

## **SUMMARY and FISCAL NOTE**

<b>Department:</b>	<b>Dept. Contact:</b>	<b>CBO Contact:</b>
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### **1. BILL SUMMARY**

**Legislation Title:** AN ORDINANCE relating to land use and zoning; repealing and replacing the Seattle Comprehensive Plan pursuant to a major update, with new goals, policies, and elements and a new Future Land Use Map; amending Sections 5.72.020, 5.72.030, 5.73.030, 6.600.040, 22.805.070, 23.34.007, 23.34.008, 23.34.009, 23.34.010, 23.34.011, 23.34.012, 23.34.014, 23.34.018, 23.34.020, 23.34.024, 23.34.028, 23.34.074, 23.34.076, 23.34.078, 23.34.080, 23.34.082, 23.34.086, 23.34.099, 23.34.100, 23.34.108, 23.34.110, 23.34.128, 23.40.070, 23.41.004, 23.41.012, 23.42.058, 23.44.019, 23.45.509, 23.45.510, 23.45.514, 23.45.516, 23.45.527, 23.45.530, 23.45.532, 23.45.550, 23.47A.004, 23.47A.005, 23.47A.008, 23.47A.009, 23.47A.012, 23.47A.013, 23.48.002, 23.48.021, 23.48.220, 23.48.221, 23.48.225, 23.48.245, 23.48.250, 23.48.285, 23.48.290, 23.48.602, 23.48.605, 23.48.610, 23.48.623, 23.48.690, 23.48.710, 23.48.720, 23.48.723, 23.48.740, 23.48.780, 23.48.785, 23.48.802, 23.48.905, 23.48.940, 23.49.012, 23.49.019, 23.49.036, 23.50.012, 23.50A.040, 23.50A.190, 23.50A.360, 23.51A.004, 23.52.004, 23.52.008, 23.53.006, 23.54.015, 23.54.016, 23.54.020, 23.54.035, 23.58A.014, 23.58A.024, 23.58A.040, 23.58A.042, 23.58B.040, 23.58B.050, 23.58C.040, 23.58C.050, 23.69.022, 23.69.026, 23.69.035, 23.71.020, 23.74.002, 23.84A.025, 23.84A.026, 23.84A.032, 23.84A.038, 23.84A.040, 23.84A.042, 23.86.006, 25.05.164, 25.05.665, and 25.05.800 of the Seattle Municipal Code; and amending the title of Sections 23.48.230, 23.48.235, 23.48.240, 23.48.255, and 23.48.280 of the Seattle Municipal Code.

**Summary and Background of the Legislation:** The state Growth Management Act (GMA) requires local jurisdictions to update their Comprehensive Plans every 10 years to accommodate growth for the succeeding 20-year planning period and to update goals and policies to be consistent with the requirements of the GMA. Seattle last adopted a major update of its Comprehensive Plan in 2015.

This legislation repeals and replaces the entire Comprehensive Plan. The Comprehensive Plan for the planning period 2024-2044 (called the “One Seattle Plan”) includes a revised growth strategy and future land use map that includes new and expanded areas for residential development to meet the need for housing supply and diversity. The growth strategy would continue to focus new housing and jobs within Urban Centers and Villages (renamed Regional and Urban Centers respectively). Other modifications to the growth strategy include the following.

A new **Regional Centers** section:

- Designates Ballard as a Regional Center
- Expands the boundary of the Uptown Regional Center to encompass a full half-mile walkshed around planned new light rail stations

- Expands the First Hill-Capitol Hill Urban Center to include a portion of the Squire Park area
- Updates 20-year growth estimates for Regional Centers

A new **Urban Centers** section:

- Adds a new Pinehurst-Haller Lake Urban Center around the future NE 130<sup>th</sup> St. Link light rail station
- Expands the boundaries of 8 Urban Centers to encompass areas within walking distance of light rail and to increase the size of small centers consistent with regional standards for Countywide Centers
- Divides several larger Urban Centers into multiple centers consistent with standards for Countywide Centers

A new **Neighborhood Centers** section:

- Creates a new Neighborhood Center place type defined as small areas of moderate density housing (3 to 6 stories) within a short walk (approximately 4 minutes) of an existing neighborhood commercial node and/or bus rapid transit stop
- Identifies a total of 30 new Neighborhood Centers in areas across the city
- The current South Park Urban Village is redesignated as a Neighborhood Center with an accompanying boundary change

A new **Urban Neighborhood** section:

- Merges the current FLUM designations of Single-family, Multi-family, and Commercial into a new Urban Neighborhood designation
- Urban Neighborhood includes predominantly areas zoned Neighborhood Residential, where a wider range of housing types will be allowed consistent with new state requirements in House Bill 1110 (HB1110)
- Within Urban Neighborhoods, the element also states that higher density housing may be appropriate along frequent transit arterials and in areas already zoned for higher densities

Other key changes in the One Seattle Plan are modifications to goals and policies in multiple elements to ensure compliance with state and regional policies, to support the updated growth strategy, and to promote race and social equity. A revised Transportation element of the One Seattle Plan aligns with the recently adopted Seattle Transportation Plan and includes new multimodal transportation measures. An expanded Housing element and appendix of the One Seattle Plan addresses new requirements to plan for and accommodate housing for all economic segments enacted with House Bill 1220 (HB 1220). The One Seattle Plan adds a new Climate and Environment element that responds to new requirements of GMA enacted by House Bill 1181 (HB 1181). The One Seattle Plan removes the Neighborhood Plans section of the Comprehensive Plan and includes a placeholder section for new Regional Center Subarea Plans that will be adopted in the future. The update removes the Community Well-Being as a separate element and moves many policies to other elements. Finally, the update also removes the Growth Strategy and Land Use appendices with key data now addressed in an expanded Housing appendix.

## 2. CAPITAL IMPROVEMENT PROGRAM

Does this legislation create, fund, or amend a CIP Project?

☐ Yes ☒ No

## 3. SUMMARY OF FINANCIAL IMPLICATIONS

Does this legislation have financial impacts to the City?

☐ Yes ☒ No

### 3.d. Other Impacts

**Does the legislation have other financial impacts to The City of Seattle, including direct or indirect, one-time or ongoing costs, that are not included in Sections 3.a through 3.c? If so, please describe these financial impacts.**

The Comprehensive Plan is a 20-year growth management blueprint for how the City will accommodate and serve growth in the next twenty-year timeframe. This framework directs coordinated City investments in facilities and services to meet demand from anticipated growth of 80,000 households and 158,000 jobs. Growth can result in costs to serve the needs of households and businesses and it can also increase revenues due to an increased tax base. The impact of the Plan, specifically the growth strategy, is to identify where new growth will occur over time through planned land uses and densities of development. This information provides a common framework for all, including for multiple departments, to plan for needed infrastructure and services, resulting in greater coordination and opportunities for efficiencies. The changes to the growth strategy in the One Seattle Plan also provide significant additional zoned capacity for housing development, including in new areas planned for growth, such as new and expanded centers, new Neighborhood Centers, and in all neighborhoods in the form of middle housing consistent with HB 1110. If the city grows at a rate that is higher or occurs faster than that anticipated in the Plan based on the targets adopted under GMA, additional financial impacts could result, the net impact of which is unknowable at this time.

The updated growth strategy in the One Seattle Plan includes significant changes to the Future Land Use Map (FLUM). The FLUM changes will be implemented through separate zoning legislation. Developing the zoning legislation itself is already included in OPCDs budgeted work plan. Adoption of changes to the FLUM will result in costs to Seattle Department of Construction and Inspections (SDCI) and the Seattle Information Technology department (IT) to incorporate the new map and growth strategy into mapped data that is included in or supports our land use regulations in City code. SDCI and IT will also incur indirect costs to update data related to the zoning maps that implement the growth strategy. Any additional impacts for updating data or procedures related to zoning will be addressed in fiscal notes accompanying the forthcoming rezone legislation.

**If the legislation has costs, but they can be absorbed within existing operations, please describe how those costs can be absorbed. The description should clearly describe if the absorbed costs are achievable because the department had excess resources within their existing budget or if by absorbing these costs the department is deprioritizing other work that would have used these resources.**

The One Seattle Plan is a policy document that informs City departments' future work plans to provide services and facilities that will support growth over time. Many of these investments will be provided within the scope of existing department operations. As noted, the One Seattle Plan provides policy direction that can result in efficiencies and coordination across departments as they plan their work. Adoption of the Plan, along with adoption of zoning legislation to implement the revised growth strategy, does not immediately result in costs to departments, other than SDCI and IT (discussed above), but will inform future budgeting to meet the needs of a growing city.

**Please describe any financial costs or other impacts of *not* implementing the legislation.**

There is no direct financial impact of not adopting and implementing the legislation. However, updating the Comprehensive Plan is a state requirement. If not adopted, the City could be challenged at the Growth Management Hearings Board which could result in a penalty of losing access to certain state grants and funding sources. The Puget Sound Regional Council also requires that cities maintain an updated plan to maintain access to certain federal transportation funds.

#### **4. OTHER IMPLICATIONS**

**a. Please describe how this legislation may affect any departments besides the originating department.**

The Comprehensive Plan provides policy direction for many aspects of City operations. Its policies affect activities conducted by the Seattle Department of Transportation (SDOT), Office of Housing (OH), Seattle Public Utilities (SPU), Seattle City Light (SCL), Office of Sustainability and the Environment (OSE), SDCI, Office of Economic Development (OED), Seattle Parks and Recreation (SPR), and others.

The Comprehensive Plan provides broad guidance to several departments that have roles in managing or serving development. To the extent that projected development would occur at a faster rate than had previously been estimated, some capital departments, such as SDOT and SPU, may experience an increased need for their services and for additional infrastructure planning.

**b. Does this legislation affect a piece of property? If yes, please attach a map and explain any impacts on the property. Please attach any Environmental Impact Statements, Determinations of Non-Significance, or other reports generated for this property.**

Adoption of this legislation will change the Future Land Use Map (FLUM) designation for most property outside of existing Urban Centers and Urban Villages. The FLUM establishes

future land use designations that will be implemented through rezoning actions. Future rezone legislation would have to be adopted for any parcels to be directly affected.

Comprehensive Plan policies and the FLUM provide general guidance for where particular land uses and densities will be allowed in the city. Separate legislation to implement the Plan through zoning changes in areas across the city is forthcoming.

**c. Please describe any perceived implication for the principles of the Race and Social Justice Initiative.**

**i. How does this legislation impact vulnerable or historically disadvantaged communities? How did you arrive at this conclusion? In your response please consider impacts within City government (employees, internal programs) as well as in the broader community.**

Addressing race, social justice, and equity was a major goal of the Comprehensive Plan update process. OPCD used the City's Racial Equity Toolkit framework to do this work. The work involved enhanced engagement with historically underrepresented communities and a Racial Equity Analysis of the current Seattle 2035 Plan and Urban Village strategy. The Plan includes many new goals and policies in multiple elements that further race and social justice. The proposed growth strategy is expressly designed to increase housing supply to reduce market pressure resulting in displacement pressures on Black, Indigenous, and people of color and low income households. The growth strategy includes support for development of middle housing and higher densities in areas of the city that have historically been exclusionary in their zoning. Affordable housing policies support increased production of income-restricted housing. New and expanded policies in multiple elements support efforts by the City to explicitly mitigate displacement. The Plan also includes additional analysis of historical and ongoing racial inequities, particularly as documented in the Housing appendix in response to the requirements of HB 1220. The Plan will be adopted through this piece of legislation.

The Environmental Impact Statement for the One Seattle Plan also includes an equity analysis for each element of the environment studied. Particular attention was given to how environmental impacts affect vulnerable or historically disadvantaged communities and the identification of relevant mitigation measures.

**ii. Please attach any Racial Equity Toolkits or other racial equity analyses in the development and/or assessment of the legislation.**

In 2021, OPCD contracted with PolicyLink, a national research and action institute, to conduct a Racial Equity Analysis that gathered community feedback on how the Seattle 2035 Comprehensive Plan and its Urban Village Strategy had met its racial equity goals and could be improved to further advance equity. The report set the stage for later work on the One Seattle Plan.

The Housing appendix in the Plan includes detailed sections on the history of racial disparities and exclusion in housing in Seattle as well as data that show ongoing racial disparities in housing that are addressed in the goals and policies in the One Seattle Plan.

**iii. What is the Language Access Plan for any communications to the public?**

OPCD prioritized translations of key documents across all phases of engagement in Seattle's Tier 1 languages: Traditional Chinese, Spanish, Vietnamese, Somali, Amharic, Korean, and Tagalog. During Phase 1 and 2 engagement, all Issue Briefs were translated into Tier 1 languages and Khmer. The Engagement Hub was also fully accessible in Tier 1 languages. OPCD partnered with a cohort of 10 Community Liaisons, who provided language support at in-person and virtual information sessions as well as focus groups, during formal comment periods, and during in-person open houses and information sessions. Five of our community-based organization partners conducted in-language outreach to the communities they regularly serve. OPCD offered interpreters and Community Liaisons at in-person engagement events & pop ups, such as HSD's Age Friendly Seattle & Free Summer Meals program events and DON's People's Academy for Community Engagement (PACE) program events. During Phase 3 and 4 engagement, the Draft Growth Strategy Summary and the Mayor's Growth Strategy Summary were translated into Tier 1 languages. Across all phases of engagement, OPCD publicized a contact for interpretation and accessibility requests, and provided interpretation on request, including for Spanish and ASL.

**d. Climate Change Implications**

**i. Emissions: How is this legislation likely to increase or decrease carbon emissions in a material way? Please attach any studies or other materials that were used to inform this response.**

The Plan includes a new Carbon Pollution Reduction subelement that includes goals and policies to reduce carbon emissions from the following sectors: transportation, development pattern, buildings and energy, solid waste. This subelement reflects the framework of state legislation, HB 1181, passed in 2023. The subelement includes an overall goal to reduce Seattle's core greenhouse gas emissions by 58 percent from 2008 levels by 2030 and attain carbon neutrality by 2050. These goals and policies will be implemented through more specific action plans created or updated by other departments that include actions to reduce carbon emissions such as the OSE Climate Action Plan, OSE Sustainable Building Policy, OSE Urban Forest Management Plan, SCL Integrated Resources Plan, SPU Water System Plan, SPU Shape our Water Long Range Plan, SPU Solid Waste Plan, SPR Park and Open Space Plan, and the Capital Improvement Program. According to the Final Environmental Impact Statement (FEIS), the preferred alternative which, along with Alternative 5, reflects the highest level of growth among the alternatives studied is likely to increase total carbon emissions but the pattern of development in the preferred alternative results in lower per capita carbon emissions.

**ii. Resiliency: Will the action(s) proposed by this legislation increase or decrease Seattle’s resiliency (or ability to adapt) to climate change in a material way? If so, explain. If it is likely to decrease resiliency in a material way, describe what will or could be done to mitigate the effects.**

The Plan includes a new Climate Resilience subelement that includes goals and policies to increase Seattle’s resiliency to the impacts of climate change. This subelement reflects the framework of state legislation, HB 1181, passed in 2023. This subelement includes goals and policies for overall resilience planning and identifies specific strategies that will be pursued by the City related to specific impacts: extreme heat, wildfire smoke, sea-level rise, flooding, more frequent intense storms and longer dry periods. These goals and policies will be implemented through more specific action plans created or updated by other departments such as OSE Climate Action Plan, OSE Urban Forest Management Plan, SCL Integrated Resources Plan, SPU Water System Plan, SPU Shape our Water Long Range Plan, SPR Park and Open Space Plan, and the Capital Improvement Program.

The updated growth strategy included in the One Seattle Plan and adopted through this legislation was studied as the preferred alternative in the FEIS. That analysis identifies potential impacts related to climate and resiliency which can be addressed through mitigation. It identifies ways in which the strategy will enhance resiliency. For example, redevelopment would trigger the installation of newer stormwater infrastructure that can be designed to be more resilient to changes in rainfall due to climate change.

The FEIS identifies potential mitigation actions to address climate vulnerabilities and increase Seattle’s resiliency. Substantial mitigation will be achieved through implementation of the strategies identified in the Climate Resilience subelement. Additional mitigation can be advanced through an update to the 2012 Climate Action Plan and updates to shorelines and environmentally critical areas regulations to reflect increased risks of sea-level rise, flooding, landslides, and other climate impacts. Potential mitigation measures include the following actions:

- Update landscaping, open space, and tree canopy requirements for new development
- Encourage attached units that result in more permeable areas for plantings
- Maintain and enhance programs to increase tree canopy, including in parks, rights-of-way, and other public lands
- Retrofit stormwater facilities to increase storage capacity and improve water quality treatment
- Update stormwater detention standards for new development
- Update requirements and programs to reduce impervious surfaces
- Support and encourage low-impact development practices
- Installation of solar (photovoltaic) and other local generating technologies
- Implementation of sustainable requirements including the construction and operation of LEED-compliant (or similar ranking system) buildings

- The use of passive systems and modern power saving units
- Implementation of conservation efforts and renewable energy sources to conserve electricity in new developments
- Investment in improved drainage and electrical utilities

**e. If this legislation includes a new initiative or a major programmatic expansion: What are the specific long-term and measurable goal(s) of the program? How will this legislation help achieve the program's desired goal(s)? What mechanisms will be used to measure progress towards meeting those goals?**

This legislation does not include a new initiative or major programmatic expansion.

## 5. CHECKLIST

☒ **Is a public hearing required?**

A public hearing will be held on this legislation.

☒ **Is publication of notice with *The Daily Journal of Commerce* and/or *The Seattle Times* required?**

☐ **If this legislation changes spending and/or revenues for a fund, have you reviewed the relevant fund policies and determined that this legislation complies?**

☐ **Does this legislation create a non-utility CIP project that involves a shared financial commitment with a non-City partner agency or organization?**

## 6. ATTACHMENTS

### Summary Exhibits:

Summary Exhibit 1 – Racial Equity Analysis

Summary Exhibit 2 – One Seattle Comprehensive Plan Update Final Environmental Impact Statement

Summary Exhibit 3 – One Seattle Comprehensive Plan Update Final Environmental Impact Statement Appendices