CITY OF SEATTLE AS FOLLOWS:

Section 1. This ordinance rezones a portion of the property commonly known as 7009 Greenwood Avenue North ("Property"), which is legally described in Exhibit A to this ordinance.

Section 2. Page 39 of the Official Land Use Map, Seattle Municipal Code Section 23.32.016, is amended to rezone a portion of the Property described in Section 1 of this ordinance, and shown in Exhibit B to this ordinance, from Neighborhood Commercial 2 with a 40-foot height limit (NC2 40) to Neighborhood Commercial 2 with a 55-foot height limit and mandatory housing affordability suffix (NC2 55 (M)). Approval of this rezone is conditioned upon complying with the Property Use and Development Agreement (PUDA) approved in Section 3 of this ordinance.

Section 3. The PUDA attached to this ordinance as Exhibit C is approved and accepted.

Section 4. The City Clerk is authorized and directed to take the following actions: (1) file the PUDA approved in Section 3 of this ordinance with the King County Recorder's Office; (2) upon return of the recorded PUDA from the King County Recorder's Office, file the original PUDA along with this ordinance at the City Clerk's Office; and (3) deliver copies of the PUDA and this ordinance to the Director of the Seattle Department of Construction and Inspections and to the King County Assessor's Office.

Section 5. This ordinance, effectuating a quasi-judicial decision of the City Council and not subject to mayoral approval or disapproval, shall take effect 30 days from its approval by the City Council.

| Passed by the City Council the         | day of    | , 2018, and signed by me in open session in | , |
|--|-----------|---|---|
| authentication of its passage this day | of        | , 2018.                                     |   |
|  |           |   |   |
|  | President | of the City Council                         |   |
| Filed by me this day of                |           | , 2018.                                     |   |
|  |           | Simmons, City Clerk                         |   |

(Seal)

Attachments:

Exhibit A - Legal Description

Exhibit B - Rezone Map

Exhibit C - Property Use and Development Agreement



# Property Use and Development Agreement

When Recorded, Return to:

| THE CITY CLERK  |  |  |  |
|---|--|--|--|
| 600 Fourth Avenue, Floor 3                            |  |  |  |
| PO Box 94728  |  |  |  |
| Seattle, Washington 98124-4728                        |  |  |  |
|   |  |  |  |
| PROPERTY USE AND DEVELOP                              | MENT AGREEMENT   |  |  |
| Grantor(s): (1) 70 <sup>th</sup> & Greenv<br>Ave, LLC | vood (2)   |  |  |
| Additional grantors on page                           |  |  |  |
|   | (1) The City of Seattle                                |  |  |
| Additional on page                                    |  |  |  |
| Legal Description (abbreviated if necessary):         | See Attachment A                                       |  |  |
| ☐ Additional legal description on                     | page:  |  |  |
| Assessor's Tax Parcel ID #:                           | 287710-4100, 287710-4085, 287710-4127, 287710-<br>4120 |  |  |
| Reference Nos. of Documents<br>Released or Assigned:  |  |  |  |

THIS PROPERTY USE AND DEVELOPMENT AGREEMENT (the "Agreement") is executed this \_\_\_\_\_ day of August, 2018, in favor of the CITY OF SEATTLE (the "City"), a Washington municipal corporation, by 70<sup>th</sup> & Greenwood Ave, LLC (the "Owner").

#### RECITALS

A. 70<sup>th</sup> & Greenwood Ave, LLC is the owner of that certain real property (the "Property") in the City of Seattle zoned Single Family 5000 (SF 5000) and Neighborhood Commercial 2 with a 40-foot height limit (NC2 40), which is legally described in Attachment A.

B. In December 2016, the Owner submitted to fhe City of Seattle an application under Master Use Permit (MUP) No. 3023260 for a rezone of the commercially-zoned portion of the Property. In February of 2018, the Owner revised the application to seek a rezone from NC2 40 to Neighborhood Commercial 2 with a 55-foot height limit and M suffix (NC2 55 (M)). The purpose of the application is to develop the commercially-zoned portion of the property with a 35 unit mixed-use building with approximately 6,000 square feet of retail space and below-grade parking for 26 vehicles. A single-family house and detached structure on the SF 5000 portion of the Property would remain. The Property and rezone area are shown on Attachment B.

C. Seattle Municipal Code Section 23.34.004 allows the City to approve a rezone subject to "self-imposed restrictions upon the use and development of the property in order to ameliorate adverse impacts that could occur from unrestricted use and development permitted by development regulations otherwise applicable after the rezone" and restrictions applying the provisions of Chapters 23.58B and 23.58C to the Property.

NOW, THEREFORE, in consideration of the mutual agreements contained herein, the parties agree as follows:

#### AGREEMENT

Section 1. Agreement. Pursuant to Seattle Municipal Code Section ("SMC") 23.34.004, the Owner hereby covenants, bargains and agrees, on behalf of itself and its successors and assigns, that it will comply with the following conditions in consideration of the rezone of a portion of the Property from NC2 40 to NC2 55 (M):

(a) Future development of the Property, including the single-family-zoned portion, is restricted to a project that complies with Master Use Permit (MUP) No. 3023260, once the Seattle Department of Construction and Inspections (SDCI) issues that MUP. This includes maintaining as landscaped open space the area identified on Attachment A as Assessor's Parcel Number 287710-4127. Prior to issuing the MUP, SDCI must confirm that the drawings substantially comply with the conditions established during the design review process, including the structure design and location on the site, structure height, building materials, landscaping, street improvements, parking design, signage and site lighting.

- (b) The provisions of Seattle Municipal Code Chapters 23.58B and 23.58C shall apply to the rezoned portion of Property. For purposes of application of those Chapters, future development of the rezoned portion of the Property shall be subject to the following performance or payment requirements:
  - For Chapter 23.58B, 5% per square foot for the performance option or \$7.00 per square foot for the payment option; and
  - For Chapter 23.58C, 6% of units for the performance option or \$13.25 per square foot for the payment option.

Section 2. Agreement Runs With the Land. This Agreement shall be recorded in the records of King County by the City Clerk. The covenants hereof shall be deemed to attach to and run with the land and shall be binding upon the Owner, its heirs, successors and assigns, and shall apply to after- acquired title of the owners of the property.

### Section 3. Termination of Zoning Designation.

The new zoning designation shall expire according to SMC 23.76.060.C, or if the rezone is revoked pursuant to SMC 23.34.004.

#### Section 4. Termination of Conditions.

The conditions listed in Section 1 of this agreement shall expire at such time as the rezone expires or is revoked pursuant to Section 3 of this Agreement. If the rezone does not expire and is not revoked, these conditions shall remain in effect until the conditions are amended or repealed.

Section 5. Amendment. This Agreement may be amended or modified by agreement between the Owner and the City; provided, such amendments are approved by the City Council by ordinance.

Section 6. Exercise of Police Power. Nothing in this Agreement shall prevent the City Council from making such further amendments to the Seattle Municipal Code or Land Use Code as it may deem necessary in the public interest.

Section 7. No Precedent. The conditions contained in this Agreement are based on the unique circumstances applicable to this property and this Agreement is not intended to establish precedent for other rezones in the surrounding area.

Section 8. Repeal as Additional Remedy. Owner acknowledges that compliance with the conditions of this Agreement is a condition of the subject rezone and that if the Owner avails itself of the benefits of this rezone but then fails to comply with the conditions of this Agreement with the City, in addition to pursuing any other remedy, the City may:

a. revoke the rezone by ordinance and require the use of the Rezone Site to conform to the requirements of the previous NC2 40 zoning designation or some other zoning designation imposed by the City Council; and/or

b. pursue specific performance of this Agreement.

SIGNED this \_\_\_\_\_ day of August, 2018.

# 70th & Greenwood Ave. LLC.

a Washington limited liability company

By:

OJD LLC, its Manager

By:

Chad Dale, its Manager

On this day personally appeared before me Chad Dale, to me known to be the Manager of OJD LLC, the Manager of 70<sup>th</sup> & Greenwood Ave LLC, a Washington limited liability company that executed the foregoing instrument, and acknowledged such instrument to be the free and voluntary act and deed of such limited liability company, for the uses and purposes therein mentioned, and on oath stated that he was duly authorized to execute such instrument.

GIVEN UNDER MY HAND AND OFFICIAL SEAL this day of August, 2018.

CHARLYN M COPP Notary Public State of Washington My Commission Expires July 19, 2021

Printed Name
Charly M. Coff

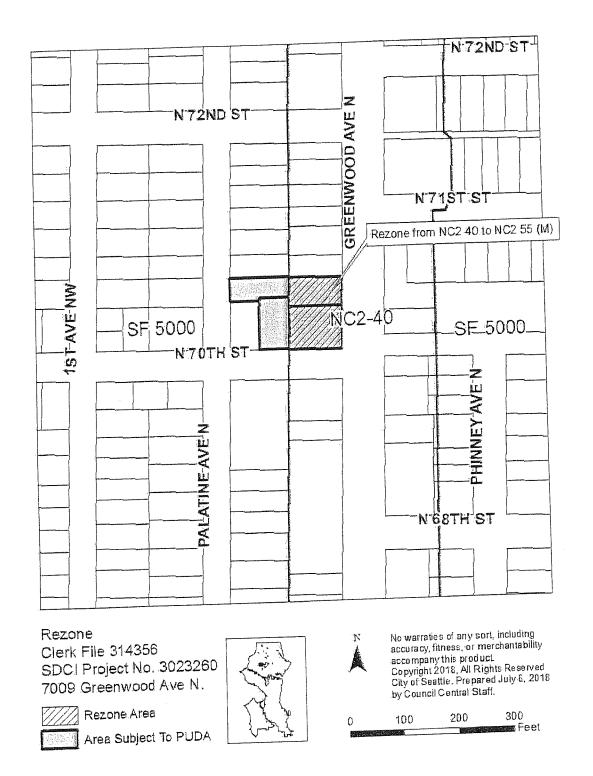
NOTARY PUBLIC in and for the State of
Washington, residing at

My Commission Expires 

In the state of
Washington Sta

# ATTACHMENT A

| Assessor's Parcel              | Legal Description  |
|--------------------------------|--|
| Number                         |  |
| 287710-4100 And<br>287710-4085 | LOTS 1, 2, 3, 4, AND 5, IN BLOCK 23 OF GREENLAKE CIRCLE RAILROAD ADDITION TO THE CITY OF SEATTLE, AS PER PLAT RECORDED IN VOLUME 2 OF PLATS ON PAGE 170, RECORDS OF KING COUNTY, WASHINGTON.   |
|                                | EXCEPT FOR THE EAST 10 FEET THEREOF CONDEMNED FOR GREENWOOD AVENUE IN THE SUPERIOR COURT OF KING COUNTY CAUSE NO. 65489, UNDER PROVISIONS OF ORDINANCE NO. 19334.  |
| 287710-4127                    | THE SOUTH 15 FEET OF THE EAST 53 FEET OF LOT 9 AND THE EAST 53 FEET OF LOTS 10, 11, AND 12, IN BLOCK 23 OF GREENLAKE CIRCLE RAILROAD ADDITION TO THE CITY OF SEATTLE, AS PER RECORDED VOLUME 2 OF PLATS ON PAGE 170, RECORDS OF KING COUNTY, WASHINGTON. |
|                                | SITUATE IN THE CITY OF SEATTLE, COUNTY OF KING, STATE OF WASHINGTON.   |
| 287710-4120                    | LOTS 8 AND 9, BLOCK 23, GREEN LAKE CIRCLE RAILROAD ADDITION TO THE CITY OF SEATTLE, ACCORDING TO THE PLAT THEREOF RECORED IN VOLUME 2 OF PLATS, PAGE 170, RECORDS OF KING COUNTY, WASHINGTON;  |
|                                | EXCEPT THE SOUTH 13.5 FEET OF THE EAST 53 FEET OF LOT 9;   |
|                                | AND EXCEPT THE SOUTH 10 FEET OF THE WEST 54.5 FEET OF LOT 9.   |



# Appendix C

# FINDINGS AND RECOMMENDATION OF THE HEARING EXAMINER FOR THE CITY OF SEATTLE

In the Matter of the Application of

CF 314356

DAVID FUCHS

Department Reference: 3023260

for approval of a rezone of property located at 7009 Greenwood Avenue North

#### Introduction

David Fuchs applied for a contract rezone of property located at 7009 Greenwood Avenue North from Neighborhood Commercial 2 with a 40-foot height limit ("NC2-40") to Neighborhood Commercial 2 with a 55-foot height limit and a mandatory housing affordability suffix of "M" ("NC2-55(M)"). The Director of the Department of Construction and Inspections ("Director") issued a report recommending approval of the rezone. The Director's report included a State Environmental Policy Act ("SEPA") Determination of Non-Significance with recommended conditions and design review approval, which were not appealed.

The public hearing on the rezone application was held on April 30, 2018 before the Hearing Examiner ("Examiner"). The Applicant was represented by Jessica Clawson, attorney-at-law, and the Director was represented by Lindsay King, Senior Land Use Planner at the Department of Construction and Inspections ("Department"). The Examiner visited the site on May 17, 2018.

For purposes of this recommendation, all section numbers refer to the Seattle Municipal Code ("SMC" or "Code") unless otherwise indicated. Having considered the evidence in the file and visited the site, the Examiner enters the following findings of fact, conclusions and recommendation on the rezone application.

#### Findings of Fact

#### Site and Vicinity

- The subject site is 20,799 square feet, addressed as 7009 Greenwood North, and consists of four tax parcels. The site fronts Greenwood Avenue North to the east, and is bound by North 70th Street to the south, Palatine Avenue North is to the west.
- 2. The property is L-shaped and is presently zoned NC2-40 and Single Family 5000 ("SF 5000"). The eastern half of the development site (the portion proposed for a rezone) is located within the Greenwood/Phinney Ridge Residential Urban Village. The site itself is generally flat with no critical areas and sits at the top of Phinney Ridge.

- 3. The development site is presently developed with a single-family residence, detached accessory garage and a paved vacant area. The surrounding existing development abutting the subject property's boundary lines are single family residences to the north and east. An existing religious institution is located across North 70<sup>th</sup> Street to the south of the subject property. The immediate surrounding area to the north, south, east and west of the subject site are relatively flat.
- 4. Greenwood Avenue North is a minor arterial and the primary commercial corridor running south/north, with commercial uses generally limited to neighborhood-related or eating establishments. The commercial uses on Greenwood Avenue North are primarily zoned NC2-40 and contains a mixture of older one and two-story commercial uses and newer four-story mixed-use buildings. Phinney Avenue North to the south has a more residential feel and has Lowrise-Residential Commercial ("LR3 RC") zoning.
- 5. Properties to the immediate north and south of the proposal along Greenwood Avenue North are zoned NC2-40. Properties east and west of the Greenwood corridor are existing single-family residences within single-family residential neighborhoods. Property to the west of the proposal is zoned SF 5000. Property to the east across Greenwood Avenue North is zoned NC2-40.
- 6. Greenwood Avenue North is a Metro bus corridor providing service to and from downtown Seattle, with express bus options at peak hour. The subject property is within a frequent transit service area.

# Zoning History and Potential Zoning Changes

- 7. The zoning history for the portion of property subject to the rezone application is as follows:
  - a. 1947- Business District Area C with height limit of 65 feet
  - b. 1950-General Commercial Zone with height limit of 60 feet
  - c. 1988- Neighborhood Commercial 2 with height limit of 40 feet
  - d. 1994- Urban Village and Neighborhood Plan introduced
- 8. The Greenwood-Phinney Ridge Urban Village was established in 1994 and was zoned to its current zoning (NC2-40) in 1988.
- 9. The Housing Affordability and Livability Agenda ("HALA") Advisory Committee delivered a set of recommendations to the Mayor and City Council in 2015 that included mandatory housing affordability for residential ("MHA-R") and commercial ("MHA-C") development. MHA would require that commercial and multi-family residential developments either include affordable housing units in the building or pay into a fund to provide housing affordable to low-income households, in exchange for increases in development capacity.

10. The 2035 Seattle Comprehensive Plan, which became effective on November 16, 2016, did not change the underlying Comprehensive Plan designation of the project site. Policy LU G1 states:

Achieve a development pattern consistent with the urban village strategy, concentrating most new housing in urban centers and villages, while also allowing some infill development compatible with the established context in areas outside centers and villages.<sup>1</sup>

As stated above, the proposal is located within the Greenwood/Phinney Residential Urban Village. LU 1.3 provides that a "low to moderate density and scale of development" is appropriate within a residential urban village.<sup>2</sup>

11. The City is currently considering area-wide zoning map changes, expansions of some urban village boundaries, modifications to development standards and other actions to implement Mandatory Housing Affordability ("MHA") requirements for multi-family and commercial development in certain areas. The proposal includes a change to the zoning of the commercially zoned portion of the development site to NC2-55(M).

#### Neighborhood Plan

- 12. The portion of the development site proposed to be rezoned (the eastern half measured at 12,185 sq. ft. in area), is located within the Greenwood/Phinney Ridge Residential Urban Village with boundaries as established in the Comprehensive Plan. The remaining portion of the subject site (western half) is outside of the boundary for this urban village. The Council-adopted portions of the Greenwood/Phinney Ridge Neighborhood Plan do not identify any specific areas for rezone.
- 13. The estimated housing unit growth target for this Residential Urban Village in the Growth Strategy Appendix of the 2035 Comprehensive Plan is a density of 500 housing units at a growth rate of 30% between the years of 2015 to 2035. The established growth accommodation for residential urban villages in the 2035 Comprehensive Plan is zoning that permits at least 12 dwelling units per gross acre.

#### Proposal

14. The applicant seeks a rezone from NC2-40 to NC2-55(M), with a property use and development agreement ("PUDA"). The terms of the PUDA are not disclosed in the record before the Examiner. The applicant plans to construct a five-story multifamily building of 35 units, with approximately 6,000 square feet of above-ground retail, including 2-3 suites of micro-retail for small businesses. There will also be 26 below-ground parking spaces (a parking ratio of .74). Also planned is 2,100 square feet of publicly accessible open courtyard space with partial overhead weather

<sup>2</sup> Id.

<sup>&</sup>lt;sup>1</sup> Seattle Comprehensive Plan, November 2016, at 42.

protection. The project will create a mix of housing units from studios to four-bedroom units, with 60% of the units being two bedrooms or larger.

- 15. Twenty percent of the units will be reserved as affordable using both the Multi-Family Tax Exemption and the MHA-R requirement. Those units will be priced at 60-80% of average mean income.
- 16. The proposal targets LEED Platinum certification, and the structure is intended to have a projected life span of 100 years.
- 17. The proposed rezone would allow for a single story of additional height and will increase the unit yield by 6 units.
- 18. The proposed site of the multi-family building is presently vacant; there are no structures to remove from the property. In the west portion of the site there are two concrete pads which are remnants from a historic environmental clean-up completed on the site.<sup>3</sup> In the northwest corner of the site is an existing family home. That home will remain without any changes.
- 19. Existing vehicular access to the development property is via curb cuts along Greenwood Avenue North, North 70<sup>th</sup> Street and Palatine Avenue North. Greenwood Avenue North is an arterial street and a primary commercial corridor running north/south.
- 20. The design review packet submitted May 1, 2017 for the proposal was reviewed by the Northwest Design Review Board ("DRB"). The DRB considered shadow impacts from the proposal and examined massing options to minimize shadow impacts. In response, the applicant removed the sixth floor of the structure and made massing changes to provide an appropriate response to the zone transitions to the north, south, east, and west. The DRB supported the four-story brick base, strategic use of setbacks, and architectural detailing to visually distinguish the fifth floor from the lower four floors.<sup>4</sup> It recommended approval of the subject design and departures subject to conditions.
- 21. A parking study was completed for the proposal.<sup>5</sup> The proposal is projected to demand 1.07 vehicles per unit, or 37 vehicles for 35 apartments. Development and occupancy of the planned-mixed use project will create spillover parking demand ranging from 11 vehicles overnight to 29 vehicles in the early evening, and 15 vehicles during mid-day. The proposal provides 26 underground parking spaces, vehicles in the required to do so since it is in a designated frequent transit service area.

<sup>&</sup>lt;sup>3</sup> Ex. 39 (Washington State Department of Ecology issued a letter stating no further remedial action is required).

<sup>&</sup>lt;sup>4</sup> Ex. 30 & Ex. 1 at 9.

<sup>&</sup>lt;sup>5</sup> Exs. 28, 41.

- 22. A traffic study completed for the project by the Tilghman Group<sup>6</sup> showed that the proposal would result in a net increase of 340 daily vehicle trips, including 28 PM peak hour trips. Truck trips would total approximately 20 per day, including 10 deliveries.
- 23. One tree on the site qualifies as exceptional. It is a multi-stem plum tree with three live stems growing from the base. Tree Solutions, Inc., arborists, opined that the tree is in declining health due to internal decay at the base. Presently, the tree is leaning on an existing fence, which will be removed as part of construction. Given removal of the fence, the arborist opines that the ongoing prognosis for tree to remain upright is poor. The opinion of the arborist is that the new buildings should not be modified to accommodate this tree.

#### Public Comment

- 24. Comments were received during the design review process for the proposal. They are summarized in the Director's Report, Exhibit 1, at 4-6, and 8-9. Comments received were in support of the project, and/or raised concerns related to height and bulk of the proposal, shadow impacts, potential new precedent for height in neighborhood, and compatibility with the neighborhood character and zoning.
- 25. Comments received by the Hearing Examiner both supported and opposed the proposed rezone. See e.g. Exhibit 48-49, 51, and 53-55. Supporters view the proposal as an asset to the community and developing in accordance with current zoning and development patterns. Opponents view the proposal as not conforming to existing zoning patterns, creating a precedent for greater heights and density, and lack of compatibility with the neighborhood character.

### Director's Review

- 26. The Director's report, Exhibit 1, analyzes the proposed contract rezone and recommends that it be approved with conditions.
- 27. The Director also analyzed the proposal's potential long-term and short-term environmental impacts.

# Applicable Law

28. SMC 23.34.008 provides the general rezone criteria. The criteria address the zoned capacity and density for urban villages; the match between the zone criteria and area characteristics; the zoning history and precedential effect of the rezone; neighborhood plans that apply; zoning principles that address relative intensities of zones, buffers and boundaries; impacts of the rezone, both positive and negative; any relevant

<sup>6</sup> Exs. 17, 18, &19.

<sup>&</sup>lt;sup>7</sup> Ex. 20.

changed circumstances; the presence of overlay districts or critical areas, and whether the area is within an incentive zoning suffix.

29. SMC 23.34.007.C provides that compliance with the requirements of Chapter 23.34 SMC constitutes consistency with the Comprehensive Plan for purposes of reviewing proposed rezones, but the Comprehensive Plan may be considered where appropriate.

#### Conclusions

- 1. The Hearing Examiner has jurisdiction to make a recommendation to the City Council on the proposed contract rezone pursuant to SMC 23.76.052.
- 2. SMC 23.34.007 provides that the applicable sections of Chapter 23.34 SMC are to be weighed and balanced together to determine the most appropriate zone and height designation. "No single criterion ... shall be applied as an absolute requirement or test of the appropriateness of a zone designation ... unless a provision indicates the intent to constitute a requirement ...." SMC 23.34.007B. The general rezone criteria, including "zoning principles," are set forth in SMC 23.34.008.

## Effect on Zoned Capacity

3. SMC 23.34.008 requires that, within an urban center or urban village, the zoned capacity, taken as a whole, is to be no less than 125 percent of the applicable adopted growth target, and not less than the density established in the Comprehensive Plan. The established growth strategy density target for the Greenwood/Phinney Ridge Residential Urban Village is 12 dwelling units per gross acre. Existing zoning would allow for four floors of residential units, approximately 29 similarly sized apartment units. The proposal, with five floors of residential units, will provide for 35 apartments, an increase capacity over existing zoning by six additional units. Therefore, the proposed rezone will increase zoned capacity and zoned density by allowing for additional building height and residential units. The proposed rezone is consistent with SMC 23.34.008.A.1 because the increase in zoned capacity does not reduce capacity below 125% of the 2035 Comprehensive Plan growth target. This rezone is also consistent with SMC 23.34.008.A.2 because the proposed change would not result in less density for this zone than the density established in the Urban Village Element (Growth Strategy) of the Comprehensive Plan.

# Match Between Zone Criteria and Area Characteristics

4. In this case, the proposal does not seek a change in the existing NC2-zone designation. The NC2 zone criteria in SMC 23.34.076 continue to match the characteristics of the area better than any other zone designation. This site is within the primary business district of the Residential Urban Village on streets with good

<sup>&</sup>lt;sup>8</sup> Ex. 1 at 27.

capacity and transit service.<sup>9</sup> The proposal does seek a change in height, which is addressed below.

## Neighborhood Plan/Precedential Effect

- 5. The Council-adopted portions of the Greenwood/Phinney Ridge Neighborhood Plan do not identify any specific areas for rezone.
- 6. The current zoning allows for a maximum height of 40-feet with a floor area ratio of 3.25. The MHA recommended NC2-55(M) zone would allow a maximum height of 55-feet with a floor area ratio of 3.75. The proposal would match development expectations for the area when compared with the City's area wide up-zone proposal. To the degree that the proposal, if approved, might influence Council's consideration of the area wide up-zone, e.g. as an example of a property with a height approval above the existing 40-foot height limit, then the proposal could have a precedential effect of increasing zoned heights.

#### Zoning Principles

7. The zoning principles listed in SMC 23.34.008.E are generally aimed at minimizing the impact of more intensive zones on less intensive zones, if possible. They express a preference for a gradual transition between zoning designations, including height limits, if possible, and potential physical buffers to provide an effective separation between different uses and intensities of development.

The predominant zoning pattern in this neighborhood is a commercial zone with a 40-foot height limit in the urban village overlay located adjacent to a single-family zone. There are some examples of a 40-foot height zone located adjacent to a 65-foot height zone and 40-foot and 65-foot height zones adjacent to the LR3 RC and single-family zones. In some instances, the transition includes buffers, such as a right-of-way street/alley, but in other instances the transition occurs along a shared property line.

The entire development site abuts three streets: Palatine Avenue North, North 70<sup>th</sup> Street and Greenwood Avenue North. The rezone portion of the development site is located at the intersection of North 70<sup>th</sup> Street and Greenwood Avenue North. The overall development pattern illustrates mainly a 40' height commercial zoning north and south along Greenwood Avenue North and a decrease in zoning intensity and height as properties continue east and west along North 70<sup>th</sup> Street.

The general development pattern along the east and west sides of Greenwood Avenue North shows similar zoning intensity and height to the north and south. Conversely, the development pattern along the north and south sides of North 70<sup>th</sup> Street decreases in zoning intensity and height as the properties continue east and west of the corner properties at Greenwood Avenue North. The proposed rezone of a portion of the

<sup>&</sup>lt;sup>9</sup> Ex. 1 at 27.

development site to NC2-55(M) would allow for a gradual transition between those properties zoned NC2-40 to the north, south, and east. A proposed full height modulation on the sides of the building along Greenwood Avenue North and North 70<sup>th</sup> Street will help to break down the mass of the buildings. A gradual transition between zoning categories would occur between the mid-portion of the project site and the SF 5000 zoned properties to the west, as a private open space area will be landscaped to provide some separation between the five-story building and the single-family zone. <sup>10</sup> In addition, there will be a minimum four-foot setback on the upper floor on the west side to allow for a visual transition. <sup>11</sup>

#### Impact Evaluation

- 8. The proposed rezone would positively impact the housing supply, as it would add 35 new residential units. The proposed rezone will add housing capacity to the neighborhood and locate additional housing in the Urban Village.
- 9. The proposal would create a minimal increase in the demand for public services. There is no evidence in the record that the demand would exceed service capacities. In particular, street access, transit service, and parking, were shown to be sufficient to serve the additional units that would be allowed by the rezone. The Director has evaluated impacts on public services and service capacities, as well as parking, height, bulk and scale, transportation and other environmental impacts, pursuant to SEPA, and has identified conditions to mitigate impacts that are not otherwise adequately addressed through existing regulations.
- 10. The approved design includes design strategies to minimize the appearance of height, bulk, and scale impacts.
- 11. The site does not lie within a shoreline district, no public access is being impacted or removed with this proposal and no existing recreational areas are being impacted or removed.

# Changed Circumstances

12. Changed circumstances are to be considered but are not required to demonstrate the appropriateness of a proposed rezone. There are no changed circumstances to be considered in reviewing the proposal. The rezone does not propose to change the property from the existing NC2 classification, but will allow a height increase and addition of an M suffix which are addressed under the review of other criteria.

# Overlay Districts/ Critical Areas

<sup>10</sup> Ex. 50 at 37.

<sup>11</sup> Id. at 25.

13. The subject property is not within an overlay district or critical area; therefore, these criteria do not apply.

#### **Height Limits**

- 14. The proposed rezone would allow an additional 25 feet in zoned height. SMC 23.34.009 addresses the designation of height limits for proposed rezones. The issues to be considered include the function of the zone; the topography of the area and its surroundings, including public and private view blockage; height and scale of the area; compatibility with the surrounding area; and neighborhood plans.
- 15. Function of the zone. Height limits are to be consistent with the type and scale of development intended for the zone classification. In addition, the demand for permitted goods and services and potential for displacement of preferred uses are to be considered. The proposed rezone lies within the boundaries of the Greenwood/Phinney Ridge Residential Urban Village and would allow increased density in this urban village. The proposal's multi-family residential uses with commercial elements would be consistent with the type and scale of development in the vicinity and the proposed NC2-55 zoning, and would not change the variety and size of commercial uses that are presently allowed. There will be no displacement of preferred uses. There is nothing in the adopted neighborhood plan policies that address heights.
- 16. Topography of the area. Heights are to "reinforce the natural topography of the area and its surroundings, and the likelihood of view blockage" is to be considered. There is no likelihood of view blockage of protected public views, because there are no public views in the vicinity of the proposal. The proposed structure may impact territorial views from adjacent properties.
- 17. Height and scale of the area. The height limits established by current zoning in the area are to be considered. In general, permitted height limits are to "be compatible with the predominant height and scale of existing development, particularly where existing development is a good measure of the area's overall development potential." SMC 23.34.009.C.
  - The proposed development would be consistent with the predominant height and scale of nearby newer development, which is representative of the area's overall development potential. Older one and two-story development in the area is not representative of the development potential for zoning in this area.
- 18. Compatibility with surrounding area. Height limits are to be compatible with actual and zoned heights in surrounding areas. In addition, a gradual transition in height and scale and level of activity between zones is to be provided unless major physical buffers are present. The requested height limit of 55 feet, would be compatible with

most of the actual and potential zoned heights in the surrounding area, and would be consistent with the transition of zoned heights and scale of development in the area.

19. Weighing and balancing the applicable sections of Chapter 23.34 SMC together, the most appropriate zone designation for the subject site is NC2-55(M) with a PUDA.

#### Recommendation

The Hearing Examiner recommends that the City Council APPROVE the requested rezone subject to a PUDA that incorporates the final approved Master Use Permit drawings for the proposal with the following conditions:

Prior to Issuance of a Master Use Permit

1. The provisions of SMC 23.58B and/or 23.58C shall apply to the rezoned property.

Prior to Issuance of a Building Permit

2. Development of the rezoned property shall be in substantial conformance with the approved plans for Master Use Permit number 3023260.

The Director has recommended the following SEPA conditions:

Prior to Issuance of Excavation/Shoring or Construction Permit

1. Provide a Construction Management Plan that has been approved by SDOT. The submittal information and review process for Construction Management Plans are described on the SDOT website at: http://www.seattle.gov/transportation/cmp.htm.

The Director has imposed the following design review condition on the proposal:

Prior to Certificate of Occupancy

1. The Land Use Planner shall inspect materials, colors, and design of the constructed project. All items shall be constructed and finished as shown at the design recommendation meeting and the subsequently updated Master Use Plan set. Any change to the proposed design, materials, or colors shall require prior approval by the Land Use Planner (Tami Garrett, tami.garrett@seattle.gov) or a Seattle DCI assigned Land Use Planner.

For the Life of the Project

2. The building and landscape design shall be substantially consistent with the materials represented at the Recommendation meeting and in the materials submitted after the Recommendation meeting, before the MUP issuance. Any change to the proposed design, including materials or colors, shall require prior approval by the Land Use Planner (Tami Garrett, tami.garrett@seattle.gov) or a Seattle DCI assigned Land Use Planner.

Entered this 2 day of June, 2018.

Ryan Vancil Hearing Examiner

## CONCERNING FURTHER REVIEW

NOTE: It is the responsibility of the person seeking to appeal a Hearing Examiner's recommendation to consult appropriate Code sections to determine applicable rights and responsibilities.

Pursuant to SMC 23.76.054, any person substantially affected by a recommendation of the Hearing Examiner may submit an appeal of the recommendation in writing to the City Council. The appeal must be submitted within fourteen (14) calendar days following the date of the issuance of the recommendation of the Hearing Examiner, and be addressed to:

Seattle City Council
Planning, Land Use and Neighborhoods Committee
c/o Seattle City Clerk
600 Fourth Avenue, Floor 3
P.O. 94728
Seattle, WA 98124-4728

The appeal shall clearly identify specific objections to the Hearing Examiner's recommendation and specify the relief sought. Consult the City Council committee named above for further information on the Council review process.

# BEFORE THE HEARING EXAMINER CITY OF SEATTLE

# CERTIFICATE OF SERVICE

I certify under penalty of perjury under the laws of the State of Washington that on this date I sent true and correct copies of the attached <u>Findings and Recommendation</u> to each person listed below, or on the attached mailing list, in the matter of <u>David Fuchs Rezone Application</u>. Council File: <u>CF 314356</u> in the manner indicated.

| D                             | Method of Service                      |
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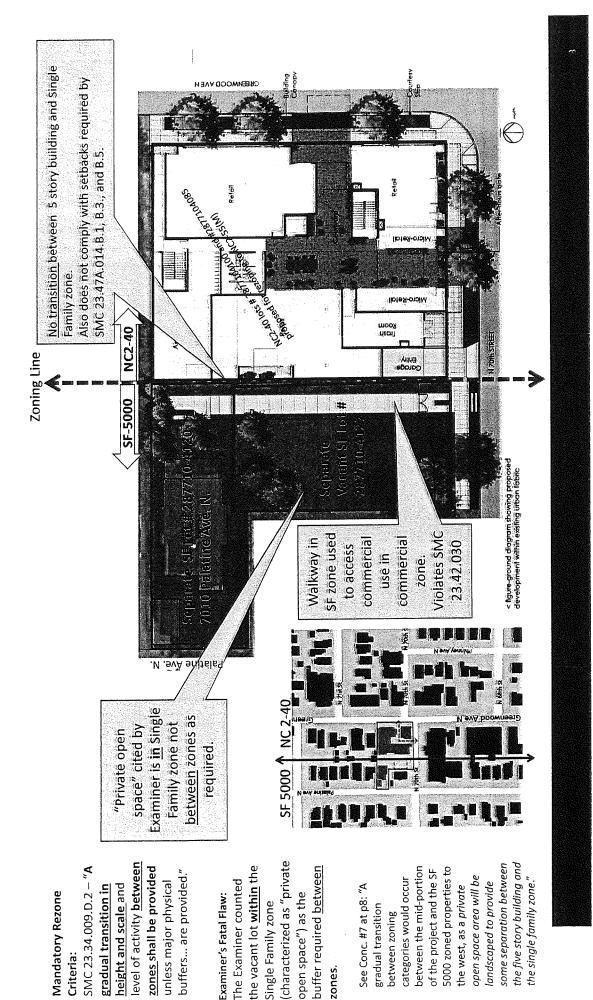
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Dated: June 5, 2018

Alayna Johnson
Legal Assistant

# Appendix D



Single Family zone

gradual transition between zoning

Appellant's Illustrative Exhibit for PLUZ Committee Hearing July 18,2018

(Based on Applicant's Architectural Concept Drawing Included in Council Central Staff Presentation for July 18, 2018 Meeting)