



# SEATTLE CITY COUNCIL

## Land Use and Neighborhoods Committee

### Agenda

Wednesday, September 22, 2021

9:30 AM

### Public Hearing

Remote Meeting. Call 253-215-8782; Meeting ID: 586 416 9164; or  
Seattle Channel online.

Dan Strauss, Chair  
Teresa Mosqueda, Vice-Chair  
Debora Juarez, Member  
Andrew J. Lewis, Member  
Alex Pedersen, Member  
M. Lorena González, Alternate

Chair Info: 206-684-8806; [Dan.Strauss@seattle.gov](mailto:Dan.Strauss@seattle.gov)

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<http://seattle.gov/cityclerk/accommodations>.



**SEATTLE CITY COUNCIL**  
**Land Use and Neighborhoods Committee**  
**Agenda**  
**September 22, 2021 - 9:30 AM**  
**Public Hearing**

**Meeting Location:**

Remote Meeting. Call 253-215-8782; Meeting ID: 586 416 9164; or Seattle Channel online.

**Committee Website:**

<http://www.seattle.gov/council/committees/land-use-and-neighborhoods>

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This meeting also constitutes a meeting of the City Council, provided that the meeting shall be conducted as a committee meeting under the Council Rules and Procedures, and Council action shall be limited to committee business.

*In-person attendance is currently prohibited per Washington State Governor's Proclamation 20-28.15, until the COVID-19 State of Emergency is terminated or Proclamation 20-28 is rescinded by the Governor or State legislature. Meeting participation is limited to access by telephone conference line and online by the Seattle Channel.*

Register online to speak during the Public Comment period and at the Public Hearing at the 9:30 a.m. Land Use and Neighborhoods Committee meeting at

<http://www.seattle.gov/council/committees/public-comment>.

Online registration to speak at the Land Use and Neighborhoods Committee meeting will begin two hours before the 9:30 a.m. meeting start time, and registration will end at the conclusion of the Public Comment period and Public Hearing during the meeting. Speakers must be registered in order to be recognized by the Chair.

Submit written comments to Councilmember Strauss at

[Dan.Strauss@seattle.gov](mailto:Dan.Strauss@seattle.gov)

Sign-up to provide Public Comment at the meeting at

<http://www.seattle.gov/council/committees/public-comment>

Watch live streaming video of the meeting at

<http://www.seattle.gov/council/watch-council-live>

Listen to the meeting by calling the Council Chamber Listen Line at 253-215-8782 Meeting ID: 586 416 9164

One Tap Mobile No. US: +12532158782,,5864169164#

*Please Note: Times listed are estimated*

**A. Call To Order**

**B. Approval of the Agenda**

**C. Public Comment**

(10 minutes)

**D. Items of Business**

1. [CB 120149](#) **AN ORDINANCE relating to land use and zoning; amending maximum size of use limits and minimum parking requirements for indoor sports and recreation uses; amending Sections 23.50.027 and 23.54.015 of the Seattle Municipal Code.**

*Supporting  
Documents:*

[Summary and Fiscal Note](#)

[Director's Report](#)

[Central Staff Memo](#)

[Presentation \(9/22/21\)](#)

**Public Hearing, Briefing, and Discussion**

**Presenters:** Rico Quirindongo, Interim Director, Geoffrey Wentlandt, Office of Planning and Community Development; Lish Whitson, Council Central Staff

2. [CB 120154](#) **AN ORDINANCE relating to land use and zoning; amending the Seattle Comprehensive Plan to incorporate changes proposed as part of the 2021 Comprehensive Plan annual amendment process.**

Attachments: [Att 1 - University District Urban Center FLUM Amendment](#)  
[Att 2 - 130th Street Station Area FLUM Amendment](#)  
[Att 3 - Comprehensive Plan Text Amendments](#)

Supporting Documents: [Summary and Fiscal Note](#)  
[Director's Report](#)  
[Central Staff Memo](#)  
[Amendment 1](#)  
[Presentation \(9/22/21\)](#)

**Public Hearing, Briefing, and Discussion**

**Presenters:** Michael Hubner and Jim Holmes, Office of Planning and Community Development; Eric McConaghy and Lish Whitson, Council Central Staff

3. [CB 120155](#) **AN ORDINANCE relating to land use and zoning; amending the Comprehensive Plan to change the name of Single Family areas to Neighborhood Residential areas as part of the 2020-2021 Comprehensive Plan amendment process.**

Attachments: [Att 1 - Amendments to the Land Use Element](#)  
[Att 2 - Amendments to the Housing Element](#)  
[Att 3 - Amendments to the Parks and Open Space Element](#)  
[Att 4 - Amendments to Neighborhood Plans](#)  
[Att 5 - Amendments to the Housing Appendix](#)  
[Att 6 - Amendments to the Future Land Use Map](#)

Supporting Documents: [Summary and Fiscal Note](#)  
[Central Staff Memo](#)  
[Amendment 1](#)  
[Inf. 1855 - Proposed Amendment for "Neighborhood Residential Areas"](#)

**Public Hearing, Briefing, and Discussion**

**Presenter:** Lish Whitson, Council Central Staff

4. [CB 120153](#) **AN ORDINANCE relating to land use and zoning; adding a new Section 23.49.167 to the Seattle Municipal Code to provide alternative development standards for small lots located in Downtown Mixed Residential zones.**

Supporting Documents: [Summary and Fiscal Note](#)  
[Director's Report](#)  
[Presentation \(9/22/21\)](#)  
[Central Staff Memo](#)

**Public Hearing, Discussion, and Possible Vote**

**Presenters:** Brennon Staley, Office of Planning and Community Development; Lish Whitson, Council Central Staff

5. [CB 120181](#) **AN ORDINANCE amending Section 23.58A.044 of the Seattle Municipal Code to facilitate the transfer of development rights from Pierce and Snohomish Counties to Seattle.**

*Supporting Documents:* [Summary and Fiscal Note](#)  
[Central Staff Memo \(9/22/21\)](#)

**Public Hearing, Briefing, and Discussion**

**Presenter:** Ketil Freeman, Council Central Staff

## E. Adjournment



Legislation Text

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**File #:** CB 120149, **Version:** 1

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**CITY OF SEATTLE**

**ORDINANCE \_\_\_\_\_**

**COUNCIL BILL \_\_\_\_\_**

AN ORDINANCE relating to land use and zoning; amending maximum size of use limits and minimum parking requirements for indoor sports and recreation uses; amending Sections 23.50.027 and 23.54.015 of the Seattle Municipal Code.

WHEREAS, indoor sports and recreation facilities are venues that provide opportunities to community members for recreation, health, and community-building, and can support the space needs of organizations that provide a cultural value to Seattle; and

WHEREAS, Comprehensive Plan policies for Manufacturing Industrial Centers (MIC) seek to encourage economic activity and development in Seattle's industrial areas by supporting the retention and expansion of existing industrial businesses and by providing opportunities for the creation of new businesses consistent with the character of industrial areas; and

WHEREAS, indoor sports and recreation facilities have characteristics that allow them to be relatively compatible with an industrial context compared to uses such as housing and customer-serving retail; and

WHEREAS, limiting criteria are an integrated part of this legislation and would limit the potential location of indoor sports and recreation facilities exceeding 10,000 square feet to areas with lower potential to disrupt industrial uses and would limit the potential number of such facilities; and

WHEREAS, indoor sports and recreation facilities are differentiated from spectator sports facilities that would draw crowds, and no change to existing regulations concerning spectator sports facilities in industrially-zoned areas is proposed; NOW, THEREFORE,

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

Section 1. Section 23.50.027 of the Seattle Municipal Code, last amended by Ordinance 124172, is amended as follows:

**23.50.027 Maximum size of nonindustrial use**

A. Applicability

1. Except as otherwise provided in this Section 23.50.027, the maximum size of use limits on gross floor area specified in Table A for 23.50.027 apply to principal uses on a lot, and apply separately to the categories of uses. The total gross floor area occupied by uses limited under Table A for 23.50.027 shall not exceed 2.5 times the area of the lot in an IG1, IG2, IB, or IC zone.

2. The combined square footage of any one business establishment located on more than one lot is subject to the size limitations on non-industrial uses specified in Table A for 23.50.027.

3. The maximum size of use limits in Table A for 23.50.027 do not apply to the area identified in Exhibit A for 23.50.027. In that area no single non-office use listed in Table A for 23.50.027 may exceed 50,000 square feet in size.

| <b>Table A for 23.50.027 Size of (Use Limits) use limits in Industrial (Zones) zones</b> |                    |                    |                |   |  |
|--|--------------------|--------------------|----------------|---|--|
| <b>Uses (Subject to (Size Limits) size limits)</b>                                       | <b>IG1</b>         | <b>IG2</b>         | <b>IB</b>      | <b>IC (Outside) outside the Duwamish MI</b> | <b>IC (Within) within the Duwamish MI</b>    |
| Animal (Shelters and Kennels)  | 10,000 sq. ft.     | 10,000 sq. ft.     | 75,000 sq. ft. | 75,000 sq. ft.                              | N.S.L., except 75,000 sq. ft. in 85-160 zone |
| Drinking establishments*   | 3,000 sq. ft.      | 3,000 sq. ft.      | N.S.L.         | N.S.L.                                      | N.S.L.                                       |
| Entertainment*   | 10,000 sq. ft. *** | 10,000 sq. ft. *** | 75,000 sq. ft. | 75,000 sq. ft.                              | N.S.L., except 75,000 sq. ft. in 85-160 zone |
| Lodging (Uses)*  | 10,000 sq. ft.     | 10,000 sq. ft.     | 75,000 sq. ft. | 75,000 sq. ft.                              | N.S.L., except 75,000 sq. ft. in 85-160 zone |

|   |                |                |                 |                |  |
|---|----------------|----------------|-----------------|----------------|--|
| Medical (( <u>Services</u> *)   | 10,000 sq. ft. | 10,000 sq. ft. | 75,000 sq. ft.  | 75,000 sq. ft. | N.S.L., except 75,000 sq. ft. in 85-160 zone |
| Office  | 10,000 sq. ft. | 25,000 sq. ft. | 100,000 sq. ft. | N.S.L.         | N.S.L.                                       |
| Restaurants   | 5,000 sq. ft.  | 5,000 sq. ft.  | N.S.L.          | N.S.L.         | N.S.L.                                       |
| Retail (( <u>Sales, Major Durables</u> sales, major durables  | 10,000 sq. ft. | 25,000 sq. ft. | 75,000 sq. ft.  | 75,000 sq. ft. | N.S.L., except 30,000 sq. ft. in 85-160 zone |
| Sales and (( <u>Services, Automotive</u> ) services, autom  | 10,000 sq. ft. | 25,000 sq. ft. | 75,000 sq. ft.  | 75,000 sq. ft. | N.S.L.                                       |
| Sales and (( <u>Services, General</u> ) services, genera  | 10,000 sq. ft. | 25,000 sq. ft. | 75,000 sq. ft.  | 75,000 sq. ft. | N.S.L., except 30,000 sq. ft. in 85-160 zone |
| Key for Table A for 23.50.027 N.S.L. = No (( <u>Size Limit</u> )) size limit * Where permitted under size limit for brew pubs applies to that portion of the pub that is not used for brewing purposes sports and recreation is 50,000 sq. ft. for lots meeting the criteria of subsection 23.50.027 H. |                |                |                 |                |  |

\* \* \*

H. The maximum size limit for indoor sports and recreation is 50,000 square feet for lots in the IG1 and IG2 zones that meet all of the following conditions:

1. Located in the Ballard Interbay Northend Manufacturing Industrial Center (BINMIC);
2. Located 500 feet or more from a shoreline;
3. Located within 300 feet of land zoned either Neighborhood Commercial (NC) or Seattle

Mixed (SM);

4. Located within 1/4 mile of a public park with active recreation use such as sports fields or sports courts; and

5. Not located within 1 mile of another indoor sports and recreation use in the BINMIC that

exceeds 25,000 square feet in size.

Section 2. Table A for 23.54.015 for Section 23.54.015 of the Seattle Municipal Code, which section was last amended by Ordinance 126287, is amended as follows:

**23.54.015 Required parking and maximum parking limits**

\* \* \*

| <b>Table A for 23.54.015 Required ((Parking)) parking for ((Non-residential Uses Other Than Institutions)) non-residential uses other than institutions</b> |                                |  |   |
|---|--------------------------------|--|---|
| <b>Use</b>  |                                |  | <b>Minimum parking required</b>   |
| <b>I. General Non-residential Uses (other than institutions)</b>  |                                |  |   |
| A.  | AGRICULTURAL USES <sup>1</sup> |  | 1 space for each 2,000 square feet  |
| B.  | COMMERCIAL USES                |  |   |
|   | B.1.                           | Animal shelters and kennels  | 1 space for each 2000 square feet   |
|   | B.2.                           | Eating and drinking establishments                                       | 1 space for each square feet  |
|   | B.3.                           | Entertainment ((Uses)) uses, general, except as noted below <sup>2</sup> | For public assembly areas: 1 space for each 8 fixed seats<br>1 space for each square feet of parking assembly area containing fixed seats |
|   |                                | B.3.a.   | Adult cabarets  |
|   |                                | B.3.b.   | Sports and recreation uses <sup>3</sup>   |
|   | B.4.                           | Food processing and craft work   | 1 space for each 2,000 square feet  |
|   | B.5.                           | Laboratories, research and development                                   | 1 space for each 1,500 square feet  |

|    |                  |  |  |   |
|----|------------------|--|--|---|
|    | B.6.             | Lodging uses                                       |  | 1 space for each room; For bed breakfast facilities; 1 space for each single-family and multifamily zone; 1 space for each dwelling unit, and 1 space for each guest room |
|    | B.7.             | Medical services                                   |  | 1 space for each 1,000 square feet  |
|    | B.8.             | Offices  |  | 1 space for each 1,000 square feet  |
|    | B.9.             | Sales and services, automotive                     |  | 1 space for each 2,000 square feet  |
|    | B.10.            | Sales and services, general, except as noted below |  | 1 space for each 1,000 square feet  |
|    |                  | B.10.a.  | Pet ( <del>Daycare Centers</del> <sup>3)</sup> ) <u>daycare centers</u> <sup>4</sup> | 1 space for each staff member, vehicle loading and unloading  |
|    | B.11.            | Sales and services, heavy                          |  | 1 space for each 2,000 square feet  |
|    | B.12.            | Sales and services, marine                         |  | 1 space for each 2,000 square feet  |
| C. | HIGH IMPACT USES |  |  | 1 space for each 2,000 square feet  |

|    |                                     |                     |   |
|----|-------------------------------------|---------------------|---|
| D. | LIVE-WORK UNITS                     |                     | 0 spaces for units with 1,500 square feet or less; 1 space for each unit greater than 1,500 square feet; 1 space for each unit greater than 2,500 square feet, plus the parking that would be required for any non-residential activity classified as a principal use |
| E. | MANUFACTURING USES                  |                     | 1 space for each 2,000 square feet  |
| F. | STORAGE USES                        |                     | 1 space for each 2,000 square feet  |
| G. | TRANSITIONAL ENCAMPMENT INTERIM USE |                     | 1 space for every vehicle used as shelter; plus 1 space for each 2 staff members on-site at peak staffing times   |
| H. | TRANSPORTATION FACILITIES           |                     |   |
|    | H.1.                                | Cargo terminals     | 1 space for each 2,000 square feet  |
|    | H.2.                                | Parking and moorage |   |

|  |  |                                      |                 |  |
|--|--|--------------------------------------|-----------------|--|
|  |  | H.2.a.                               | Flexible-use pa | None   |
|  |  | H.2.b.                               | Towing service  | None   |
|  |  | H.2.c.                               | Boat moorage    | 1 space for each                             |
|  |  | H.2.d.                               | Dry storage of  | 1 space for each                             |
|  | H.3.   | Passenger terminals                  |                 | 1 space for each square feet of waiting area |
|  | H.4.   | Rail transit facilities              |                 | None   |
|  | H.5.   | Transportation facilities, air       |                 | 1 space for each square feet of waiting area |
|  | H.6.   | Vehicle storage and maintenance uses |                 | 1 space for each 2,000 square feet           |
| I.   | UTILITIES  |                                      |                 | 1 space for each 2,000 square feet           |
| <b>II. Non-residential Use Requirements for Specific Areas</b> |  |                                      |                 |  |
| J.   | Non-residential uses in urban centers or the Station Area Overlay District <sup>(4)</sup> §  |                                      |                 | No minimum requirement                       |
| K.   | Non-residential uses in urban villages that are not within an urban center or the Station Area Overlay District, if the non-residential use is located within a frequent transit service area <sup>(4)</sup> § |                                      |                 | No minimum requirement                       |
| L.   | Non-residential uses permitted in MR and HR zones pursuant to Section 23.45.504((-))   |                                      |                 | No minimum requirement                       |

Footnotes for Table A for 23.54.015<sup>1</sup> No parking is required for urban farms or community gardens in residential zones.<sup>2</sup> Required parking for spectator sports facilities or exhibition halls must be available when the facility or exhibition hall is in use. A facility shall be considered to be "in use" during the period beginning three hours before an event is scheduled to begin and ending one hour after a scheduled event is expected to end. For sports events of variable or uncertain duration, the expected event length shall be the average length of the events of the same type for which the most recent data are available, provided it is within the past five years. During an inaugural season, or for nonrecurring events, the best available good faith estimate of event duration will be used. A facility will not be deemed to be "in use" by virtue of the fact that administrative or maintenance personnel are present. The Director may reduce the required parking for any event when projected attendance for a spectator sports facility is certified to be 50 percent or less of the facility's seating capacity, to an amount not less than that required for the certified projected attendance, at the rate of one space for each ten fixed seats of certified projected attendance. An application for reduction and the certification shall be submitted to the Director at least 15 days prior to the event. When the event is one of a series of similar events, such certification may be submitted for the entire series 15 days prior to the first event in the series. If the Director finds that a certification of projected attendance of 50 percent or less of the seating capacity is based on satisfactory evidence such as past attendance at similar events or advance ticket sales, the Director shall, within 15 days of such submittal, notify the facility operator that a reduced parking requirement has been approved, with any conditions deemed appropriate by the

Director to ensure adequacy of parking if expected attendance should change. The parking requirement reduction may be applied for only if the goals of the facility's Transportation Management Plan are otherwise being met. The Director may revoke or modify a parking requirement reduction approval during a series, if projected attendance is exceeded. <sup>3</sup> For indoor sports and recreation uses that exceed 25,000 square feet in size in the Ballard Interbay Northend Manufacturing Industrial Center, the minimum requirement is 1 space for each 2,000 square feet. <sup>(3)</sup> <sup>4</sup> The amount of required parking is calculated based on the maximum number of staff or animals the center is designed to accommodate. <sup>(4)</sup> <sup>5</sup> The general minimum requirements of Part I of Table A for 23.54.015 are superseded to the extent that a use, structure, or development qualifies for either a greater or a lesser minimum parking requirement (which may include no requirement) under any other provision. To the extent that a non-residential use fits within more than one line in Table A for 23.54.015, the least of the applicable minimum parking requirements applies. The different parking requirements listed for certain categories of non-residential uses shall not be construed to create separate uses for purposes of any requirements related to establishing or changing a use under this Title 23.

\* \* \*

Section 3. This ordinance shall take effect and be in force 30 days after its approval by the Mayor, but if not approved and returned by the Mayor within ten days after presentation, it shall take effect as provided by Seattle Municipal Code Section 1.04.020.

Passed by the City Council the \_\_\_\_\_ day of \_\_\_\_\_, 2021, and signed by me in open session in authentication of its passage this \_\_\_\_\_ day of \_\_\_\_\_, 2021.

\_\_\_\_\_  
President \_\_\_\_\_ of the City Council

Approved / returned unsigned / vetoed this \_\_\_\_\_ day of \_\_\_\_\_, 2021.

\_\_\_\_\_  
Jenny A. Durkan, Mayor

Filed by me this \_\_\_\_\_ day of \_\_\_\_\_, 2021.

\_\_\_\_\_  
Monica Martinez Simmons, City Clerk

(Seal)

## SUMMARY and FISCAL NOTE\*

| <b>Department:</b>                              | <b>Dept. Contact/Phone:</b>     | <b>CBO Contact/Phone:</b>       |
|---|---------------------------------|---------------------------------|
| Office of Planning and<br>Community Development | Geoff Wentlandt<br>206-683-0111 | Christie Parker<br>206-684-5211 |

*\* Note that the Summary and Fiscal Note describes the version of the bill or resolution as introduced; final legislation including amendments may not be fully described.*

### **1. BILL SUMMARY**

**Legislation Title:** AN ORDINANCE relating to land use and zoning; amending maximum size of use limits and minimum parking requirements for indoor sports and recreation uses; amending Sections 23.50.027 and 23.54.015 of the Seattle Municipal Code.

#### **Summary and background of the Legislation:**

This legislation increases the maximum allowable size of indoor sports and recreation facilities from 10,000 square feet to up to 50,000 square feet. The legislation also amends minimum parking requirements to decrease the amount of required parking for indoor sports and recreation facilities that exceed 25,000 sq. ft. in size; the legislation changes the parking requirement from 1 space per 500 square feet to 1 space per 2,000 square feet. These changes apply only on lots that are located in the Ballard Interbay Northend Manufacturing Industrial Center (BINMIC) and meet other criteria, such as being located 500 or more feet from a shoreline and located within 300 feet of land zoned either Neighborhood Commercial or Seattle Mixed.

The current 10,000 square foot maximum size limit for indoor sports and recreation uses in Industrial General zones is too small to accommodate certain facilities such as indoor sports courts or indoor sports fields. The legislation allows new, relatively larger indoor sports and recreation facilities under limiting conditions that minimize adverse impacts on surrounding industrial areas and limit the number of instances when a larger-sized indoor sports and recreation facility could be constructed. The legislation is intended to support sports and recreation opportunities in the city.

### **2. CAPITAL IMPROVEMENT PROGRAM**

**Does this legislation create, fund, or amend a CIP Project?** \_\_\_ Yes \_\_\_X\_\_\_ No

### **3. SUMMARY OF FINANCIAL IMPLICATIONS**

**Does this legislation amend the Adopted Budget?** \_\_\_ Yes \_\_\_X\_\_\_ No

**Does the legislation have other financial impacts to the City of Seattle that are not reflected in the above, including direct or indirect, short-term, or long-term costs?**

No. The legislation could allow one or more new, relatively larger indoor sports and recreation facilities that would be built and operated by a private entity.

**Is there financial cost or other impacts of *not* implementing the legislation?**

Not implementing this legislation could marginally reduce the likelihood of one or more indoor sports and recreation facilities being constructed in the city.

**4. OTHER IMPLICATIONS**

**a. Does this legislation affect any departments besides the originating department?**

The legislation would affect the Seattle Department of Construction and Inspections (SDCI). However, the code amendment would not change the complexity of permit reviews, affect permit processes, or change zoning maps. The only impact to SDCI is the time required for initial communication of the code change for general awareness.

**b. Is a public hearing required for this legislation?**

Yes. A public hearing is expected to be held in 2021.

**c. Is publication of notice with *The Daily Journal of Commerce* and/or *The Seattle Times* required for this legislation?**

Publication is required in the *Daily Journal of Commerce*.

**d. Does this legislation affect a piece of property?**

The legislation will apply to certain properties zoned General Industrial in the Ballard Interbay Northend Manufacturing Industrial Center (BINMIC).

**e. Please describe any perceived implication for the principles of the Race and Social Justice Initiative. Does this legislation impact vulnerable or historically disadvantaged communities? What is the Language Access plan for any communications to the public?**

This legislation could provide for the creation of one or more indoor sports and recreation facilities that have the potential for supporting sports activities that have important cultural connection in the BIPOC community. For example, over 70% of the players in the Women's National Basketball Association are Black women and the Seattle Storm provides a model of success for community members, including girls and boys.

**f. Climate Change Implications**

**1. Emissions: Is this legislation likely to increase or decrease carbon emissions in a material way?**

No.

**2. 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.**

No.

**g. 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)?**

No new initiative or major programmatic expansion is proposed.



**Seattle**

## **Code Amendments for Indoor Sports and Recreation**

**Seattle Office of Planning and Community Development (OPCD)  
Director's Report and Recommendation  
July, 2021**

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## Proposal Overview

The Seattle Office of Planning and Community Development (OPCD) is proposing to amend the Land Use Code, SMC Title 23 to permit indoor sports and recreation uses up to a maximum size of 50,000 sq. ft. in Industrial General (IG) zones on lots in the Ballard Interbay Northend Manufacturing Industrial Center (BINMIC) that meet criteria limiting eligible geographic locations. The current maximum size of use for indoor sports and recreation facilities is 10,000 sq. ft. in the IG zones. The proposal would also amend minimum parking requirements to decrease the amount of required parking from 1 space per 500 sq. ft., to 1 space per 2,000 sq. ft. for indoor sports and recreation facilities that exceed 25,000 sq. ft. in size in the BINMIC. Indoor sports and recreation facilities are differentiated from spectator sports facilities (which would draw crowds) and regulations limiting spectator sports facilities would be unchanged by this proposal.

## Background and Purpose

The current 10,000 sq. ft. maximum size limit for indoor sports and recreation uses in Industrial General zones is too small to accommodate certain facilities such as indoor sports courts or indoor sports fields. The amendment is proposed to allow new relatively larger indoor sports and recreation facilities under limiting conditions that would minimize adverse impacts on a surrounding industrial area and would limit the number of instances when a larger-sized indoor sports and recreation facility could be created. The proposal is intended to support sports and recreation opportunities in the city, which provide important recreational, health, and cultural benefits to the public. The proposal would allow indoor sports and recreation facilities up to a size of 50,000 sq. ft.

Examples of the type of sports courts that could be created that would typically exceed 10,000 sq. ft. and be less than 50,000 sq. ft. include basketball/volleyball gyms, indoor soccer fields, indoor hockey rink, bowling alley, etc. One potential entity that could apply to construct an indoor sports and recreation facility is the Seattle Storm professional women's basketball team. The Seattle Storm has expressed interest to the City in funding and building its own practice facility. The Storm is one of Seattle's most accomplished professional sports teams of all time and provides a model of success for athletes of all ages including girls and boys. Several of Seattle's men's professional sports teams have been supported directly by the City, County, and State to construct expensive new stadiums.

Indoor sports and recreation facilities can be used for a variety of sports and purposes. Such facilities provide space for recreation, training, camps, and youth development activities. One of the limiting criteria discussed below, would target the location of indoor sports and recreation facilities using this code amendment close to other public parks with active recreation uses. This would allow for functional clusters of recreational activities that could support a variety of camps, competitions, and training opportunities.

## Limiting Conditions and Parking

The code amendment would allow a maximum size of use for indoor sports and recreation uses up to 50,000 sq. ft. only under several strict limiting conditions. The conditions are intended to align the proposal with policy objectives and limit the potential for adverse impacts on surrounding industrial

areas. The limiting conditions are listed below with a discussion of the rationale for each. All conditions would have to be met for a lot to be eligible for the relatively larger-sized indoor sports and recreation facility.

**Must be located in the Ballard-Interbay-North End Manufacturing Industrial Center (BINMIC).**

The BINMIC already contains a greater variety of mixed uses than the Duwamish / MIC and the proposed use would be relatively compatible with the already-varied mix. The BINMIC is much smaller than the Duwamish MIC in size, with a gross acreage of 879 acres. A 2018 study found that, excluding rail yards, 51% of BINMIC parcels were in industrial use and 49% were other uses.

**Must be within 300' of an existing Settle Mixed or Neighborhood Commercial zone.**

Locating a non-industrial use near the edge of a manufacturing / industrial center is likely to be less disruptive to industrial uses and activities. NC and SM zones are found in urban villages and other dense urban areas next to or outside of MICs. NC and SM zones typically have more complete non-motorized transportation networks and transit service than large contiguous areas of industrial land. NC and SM zones also provide other services such as grocery stores that could serve the needs of patrons of an indoor sports and recreation facility.

**Must be within ¼ mile of a Seattle Park with active recreational uses (courts, ball fields etc.).**

The larger-sized indoor sports and recreation use would complement other existing recreational activities in the area, facilitating coordinated activities such as sports camps.

**Must not be within 500' of the shoreline.**

Seattle's policies for industrial lands give a very high priority to preserve shoreline-proximate areas for maritime activity. This criterion would avoid creating pressure to convert lands with access to water to sports and recreation. The city's shoreline master program applies within 200' of shorelines. The proposal would provide a much larger 500' buffer from shorelines.

**May not be located within one mile of another increased-size indoor sports and recreation facility.**

The criterion would not allow an indoor sports and recreation facility exceeding 10,000 sq. ft. if it is within one mile of an existing sports and recreation facility in an Industrial General zone that exceeds 25,000 sq. ft. in size. The effect of this provision would be that no more than one increased size facility could be built in a one-mile radius. This precludes a proliferation that could displace industrial activities.

**Map of potentially eligible areas**

A map analysis of the eligible locations is provided below. Solid blue areas are the only eligible locations. Light/transparent blue areas are the candidate Industrial General zones in the BINMIC. Hatched areas are ineligible because they are within 500' of a shoreline.

If a facility were built in one of the eligible areas, the limit prohibiting another indoor sports and recreation use larger than 10,000 sq. ft. in size within one mile would rule out other eligible areas such that a second facility would be prevented. The solid blue patch west of the BNSF rail tracks is not practically an eligible site because it is owned by BNSF and is part of their rail yard which will not change. There are approximately 45 total tax parcels that would be eligible (in solid blue areas). According to this preliminary analysis, no other locations citywide would qualify.

**Parking**

The proposal would also amend minimum parking requirements to decrease the amount of required parking from 1 space per 500 sq. ft., to 1 space per 2,000 sq. ft. for indoor sports and recreation facilities that exceed 25,000 sq. ft. in size in the BINMIC. The intent of this change is to limit the amount of parking that would be required to encourage access to indoor sports and recreation facilities by transit or non-motorized alternative to drive alone trips. The eligible areas map identifies potentially eligible locations that are close to transit service on 15<sup>th</sup> Ave. and close to potential future light rail stations. If a maximum sized 50,000 sq. ft. indoor sports and recreation facility were constructed, a minimum of 25 parking stalls would be required to be provided.



## Consistency and Compatibility

OPCD considered the proposal's consistency with comprehensive plan policies and compatibility with nearby land uses. The proposal could facilitate the future development of one or more indoor sports and recreation facilities exceeding 10,000 sq. ft., but less than 50,000 sq. ft. in size in the BINMIC, which may appear to potentially contravene with certain comprehensive plan language to the extent that the proposal facilitates the introduction of increased non-industrial activities – in the form of indoor sports and recreation – into a designated MIC. (i.e. LU 10.2, and LU 10.1.). The proposal, however, would facilitate only one or two facilities and is consistent with other policies concerning recreation and arts/culture and on balance does not create a conflict.

Regional and city policies suggest that amounts of non-industrial activity and some non-industrial uses are allowable in MICs. PSRC's criteria for MIC designation acknowledge that half of the employment in a MIC may be non-industrial and that 25% of zoned areas do not have to be zoned for core industrial uses. City policies LU 10.10 and 10.28 address limiting commercial uses, specifically referencing office and retail as uses that should be limited in MICs. The proposal would facilitate a sports and recreation use, which is not a retail or office use.

Some non-industrial activities can be compatible with industrial uses or compatibility with an industrial character. Indoor sports and recreation facilities have the potential for compatibility with the character and function of an industrial area for several reasons. Recreation uses are noisy and not sensitive to noise impacts. Space and design requirements for sports and recreation facilities call for large structures with high clearances and large open bays similar to industrial structures. Such structures provide potential for reuse over time with either industrial or recreation uses. Indoor recreation uses have a relatively lower intensity of visitation and activity patterns by patrons and employees compared to retail or office uses. Indoor sports and recreation facilities are differentiated from spectator sports facilities (which would draw crowds) and regulations limiting spectator sports facilities would be unchanged by this proposal.

Policies from the Parks and Open Space chapter of the comprehensive plan are also relevant, including P G1 that calls for providing a variety of outdoor and indoor spaces throughout the city for all people to play, learn, contemplate, and build community and P 2.3, which calls for establishing partnerships with public and private organizations to supplement recreational programming that supports residents' needs and interests. To the extent that the proposal would facilitate creation of one or more relatively large indoor sports and recreation facilities, it would support these goals for recreation. Spaces for indoor recreation could also support the city's goals for equity and inclusion, since such facilities have potential to provide recreational opportunities for members of communities of color and women.

## Recommendation

After a review of background information, including the State Environmental Policy Act checklist and Determination of Non-Significance, OPCD recommends legislation to adopt the proposed code changes. The code changes would support City objectives concerning recreation while including limiting conditions adequate to minimize potential adverse impacts to industrial uses in the vicinity of potentially eligible areas.

September 14, 2021

## MEMORANDUM

**To:** Land Use and Neighborhoods Committee  
**From:** Lish Whitson, Analyst  
**Subject:** Council Bill 120149: Size limits on Indoor Sports and Recreation in BINMIC

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On Wednesday, September 22, the Land Use and Neighborhoods Committee (Committee) will hold a public hearing on [Council Bill \(CB\) 120149](#), which amends size limits and parking requirements for indoor sports and recreation uses in the Ballard-Interbay-Northend Manufacturing/Industrial Center (BINMIC). The proposed legislation is intended to facilitate a limited number of facilities for indoor sports without spectators. This memorandum describes the existing and proposed size of use limits for these uses.

### Background

[Section 23.50.027](#) of the Seattle Municipal Code (SMC) implements Comprehensive Plan policy LU 10.10 by limiting the size of nonindustrial uses in industrial areas:

**LU 10.10** Limit the density of development for nonindustrial uses in the manufacturing/ industrial centers to reduce competition from nonindustrial activities that are better suited to other locations in the city, particularly urban centers and urban villages, where this Plan encourages most new residential and commercial development. Permit commercial uses in industrial areas only if they reinforce the industrial character, and strictly limit the size of office and retail uses not associated with industrial uses, in order to preserve these areas for industrial development. ([Seattle 2035: Seattle's Comprehensive Plan](#))

Among the uses limited by the code are “entertainment uses” which include “indoor sports and recreation uses.” Indoor sports and recreation uses are indoor spaces that draw people to participate in sports and recreation activities, rather than to watch sporting or recreation events. Examples include gyms, yoga studios, bowling alleys, curling clubs, and virtual reality video game parlors. Most entertainment uses are limited to 10,000 square feet in General Industrial zones and 75,000 square feet in other Industrial zones.

[Section 23.54.015](#) of the SMC sets parking requirements for sports and recreation uses at one space per 500 square feet.

## **Council Bill 120149**

Council Bill 120149 would amend Section 23.50.027 to allow indoor sports and recreation uses up to 50,000 square feet on General Industrial lots in the BINMIC meeting the following locational characteristics:

- At least 500 feet from shorelines;
- Within 300 feet of Neighborhood Commercial (NC) or Seattle Mixed (SM) zones;
- Within a quarter mile of a park with active recreation uses such as sports fields or sports courts; and
- Not within a mile of another indoor sports and recreation use in the BINMIC that exceeds 25,000 square feet in size.

The properties that meet these requirements are predominantly located near W Dravus Street, west of 15th Avenue W in Interbay as shown in the Office of Planning and Community Development (OPCD) [Director's Report](#) on the proposed amendment. These sites will be near the future Ballard light rail extension and Interbay light rail station.<sup>1</sup>

Indoor sports and recreation uses larger than 25,000 square feet on sites meeting the criteria listed above would have a parking requirement of one parking space per 2,000 square feet of indoor sports and recreation use. Under the amendment, a 50,000 square foot facility would be required to provide at least 25 parking spaces rather than the 100 parking spaces that would be allowed under the general sports and recreation parking requirements. The intent is to encourage the use of alternatives to single-occupant vehicles to access a facility developed pursuant to this bill.

## **Next Steps**

The Committee will hold a public hearing on Council Bill 120149 on September 22. The Committee is currently scheduled to vote on the bill at its September 24 meeting.

cc: Esther Handy, Director  
Aly Pennucci, Policy and Budget Manager

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<sup>1</sup> The exact location of the light rail line and station is still being determined. A Draft Environmental Impact Statement analyzing a range of potential sites and routes is anticipated to be released this fall.

# Indoor Sports & Recreation Legislation

Land Use & Neighborhoods Committee

September 22, 2021

# Summary

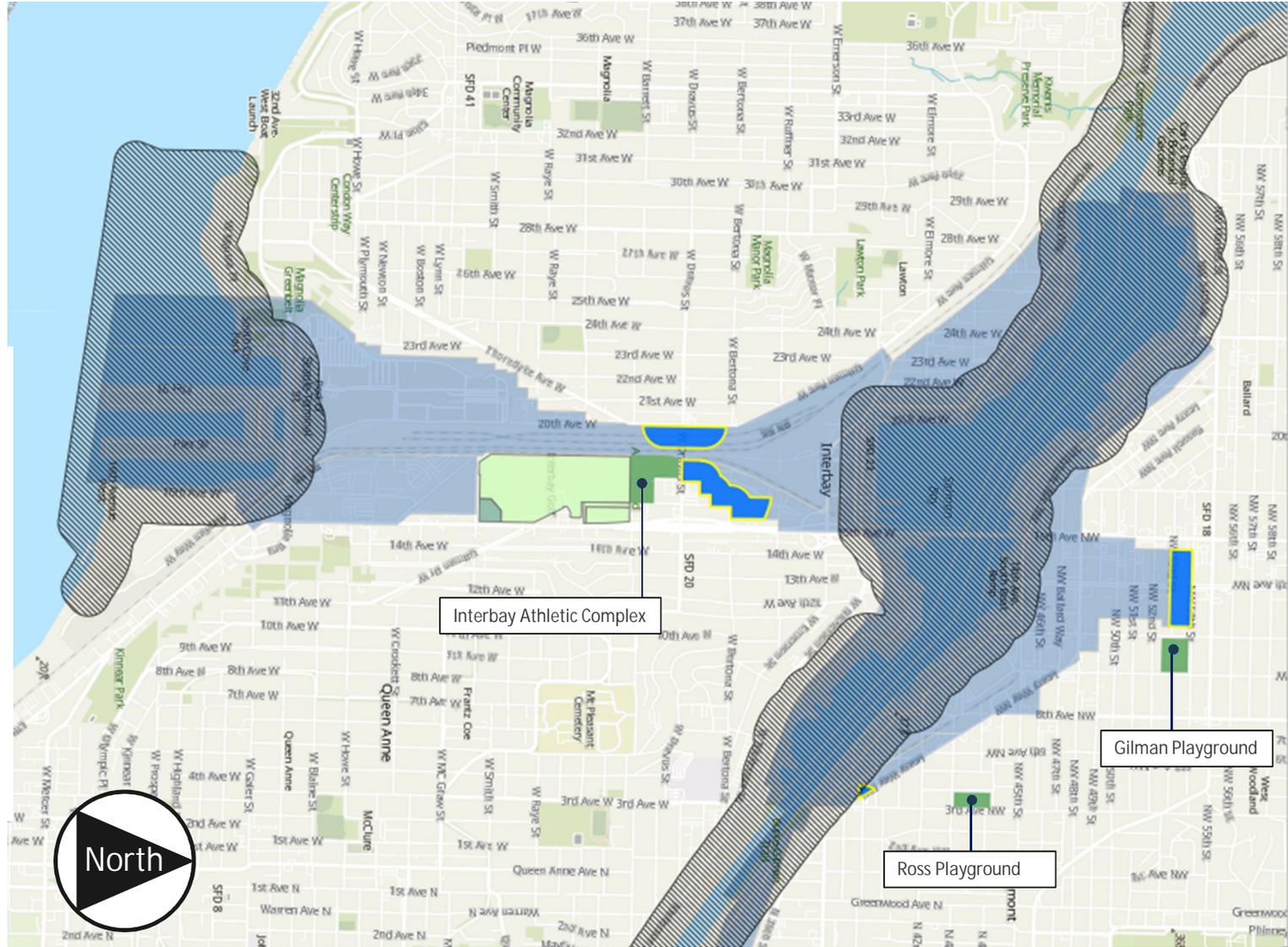
- Increases the maximum size of use limit for indoor sports and recreation uses in Industrial General (IG) zones from 10,000 sq. ft. to 50,000 sq. ft.
- Limiting Conditions
  - In the Ballard Interbay Northend Manufacturing Industrial Center (BINMIC)
  - Within 300' of an existing Neighborhood Commercial (NC) or Seattle Mixed (SM) zone
  - Within ¼ mile of a Seattle park with active recreation use
  - Not within 500' of a shoreline
  - Not within 1 mile of another indoor sports and recreation facility larger than 25,000 sq. ft.
- Decreases the amount of required parking from 1 space per 500 sq. ft., to 1 space per 2,000 sq. ft. for indoor sports and recreation facilities that exceed 25,000 sq. ft. in size in the BINMIC.

# Benefits

- Creates potential new recreational and training opportunities for athletics and camps that provide benefit to numerous Seattle communities.
- Limiting conditions minimize impacts on nearby industrial activities.
- Indoor sports and recreation is relatively compatible with an industrial context.

# Potentially Eligible Areas

-  IG zones
-  500' buffer from shoreline
-  Parks
-  Potentially eligible area





Legislation Text

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**File #:** CB 120154, **Version:** 1

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**CITY OF SEATTLE**

**ORDINANCE \_\_\_\_\_**

**COUNCIL BILL \_\_\_\_\_**

AN ORDINANCE relating to land use and zoning; amending the Seattle Comprehensive Plan to incorporate changes proposed as part of the 2021 Comprehensive Plan annual amendment process.

WHEREAS, The City of Seattle adopted a Comprehensive Plan through Ordinance 117221 in 1994 and most recently adopted amendments to its Comprehensive Plan in October 2020 through Ordinance 126186; and

WHEREAS, the Growth Management Act, chapter 36.70A RCW, authorizes annual amendments to the City's Comprehensive Plan; and

WHEREAS, the adopted procedures in Resolution 31807 provide the process for interested citizens to propose annual Comprehensive Plan amendments for consideration by the City Council; and

WHEREAS, various parties proposed amendments for consideration during the 2021 annual amendment process; and

WHEREAS, on September 29, 2020, the City Council considered these proposed Comprehensive Plan amendments and adopted Resolution 31970, directing that City staff further review and analyze certain proposed amendments; and

WHEREAS, these proposed amendments have been reviewed and analyzed by the Office of Planning and Community Development and considered by the Council; and

WHEREAS, the City has provided for public participation in the development and review of these proposed amendments and other changes to comply with the Growth Management Act, including requirements

for early and continuous public participation in the development and amendment of the City's Comprehensive Plan; and

WHEREAS, the Council has reviewed and considered the Executive's report and recommendations, public testimony made at the public hearings, and other pertinent material regarding all the proposed amendments; and

WHEREAS, the Council finds that these amendments to the Comprehensive Plan are consistent with the Growth Management Act, and will protect and promote the health, safety, and welfare of the general public; NOW, THEREFORE,

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

Section 1. The Seattle Comprehensive Plan, last amended by Ordinance 126186, is amended as follows:

A. Amendments to the Future Land Use Map, as shown in Attachment 1 and Attachment 2 to this ordinance.

B. Amendments to Citywide Planning Growth Strategy Element and Land Use Elements of the Comprehensive Plan, as shown in Attachment 3 to this ordinance.

Section 2. This ordinance shall take effect and be in force 30 days after its approval by the Mayor, but if not approved and returned by the Mayor within ten days after presentation, it shall take effect as provided by Seattle Municipal Code Section 1.04.020.

Passed by the City Council the \_\_\_\_\_ day of \_\_\_\_\_, 2021, and signed by me in open session in authentication of its passage this \_\_\_\_\_ day of \_\_\_\_\_, 2021.

\_\_\_\_\_  
President \_\_\_\_\_ of the City Council

Approved / returned unsigned / vetoed this \_\_\_\_\_ day of \_\_\_\_\_, 2021.

\_\_\_\_\_  
Jenny A. Durkan, Mayor

Filed by me this \_\_\_\_\_ day of \_\_\_\_\_, 2021.

\_\_\_\_\_  
Monica Martinez Simmons, City Clerk

(Seal)

Attachments:

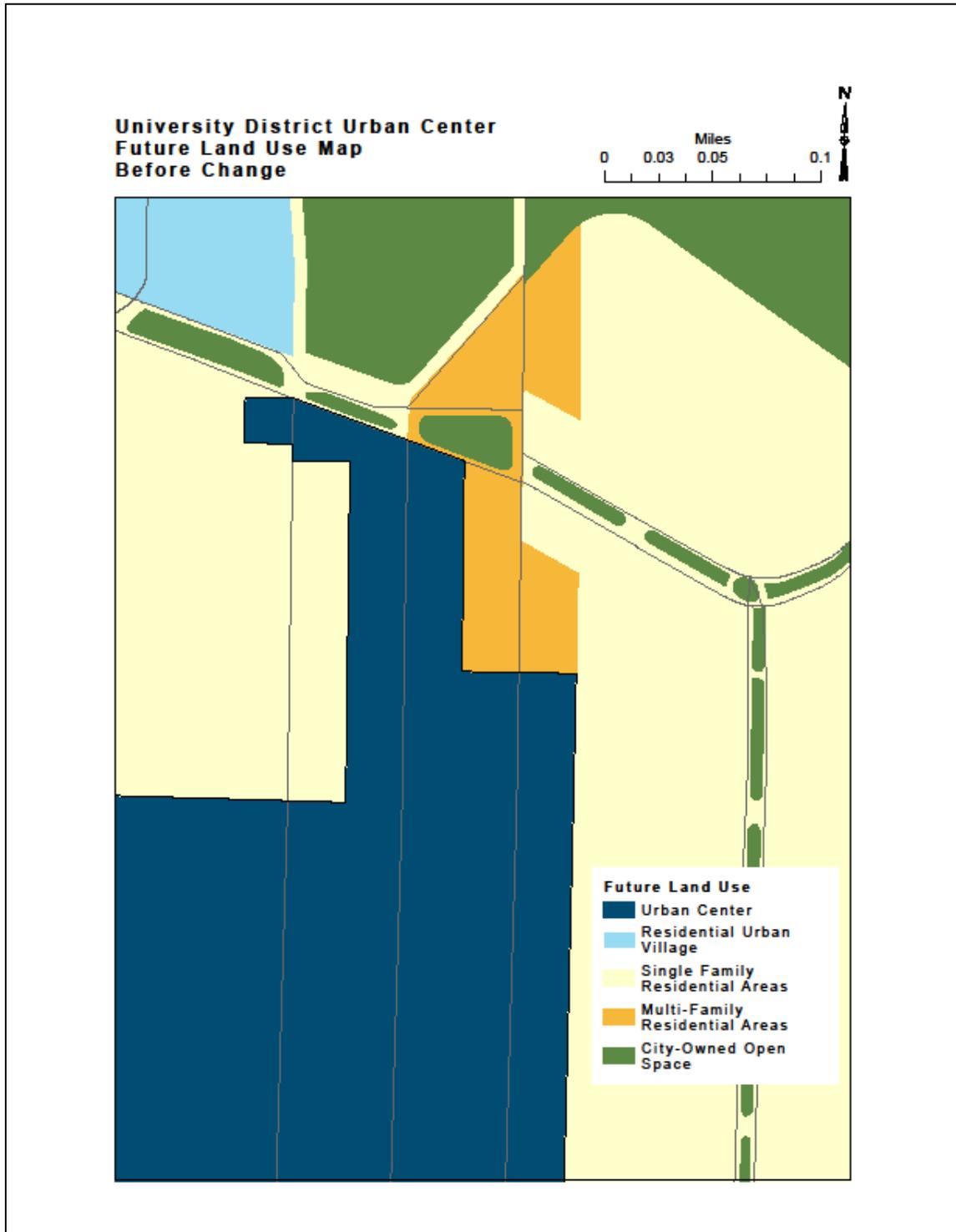
Attachment 1 - University District Urban Center Future Land Use Map Amendment

Attachment 2 - 130<sup>th</sup> Street Station Area Future Land Use Map Amendment

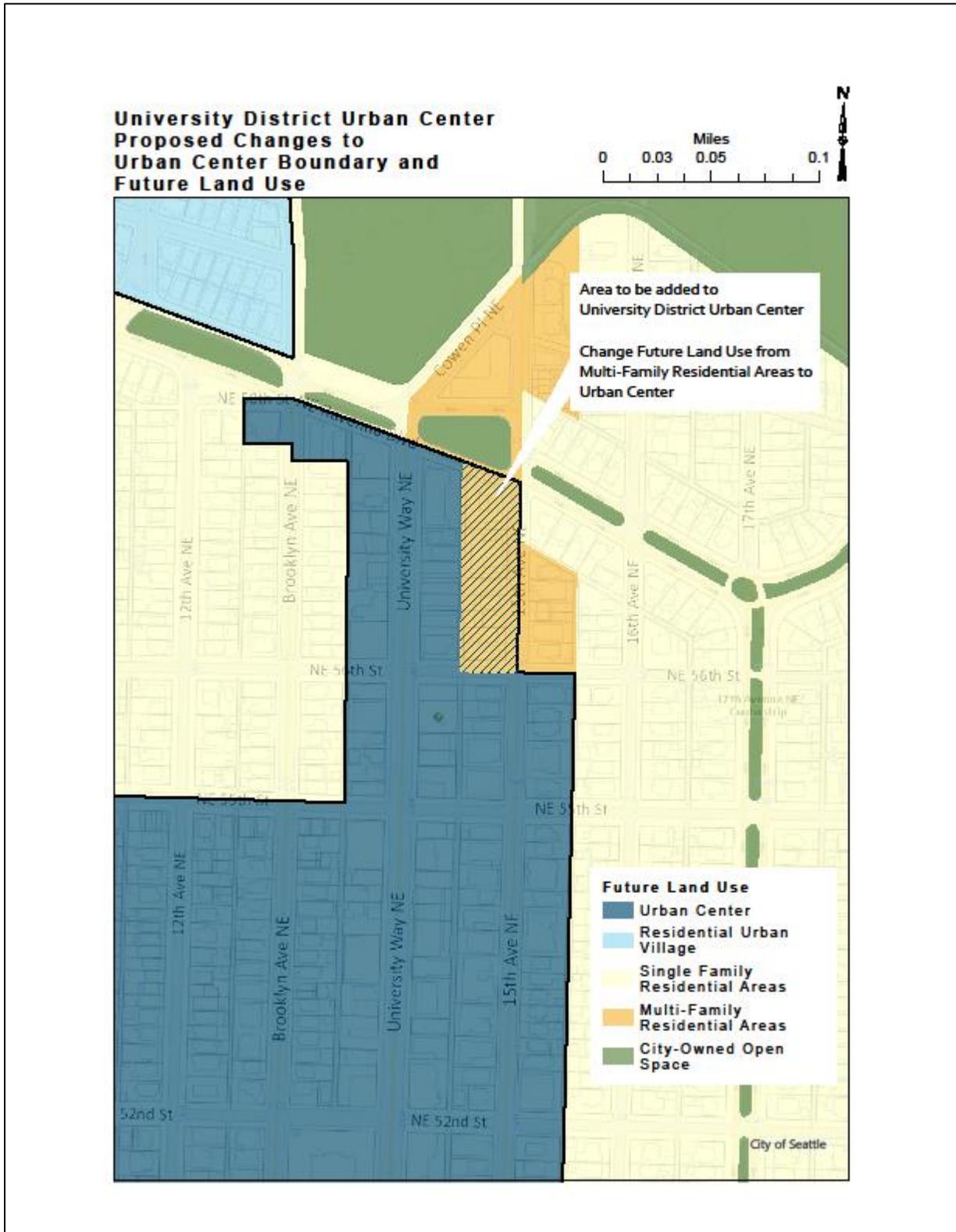
Attachment 3 - Comprehensive Plan Text Amendments

# ATTACHMENT 1 University District Urban Center FLUM Amendment

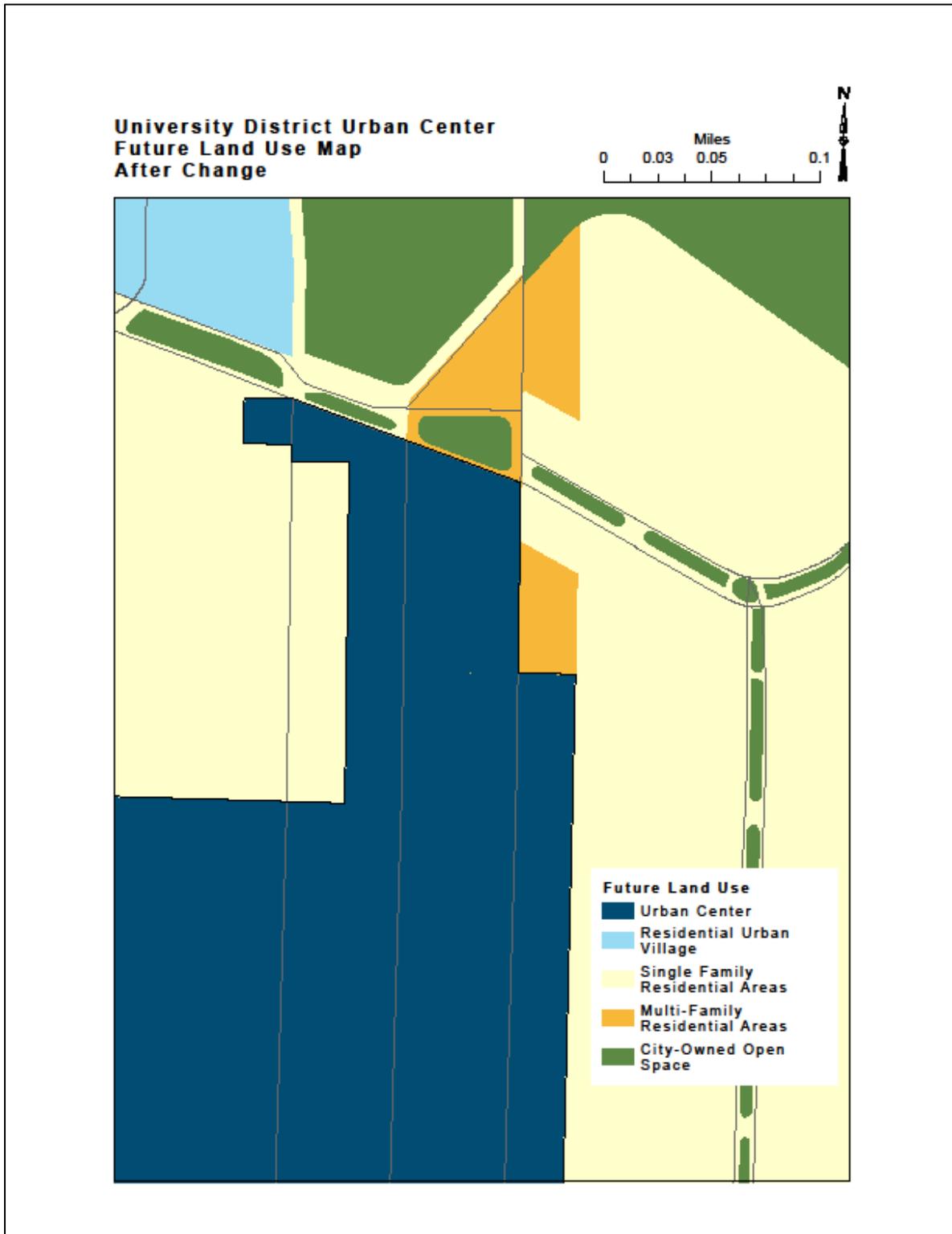
## University District Urban Center FLUM Before Change



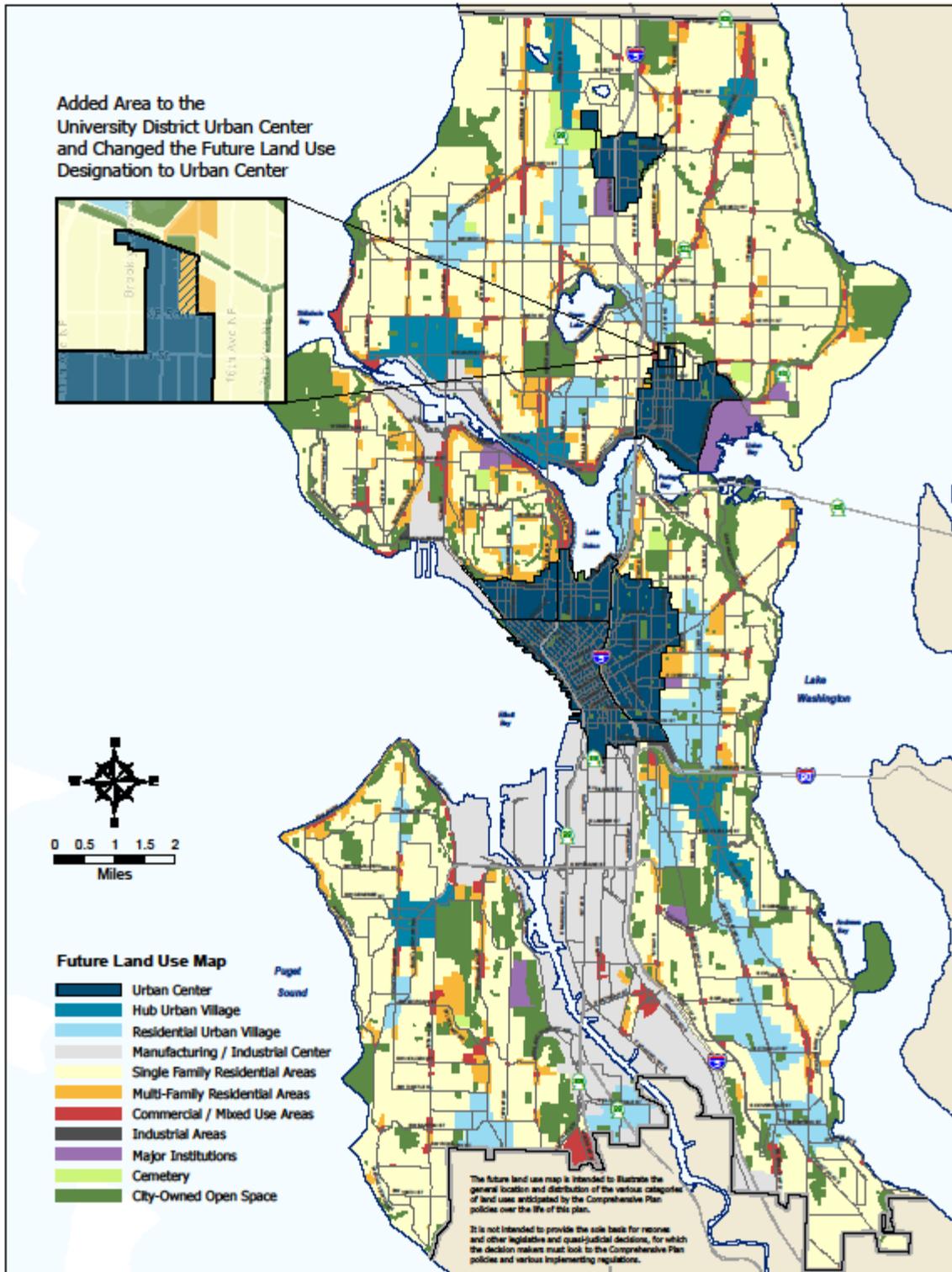
# University District Urban Proposed Changes to Urban Center Boundary and Future Land Use



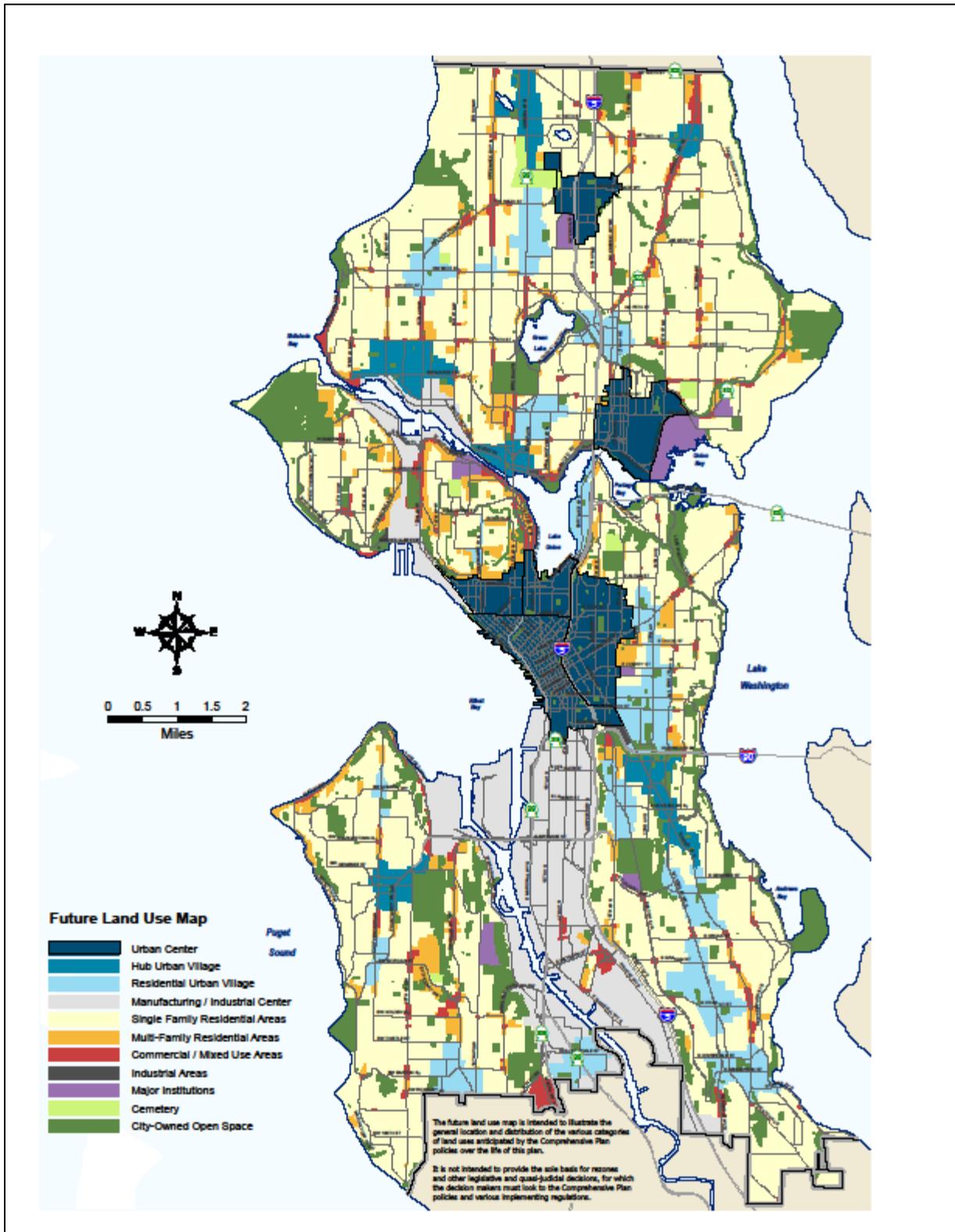
### University District Urban Center FLUM After Change



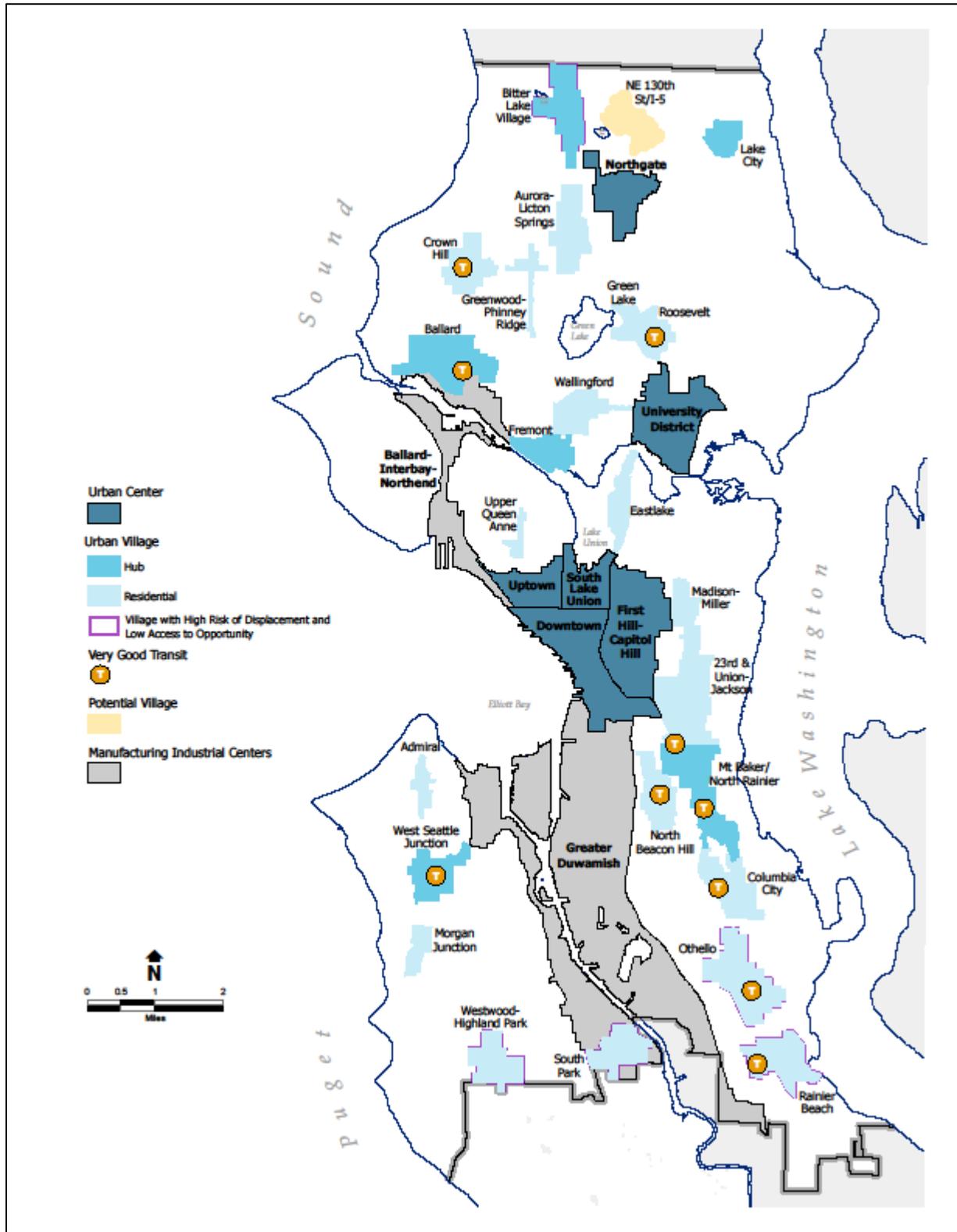
## University District Urban Center Future Land Use Map Proposed Changes



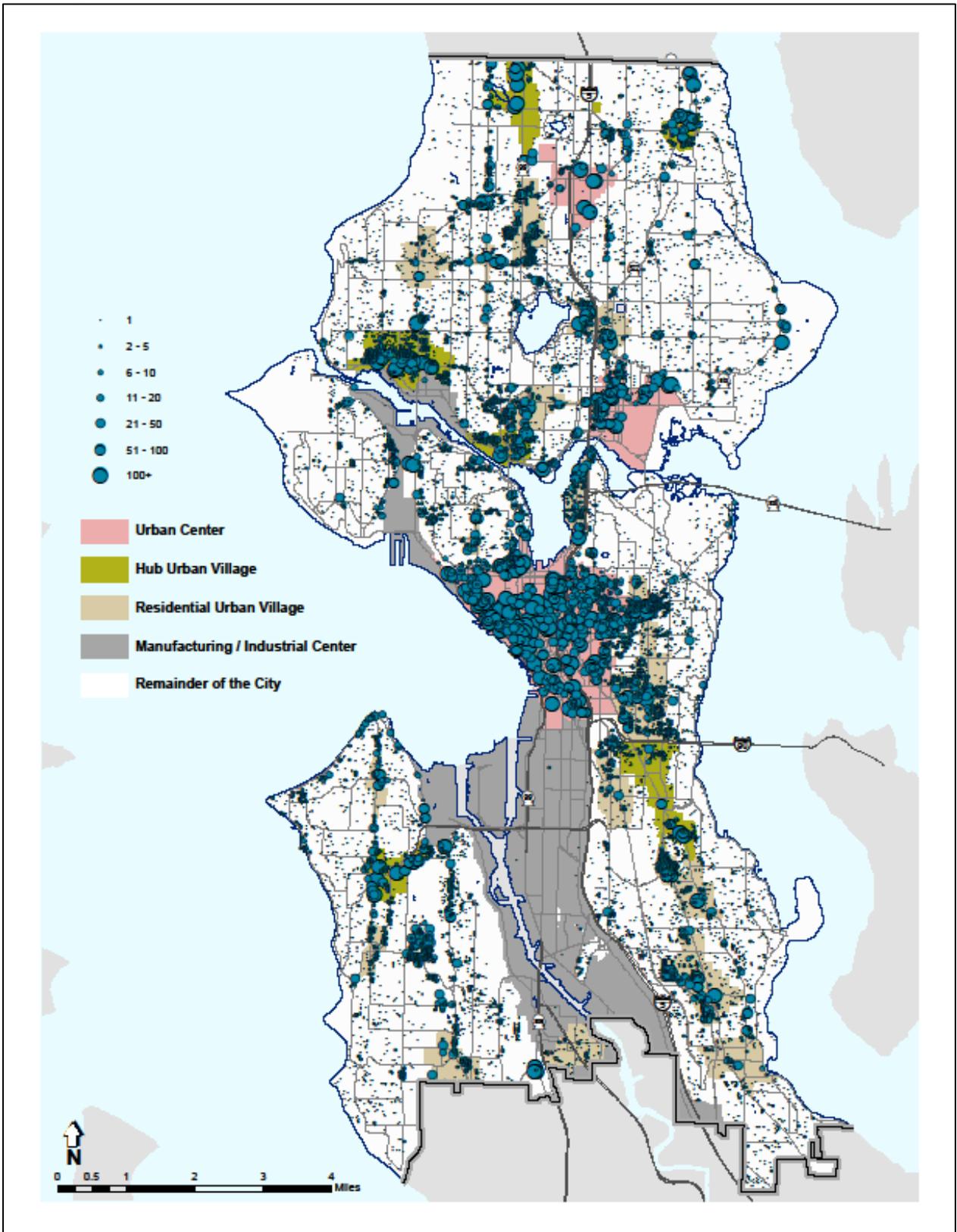
## City of Seattle Future Land Use Map



### Growth Strategy Figure 4 Urban Centers, Urban Villages, Manufacturing/Industrial Centers

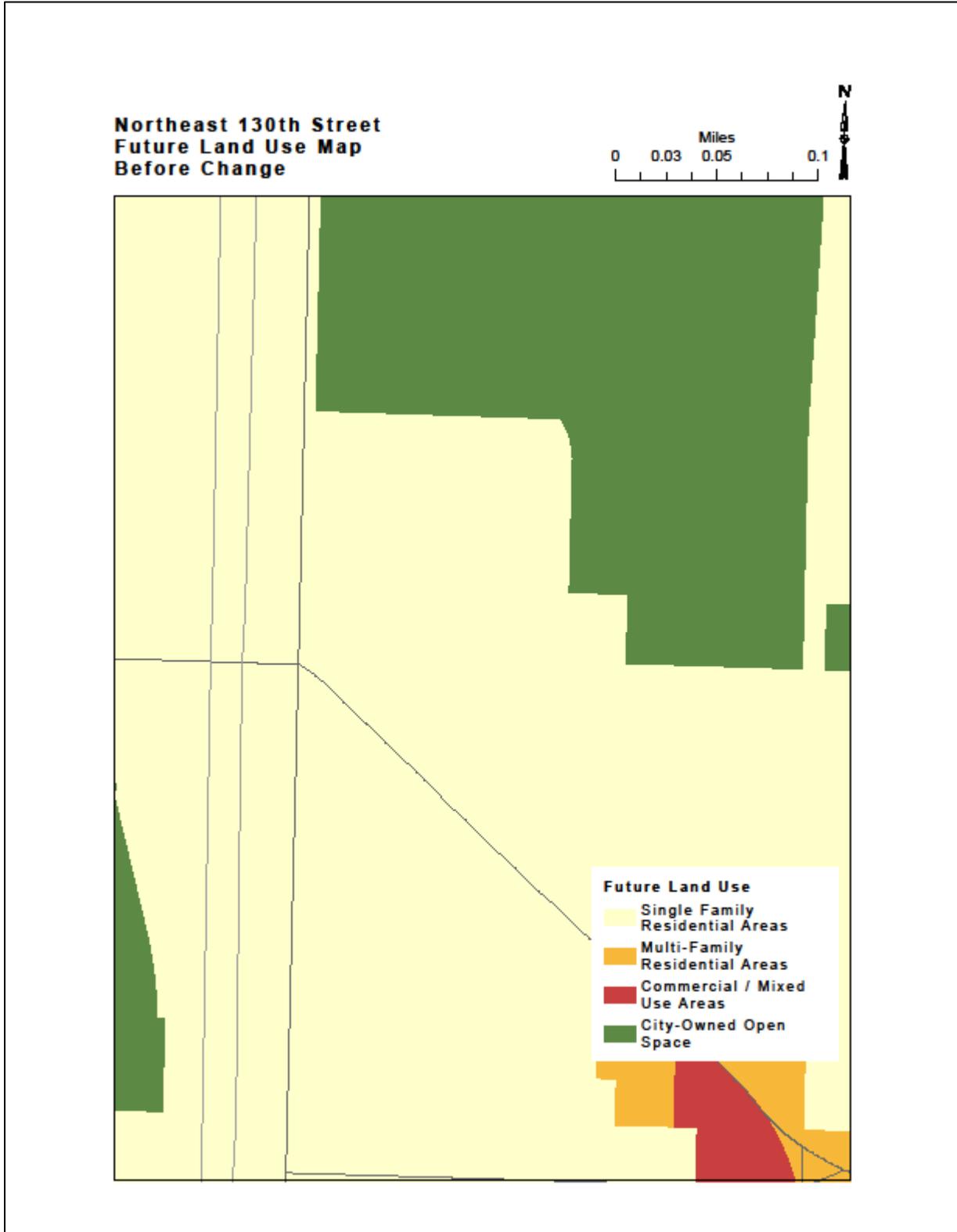


### Housing Units Built 1995-2014

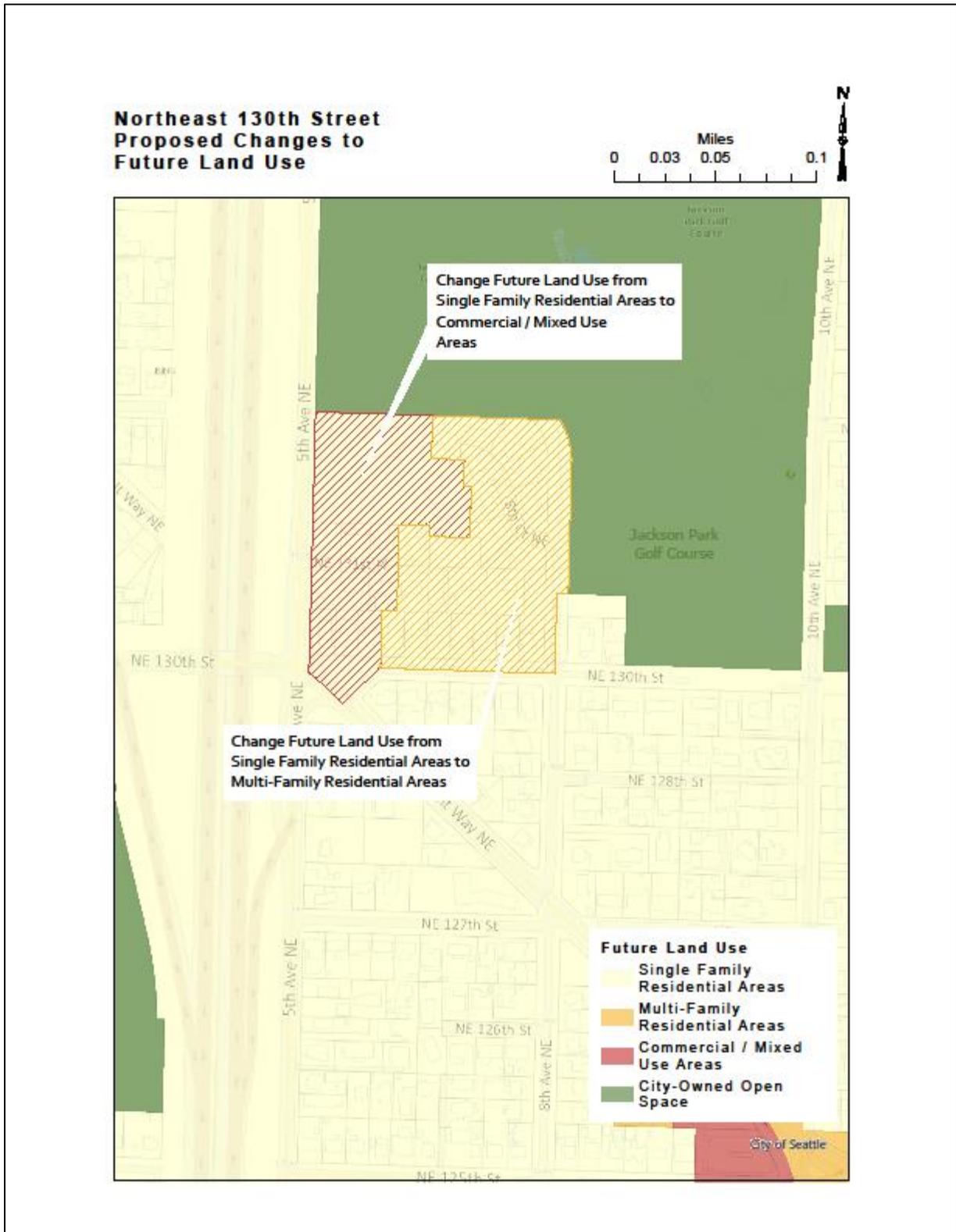


## ATTACHMENT 2 130th Street Station Area FLUM Amendment

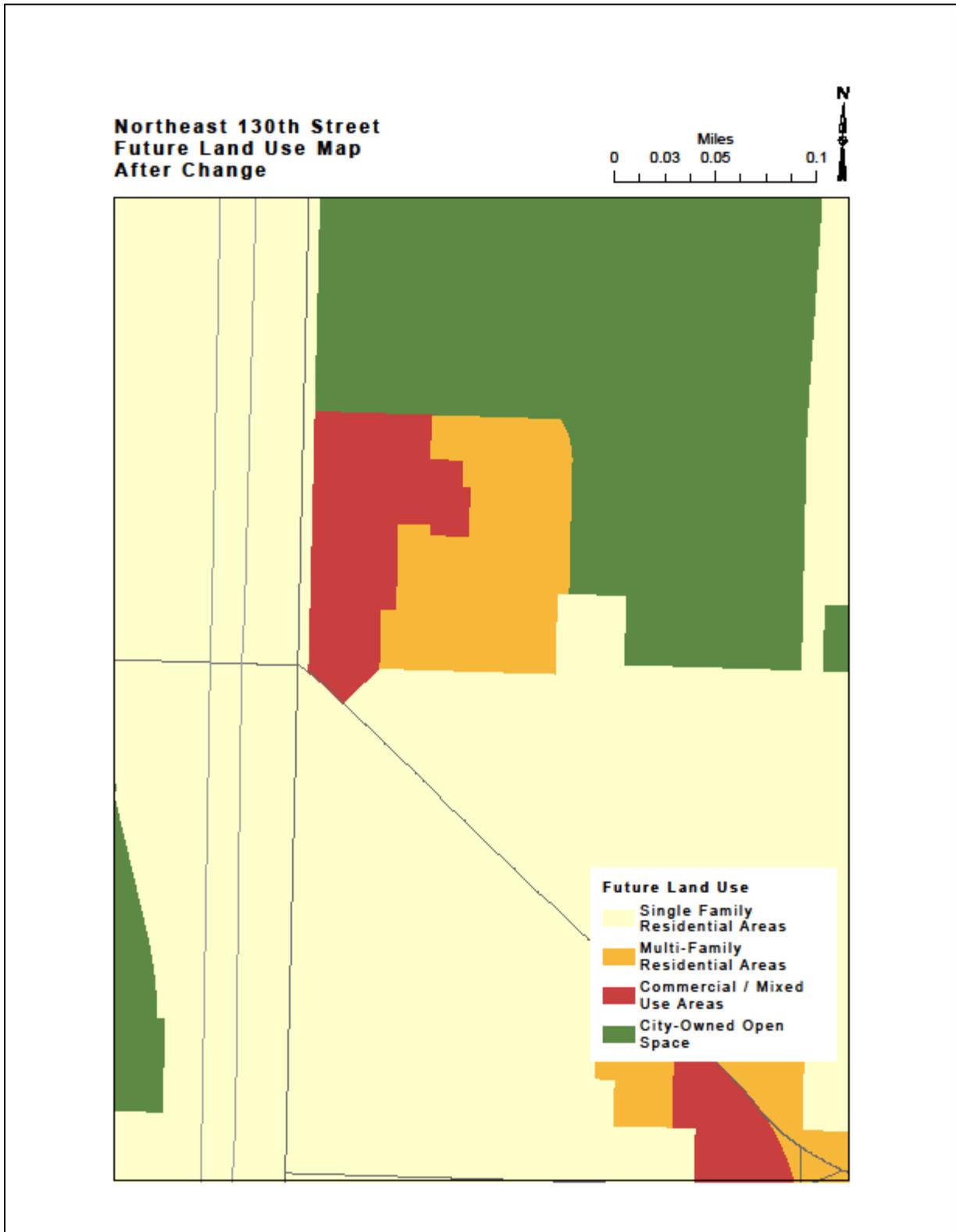
### Northeast 130<sup>th</sup> Street FLUM Before Change



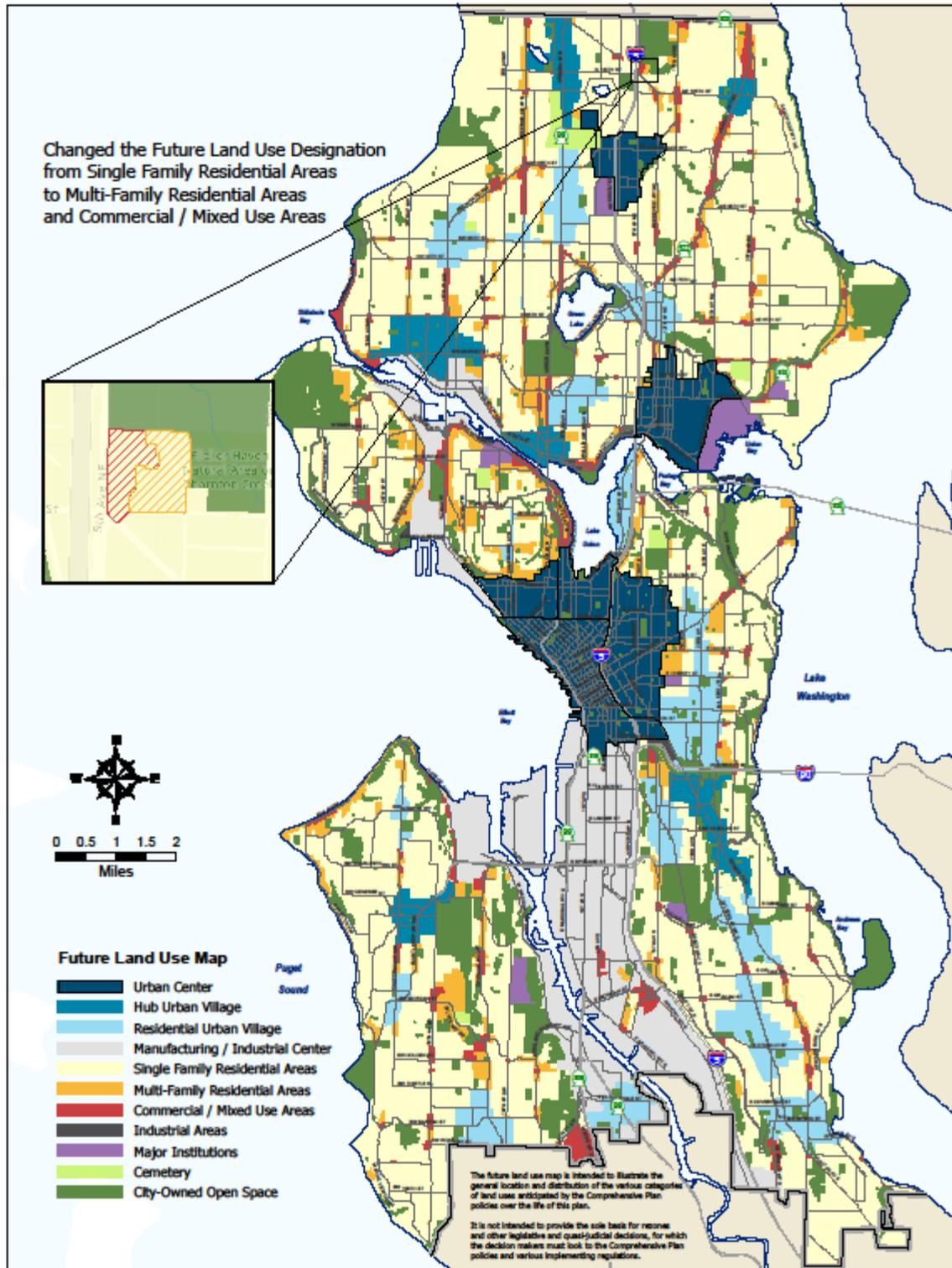
### Northeast 130<sup>th</sup> Street Proposed Changes to Future Land Use



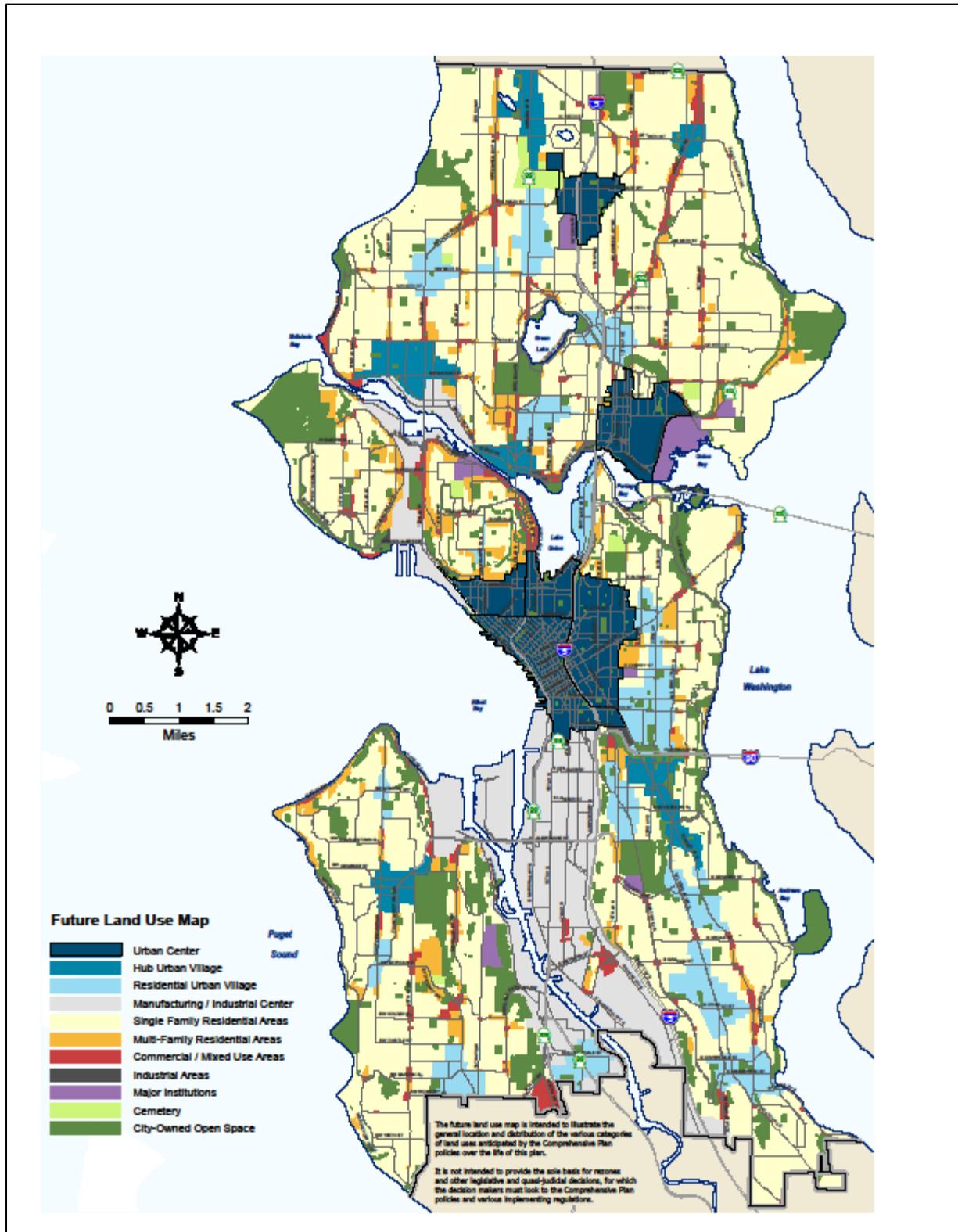
### Northeast 130<sup>th</sup> Street FLUM After Change



### 130<sup>th</sup> Street Station Future Land Use Map Proposed Changes



## City of Seattle Future Land Use Map After Change



## Comprehensive Plan Text Amendments

### Citywide Planning

\*\*\*

### Growth Strategy

\*\*\*

### Urban Village Strategy

\*\*\*

### POLICIES

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**GS 1.7** Promote levels of density, mixed-uses, and transit improvements in urban centers and villages, and other residential and commercial areas near future light rail stations that will support walking, biking, and use of public transportation.

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### Urban Design

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### Built Environment

\*\*\*

**GS 3.20** Consider taller building heights in key locations to provide visual focus and define activity centers, such as near light rail stations in urban centers and urban villages and other residential and commercial areas near future light rail stations.

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### Land Use

\*\*\*

### Multifamily Residential Areas

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### POLICIES

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- LU 8.4** Establish evaluation criteria for rezoning land to multifamily designations that support the urban village strategy and transit-oriented development, create desirable multifamily residential neighborhoods, maintain compatible scale, respect views, enhance the streetscape and pedestrian environment, and achieve an efficient use of the land without major impact on the natural environment.

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### Industrial Areas

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### POLICIES

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- LU 10.28** Permit commercial uses in industrial areas to the extent that they reinforce the industrial character, and limit specified non-industrial uses, including office and retail development, in order to preserve these areas for industrial development.
- LU 10.29** Ensure predictability and permanence for industrial activities in industrial areas by limiting changes in industrial land use designation. There should be no reclassification of industrial land to a non-industrial land use category except as part of a City-initiated comprehensive study and review of industrial land use policies or as part of a major update to the Comprehensive Plan.
- LU 10.30** Recognize the unique development opportunity that the Washington National Guard Armory in the BINMIC represents. Work with the State of Washington or other future owners of this site to develop a comprehensive industrial development plan. Goals for this plan include green infrastructure, consolidated waste management programs, and workforce equity commitments.

**SUMMARY and FISCAL NOTE\***

| <b>Department:</b>                                  | <b>Dept. Contact/Phone:</b> | <b>CBO Contact/Phone:</b>    |
|---|-----------------------------|------------------------------|
| Office of Planning and Community Development (OPCD) | Jim Holmes 206-684-8372     | Christie Parker 206-684-5211 |

*\* Note that the Summary and Fiscal Note describes the version of the bill or resolution as introduced; final legislation including amendments may not be fully described.*

**1. BILL SUMMARY**

**Legislation Title:** AN ORDINANCE relating to land use and zoning; amending the Seattle Comprehensive Plan to incorporate changes proposed as part of the 2020-2021 Comprehensive Plan annual amendment process.

**Summary and background of the Legislation:** The legislation amends the Comprehensive Plan as part of the 2020-2021 Comprehensive Plan Annual Amendment process including an amendment to the Future Land Use Map to include one half-block fronting on 15<sup>th</sup> Avenue NE in the University District Urban Center, a Future Land Use Map to redesignate land from single-family to Mixed-Use Commercial and Multi-Family residential in the vicinity of the future 130<sup>th</sup> Street Sound Transit Station, amend land use policies to provide for the 130<sup>th</sup> Street Future Land Use Map Amendment, and amendments to the City’s industrial land use policies to clarify that industrial land will not be reclassified to a non-industrial land use category except as part of a major Comprehensive Plan update or as part of a comprehensive study of industrial land use policies; the amendments also state that the City will work to develop a comprehensive industrial development plan for the Washington National Guard Armory.

State law permits the Comprehensive Plan to be amended only once a year. The City Council has adopted an annual procedure for reviewing suggested amendments in the spring/summer and adopting a “docketing” resolution that identifies some amendments that should receive further analysis and consideration. Based on OPCD’s review of those topics, this ordinance is the Mayor’s recommendation for Council action in 2021.

**2. CAPITAL IMPROVEMENT PROGRAM**

**Does this legislation create, fund, or amend a CIP Project?** \_\_\_ Yes \_\_\_x\_\_\_ No

**3. SUMMARY OF FINANCIAL IMPLICATIONS**

**Does this legislation amend the Adopted Budget?** \_\_\_ Yes \_\_\_x\_\_\_ No

**Does the legislation have other financial impacts to the City of Seattle that are not reflected in the above, including direct or indirect, short-term or long-term costs?**

No.

**Is there financial cost or other impacts of *not* implementing the legislation?**

No.

**4. OTHER IMPLICATIONS**

**a. Does this legislation affect any departments besides the originating department?**

No.

**b. Is a public hearing required for this legislation?**

Yes. The City Council will hold a public hearing before adoption of the ordinance and is required to give a 30-day public notice for the public hearing.

**c. Is publication of notice with *The Daily Journal of Commerce* and/or *The Seattle Times* required for this legislation?**

The City Council will publish notice of the public hearing in the Daily Journal of Commerce.

**d. Does this legislation affect a piece of property?**

Yes. Please see the exhibits and legislation.

**e. Please describe any perceived implication for the principles of the Race and Social Justice Initiative. Does this legislation impact vulnerable or historically disadvantaged communities? What is the Language Access plan for any communications to the public?**

This legislation includes amendments to industrial land use policies that are intended to ensure long term sustainability of Seattle's industrial base which generates living wage jobs that are accessible without a college degree. Other City initiatives to connect BIPOC youth to these career opportunities are ongoing.

**f. Climate Change Implications**

**1. Emissions: Is this legislation likely to increase or decrease carbon emissions in a material way?**

No. These are non-project actions and will not result in increase or decrease of carbon emissions in any material way.

**2. 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.**

No.

- g. 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).**

Not applicable.

# **Director's Report and Analysis on the Mayor's Recommended Comprehensive Plan 2021 Annual Amendments**



Office of Planning and Community Development

July 2021



## **Director's Report and Analysis on the Mayor's Recommended Comprehensive Plan 2021 Annual Amendments**

### **Section 1 – Introduction**

This document describes the Mayor's recommendations for amending the City's Comprehensive Plan, Seattle 2035. The Washington State Growth Management Act (GMA) permits, with some exceptions, the City to amend its Comprehensive Plan once a year. As required by the GMA, the Comprehensive Plan (Comp Plan or Plan) includes goals and policies that guide City actions for managing future population, housing, and employment growth over a 20-year period. The Mayor recommends adoption of several amendments contained in the City Council Resolution 31970, which docketed potential amendments for consideration in 2021. The annual amendment process is described in City Council Resolution 31807 which was adopted on April 23, 2018, and consists of several phases (with adjusted timing this year due to the COVID-19 pandemic):

- The City Council accepted applications seeking Comprehensive Plan amendments from April 1, 2020 to May 15, 2020.
- Adoption of a Docketing Resolution. The Council adopted resolution 31896 on September 29, 2020, identifying amendments to be “docketed” for further consideration in the 2020-2021 cycle. This resolution also included proposed Comprehensive Plan amendments identified for future consideration by the City Council in previous legislative actions.
- Analysis of proposed amendments by the Office of Planning and Community Development (OPCD) and the Seattle Planning Commission, with recommendations to the Council for action on selected amendments. This report constitutes a summary of the analysis conducted by OPCD and its recommendations to Council.
- Consideration of recommended amendments by the City Council commencing in September of 2021.

### **Section 2 – Background on Seattle's Comprehensive Plan and Amendment Process**

The City first adopted a Comprehensive Plan in 1994 and conducted a major update of the Plan in 2015, extending the Plan's horizon to 2035, and planning for revised 20-year growth estimates. GMA requires that all comprehensive plans include seven chapters, or “elements” – land use, transportation, housing, capital facilities, utilities, parks and open space, and economic development. GMA also requires that certain cities, including Seattle, have elements in their plans that address marine container ports. In addition to the required elements, Seattle has chosen to include elements related to growth strategy, environment, arts and culture, community well-being, community

engagement, and shorelines in the City's Plan. Currently the City is preparing to launch a major update of the Comprehensive Plan with new growth estimates to be adopted in 2024.

Through its annual amendment process, the City has amended the plan nearly every year since it was first adopted. Unlike the major updates, the annual amendment process does not incorporate new growth estimates and is narrower in scope.

### **Section 3 – Docketed Amendments Recommended for Adoption**

Based on OPCD's evaluation, the Mayor recommends the following amendments be adopted into the City's Comprehensive Plan:

- Future Land Use Map amendment to expand the University District Urban Center boundaries to include the half block of adjacent land bounded by 15<sup>th</sup> Avenue NE to the east, NE Ravenna Avenue to the north, NE 56<sup>th</sup> Avenue to the south, and an alley that is the boundary to the University District Urban Center to the west.
- Future Land Use Map and text amendments changing approximately 8 acres comprising a one-block area immediately to the east of the future NE 130<sup>th</sup> Avenue Link light rail station from single-family residential to multi-family residential and commercial / mixed-use and amending locational criteria for these land use designations to include areas near transit stations outside of urban villages.
- Initial amendments to industrial land use policies to implement the Industrial and Maritime Strategy stakeholder recommendations. The first amendment is to limit future land use map amendments that remove land for Manufacturing / Industrial Centers (M/ICs) to major updates of the Comprehensive Plan or as part of a comprehensive study evaluating all industrial land in Manufacturing / Industrial Centers. The second is to establish the City's intent to work with the State of Washington to conduct a master planning process for future industrial redevelopment of the Interbay National Guard Armory site located in the Ballard-Interbay-Northend Manufacturing / Industrial Center (BINMIC).

## **University District Urban Center Future Land Use Map Amendment**

**Proposal:** Expand the University District Urban Center boundary to include the half block of adjacent land bounded by 15<sup>th</sup> Avenue NE to the east, NE Ravenna Avenue to the north, NE 56<sup>th</sup> Avenue to the south, and an alley that is the boundary to the University District Urban Center to the west (Exhibit A).

**Element:** Growth Strategy and Land Use (Future Land Use Map)

**Submitted by:** Katie Kendal on behalf of William Boudigan

### **Background**

The area subject to the proposed Future Land Use Map (FLUM) change is a half block of property currently designated multi-family residential on the FLUM and zoned LR3. Development on the land consists of predominantly multi-family structures that front on 15<sup>th</sup> Avenue NE. Immediately west of the subject area, properties that are currently part of the University District Urban Center on the FLUM are zoned LR3 and are developed with a mix of multifamily structures. To the east, across 15<sup>th</sup> Avenue NE property is designated multi-family residential on the FLUM and is zoned LR3(M) except for one parcel at the north end of the block that is designated single-family residential and zoned SF5000. The block that faces 15<sup>th</sup> Ave NE south of NE 56<sup>th</sup> St is within the University District Urban Center on the FLUM and is zoned LR3. This area is also predominantly developed with multi-family structures. To the north, across Ravenna Avenue NE land is designated multi-family residential on the FLUM and is zoned LR3(M).

Expansion of the University District Urban Center boundary to include the subject area will result in a slight increase of development capacity above its current designation. Although the zoning will remain LR3 without a mandatory housing affordability (MHA) suffix, this zone permits heights for apartments to increase from a height limit of 30 feet outside an urban center to a height of 40 feet if located in an urban center. Maximum Floor area ratio in this zone for apartments increases from 1.3 outside of an urban Center to 1.5 inside an urban center. The current maximum density of 1 dwelling unit per 800 square feet of lot area for apartments will not change. The applicant is seeking inclusion of the subject area in the Urban Center to provide future redevelopment options and will be seeking a contract rezone in the future to add an M suffix to the zoning designation. With an M suffix, permitted height would increase to 50 feet and permitted FAR would increase to 2.3. Applying an M suffix to the zone means that any future project would need to provide some affordable housing as part of the development of make a fee contribution to affordable housing.

### Height and FAR Limits in LR3 Zone

| Housing Type/FAR Limit            | Current Condition (outside Urban Center with no MHA suffix) | Proposed Condition (inside Urban Center without MHA suffix) | Proposed Condition with future contract rezone to add an MHA suffix. |
|-----------------------------------|---|---|--|
| Cottage Housing                   | 22 feet   | 22 feet   | 22 feet  |
| Rowhouse or Townhouse development | 30 feet   | 30 feet   | 50 feet  |
| Apartments                        | 30 feet   | 40 feet   | 50 feet  |
| Floor Area Ratio                  | 1.2 (except 1.3 for apartments)                             | 1.2 (except 1.5 for apartments)                             | 2.3  |

### Public Engagement

The applicant has sent notices of this proposal to all addresses within 300 feet of the area subject to the proposal and asked that comments be sent to OPCD. The notices informed recipients of the proposed action, directed them to a web site with background information, and provided an opportunity to comment. This comment period runs concurrent with the SEPA comment period from July 8 to July 22, 2021.

### Analysis

The Comprehensive Plan defines urban centers as the densest Seattle neighborhoods. They act as both regional centers and local neighborhoods that offer a diverse mix of uses, including housing and commercial activities. These areas provide a mix of goods, services, and employment for their residents and surrounding neighborhoods. Properties inside urban centers are generally within .5 miles of frequent transit.

The location of the proposed FLUM change is approximately .5 miles from the new U District station on the Sound Transit North Link light rail line, with service anticipated in October 2021, and frequent bus service is provided a half block away on University Way NE.

This FLUM change makes possible increased density (following a contract rezone) that advances the goals for urban centers. Comprehensive Plan policies that support the proposed FLUM are addressed in the table below:

| Comprehensive Plan Policy  | Proposed FLUM Amendment  |
|--|--|
| GS 1.2 Encourage investments and activities in urban centers and urban villages that will enable those areas to flourish as compact mixed-use neighborhoods designed to accommodate the majority of the city's new jobs and housing. | The existing uses and zoning for the subject area are consistent with the residential density expected for an urban center. This FLUM also make possible a contract rezone that would apply an MHA suffix thereby making increased density possible. |

|  |  |
|--|--|
| <p>GS 1.3 Establish boundaries for urban centers, urban villages, and manufacturing/industrial centers that reflect existing development patterns; potential access to services, including transit; intended community characteristics; and recognized neighborhood areas.</p> | <p>The development pattern in area subject to the proposed FLUM change is currently multi-family residential consistent with an urban center designation. The area is close to transit and access to services consistent with an urban center designation.</p> |
| <p>GS 1.6 Plan for development in urban centers and urban villages in ways that will provide all Seattle households, particularly marginalized populations, with better access to services, transit, and educational and employment opportunities.</p>                         | <p>The proposed FLUM may result in increased residential density and housing supply that is close to services, jobs, educational opportunities, and frequent transit.</p>  |
| <p>GS 1.7 Promote levels of density, mixed-uses, and transit improvements in urban centers and villages that will support walking, biking, and use of public transportation.</p>   | <p>The area subject to the proposed FLUM is well served by transit, is walkable and bikeable to major employment and educational opportunities and commercial services</p>   |

**Recommendation:** Amend the Future Land Use Map to expand the boundary of the University District Urban Center and change the designation from multi-family residential to urban center.

## 130<sup>th</sup> Street Station Future Land Use Map and Text Amendments

**Proposal:** FLUM and text amendments in the City's Comprehensive Plan that would affect property adjacent to the proposed 130<sup>th</sup> Street Link light rail station (Exhibit B).

**Element:** Growth Strategy and Land Use (including FLUM)

**Submitted by:** OPCD

### Background

This proposal addresses land use policy to leverage and support the significant regional transit investment in light rail by encouraging denser, transit-oriented development in an area immediately adjacent to the proposed 130<sup>th</sup> Street Link light rail station. The FLUM amendment affects 8.4 acres immediately east of the station site and is shown in Attachment B. The FLUM amendment changes the future land use designation of the subject area from single-family residential to multi-family residential and commercial / mixed-use. Any future development with uses or densities greater than single family will require a zone change. Text amendments to the Comprehensive Plan extend the criteria for designating multi-family residential and commercial / mixed-use land uses to station areas, such as this one, that are outside of urban villages.

In November 2008, voters approved the \$17.8 billion Sound Transit 2 (ST2) ballot measure. The plan includes transit investments in the central Puget Sound region ranging from bus rapid transit (BRT) to light rail expansion and station access improvements. Among these investments, light rail will be extended from University of Washington to Lynwood. In 2016 voters approved the \$54 billion Sound Transit 3 (ST3) ballot measure to further expand light rail and BRT options. This plan includes a light rail infill station at 130th Street intended at that time to open in 2031.

In September 2018, the Sound Transit Board approved funding to accelerate preliminary engineering to determine if the 130th Street Station could be built earlier and open in 2024 with the rest of the Lynwood Link Extension. In February 2020, the Board reviewed the preliminary engineering and cost estimates and approved funding to complete the station design and make changes to the guideway design to accommodate an integrated station at 130th Street. The Board will make a final decision about completing and opening the 130th Street Station in 2021.

OPCD initiated a station area planning process in 2019 for areas surrounding both the 130<sup>th</sup> Street station and light rail and BRT investments along the 145<sup>th</sup> Street corridor to the north. Station area planning brings together community members (everyone who lives, works, and visits in the surrounding neighborhoods) and government agencies to envision future changes for an area surrounding a future high-capacity transit station. It focuses on the area generally within a half mile (about a 10-minute walk) of a planned light rail station or a quarter mile (about a 5-minute walk) of a BRT station. The process also considers broader neighborhood, citywide, and regional needs. This process includes an analysis of existing conditions, community outreach and engagement, and coordination with city and other public agencies to develop recommendations for the future station area.

### Public Engagement

OPCD has worked closely with community stakeholders throughout this planning process. Key public engagement milestones include:

- March 2019 - an open house and online survey to identify issues and gather ideas from the community
- September 2019 – a community workshop (in-person and online) to consider different patterns of future growth in the station area
- September 2020 – a public hearing for docketing potential amendments to the Comprehensive Plan
- June to October 2020 – a series of four online Community Conversations to share information and solicit feedback on various planning topics: Vision, Mobility, Zoning & TOD, Affordable Housing & Livability
- January 2021 - Online Open House for the Draft Plan

In January of 2021 OPCD released the Draft 130th and 145th Station Area Plan for public comment ([130th and 145th Station Area Planning - OPCD | seattle.gov](#)). A short-term recommendation included in this plan is to implement a FLUM change and rezone for the area adjacent to the 130<sup>th</sup> Street station while continuing to study a broader set of FLUM changes and rezones for the full station area. This short-term action would encourage transition of key parcels directly adjacent to the station from existing single-family use to transit supportive, higher density residential and commercial uses.

### Analysis

The proposed FLUM amendment includes 8.4 acres of land immediately east of the proposed station. This site is developed with a church and administrative office and several single-family residences. Taken together, the location adjacent to a future light rail station and relatively low-density development means this location is a significant transit-oriented development opportunity.

Existing Comprehensive Plan land use policies are supportive of the kind of transit supportive development proposed here, but current restrict such use designations to urban centers and villages. Currently, this area does not meet Comprehensive Plan policies for the multi-family residential and mixed-use commercial land use designations. Proposed policy text amendments, which accompany the FLUM change, would expand the criteria for these land use designations to include areas near any transit station, including outside of urban centers and villages. Currently no other existing or proposed transit station is located outside of an urban center or village. It is possible, that in the future the location of the 130<sup>th</sup> station will support designation of the area as an urban village.

OPCD recommends the following text changes to policies in the Growth Strategy and Land Use elements as indicated (proposed changes are underlined):

- GS 1.7 Promote levels of density, mixed-uses, and transit improvements in urban centers and villages, and other residential and commercial areas near future light rail stations that will support walking, biking, and use of public transportation.

- GS 3.20 Consider taller building heights in key locations to provide visual focus and define activity centers, such as near light rail stations in urban centers and urban villages and other residential and commercial areas near future light rail stations.
- LU 8.4 Establish evaluation criteria for rezoning land to multifamily designations that support the urban village strategy and transit-oriented development, create desirable multifamily residential neighborhoods, maintain compatible scale, respect views, enhance the streetscape and pedestrian environment, and achieve an efficient use of the land without major impact on the natural environment.

The above amendments to Comprehensive Plan policies are necessary to facilitate the FLUM amendment.

**Recommendation:** Adopt the 130<sup>th</sup> Station Area FLUM amendment and related text amendments.

## Industrial Land Comprehensive Plan Amendments

**Proposal:** Amend industrial land use goals and policies for Seattle's industrial land.

**Element:** Land Use

**Submitted by:** OPCD

### Background

In December 2019, the Mayor launched the Seattle Industrial and Maritime Strategy initiative to strengthen and support Seattle's industrial and maritime sectors and the living wage jobs they provide. This is a comprehensive strategy that addresses land use, workforce development, transportation, and public safety. Guided by neighborhood and citywide stakeholders (see public engagement section, below) this strategy includes a mix of near-term and long-term implementation actions across City departments.

The majority of Seattle's industrial lands are in designated Manufacturing/Industrial Centers (M/IC), a designation in the City's Comprehensive Plan and a regional designation of the Puget Sound Regional Council and the King County Comprehensive Plan. This designation provides strong land use protections and places strict limits on the types of non-industrial land uses permitted. The Industry and Maritime Strategy land use goals focus on industrial land in the M/ICs by providing a policy framework that meets the needs of future industry, responds to emerging opportunities such as planned light rail stations, and also enhances protections for these industrial lands.

These proposed Comprehensive Plan text amendments represent the first of two implementation actions of the Industry and Maritime Strategy relating to land use. Following completion of an Environmental Impact Statement (EIS) in 2022, OPCD will propose amendments to the Comprehensive Plan creating a new industrial land use framework and an ordinance that implements this framework by amending the zoning map and revising development regulations.

### Public Engagement

The planning process for the Industry and Maritime Strategy was guided by several stakeholder groups appointed by the Mayor that reflect the range of interests in supporting Seattle's industrial and maritime sectors. Four neighborhood stakeholder groups (Ballard, Interbay, SODO, and Georgetown/South Park) brought forward neighborhood specific concerns and ideas relating to the four strategy categories listed above. The composition of these groups includes industrial businesses, developers, and neighborhood residents. A citywide stakeholder group brought forward citywide concerns and ideas relating to the strategy categories and synthesized the input of the neighborhood stakeholders. This process concluded in May of 2021 with stakeholders approving a set of 11 specific strategies.

### Proposed Amendments and Analysis

Two Comprehensive Plan text amendments are recommended for adoption in 2021:

1. A new policy that limits any FLUM amendment that takes land out of a Manufacturing / Industrial Center (M/IC) to either be adopted as part of a major update (which is currently set for every 8 years) to the City's Comprehensive Plan or as the result of a comprehensive

study of industrial lands that evaluates changes to industrial land designations within the context of the overall policy objectives for and supply of the City's industrial land in M/ICs.

2. A new policy that signals the City's intent to consider any changes in land use on the Washington State National Guard Armory in Ballard-Interbay-Northend M/IC (BINMIC) and the WOSCA site in the Greater Duwamish M/IC through a master planning process for industrial redevelopment of these sites.

1. Limits on FLUM amendments

In recent years, several annual amendment proposals have sought to remove land from M/ICs. Industrial land is finite in supply and consideration of any one proposal to remove land from an M/IC should occur through a comprehensive review of the city's industrial land use needs. These amendments include a new policy to establish higher thresholds for when such an amendment can be considered:

LU 10.3 Ensure predictability and permanence for industrial activities in industrial areas by limiting removal of land from a designated manufacturing / industrial center. There should be no reclassification of industrial land to a non-industrial land use category except as part of a City-initiated comprehensive study and review of industrial land use policies or as part of a major update to the Comprehensive Plan.

There are a number of M/ICs in the Puget Sound region, designated by the Puget Sound Regional Council, based on specific criteria including land use, zoning, and employment in industrial sectors. These industrial centers are found throughout the Puget Sound region and vary somewhat in their mix of uses. In recent years annual amendment applications to remove land from M/ICs, while not adopted, have sent a signal that land use designations in the M/ICs can change. This contributes to the kind of speculative market pressure on industrial lands that results in industrial land uses being priced out of their locations or disincentivizing investment in new industrial uses. This policy will advance the current goal of preserving industrial land for industrial use and send a clear market signal that will deter the type of speculation that deters investments in industrial activity.

2. Interbay Armory and the WOSCA site

The Washington National Guard Armory site currently owned by the State of Washington is home to a National Guard readiness center and is intended to provide a base for emergency response throughout the greater Seattle area. The site, however, consists primarily of fill material and is subject to severe liquefaction in the event of a major earthquake. For this reason, the National Guard is seeking relocation and the State will explore reuse of this site to partially finance the Guard's relocation. The State commissioned a study to evaluate alternative redevelopment scenarios including residential/commercial, residential/industrial, and all industrial alternatives. The State is considering establishing a public development authority to facilitate relocation of the National Guard and the sale/redevelopment of the Armory site.

The Armory site is approximately 25 acres in size bounded by the BNSF railroad to the west and south, Armory Way to the north, and a strip of commercial uses parallel to 15th Avenue West to the east. Currently this area is zoned IG1 and is within the boundaries of the BINMIC. The Armory site represents an important redevelopment opportunity, not just because of its size and proximity to industrial infrastructure such as freight corridors and proximity to port facilities (T91 and Fisherman's Terminal), but also because of its proximity to future light rail stations that are within walking distance of the site. These factors combined (size, location, access to light rail) and the fact that it is under single ownership mean that redevelopment could advance the goals of the Industrial and Maritime Strategy in significant ways.

The Washington-Oregon Shippers Cooperative Association ( WOSCA) site is currently owned by the Washington State Department of Transportation (WSDOT) and was used for construction and staging for SR99 replacement. The site is at the north end of the Greater Duwamish M/IC, adjacent to T46 to the west and 1<sup>st</sup> Avenue to the east. The site will be surplus by the State. The WOSCA site is approximately 4.2 acres in size, about 120 feet deep by about 1,375 feet long. The WOSCA site is currently zoned IC-65. In recent years proposals for this site have included industrial use, office development permitted by current zoning, and introduction of a broad range of uses including open space, residential, and retail. Both sites are within designated Manufacturing Industrial Centers.

The proposed amendments include a policy to establish the City's preferred approach to future redevelopment of these sites:

LU 10.24      Recognize the unique development opportunities that the Washington National Guard Armory in the BINMIC and the WOSCA site in the Greater Duwamish MIC represent. Work with the State of Washington and Washington State Department of Transportation or other future owners of these sites to develop a comprehensive redevelopment that reflects its location within a manufacturing / industrial center. Goals for these plans include features such as green infrastructure, district energy and waste management programs, and workforce equity commitments.

**Recommendation:** Adopt the proposed industrial land use policies.

## Section 4 – Docketed Amendments Analyzed and not Recommended at this Time.

### Trees

**Element: Land Use, Environment**

**Submitted by: City Council**

**Proposed Amendment:** The City received two applications to amend policies related trees, tree protection, and urban forest canopy, in the Comprehensive Plan. While similar to amendment applications that were considered and either not approved or not docketed in previous years, these were docketed by the City Council for consideration by the executive.

In consultation with the Urban Forestry Commission, Office of Sustainability and the Environment and Seattle Department of Construction and Inspections (SDCI) review of policies in the Comprehensive Plan related to trees and urban forests, to identify opportunities to better support the urban tree canopy. In developing recommendations, the Executive should consider whether there are any changes proposed in the amendment petitions listed in subsections 5(C) and 5(I) of this resolution, that would be appropriate to be included in the Comprehensive Plan. Following consultations with OSE and SDCI, OPCD does not recommend these amendments for adoption at this time.

OPCD is working with OSE, SDCI, and the Urban Forestry Commission to update the City's Urban Forestry Plan which takes a comprehensive look at programs and policies that will expand and sustain Seattle's urban forest. Following final adoption of the Urban Forestry Plan, OPCD will work with OSE and the Urban Forestry Commission to identify how the plan can be supported by amendments to the Comprehensive Plan as part of the 2024 major update.

Consistent with docket, OPCD analyzed each of element of the amendment applications referenced in the Council resolution for consideration in 2021. Below are specific items in each of the proposals and OPCD's reason for not recommending adoption currently.

The following three policy amendments were from a 2020 Comprehensive Plan amendment proposal received from Chris Lehman:

- LU 5.6: Establish setbacks in residential areas ~~as needed~~ to allow for the preservation or planting of large trees; for adequate light, air, and ground-level open space; to help provide privacy; to promote public health and urban wildlife; for compatibility with the existing development pattern; and to separate residential uses from more intensive uses.

Analysis: Setback regulations are not an appropriate approach to preserving or planting large trees. Setbacks may make it more difficult to preserve large trees since preservation often

requires the flexibility to push development capacity away from where a large tree is already located (which may not be a setback). Similarly, larger setbacks could make it more difficult to accommodate new trees on other parts of the property. For example, larger side or front setbacks could push development toward rear yards which may be a better place to preserve or plant large trees.

- LU 5.7: Employ development standards in residential zones that address the use of the ground level of new development sites to fit with existing patterns of landscaping, especially front yards in single-family residential areas, yard areas in every multifamily lot, and to encourage permeable surfaces and vegetation.

Analysis: Multifamily zones do not have yard requirements and instead have setbacks. Side and rear yards for multifamily lots reduce flexibility to achieve intended development capacities. As part of the major update OPCD will consider ways to support tree canopy in multifamily neighborhoods.

- LU 5.8: Establish tree and landscaping requirements that preserve and enhance the City’s physical and aesthetic character and recognize the value of trees and landscaping in addressing public health, urban wildlife, stormwater management, pollution reduction, heat island mitigation, and other issues.

Analysis: This statement is consistent with existing city policy and does not provide additional policy direction. Contribution of trees to public health and urban wildlife will be addressed in the major update in 2024 that incorporates recommendations of the Urban Forestry Master Plan.

The following 2020 amendment proposals were submitted by David Moehring.

#### Environment Element

- Amend Policy E1.2 to “Strive to increase citywide tree canopy coverage to 40% over time following 2018 recommendations in policy and codes made by Seattle’s Urban Forestry Commission.”

Analysis: This proposed language does not clarify or improve existing policy language. It is not appropriate for Comprehensive Plan policies to cite or reference 2018 recommendations when they may be updated or replaced within the 20-year planning period.

#### Transportation Element

- T.4.5 to state: “Enhance the public street tree canopy and landscaping in the street right-of-way. Similarly, require citywide environmental accountability of the owners and developers of private property to enhance the yards with tree canopy and landscaping facing the street.”

Analysis: It is inappropriate to establish policies for development of private property in the Transportation element. Requiring accountability for any action is not appropriate for the Comprehensive Plan and instead should be reflected in development regulations.

- Amend Seattle’s Title 23 and Title 25 codes to require for new property developments “at least a 400 square foot contiguous planting area of at least 10 feet in any direction for which to plant one or more drought resistant trees considered native to Washington.”

Analysis: This is regulatory language that is inappropriate for the Comprehensive Plan but may be appropriate in the Seattle Municipal Code.

#### Parks and Open Space Element

- Policy P3.3 Enhance wildlife habitats by restoring urban forests and expanding the tree canopy on City-owned and privately-owned land.

Analysis: This section explicitly pertains to park property so it would be inappropriate to add policies about private property in this chapter of the Comprehensive Plan.

#### Glossary

- Urban Forest: The trees and lower-growing plants (of at least 8-feet in mature growth height) that are found on public and private property within the city. This includes developed parks and natural areas, as well as the trees along streets and within yards of privately-owned properties /redundant already encompasses yards in private ownership.

Analysis: The “urban forest” is defined by the City and most other organizations as including lower-growing plants that are less than 8 feet in height. These lower-growing plants are an important part of the larger ecological system. Consequently, the proposed changes would be inconsistent with these definitions and would limit the scope of our urban forestry work.

## **Section 5 – Docketed Amendments not Analyzed, No Recommendation at this Time.**

There are several proposed Comprehensive Plan amendments that were docketed by Council in Resolution 31970 but have not been analyzed by OPCD and for which OPCD is not making any recommendation at this time. Each is briefly described below, with an explanation of why OPCD has not analyzed the proposal as part of the 2020-2021 annual amendment cycle.

### **West Seattle Bridge**

**Element:** Land Use and Transportation

**Submitted by:** City Council

**Proposed amendment:** West Seattle Bridge. In consultation with the Seattle Department of Transportation and the Seattle Department of Construction and Inspections (SDCI), review of the Transportation and Land Use Elements to assess whether any changes should be made due to the closure of the West Seattle Bridge.

**Reason for not analyzing:** At the time this amendment was docketed the timeline for replacing or repairing the West Seattle Bridge was unknown. It was possible replacement could take up to 10 years and this would result in substantial impacts to West Seattle. The intent of the proposed amendment was to identify opportunities to strengthen Comprehensive Plan policies that might support this City’s long-term mitigation of these impacts. Following adoption of the docketing resolution (Resolution 31970) it was announced that the West Seattle Bridge would be repaired and returned to service in 2022. OPCD did not see a need to conduct the review described in docketing resolution because of the relatively short period between adoption of any potential amendments and return of the bridge to service.

### **Alternative Name for Single-Family Zones**

**Element:** Land Use

**Submitted by:** City Council

**Proposed Amendment:** Recommend an alternative name for single-family zones, such as Neighborhood Residential, and propose Comprehensive Plan amendments to implement this change, as appropriate.

**Reason for not analyzing:** Given the potential relationship to other policies, level of analysis, and level of public engagement necessary, this proposal is more appropriately addressed through the major update to the Comprehensive Plan in 2024.

### **Fossil Fuels and Public Health**

**Element:** Environment, Land Use, or Utilities Elements

**Proposed Amendment:** The Council requests that OPCD, in consultation with the Seattle Department of Construction and Inspections, the Office of Sustainability, and the Environmental

Justice Committee, draft, evaluate, undertake environmental review, and provide recommendations of potential amendments to the Environment, Land Use, or Utilities Elements that would clarify the City's intent to protect the public health and meet its climate goals by limiting fossil fuel productions and storage.

**Reason for not analyzing:** The level of analysis to effectively identify and evaluate potential amendments does not align with OPCD work plan and staffing capacity currently. Work to propose and evaluate such amendments is more appropriate for the major update to the Comprehensive Plan in 2024

### **South Park Urban Village Designation**

**Element:** Growth Strategy

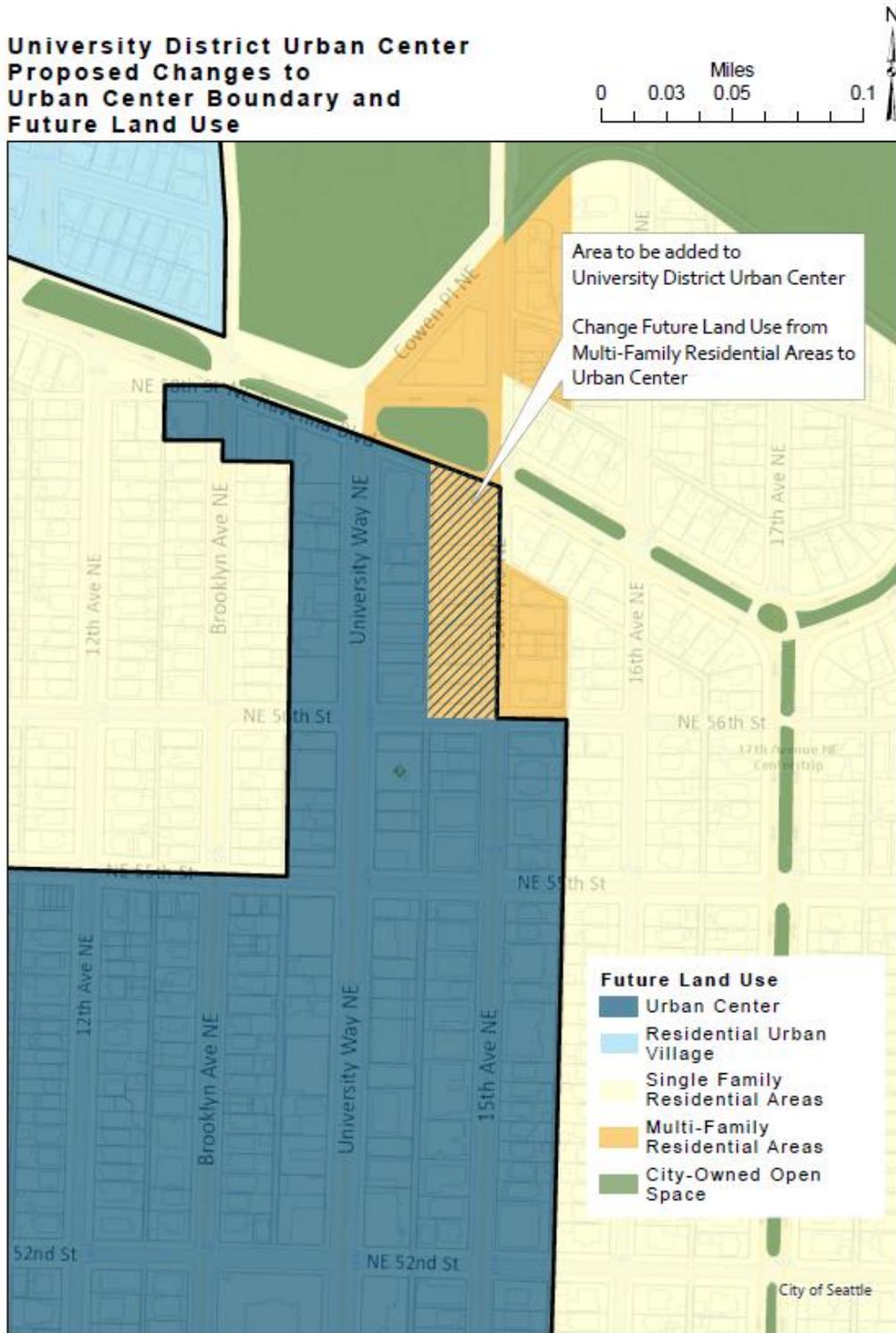
**Submitted by:** City Council

**Proposed Amendment:** Assess how the South Park neighborhood meets the criteria for Urban Village designation and provide a report to Council.

**Reason for not analyzing:** The City will be adopting a major update to the Comprehensive Plan in 2024. As part of the update, OPCD expects to review the Urban Village strategy. Whether the South Park neighborhood should continue to be designated as an Urban Village is more appropriately addressed as part of this more comprehensive work.

# Exhibit A

## University District Urban Center FLUM







September 15, 2021

## MEMORANDUM

**To:** Land Use and Neighborhoods Committee  
**From:** Lish Whitson and Eric McConaghy, Analysts  
**Subject:** Council Bills 120154 and 120155: 2021 Comprehensive Plan Amendments

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On September 22, the Land Use and Neighborhoods Committee (Committee) will discuss and hold public hearings on [Council Bill \(CB\) 120154](#) and [CB 120155](#), both related to Seattle 2035, the City's Comprehensive Plan. CB 120154, as proposed by the Mayor, would make three sets of amendments to the Comprehensive Plan. CB 120155, as proposed by Councilmembers Mosqueda and Strauss, would make multiple amendments to the plan to change the name of "single family areas" to "neighborhood residential areas." The amendments in the two CBs were among the Comprehensive Plan amendments docketed through [Resolution 31970](#) in 2020 for consideration and possible action in 2021.

This memorandum briefly describes the amendments to the Comprehensive Plan proposed in CB 120154, describes all amendments docketed in 2020 via Resolution 31970, and reports on the status for all docketed amendments with the recommendations of the Office of Planning and Community Development (OPCD) and the Seattle Planning Commission (SPC).

Please, see the [Central Staff memorandum to the Committee](#) dated July 21, 2021, for the in-depth discussion of CB 120155.

### **CB 120154**

The first and second set of amendments in CB 120154 would:

1. Amend the Future Land Use Map (FLUM) to expand the University District Urban Center boundaries to include the half block of adjacent land bounded by 15th Avenue NE to the east, NE Ravenna Avenue to the north, NE 56th Avenue to the south, and an alley that is the boundary to the University District Urban Center to the west.
2. Implement an early recommendation from the [130th and 145th Station Area Plan](#), including:
  - a. Amendments to the FLUM changing approximately 8 acres comprising a one-block area immediately to the east of the future NE 130th Avenue Link light rail station from single-family residential to multi-family residential and commercial/mixed-use; and
  - b. Amendments to the Growth Strategy and Land Use elements to support changes to zoning in residential and commercial areas near future light rail stations outside of urban villages.
3. The third set of proposed amendments would add policies to the Land Use element of the Comprehensive Plan related to manufacturing and industrial areas.

The amendments to the comprehensive plan related to manufacturing and industrial areas are still under environmental review and should be removed from the bill prior to Council action. The Council may not act on these amendments prior to completion of environmental review. The amendment found in Attachment 1 to this memorandum would remove these policies from Attachment 3 of CB 120154. The Committee should adopt this amendment prior to final action on CB 120154.

### **Amendments Docketed in 2020 via Resolution 31970**

Seattle 2035, Seattle's Comprehensive Plan, is the City's core policy document to guide the City's growth. Under the Washington State Growth Management Act, with a few limited exceptions, the City may only amend the Comprehensive Plan once a year. Most years, the Council solicits proposals for amendments to the plan from members of the public and City Departments and develops a "docket" of amendments to be considered the following year. The Council adopted the 2021-2021 docket via Resolution 31970. Resolution 31970 includes three categories of amendments:

1. Items for review and analysis by OPCD with a report in 2021;
2. Additional items for review and analysis by OPCD; and
3. Additional items that the Council anticipated considering in 2021

The following discussion describes the amendments by category and the actual 2021 outcomes for the docketed amendments to date.

#### **1. 2020-21 Docket: Items for review and analysis by OPCD with a report in 2021**

Via Resolution 31970, the Council requested OPCD to review, analyze, develop recommendations, complete environmental review, conduct public outreach, and send a recommendation to the Council in 2021 on six potential amendments:

- 1A. Expanding the boundary of the University Community Urban Center to include the west side of 15th Avenue Northeast between NE 56th Street and NE Ravenna Boulevard;
- 1B. Review of policies and maps in the Comprehensive Plan to determine whether any changes are warranted due to the failure of the West Seattle Bridge;
- 1C. Review of goals and policies in the Comprehensive Plan regarding trees;
- 1D. Amendments to change the name of single-family areas in the Comprehensive Plan and Single-family zones in the Land Use Code to a name such as "neighborhood residential;"
- 1E. Preliminary changes to the Future Land Use Map and goals and policies related to the station area around the future 130th and I-5 light rail station; and
- 1F. Preliminary changes to industrial and maritime area policies coming out of work to develop a new Industrial and Maritime Strategy.

OPCD only analyzed four of the six amendments (amendments 1A, 1C, 1E and 1F of the above list). Of the four amendment proposals OPCD analyzed, the Mayor’s proposal in CB 120154 includes amendments based on OPCD’s analysis of three of them (1A, 1E and 1F). OPCD did not recommend amendments related to trees at this time (amendment 1C) because the City is currently developing an update to the Urban Forestry Plan (UFP) with the Urban Forestry Commission (UFC). After the adoption of the updated UFP, OPCD plans to work with the Office of Sustainability and the Environment (OSE) and the UFC on possible tree amendments as part of the 2024 major update to the Comprehensive Plan.

OPCD did not analyze two amendments (amendments 1B and 1D).

OPCD declined to study the West Seattle Bridge amendment proposal (amendment 1B) because a faster timeline for repairing the bridge was identified after adoption of Resolution 31970. OPCD found the time between adoption of any amendments warranted by the failure of the bridge and the expected timing for replacement of the bridge in 2022 would be too brief for amendments to be necessary to support changes to the Comprehensive Plan related to the bridge closure.

OPCD did not analyze the proposal to change the name “single-family areas” to “neighborhood residential” (amendment 1D) because the department found that the proposal would be more appropriately addressed through the major update to the Comprehensive Plan in 2024. Councilmembers Mosqueda and Strauss are sponsoring CB 120155 to change the name of single-family areas to “neighborhood residential.”

See the Director’s Report on the 2021 Annual Amendments to the Seattle Comprehensive Plan (Attachment 2), for OPCD’s full report on its work and its recommendations.

## 2. 2020-21 Docket: Additional items for review and analysis by OPCD

In the second section of Resolution 31970, Council communicated its intent to consider certain amendments when review, analysis, environmental review, and public engagement is complete. The amendments were organized into four topics:

- 2A. Review of whether the South Park urban village meets the criteria for an urban village;
- 2B. Completion of the work around the N 130th Street and Interstate 5 light rail station, including consideration of whether a new urban village should be designated in the area;
- 2C. Amendments related to reducing the impacts of fossil fuel production and storage on public health and climate goals; and
- 2D. Completion of the City’s Industrial and Maritime Strategy.

Per the Resolution, the Council would have considered these as part of the 2021 amendments if the necessary review had been completed during the 2020-21 annual cycle.

Otherwise, the Resolution communicates the Council’s request to OPCD for an update on the status of these amendments or timeline for their completion.

Regarding amendment items 2B and 2D, OPCD is continuing work on these topics and recommended amendments as described earlier in this memo. OPCD did not analyze items 2A and 2C stating that they would be more appropriately addressed as part of the major update to the Comprehensive Plan. See the Director’s Report for more detail.

Council did include amendment items 2A and 2C as part of the 2021-22 Comprehensive Plan amendment docket, adopted August via [Resolution 32010](#).

3. 2020-21 Docket: Additional items that the Council anticipated considering in 2021

At the time of adoption of Resolution 31970, the Council was reviewing one set of amendments dealing with impact fees. Rather than requesting OPCD to undertake this work, the Council intended to review and analyze this topic with a goal to have a proposal available for consideration in 2021.

Work with a consultant on an updated rate study and project list for transportation impact fees is ongoing. A future project list could include projects authorized under either the Growth Management Act impact fee authority or the City’s authority as a Transportation Benefit District. Council is not prepared at this time to consider impact fee amendments but did docket them as part of Resolution 32010.

Seattle Planning Commission Recommendations

For the entire collection of the 2020-21 docketed amendments, Resolution 31970 included the Council’s request to the SPC to review all amendment proposals by OPCD or the Council in 2021 and send their recommendations to the Council. On August 13, 2021, SPC reviewed the amendments proposed in 2021 and sent a letter to the Council with their recommendations (Attachment 3).

In their letter to the Council, SPC recommended the amendments included in the Mayor’s proposal, CB 120154, for approval:

- FLUM amendment to extend the University District Urban Center;
- 130<sup>th</sup> Street Station FLUM and Comprehensive Plan text amendments; and
- Industrial land text amendments – new policies

SPC also expressed strong support for strengthening protections for industrially zoned lands and for the name change for single-family areas. Please, see Attachment 2 for SPC’s complete set of recommendations and commentary.

**Next Steps**

The Committee will hold public hearings on Council Bills 120154 and 120155 on September 22. The Committee is currently scheduled to vote on the bills at its September 24 meeting.

**Attachments:**

1. Amendment 1: Substitute for Attachment 3 to CB 120154
2. OPCD Director's Report, 2021 Annual Amendments to the Seattle Comprehensive Plan
3. Seattle Planning Commission 2020-2021 Comprehensive Plan Amendment Recommendations

cc: Esther Handy, Director  
Aly Pennucci, Policy and Budget Manager

Attachment 1 – Amendment 1: Substitute for Attachment 3 to CB 120154

Eric McConaghy

**Date: September 2, 2021**

**Version: 1**

**Amendment 1**

**to**

**CB 120154 - OPCD 2020-2021 Comprehensive Plan Annual Amendments ORD**

**Sponsor: CM Strauss**

Substitute Attachment 3 to CB 120154

This substitute Attachment 3 to CB 120154, version2, does not include the text amendments to the Comprehensive Plan dealing with industrial areas that were included in the Attachment 3, version 1, as transmitted by the Mayor. Changes compared to version 1 of Attachment 3 to 120154 are tracked in the substitute in red. Otherwise, the substitute Attachment 3 is the same as transmitted.

**Effect: No changes to industrial land policies would be affected with the approval of CB 120154.**

## Comprehensive Plan Text Amendments

### Citywide Planning

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### Growth Strategy

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### Urban Village Strategy

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### POLICIES

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**GS 1.7** Promote levels of density, mixed-uses, and transit improvements in urban centers and villages, and other residential and commercial areas near future light rail stations that will support walking, biking, and use of public transportation.

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### Urban Design

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### Built Environment

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**GS 3.20** Consider taller building heights in key locations to provide visual focus and define activity centers, such as near light rail stations in urban centers and urban villages and other residential and commercial areas near future light rail stations.

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### Land Use

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### Multifamily Residential Areas

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### POLICIES

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**LU 8.4** Establish evaluation criteria for rezoning land to multifamily designations that support the urban village strategy and transit-oriented development, create desirable multifamily residential neighborhoods, maintain compatible scale, respect views, enhance the streetscape and pedestrian environment, and achieve an efficient use of the land without major impact on the natural environment.

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**Industrial Areas**

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**POLICIES**

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~~**LU 10.28** Permit commercial uses in industrial areas to the extent that they reinforce the industrial character, and limit specified non-industrial uses, including office and retail development, in order to preserve these areas for industrial development.~~

~~**LU 10.29** Ensure predictability and permanence for industrial activities in industrial areas by limiting changes in industrial land use designation. There should be no reclassification of industrial land to a non-industrial land use category except as part of a City-initiated comprehensive study and review of industrial land use policies or as part of a major update to the Comprehensive Plan.~~

~~**LU 10.30** Recognize the unique development opportunity that the Washington National Guard Armory in the BINMIC represents. Work with the State of Washington or other future owners of this site to develop a comprehensive industrial development plan. Goals for this plan include green infrastructure, consolidated waste management programs, and workforce equity commitments.~~

# **Director's Report and Analysis on the Mayor's Recommended Comprehensive Plan 2021 Annual Amendments**



Office of Planning and Community Development

July 2021



## **Director's Report and Analysis on the Mayor's Recommended Comprehensive Plan 2021 Annual Amendments**

### **Section 1 – Introduction**

This document describes the Mayor's recommendations for amending the City's Comprehensive Plan, Seattle 2035. The Washington State Growth Management Act (GMA) permits, with some exceptions, the City to amend its Comprehensive Plan once a year. As required by the GMA, the Comprehensive Plan (Comp Plan or Plan) includes goals and policies that guide City actions for managing future population, housing, and employment growth over a 20-year period. The Mayor recommends adoption of several amendments contained in the City Council Resolution 31970, which docketed potential amendments for consideration in 2021. The annual amendment process is described in City Council Resolution 31807 which was adopted on April 23, 2018, and consists of several phases (with adjusted timing this year due to the COVID-19 pandemic):

- The City Council accepted applications seeking Comprehensive Plan amendments from April 1, 2020 to May 15, 2020.
- Adoption of a Docketing Resolution. The Council adopted resolution 31896 on September 29, 2020, identifying amendments to be “docketed” for further consideration in the 2020-2021 cycle. This resolution also included proposed Comprehensive Plan amendments identified for future consideration by the City Council in previous legislative actions.
- Analysis of proposed amendments by the Office of Planning and Community Development (OPCD) and the Seattle Planning Commission, with recommendations to the Council for action on selected amendments. This report constitutes a summary of the analysis conducted by OPCD and its recommendations to Council.
- Consideration of recommended amendments by the City Council commencing in September of 2021.

### **Section 2 – Background on Seattle's Comprehensive Plan and Amendment Process**

The City first adopted a Comprehensive Plan in 1994 and conducted a major update of the Plan in 2015, extending the Plan's horizon to 2035, and planning for revised 20-year growth estimates. GMA requires that all comprehensive plans include seven chapters, or “elements” – land use, transportation, housing, capital facilities, utilities, parks and open space, and economic development. GMA also requires that certain cities, including Seattle, have elements in their plans that address marine container ports. In addition to the required elements, Seattle has chosen to include elements related to growth strategy, environment, arts and culture, community well-being, community

engagement, and shorelines in the City's Plan. Currently the City is preparing to launch a major update of the Comprehensive Plan with new growth estimates to be adopted in 2024.

Through its annual amendment process, the City has amended the plan nearly every year since it was first adopted. Unlike the major updates, the annual amendment process does not incorporate new growth estimates and is narrower in scope.

### **Section 3 – Docketed Amendments Recommended for Adoption**

Based on OPCD's evaluation, the Mayor recommends the following amendments be adopted into the City's Comprehensive Plan:

- Future Land Use Map amendment to expand the University District Urban Center boundaries to include the half block of adjacent land bounded by 15<sup>th</sup> Avenue NE to the east, NE Ravenna Avenue to the north, NE 56<sup>th</sup> Avenue to the south, and an alley that is the boundary to the University District Urban Center to the west.
- Future Land Use Map and text amendments changing approximately 8 acres comprising a one-block area immediately to the east of the future NE 130<sup>th</sup> Avenue Link light rail station from single-family residential to multi-family residential and commercial / mixed-use and amending locational criteria for these land use designations to include areas near transit stations outside of urban villages.
- Initial amendments to industrial land use policies to implement the Industrial and Maritime Strategy stakeholder recommendations. The first amendment is to limit future land use map amendments that remove land for Manufacturing / Industrial Centers (M/ICs) to major updates of the Comprehensive Plan or as part of a comprehensive study evaluating all industrial land in Manufacturing / Industrial Centers. The second is to establish the City's intent to work with the State of Washington to conduct a master planning process for future industrial redevelopment of the Interbay National Guard Armory site located in the Ballard-Interbay-Northend Manufacturing / Industrial Center (BINMIC).

## **University District Urban Center Future Land Use Map Amendment**

**Proposal:** Expand the University District Urban Center boundary to include the half block of adjacent land bounded by 15<sup>th</sup> Avenue NE to the east, NE Ravenna Avenue to the north, NE 56<sup>th</sup> Avenue to the south, and an alley that is the boundary to the University District Urban Center to the west (Exhibit A).

**Element:** Growth Strategy and Land Use (Future Land Use Map)

**Submitted by:** Katie Kendal on behalf of William Boudigan

### **Background**

The area subject to the proposed Future Land Use Map (FLUM) change is a half block of property currently designated multi-family residential on the FLUM and zoned LR3. Development on the land consists of predominantly multi-family structures that front on 15<sup>th</sup> Avenue NE. Immediately west of the subject area, properties that are currently part of the University District Urban Center on the FLUM are zoned LR3 and are developed with a mix of multifamily structures. To the east, across 15<sup>th</sup> Avenue NE property is designated multi-family residential on the FLUM and is zoned LR3(M) except for one parcel at the north end of the block that is designated single-family residential and zoned SF5000. The block that faces 15<sup>th</sup> Ave NE south of NE 56<sup>th</sup> St is within the University District Urban Center on the FLUM and is zoned LR3. This area is also predominantly developed with multi-family structures. To the north, across Ravenna Avenue NE land is designated multi-family residential on the FLUM and is zoned LR3(M).

Expansion of the University District Urban Center boundary to include the subject area will result in a slight increase of development capacity above its current designation. Although the zoning will remain LR3 without a mandatory housing affordability (MHA) suffix, this zone permits heights for apartments to increase from a height limit of 30 feet outside an urban center to a height of 40 feet if located in an urban center. Maximum Floor area ratio in this zone for apartments increases from 1.3 outside of an urban Center to 1.5 inside an urban center. The current maximum density of 1 dwelling unit per 800 square feet of lot area for apartments will not change. The applicant is seeking inclusion of the subject area in the Urban Center to provide future redevelopment options and will be seeking a contract rezone in the future to add an M suffix to the zoning designation. With an M suffix, permitted height would increase to 50 feet and permitted FAR would increase to 2.3. Applying an M suffix to the zone means that any future project would need to provide some affordable housing as part of the development of make a fee contribution to affordable housing.

### Height and FAR Limits in LR3 Zone

| Housing Type/FAR Limit            | Current Condition (outside Urban Center with no MHA suffix) | Proposed Condition (inside Urban Center without MHA suffix) | Proposed Condition with future contract rezone to add an MHA suffix. |
|-----------------------------------|---|---|--|
| Cottage Housing                   | 22 feet   | 22 feet   | 22 feet  |
| Rowhouse or Townhouse development | 30 feet   | 30 feet   | 50 feet  |
| Apartments                        | 30 feet   | 40 feet   | 50 feet  |
| Floor Area Ratio                  | 1.2 (except 1.3 for apartments)                             | 1.2 (except 1.5 for apartments)                             | 2.3  |

### Public Engagement

The applicant has sent notices of this proposal to all addresses within 300 feet of the area subject to the proposal and asked that comments be sent to OPCD. The notices informed recipients of the proposed action, directed them to a web site with background information, and provided an opportunity to comment. This comment period runs concurrent with the SEPA comment period from July 8 to July 22, 2021.

### Analysis

The Comprehensive Plan defines urban centers as the densest Seattle neighborhoods. They act as both regional centers and local neighborhoods that offer a diverse mix of uses, including housing and commercial activities. These areas provide a mix of goods, services, and employment for their residents and surrounding neighborhoods. Properties inside urban centers are generally within .5 miles of frequent transit.

The location of the proposed FLUM change is approximately .5 miles from the new U District station on the Sound Transit North Link light rail line, with service anticipated in October 2021, and frequent bus service is provided a half block away on University Way NE.

This FLUM change makes possible increased density (following a contract rezone) that advances the goals for urban centers. Comprehensive Plan policies that support the proposed FLUM are addressed in the table below:

| Comprehensive Plan Policy  | Proposed FLUM Amendment  |
|--|--|
| GS 1.2 Encourage investments and activities in urban centers and urban villages that will enable those areas to flourish as compact mixed-use neighborhoods designed to accommodate the majority of the city's new jobs and housing. | The existing uses and zoning for the subject area are consistent with the residential density expected for an urban center. This FLUM also make possible a contract rezone that would apply an MHA suffix thereby making increased density possible. |

|  |  |
|--|--|
| <p>GS 1.3 Establish boundaries for urban centers, urban villages, and manufacturing/industrial centers that reflect existing development patterns; potential access to services, including transit; intended community characteristics; and recognized neighborhood areas.</p> | <p>The development pattern in area subject to the proposed FLUM change is currently multi-family residential consistent with an urban center designation. The area is close to transit and access to services consistent with an urban center designation.</p> |
| <p>GS 1.6 Plan for development in urban centers and urban villages in ways that will provide all Seattle households, particularly marginalized populations, with better access to services, transit, and educational and employment opportunities.</p>                         | <p>The proposed FLUM may result in increased residential density and housing supply that is close to services, jobs, educational opportunities, and frequent transit.</p>  |
| <p>GS 1.7 Promote levels of density, mixed-uses, and transit improvements in urban centers and villages that will support walking, biking, and use of public transportation.</p>   | <p>The area subject to the proposed FLUM is well served by transit, is walkable and bikeable to major employment and educational opportunities and commercial services</p>   |

**Recommendation:** Amend the Future Land Use Map to expand the boundary of the University District Urban Center and change the designation from multi-family residential to urban center.

## 130<sup>th</sup> Street Station Future Land Use Map and Text Amendments

**Proposal:** FLUM and text amendments in the City's Comprehensive Plan that would affect property adjacent to the proposed 130<sup>th</sup> Street Link light rail station (Exhibit B).

**Element:** Growth Strategy and Land Use (including FLUM)

**Submitted by:** OPCD

### Background

This proposal addresses land use policy to leverage and support the significant regional transit investment in light rail by encouraging denser, transit-oriented development in an area immediately adjacent to the proposed 130<sup>th</sup> Street Link light rail station. The FLUM amendment affects 8.4 acres immediately east of the station site and is shown in Attachment B. The FLUM amendment changes the future land use designation of the subject area from single-family residential to multi-family residential and commercial / mixed-use. Any future development with uses or densities greater than single family will require a zone change. Text amendments to the Comprehensive Plan extend the criteria for designating multi-family residential and commercial / mixed-use land uses to station areas, such as this one, that are outside of urban villages.

In November 2008, voters approved the \$17.8 billion Sound Transit 2 (ST2) ballot measure. The plan includes transit investments in the central Puget Sound region ranging from bus rapid transit (BRT) to light rail expansion and station access improvements. Among these investments, light rail will be extended from University of Washington to Lynwood. In 2016 voters approved the \$54 billion Sound Transit 3 (ST3) ballot measure to further expand light rail and BRT options. This plan includes a light rail infill station at 130th Street intended at that time to open in 2031.

In September 2018, the Sound Transit Board approved funding to accelerate preliminary engineering to determine if the 130th Street Station could be built earlier and open in 2024 with the rest of the Lynwood Link Extension. In February 2020, the Board reviewed the preliminary engineering and cost estimates and approved funding to complete the station design and make changes to the guideway design to accommodate an integrated station at 130th Street. The Board will make a final decision about completing and opening the 130th Street Station in 2021.

OPCD initiated a station area planning process in 2019 for areas surrounding both the 130<sup>th</sup> Street station and light rail and BRT investments along the 145<sup>th</sup> Street corridor to the north. Station area planning brings together community members (everyone who lives, works, and visits in the surrounding neighborhoods) and government agencies to envision future changes for an area surrounding a future high-capacity transit station. It focuses on the area generally within a half mile (about a 10-minute walk) of a planned light rail station or a quarter mile (about a 5-minute walk) of a BRT station. The process also considers broader neighborhood, citywide, and regional needs. This process includes an analysis of existing conditions, community outreach and engagement, and coordination with city and other public agencies to develop recommendations for the future station area.

### Public Engagement

OPCD has worked closely with community stakeholders throughout this planning process. Key public engagement milestones include:

- March 2019 - an open house and online survey to identify issues and gather ideas from the community
- September 2019 – a community workshop (in-person and online) to consider different patterns of future growth in the station area
- September 2020 – a public hearing for docketing potential amendments to the Comprehensive Plan
- June to October 2020 – a series of four online Community Conversations to share information and solicit feedback on various planning topics: Vision, Mobility, Zoning & TOD, Affordable Housing & Livability
- January 2021 - Online Open House for the Draft Plan

In January of 2021 OPCD released the Draft 130th and 145th Station Area Plan for public comment ([130th and 145th Station Area Planning - OPCD | seattle.gov](#)). A short-term recommendation included in this plan is to implement a FLUM change and rezone for the area adjacent to the 130<sup>th</sup> Street station while continuing to study a broader set of FLUM changes and rezones for the full station area. This short-term action would encourage transition of key parcels directly adjacent to the station from existing single-family use to transit supportive, higher density residential and commercial uses.

### Analysis

The proposed FLUM amendment includes 8.4 acres of land immediately east of the proposed station. This site is developed with a church and administrative office and several single-family residences. Taken together, the location adjacent to a future light rail station and relatively low-density development means this location is a significant transit-oriented development opportunity.

Existing Comprehensive Plan land use policies are supportive of the kind of transit supportive development proposed here, but current restrict such use designations to urban centers and villages. Currently, this area does not meet Comprehensive Plan policies for the multi-family residential and mixed-use commercial land use designations. Proposed policy text amendments, which accompany the FLUM change, would expand the criteria for these land use designations to include areas near any transit station, including outside of urban centers and villages. Currently no other existing or proposed transit station is located outside of an urban center or village. It is possible, that in the future the location of the 130<sup>th</sup> station will support designation of the area as an urban village.

OPCD recommends the following text changes to policies in the Growth Strategy and Land Use elements as indicated (proposed changes are underlined):

- GS 1.7 Promote levels of density, mixed-uses, and transit improvements in urban centers and villages, and other residential and commercial areas near future light rail stations that will support walking, biking, and use of public transportation.

- GS 3.20 Consider taller building heights in key locations to provide visual focus and define activity centers, such as near light rail stations in urban centers and urban villages and other residential and commercial areas near future light rail stations.
- LU 8.4 Establish evaluation criteria for rezoning land to multifamily designations that support the urban village strategy and transit-oriented development, create desirable multifamily residential neighborhoods, maintain compatible scale, respect views, enhance the streetscape and pedestrian environment, and achieve an efficient use of the land without major impact on the natural environment.

The above amendments to Comprehensive Plan policies are necessary to facilitate the FLUM amendment.

**Recommendation:** Adopt the 130<sup>th</sup> Station Area FLUM amendment and related text amendments.

## Industrial Land Comprehensive Plan Amendments

**Proposal:** Amend industrial land use goals and policies for Seattle's industrial land.

**Element:** Land Use

**Submitted by:** OPCD

### Background

In December 2019, the Mayor launched the Seattle Industrial and Maritime Strategy initiative to strengthen and support Seattle's industrial and maritime sectors and the living wage jobs they provide. This is a comprehensive strategy that addresses land use, workforce development, transportation, and public safety. Guided by neighborhood and citywide stakeholders (see public engagement section, below) this strategy includes a mix of near-term and long-term implementation actions across City departments.

The majority of Seattle's industrial lands are in designated Manufacturing/Industrial Centers (M/IC), a designation in the City's Comprehensive Plan and a regional designation of the Puget Sound Regional Council and the King County Comprehensive Plan. This designation provides strong land use protections and places strict limits on the types of non-industrial land uses permitted. The Industry and Maritime Strategy land use goals focus on industrial land in the M/ICs by providing a policy framework that meets the needs of future industry, responds to emerging opportunities such as planned light rail stations, and also enhances protections for these industrial lands.

These proposed Comprehensive Plan text amendments represent the first of two implementation actions of the Industry and Maritime Strategy relating to land use. Following completion of an Environmental Impact Statement (EIS) in 2022, OPCD will propose amendments to the Comprehensive Plan creating a new industrial land use framework and an ordinance that implements this framework by amending the zoning map and revising development regulations.

### Public Engagement

The planning process for the Industry and Maritime Strategy was guided by several stakeholder groups appointed by the Mayor that reflect the range of interests in supporting Seattle's industrial and maritime sectors. Four neighborhood stakeholder groups (Ballard, Interbay, SODO, and Georgetown/South Park) brought forward neighborhood specific concerns and ideas relating to the four strategy categories listed above. The composition of these groups includes industrial businesses, developers, and neighborhood residents. A citywide stakeholder group brought forward citywide concerns and ideas relating to the strategy categories and synthesized the input of the neighborhood stakeholders. This process concluded in May of 2021 with stakeholders approving a set of 11 specific strategies.

### Proposed Amendments and Analysis

Two Comprehensive Plan text amendments are recommended for adoption in 2021:

1. A new policy that limits any FLUM amendment that takes land out of a Manufacturing / Industrial Center (M/IC) to either be adopted as part of a major update (which is currently set for every 8 years) to the City's Comprehensive Plan or as the result of a comprehensive

study of industrial lands that evaluates changes to industrial land designations within the context of the overall policy objectives for and supply of the City's industrial land in M/ICs.

2. A new policy that signals the City's intent to consider any changes in land use on the Washington State National Guard Armory in Ballard-Interbay-Northend M/IC (BINMIC) and the WOSCA site in the Greater Duwamish M/IC through a master planning process for industrial redevelopment of these sites.

1. Limits on FLUM amendments

In recent years, several annual amendment proposals have sought to remove land from M/ICs. Industrial land is finite in supply and consideration of any one proposal to remove land from an M/IC should occur through a comprehensive review of the city's industrial land use needs. These amendments include a new policy to establish higher thresholds for when such an amendment can be considered:

LU 10.3 Ensure predictability and permanence for industrial activities in industrial areas by limiting removal of land from a designated manufacturing / industrial center. There should be no reclassification of industrial land to a non-industrial land use category except as part of a City-initiated comprehensive study and review of industrial land use policies or as part of a major update to the Comprehensive Plan.

There are a number of M/ICs in the Puget Sound region, designated by the Puget Sound Regional Council, based on specific criteria including land use, zoning, and employment in industrial sectors. These industrial centers are found throughout the Puget Sound region and vary somewhat in their mix of uses. In recent years annual amendment applications to remove land from M/ICs, while not adopted, have sent a signal that land use designations in the M/ICs can change. This contributes to the kind of speculative market pressure on industrial lands that results in industrial land uses being priced out of their locations or disincentivizing investment in new industrial uses. This policy will advance the current goal of preserving industrial land for industrial use and send a clear market signal that will deter the type of speculation that deters investments in industrial activity.

2. Interbay Armory and the WOSCA site

The Washington National Guard Armory site currently owned by the State of Washington is home to a National Guard readiness center and is intended to provide a base for emergency response throughout the greater Seattle area. The site, however, consists primarily of fill material and is subject to severe liquefaction in the event of a major earthquake. For this reason, the National Guard is seeking relocation and the State will explore reuse of this site to partially finance the Guard's relocation. The State commissioned a study to evaluate alternative redevelopment scenarios including residential/commercial, residential/industrial, and all industrial alternatives. The State is considering establishing a public development authority to facilitate relocation of the National Guard and the sale/redevelopment of the Armory site.

The Armory site is approximately 25 acres in size bounded by the BNSF railroad to the west and south, Armory Way to the north, and a strip of commercial uses parallel to 15th Avenue West to the east. Currently this area is zoned IG1 and is within the boundaries of the BINMIC. The Armory site represents an important redevelopment opportunity, not just because of its size and proximity to industrial infrastructure such as freight corridors and proximity to port facilities (T91 and Fisherman's Terminal), but also because of its proximity to future light rail stations that are within walking distance of the site. These factors combined (size, location, access to light rail) and the fact that it is under single ownership mean that redevelopment could advance the goals of the Industrial and Maritime Strategy in significant ways.

The Washington-Oregon Shippers Cooperative Association ( WOSCA) site is currently owned by the Washington State Department of Transportation (WSDOT) and was used for construction and staging for SR99 replacement. The site is at the north end of the Greater Duwamish M/IC, adjacent to T46 to the west and 1<sup>st</sup> Avenue to the east. The site will be surplus by the State. The WOSCA site is approximately 4.2 acres in size, about 120 feet deep by about 1,375 feet long. The WOSCA site is currently zoned IC-65. In recent years proposals for this site have included industrial use, office development permitted by current zoning, and introduction of a broad range of uses including open space, residential, and retail. Both sites are within designated Manufacturing Industrial Centers.

The proposed amendments include a policy to establish the City's preferred approach to future redevelopment of these sites:

LU 10.24      Recognize the unique development opportunities that the Washington National Guard Armory in the BINMIC and the WOSCA site in the Greater Duwamish MIC represent. Work with the State of Washington and Washington State Department of Transportation or other future owners of these sites to develop a comprehensive redevelopment that reflects its location within a manufacturing / industrial center. Goals for these plans include features such as green infrastructure, district energy and waste management programs, and workforce equity commitments.

**Recommendation:** Adopt the proposed industrial land use policies.

## Section 4 – Docketed Amendments Analyzed and not Recommended at this Time.

### Trees

**Element: Land Use, Environment**

**Submitted by: City Council**

**Proposed Amendment:** The City received two applications to amend policies related trees, tree protection, and urban forest canopy, in the Comprehensive Plan. While similar to amendment applications that were considered and either not approved or not docketed in previous years, these were docketed by the City Council for consideration by the executive.

In consultation with the Urban Forestry Commission, Office of Sustainability and the Environment and Seattle Department of Construction and Inspections (SDCI) review of policies in the Comprehensive Plan related to trees and urban forests, to identify opportunities to better support the urban tree canopy. In developing recommendations, the Executive should consider whether there are any changes proposed in the amendment petitions listed in subsections 5(C) and 5(I) of this resolution, that would be appropriate to be included in the Comprehensive Plan. Following consultations with OSE and SDCI, OPCD does not recommend these amendments for adoption at this time.

OPCD is working with OSE, SDCI, and the Urban Forestry Commission to update the City's Urban Forestry Plan which takes a comprehensive look at programs and policies that will expand and sustain Seattle's urban forest. Following final adoption of the Urban Forestry Plan, OPCD will work with OSE and the Urban Forestry Commission to identify how the plan can be supported by amendments to the Comprehensive Plan as part of the 2024 major update.

Consistent with docket, OPCD analyzed each of element of the amendment applications referenced in the Council resolution for consideration in 2021. Below are specific items in each of the proposals and OPCD's reason for not recommending adoption currently.

The following three policy amendments were from a 2020 Comprehensive Plan amendment proposal received from Chris Lehman:

- LU 5.6: Establish setbacks in residential areas ~~as needed~~ to allow for the preservation or planting of large trees; for adequate light, air, and ground-level open space; to help provide privacy; to promote public health and urban wildlife; for compatibility with the existing development pattern; and to separate residential uses from more intensive uses.

Analysis: Setback regulations are not an appropriate approach to preserving or planting large trees. Setbacks may make it more difficult to preserve large trees since preservation often

requires the flexibility to push development capacity away from where a large tree is already located (which may not be a setback). Similarly, larger setbacks could make it more difficult to accommodate new trees on other parts of the property. For example, larger side or front setbacks could push development toward rear yards which may be a better place to preserve or plant large trees.

- LU 5.7: Employ development standards in residential zones that address the use of the ground level of new development sites to fit with existing patterns of landscaping, especially front yards in single-family residential areas, yard areas in every multifamily lot, and to encourage permeable surfaces and vegetation.

Analysis: Multifamily zones do not have yard requirements and instead have setbacks. Side and rear yards for multifamily lots reduce flexibility to achieve intended development capacities. As part of the major update OPCD will consider ways to support tree canopy in multifamily neighborhoods.

- LU 5.8: Establish tree and landscaping requirements that preserve and enhance the City’s physical and aesthetic character and recognize the value of trees and landscaping in addressing public health, urban wildlife, stormwater management, pollution reduction, heat island mitigation, and other issues.

Analysis: This statement is consistent with existing city policy and does not provide additional policy direction. Contribution of trees to public health and urban wildlife will be addressed in the major update in 2024 that incorporates recommendations of the Urban Forestry Master Plan.

The following 2020 amendment proposals were submitted by David Moehring.

#### Environment Element

- Amend Policy E1.2 to “Strive to increase citywide tree canopy coverage to 40% over time following 2018 recommendations in policy and codes made by Seattle’s Urban Forestry Commission.”

Analysis: This proposed language does not clarify or improve existing policy language. It is not appropriate for Comprehensive Plan policies to cite or reference 2018 recommendations when they may be updated or replaced within the 20-year planning period.

#### Transportation Element

- T.4.5 to state: “Enhance the public street tree canopy and landscaping in the street right-of-way. Similarly, require citywide environmental accountability of the owners and developers of private property to enhance the yards with tree canopy and landscaping facing the street.”

Analysis: It is inappropriate to establish policies for development of private property in the Transportation element. Requiring accountability for any action is not appropriate for the Comprehensive Plan and instead should be reflected in development regulations.

- Amend Seattle’s Title 23 and Title 25 codes to require for new property developments “at least a 400 square foot contiguous planting area of at least 10 feet in any direction for which to plant one or more drought resistant trees considered native to Washington.”

Analysis: This is regulatory language that is inappropriate for the Comprehensive Plan but may be appropriate in the Seattle Municipal Code.

#### Parks and Open Space Element

- Policy P3.3 Enhance wildlife habitats by restoring urban forests and expanding the tree canopy on City-owned and privately-owned land.

Analysis: This section explicitly pertains to park property so it would be inappropriate to add policies about private property in this chapter of the Comprehensive Plan.

#### Glossary

- Urban Forest: The trees and lower-growing plants (of at least 8-feet in mature growth height) that are found on public and private property within the city. This includes developed parks and natural areas, as well as the trees along streets and within yards of privately-owned properties /redundant already encompasses yards in private ownership.

Analysis: The “urban forest” is defined by the City and most other organizations as including lower-growing plants that are less than 8 feet in height. These lower-growing plants are an important part of the larger ecological system. Consequently, the proposed changes would be inconsistent with these definitions and would limit the scope of our urban forestry work.

## **Section 5 – Docketed Amendments not Analyzed, No Recommendation at this Time.**

There are several proposed Comprehensive Plan amendments that were docketed by Council in Resolution 31970 but have not been analyzed by OPCD and for which OPCD is not making any recommendation at this time. Each is briefly described below, with an explanation of why OPCD has not analyzed the proposal as part of the 2020-2021 annual amendment cycle.

### **West Seattle Bridge**

**Element:** Land Use and Transportation

**Submitted by:** City Council

**Proposed amendment:** West Seattle Bridge. In consultation with the Seattle Department of Transportation and the Seattle Department of Construction and Inspections (SDCI), review of the Transportation and Land Use Elements to assess whether any changes should be made due to the closure of the West Seattle Bridge.

**Reason for not analyzing:** At the time this amendment was docketed the timeline for replacing or repairing the West Seattle Bridge was unknown. It was possible replacement could take up to 10 years and this would result in substantial impacts to West Seattle. The intent of the proposed amendment was to identify opportunities to strengthen Comprehensive Plan policies that might support this City's long-term mitigation of these impacts. Following adoption of the docketing resolution (Resolution 31970) it was announced that the West Seattle Bridge would be repaired and returned to service in 2022. OPCD did not see a need to conduct the review described in docketing resolution because of the relatively short period between adoption of any potential amendments and return of the bridge to service.

### **Alternative Name for Single-Family Zones**

**Element:** Land Use

**Submitted by:** City Council

**Proposed Amendment:** Recommend an alternative name for single-family zones, such as Neighborhood Residential, and propose Comprehensive Plan amendments to implement this change, as appropriate.

**Reason for not analyzing:** Given the potential relationship to other policies, level of analysis, and level of public engagement necessary, this proposal is more appropriately addressed through the major update to the Comprehensive Plan in 2024.

### **Fossil Fuels and Public Health**

**Element:** Environment, Land Use, or Utilities Elements

**Proposed Amendment:** The Council requests that OPCD, in consultation with the Seattle Department of Construction and Inspections, the Office of Sustainability, and the Environmental

Justice Committee, draft, evaluate, undertake environmental review, and provide recommendations of potential amendments to the Environment, Land Use, or Utilities Elements that would clarify the City's intent to protect the public health and meet its climate goals by limiting fossil fuel productions and storage.

**Reason for not analyzing:** The level of analysis to effectively identify and evaluate potential amendments does not align with OPCD work plan and staffing capacity currently. Work to propose and evaluate such amendments is more appropriate for the major update to the Comprehensive Plan in 2024

### **South Park Urban Village Designation**

**Element:** Growth Strategy

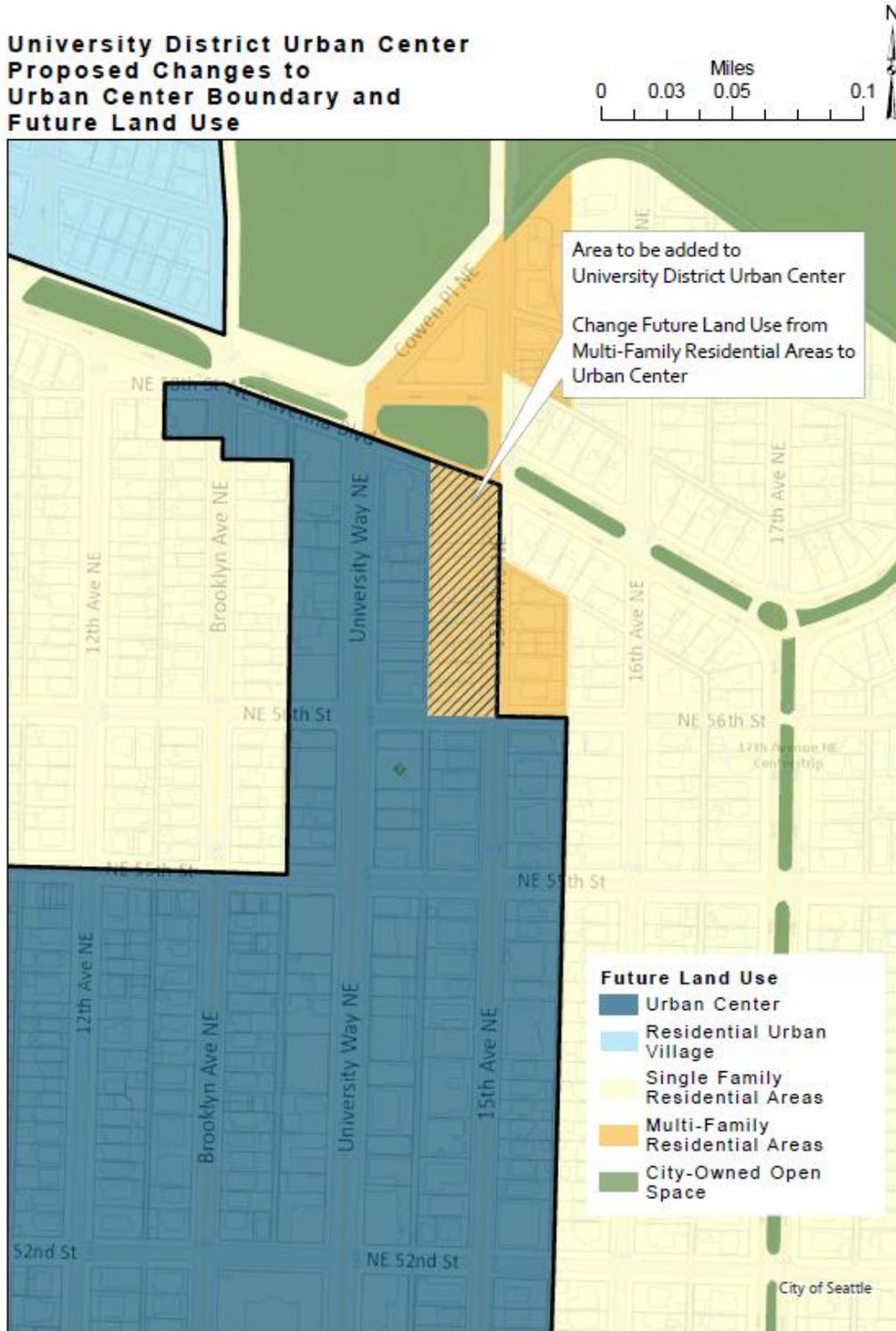
**Submitted by:** City Council

**Proposed Amendment:** Assess how the South Park neighborhood meets the criteria for Urban Village designation and provide a report to Council.

**Reason for not analyzing:** The City will be adopting a major update to the Comprehensive Plan in 2024. As part of the update, OPCD expects to review the Urban Village strategy. Whether the South Park neighborhood should continue to be designated as an Urban Village is more appropriately addressed as part of this more comprehensive work.

# Exhibit A

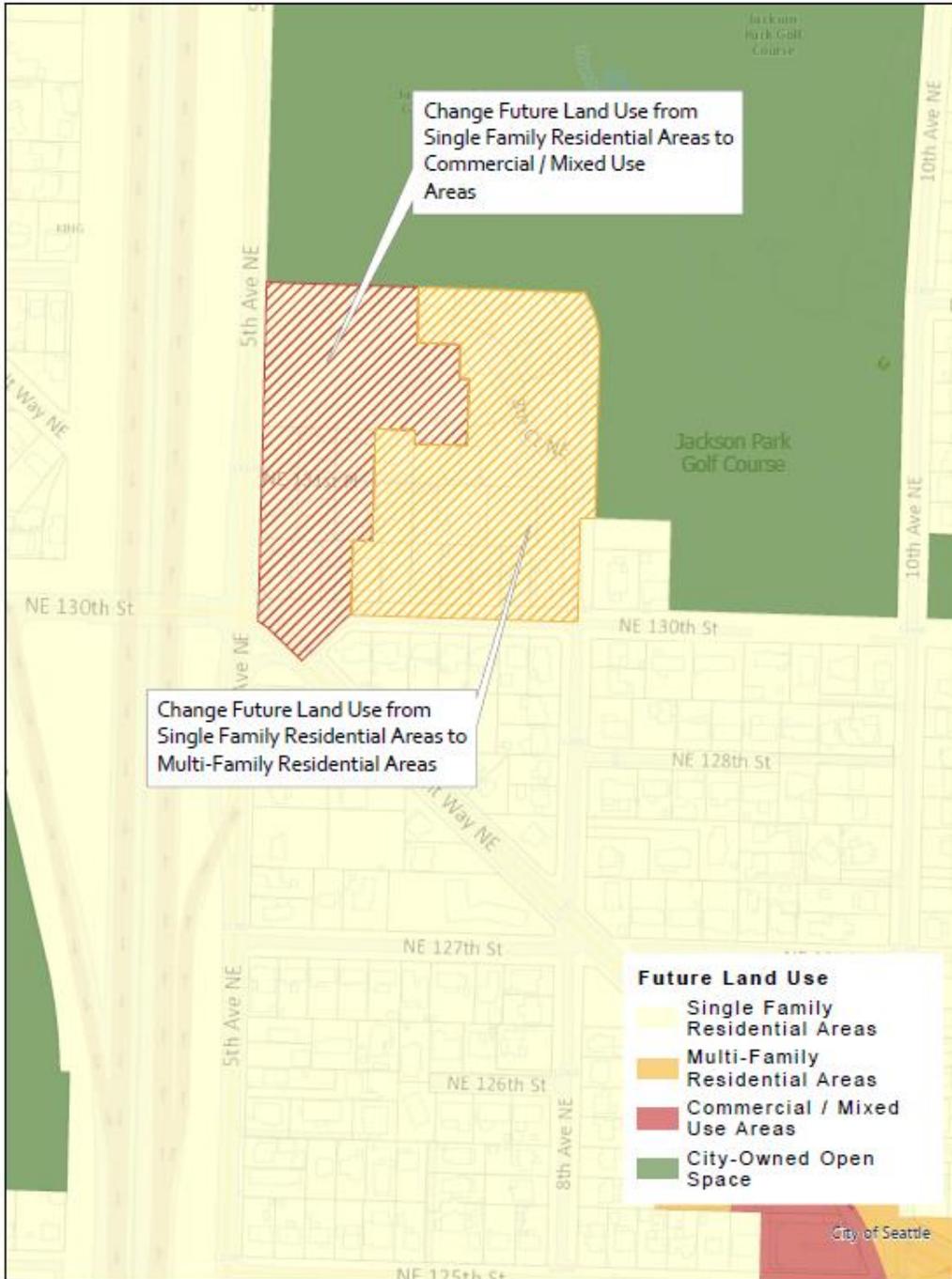
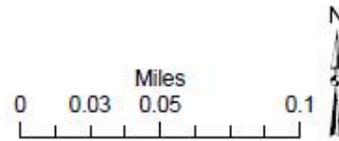
## University District Urban Center FLUM



# Exhibit B

## 130<sup>th</sup> Street Station FLUM

### Northeast 130th Street Proposed Changes to Future Land Use







August 13, 2021

Honorable Councilmember Dan Strauss, Chair  
Land Use and Neighborhoods Committee  
*via e-mail*

RE: 2020-2021 Comprehensive Plan Amendment Recommendations

Dear Councilmember Strauss,

The Seattle Planning Commission is pleased to provide our comments and recommendations on which proposed 2020-2021 Comprehensive Plan amendments should be adopted as part of the annual update process. Providing recommendations on annual Comprehensive Plan proposals is a mandate of the Commission and a responsibility we are pleased to fulfill as stewards of Seattle's Comprehensive Plan.

**The Planning Commission recommends adopting the following amendment proposals:**

Proposed Future Land Use Map (FLUM) Amendment: Extend the University District Urban Center

The applicant is requesting to extend the boundary of the University District Urban Center to include the half block of adjacent land bounded by 15th Avenue NE to the east, NE Ravenna Avenue to the north, NE 56th Avenue to the south, and an alley that is the boundary to the University District Urban Center to the west. This proposed amendment would change the FLUM designation from Multi-Family Residential to University District Urban Center.

The area is currently zoned LR3 and consists of predominantly multi-family structures. Expansion of the University District Urban Center boundary to include this area will result in a slight increase of development capacity above its current designation. The applicant is seeking inclusion of the subject area in the Urban Center to provide future redevelopment options and has indicated an interest in applying for a contract rezone to a zoning designation with an M suffix to provide Mandatory Housing Affordability (MHA) affordable housing benefits. Applying an M suffix to the zone means that any future project would need to provide some affordable housing as part of the development or make a fee contribution to affordable housing.

The Planning Commission supports amending the FLUM to expand the boundary of the University District Urban Center and change the designation from Multi-Family Residential to Urban Center. The Comprehensive Plan defines Urban Centers as the densest Seattle neighborhoods. They act as both regional centers and local neighborhoods that offer a diverse mix of uses, including housing and commercial activities. These areas provide a mix of goods, services, and employment for their

Commissioners  
Rick Mohler, *Co-Chair*  
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David Goldberg  
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Patience Malaba  
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Dhyana Quintanar  
Julio Sanchez  
Lauren Squires  
Kelabe Tewolde  
Rose Lew Tsai-Le Whitson

Staff  
Vanessa Murdock  
*Executive Director*  
Olivia Baker  
*Policy Analyst*  
John Hoey,  
*Senior Policy Analyst*  
Robin Magonegil  
*Administrative Analyst*

residents and surrounding neighborhoods. This amendment meets the goals for an Urban Center of promoting dense, mixed-use, walkable communities.

The Commission also recommends adoption of this amendment due to the proximity of the proposed expansion area to high-frequency transit. The location of the proposed FLUM change is approximately 0.5 miles from Sound Transit's new U District station on the North Link line, with service anticipated in October 2021, and frequent bus service is provided a half block away on University Way NE.

#### 130th Street Station FLUM and Text Amendments

This proposal would amend the FLUM and Comprehensive Plan text to encourage denser, transit-oriented development in an area immediately adjacent to the proposed 130th Street Link light rail station. The proposed FLUM amendment affects 8.4 acres immediately east of the station site. The FLUM amendment would change the future land use designation of the subject area from Single-Family Residential to Multi-Family Residential and Commercial/Mixed Use. Proposed text amendments to the Comprehensive Plan would extend the criteria for designating Multi-Family Residential and Commercial/Mixed Use land uses to station areas, such as this one, that are outside of Urban Villages.

Sound Transit is currently constructing Lynnwood Link, which will extend light rail service from the University of Washington to Lynwood. The Sound Transit 3 plan includes a light rail infill station at 130th Street. Originally planned for construction by 2031, the timing of this station is unclear at this time due to the Sound Transit Board's ongoing realignment process. The Board will make a final decision about the schedule for completing and opening the 130th Street Station in 2021.

The Office of Planning and Community Development (OPCD) has engaged in a long-range planning effort for areas surrounding both the 130th Street station and light rail and bus rapid transit (BRT) investments along the 145th Street corridor to the north. Station area planning focuses on the area generally within a half mile (about a 10-minute walk) of a planned light rail station or a quarter mile (about a 5-minute walk) of a BRT station. This work includes studying a range of potential land use changes and policy options that support transit-oriented development. This amendment would serve as an initial implementation of the station area plan by making land use and policy changes to allow multi-family and mixed uses on 8.4 acres of land adjacent to the proposed 130th Street light rail station.

Existing Comprehensive Plan land use policies are supportive of the kind of transit-oriented development proposed by this FLUM amendment but restrict such use designations to Urban Centers and Urban Villages. This area does not currently meet Comprehensive Plan policies for the proposed Multi-Family Residential and Mixed Use/Commercial land use designations. The policy text amendments are necessary to facilitate the FLUM amendment and would expand the criteria for these land use designations to include areas near any transit station, including outside of Urban Centers and Urban Villages.

Below are the proposed text changes to policies in the Growth Strategy and Land Use elements (proposed changes are underlined):

- GS 1.7 Promote levels of density, mixed-uses, and transit improvements in urban centers and villages, and other residential and commercial areas near future light rail stations that will support walking, biking, and use of public transportation.
- GS 3.20 Consider taller building heights in key locations to provide visual focus and define activity centers, such as near light rail stations in urban centers and urban villages and other residential and commercial areas near future light rail stations.
- LU 8.4 Establish evaluation criteria for rezoning land to multifamily designations that support the urban village strategy and transit-oriented development, create desirable multifamily residential neighborhoods, maintain compatible scale, respect views, enhance the streetscape and pedestrian environment, and achieve an efficient use of the land without major impact on the natural environment.

The Planning Commission recommends adopting the 130th Station Area FLUM amendment and related text amendments. These amendments demonstrate the City's commitment to transit-oriented development by encouraging transition of key parcels directly adjacent to the station from existing single-family use to transit supportive, higher density residential and commercial uses. In addition to the proposed FLUM and text amendments, the Planning Commission strongly supports ongoing study of a broader set of FLUM changes and rezones for the full station area. In 2020, the Commission expressed its support for a separate docketed amendment to establish an Urban Village around the planned 130th Street Link Light Rail Station, which would facilitate increased capacity for transit-oriented development and associated amenities. We continue to support this proposal and will look forward to the opportunity to provide our input and feedback on any future Urban Village alternatives for the 130th Street Station area at the appropriate time.

#### Industrial Land Comprehensive Plan Amendments

Mayor Durkan recently announced the final Industrial and Maritime Strategy recommendations. The eleven recommendations address land use, workforce development, transportation, the environment, and public safety. A new land use framework that implements the recommended land use strategies will be studied in an Environmental Impact Statement (EIS). These proposed Comprehensive Plan text amendments represent the first of two implementation actions of the Industry and Maritime Strategy relating to land use. Following completion of the EIS in 2022, OPCD will propose additional amendments to the Comprehensive Plan creating a new industrial land use framework and an ordinance that implements this framework by amending the zoning map and revising development regulations.

Two Comprehensive Plan text amendments are recommended for adoption in 2021:

1. A new policy that limits any FLUM amendment that takes land out of a Manufacturing/Industrial Center (M/IC) to either be adopted as part of a major update to the Comprehensive Plan or as the result of a comprehensive study of industrial lands that evaluates changes to industrial land designations within the context of the overall policy objectives for and supply of the City's industrial land in M/ICs.
2. A new policy that signals the City's intent to consider any changes in land use on the Washington State National Guard Armory in Ballard-Interbay-Northend M/IC (BINMIC)

and the WOSCA site in the Greater Duwamish M/IC through a master planning process for industrial redevelopment of these sites.

Below are the proposed text changes to policies in the Land Use element (proposed changes are underlined):

- LU 10.3 Ensure predictability and permanence for industrial activities in industrial areas by limiting removal of land from a designated manufacturing/industrial center. There should be no reclassification of industrial land to a non-industrial land use category except as part of a City-initiated comprehensive study and review of industrial land use policies or as part of a major update to the Comprehensive Plan.
- LU 10.24 Recognize the unique development opportunities that the Washington National Guard Armory in the BINMIC and the WOSCA site in the Greater Duwamish MIC represent. Work with the State of Washington and Washington State Department of Transportation or other future owners of these sites to develop a comprehensive redevelopment plan that maximizes public benefits and reflects its location within a manufacturing/industrial center. Goals for these plans include features such as green infrastructure, district energy and waste management programs, and workforce equity commitments.

The Planning Commission strongly supports strengthening protections for industrially zoned lands within Seattle by establishing higher thresholds to remove industrial land designations and eliminating the potential to remove land from the M/ICs during the annual Comprehensive Plan amendment process. We have reviewed several Comprehensive Plan amendment applications in recent years requesting changes to industrial designations to allow other uses. We have consistently expressed our support for maintaining the M/IC boundaries and opposition to encroachment by other uses. In addition to the intent of this amendment, we also support removing existing zoning loopholes, especially for auto-dependent uses such as big box stores, storage facilities, strip commercial development, and surface parking lots. Interim strategies should be implemented for stronger protection of industrial land while the broader strategies are being analyzed and considered for adoption. We recommend interim land use actions to close existing loopholes in the zoning code until major changes are adopted.

The Planning Commission has not been briefed in recent years on any development plans for the WOSCA site specifically but has reviewed a proposed amendment to the Comprehensive Plan for creation of a Stadium District that would include this site. We look forward to learning more about this site as the master planning process evolves. The Commission followed the recent stakeholder advisory committee process for the future of the Interbay Armory site currently owned by the State. The southern portion of the Ballard/Interbay/Northend M/IC has seen a significant amount of development in recent years including big box stores, storage facilities, and other auto-dependent commercial uses. The Commission encourages the City to ensure that the master planning process for the Armory site does not allow any additional uses of this type. Sound Transit's Ballard Link Extension project proposes to locate two future light rail stations in Interbay less than a mile apart. The Armory site is within the walkshed of both future light rail stations. The Planning Commission will review station area plans for these stations and will pay particular attention to any plans for the Armory site. We encourage environmental review to consider a range of significant issues including

public health impacts related to the site's proximity to an active rail yard, liquefaction risk, sea level rise impacts, and emergency access during a tsunami.

**The Planning Commission recommends the following amendment proposals not be adopted:**

Trees

The City received two applications to amend policies related to trees, tree protection, and urban forest canopy in the Comprehensive Plan. While similar to amendment applications that were considered and either not approved or not docketed in previous years, these were docketed by the City Council for further consideration. The proposed amendments to protect tree canopy were analyzed by OPCD but not recommended for adoption. It is our understanding that OPCD is working with the Seattle Department of Construction and Inspections (SDCI), Office of Sustainability and Environment (OSE), and the Urban Forestry Commission to update the City's Urban Forestry Plan which takes a comprehensive look at programs and policies that will expand and sustain Seattle's urban forest. Following final adoption of the Urban Forestry Plan, OPCD will work with OSE and the Urban Forestry Commission to identify how the plan can be supported by amendments to the Comprehensive Plan as part of the 2024 major update. The Planning Commission looks forward to the opportunity to review future policies related to the protection of trees, tree canopy, and the urban forest. This natural infrastructure provides critical benefits to the resilience and livability of our city.

**Docketed Amendments Not Analyzed by OPCD**

Of the proposed Comprehensive Plan amendments that were docketed by the City Council in Resolution 31970 for further analysis, the following five were not analyzed or recommended by OPCD as part of the 2020-2021 annual amendment cycle:

- Amendments related to the West Seattle Bridge
- A new name for Single-Family areas
- Designation of the South Park Urban Village
- Amendments related to fossil fuels and public health
- Impact fee amendments

West Seattle Bridge

The applicant proposed to amend City policies to assist in mitigating the emergency closure of the West Seattle High Bridge. At the time the proposed amendments were docketed, the closure of the bridge was anticipated to be much longer than it ultimately will be. Shortly after docketing this amendment, it was announced that the bridge would only be closed for three years. OPCD did not see a need to conduct the review described in the docketing resolution because of the relatively short period between adoption of any potential amendments and return of the bridge to service. The need to amend the Comprehensive Plan to identify mitigation related to the closure was determined to be unnecessary.

### Alternative Name for Single-Family Zones

We fully support the City Council proposed amendment to replace the term “Single-Family Area” with “Neighborhood Residential Area” in the Comprehensive Plan Future Land Use Map, relevant elements in the plan, neighborhood plans and appendices.

The name ‘Single-Family’ zoning has been a misnomer since 1994 when the city passed Accessory Dwelling Unit legislation allowing two households to live on a Single-Family zoned parcel and is not representative of the households that currently live in those zones. This name is also linked to Seattle’s former use of race-based zoning as an exclusionary practice. The Commission applauds and supports the City Council in the proposed amendment that would recommend changing the name of the zoning earlier than the Major Update. This change could also serve to inform the policy process considering alternatives to Single-Family zoning.

The Planning Commission has been a consistent advocate for reexamining Seattle’s land use policies to expand the range and affordability of housing choices. Our 2018 *Neighborhoods for All* and 2020 *A Racially Equitable & Resilient Recovery* reports both emphasized the benefits of allowing more housing and increasing housing choices in Single-Family zones. The Commission applauds the City Council for forwarding this amendment and strongly supports its adoption. We encourage alignment and coordination between the Council and the Executive in moving forward with this amendment.

### South Park Urban Village Designation

The City Council proposed an amendment to assess how the South Park neighborhood meets the criteria for Urban Village designation. OPCD has stated that an effort to determine whether the South Park neighborhood should be designated as an Urban Village is more appropriately addressed as part of the Major Update to the Comprehensive Plan. OPCD expects to review the Urban Centers and Villages Growth Strategy during that effort. The Planning Commission is supportive of a comprehensive review of the City’s Urban Centers and Urban Villages. If an effort to review the South Park Urban Village moves forward, the Commission strongly recommends that community members and the relevant stakeholders are engaged throughout that process. We look forward to providing our input and feedback at the appropriate time.

### Fossil Fuels and Public Health

The City Council has requested that OPCD, in consultation with SDCI, OSE, and the Environmental Justice Committee, draft potential amendments to the Environment, Land Use, or Utilities Elements that would clarify the City’s intent to protect public health and meet its climate goals by limiting fossil fuel production and storage. OPCD has stated that the level of analysis to effectively identify and evaluate potential amendments is more appropriate for the Major Update to the Comprehensive Plan. The Planning Commission is generally supportive of goals and policies to reduce the impacts of climate change, including any strategies to reduce the use of fossil fuels. We will look forward to the opportunity to review such amendments in the future.

### Impact fee amendments

The City Council has requested potential amendments to Comprehensive Plan policies necessary to support implementation of an impact fee program for public streets, roads, and other transportation

improvements; publicly owned parks, open space, and recreation facilities; and school facilities. The Planning Commission received a briefing on a proposed Comprehensive Plan Amendment related to transportation impact fees in October 2018. We understand that the State Environmental Policy Act (SEPA) analysis of that proposed amendment was appealed to the Hearing Examiner and this amendment is now subject to ongoing City Council consideration. The Commission will look forward to the opportunity to review this amendment if/when it moves forward.

We appreciate the opportunity to provide our recommendations on the 2020-2021 Comprehensive Plan Amendments. If you have any questions, please do not hesitate to contact Vanessa Murdock, Seattle Planning Commission Executive Director.

Sincerely,

The image shows two handwritten signatures in black ink. The signature on the left is for Rick Mohler, and the signature on the right is for Jamie Stroble. The names are written in a cursive, flowing style.

Rick Mohler and Jamie Stroble, Co-Chairs  
Seattle Planning Commission

cc: Seattle City Councilmembers

Mayor Jenny Durkan

Lish Whitson, Eric McConaghy; Council Central Staff

Rico Quirindongo, Michael Hubner; Office of Planning and Community Development

Attachment 1 – Amendment 1: Substitute for Attachment 3 to CB 120154

Eric McConaghy

**Date: September 2, 2021**

**Version: 1**

**Amendment 1**

**to**

**CB 120154 - OPCD 2020-2021 Comprehensive Plan Annual Amendments ORD**

**Sponsor: CM Strauss**

Substitute Attachment 3 to CB 120154

This substitute Attachment 3 to CB 120154, version2, does not include the text amendments to the Comprehensive Plan dealing with industrial areas that were included in the Attachment 3, version 1, as transmitted by the Mayor. Changes compared to version 1 of Attachment 3 to 120154 are tracked in the substitute in red. Otherwise, the substitute Attachment 3 is the same as transmitted.

**Effect: No changes to industrial land policies would be affected with the approval of CB 120154.**

## Comprehensive Plan Text Amendments

### Citywide Planning

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### Growth Strategy

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### Urban Village Strategy

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### POLICIES

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**GS 1.7** Promote levels of density, mixed-uses, and transit improvements in urban centers and villages, and other residential and commercial areas near future light rail stations that will support walking, biking, and use of public transportation.

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### Urban Design

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### Built Environment

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**GS 3.20** Consider taller building heights in key locations to provide visual focus and define activity centers, such as near light rail stations in urban centers and urban villages and other residential and commercial areas near future light rail stations.

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### Land Use

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### Multifamily Residential Areas

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### POLICIES

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**LU 8.4** Establish evaluation criteria for rezoning land to multifamily designations that support the urban village strategy and transit-oriented development, create desirable multifamily residential neighborhoods, maintain compatible scale, respect views, enhance the streetscape and pedestrian environment, and achieve an efficient use of the land without major impact on the natural environment.

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**Industrial Areas**

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**POLICIES**

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~~**LU 10.28** Permit commercial uses in industrial areas to the extent that they reinforce the industrial character, and limit specified non-industrial uses, including office and retail development, in order to preserve these areas for industrial development.~~

~~**LU 10.29** Ensure predictability and permanence for industrial activities in industrial areas by limiting changes in industrial land use designation. There should be no reclassification of industrial land to a non-industrial land use category except as part of a City-initiated comprehensive study and review of industrial land use policies or as part of a major update to the Comprehensive Plan.~~

~~**LU 10.30** Recognize the unique development opportunity that the Washington National Guard Armory in the BINMIC represents. Work with the State of Washington or other future owners of this site to develop a comprehensive industrial development plan. Goals for this plan include green infrastructure, consolidated waste management programs, and workforce equity commitments.~~

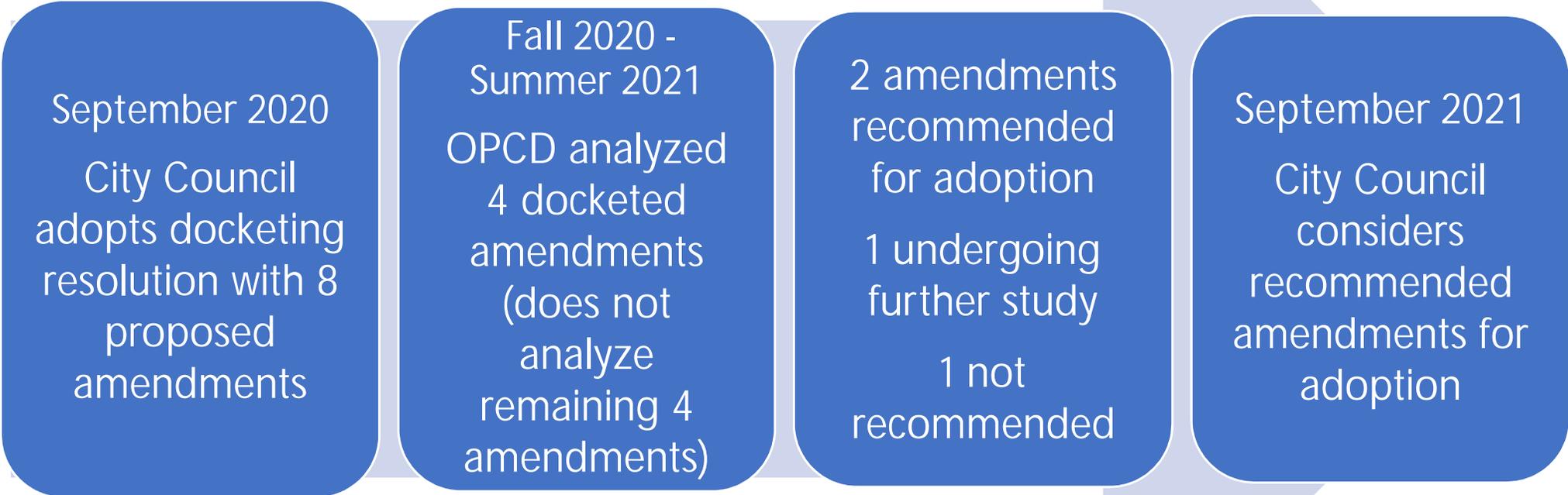


# 2021 Annual Comprehensive Plan Amendments

Seattle City Council  
Land Use and Neighborhoods Committee  
September 22, 2021



# Overview of 2021 Annual Comprehensive Plan Amendment Process



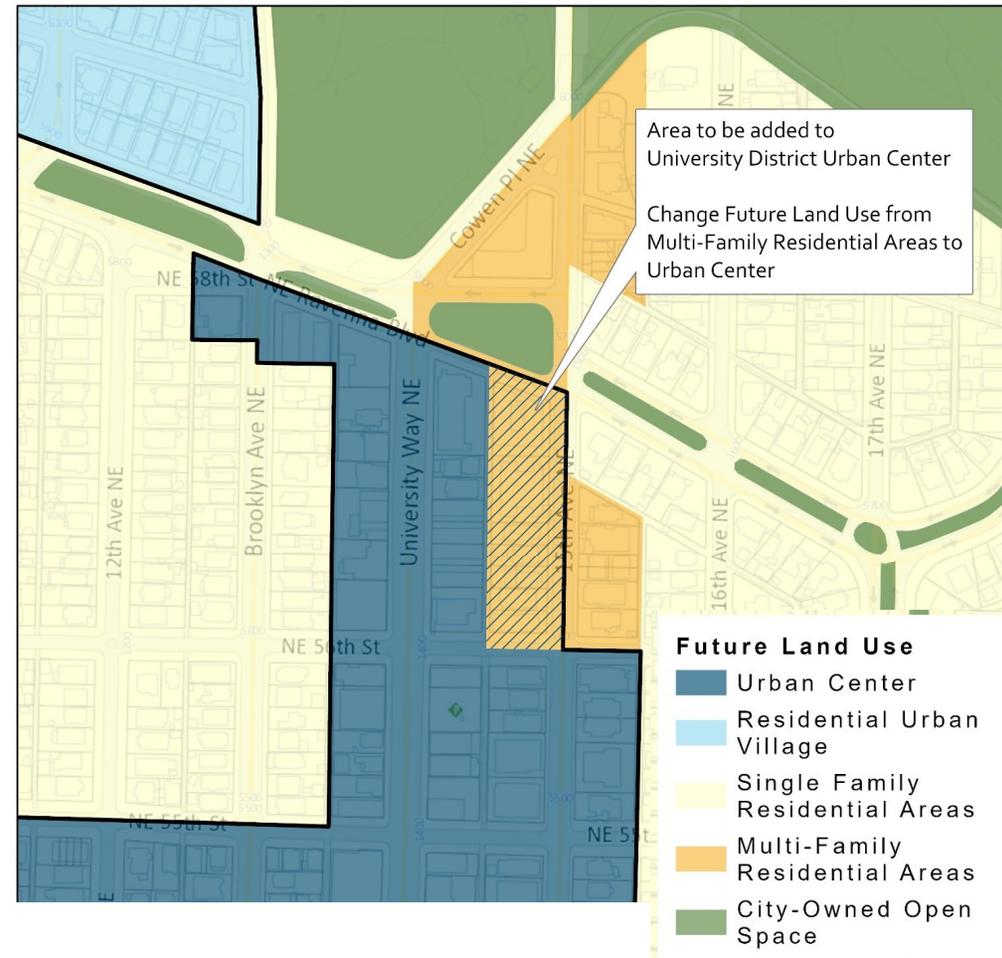
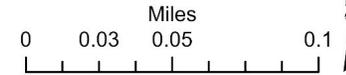
# Recommended for Adoption:

## 1. University District Future Land Use Map change

Expand University District Urban Center to include half block along 15<sup>th</sup> Ave NE, between NE Ravenna Blvd and NE 54<sup>th</sup> St

- Provides increased density for future redevelopment
- Meets goals for Urban Center of promoting dense, mixed-use, walkable communities
- Proximity to transit

University District Urban Center  
Proposed Changes to  
Urban Center Boundary and  
Future Land Use

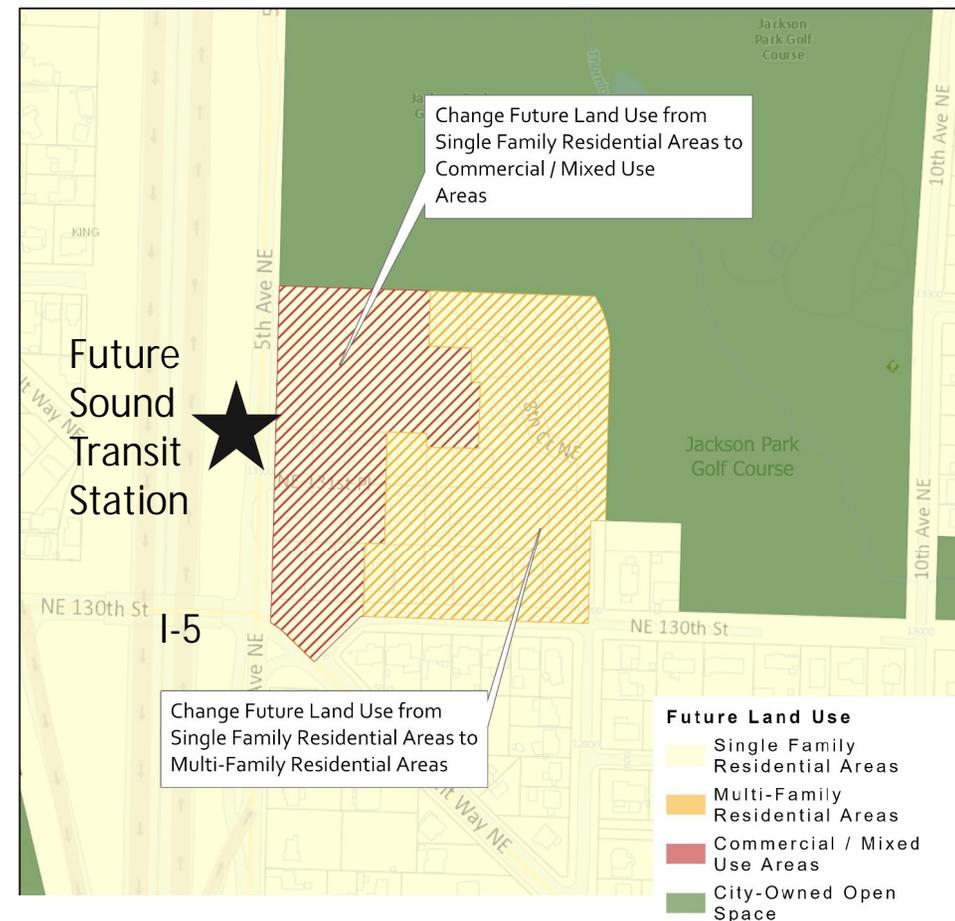


# 2021 Annual Comprehensive Plan Amendments Recommended for Adoption: 2. 130th St. Station Area Future Land Use Map change

Land use and policy changes to allow multifamily and mixed uses on one block (8.4 acres of land) directly adjacent to the future light rail station

- Early implementation of 130th street station area planning
- Informed by community's vision for the future of the area, as captured in **GC13** draft plan released in March 2021
- Demonstrates City commitment to Transit Oriented Development in advance of 2025 opening of station **GC14**
- Additional planning for broader station area currently underway (see next slide)

Northeast 130th Street  
Proposed Changes to  
Future Land Use



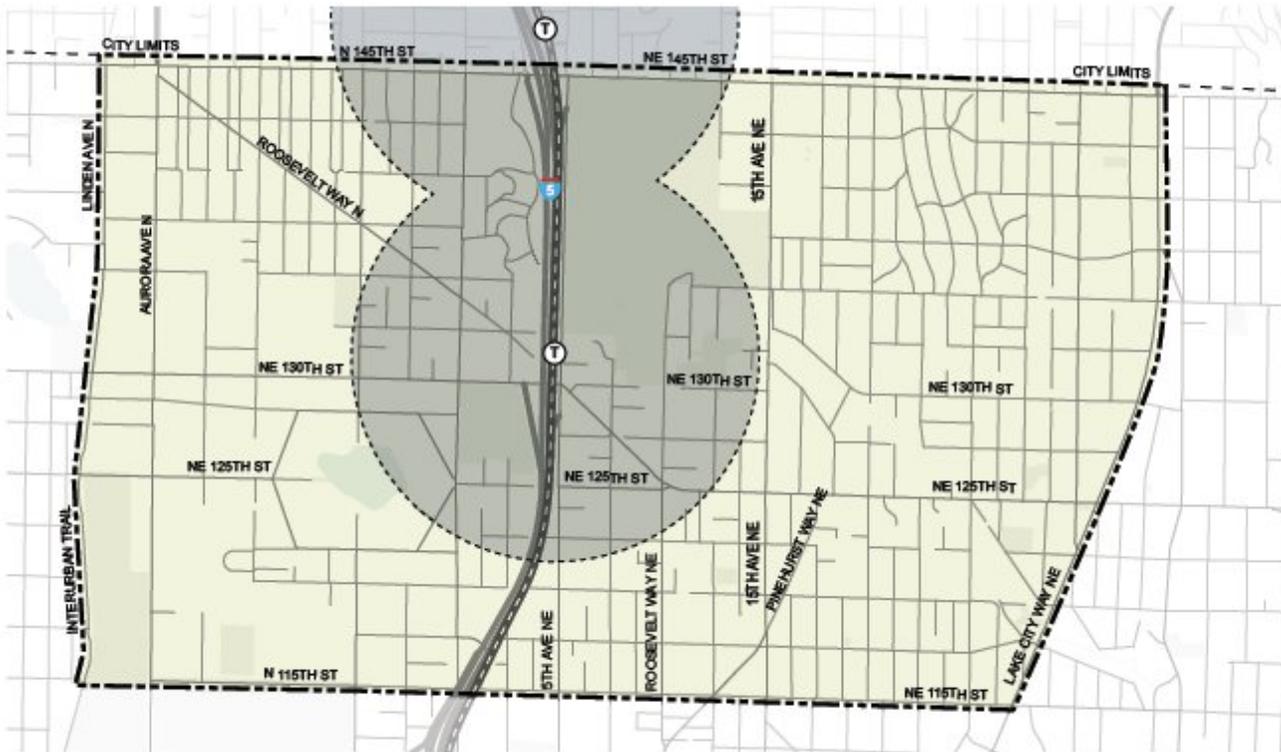
Slide 4

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- GC13      [@Holmes, Jim] Please connect with Patrice/Lauren to get the correct date here (they should also probably review the content)  
Ghan, Christina, 9/20/2021
  
- GC14      [@Holmes, Jim] Just making sure this is the correct date  
Ghan, Christina, 9/20/2021

# 130th St. Station Area change (Cont'd)

## 130<sup>th</sup> and 145<sup>th</sup> Station Area



**Station Area**  
Smaller area accessible within a 10- minute walk of the light rail station. Planning led by City of Seattle.

**Study Area**  
Larger area accessible to the light rail station by a short bus, bike or car trip. Planning led by City of Seattle.

**Light Rail Project Area**  
Area where light rail alignment, station and other required facilities are designed, built and maintained by Sound Transit.

# 2021 Annual Comprehensive Plan Amendments Undergoing Further Study: Industrial and Maritime Strategy

- 2-year stakeholder process concluded in May 2021
- Strategy consists of 11 recommendations addressing land use, workforce development, transportation, the environment, and public safety
- In 2022, OPCD will be submitting a number of amendments to the Comprehensive Plan that implements these strategies following completion of an EIS.
- Changes to include:
  - A new industrial land use framework based on three new zoning concepts: Maritime, Manufacturing, and Logistics; Industry and Innovation; Urban Industrial
  - A policy limiting future amendments that change MIC boundaries to major updates to the Comprehensive Plan or after a comprehensive City-led study of industrial lands has been completed.
  - A policy establishing the city's intent to partner with the State of Washington in a master planning process for any future redevelopment of the Interbay Armory site or the WOSCA site.

# 2021 Annual Comprehensive Plan Amendments

## Other Docketed Proposals

### Analyzed, but not recommended for adoption

- Identify amendments to protect trees/canopy – major update

### Not Analyzed

- Fossil fuels facilities and public health – major update
- South Park Urban Village designation – major update
- Alternative name for single-family zones – Council pursuing
- Amendments to support transportation impact fees – Council pursuing



Legislation Text

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**File #:** CB 120155, **Version:** 1

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**CITY OF SEATTLE**

**ORDINANCE \_\_\_\_\_**

**COUNCIL BILL \_\_\_\_\_**

AN ORDINANCE relating to land use and zoning; amending the Comprehensive Plan to change the name of Single Family areas to Neighborhood Residential areas as part of the 2020-2021 Comprehensive Plan amendment process.

WHEREAS, before 1923, The City of Seattle allowed a mix of housing types and scattered businesses in Seattle’s neighborhoods; and

WHEREAS, in 1923, The City of Seattle adopted its first land use code, which prohibited multifamily structures and boarding houses in areas where they had previously been permitted; and

WHEREAS, since 1923, The City of Seattle zoned some areas with existing multifamily buildings and commercial uses to single-family zoning; and

WHEREAS, as a result, Seattle’s Single Family zones frequently include a mix of land uses, a condition that is not reflected in the term Single Family; and

WHEREAS, 54 percent of Seattle parcel area is zoned Single Family; and

WHEREAS, a similar portion of the City is designated as “Single Family Areas” on the Future Land Use Map; and

WHEREAS, in 2018, the Seattle Planning Commission (SPC) published “Neighborhoods for All,” which recommended changing the name of Single Family zones to Neighborhood Residential because “[t]he label of ‘Single Family Zone’ is a misnomer, as individuals and roommates can live in a house together without being a family”; and

WHEREAS, the SPC found that “[c]hanging the name of the zone to Neighborhood Residential would more

accurately reflect the character of the zone, while not suggesting only families can live there”; and  
WHEREAS, in 2019, in Resolution 31870, the City Council first called for the name of “Single Family” areas  
to be changed to “Neighborhood Residential”; and

WHEREAS, in 2019 and 2020, Resolutions 31896 and 31970, repeated the call to change the name of single-  
family areas; and

WHEREAS, changing the name of Single Family areas in the Comprehensive Plan is a step toward the City’s  
plans and regulations reflecting the array of housing types and land uses found in Seattle’s single family  
areas;

WHEREAS, changing the name of Single Family areas in the Comprehensive Plan is intended to better reflect  
the existing character and range of activities permitted in those areas, and is not intended to have a  
substantive effect on the uses permitted in those areas; NOW, THEREFORE,

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

Section 1. The Seattle Comprehensive Plan, last amended by Ordinance 126186, is amended as follows:

- A. Amendments to the Land Use Element, as shown in Attachment 1 to this ordinance;
- B. Amendments to the Housing Element, as shown in Attachment 2 to this ordinance;
- C. Amendments to the Parks and Open Space Element, as shown in Attachment 3 to this ordinance;
- D. Amendments to Neighborhood Plans; as shown in Attachment 4 to this ordinance;
- E. Amendments to the Housing Appendix, as shown in Attachment 5 to this ordinance;
- F. Amendments to the Future Land Use Map, as shown in Attachment 6 to this ordinance.

Section 2. This ordinance shall take effect and be in force 30 days after its approval by the Mayor, but if  
not approved and returned by the Mayor within ten days after presentation, it shall take effect as provided by  
Seattle Municipal Code Section 1.04.020.

Passed by the City Council the \_\_\_\_\_ day of \_\_\_\_\_, 2021, and signed by

me in open session in authentication of its passage this \_\_\_\_ day of \_\_\_\_\_, 2021.

\_\_\_\_\_  
President \_\_\_\_\_ of the City Council

Approved / returned unsigned / vetoed this \_\_\_\_ day of \_\_\_\_\_, 2021.

\_\_\_\_\_  
Jenny A. Durkan, Mayor

Filed by me this \_\_\_\_ day of \_\_\_\_\_, 2021.

\_\_\_\_\_  
Monica Martinez Simmons, City Clerk

(Seal)

Attachments:

- Attachment 1 - Amendments to the Land Use Element
- Attachment 2 - Amendments to the Housing Element
- Attachment 3 - Amendments to the Parks and Open Space Element
- Attachment 4 - Amendments to Neighborhood Plans
- Attachment 5 - Amendments to the Housing Appendix
- Attachment 6 - Amendments to the Future Land Use Map

## Land Use Element

### Introduction

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You see these policies in action when you notice a difference in the location, type, and size of new buildings. Guided by the urban village strategy, the City’s Land Use Code (Seattle Municipal Code Title 23) includes a map showing the zones that define the types of buildings allowed. Detailed regulations tell developers what the buildings in each zone can look like. The zones themselves are grouped in the Land Use Code under general categories such as ~~((single-family))~~ neighborhood residential zones, which are composed mostly of houses, and commercial/mixed-use zones, which include businesses as well as housing. Multifamily zones include apartment buildings, town houses, and condos, while industrial zones create space for the port and manufacturing to thrive. Downtown has its own zone type for dense, highrise office and residential buildings.

This Land Use element is divided into three sections. The first section has policies that affect the city as a whole. These policies speak to how Seattle should change and grow in the years to come. The Future Land Use Map shows us the shape of this next-generation Seattle. The second section talks about each kind of land use area: ~~((single-family))~~ neighborhood residential, multifamily, commercial/mixed-use, industrial, and Downtown. The policies in this section explain what makes each of these land use areas different. The third section contains policies for places that play special roles—for example, historic districts.

The Land Use Appendix provides information about the amount of land being used for different purposes across the city. It also displays the density of housing, population, and jobs throughout the city.

\* \* \*

## **The Future Land Use Map and Locations of Zones**

### **Discussion**

The Future Land Use Map shows distinct land use designations or types that are located around the city. The City has decided the right uses for each area and how much use each area should receive. Five of these area types—(~~single-family~~) neighborhood residential areas, multifamily residential areas, commercial/mixed-use areas, Downtown areas, and industrial areas—are meant to suggest specific uses. One area might be good for building more homes or right for building shops and restaurants. Within each land use area, there may be different levels of zoning that provide more detail about what can be built. This ensures that the right types and density of buildings will be built in each place. In certain places, special zoning can be created through a separate process. Some of these special zones are created around large hospitals or universities or housing developments where the needs of many people need to be coordinated. These include major institution overlay districts and master planned communities. Four other types of areas on the Future Land Use Map show the urban village strategy in use. Urban centers, hub urban villages, residential urban villages, and manufacturing/industrial centers work together with the land use area designations. They show us the best spots to place new housing and jobs and the right places for manufacturing, warehousing, and port activity.

\* \* \*

### **Special Uses: Telecommunications Facilities**

\* \* \*

LU 4.3 Prohibit new major communication utilities, such as radio and television transmission towers, in (~~single-family~~) neighborhood and multifamily residential zones and in pedestrian-

oriented commercial/mixed-use zones and encourage existing major communication utilities to relocate to nonresidential areas.

\* \* \*

## **General Development Standards**

\* \* \*

LU 5.7 Employ development standards in residential zones that address the use of the ground level of new development sites to fit with existing patterns of landscaping, especially front yards in ~~((single-family))~~ neighborhood residential areas, and to encourage permeable surfaces and vegetation.

\* \* \*

## **Land Use Areas**

### Discussion

Historically, zones were created so that different types of uses could be developed only in distinct areas of the city. One reason for this was to keep the uses in one area from affecting the uses in another in a negative way. For example, industrial activities like manufacturing were separated from residential areas to protect residents from harm. Over time, the city evolved in a pattern similar to that basic idea. There are still areas in the city that have distinct uses, but over time commercial uses and residential uses began to blend more to give people better access to shops and services. These changing patterns helped give Seattle its unique neighborhoods. For instance, areas with commercial zoning that allows shops and small offices have become the heart of many neighborhoods.

Areas that already had business cores and multifamily housing and that are zoned for more housing and businesses have become the cores of the urban villages. ~~((Some single-family~~

~~areas~~) Areas in the city were developed at different times, giving them distinct characteristics that show their history. For instance, houses might have a similar architectural style or have a similar relationship to their surroundings.

Each of the land use areas plays a unique role in the city. Used in combination, they help Seattle grow in ways that meet the city's needs. They allow us to place new housing in the areas where the most jobs and services are or will be in the future. They also allow us to encourage housing in places that already have frequent and reliable transit service or that will have better access as improvements and investments are made in rail or bus service.

### ~~((Single-family))~~ **Neighborhood Residential Areas**

~~((Single-family))~~ Neighborhood Residential ~~((zones))~~ areas cover much of the city, including single-family zones. While they are thought of as residential neighborhoods, they include a variety of uses beyond housing. For instance, most of the public parkland is found in these zones, as are many of the public schools, cemeteries, and fire stations. In most of these areas, houses are usually not very tall and typically have yards and open space around them. That open space provides recreation opportunities for residents and land for much of the city's tree canopy. Much of the land in these areas has been built to the densities the current zoning rules allow. However, some different housing types, such as accessory dwelling units or backyard cottages, could increase the opportunity for adding new housing units in these areas. Over time, some ~~((single-family))~~ neighborhood residential areas could be incorporated into nearby urban villages, and there could be a new definition of what is allowable in these zones when they are inside urban villages.

## GOAL

LU G7 Provide opportunities for detached single-family residential structures and other compatible housing options that have low height, bulk, and scale in order to serve a broad array of households and incomes and to maintain an intensity of development that is appropriate for areas with limited access to services, infrastructure constraints, fragile environmental conditions, or that are otherwise not conducive to more intensive development.

## POLICIES

LU 7.1 Designate as ~~((single-family))~~ neighborhood residential areas those portions of the city that are predominantly developed with single-family detached houses and that are large enough to maintain a consistent residential character of low height, bulk, and scale over several blocks.

LU 7.2 Use a range of ~~((single-family))~~ neighborhood residential zones to

- maintain the current low-height and low-bulk character of designated ~~((single-family))~~ neighborhood residential areas;
- limit development in ~~((single-family))~~ neighborhood residential areas or that have environmental or infrastructure constraints;
- allow different densities that reflect historical development patterns; and
- respond to neighborhood plans calling for redevelopment or infill development that maintains the ~~((single-family))~~ neighborhood residential character of the area but also allows for a greater range of housing types.

LU 7.3 Consider allowing redevelopment or infill development of ~~((single-family))~~ neighborhood residential areas inside urban centers and villages, where new development would maintain the low height and bulk that characterize the single-family area, while allowing a wider

range of housing types such as detached accessory units, cottage developments or small duplexes or triplexes.

LU 7.4 Allow detached single-family dwellings as the principal use permitted outright in ~~((single-family))~~ neighborhood residential areas.

LU 7.5 Encourage accessory dwelling units, family-sized units, and other housing types that are attractive and affordable, and that are compatible with the development pattern and building scale in ~~((single-family))~~ neighborhood residential areas in order to make the opportunity in single-family areas more accessible to a broad range of households and incomes, including lower-income households.

LU 7.6 Limit the number and types of nonresidential uses allowed in ~~((single-family))~~ neighborhood residential areas and apply appropriate development standards in order to protect those areas from the negative impacts of incompatible uses.

LU 7.7 Prohibit parking lots or other activities that are part of permitted uses in neighboring higher-intensity zones from locating or expanding in ~~((single-family))~~ neighborhood residential areas.

LU 7.8 Use minimum lot size requirements to maintain the character of ~~((single-family))~~ neighborhood residential areas and to reflect the differences in environmental and development conditions and densities found in various single-family areas throughout the city.

LU 7.9 Allow exceptions to minimum lot size requirements to recognize building sites created under earlier regulations and historical platting patterns, to allow the consolidation of very small lots into larger lots, to adjust lot lines to permit more orderly development patterns, and to provide more housing opportunities by creating additional buildable sites that integrate well with surrounding lots and do not result in the demolition of existing housing.

LU 7.10 Reflect the character of existing low-density development through the regulation of scale, siting, structure orientation, and setbacks.

LU 7.11 Permit, through Council or administrative conditional use approval, variations from established standards for planned large developments in ~~((single-family))~~ neighborhood residential areas, to promote high-quality design that

- is compatible with the character of the area,
- enhances and preserves natural features and functions,
- encourages the construction of affordable housing,
- allows for development and design flexibility, and
- protects environmentally critical areas.

Such developments should not be considered as sole evidence of changed circumstances to justify future rezones of the site or adjacent properties.

LU 7.12 Emphasize measures that can increase housing choices for low-income individuals and families when considering changes to development standards in ~~((single-family))~~ neighborhood residential areas.

## **Multifamily Residential Areas**

### **Discussion**

The city's multifamily areas contain a variety of housing types. You might find duplexes or town houses, walk-up apartments or highrise towers. These structures may include units that are owned by the residents or may provide rental housing. Overall, these areas offer more choices for people with different living styles and a wider range of incomes than ~~((single-family))~~ neighborhood residential zones.

\* \* \*

LU 8.10 Designate lowrise multifamily zones in places where low-scale buildings can provide a gradual transition between ((~~single-family~~) neighborhood residential zones and more intensive multifamily or commercial areas.

\* \* \*

## **Housing**

\* \* \*

### Diversity of Housing

\* \* \*

H 3.4 Promote use of customizable modular designs and other flexible housing concepts to allow for households' changing needs, including in neighborhood residential areas (~~zoned for single-family use~~).

H 3.5 Allow additional housing types in neighborhood residential areas (~~that are currently zoned for single-family development~~) inside urban villages; respect general height and bulk development limits currently allowed while giving households access to transit hubs and the diversity of goods and services that those areas provide.

\* \* \*

## **Parks and Open Space**

### Introduction

\* \* \*

In addition to the areas enjoyed by the public, there are many private open spaces in the city.

These areas—such as yards in ~~((single-family))~~ neighborhood residential and multifamily zones—also provide light, air, and breathing room that benefit everyone in the city.

\* \* \*

## **Admiral**

\* \* \*

A-P2 Maintain the character and integrity of the existing ((single-family)) neighborhood residential zoned areas by maintaining current ((single-family)) neighborhood residential zoning outside the urban village on properties meeting the locational criteria for ((single-family)) neighborhood residential zones.

\* \* \*

## **Aurora-Licton**

\* \* \*

### DESIGNATION OF THE AURORA-LICTON RESIDENTIAL URBAN VILLAGE POLICIES

AL-P1 Maintain the current balance of residential and commercial areas within the urban village boundaries. Consider future zoning changes that would reduce conflicts between adjacent areas; promote the development of a neighborhood-serving and pedestrian-oriented commercial core and promote transitions between ((~~single-family~~)) neighborhood residential areas and commercial areas.

\* \* \*

## Bitter Lake Village

\* \* \*

BL-P23 Use the permitting and environmental review process to minimize or mitigate the impacts of commercial and higher density residential uses on nearby ~~((single-family))~~ neighborhood residential areas.

BL-P24 Encourage design and site planning of single-family and multifamily housing that fits with the surrounding neighborhoods.

BL-P25 Develop and use neighborhood design guidelines to help establish an urban design vision for Linden Avenue, to guide multifamily and commercial development that enhances the pedestrian environment, and to ensure appropriate transitions between ~~((single-family neighborhoods))~~ neighborhood residential areas and denser commercial areas.

\* \* \*

## Central Area

\* \* \*

CA-P68 Consider rezoning ((~~single-family~~) neighborhood residential) zoned parcels to neighborhood commercial to support continuation and expansion of services provided by local institutions as the Cherry Hill Baptist Church.

\* \* \*

CA-P69 Encourage increased housing density at 23rd and Madison. As one tool for implementing this policy, consider the Residential Small Lot zone to be appropriate for ((~~single-family~~) areas south of East Madison Street within the Madison-Miller Residential Urban Village.

- A. The portion of East Madison Street within the Madison-Miller Residential Urban Village is designated a principal commercial street.

\* \* \*

## Columbia City

\* \* \*

CC-G7 A community with healthy and attractive (~~single family~~) neighborhood residential areas.

\* \* \*

## Crown Hill/Ballard

\* \* \*

CH/B-P6 Maintain the physical character of the ~~((single-family))~~ neighborhood residential-zoned areas in the Crown Hill/Ballard plan area.

CH/B-P6.5 In the Crown Hill Residential Urban Village, ~~((single-family))~~ neighborhood residential-zoned portions of split-zoned lots having an existing multifamily use may be rezoned to an abutting multifamily-zoning designation. This policy is intended to guide future rezone decisions and to lead to amendment of the Land Use Code by changing limits on the zones to which ~~((single-family))~~ neighborhood residential areas may be rezoned within the Crown Hill Residential Urban Village~~((, as prescribed by SMC 23.34.010.B.2))~~.

\* \* \*

## **Greenwood/Phinney Ridge**

\* \* \*

G/PR-G7 A neighborhood where the scale and character of historical or existing ((~~single-family~~)) neighborhood residential areas have been maintained.

\* \* \*

## **Morgan Junction**

\* \* \*

MJ-G5 A community with strong ~~((single-family))~~ neighborhood residential neighborhoods and compatible multifamily buildings offering a wide range of housing types for all people.

### **HOUSING AND LAND USE POLICIES**

MJ-P13 Maintain the physical character and scale of historically single-family ~~((housing))~~ zoned areas within the urban village by encouraging housing choices such as cottages, townhouses, and low-rise apartments, in these areas.

MJ-P14 Encourage a mix of housing stock to promote generational wealth creation through the retention or creation of affordable, entry-level, family-sized housing units that provide homeownership opportunities in the historically single-family ~~((housing))~~ zoned areas of the urban village.

\* \* \*

## North Beacon Hill

\* \* \*

NBH-P9 Allow alternative housing types, such as cottage housing, in ~~((single-family))~~ neighborhood residential zones to support affordable choices while preserving the ~~((single-family))~~ neighborhood residential character.

\* \* \*

NBH-G7 A Town Center urban form that transitions from denser development at the Town Center core to less dense and neighborhood ~~((single-family))~~ residential neighborhoods in a manner that is responsive to the context and character of the North Beacon Hill neighborhood.

## North Neighborhoods (Lake City)

\* \* \*

NN-P36 Encourage development of non-single-family parcels adjacent to (~~single-family zoning~~) neighborhood residential zones to provide transitions or buffers adequate to protect the (~~single-family~~) neighborhood residential area from adverse impacts.

\* \* \*

## North Rainier

\* \* \*

NR-G2 Housing in the neighborhood meets community needs for a range of household incomes and unit sizes, and makes a compatible transition from higher-intensity mixed-use and multifamily residential to ~~((single-family))~~ neighborhood residential areas.

\* \* \*

NR-P10 Include a portion of ~~((single-family))~~ neighborhood residential area located between 24th Avenue South and 25th Avenue South, north of S. McClellan Street, within the urban village and within the Station Area Overlay District, and support a multifamily zoning designation for the area that would allow more compact residential development.

\* \* \*

## Northgate

\* \* \*

NG-G2 A thriving, vital, mixed-use center of concentrated development surrounded by healthy ((single-family)) neighborhood residential neighborhoods transformed from an underutilized, auto-oriented office/retail area.

### LAND USE & HOUSING GOALS

NG-G3 The surrounding ((single-family)) neighborhood residential neighborhoods are buffered from intense development in the core, but have ready access to the goods, services, and employment located in the core via a range of transportation alternatives including walking, bicycling, transit, and automobile (the core area is shown on the Northgate map).

\* \* \*

NG-P6 Promote additional multifamily housing opportunities for households of all income levels to the extent that a compatible scale and intensity of development can be maintained with adjacent ((single-family)) neighborhood residential areas.

\* \* \*

## Queen Anne (Uptown)

\* \* \*

QA-G2 Queen Anne has many ((~~single-family~~)) neighborhood residential, multifamily, and mixed-use neighborhoods that preserve cultural and historic resources and which include affordable, subsidized, and special-needs housing.

\* \* \*

QA-P2 Preserve the character of Queen Anne's ((~~single-family~~)) neighborhood residential and mixed-use neighborhoods.

\* \* \*

QA-P11 Provide for an attractive and harmonious transition between different land uses, including commercial areas and ((~~single-family~~)) neighborhood residential areas.

QA-P12 Legal non-conforming uses exist in Queen Anne's ((~~single-family neighborhoods~~)) neighborhood residential areas, and these shall be allowed to remain at their current intensity, as provided in the Land Use Code, to provide a compatible mix and balance of use types and housing densities.

QA-P13 Accessory dwelling units (ADUs) in ((~~single-family zones~~)) neighborhood residential areas, in the Queen Anne planning area, should continue to be limited to the principal residential structure, and consider requiring that they be subordinate in size and character in order to discourage the development of duplexes and other multifamily structures in these zones.

## Rainier Beach

\* \* \*

RB-P4 Seek to preserve the character of Rainier Beach's ~~((single-family))~~ neighborhood residential zoned areas. Encourage residential small-lot opportunities within ~~((single-family))~~ neighborhood residential-areas within the designated residential urban village. In the area within the residential urban village west of Martin Luther King Way South, permit consideration of rezones of ~~((single-family))~~ neighborhood residential zoned land to mixed-use designations.

\* \* \*

## Roosevelt

\* \* \*

R-LUP3 Promote the development of new multifamily dwellings, in properly zoned areas, that will buffer ((single-family)) neighborhood residential areas from the commercial core, freeway, and commercial corridors.

\* \* \*

R-HP1 Promote the preservation and maintenance of existing single-family homes in ((single-family)) neighborhood residential zones and control impacts to homes on the edge of the ((single-family)) neighborhood residential zones.

## West Seattle Junction

\* \* \*

WSJ-G1 A small-town community with its own distinct identity comprised of a strong ((~~single-family~~)) neighborhood residential community and a vibrant mixed-use business district serving the surrounding residential core.

\* \* \*

WSJ-P13 Maintain a character and scale in historically single-family zoned areas similar to the existing single-family housing.

\* \* \*

## **Westwood/Highland Park**

### COMMUNITY CHARACTER GOAL

W/HP-G1 A diverse community with two distinct areas, Westwood and Highland Park, composed of a mix of (~~single~~) neighborhood residential and multifamily residential areas, significant public facilities, regional and local commercial businesses, and natural resource opportunities that together offer a variety of choices for its residents.

\* \* \*

### HOUSING GOAL

W/HP-G5 A community with both (~~single-family~~) neighborhood and multifamily residential areas and the amenities to support the diverse population.

### HOUSING POLICIES

W/HP-P18 Seek to maintain a character and scale in historically single-family areas similar to existing (~~single-family~~) neighborhood residential areas.

\* \* \*

## Housing Appendix

\* \* \*

### Residential Capacity

\* \* \*

The remaining 25 percent of Seattle’s residential development capacity is in zones that allow only residential uses—meaning these zones do not allow a mix of residential and commercial uses. Of this 25 percent, 20 percent is in zones allowing multifamily structures. The remaining 5 percent is in ~~((single-family))~~ neighborhood residential zones.

\* \* \*

### Housing Appendix Figure A-1

#### Seattle Residential Development Capacity (Model Estimates)

|   | Residential Development Capacity (Housing Units) | Share of Total Residential Development Capacity |
|---|--|---|
| TOTAL:  | 223,713  | 100%  |
| <b>By Future Land Use Designation</b>                           |  |   |
| <del>((Single-family))</del><br><u>Neighborhood Residential</u> | 10,959   | 5%  |
| Multifamily   | 46,803   | 21%   |
| Commercial/Mixed-Use  | 132,439  | 59%   |
| Downtown  | 33,512   | 15%   |
| Major Institution   | N/A  | N/A   |
| City-Owned Open Space   | 0  | 0%  |
| <b>By Urban Centers/Villages:</b>                               |  |   |
| Inside Urban Centers  | 96,862   | 43%   |
| Downtown  | 33,512   | 15%   |

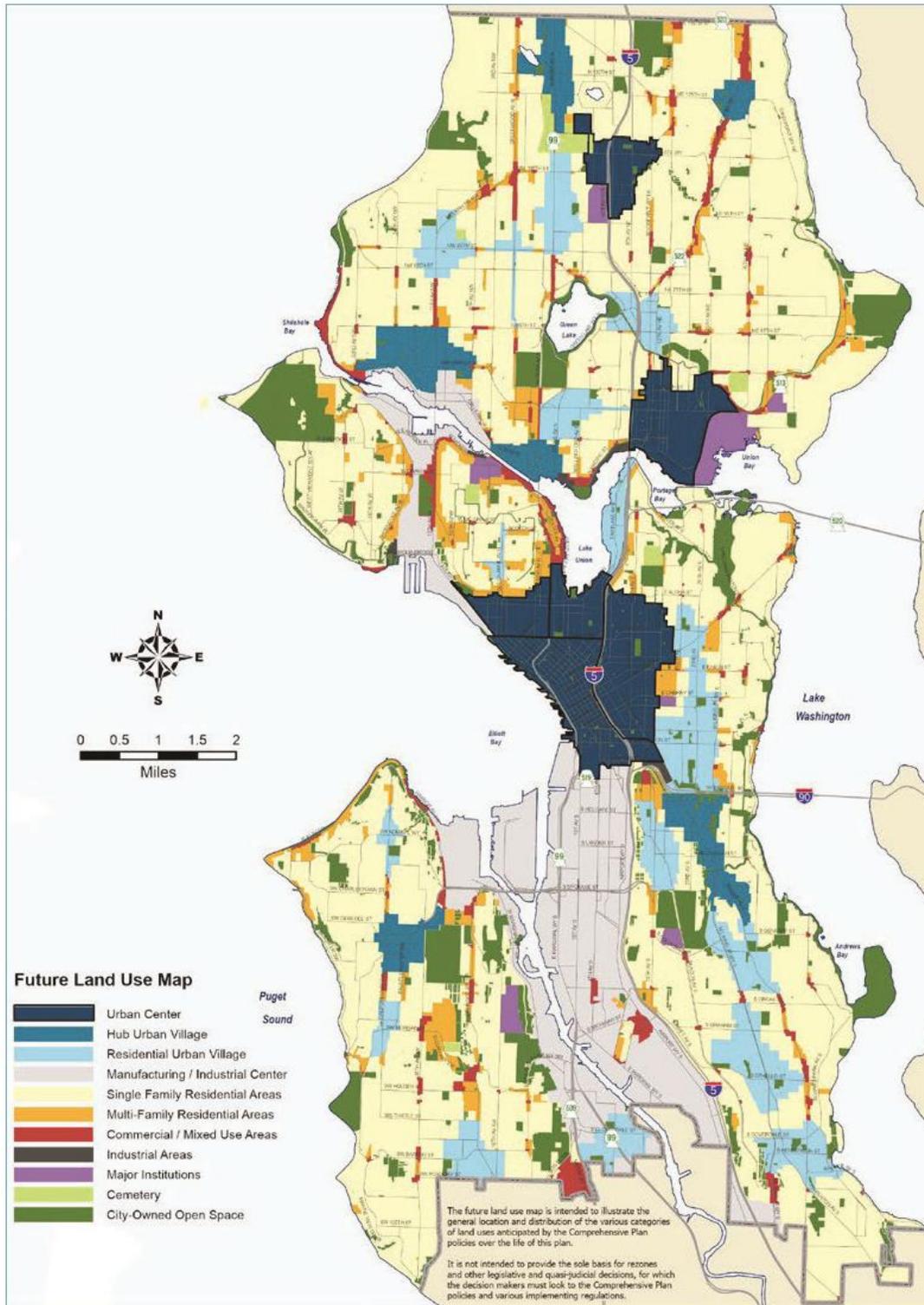
|                                   | Residential Development Capacity (Housing Units) | Share of Total Residential Development Capacity |
|-----------------------------------|--|---|
| First Hill/Capitol Hill           | 19,009   | 8%  |
| Northgate                         | 10,966   | 5%  |
| South Lake Union                  | 20,277   | 9%  |
| Uptown                            | 4,165  | 2%  |
| University District               | 8,933  | 4%  |
| Inside Hub Urban Villages         | 36,227   | 16%   |
| Inside Residential Urban Villages | 39,386   | 18%   |
| Outside Centers and Villages      | 51,207   | 23%   |

Source: Development Capacity Report, DPD, September 2014

\* \* \*

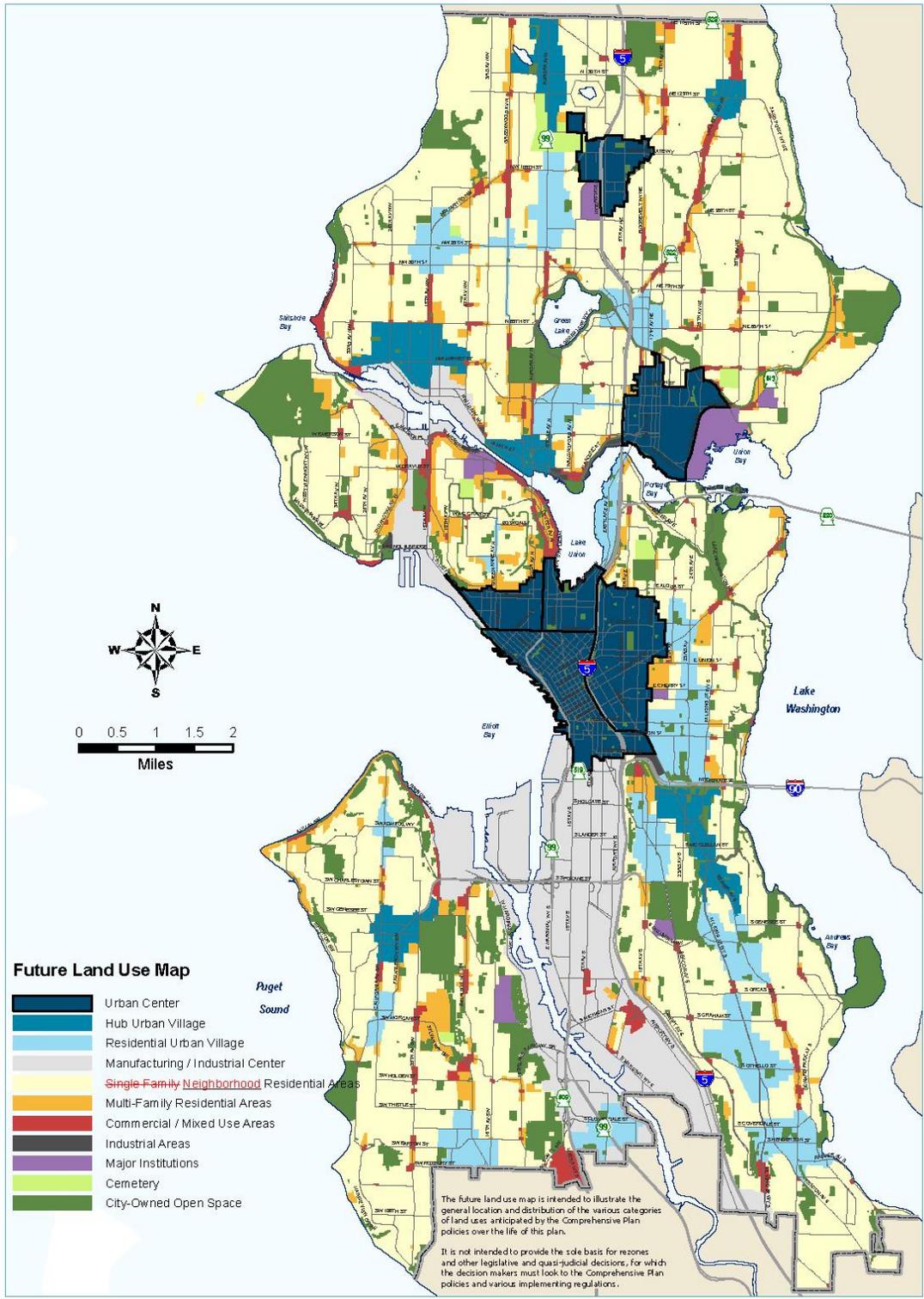
### Map A: Future Land Use Map Before Change

### Future Land Use Map



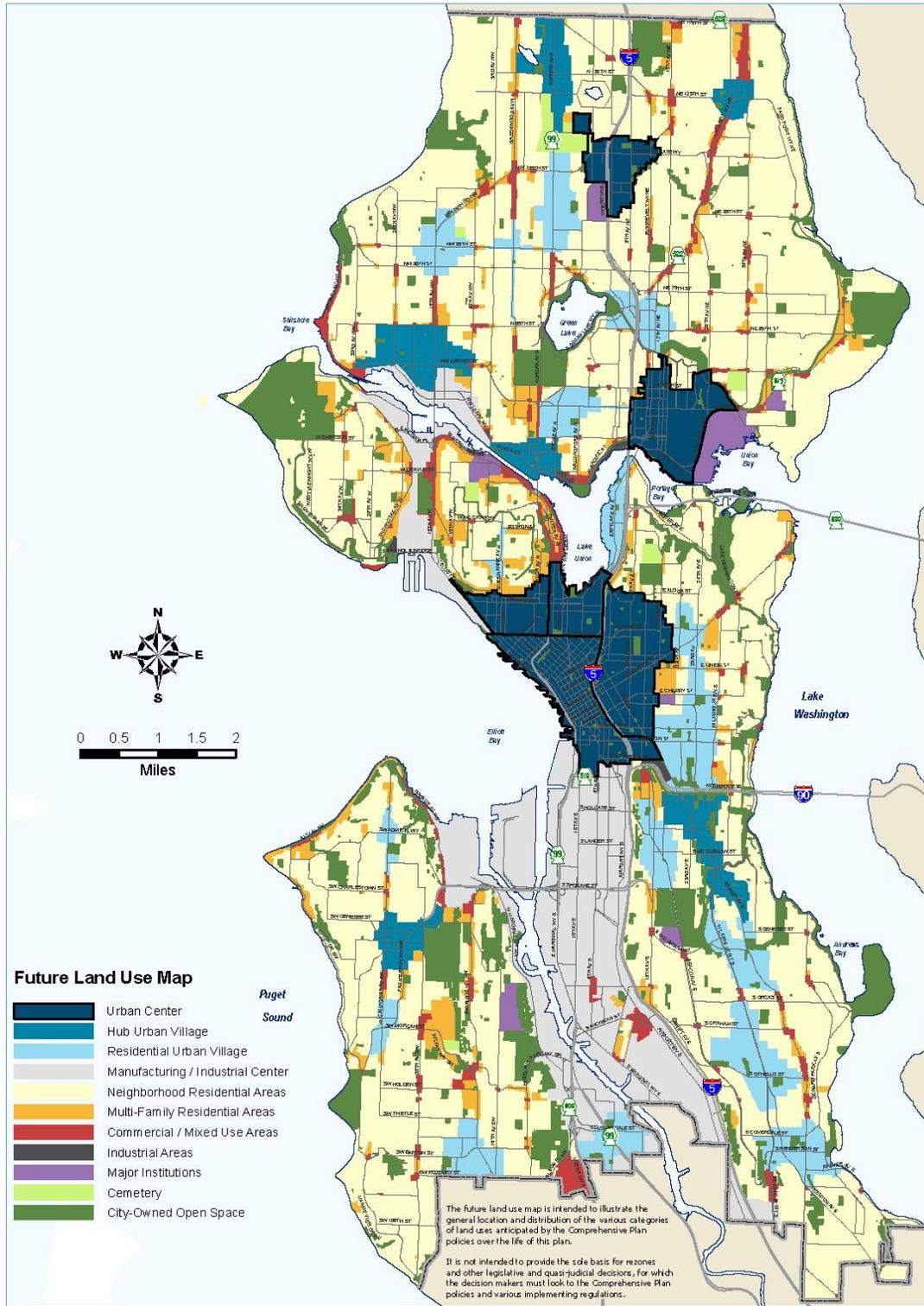
# Map B: Change to the Future Land Use Map

## Future Land Use Map



Map C: Future Land Use Map after Change

Future Land Use Map



**SUMMARY and FISCAL NOTE\***

| <b>Department:</b> | <b>Dept. Contact/Phone:</b> | <b>CBO Contact/Phone:</b> |
|--------------------|-----------------------------|---------------------------|
| Legislative        | Lish Whitson/206-615-1674   | N/A                       |

*\* Note that the Summary and Fiscal Note describes the version of the bill or resolution as introduced; final legislation including amendments may not be fully described.*

**1. BILL SUMMARY**

**Legislation Title:**

AN ORDINANCE relating to land use and zoning; amending the Comprehensive Plan to change the name of Single Family areas to Neighborhood Residential areas as part of the 2020-2021 Comprehensive Plan amendment process.

**Summary and background of the Legislation:**

This bill would make a series of changes to the Comprehensive Plan to replace the narrow term “single-family residential area” with the more general term “neighborhood residential area.” Amendments would be made to the Land Use, Housing, and Parks and Open Space elements, the Housing Appendix and seventeen neighborhood plans.

**2. CAPITAL IMPROVEMENT PROGRAM**

Does this legislation create, fund, or amend a CIP Project? \_\_\_ Yes \_\_\_X\_\_\_ No

**3. SUMMARY OF FINANCIAL IMPLICATIONS**

Does this legislation amend the Adopted Budget? \_\_\_ Yes \_\_\_X\_\_\_ No

Does the legislation have other financial impacts to the City of Seattle that are not reflected in the above, including direct or indirect, short-term or long-term costs?  
No

Is there financial cost or other impacts of *not* implementing the legislation?  
No

**4. OTHER IMPLICATIONS**

a. Does this legislation affect any departments besides the originating department?  
No

**b. Is a public hearing required for this legislation?**

Yes, a public hearing was held in the Land Use and Neighborhoods Committee on July 28, 2021.

**c. Is publication of notice with *The Daily Journal of Commerce* and/or *The Seattle Times* required for this legislation?**

Yes. Notice was published in the Daily Journal of Commerce.

**d. Does this legislation affect a piece of property?**

While the proposal would change the name of areas on the Future Land Use Map, no substantive affects would result from the proposal. Attachment 6 to the bill shows the areas affected by the name change.

**e. Please describe any perceived implication for the principles of the Race and Social Justice Initiative. Does this legislation impact vulnerable or historically disadvantaged communities? What is the Language Access plan for any communications to the public?**

The proposed bill is intended to be an initial step in addressing the segregation that has resulted from keeping most of the City's residential land in single-family land use. The intent of the bill is to provide a more expansive term for areas currently called single-family in order to allow for a broader and deeper dialogue regarding the future of the City's residential neighborhoods as part of the City's next major update to the Comprehensive Plan. This discussion will need to grapple with the racist legacy of single-family zoning and its role in the displacement of BIPOC households. As part of its work leading the major update, OPCD is preparing an outreach and engagement plan that will include language access.

**f. Climate Change Implications**

**1. Emissions: Is this legislation likely to increase or decrease carbon emissions in a material way?**

No

**2. 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.**

No

**g. 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).**

Not applicable

**List attachments/exhibits below:**

None

July 21, 2021

## MEMORANDUM

**To:** Land Use and Neighborhoods Committee  
**From:** Lish Whitson, Analyst  
**Subject:** Neighborhood Residential Comprehensive Plan Amendments

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On July 28, 2021, the Land Use and Neighborhoods Committee (Committee) will provide an opportunity for public comment on Councilmember Mosqueda’s [proposal](#) to amend Seattle’s [Comprehensive Plan](#) to update the name of “Single-Family Residential Areas” to “Neighborhood Residential Areas.” After considering public comments, the bill will be introduced and considered by the Committee in September.

The proposed bill would make a series of technical and non-substantive changes to the Comprehensive Plan to replace the narrow term “single-family” with the more general term “neighborhood residential.” Amendments to the Comprehensive Plan, if passed by the Council, would be followed by a bill that would make similar amendments to the Land Use Code to rename the city’s Single-Family (SF) zones as Neighborhood Residential (NR) zones. No substantive changes are expected to result from these bills.

### Background

Seattle 2035, Seattle’s Comprehensive Plan, is the City’s core policy document to guide the city’s growth. It fulfills the requirements of the Washington State Growth Management Act (GMA) contained in [Chapter 36.70A](#) of the Revised Code of Washington (RCW). Among other requirements, the GMA requires a Future Land Use Map (FLUM) and requires that all of the elements of the plan be consistent with the FLUM.

Seattle’s [FLUM](#) includes eleven categories of uses including “Single-Family Residential Areas.” In policies for single-family residential areas, the plan directs the City to:

LU 7.1 Designate as single-family residential areas those portions of the city that are predominantly developed with single-family houses and that are large enough to maintain a consistent residential character of low height, bulk, and scale over several blocks.

The designation of single-family residential areas in the Comprehensive Plan is mirrored by the designation of SF zones under the City’s Land Use Code ([Title 23](#) of the Seattle Municipal Code.) When the City first adopted a Comprehensive Plan in 1994 in response to the GMA, it classified most SF zones as single-family residential areas on the FLUM, indicating an intent to retain these areas in single-family use.

Seattle's [first zoning code](#), adopted in 1923, included two residence districts, one allowing primarily single-family dwellings and the other allowing a mix of residential building types. When the City adopted a [new zoning code](#) in 1957, it designated four SF zones, three of which survive in today's zoning.<sup>1</sup> Current zoning in Seattle includes SF zones with minimum lot sizes of 9,600 square feet, 7,200 square feet and 5,000 square feet (SF9600, SF7200 and SF5000). The SF zone category also includes Residential Small Lot (RSL) zones.

In 2018, the Seattle Planning Commission released a report, "[Neighborhoods for All](#)," that provides a set of recommendations to "allow more people to enjoy the many wonderful residential neighborhoods Seattle has to offer" by adding flexibility to single-family zoning. Among the strategies identified in the Neighborhoods for All report was a recommendation to "Create a zoning designation that promotes the intended physical form and scale of buildings while being more equitable and inclusive." An initial step identified by the Commission was to rename SF zoning to NR. The Commission noted:

The label of 'Single Family Zone' is a misnomer, as individuals and roommates can live in a house together without being a family. Changing the name of the zone to Neighborhood Residential would more accurately reflect the character of the zone, while not suggesting only families can live there.

As noted by both Neighborhoods for All and a more recent [report](#) by Policy Link, "Advancing Racial Equity as part of the 2024 Update to the Seattle 2035 Comprehensive Plan and Urban Village Strategy" the history of single-family zoning is connected to racist intent and practices that have helped to create a segregated city where white residents are more likely to own single-family homes than BIPOC residents.

In 2019, after passing the Mandatory Housing Affordability ordinance, the Council adopted [Resolution 31870](#), which identified a set of changes to zoning and the Comprehensive Plan for further study. Among the provisions of Resolution 31870, was a request that the Office of Planning and Community Development (OPCD):

...make a recommendation for an alternative name for single-family zones, such as Neighborhood Residential, and propose Comprehensive Plan amendments as part of the 2019-2020 Comprehensive Plan Docket to implement this change, as appropriate.

This request was repeated in Resolutions [31896](#) and [31970](#).

### **Proposed legislation**

The proposed bill would make a number of technical and non-substantive amendments to the Comprehensive Plan in order to change the name of "single-family residential areas" to "neighborhood residential areas" and "single-family zones" to "neighborhood residential

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<sup>1</sup> These were the RS 9600, RS 7200 and RS 5000 zones. The fourth zone was the RW zone, a zone that was targeted for shoreline areas, and has been replaced by shoreline overlays.

zones” in order to better reflect the character of those areas. No substantive changes to the policies are proposed. The changes include:

- Amending the Land Use element to replace the phrase “single-family residential area” with “neighborhood residential area” in introductory and discussion sections and 11 policies. The introduction to the section of policies related to “Neighborhood Residential Areas” would clarify that these areas include the current single-family zones.
- Changing the phrase “areas zoned for single-family use” in the Housing Element to “neighborhood residential areas” in two policies.
- Replacing “single-family zones” with “neighborhood residential zones” in the housing appendix
- Changing one reference to “single-family zones” in the Parks and Open Space element to “neighborhood residential zones.”
- Amending 17 neighborhood plans to maintain consistency with the Land Use Element, including amending references to “historically single-family areas” in neighborhood plans to read “historically single-family zoned areas” to better reflect the intent of the policies. Neighborhood plans to be amended are:

- |                                    |                                     |
|------------------------------------|-------------------------------------|
| 1. Admiral                         | 10. North Neighborhoods (Lake City) |
| 2. Aurora-Licton                   | 11. North Rainier                   |
| 3. Bitter Lake Village             | 12. Northgate                       |
| 4. Central Area                    | 13. Queen Anne (Uptown)             |
| 5. Columbia City                   | 14. Rainier Beach                   |
| 6. Crown Hill/Ballard <sup>1</sup> | 15. Roosevelt                       |
| 7. Greenwood/Phinney Ridge         | 16. West Seattle Junction           |
| 8. Morgan Junction                 | 17. Westwood/Highland Park          |
| 9. North Beacon Hill               |                                     |

## Next Steps

The sponsors of this proposed legislation may make additional changes based on community input prior to introduction. The intent is to introduce the bill in early August, and hold an official public hearing on the final version of the bill at the September 8 Committee meeting. If the Council passes the bill, a second bill would be proffered to update the Land Use Code to change the names of SF zones to NR zones.

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<sup>1</sup> A technical amendment to Policy CH/B-P6.5 would remove a reference to Seattle Municipal Code 23.34.010.B.2., which section no longer exists in the code.

These proposed changes are intended to help inform public conversations as part of the City's next major update to the Comprehensive Plan. The Council has asked that the Environmental Impact Statement for the next major update include alternatives that consider allowing a broader range of housing types in single-family areas and other strategies that could reduce displacement of vulnerable residents. These amendments are intended to help provoke new thinking about what our neighborhoods could look like and how they can better provide homes for BIPOC Seattleites who have been or are threatened with being displaced from the city. OPCD anticipates initiating the community engagement and environmental review process for that update in the next six months.

**Attachments:**

1. Draft Neighborhood Residential Comprehensive Plan Bill

cc: Dan Eder, Interim Director  
Aly Pennucci, Policy and Budget Manager

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**CITY OF SEATTLE**

**ORDINANCE \_\_\_\_\_**

**COUNCIL BILL \_\_\_\_\_**

..title

AN ORDINANCE relating to land use and zoning; amending the Comprehensive Plan to change the name of Single Family areas to Neighborhood Residential areas as part of the 2020-2021 Comprehensive Plan amendment process.

..body

WHEREAS, before 1923, The City of Seattle allowed a mix of housing types and scattered businesses in Seattle’s neighborhoods; and

WHEREAS, in 1923, The City of Seattle adopted its first land use code, which prohibited multifamily structures and boarding houses in areas where they had previously been permitted; and

WHEREAS, since 1923, The City of Seattle zoned some areas with existing multifamily buildings and commercial uses to single-family zoning; and

WHEREAS, as a result, Seattle’s Single Family zones frequently include a mix of land uses, a condition that is not reflected in the term Single Family; and

WHEREAS, 54 percent of Seattle parcel area is zoned Single Family; and

WHEREAS, a similar portion of the City is designated as “Single Family Areas” on the Future Land Use Map; and

WHEREAS, in 2018, the Seattle Planning Commission (SPC) published “Neighborhoods for All,” which recommended changing the name of Single Family zones to Neighborhood Residential because “[t]he label of ‘Single Family Zone’ is a misnomer, as individuals and roommates can live in a house together without being a family”; and

1 WHEREAS, the SPC found that “[c]hanging the name of the zone to Neighborhood Residential  
2 would more accurately reflect the character of the zone, while not suggesting only  
3 families can live there”; and

4 WHEREAS, in 2019, in Resolution 31870, the City Council first called for the name of “Single  
5 Family” areas to be changed to “Neighborhood Residential”; and

6 WHEREAS, in 2019 and 2020, Resolutions 31896 and 31970, repeated the call to change the  
7 name of single-family areas; and

8 WHEREAS, changing the name of Single Family areas in the Comprehensive Plan is a step  
9 toward the City’s plans and regulations reflecting the array of housing types and land  
10 uses found in Seattle’s single family areas;

11 WHEREAS, changing the name of Single Family areas in the Comprehensive Plan is intended to  
12 better reflect the existing character and range of activities permitted in those areas, and is  
13 not intended to have a substantive effect on the uses permitted in those areas; NOW,  
14 THEREFORE,

15 **BE IT ORDAINED BY THE CITY OF SEATTLE AS FOLLOWS:**

16 Section 1. The Seattle Comprehensive Plan, last amended by Ordinance 126186, is  
17 amended as follows:

- 18 A. Amendments to the Land Use Element, as shown in Attachment 1 to this ordinance;
- 19 B. Amendments to the Housing Element, as shown in Attachment 2 to this ordinance;
- 20 C. Amendments to the Parks and Open Space Element, as shown in Attachment 3 to this  
21 ordinance;
- 22 D. Amendments to Neighborhood Plans; as shown in Attachment 4 to this ordinance;
- 23 E. Amendments to the Housing Appendix, as shown in Attachment 5 to this ordinance;

1 F. Amendments to the Future Land Use Map, as shown in Attachment 6 to this ordinance.

2 Section 2. This ordinance shall take effect and be in force 30 days after its approval by  
3 the Mayor, but if not approved and returned by the Mayor within ten days after presentation, it  
4 shall take effect as provided by Seattle Municipal Code Section 1.04.020.

5 Passed by the City Council the \_\_\_\_\_ day of \_\_\_\_\_, 2021,  
6 and signed by me in open session in authentication of its passage this \_\_\_\_ day of  
7 \_\_\_\_\_, 2021.

8 \_\_\_\_\_  
9 President \_\_\_\_\_ of the City Council

10 Approved / returned unsigned / vetoed this \_\_\_\_\_ day of \_\_\_\_\_, 2021.

11 \_\_\_\_\_  
12 Jenny A. Durkan, Mayor

13 Filed by me this \_\_\_\_\_ day of \_\_\_\_\_, 2021.

14 \_\_\_\_\_  
15 Monica Martinez Simmons, City Clerk

16 (Seal)

17

- 1 Attachments:
- 2 Attachment 1 – Amendments to the Land Use Element
- 3 Attachment 2 – Amendments to the Housing Element
- 4 Attachment 3 – Amendments to the Parks and Open Space Element
- 5 Attachment 4 – Amendments to Neighborhood Plans
- 6 Attachment 5 – Amendments to the Housing Appendix
- 7 Attachment 6 – Amendments to the Future Land Use Map

DRAFT

## Land Use Element

### Introduction

\* \* \*

You see these policies in action when you notice a difference in the location, type, and size of new buildings. Guided by the urban village strategy, the City’s Land Use Code (Seattle Municipal Code Title 23) includes a map showing the zones that define the types of buildings allowed. Detailed regulations tell developers what the buildings in each zone can look like. The zones themselves are grouped in the Land Use Code under general categories such as ~~((single-family))~~ neighborhood residential zones, which are composed mostly of houses, and commercial/mixed-use zones, which include businesses as well as housing. Multifamily zones include apartment buildings, town houses, and condos, while industrial zones create space for the port and manufacturing to thrive. Downtown has its own zone type for dense, highrise office and residential buildings.

This Land Use element is divided into three sections. The first section has policies that affect the city as a whole. These policies speak to how Seattle should change and grow in the years to come. The Future Land Use Map shows us the shape of this next-generation Seattle. The second section talks about each kind of land use area: ~~((single-family))~~ neighborhood residential, multifamily, commercial/mixed-use, industrial, and Downtown. The policies in this section explain what makes each of these land use areas different. The third section contains policies for places that play special roles—for example, historic districts.

The Land Use Appendix provides information about the amount of land being used for different purposes across the city. It also displays the density of housing, population, and jobs throughout the city.

\* \* \*

## **The Future Land Use Map and Locations of Zones**

### **Discussion**

The Future Land Use Map shows distinct land use designations or types that are located around the city. The City has decided the right uses for each area and how much use each area should receive. Five of these area types—(~~single-family~~) neighborhood residential areas, multifamily residential areas, commercial/mixed-use areas, Downtown areas, and industrial areas—are meant to suggest specific uses. One area might be good for building more homes or right for building shops and restaurants. Within each land use area, there may be different levels of zoning that provide more detail about what can be built. This ensures that the right types and density of buildings will be built in each place. In certain places, special zoning can be created through a separate process. Some of these special zones are created around large hospitals or universities or housing developments where the needs of many people need to be coordinated. These include major institution overlay districts and master planned communities. Four other types of areas on the Future Land Use Map show the urban village strategy in use. Urban centers, hub urban villages, residential urban villages, and manufacturing/industrial centers work together with the land use area designations. They show us the best spots to place new housing and jobs and the right places for manufacturing, warehousing, and port activity.

\* \* \*

### **Special Uses: Telecommunications Facilities**

\* \* \*

LU 4.3 Prohibit new major communication utilities, such as radio and television transmission towers, in (~~single-family~~) neighborhood and multifamily residential zones and in pedestrian-

oriented commercial/mixed-use zones and encourage existing major communication utilities to relocate to nonresidential areas.

\* \* \*

### **General Development Standards**

\* \* \*

LU 5.7 Employ development standards in residential zones that address the use of the ground level of new development sites to fit with existing patterns of landscaping, especially front yards in ~~((single-family))~~ neighborhood residential areas, and to encourage permeable surfaces and vegetation.

\* \* \*

### **Land Use Areas**

#### Discussion

Historically, zones were created so that different types of uses could be developed only in distinct areas of the city. One reason for this was to keep the uses in one area from affecting the uses in another in a negative way. For example, industrial activities like manufacturing were separated from residential areas to protect residents from harm. Over time, the city evolved in a pattern similar to that basic idea. There are still areas in the city that have distinct uses, but over time commercial uses and residential uses began to blend more to give people better access to shops and services. These changing patterns helped give Seattle its unique neighborhoods. For instance, areas with commercial zoning that allows shops and small offices have become the heart of many neighborhoods.

Areas that already had business cores and multifamily housing and that are zoned for more housing and businesses have become the cores of the urban villages. ~~((Some single-family~~

~~areas~~) Areas in the city were developed at different times, giving them distinct characteristics that show their history. For instance, houses might have a similar architectural style or have a similar relationship to their surroundings.

Each of the land use areas plays a unique role in the city. Used in combination, they help Seattle grow in ways that meet the city's needs. They allow us to place new housing in the areas where the most jobs and services are or will be in the future. They also allow us to encourage housing in places that already have frequent and reliable transit service or that will have better access as improvements and investments are made in rail or bus service.

### ~~((Single-family))~~ **Neighborhood Residential Areas**

~~((Single-family))~~ Neighborhood Residential ~~((zones))~~ areas cover much of the city, including single-family zones. While they are thought of as residential neighborhoods, they include a variety of uses beyond housing. For instance, most of the public parkland is found in these zones, as are many of the public schools, cemeteries, and fire stations. In most of these areas, houses are usually not very tall and typically have yards and open space around them. That open space provides recreation opportunities for residents and land for much of the city's tree canopy. Much of the land in these areas has been built to the densities the current zoning rules allow. However, some different housing types, such as accessory dwelling units or backyard cottages, could increase the opportunity for adding new housing units in these areas. Over time, some ~~((single-family))~~ neighborhood residential areas could be incorporated into nearby urban villages, and there could be a new definition of what is allowable in these zones when they are inside urban villages.

### **GOAL**

LU G7 Provide opportunities for detached single-family residential structures and other compatible housing options that have low height, bulk, and scale in order to serve a broad array of households and incomes and to maintain an intensity of development that is appropriate for areas with limited access to services, infrastructure constraints, fragile environmental conditions, or that are otherwise not conducive to more intensive development.

## **POLICIES**

LU 7.1 Designate as ~~((single-family))~~ neighborhood residential areas those portions of the city that are predominantly developed with single-family detached houses and that are large enough to maintain a consistent residential character of low height, bulk, and scale over several blocks.

LU 7.2 Use a range of ~~((single-family))~~ neighborhood residential zones to

- maintain the current low-height and low-bulk character of designated ~~((single-family))~~ neighborhood residential areas;
- limit development in ~~((single-family))~~ neighborhood residential areas or that have environmental or infrastructure constraints;
- allow different densities that reflect historical development patterns; and
- respond to neighborhood plans calling for redevelopment or infill development that maintains the ~~((single-family))~~ neighborhood residential character of the area but also allows for a greater range of housing types.

LU 7.3 Consider allowing redevelopment or infill development of ~~((single-family))~~ neighborhood residential areas inside urban centers and villages, where new development would maintain the low height and bulk that characterize the single-family area, while allowing a wider range of housing types such as detached accessory units, cottage developments or small duplexes or triplexes.

LU 7.4 Allow detached single-family dwellings as the principal use permitted outright in ~~((single family))~~ neighborhood residential areas.

LU 7.5 Encourage accessory dwelling units, family-sized units, and other housing types that are attractive and affordable, and that are compatible with the development pattern and building scale in ~~((single family))~~ neighborhood residential areas in order to make the opportunity in single-family areas more accessible to a broad range of households and incomes, including lower-income households.

LU 7.6 Limit the number and types of nonresidential uses allowed in ~~((single family))~~ neighborhood residential areas and apply appropriate development standards in order to protect those areas from the negative impacts of incompatible uses.

LU 7.7 Prohibit parking lots or other activities that are part of permitted uses in neighboring higher-intensity zones from locating or expanding in ~~((single family))~~ neighborhood residential areas.

LU 7.8 Use minimum lot size requirements to maintain the character of ~~((single family))~~ neighborhood residential areas and to reflect the differences in environmental and development conditions and densities found in various single-family areas throughout the city.

LU 7.9 Allow exceptions to minimum lot size requirements to recognize building sites created under earlier regulations and historical platting patterns, to allow the consolidation of very small lots into larger lots, to adjust lot lines to permit more orderly development patterns, and to provide more housing opportunities by creating additional buildable sites that integrate well with surrounding lots and do not result in the demolition of existing housing.

LU 7.10 Reflect the character of existing low-density development through the regulation of scale, siting, structure orientation, and setbacks.

LU 7.11 Permit, through Council or administrative conditional use approval, variations from established standards for planned large developments in ~~((single-family))~~ neighborhood residential areas, to promote high-quality design that

- is compatible with the character of the area,
- enhances and preserves natural features and functions,
- encourages the construction of affordable housing,
- allows for development and design flexibility, and
- protects environmentally critical areas.

Such developments should not be considered as sole evidence of changed circumstances to justify future rezones of the site or adjacent properties.

LU 7.12 Emphasize measures that can increase housing choices for low-income individuals and families when considering changes to development standards in ~~((single-family))~~ neighborhood residential areas.

### **Multifamily Residential Areas**

#### **Discussion**

The city's multifamily areas contain a variety of housing types. You might find duplexes or town houses, walk-up apartments or highrise towers. These structures may include units that are owned by the residents or may provide rental housing. Overall, these areas offer more choices for people with different living styles and a wider range of incomes than ~~((single-family))~~ neighborhood residential zones.

\* \* \*

LU 8.10 Designate lowrise multifamily zones in places where low-scale buildings can provide a gradual transition between ~~((single family))~~ neighborhood residential zones and more intensive multifamily or commercial areas.

\* \* \*

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## Housing

\* \* \*

### Diversity of Housing

\* \* \*

H 3.4 Promote use of customizable modular designs and other flexible housing concepts to allow for households' changing needs, including in neighborhood residential areas (~~zoned for single-family use~~).

H 3.5 Allow additional housing types in neighborhood residential areas (~~that are currently zoned for single family development~~) inside urban villages; respect general height and bulk development limits currently allowed while giving households access to transit hubs and the diversity of goods and services that those areas provide.

\* \* \*

## **Parks and Open Space**

### **Introduction**

\* \* \*

In addition to the areas enjoyed by the public, there are many private open spaces in the city.

These areas—such as yards in ~~((single-family))~~ neighborhood residential and multifamily zones—also provide light, air, and breathing room that benefit everyone in the city.

\* \* \*

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## **Admiral**

\* \* \*

A-P2 Maintain the character and integrity of the existing ~~((single-family))~~ neighborhood residential zoned areas by maintaining current ~~((single-family))~~ neighborhood residential zoning outside the urban village on properties meeting the locational criteria for ~~((single-family))~~ neighborhood residential zones.

\* \* \*

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## Aurora-Licton

\* \* \*

### DESIGNATION OF THE AURORA-LICTON RESIDENTIAL URBAN VILLAGE POLICIES

AL-P1 Maintain the current balance of residential and commercial areas within the urban village boundaries. Consider future zoning changes that would reduce conflicts between adjacent areas; promote the development of a neighborhood-serving and pedestrian-oriented commercial core and promote transitions between ~~((single-family))~~ neighborhood residential areas and commercial areas.

\* \* \*

## Bitter Lake Village

\* \* \*

BL-P23 Use the permitting and environmental review process to minimize or mitigate the impacts of commercial and higher density residential uses on nearby ~~((single-family))~~ neighborhood residential areas.

BL-P24 Encourage design and site planning of single-family and multifamily housing that fits with the surrounding neighborhoods.

BL-P25 Develop and use neighborhood design guidelines to help establish an urban design vision for Linden Avenue, to guide multifamily and commercial development that enhances the pedestrian environment, and to ensure appropriate transitions between ~~((single-family neighborhoods))~~ neighborhood residential areas and denser commercial areas.

\* \* \*

## Central Area

\* \* \*

CA-P68 Consider rezoning (~~(single-family)~~) neighborhood residential zoned parcels to neighborhood commercial to support continuation and expansion of services provided by local institutions as the Cherry Hill Baptist Church.

\* \* \*

CA-P69 Encourage increased housing density at 23rd and Madison. As one tool for implementing this policy, consider the Residential Small Lot zone to be appropriate for (~~(single-family)~~) areas south of East Madison Street within the Madison-Miller Residential Urban Village.

- A. The portion of East Madison Street within the Madison-Miller Residential Urban Village is designated a principal commercial street.

\* \* \*

**Columbia City**

\* \* \*

CC-G7 A community with healthy and attractive (~~(single-family)~~) neighborhood residential areas.

\* \* \*

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## Crown Hill/Ballard

\* \* \*

CH/B-P6 Maintain the physical character of the ~~((single-family))~~ neighborhood residential-zoned areas in the Crown Hill/Ballard plan area.

CH/B-P6.5 In the Crown Hill Residential Urban Village, ~~((single-family))~~ neighborhood residential-zoned portions of split-zoned lots having an existing multifamily use may be rezoned to an abutting multifamily-zoning designation. This policy is intended to guide future rezone decisions and to lead to amendment of the Land Use Code by changing limits on the zones to which ~~((single-family))~~ neighborhood residential areas may be rezoned within the Crown Hill Residential Urban Village~~((, as prescribed by SMC 23.34.010.B.2))~~.

\* \* \*

**Greenwood/Phinney Ridge**

\* \* \*

G/PR-G7 A neighborhood where the scale and character of historical or existing (~~single-family~~) neighborhood residential areas have been maintained.

\* \* \*

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## Morgan Junction

\* \* \*

MJ-G5 A community with strong ~~((single-family))~~ neighborhood residential neighborhoods and compatible multifamily buildings offering a wide range of housing types for all people.

### HOUSING AND LAND USE POLICIES

MJ-P13 Maintain the physical character and scale of historically single-family ~~((housing))~~ zoned areas within the urban village by encouraging housing choices such as cottages, townhouses, and low-rise apartments, in these areas.

MJ-P14 Encourage a mix of housing stock to promote generational wealth creation through the retention or creation of affordable, entry-level, family-sized housing units that provide homeownership opportunities in the historically single-family ~~((housing))~~ zoned areas of the urban village.

\* \* \*

## North Beacon Hill

\* \* \*

NBH-P9 Allow alternative housing types, such as cottage housing, in ~~((single-family))~~ neighborhood residential zones to support affordable choices while preserving the ~~((single-family))~~ neighborhood residential character.

\* \* \*

NBH-G7 A Town Center urban form that transitions from denser development at the Town Center core to less dense and neighborhood ~~((single-family))~~ residential neighborhoods in a manner that is responsive to the context and character of the North Beacon Hill neighborhood.

## North Neighborhoods (Lake City)

\* \* \*

NN-P36 Encourage development of non-single-family parcels adjacent to (~~single-family zoning~~) neighborhood residential zones to provide transitions or buffers adequate to protect the (~~single-family~~) neighborhood residential area from adverse impacts.

\* \* \*

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## North Rainier

\* \* \*

NR-G2 Housing in the neighborhood meets community needs for a range of household incomes and unit sizes, and makes a compatible transition from higher-intensity mixed-use and multifamily residential to ~~((single-family))~~ neighborhood residential areas.

\* \* \*

NR-P10 Include a portion of ~~((single-family))~~ neighborhood residential area located between 24th Avenue South and 25th Avenue South, north of S. McClellan Street, within the urban village and within the Station Area Overlay District, and support a multifamily zoning designation for the area that would allow more compact residential development.

\* \* \*

## Northgate

\* \* \*

NG-G2 A thriving, vital, mixed-use center of concentrated development surrounded by healthy ~~((single-family))~~ neighborhood residential neighborhoods transformed from an underutilized, auto-oriented office/retail area.

### LAND USE & HOUSING GOALS

NG-G3 The surrounding ~~((single-family))~~ neighborhood residential neighborhoods are buffered from intense development in the core, but have ready access to the goods, services, and employment located in the core via a range of transportation alternatives including walking, bicycling, transit, and automobile (the core area is shown on the Northgate map).

\* \* \*

NG-P6 Promote additional multifamily housing opportunities for households of all income levels to the extent that a compatible scale and intensity of development can be maintained with adjacent ~~((single-family))~~ neighborhood residential areas.

\* \* \*

## Queen Anne (Uptown)

\* \* \*

QA-G2 Queen Anne has many ~~((single-family))~~ neighborhood residential, multifamily, and mixed-use neighborhoods that preserve cultural and historic resources and which include affordable, subsidized, and special-needs housing.

\* \* \*

QA-P2 Preserve the character of Queen Anne's ~~((single-family))~~ neighborhood residential and mixed-use neighborhoods.

\* \* \*

QA-P11 Provide for an attractive and harmonious transition between different land uses, including commercial areas and ~~((single-family))~~ neighborhood residential areas.

QA-P12 Legal non-conforming uses exist in Queen Anne's ~~((single-family neighborhoods))~~ neighborhood residential areas, and these shall be allowed to remain at their current intensity, as provided in the Land Use Code, to provide a compatible mix and balance of use types and housing densities.

QA-P13 Accessory dwelling units (ADUs) in ~~((single-family zones))~~ neighborhood residential areas, in the Queen Anne planning area, should continue to be limited to the principal residential structure, and consider requiring that they be subordinate in size and character in order to discourage the development of duplexes and other multifamily structures in these zones.

## Rainier Beach

\* \* \*

RB-P4 Seek to preserve the character of Rainier Beach's ~~((single-family))~~ neighborhood residential zoned areas. Encourage residential small-lot opportunities within ~~((single-family))~~ neighborhood residential-areas within the designated residential urban village. In the area within the residential urban village west of Martin Luther King Way South, permit consideration of rezones of ~~((single-family))~~ neighborhood residential zoned land to mixed-use designations.

\* \* \*

## Roosevelt

\* \* \*

R-LUP3 Promote the development of new multifamily dwellings, in properly zoned areas, that will buffer ~~((single-family))~~ neighborhood residential areas from the commercial core, freeway, and commercial corridors.

\* \* \*

R-HP1 Promote the preservation and maintenance of existing single-family homes in ~~((single-family))~~ neighborhood residential zones and control impacts to homes on the edge of the ~~((single-family))~~ neighborhood residential zones.

## West Seattle Junction

\* \* \*

WSJ-G1 A small-town community with its own distinct identity comprised of a strong (~~single-family~~) neighborhood residential community and a vibrant mixed-use business district serving the surrounding residential core.

\* \* \*

WSJ-P13 Maintain a character and scale in historically single-family zoned areas similar to the existing single-family housing.

\* \* \*

## Westwood/Highland Park

### COMMUNITY CHARACTER GOAL

W/HP-G1 A diverse community with two distinct areas, Westwood and Highland Park, composed of a mix of ~~((single))~~ neighborhood residential and multifamily residential areas, significant public facilities, regional and local commercial businesses, and natural resource opportunities that together offer a variety of choices for its residents.

\* \* \*

### HOUSING GOAL

W/HP-G5 A community with both ~~((single-family))~~ neighborhood and multifamily residential areas and the amenities to support the diverse population.

### HOUSING POLICIES

W/HP-P18 Seek to maintain a character and scale in historically single-family areas similar to existing ~~((single-family))~~ neighborhood residential areas.

\* \* \*

## Housing Appendix

\* \* \*

### Residential Capacity

\* \* \*

The remaining 25 percent of Seattle’s residential development capacity is in zones that allow only residential uses—meaning these zones do not allow a mix of residential and commercial uses. Of this 25 percent, 20 percent is in zones allowing multifamily structures. The remaining 5 percent is in ~~((single-family))~~ neighborhood residential zones.

\* \* \*

### Housing Appendix Figure A-1

#### Seattle Residential Development Capacity (Model Estimates)

|   | Residential Development Capacity (Housing Units) | Share of Total Residential Development Capacity |
|---|--|---|
| <b>TOTAL:</b>   | 223,713  | 100%  |
| <b>By Future Land Use Designation</b>                           |  |   |
| <del>((Single-family))</del><br><u>Neighborhood Residential</u> | 10,959   | 5%  |
| Multifamily   | 46,803   | 21%   |
| Commercial/Mixed-Use  | 132,439  | 59%   |
| Downtown  | 33,512   | 15%   |
| Major Institution   | N/A  | N/A   |
| City-Owned Open Space   | 0  | 0%  |
| <b>By Urban Centers/Villages:</b>                               |  |   |
| Inside Urban Centers  | 96,862   | 43%   |
| Downtown  | 33,512   | 15%   |

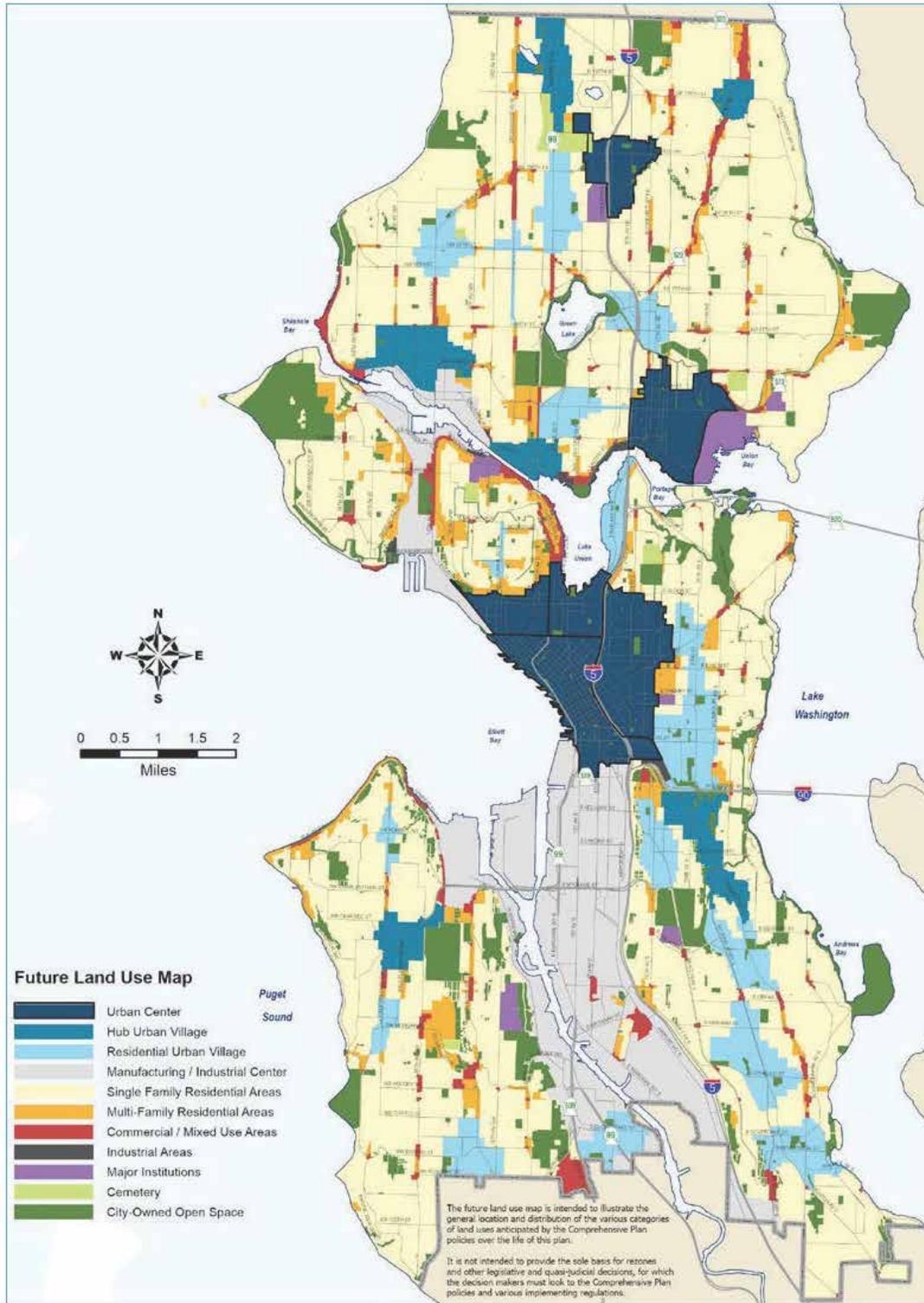
|                                   | Residential Development Capacity (Housing Units) | Share of Total Residential Development Capacity |
|-----------------------------------|--|---|
| First Hill/Capitol Hill           | 19,009   | 8%  |
| Northgate                         | 10,966   | 5%  |
| South Lake Union                  | 20,277   | 9%  |
| Uptown                            | 4,165  | 2%  |
| University District               | 8,933  | 4%  |
| Inside Hub Urban Villages         | 36,227   | 16%   |
| Inside Residential Urban Villages | 39,386   | 18%   |
| Outside Centers and Villages      | 51,207   | 23%   |

Source: Development Capacity Report, DPD, September 2014

\* \* \*

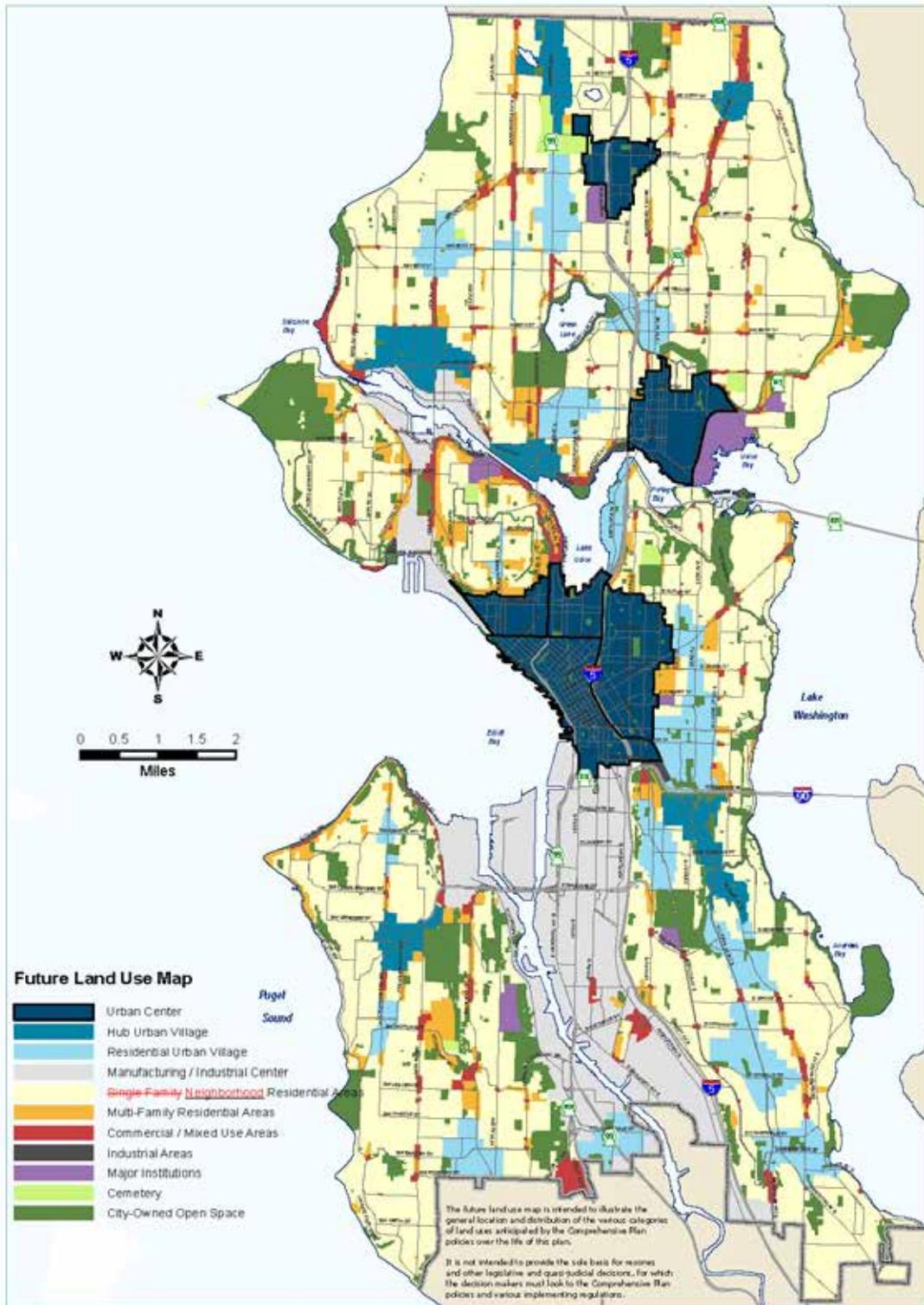
Map A: Future Land Use Map Before Change

Future Land Use Map



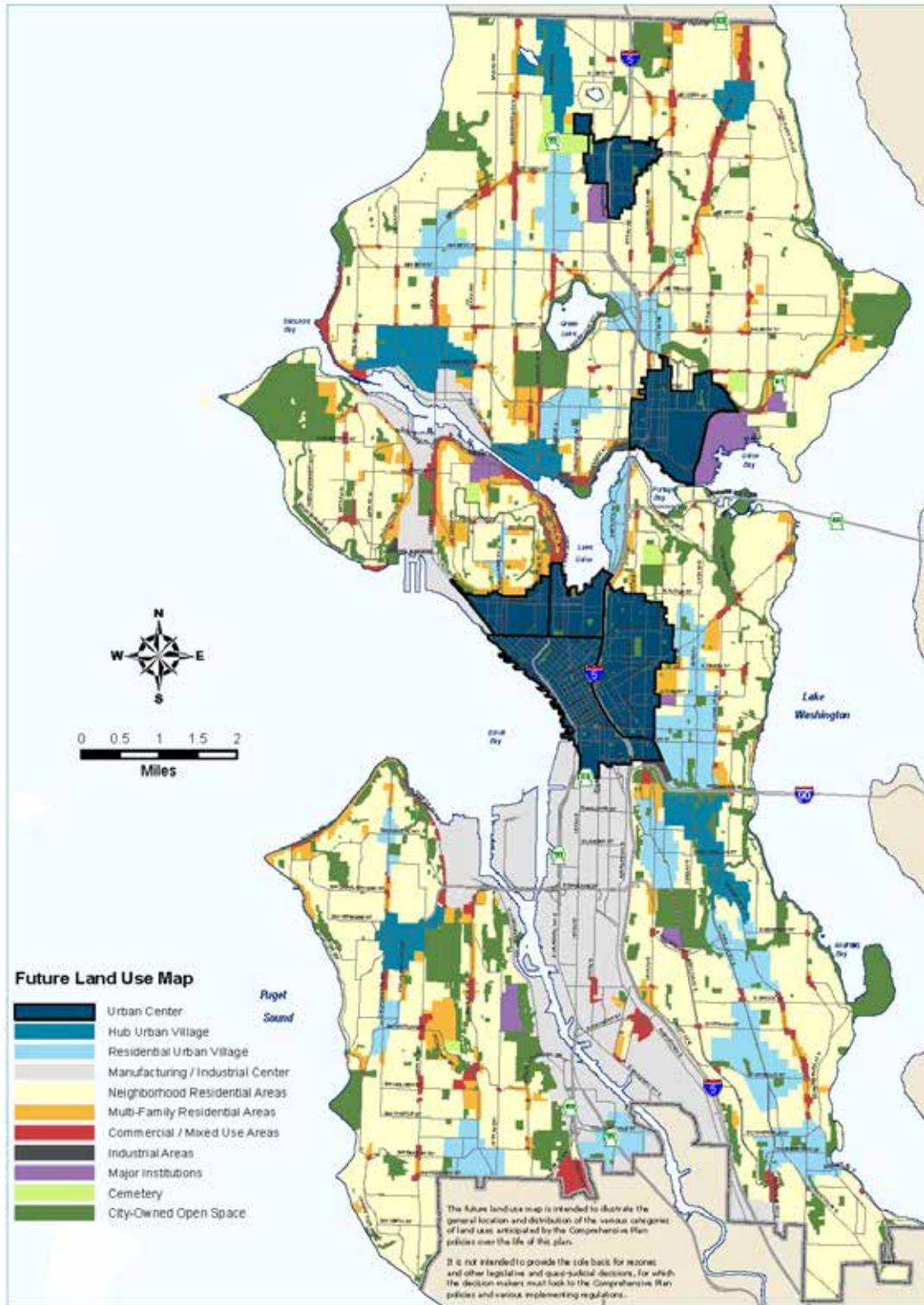
Map B: Change to the Future Land Use Map

Future Land Use Map



Map C: Future Land Use Map after Change

Future Land Use Map



**Amendment 1**  
**to**  
**CB 120155 – LEG Neighborhood Residential Comprehensive Plan ORD**

**Author:** CM Herbold

**Sponsors:** CM Strauss and CM Mosqueda

Remove redundancies in the Morgan Junction and Northgate Neighborhood Plans

1. Amend Morgan Junction Goal 5, as shown on page 8 of Attachment 4 to Council Bill 120155, as shown:

MJ-G5 A community with strong ((single-family)) neighborhood residential ~~neighborhoods~~ areas and compatible multifamily buildings offering a wide range of housing types for all people.

2. Amend Northgate’s Goals 2 and 3, as shown on page 12 of Attachment 4 to Council Bill 120155, as shown:

NG-G2 A thriving, vital, mixed-use center of concentrated development surrounded by healthy ((single-family)) neighborhood residential ~~neighborhoods~~ areas transformed from an underutilized, auto-oriented office/retail area.

\* \* \*

NG-G3 The surrounding ((single-family)) neighborhood residential ~~neighborhoods~~ areas are buffered from intense development in the core, but have ready access to the goods, services, and employment located in the core via a range of transportation alternatives including walking, bicycling, transit, and automobile (the core area is shown on the Northgate map).

|  |
|--|
| Effect: These amendments would replace the word “neighborhoods” with “areas” in the Morgan Junction neighborhood plan, at the request of the Morgan Community Association, and the Northgate neighborhood plan, in order to avoid the redundant phrase “neighborhood residential neighborhoods.” No substantive effect is intended with this change. |
|--|

Lish Whitson

**Date: September 13, 2021**

**Version: 2**



Legislation Text

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**File #: CB 120153, Version: 1**

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**CITY OF SEATTLE**

**ORDINANCE \_\_\_\_\_**

**COUNCIL BILL \_\_\_\_\_**

AN ORDINANCE relating to land use and zoning; adding a new Section 23.49.167 to the Seattle Municipal Code to provide alternative development standards for small lots located in Downtown Mixed Residential zones.

WHEREAS, existing development standards in Downtown Mixed Residential (DMR) zones make development on small lots difficult because the standards require small upper-story floor plates, challenging floor layouts, and complicated construction; and

WHEREAS, modular and panelized construction is making small lot development more feasible, but they require consistent floor plates to be feasible; and

WHEREAS, allowing alternative development standards for small lots located in the DMR zones of Belltown could increase the supply of market-rate and rent-restricted housing; NOW, THEREFORE,

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

Section 1. A new Section 23.49.167 of the Seattle Municipal Code is added to Subchapter IV of Chapter 23.49 as follows:

**23.49.167 Downtown Mixed Residential, alternative standards for small lots**

In lieu of meeting development standards contained in subsections 23.49.158.A (lot coverage), 23.49.164.A (structure width and depth), and 23.49.166.B (green street setbacks), a proposed development that meets the eligibility requirements of subsection 23.49.167.A may elect to meet the alternative development standards of subsections 23.49.167.B, 23.49.167.C, and 23.49.167.D. A proposed development that elects to meet the alternative development standards must meet the development standards contained in subsections 23.49.167.B,

23.49.167.C, and 23.49.167.D and may not elect to comply with some but not other of those standards.

A. Eligibility requirements. The alternative development standards in subsections 23.49.167.B, 23.49.167.C, and 23.49.167.D are only applicable to development that meets the following standards:

1. The lot is located in a DMR/C 145/75, DMR/R 145/65, DMR/C 280/125, or DMR/R 280/65 zone;
2. The lot is less than 14,500 square feet in size; and
3. At least 75 percent of gross floor area is in residential use.

B. Lot coverage

1. For lots 8,000 square feet or less in size, development must meet one of the following:
  - a. Portions of structures above 25 feet in height shall not exceed a lot coverage of 80 percent; or
  - b. Portions of structures above 25 feet in height shall not exceed a lot coverage of 85 percent and the development does not exceed a height of 135 feet, excluding rooftop features and any additional height granted by the Living Building Pilot program in Section 23.40.060.
2. For lots greater than 8,000 square feet but 14,500 square feet or less in size, portions of structures above 45 feet in height shall not exceed a lot coverage of 75 percent.

C. Maximum width and depth

1. The maximum width and depth for any portion of a structure above 45 feet in height is 100 feet on avenues and 120 feet on east/west streets. The maximum applies to the width and depth of portions of structures as measured parallel to any street lot line.
2. Any portion of a structure above 45 feet in height shall be separated horizontally by at least 20 feet at all points from any other portion of a structure on the lot above 45 feet in height.

D. Green street setbacks. If the structure is located on the northern side of the green street, portions of structures above 25 feet in height shall be set back 10 feet from the street lot line of a green street designated on

Downtown Overlay Map 1B. If the structure is located on the southern side of the green street, the standards of subsection 23.49.166.B shall still apply.

Section 2. This ordinance shall take effect and be in force 30 days after its approval by the Mayor, but if not approved and returned by the Mayor within ten days after presentation, it shall take effect as provided by Seattle Municipal Code Section 1.04.020.

Passed by the City Council the \_\_\_\_\_ day of \_\_\_\_\_, 2021, and signed by me in open session in authentication of its passage this \_\_\_\_\_ day of \_\_\_\_\_, 2021.

\_\_\_\_\_  
President \_\_\_\_\_ of the City Council

Approved / returned unsigned / vetoed this \_\_\_\_\_ day of \_\_\_\_\_, 2021.

\_\_\_\_\_  
Jenny A. Durkan, Mayor

Filed by me this \_\_\_\_\_ day of \_\_\_\_\_, 2021.

\_\_\_\_\_  
Monica Martinez Simmons, City Clerk

(Seal)

## SUMMARY and FISCAL NOTE\*

| <b>Department:</b>                                | <b>Dept. Contact/Phone:</b> | <b>CBO Contact/Phone:</b>    |
|---|-----------------------------|------------------------------|
| Office of Planning & Community Development (OPCD) | Brennon Staley/206-684-4625 | Christie Parker/206-684-5211 |

*\* Note that the Summary and Fiscal Note describes the version of the bill or resolution as introduced; final legislation including amendments may not be fully described.*

### 1. BILL SUMMARY

**Legislation Title:** AN ORDINANCE relating to land use and zoning; adding a new Section 23.49.167 to the Seattle Municipal Code to provide alternative development standards for small lots located in Downtown Mixed Residential zones.

#### **Summary and background of the Legislation:**

The legislation addresses issues relating to construction on small lots in DMR zones located in Belltown. Currently, lot coverage and setback requirements in these zones require complex building forms with floor plates that gradually decrease in size at various heights. While construction is already challenging on small lots, these standards are particularly challenging because they result in complicated construction, challenging floor layouts, and small upper-story floor plates. Advancements in modular and panelized construction are making small lot development more feasible; however, these types of construction require more consistent floor plates to be feasible. The goal of this legislation is to implement zoning standards that are more appropriate for small lots in order to increase the supply of market-rate and rent-restricted housing.

#### **MINIMUM REQUIREMENTS**

Projects meeting the following standards would be allowed to meet a different set of development standards:

- The site is located in a DMR/C 145/75, DMR/R 145/65, DMR/C 280/125, or DMR/R 280/65 zone.
- The site is less than 14,500 square feet in size.
- At least 75% of gross floor area in residential use.

#### **ALTERNATIVE STANDARDS**

Projects meeting the minimum standards would be allowed to use the following alternative standards in order to provide more appropriate massing for smaller lots.

#### **Coverage Limits**

Currently, on lots less than 19,000 square feet in DMR zones, the first 65 feet in height have no coverage limit, floors between 65 feet and 85 feet have a maximum coverage limit of 75%, and floors above 85 feet and have a coverage limit of 65%. We are proposing to allow the following alternative:

- For lots 8,000 square feet or less, development would have to meet one of the following:

- the first 25 feet in height would have no coverage limit and all floors above 25 feet in height would have a maximum coverage limit of 80%; or
- the first 25 feet in height would have no coverage limit and all floors above 25 feet in height would have a maximum coverage limit of 85%, but the development could not exceed 135 feet, excluding rooftop features and any additional height granted by the Living Building Pilot program.
- For lots 14,500 square feet or less but greater than 8,000 square feet, the first 45 feet would have no coverage limit and all floors above 45 feet would have a maximum coverage limit of 75%.

### **Building Width and Depth**

Currently, lots less than 19,000 square feet in DMR zones have a maximum width and depth limit of 90 feet on avenues and 120 feet on east/west streets for portions of a structure above 65 feet in height. We are proposing to allow a maximum width and depth limit of 100 feet on avenues and 120 feet on east/west streets for portions of a structure above 45 feet in height.

### **Green Street Setbacks**

Development on green streets in DMR zones is required to be setback 10 feet from the green street property line between 65 and 85 feet in height, plus an additional foot of setback for each 5 feet above 85 feet. However, buildings frequently get departures from the stepped setback through design review as it results in a strange shape. Variable upper-level setbacks are challenging on small lots because they result in many floor plate changes. This type of development standard is particularly challenging for modular or panelized construction where standard unit sizes would result in the removal of full units on upper stories. The proposed alternative is to require no setback for the first 25 feet and a setback of 10 feet for the remainder of the building. This alternative would only be allowed on the north side of a green street without view corridor requirements to ensure it does not significantly reduce the amount of light accessing the street.

## **2. CAPITAL IMPROVEMENT PROGRAM**

**Does this legislation create, fund, or amend a CIP Project?** \_\_\_ Yes \_\_\_ X No

## **3. SUMMARY OF FINANCIAL IMPLICATIONS**

**Does this legislation amend the Adopted Budget?** \_\_\_ Yes \_\_\_ X No

**Does the legislation have other financial impacts to the City of Seattle that are not reflected in the above, including direct or indirect, short-term or long-term costs?**

This legislation could encourage additional housing development projects which could increase the number of Master Use and Building Permits that are submitted to the City for review. Additionally, this legislation could result in very minor increases in the time it takes to review projects in DMR zones in Belltown. The cost of additional review time would be paid for by additional permit fees. The legislation is not likely to produce more than one new Master Use Permit a year.

**Is there financial cost or other impacts of *not* implementing the legislation?**

Not implementing this legislation could reduce the amount of housing development that occurs in Seattle.

**4. OTHER IMPLICATIONS**

**a. Does this legislation affect any departments besides the originating department?**

The legislation would affect the Seattle Department of Construction and Inspections (SDCI) due to potential small increases in the volume of permits submitted.

**b. Is a public hearing required for this legislation?**

Yes. A public hearing is expected to be held in 2021.

**c. Is publication of notice with *The Daily Journal of Commerce* and/or *The Seattle Times* required for this legislation?**

Publication is required in the Daily Journal of Commerce.

**d. Does this legislation affect a piece of property?**

The legislation will apply to residential development on small lots in the DMR zones of Belltown.

**e. Please describe any perceived implication for the principles of the Race and Social Justice Initiative. Does this legislation impact vulnerable or historically disadvantaged communities? What is the Language Access plan for any communications to the public?**

This legislation would encourage more market-rate housing production. New housing production is required to contribute to affordable housing through Mandatory Housing Affordability and will help slow or prevent increasing housing prices by increasing the supply of housing. Displacement of existing housing is unlikely as an analysis of the City's Development Capacity model found that the affected area does not contain any existing residential buildings that are likely to redevelop.

**f. Climate Change Implications**

**1. Emissions: Is this legislation likely to increase or decrease carbon emissions in a material way?**

This legislation is likely to decrease carbon emissions over the long term. The intent of this legislation is to make it easier to develop housing in Belltown, an area of the city where residents tend to travel less by car and thus generate lower carbon emissions. Additionally, it will facilitate modular and panelized construction which tends to use less materials.

**2. 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.**

This legislation will not have a significant impact on Seattle's resiliency. Overall, it will tend to encourage housing in an area where it will have minimum impact on increasing

impervious surface and decreasing canopy cover. This area is also not expected to be affected by increased flooding or rising sea levels. This area may however be subject to higher temperatures than Seattle as a whole due to higher levels of impervious surface and lower tree canopy.

- g. 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).**

No new initiative or major programmatic expansion is proposed.

## **Director's Report**

### **Small Lot Development Standards in Belltown**

#### **June 2021**

#### **SUMMARY**

The Office of Planning and Community Development (OPCD) is proposing legislation to support development on small lots in the Downtown Mixed Residential (DMR) zones of Belltown. Current regulations require complex building forms that make development on small lots very challenging. Advancements in modular and panelized construction are making small lot development more feasible; however, these types of construction require more consistent floor layouts across multiple floors to accommodate the stacking of units. This legislation would allow housing development on small lots to be built with simpler massing in order to make development on small lots more feasible and support innovative approaches to construction. This legislation would implement one of the recommendations of the Affordable Middle-Income Housing Advisory Council on innovative construction.

#### **BACKGROUND**

The DMR zones affected by this proposal, which are only located in Belltown, have been in place since at least the 1970s and reflect an older approach to controlling building size that is not used in other zones in Seattle. Regulations in these zones, including lot coverage limits, setbacks, and maximum building width requirements, require complex building forms with floors that gradually decrease in size at various heights. While construction is already challenging on small lots, the complex building forms make it even more challenging because they result in complicated construction, varying floor layouts, and small upper-story floor plates. Advancements in modular and panelized construction are making small lot development more feasible; however, these types of construction require consistent floor layouts across multiple floors to accommodate stacking of the units.

Multiple companies have expressed interest in building more modular or panelized construction in the urban areas of Seattle. Modular construction involves building whole rooms or units off-site, basically boxes that are stacked to make buildings. Panelized construction involves constructing a building frame on a site and then inserting pre-made floor/ceiling and wall panels that contain all the insulation, plumbing, electrical, heating, and interior finishes necessary for the building between the elements of the frame. Panelized construction is particularly cost-effective for high-rise buildings that are 125 to 240 feet high and can be built on lots as small as 6,000 square feet. Development above 85 feet on small lots has traditionally been considered economically infeasible using conventional high-rise building technology.

Below are recent examples of modular and panelized construction. The Emmonson (left) was constructed using modular construction. 47 & 7 (right) was constructed using panelized construction.



## PUBLIC ENGAGEMENT

OPCD conducted outreach to the Belltown Community Council, Belltown Business Association, Denny Triangle Neighborhood Association, and Downtown Seattle Association in June through September 2019 on an initial proposal to address this issue. Additionally, OPCD met with a group of property owners in January of 2020. Overall, comments were generally supportive of providing flexibility to support modular and panelized construction. A small number of people expressed concern about the large massing and scale of buildings allowed under the existing code that the original proposal would have increased slightly. Additionally, there were concerns that the small increase in massing did not justify a proposed requirement for additional rent- and income-restricted housing units and that this requirement would prevent most developments from being able to use the alternative standards. Based on that feedback, OPCD modified the initial proposal. While the original proposal allowed for an increase in floor area and required affordable housing units, the updated proposal does not allow for an increase in floor area and will not require additional affordable housing units. Instead, the updated proposal allows a similar amount of floor area in new buildings but allows flexibility in the shape of those buildings.

## PROPOSAL

The proposed legislation will allow housing development on small lots to meet alternative development standards if they meet certain minimum requirements. Housing development could continue to meet the existing standards but may voluntarily opt to use the alternative standards. The purpose of the alternative development standards is to allow a simpler building shape. Below is a summary of the minimum requirements and alternative standards.

### Minimum Requirements

Projects meeting the following minimum requirements would be allowed to meet a different set of development standards:

- The site is located in a DMR/C 145/75, DMR/R 145/65, DMR/C 280/125, or DMR/R 280/65 zone.
- The site is less than 14,500 square feet in size.
- At least 75% of gross floor area in the proposed building is in residential use.

Below is a map of the affected zones.



### Alternative Standards

Projects meeting the minimum standards would be allowed to use the following alternative standards in order to provide more appropriate massing for smaller lots. The overall goal of the alternative standard is to allow buildings that have a similar amount of floor area as is allowed under current regulations, but a more simplified shape.

#### **Coverage Limits**

Currently, on lots less than 19,000 square feet in DMR zones, the first 65 feet in height have no coverage limit, floors between 65 feet and 85 feet have a maximum coverage limit of 75% of the lot, and floors above 85 feet have a coverage limit of 65% of the lot. We are proposing to allow the following alternative:

- For lots 8,000 square feet or less, development would have to meet one of the following:
  - The first 25 feet in height would have no coverage limit and all floors above 25 feet in height would have a maximum coverage limit of 80%; or
  - The first 25 feet in height would have no coverage limit and all floors above 25 feet in height would have a maximum coverage limit of 85%, but the height limit would be reduced by 10 feet to 135 feet.
- For lots 14,500 square feet or less but greater than 8,000 square feet, the first 45 feet would have no coverage limit and all floors above 45 feet would have a maximum coverage limit of 75%.

### ***Building Width and Depth***

Currently, lots less than 19,000 square feet in DMR zones have a maximum width and depth limit of 90 feet on avenues and 120 feet on east/west streets for portions of a structure above 65 feet in height. We are proposing to allow a maximum width and depth limit of 100 feet on avenues and 120 feet on east/west streets for portions of a structure above 45 feet in height.

### ***Green Street Setbacks***

Development on green streets in DMR zones is required to be setback 10 feet from the green street property line between 65 and 85 feet in height, plus an additional foot of setback for each 5 feet above 85 feet. However, buildings frequently get departures from the stepped setback through design review as it results in a strange shape that is difficult to build. Variable upper-level setbacks are challenging on small lots because they result in different layout on each floor and small floors on the upper levels. This type of development standard is particularly challenging for modular or panelized construction where standard unit sizes would result in the removal of full units on upper stories. The proposed alternative is to require no setback for the first 25 feet and a setback of 10 feet for the remainder of the building. This alternative would only be allowed on the north side of a green street without view corridor requirements to ensure it does not significantly reduce the amount of light accessing the street.

The City of Seattle's Development Capacity Model identified about 13 single lots (each about 6,400 square feet in size) and about 11 double lots (each about 12,800 square feet in size) in the project area that are considered redevelopable and could be affected by this legislation. Displacement of existing housing is unlikely as an analysis of the City's Development Capacity model found that none of these sites contain existing residential buildings.

Modeling of potential outcomes of the proposed changes is available on the Small Lot Development in Belltown website at: <http://www.seattle.gov/opcd/ongoing-initiatives/belltown-small-lot-development>.

## **CONCLUSION**

This proposal would implement a recommendation of the Affordable Middle-Income Housing Advisory Council to support innovative construction. It would help to address our affordability crisis by increasing the supply of market-rate and affordable housing units and supporting development using innovative construction approaches that may help to reduce the cost of building new housing in the future.

# Small Lot Development in Belltown

Office of Planning and Community Development

September 2021



# Purpose

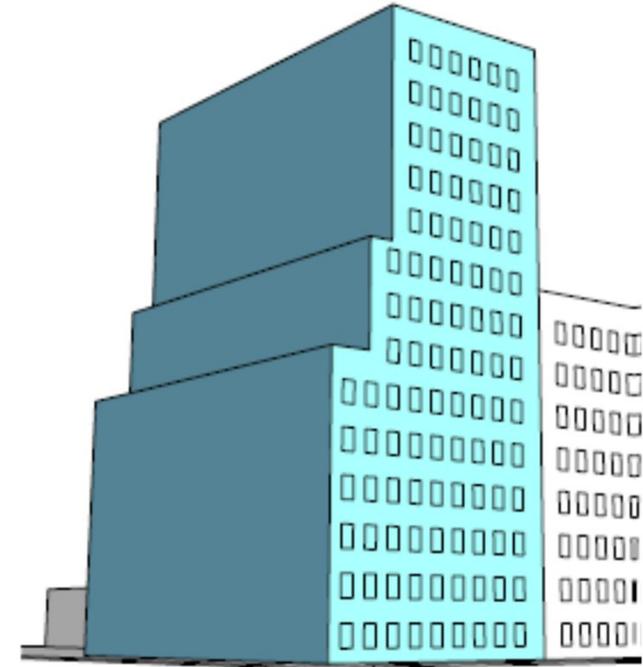
To create more appropriate development standards for small lots in limited areas of Belltown that would:

- Create additional housing
- Support innovative construction that can help bring down costs and meet environmental goals

# The Challenge

It is challenging to build on small lots in the Downtown Mixed Residential (DMR) zones of North Belltown because:

- Building to the local height limit of 145 feet requires steel and concrete construction which is expensive.
- Existing development regulations require complex building shapes that make development impractical on small lots.



# New Opportunities

Panelized and modular construction can bring down cost and time, especially in areas where traditional construction is challenging such as areas with height limits of between 85 and 160 feet and on small lots.

However, they require building shapes that allow stacking of units.



# Location

Changes would only apply in DMR zones in Belltown with height limits of 145 ft

In addition:

- Sites must be less than 14,500 square feet (equal to two platted lots)
- At least 75% of building must be residential



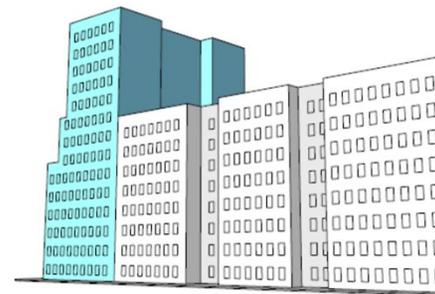
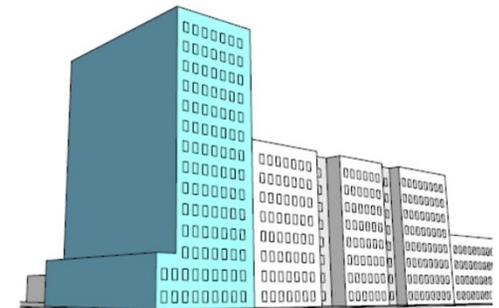
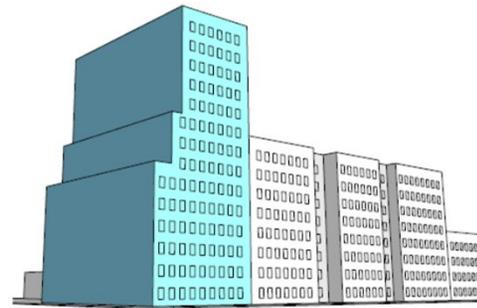
DMR zoning in Belltown

# Proposed Change

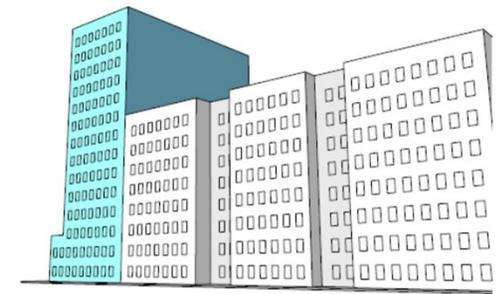
Allow housing development on small lots to be a slightly different shape:

- Reduce number of required upper-level setbacks to allow a more rectangular shape
- Allow upper floors to be larger while requiring lower floors to be smaller

Would not increase the size (floor area or height) of new buildings

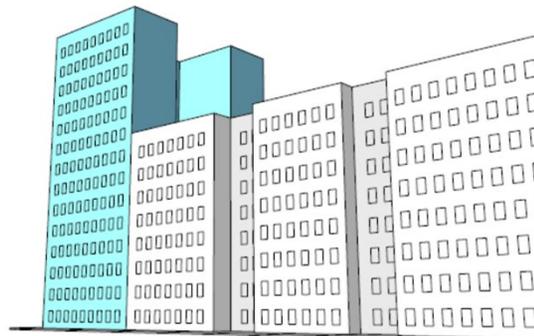
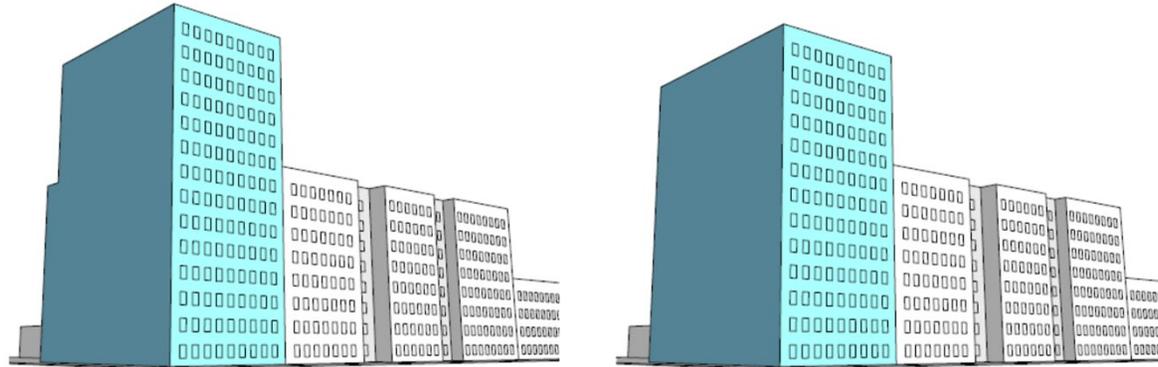


Existing Rules

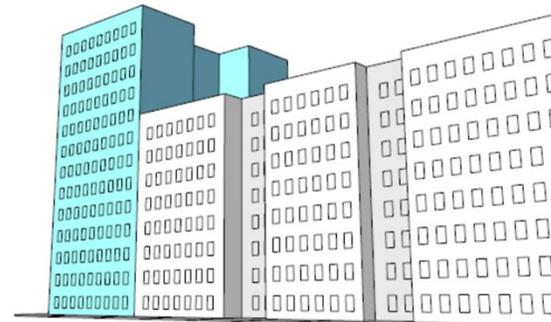


Proposed Rules

# Example: Single Lot without a Green Street



Existing Rules

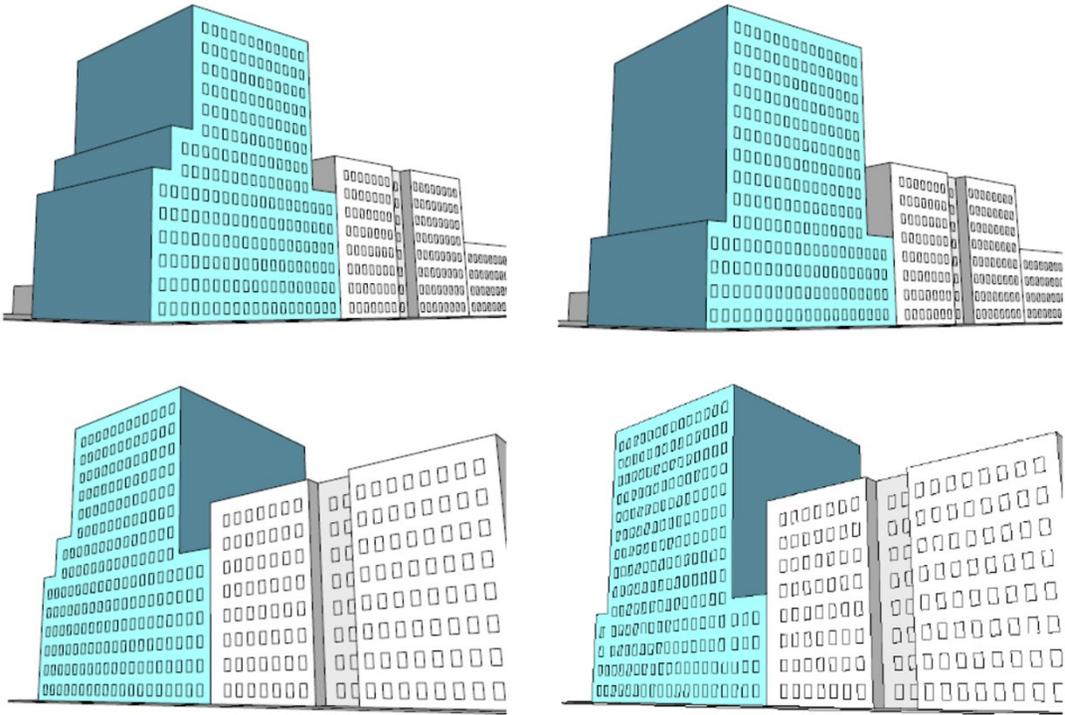


Proposed Rules

# Thank you.

Materials, including additional modeling examples, are available at OPCD's Belletown Small Lot website.

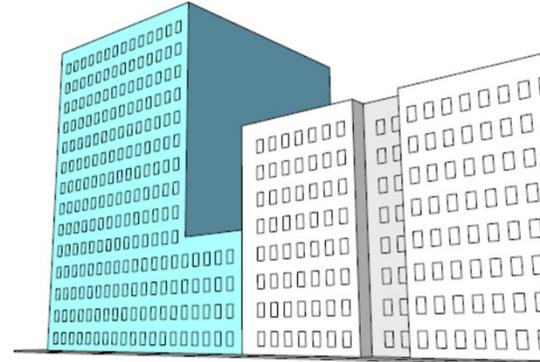
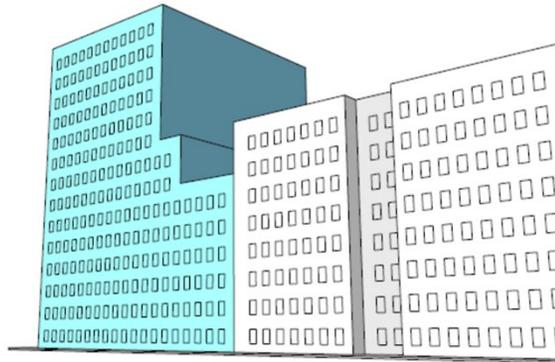
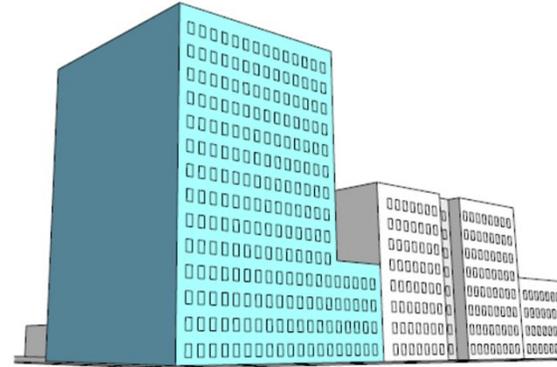
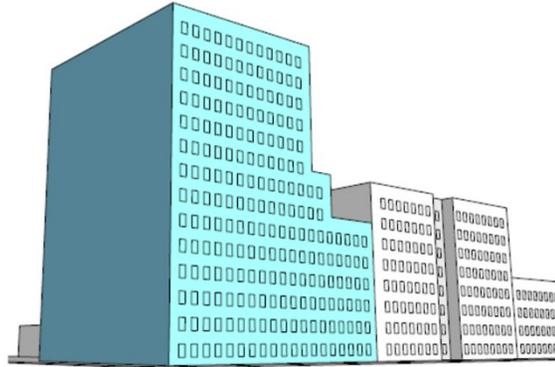
# Example: Double Lot with a Green Street



Existing Rules

Proposed Rules

# Example: Double Lot without a Green Street



Existing Rules

Proposed Rules

September 14, 2021

## MEMORANDUM

**To:** Land Use and Neighborhoods Committee  
**From:** Lish Whitson, Analyst  
**Subject:** Council Bill 120149: Belltown Small Lot Development Standards

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On Wednesday, September 22, the Land Use and Neighborhoods Committee (Committee) will hold a public hearing and may vote on [Council Bill \(CB\) 120153](#), which amends the Land Use Code to provide an alternative set of development standards for predominantly residential development on small lots in Downtown Mixed Residential (DMR) zones with maximum height limits at or above 140 feet. A briefing on the legislation was provided at the [August 11](#) Committee meeting.

The proposed legislation is intended to facilitate residential development using innovative construction techniques in Belltown's residential areas. Under CB 120153, predominantly residential development on sites up to 14,500 square feet in DMR zones in Belltown, would be provided with an option of using fewer setbacks and increasing lot coverage, allowing for the use of modular development technologies that are less amenable to shifts in the façade than traditional steel-frame construction. This is intended to encourage the redevelopment of smaller lots in Belltown using potentially cheaper and faster technology.

This memorandum provides more detail regarding the existing and proposed rules for lot coverage and setbacks under the DMR zone in Belltown.

### Background

The DMR zone is intended to "provide a mixed use community where housing and associated services and amenities predominate" ([Seattle Municipal Code \(SMC\) 23.34.110](#)). The zone is mapped in northern areas of Belltown and in the Little Saigon area of the Chinatown/International District. Height limits in the DMR zone in Belltown allow buildings with heights of 95 feet, 145 feet and 280 feet. Height limits in the DMR zone in Little Saigon allow buildings with heights of 95 feet and 170 feet. CB 120153 would apply to the DMR zones with maximum height limits of 145 feet and 280 feet, which are only found in Belltown.

SMC Section [23.49.156](#) requires a site that is at least 19,000 square feet for structures over 145 feet high. In DMR zones with 280 foot height limits, this section limits the height of structures on sites smaller than 19,000 square feet to 145 feet.

The DMR zone uses limits on lot coverage to limit the bulk of buildings. Those standards encourage buildings to have smaller footprints as they get taller. For buildings up to 145 feet, SMC Section [23.49.158](#) allows 100 percent coverage of lots up to 65 feet. Between 65 feet and

85 feet, 75 percent of the lot may be covered. Above 85 feet, coverage is limited to 65 percent of lot area.

In addition to the lot coverage limit, SMC Section [23.49.166](#) controls the bulk of buildings by requiring a 10 foot setback from designated green streets for portions of structures above 65 feet, and an additional one foot setback for every five feet in building height above 85 feet. At a height of 145 feet, the required setback from a green street is 22 feet.

### **Council Bill 120153**

CB 120153 would add a new section to the SMC, Section 23.49.167, that would allow structures on lots less than 14,500 square feet in size, with at least 75 percent of floor area in residential use to use alternative lot coverage and green street setback standards if the structure also complies with new building width and depth requirements.

Rather than requiring compliance with three different lot coverage limits, the alternative standards would use two lot coverage limits, with different standards for lots below and lots greater than 8,000 square feet. The smallest lots would be able to choose to either (1) have a lot coverage limit of 80 percent above 25 feet, or (2) participate in the Living Building Pilot program, limit their structure height to 135 feet, and have a lot coverage limit of 85 percent above 25 feet. For lots larger than 8,000 square feet, a lot coverage limit of 75 percent would apply above 45 feet.

Alongside the alternative lot coverage limits, new maximum width and depth limits would apply to portions of structures parallel to street lot lines. Above 45 feet, structures would be limited to 100 feet wide for portions of structures parallel to avenues, and 120 feet wide for portions of structures parallel to east/west streets.

Development choosing to use the alternative standards would have a standard 10 foot setback from a green street above 25 feet, rather than the different setbacks based on different building heights.<sup>1</sup>

### **Process**

The Committee received a briefing on this bill at its August 11 meeting. A public hearing is scheduled for the September 22 Committee meeting. If the Committee is ready to vote on the bill at the September 22 meeting, it will need to waive the Council rules that limit voting at a meeting when a public hearing is held.

cc: Esther Handy, Executive Director  
Aly Pennucci, Policy and Budget Manager

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<sup>1</sup> If the development is on the south side of the green street, the standard setback rules would apply.



Legislation Text

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**File #:** CB 120181, **Version:** 1

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**CITY OF SEATTLE**

**ORDINANCE \_\_\_\_\_**

**COUNCIL BILL \_\_\_\_\_**

AN ORDINANCE amending Section 23.58A.044 of the Seattle Municipal Code to facilitate the transfer of development rights from Pierce and Snohomish Counties to Seattle.

WHEREAS, in 2011, the State enacted legislation allowing the creation of Landscape Conservation and Local Infrastructure Programs (also known as LCLIP) providing for financing for infrastructure in neighborhoods designated to be receiving areas for regional development rights; and

WHEREAS, in 2013, the City Council approved Ordinance 124172 rezoning portions of the South Lake Union Urban Center and adopting development standards for the South Lake Union Urban Center and certain zones in the Downtown Urban Center that would be implemented if a Landscape Conservation and Local Infrastructure Program were formed; and

WHEREAS, in 2013, the City Council approved Ordinance 124285 related to establishing a Local Infrastructure Project Area for Downtown and South Lake Union and authorizing the Mayor to execute an interlocal agreement with King County; and

WHEREAS, in 2013, the City Council approved Ordinance 124286 accepting an allocation of transferable development rights and adopting an infrastructure funding plan to support the creation of a Landscape Conservation and Local Infrastructure Program; and

WHEREAS, in 2013, the City Council approved Ordinance 124287 creating a Local Infrastructure Project Area; and

WHEREAS, on October 3, 2013, the Mayor signed an Interlocal Agreement for Regional Transfer of

Development Rights and Tax Increment Financing of Infrastructure by and between The City of Seattle and King County, in accordance with Ordinance 124285, allowing the transfer of development rights from King County; and

WHEREAS, the intent of the LCLIP program when originally developed was to allow at a future date the transfer of development rights from Pierce and Snohomish Counties once their transfer of development right (TDR) programs were developed; and

WHEREAS, Pierce and Snohomish Counties have developed standards and supports for the transfer of development rights from farms and forests in their jurisdiction; NOW, THEREFORE,

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

Section 1. Section 23.58A.044 of the Seattle Municipal Code, last amended by Ordinance 124843, is amended as follows:

**23.58A.044 Regional Development Credits Program**

\* \* \*

J. In order to implement this program cooperatively with Snohomish and Pierce Counties, The City of Seattle adopts by reference the TDR terms and conditions in chapter 365-198 WAC to facilitate the transfer of development rights from these counties to Seattle.

Section 2. This ordinance shall take effect and be in force 30 days after its approval by the Mayor, but if not approved and returned by the Mayor within ten days after presentation, it shall take effect as provided by Seattle Municipal Code Section 1.04.020.

Passed by the City Council the \_\_\_\_\_ day of \_\_\_\_\_, 2021, and signed by me in open session in authentication of its passage this \_\_\_\_ day of \_\_\_\_\_, 2021.

\_\_\_\_\_

President \_\_\_\_\_ of the City Council

Approved / returned unsigned / vetoed this \_\_\_\_\_ day of \_\_\_\_\_, 2021.

\_\_\_\_\_  
Jenny A. Durkan, Mayor

Filed by me this \_\_\_\_\_ day of \_\_\_\_\_, 2021.

\_\_\_\_\_  
Monica Martinez Simmons, City Clerk

(Seal)

**SUMMARY and FISCAL NOTE\***

| <b>Department:</b> | <b>Dept. Contact/Phone:</b> | <b>CBO Contact/Phone:</b> |
|--------------------|-----------------------------|---------------------------|
| LEG                | Ketil Freeman / 48178       | NA                        |

*\* Note that the Summary and Fiscal Note describes the version of the bill or resolution as introduced; final legislation including amendments may not be fully described.*

**1. BILL SUMMARY**

**Legislation Title:** AN ORDINANCE amending Section 23.58A.044 of the Seattle Municipal Code to facilitate the transfer of development rights from Pierce and Snohomish Counties to Seattle.

**Summary and background of the Legislation:**

This legislation would allow the transfer of development rights from Snohomish and Pierce counties into Seattle as part of the existing Transferable Development Rights (TDR) program. Currently, development in parts of Downtown and South Lake Union may achieve extra floor area by providing certain public benefits such as purchasing development rights from farms and forests in King County. The proposed change would expand the geographic areas where TDR can come from to include Snohomish and Pierce counties as well. It would not expand the area in which extra floor area can be achieved or change amount of extra floor area that could be achieved. The intent of the legislation is to support farm and forest preservation throughout the region and to ensure that development in Downtown and South Lake Union can easily find TDR.

The proposal would not impact the amount of revenue received through the related Landscape Conservation and Local Infrastructure Program (LCLIP). In exchange to implementing the Regional TDR program, King County agreed to provide the City of Seattle with portion of property tax revenue on all new development in Downtown and South Lake Union. This percentage does not change based on the amount of TDR received, but the length of the benefit increases based on the amount of TDR received. Specifically, the revenue goes for 10 years if we receive 200 credits, 15 years with 400 credits, 20 years with 600 credits and 25 years with 800 credits. The City has already meet the 200 credit threshold and is expected to meet the 800 credit threshold within 2-4 years. TDR from Pierce and Snohomish counties count toward meeting these goals in the same way that TDR from King County does.

**2. CAPITAL IMPROVEMENT PROGRAM**

**Does this legislation create, fund, or amend a CIP Project?**      \_\_\_ Yes X No

**3. SUMMARY OF FINANCIAL IMPLICATIONS**

**Does this legislation amend the Adopted Budget?**      \_\_\_ Yes X No

**Does the legislation have other financial impacts to The City of Seattle that are not reflected in the above, including direct or indirect, short-term, or long-term costs?**

This legislation would help ensure that new development can find TDR. Due to the success of the program, the King County TDR bank is running out of TDR that it can quickly sell. Expanding the program to allow TDR from Snohomish and Pierce counties would make it easier to purchase TDR and reduce the likelihood that new development might stall due to a limited availability of TDR.

**Is there financial cost or other impacts of *not* implementing the legislation?**

Not implementing this legislation could marginally reduce the amount of housing and office development that occurs in Seattle.

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

**a. Does this legislation affect any departments besides the originating department?**

The legislation would affect the Seattle Department of Construction and Inspections (SDCI). SDCI will need to develop updated business practices and training for accepting TDR from Pierce and Snohomish Counties.

**b. Is a public hearing required for this legislation?**

Yes. A public hearing is expected to be held in 2021.

**c. Is publication of notice with *The Daily Journal of Commerce* and/or *The Seattle Times* required for this legislation?**

Publication is required in the Daily Journal of Commerce.

**d. Does this legislation affect a piece of property?**

The legislation will apply to properties in Downtown and South Lake Union

**e. Please describe any perceived implication for the principles of the Race and Social Justice Initiative. Does this legislation impact vulnerable or historically disadvantaged communities? What is the Language Access plan for any communications to the public?**

This legislation is not expected to have significant positive or negative implications for the Race and Social Justice Initiative. It may help to ensure continued production of housing and office development in Downtown and South Lake Union. New development is required to contribute to affordable housing through Mandatory Housing Affordability and housing production will help slow increasing housing prices by increasing the supply of housing.

**f. Climate Change Implications**

**1. Emissions: Is this legislation likely to increase or decrease carbon emissions in a material way?**

This legislation is likely to slightly decrease carbon emissions over the long term as it will make it easier to preserve farm and forest land and accommodate new development in areas of Seattle with high access to transit and amenities. This pattern of development will support reduced carbon emissions due to transportation.

- 2. 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.**

This legislation will not have a significant impact on Seattle’s resiliency. Overall, it will tend to encourage new development in areas where it will have minimum impact on increasing impervious surface and will help preserve existing farms and forests.

- g. 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)?**

No new initiative or major programmatic expansion is proposed.

## **Regional TDR Update Legislation Summary**

This document provides information on legislation to allow the transfer of development rights from Snohomish and Pierce counties into Seattle as part of the existing Transferable Development Rights (TDR) program. Under existing rules, development in parts of Downtown and South Lake Union may achieve extra floor area by providing certain public benefits such as purchasing development rights from farms and forests in King County. The proposed change would expand the geographic areas where TDR can come from to include Snohomish and Pierce counties. It would not expand the area in which extra floor area can be achieved or change the amount of extra floor area that could be achieved. The intent of the legislation is to support farm and forest preservation throughout the region and to ensure that development in Downtown and South Lake Union can continue to find TDR to purchase.

### **Background**

In 2013, the City adopted a rezone for the South Lake Union neighborhood that increased the amount of height and floor area allowed in new buildings. To achieve the extra floor area provided by the rezone, developers are required to provide public benefits including the purchase of TDR from regional farms and forest. The legislation implementing the rezone also modified the existing incentive zoning program in Downtown zones so that commercial developments in certain zones of Downtown would also have to purchase regional TDR. The transfer of development rights from farms and forests prevents them from being converted to housing and thus preserves these uses for the long-term. At the same time, King County agreed to allow Seattle to receive a portion of future property tax revenue on new development in Downtown and South Lake Union to pay for local infrastructure improvements provided that the City met certain goals for receiving regional TDR. Together, the TDR regulations and property tax revenue provisions were called the Landscape Conservation and Local Infrastructure Program (LCLIP). The goal of LCLIP was to support a pattern of development that reduces sprawl and minimizes regional infrastructure costs while also preserving local food production and paying for infrastructure in growing areas.

As initially conceived, the Regional TDR program was intended to allow developers to purchase TDR from King, Snohomish, and Pierce counties. This intent was codified in the city legislation, interlocal agreement with King County, and state authorizing legislation. However, at the time the legislation was developed, Snohomish and Pierce Counties were not ready to participate in Seattle's program, so the original legislation only authorized sales from King County. Since then, Pierce and Snohomish counties have developed TDR programs and are now ready to participate.

To date, the regional TDR program has been successful. The program has led to the preservation of about 1,500 acres of farmland and about 90,000 acres for forest land. Additionally, a substantial portion

of revenue generated from the sale of forest TDR will be used to purchase additional TDR from farmland. The City is on track to achieve its goal for receiving TDR in the next 2-4 years which will ensure that the City receives property tax revenue benefits for the full 25-year period. However, due to the success of the program, the King County TDR bank is running out of TDR to sell and is unlikely to be able to purchase new TDR fast enough to satisfy demand. If the bank runs out of TDR and TDR cannot be found from other sources, some downtown development projects could stall as they would not have an option for achieving their extra floor area.

Consequently, the City has received feedback from staff in all three counties, advocates for farm and forest preservation, and local developers that a change to allow TDR from Pierce and Snohomish Counties would be beneficial for the program.

### **Proposal**

The proposed legislation would expand the geographic area from which TDR can be transferred into Seattle. Currently, TDR must come from within King County. The proposed legislation would expand this area to allow transfers from Snohomish and Pierce Counties as well. This change would be accomplished by adopting the TDR terms and conditions contained in [chapter 365-198 of Washington Administrative Code](#). Under state law, TDR cannot be transferred between jurisdictions unless the jurisdiction receiving the TDR either adopts the terms and conditions in chapter 365-198 WAC or enters into an interlocal agreement. The TDR terms and conditions in the Washington Administrative Code establish basic requirements for TDR as follows:

1. Cities must establish clear rules about where TDR can be used and the amount of extra floor area received (which the City of Seattle has already been met).
2. Cities must notify Counties when TDR is proposed to be used.
3. Counties must establish clear procedures for tracking TDR transfers and ensuring deed restrictions are implemented and enforced (which the Counties have already met).
4. Counties must notify Cities on an annual basis about TDR usage and remaining supply.

The City of Seattle entered into an interlocal agreement with King County as part of the creation of the original program which allowed transfers from King County. Adopting the proposed legislation would authorize transfers from Pierce and Snohomish Counties without having to undertake additional interlocal agreements.

The proposal would not expand the area in which extra floor area can be achieved or change the amount of extra floor area that could be achieved. The Seattle Municipal Code already contains regulations about the amount of extra floor area that can be achieved and how it can be achieved. The code also contains different exchange ratios for each of the three counties, which would not change. An exchange ratio specifies the amount of extra floor area that can be achieved per development credit transferred. The

code has different exchange ratios for different counties to account for differences in land and credit prices.

The proposal would also not impact the amount of revenue received through the property tax program. According to the interlocal agreement with King County, the City of Seattle receives a percentage of property tax revenue on all new development in Downtown and South Lake Union. This percentage does not change based on the amount of TDR received, but the length of the benefit increases based on the amount of TDR received. Specifically, the revenue goes for 10 years if the City receive 200 credits, 15 years with 400 credits, 20 years with 600 credits and 25 years with 800 credits. The City has already met the 200 credit threshold and is expected to meet the 800 credit threshold within 2-4 years. TDR from Pierce and Snohomish counties count toward meeting these goals in the same way that TDR from King County does.

**Next Steps**

The Council's Land Use and Neighborhoods Committee will hold a public hearing on Regional TDR update legislation on September 22, 2021 and may vote on a recommendation to the Full Council on September 25, 2021.