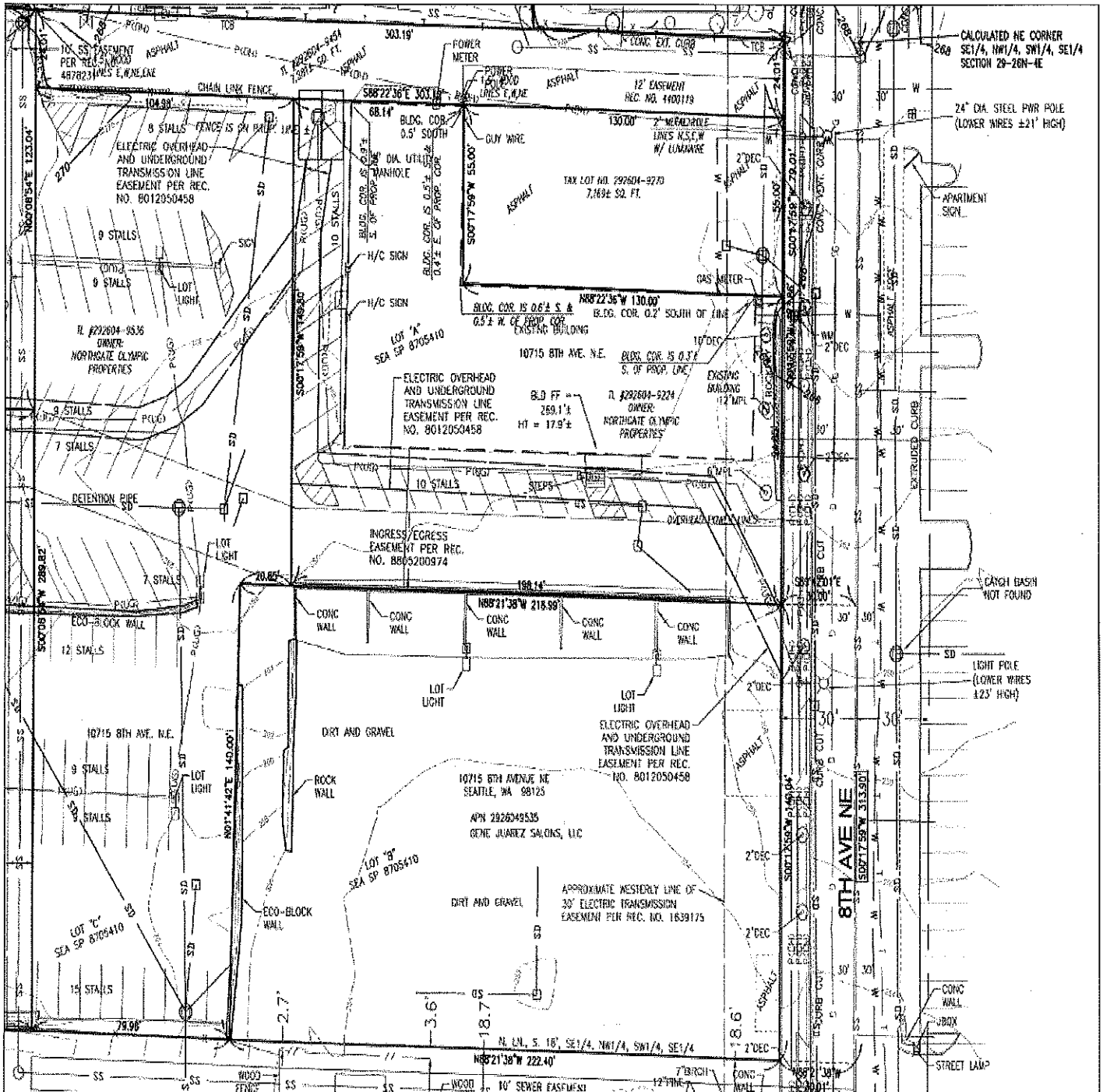


# ATTACHMENT A

## SITE TOPOGRAPHY SURVEY EXHIBIT

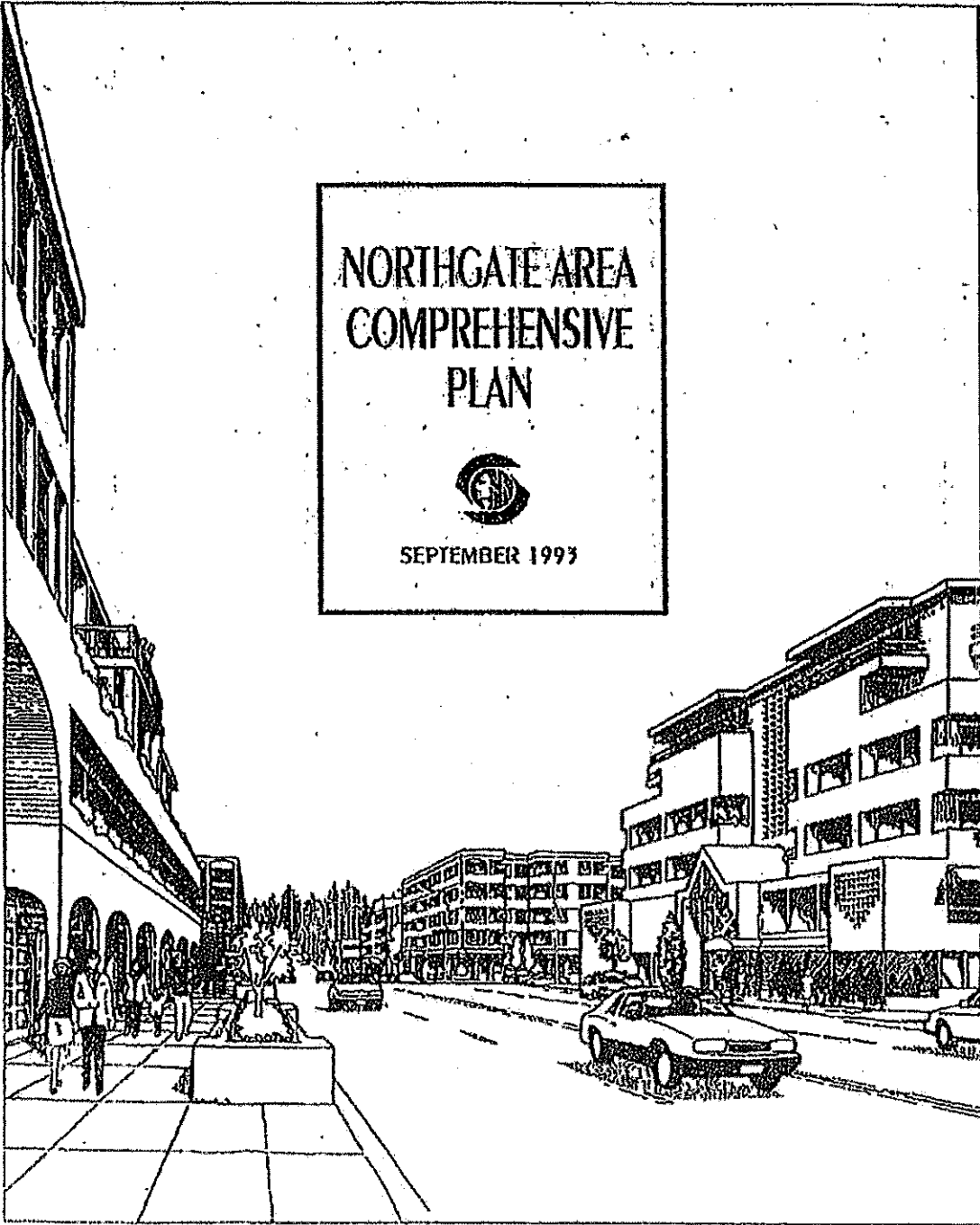


**ATTACHMENT B**

**1993 NORTHGATE AREA COMPREHENSIVE PLAN  
EXCERPTS**

**EXCERPTS FROM 2012 COMPREHENSIVE PLAN UPDATE  
PUBLISHED AUGUST 2, 2012**

C I T Y O F S E A T T L E



NORTHGATE AREA  
COMPREHENSIVE  
PLAN



SEPTEMBER 1993

P L A N N I N G D E P A R T M E N T

---

C I T Y O F S E A T T L E

**NORTHGATE AREA  
COMPREHENSIVE  
PLAN**



SEPTEMBER 1993

---

P L A N N I N G D E P A R T M E N T

600 4th AVENUE, ROOM 200 Municipal Building  
SEATTLE, WASHINGTON 98104-1826  
(206)684-8056 • FAX: (206)233-0047

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# INTRODUCTION

## HISTORY

Development of a Northgate Area Comprehensive Plan was initiated by the City Council in December 1989 to plan for projected dramatic growth in the Northgate area and to address continued deterioration of traffic congestion. Creating this Plan provided an opportunity for residents, business people, and landowners of the Northgate area to study emerging growth and to shape the future of the area. The Plan addresses the period between 1992 and the initial operations of a regional high capacity transit system (after year 2002).

The Northgate Plan is intended to manage growth so that it can provide an opportunity for changing the character of the commercial core while enhancing the surrounding single family neighborhoods. It guides public and private investments regarding future land use, transportation and open space in the Northgate area. In addition, it offers greater predictability concerning future conditions for property owners, residents, developers, and City and public agencies.

**Contributors to the Plan.** The Northgate Area Comprehensive Plan was developed by the City of Seattle Planning Department staff with the collaboration of the Northgate Advisory Committee. The process included meetings with community councils, the North Seattle Commission on Growth, business groups, and many interested individuals. A Preliminary Draft Plan emerged from discussions with, and recommendations of, the Northgate Advisory Committee, City departments, the Washington State Department of Transportation, and Metro. Different points of view were noted in the discussion sections of the Draft Plan. The Planning Department staff incorporated many of these suggestions into a revised plan, and the Mayor forwarded *The Mayor's Recommended Northgate Area Comprehensive Plan* to the Seattle City Council in May, 1992. The Plan is supplemented by a Final Environmental Impact Statement (EIS), which is available in a separate document.

The Seattle City Council held a public hearing on the Mayor's recommended Plan on June 11, 1992. The Council then waited until an appeal of the EIS was decided by the City's Hearing Examiner in December of 1992. The City Council's Growth Policies and Regional Affairs (GPRA) Committee deliberated on the Northgate Plan for five months, beginning in January, 1993. The GPRA Committee prepared a "mark-up" version of the Plan, which showed modifications and amendments proposed by the Committee. The Council held a public hearing on the Committee's "mark-up" version of the Plan on June 2, 1993. The Plan was approved as Appendix A to Ordinance 116770. Implementation of the Plan was approved in the form of four ordinances and two resolutions, which can be found on Appendices A-F of this report.

Resolution 28753 Revises SCTP Transit & Bicycle Maps  
7/6/93 (Appendix A)

## NORTHGATE AREA COMPREHENSIVE PLAN

Resolution 28752 Direction to City Departments  
7/6/93 (Appendix B)

Ordinance 116770 Approves Land Use & SEPA Policies  
7/6/93 (Appendix C)

Ordinance 116771 Amends SCTP to reclassify NE 115th St.  
7/6/93 (Appendix D)

Ordinance 116794 Rezones portions of Northgate  
8/10/93 (Appendix E)

Ordinance 116795 Amends and adds new sections to Seattle  
Municipal Code and creates Northgate Overlay District  
chapter of the Seattle Municipal Code 8/10/93 (Appendix F)

## **BACKGROUND AND CONTEXT FOR THE NORTHGATE PLAN POLICIES**

### **The Vision**

Northgate has been identified as an Urban Center in the City's comprehensive planning process, indicating the City's commitment to encourage a community with dense commercial and multi-family development at its core, surrounded by a low density residential base. In addition, the City reaffirms its commitment to Northgate as the home of a dynamic regional shopping center.

The vision of the Northgate Plan is to transform a thriving, but underutilized, auto-oriented office/retail area into a vital, mixed-use center of concentrated development surrounded by healthy single family neighborhoods. With the improvements in this plan, the Northgate area will become a place where people live, work, shop, play and go to school — all within walking distance. The surrounding single family neighborhoods will be buffered from the intense development in the core, but will 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 improved alternative means of access, good vehicular and pedestrian circulation, and enhanced, interesting environment will contribute to the economic viability of the commercial core, attracting customers, visitors and employers.

The sixteen policies of *The Northgate Area Comprehensive Plan*, and the implementing ordinances will link together to support a vibrant community: good transit service, roads, parks, libraries, play fields, retail shops, open spaces, pedestrian facilities, adequate drainage and a wide variety of community and human services.

The heart of the vision can be summarized in three key categories: transportation, land use and open space.

*• Create a balance between the vehicular and pedestrian modes in the core. The auto dominated character will be diminished by providing visual stimulation at pedestrian scale and creating safe, interesting and pleasant pedestrian connections*

**Transportation.** Traffic congestion was the problem that gave birth to the Northgate planning process. The Northgate area developed when automobile travel was the predominant mode of transportation. By 1990, travel demand had increased beyond the capacity of the street system. Traffic congestion is making the area less attractive for shoppers, visitors and customers who support the commercial core, and spillover traffic is making the area less attractive for residents.

In the past, vehicular capacity was increased by adding street capacity — by adding lanes or making operational improvements to allow traffic to flow more smoothly. However, increased use of Northgate area arterials by through-traffic is expected as congestion increases on the three regional roadways near the Northgate area (I-5, Aurora Avenue N. and Lake City Way NE). This large latent demand for regional highway capacity cannot be accommodated by capital improvements that increase street capacity in the Northgate area. (Any increase in street capacity was shown, by the results of computer modeling that are reported in the EIS, to be quickly filled with even more vehicles than before.) Because adding street capacity will not reduce congestion at Northgate, the number of options for addressing the congestion problem is reduced.

*• Discourage single-occupant vehicles. Improve transit access between the commercial/multifamily core and surrounding single family neighborhoods, as well as the rest of the city and region. Accessible transit, bicycle and pedestrian networks will reduce the need for intra-area trips.*

One option considered was to reduce the zoning capacity for the area - to downzone - so that the Northgate area did not continue to grow as a destination for more and more vehicle trips. However, the participants in the planning process wanted to maintain Northgate as a thriving commercial center.

*• Use the public rights-of-way to reinforce the character and identity of Northgate with special paving, lighting, landscaping public art, signs and a unified network of sidewalks.*

A second option was chosen, which shows the greatest potential for mitigating the impacts of traffic congestion in the Northgate area at less public and private cost: The adopted option will encourage as many people as possible to change their mode of travel away from the automobile and to the alternatives of transit, walking and bicycling. This option de-emphasizes costly increases in street capacity.

*• Concentrate office, retail and multifamily development in the core of the Northgate area to create a transit-supportive environment; reduce the need for into-area vehicle trips, and increase the potential for pedestrian interaction.*

The transportation vision of the Northgate Plan focuses on accommodating more person-trips rather than more vehicle trips. To accommodate the travel needs of a growing population in the area, the Plan prioritizes private and public investment that creates a transit-supportive environment in Northgate and provides for pedestrian and bicycle travel as well. The Plan recommends public investment in expanded transit service from points east and west into the Northgate core. Private developers will be required to establish transportation management programs aimed at getting many residents, employees, and students in new development to use transit, walking or bicycling as a mode of travel. Ultimately, the Plan assumes major public investment in a regional high capacity transit system (bus or rail), with a station located near the concentrated development in the Northgate core.

*• Local streets will be safe from excessive traffic volumes and considered an amenity for pedestrians and bicycles.*

To create a transit-supportive environment, development in the Northgate area must include safe and convenient pedestrian walkways and must place



# Appendix C:

ORDINANCE 116770

1  
2 AN ORDINANCE approving Land Use and SEPA Policies for the Northgate area.

3 WHEREAS, Ordinance 114799, adopted November 22, 1989, authorized the Planning  
4 Department and the Engineering Department to prepare a Northgate Area  
5 Comprehensive Plan; and

6 WHEREAS, a Draft Environmental Impact Statement published in November 1991, and a  
7 Final Environmental Impact Statement published in June 1992 were prepared for the  
8 Northgate Area Comprehensive Plan and implementing actions; and

9 WHEREAS, development activity in the Northgate area is occurring at a faster pace than  
10 the amount of growth projected in the City's adopted Land Use Policies, and the  
11 existing street system is not designed to accommodate the demands of such rapid  
12 growth; and

13 WHEREAS, the Northgate Area Comprehensive Plan is consistent with the Framework  
14 Policies of the Comprehensive Plan; and

15 WHEREAS, the Northgate Area has been identified by the Joint Regional Policy  
16 Committee as a High Capacity Transit station location for the proposed Regional  
17 Transit Project; and

18 WHEREAS, Resolution 28629, nominated to the Growth Management Planning Council  
19 of King County, the core of the Northgate Overlay District as an urban center;

20 WHEREAS, The Northgate Area Comprehensive Plan identifies an underlying policy of  
21 concentrating growth in the core of the Northgate area in a manner that enhances  
22 access and circulation for pedestrians and transit, to reduce reliance on the  
23 automobile; and

24 WHEREAS, the Northgate Area Comprehensive Plan encourages the use of the Northgate  
25 Mall as an urban scale, regional shopping center; and

26 WHEREAS, the City Council received the Mayor's Recommended Northgate Area  
27 Comprehensive Plan on May 11, 1992, and conducted public hearings on the  
28 proposed Plan on June 11, 1992 and on June 2, 1993; and

WHEREAS, the City Council finds that specified policies of the Northgate Area  
Comprehensive Plan should be approved as City Land Use Policies or SEPA  
Policies to help achieve the goals of the Northgate Plan.

23 NOW THEREFORE:

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

25 Section 1. Chapter 23.16 of the Seattle Municipal Code is amended to add a new  
26 section which shall be numbered, titled, and read as follows:

27 SMC 23.16.060 Northgate Overlay District  
28

Within the boundaries shown on Exhibit 23.16.060A, the following policies and implementation guidelines from the Northgate Area Comprehensive Plan (1993), attached hereto as Attachment A, shall be considered as provided in SMC 23.12:

- Policy 2.  
Implementation Guideline 2.1: Rezones
- Policy 3.  
Implementation Guideline 3.2: Commercial Only Structures in R/C Multifamily zones
- Policy 4.  
Implementation Guideline 4.1: Density limits for residential only & mixed use in commercial zones
- Implementation Guideline 4.4: Create a new Midrise zone with an eighty five foot height limit.
- Policy 5.  
Implementation Guideline 5.1: Setbacks & bulk provisions for lots abutting zone edges
- Policy 6.  
Implementation Guideline 6.2: Transportation Management Association
- Implementation Guideline 6.3: Bicycle facilities
- Policy 7.  
Implementation Guideline 7.3: Encourage Transit Access
- Policy 8.  
Implementation Guideline 8.1: Pedestrian circulation system
- Implementation Guideline 8.2: Designate Pedestrian Streets
- Implementation Guideline 8.4: Develop Green Streets
- Policy 9.  
Implementation Guideline 9.2: Permit Certain Exceptions To Parking Requirements
- Implementation Guideline 9.3: Control the Amount of Surface Parking
- Policy 12.  
Implementation Guideline 12.5: Open Space Fund
- Implementation Guideline 12.6: Priorities for open space

Section 2, 23.16.002B3 of the Seattle Municipal Code from "Midrise" to "Bulk,"  
is amended to read as follows:

### 23.16.002 MIDRISE

This classification allows multi-family housing of a medium to large scale and fairly high density. In lower classifications in these policies, height limits are 37 feet or less. The maximum height for Midrise is 60 feet (approximately six stories), or 85 feet (for properties which are designated in a neighborhood plan as suitable for an 85 foot height limit and which meet the additional development standards specified below). The maximum building width is the same as for Lowrise 3. In order to minimize the appearance of bulk, building facades are required to be modulated, with rooflines breaking according to the modulation pattern of the facade.

Ground floor commercial use in apartment buildings is allowed in blocks adjacent to healthy commercial areas (See Policy 15, Implementation Guideline 2.)

The housing types to be encouraged include midrise apartments and terraced housing. (Figure 13)

#### Locational Criteria: Midrise 60'

- a. Areas which are adjacent to business and commercial areas with comparable height and bulk.
- b. Areas which are served by major arterials and where transit service is good to excellent, and street capacity could absorb the traffic generated by midrise development.
- c. Areas which are in close proximity to major employment centers.
- d. Areas which are in close proximity to open space and recreational facilities.
- e. Areas along arterials where topographic changes either provide an edge or permit a transition in scale with surroundings.
- f. Flat areas where the prevailing building height is greater than 37 feet or where, due to a mix of heights, there is no height pattern.
- g. Areas with moderate slopes and views oblique or parallel to the slope where the height and bulk of existing buildings have already limited or blocked views from within the multi-family area and upland areas.
- h. Areas with steep slopes and views perpendicular to the slope where upland developments are of sufficient distance or height to retain their views over new developments up to 60 feet high.
- i. Areas where topographic conditions allow the height of the buildings to be obscured. Generally, these are steep slopes 16% or more, with views perpendicular to the slope.

#### Locational Criteria: Midrise 85'

The 85' height limit is intended for areas which have been designated in an

adopted neighborhood plan as suitable for development to 85', and where the following criteria are met:

- a. Areas which are bounded on at least two sides by zoning which permit heights of 85' or greater;
- b. A height of 85' could be accommodated without significantly blocking views;
- c. Development authorized by the zoning is unlikely to exceed the ability of transit, sewers and other utilities to serve the area, and parking will be available to accommodate demand;
- d. Where the rezone will result in 1) a gradual transition in height and scale between adjacent zones, when the difference in height between the proposed zone and adjacent zones exceeds 20 feet, or 2) a major physical edge is present which buffers the transition between such zones. These physical edges may be:
  - (1) Natural features such as topographic breaks, lakes, rivers and ravines;
  - (2) Freeways, expressways, and other major arterials;
  - (3) Street grid and block orientation;
  - (4) Open spaces and greenbelts.

**Height**

60 feet minimum or 85'.

(See Policy 4 for full explanation of height measurements, and related guidelines.)

Section 3. Pursuant to SMC 25.05.665(C) (1) and 675(R) (2), the following policies may serve as the basis of exercising substantive SEPA authority within the boundaries of the area shown on SMC Exhibit 23.16.060A:

- |                                |   |
|--------------------------------|---|
| Implementation Guideline 4.3:  | Maintain - Protect Single Family Neighborhoods              |
| Implementation Guideline 8.3:  | Reduce Pedestrian/Vehicular Conflicts                       |
| Implementation Guideline 10.3: | Improve Arterial Operations and Flow                        |
| Implementation Guideline 10.4: | Protect Local Streets                                       |
| Implementation Guideline 11.1: | Concentrate High Density Near High Capacity Transit Station |

Implementation Guideline 11.2: Create a Pedestrian Environment

Implementation Guideline 11.3: High Capacity Transit Station  
Accessibility to Neighborhoods

Implementation Guideline 14.1: Reduce Potential Runoff Into Thornton  
Creek.

Implementation Guideline 16.5: SEPA Conditions

Section 5. This ordinance shall take effect and be in force thirty (30) days from  
and after its passage and approval, if approved by the Mayor; otherwise it shall take effect  
at the time it shall become law under the provisions of the City Charter.

PASSED by the City Council the 6<sup>th</sup> day of July, 1993 and  
signed by me in open session in authentication of its passage this 6<sup>th</sup> day of

July, 1993.

[Signature]  
President of the City Council

Approved by me this 12<sup>th</sup> day of July, 1993.

[Signature]  
Norfan B. Rice, Mayor

Filed by me this 12<sup>th</sup> day of July, 1993.

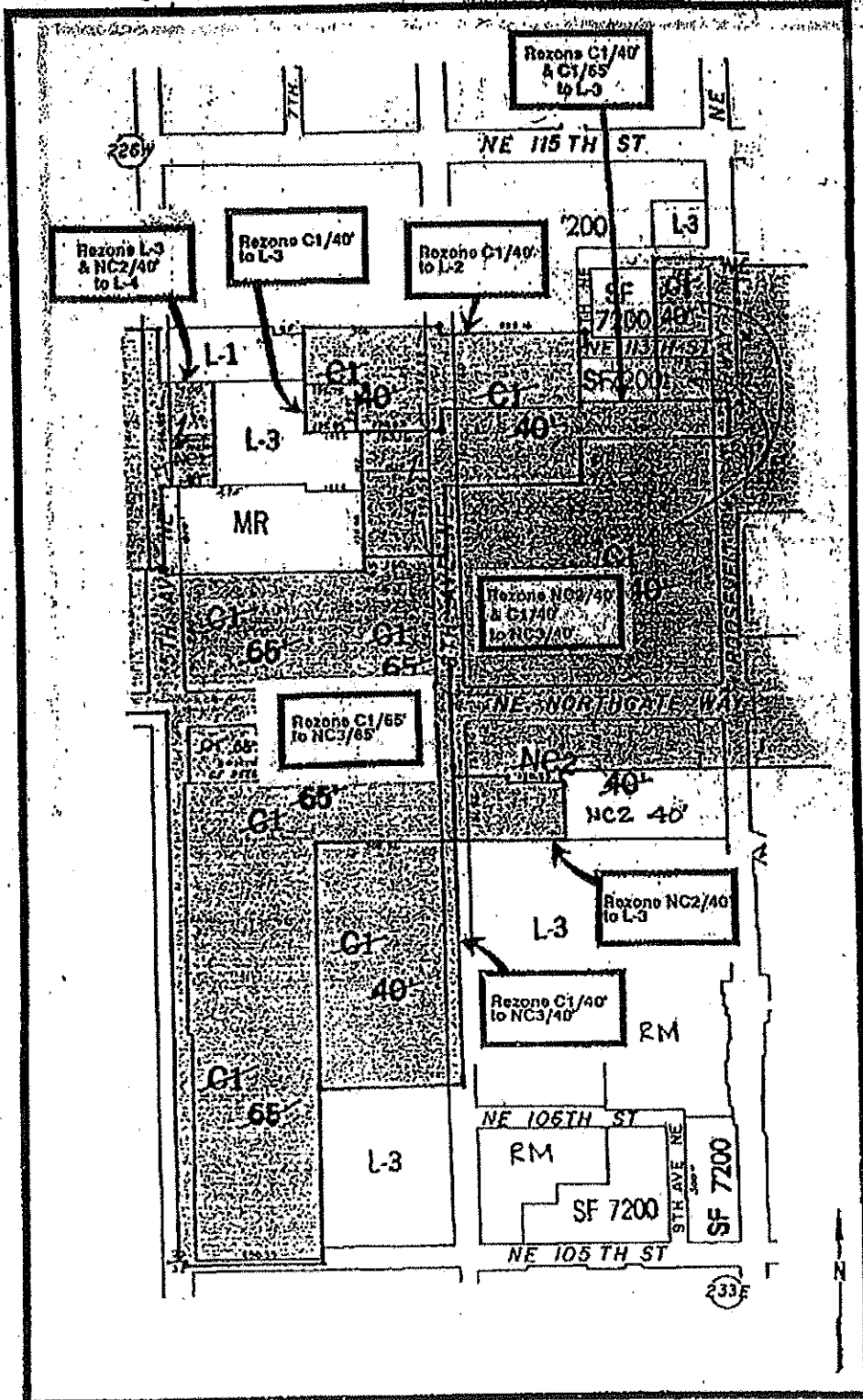
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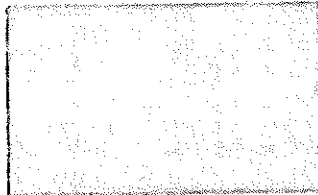
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(SEAL)

Published \_\_\_\_\_

ORD/RES-047



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## Seattle's Comprehensive Plan

Seattle's Comprehensive Plan is available in [PDF](#) format below.

- [Plan Introduction](#) (Flash player required)
- [Readers' Guide](#)
- [What's New? 2012](#)
- [Future Land Use Map](#) (1.9 MB)

### 2011-2012 Amendments

- [Introduction & Vision Replacement Pages](#)
- [Land Use Element Replacement Pages](#)
- [Transportation Element Replacement Pages](#)
- [Neighborhood Planning Element Replacement Pages](#)
- [Human Development Element Replacement Pages](#)
- [Environment Element Replacement Pages](#)
- [Container Port Element](#)

### Complete Comprehensive Plan

You may view the complete [Comprehensive Plan](#) (13 MB) or view the plan in sections:

- [Table of Contents / Comp Plan's Legislative History, Vision, and Application](#)
- [Urban Village Element](#) (1.5 MB)
- [Land Use Element | Future Land Use Map](#) (1.9 MB)
- [Transportation Element](#)
- [Housing Element](#)
- [Capital Facilities Element](#)
- [Utilities Element](#)
- [Economic Development Element](#)
- [Neighborhood Planning Element](#) (7.2 MB)
- [Human Development Element](#)
- [Cultural Resource Element](#)
- [Environment Element](#)
- [Container Port Element](#)
- [Urban Village Appendix](#)
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- [Capital Facilities Appendix \(1.3 MB\)](#)
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*Last Updated:  
August 2, 2012*

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## Legislative History of the Comprehensive Plan

The Comprehensive Plan was first adopted on July 25, 1994, by Ordinance 117221.

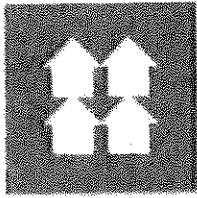
### Comprehensive Plan Amendments

Adoption Date	Ordinance Number	Nature of Amendments
12/12/94	117436	1994 Capital Improvement Program
7/31/95	117735	1995 Comprehensive Plan amendments
11/27/95	117906	Adoption of a new Human Development Element
11/27/95	117915	1995 Six-Year CIP amendments
7/01/96	118197	Response to 4/2/96 Growth Management Hearings Board remand. Repealed policy L-127 of Ord. 117735
9/23/96	118408	Addition of Shoreline Master Program to Plan
11/18/96	118388	1996 CIP amendments
11/18/96	118389	1996 annual amendments
6/16/97	118622	Policies for the reuse of Sand Point Naval Station
9/8/97	118722	Response to 3/97 GMHB remand
11/13/97	118820	1997 Six-Year CIP amendments
11/13/97	118821	1997 annual amendments; addition of Cultural Resources element
6/22/98	119047	Adoption of the Ballard Interbay Northend Manufacturing/Industrial Center neighborhood plan
8/17/98	119111	Adoption of the Crown Hill/Ballard neighborhood plan
10/26/98	119207	1998 annual amendments
11/02/98	119217	Adoption of the Wallingford neighborhood plan
11/02/98	119216	Adoption of the Central Area neighborhood plan
11/16/98	119231	Adoption of the Pioneer Square neighborhood plan
11/16/98	119230	Adoption of the University neighborhood plan
11/23/98	119264	1998 Six-Year CIP amendments
12/07/98	119322	Adoption of the Eastlake neighborhood plan
12/14/98	119298	Adoption of the MLK@Holly neighborhood plan
12/14/98	119297	Adoption of the Chinatown/International District neighborhood plan
1/25/99	119356	Adoption of the South Park neighborhood plan
2/08/99	119365	Adoption of the Denny Triangle neighborhood plan
3/15/99	119401	Adoption of the South Lake Union neighborhood plan
3/15/99	119403	Adoption of the Queen Anne neighborhood plan
3/22/99	119413	Adoption of the Pike/Pine neighborhood plan
3/22/99	119412	Adoption of the First Hill neighborhood plan
5/10/99	119464	Adoption of the Belltown neighborhood plan
5/24/99	119475	Adoption of the Commercial Core neighborhood plan
6/07/99	119498	Adoption of the Capitol Hill neighborhood plan
7/06/99	119524	Adoption of the Green Lake neighborhood plan
7/06/99	119525	Adoption of the Roosevelt neighborhood plan
7/09/99	119538	Adoption of the Aurora Licton neighborhood plan
7/21/99	119506	Adoption of the West Seattle Junction neighborhood plan
8/23/99	119615	Adoption of the Westwood/Highland Park neighborhood plan

Adoption Date	Ordinance Number	Nature of Amendments
8/23/99	119614	Adoption of the Rainier Beach neighborhood plan
9/07/99	119633	Adoption of the North Neighborhoods neighborhood plan
9/07/99	119634	Adoption of the Morgan Junction neighborhood plan
9/27/99	119671	Adoption of the North Rainier neighborhood plan
10/04/99	119685	Adoption of the Broadview/Bitter Lake/Haller Lake neighborhood plan
10/04/99	119687	Adoption of the Fremont neighborhood plan
10/11/99	119694	Adoption of the Columbia City neighborhood plan
10/25/99	119713	Adoption of the North Beacon Hill neighborhood plan
10/25/99	119714	Adoption of the Admiral neighborhood plan
11/15/99	119743	Adoption of the Greenwood/Phinney Ridge neighborhood plan
11/15/99	119744	1999 annual amendments
11/22/99	119760	1999 Six-Year CIP amendments
12/06/99	119789	Adoption of the Delridge neighborhood plan
2/07/00	119852	Adoption of the Georgetown neighborhood plan
6/12/00	119973	Adoption of the Greater Duwamish Manufacturing/Industrial Center neighborhood plan
11/13/00	120158	Response to Growth Management Hearings Board remand; Greenwood/Phinney Ridge neighborhood plan
12/11/00	120201	2000 five-year Comprehensive Plan review amendments
10/15/01	120563	2001 annual amendments
12/09/02	121020	2002 annual amendments
12/13/04	121701	2004 10-year Update to Comprehensive Plan
10/10/05	121955	2005 Annual Amendments
12/11/06	122313	2006 Annual Amendments
12/17/07	122610	2007 Annual Amendments
10/27/08	122832	2008 Annual Amendments
3/29/10	123267	2010 Annual Amendments
4/11/11	123575	2011 Annual Amendments
4/10/12	123854	2012 Annual Amendments

#### Resolutions Related to Vision for City of Seattle Comprehensive Plan

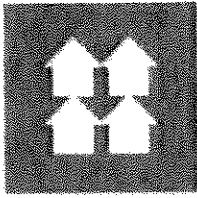
Passage Date	Resolution	Nature of Legislation
7/25/94	28962	1994 Vision for the Comprehensive Plan
11/27/95	29215	Updated 1994 Vision to reflect addition of Human Development element in Comprehensive Plan (Ord. 117906)
12/11/00	30252	Updated Vision to reflect Cultural Resources and Environment elements and adoption of neighborhood plans
12/13/04	30727	Updated Vision in conjunction with the 2004 10-year Update to the Comprehensive Plan



# Neighborhood Planning Element

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# Neighborhood Planning Element

## A Introduction

### discussion

Neighborhood planning is a way to tailor the comprehensive plan and implement it in areas with urban villages or centers and adopted growth targets. It is also a means by which members of any Seattle community may participate in planning for the future of their area within the context of the City's Comprehensive Plan.

The two phases of neighborhood planning discussed in this element are the planning process and subsequent plan implementation.

In early 2000, the City concluded a five-year neighborhood planning process. The City took three actions in response to each plan produced in this process. From each plan a set of neighborhood specific goals and policies were adopted into the Comprehensive Plan. These goals and policies constitute the "adopted" neighborhood plans. The City also approved by resolution a work-plan matrix indicating the intent of the City concerning the implementation of specific recommendations from each neighborhood plan. Finally, the City recognized by resolution that each plan, as submitted to the City, constitutes the continuing vision and desires of the community. The recognized neighborhood plans, however, have not been adopted as City policy.

### goals

- NG1** Recognize neighborhood planning and implementation as critical tools for refining and turning into a reality the vision of the Comprehensive Plan.
- NG2** Give all community members the opportunity to participate in shaping the future of their neighborhoods.

- NG3** Develop neighborhood plans for all areas of the city expected to take significant amounts of growth. Such a plan should reflect the neighborhood's history, character, current conditions, needs, values, vision and goals. Permit other areas interested in developing neighborhood plans to undertake neighborhood planning. In areas not expected to take significant amounts of growth encourage limited scopes of work that focus on specific issues or concerns, rather than broad multi-focused planning processes.
- NG4** Define clearly the role that adopted neighborhood plan goals and policies, neighborhood plan work-plan matrices, and recognized neighborhood plans play in the City's decision-making and resource allocation.
- NG5** Foster collaborative relationships between citizens and the City.
- NG6** Build strong, effective strategies for developing and implementing neighborhood plans
- NG7** Help to realize the intent of neighborhood plans for areas that will accommodate the bulk of the city's growth
  1. through adoption into the Comprehensive Plan of Neighborhood Plan goals and policies,
  2. by striving to implement the work plan matrix adopted with each plan, and
  3. by recognizing each community's desires, reflected in its proposed neighborhood plan document.

neighborhood planning element



neighborhood planning element

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policies

- N1** The policies in this element are intended to guide neighborhood planning for areas that are designated through the Comprehensive Plan to accommodate significant proportions of Seattle's growth, as well as other areas.
- N2** Maintain consistency between neighborhood plans and the Comprehensive Plan. In the event of an inconsistency between the comprehensive plan and a proposed neighborhood plan, consider either amendments to the comprehensive plan which are consistent with its core values, or amendments to the neighborhood plan.
- N3** Either community organizations or the City may initiate neighborhood plans with City support, to the extent provided in the City's annual budget.
- N4** Neighborhood Plans for Areas with an Urban Village, Urban Center, or Manufacturing/Industrial Center:
  - A. Each neighborhood plan for areas with an urban village or center must address the following topics: land use, transportation, housing, capital facilities and utilities. Those undertaking a neighborhood plan may conclude that the Comprehensive Plan adequately expresses the vision and goals of the neighborhood for any of these topics. When this occurs, the neighborhood plan need only provide that the corresponding Comprehensive Plan element constitutes the policy for the neighborhood plan. In addition, the development of a neighborhood plan could include other elements or neighborhood specific policy recommendations important to the neighborhood (i.e. Cultural Resources, Environment, etc.)

- B. Each neighborhood plan containing urban village or center must:
  1. identify the boundaries of the urban village or center in conformance with the description of urban villages and centers in this plan
  2. describe growth targets for the affected center or village; and
  3. prepare transportation, capital facilities and utilities inventories and analyses for the designated urban village or center.
- N5** Adopt into the Comprehensive Plan portions of any neighborhood or subarea plan that the City Council determines should be incorporated into the Comprehensive Plan and that are consistent with this plan.
- N6** Require that the following be taken into consideration in establishing future planning area boundaries:
  1. Areas defined by a strong historical, cultural, geographic, or business relationships.
  2. Natural or built barriers (e.g., I-5, major topography change).
  3. Manageable size of area, manageable complexity of issues for resources available.
  4. Generally agreed upon neighborhood boundaries.
  5. The Urban Village Strategy.
  6. The appropriateness of the area for the issues being addressed in the plan.



- N7** Establish basic guidelines for creating and updating neighborhood plans that ensure an inclusive, collaborative and effective approach. Provide guidelines for things such as how to develop public participation processes, make plans with realistic expectations, and monitor implementation of the plans over time.
- N8** Neighborhood planning processes and plans may vary, reflecting the different characteristics, interests and perspectives of community members, while meeting basic guidelines for neighborhood planning.
- N9** Encourage collaborative neighborhood planning that involves simultaneous consideration of City and neighborhood goals and strategies, and includes representatives for both the City and neighborhoods working together.

**neighborhood plan implementation policies**

- N10** Establish a firm and clear relationship between the City's budgeting processes and adopted neighborhood plans and, using the biennial budget, demonstrate how the urban village strategy is being carried out.
- N11** Assess as part of the City's budget process, neighborhood plan implementation needs and resources, taking into consideration the results of implementation activities for each area and public input into the budget process.
- N12** Use adopted neighborhood plan goals and policies and the City's neighborhood plan work plan matrices to help balance between competing goals in City decision making and the allocation of budget resources.

- N13** Consider recommendations from neighborhood plans in the context of Seattle as a whole. Incorporate such requests into City prioritization processes, as appropriate, for capital expenditures and other decision making recognizing the City's legal, administrative and fiscal constraints.
- N14** When allocating resources to implement neighborhood plans, at a minimum consider the following factors:
  - Where the greatest degree of change is occurring;
  - Where growth has exceeded current infrastructure capacities;
  - Where there is a deficit in meeting service levels called for by the Comprehensive Plan or the expectation of other City policies or agency plans;
  - Where there is an urban center or urban village designation;
  - Where the neighborhood plan goals and policies or work plan matrix have specific prioritized plan recommendations endorsed by the City;
  - Where resources would help spur growth in urban centers or urban villages;
  - Where there are opportunities to leverage other resources, or partnerships;
  - Where the resource would address priorities of more than one neighborhood; and
  - Where the impact of a single, large activity generator will have detrimental effects on the infrastructure capacities of the neighborhood.



neighborhood plans: Admiral

B-1

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- N15** In implementing neighborhood plans, work with neighborhood groups to refine and prioritize recommendations in light of changing circumstances and consistent with the adopted goals and policies of each neighborhood plan.
- N16** Permit the addition of new strategies, including regulatory changes, through the neighborhood plan implementation process when existing tools are inadequate to meet implementation needs.
- N17** Support and encourage the incorporation of cultural elements, such as public art and historic resources, in the implementation of neighborhood plans. In future planning efforts, include a broad range of creative skills to improve the value of the neighborhood projects.
- N18** Monitor progress toward Implementing Council adopted neighborhood plans and communicate results to City officials, neighborhood planning participants and interested citizens.
- N19** Support neighborhood plan stewardship with the goal of promoting continued cooperation between the City and local neighborhoods in implementing adopted neighborhood plan goals and policies, carrying out neighborhood plan work plan activities and implementing this Comprehensive Plan.

These efforts should be directed toward not only accomplishing specific projects, but also toward fostering the ability of neighborhoods to inspire people with the energy, interest and ability to work collaboratively with the City in implementing neighborhood plans.

## **B Adopted Neighborhood Plans**

### **B-1 Admiral**

#### land use goals

- A-G1** Land use within the residential urban village that conforms to Admiral's vision of a neighborhood with a pedestrian oriented small town atmosphere.
- A-G2** The Admiral neighborhood is predominately a single-family housing community.

#### land use policies

- A-P1** Encourage development that conforms with the neighborhood's existing character and scale, and further promotes a pedestrian-friendly environment.
- A-P2** Maintain the character and integrity of the existing single-family zoned areas by maintaining current single-family zoning outside the urban village on properties meeting the locational criteria for single-family zones.
- A-P3** Seek to ensure community involvement in land use code changes.
- A-P4** The special L3 and L4 locational criteria for the evaluation of rezones to the L3 and L4 designations inside of urban villages, shall not apply in the Admiral Residential Urban Village.

#### transportation goals

- A-G3** A residential urban village with an adequate parking supply to serve customers, residents and employees.
- A-G4** People walk, bicycle or ride buses when traveling inside the Admiral neighborhood.



- NR-G17** A neighborhood served by a network of safe streets with amenities for pedestrians and bicyclists.
- NR-G18** Rainier Ave. S. is a highly functioning multi-modal "complete street" that serves as the spine of the Rainier Valley and retains its existing vistas of Mount Rainier.
- NR-G19** Continue to develop Martin Luther King Jr. Way S. as a "complete street," and part of the neighborhood's network of streets with amenities for pedestrians, bicyclists, and transit riders.
- NR-G20** A transformed Rainier Avenue S. between S. Bayview St. and Martin Luther King Jr. Way S. that functions as a pedestrian-oriented main street.

#### transportation & transit service goals

- NR-P36** Promote alternative transportation programs, such as bicycle commuting, local hiring, van pools, and transit ridership.
- NR-P37** Create seamless pedestrian and bicycle links within the Town Center, and to the surrounding community facilities.
- NR-P38** Prioritize development of universally accessible routes between the Town Center and locations such as Lighthouse for the Blind and Center Park.
- NR-P39** Ensure that standards for new development projects will accommodate a vibrant pedestrian environment throughout the Town Center.
- NR-P40** Enhance access throughout the Town Center for people of all ages and abilities.
- NR-P41** Support actions that improve the pedestrian and transit functions along Rainier Avenue S. between S. Bayview St. and MLK Jr. Way S. so that the section becomes more of a local main street for the North Rainier neighborhood.

## B-222 Northgate

### goals

- NG-G1** A place where people live, work, shop, plan and go to school—all within walking distance.
- NG-G2** A thriving, vital, mixed-use center of concentrated development surrounded by healthy single-family neighborhoods transformed from an underutilized, auto-oriented office/retail area.

### land use & housing goals

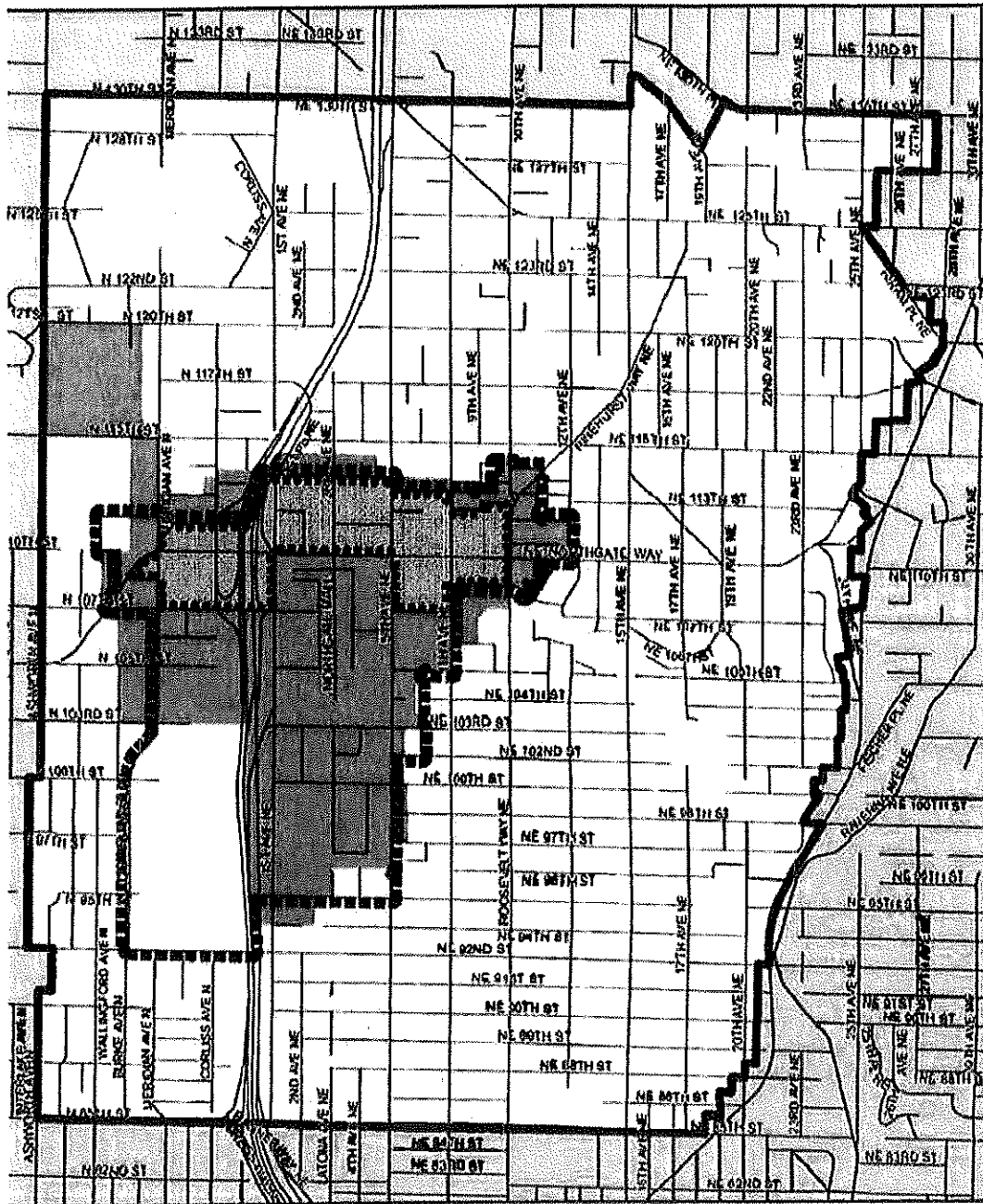
- NG-G3** The surrounding single-family neighborhoods are buffered from intense development in the core, but have ready access to the goods, services, and employment located in the core via a range of transportation alternatives including walking, bicycling, transit, and automobile (the core area is shown on Map G3).
- NG-G4** The most intense and dense development activity is concentrated within the core.
- NG-G5** Commercial activity outside the core is smaller in scale and allows for a mix of uses that serve the adjacent residential neighborhoods.

### land use & housing policies

- NG-P1** Encourage development of the core as a major regional activity center for retail, commercial, office, multifamily residential, and educational uses with densities sufficient to support transit.
- NG-P2** Use land use regulation to cause new development to locate close to transit stops and provide good pedestrian and bicycle connections throughout the area so that

**NORTHGATE**

Map of the North Core Area within the Northgate Urban Center and Overlay District



0 625 1,250 2,500 Feet

**Legend**

-  North core subarea
-  Northgate urban center
-  Northgate core
-  Northgate overlay district



intra-area vehicular trips and locally generated traffic are reduced.

**NG-P3** Use a Northgate Overlay District to address the special characteristics of development in the area.

**NG-P4** Concentrate employment activity where the infrastructure and transportation system can best accommodate it.

**NG-P5** Promote a mixture of activities including commercial and residential uses in areas that have Neighborhood Commercial and Residential Commercial zoning designations.

**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 areas.

**NG-P7** Reduce conflicts between activities and promote a compatible relationship between different scales of development by maintaining a transition between zones where significantly different intensities of development are allowed.

**NG-P8** Maintain the character and integrity of the existing single-family zoned areas by maintaining current single family-zoning on properties meeting the locational criteria for single-family zones.

**NG-P8.5** Support future potential rezones to higher intensity designations in the North Core Subarea. In considering such rezones, pay particular attention to the development of an environment that creates a network of pedestrian connections and that encourages pedestrian activity, among other considerations associated with a rezone review.

### transportation goals

**NG-G6** An economically viable commercial core with improved alternative means of access, good vehicular and pedestrian circulation, and an enhanced, interesting environment that attracts customers, visitors, and employers.

**NG-G7** Medium to high density residential and employment uses are concentrated within a 10-minute walk of the transit center, reducing the number and length of vehicle trips and making travel by foot and bicycle more attractive.

### transportation policies

**NG-P9** Promote the efficiency of the transportation system by accommodating more person trips rather than vehicle trips.

**NG-P10** Enhance transit service and facilities to make it a more attractive travel mode for persons living and working in the Northgate Area.

**NG-P11** Promote pedestrian circulation with an improved street level environment by striving to create pedestrian connections that are safe, interesting and pleasant.

**NG-P12** Manage parking supply, location and demand to discourage the use of single occupant vehicles, and to improve short-term parking accessibility for retail customers, patients, and visitors, without undermining transit or high occupancy vehicle (HOV) usage, or detracting from the creation of an attractive pedestrian environment.

**NG-P13** Seek to reduce the impact of increases in traffic volume by limiting conflicts with local access streets, and improving traffic flow, circulation and safety, without increasing vehicular capacity.



**NG-P14** Seek to control impacts of a high capacity transit station on surrounding neighborhoods by emphasizing non-motorized access, transit supportive land uses, and an attractive pedestrian environment at and near the station.

**open space goal**

**NG-G8** Quality open space exists in sufficient quantity and variety to meet the needs of workers, shoppers, students, and visitors, as well as recreational and natural spaces for the growing residential population.

**open space policy**

**NG-P15** Promote a system of open spaces and pedestrian connections, to guide acquisition, location, and development of future open space and to establish priorities for related public improvements.

**drainage policy**

**NG-P16** Promote reduction of potential runoff into Thornton Creek, and encourage restoration of the Creek to enhance aquatic habitat and absorb more runoff.

**human services & community facilities policy**

**NG-P17** Encourage quality human services for all segments of the population.

**financing goal**

**NG-P18** Explore and seek to develop a variety of strategies for financing implementation of these goals and policies.

**B-23 Othello**

**land use & housing goals**

**O-G1** A neighborhood that offers a broad range of activities to serve the diverse needs of the community and to encourage neighborhood sustainability, including residential, commercial, retail, service, cultural, and open space uses.

**O-G2** A neighborhood that supports the broad economic, cultural and family-size diversity of this neighborhood by keeping housing affordable with a balance of both single-family and multifamily housing for both renters and owners.

**O-G3** The core Town Center, around the light rail station, is economically strong and serves the multicultural community who live, work and shop here.

**O-G4** The Othello Residential Urban Village has parks, recreational facilities, and open spaces that are designed and programmed to accommodate users of diverse ages, interests and cultures, and that allow for informal interactions of people from different cultures.

**land use & housing policies**

**O-P1** Encourage dense urban development in the Town Center in a manner that creates a vibrant and active commercial district supportive of the community, along with residential infill development to increase the housing supply.

**O-P2** Maintain and augment affordable housing to keep a range of housing prices and unit sizes and a balance of rental and owner-occupied housing.

neighborhood plans: Othello

B-23

January | 2005 (2012)

**ATTACHMENT C**

**NORTHGATE URBAN CENTER REZONE DECEMBER 2009 FEIS  
EXCERPTS**

# NORTHGATE URBAN CENTER REZONE

## Final Environmental Impact Statement

Prepared for:  
City of Seattle

December 2009

Prepared by:  
Weinman Consulting LLC and  
ESA Adolfsen



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## **FACT SHEET**

### **NAME OF PROPOSAL**

Northgate Urban Center Rezone

### **PROPONENT**

City of Seattle

### **PROJECT DESCRIPTION**

The EIS evaluates a range of alternatives that could modify the zoning for some properties within a portion of the Northgate Urban Center, identified as the study area, located in Seattle, Washington, to allow more intensive residential and commercial land uses. Rezoning could occur either through legislative area-wide action (Alternatives 1 and 2) or through individual contract rezones of individual properties (Alternative 3). Other potential related actions that could apply to any alternative include possible Seattle Comprehensive Plan amendments; Northgate Overlay District amendments within the Seattle Municipal Code (SMC) Title 23 (Land Use Code); new guidelines for the right-of-way improvements manual; and amended Northgate-specific design review guidelines.

The EIS is programmatic or non-project in nature and is focused on the broad impacts associated with the rezone alternatives. Additional environmental review would occur in the future, if deemed necessary, in conjunction with review of site-specific project proposals, and/or in connection with revisions to standards, guidelines or administrative programs.

### **LEAD AGENCY**

City of Seattle Department of Planning and Development

### **RESPONSIBLE OFFICIAL**

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## **PENDING APPLICATIONS**

- DPD has submitted an application to amend the Seattle Comprehensive Plan to express support for future rezones in the Northgate Urban Center.

## **GOVERNMENTAL ACTIONS**

The actions associated with the rezone alternatives could include a legislative rezone of the study area by the City Council (Alternatives 1 and 2), or individual site-specific (e.g., contract) rezone proposals to implement increases in height and intensity on lands within the study area (Alternative 3). Other potential related actions described in the EIS include proposed Seattle Comprehensive Plan amendments; legislative amendments to the text of the Northgate Overlay District (in SMC Title 23), including incentive zoning provisions; amended Northgate-specific Design Guidelines applicable to Northgate; and potential additions to SDOT's right-of-way improvements manual. Legislative actions will be considered by the Seattle City Council.

This proposal would not approve any specific projects for construction. Individual projects would require separate review and approval under the requirements of the Seattle Municipal Code and other applicable regulations.

## **AUTHORS AND PRINCIPAL CONTRIBUTORS**

This EIS has been prepared under the direction of the Seattle Department of Planning and Development (DPD). Research and analysis were provided by:

**Weinman Consulting, LLC:** EIS project management and coordination, and land use policy analysis

**ESA Adolfson:** Analysis of land use, housing, recreation, aesthetics, water, and plants and animals; EIS document production.

**Fehr & Peers/Miral:** Transportation

**Geomatrix:** Air quality

**Hewitt Architects and Mithun Architects:** Urban design

## **LOCATION OF BACKGROUND DATA**

Department of Planning and Development  
700 Fifth Avenue, Suite 2000  
Seattle, WA 98124-4019

**DATE OF ISSUE**

December 21, 2009.

**EXPECTED DATE OF IMPLEMENTATION**

Action by the City Council could occur in 2010.

**AVAILABILITY OF THE DRAFT EIS**

Copies of the EIS and/or Notices of Availability have been distributed to a number of agencies, organizations, and individuals as noted in the Distribution List located in Chapter 5.

Copies of the Final EIS are available for review at the DPD Public Resource Center located in Suite 2000 of the Seattle Municipal Tower in downtown Seattle (700 Fifth Avenue). Copies of the EIS are also available at the following public libraries:

Seattle Public Library - Central Branch, Northgate Branch, Lake City Branch, Northeast Branch.

Supporting documentation is also available for review at the DPD Public Resource Center.

Copies of the Final EIS may be purchased for the cost of reproduction. Copies on CD can also be made available. In addition, a copy of the document is available on the DPD web page at [http://www.seattle.gov/DPD/Planning/Northgate\\_Revitalization/Overview/](http://www.seattle.gov/DPD/Planning/Northgate_Revitalization/Overview/).

Table 1-1. Estimated Growth for Rezone Alternatives

Alternative	Additional Residential Units	Additional Commercial Units	Total Employment	Total Jobs	Total Housing
No Action	2,362	--	324,104	--	858
1.A Broad Rezone - Residential Focus	4,064	1,702	1,023,737	699,633	2,711
1.B Broad Rezone - Commercial Focus	919	-1,433	3,946,647	3,622,543	10,453
2 Focused Rezone	3,431	1,069	818,321	494,216	2,167
3 Urban Design Framework	4,189	1,827	954,443	630,339	2,528

Note: All numbers shown in Table 1-1 reflect the potential net increase in jobs or housing, taking into account the housing or business uses that would be replaced with new development. The table has been updated since the Draft EIS to reflect minor corrections to calculations. The magnitude of changes is small and does not affect the conclusions of the Draft EIS.

**1.4.1 No Action Alternative**

Under the No Action Alternative, neither legislative nor site-specific rezone (e.g., contract rezone) are assumed to occur and existing zoning would be retained. Development under the No Action Alternative would include a mix of housing and jobs. Growth would be relatively more dispersed, and may or may not be focused along Northgate Way. The rate and amount of growth is assumed to continue per recent trends and would be consistent with Comprehensive Plan assumptions. Future development proposals for the large "opportunity parcels" identified in the Urban Center could possibly go forward accompanied by contract rezone proposals, which could eventually lead to achievement of higher development intensities. However, the EIS No Action Alternative considers only what is allowed under current zoning.

**1.4.2 Alternative 1- Broad Rezone**

Under Alternative 1, most properties within the study area would be rezoned by legislative action to the next, more intensive zoning classification. For example, Neighborhood Commercial 3 zoned properties with a 65-foot height limit (NC3-65) would be rezoned to include an 85-foot height limit (NC3-85); and Midrise (MR) zoned properties would be rezoned to NC3-65 or NC3-85, which would broaden the range of permitted uses and provide the potential for more retail activity in mixed-use buildings. Exceptions to this general approach include a maximum height of 125 feet on a portion of a property currently zoned MR-60, and NC3-85 zoning on a parcel currently zoned L-4 adjacent to the north of the proposed park. No change of zoning

would occur on publicly-owned park sites. See the project description and alternative zoning maps in Chapter 2 for greater detail.

To estimate the range of development that is possible in zones that allow mixed-use development, the Broad Rezone Alternative includes two different land use scenarios – one emphasizing housing, and the other emphasizing commercial development. The residential focus scenario (Scenario A) assumes that mixed-use properties are 75 percent developed for residential use and 25 percent for commercial use, while the commercial focus scenario (Scenario B) assumes 20 percent residential development and 80 percent commercial (60 percent office, 20 percent retail). The Broad Rezone Alternative could include other uses, including new or expanded hotel uses, restaurants, or entertainment uses, but the combination office and retail would generally be expected to contribute more traffic to the peak hour period than other commercial uses, and was therefore used for the traffic analysis.

#### **1.4.3 Alternative 2 - Focused Rezone**

Under Alternative 2, properties within the study area would also be rezoned to the next, more intensive zoning classification but the rezones would occur in a more focused area, based on traffic considerations and on the boundaries for Urban Centers designated in the Comprehensive Plan.

Under Alternative 2, properties west of the I-5 freeway and east of Roosevelt Way NE would not be rezoned, and the only Lowrise-zoned properties to be rezoned are those adjacent to the proposed park. The maximum height of structures allowed in any of the rezoned areas would be 85 feet. See the project description and proposed zoning map in Chapter 2 for full details on proposed zoning under this alternative.

#### **1.4.4 Alternative 3 – Urban Design Framework**

Under Alternative 3, developed since the Draft EIS was published, a set of rezones could be implemented through subsequent “contract rezone” proposals submitted separately by private property owners and developers. This alternative would establish intensity and height limits for potential rezoning; these limits could be documented using the zoning map in the Final EIS, and/or established pursuant to an ordinance adopted by the City Council. The existing incentive zoning program (SMC 23.58A), which provides a bonus program for projects greater than 85 feet in height, would be referenced by Land Use Code changes to the Overlay District (SMC 23.71) to be proposed at a later date, and assumed to apply to possible future individual rezone actions. The rezone area for Alternative 3 is smaller than Alternative 1 but larger than Alternative 2.

The potential zoning designations that could be achieved through contract rezones under Alternative 3 would allow taller and more intensive buildings on properties in the central portion of the study area between I-5 and Roosevelt Way NE compared to the other alternatives. However, L-2 and L-3 zoned parcels at the edges of the study area would not be rezoned; this is intended to create a buffer and transition to existing single family residential neighborhoods on the border of the Urban Center.

#### 1.4.5 Related Implementation Actions

Several other implementation programs are being developed to accomplish a number of objectives in Northgate: to mitigate the effects of additional height and intensity that would occur as a result of rezoning; to accomplish key physical improvements in the Northgate Urban Center; and to help implement the broader goals of Northgate neighborhood plan policies. Examples include enhanced streets; expanded pedestrian and bicycle networks; additional open spaces and improved streetscapes; and expanded affordable housing opportunities. Most of these strategies would apply to any of the EIS alternatives, whether rezoning occurs through legislative action or contract rezones, as well as to the No Action Alternative. The related implementation actions include the following:

- *Comprehensive Plan Amendment.* One Comprehensive Plan policy would be amended and one policy added to express support for future rezones as a means to achieve Northgate objectives.
- *Northgate Overlay District (SMC 23.71).* Incentive zoning provisions specific to Northgate would be proposed consistent with the program established in SMC 23.58A. In addition to a bonus for the provision of affordable housing, additional components of a bonus program for Northgate could include mid-block pedestrian promenades, enhanced pedestrian amenities, bicycle improvements, public plazas, childcare facilities and sustainability features. Also, other revisions to development standards, and authorization of an open space fund, could occur with amendments to SMC 23.71.
- *Northgate Design Guidelines.* New and amended design guidelines for Northgate would address topics such as pedestrian connections across private property, transit-friendly improvements, bicycle infrastructure, and compatibility of future development on properties with edges adjacent to Hubbard Homestead Park.
- *SDOT Right-of-Way Improvements Manual.* The manual would be amended by administrative action to include guidance for streetscape improvements, including the 3<sup>rd</sup> Avenue NE Green Street and potential 8<sup>th</sup> Avenue NE Green Street.

These regulatory and administrative actions will be proposed independent of the Northgate rezones and they are not part of the proposal. In part, they are intended to address the effects of growth in the Urban Center and constitute mitigation measures.

#### 1.5 Elements of the Environment

The following elements of the environment are evaluated in the EIS.

- Air Quality
- Water
- Plants and Animals
- Land Use
- Housing
- Height/Bulk/Scale (See Aesthetics section of the EIS)

- Public View Protection (See Aesthetics section of the EIS)
- Shadows on Open Spaces (See Aesthetics section of the EIS)
- Transportation
- Parks and Recreation

#### **1.6 Summary of Impacts**

The analysis in this EIS is programmatic or non-project in nature, and evaluates area-wide impacts at a general level. The City is following a course of phased environmental review for actions in Northgate, pursuant to the provisions of WAC 197-11-060(5) and SMC 25.05.060.E. Future non-exempt development proposals will also undergo site-specific environmental review as required by the State Environmental Policy Act (SEPA).

Table 1-2, which follows, summarizes the identified potential adverse environmental impacts associated with the various alternatives. Please refer to the Draft EIS and Chapter 3 of this Final EIS for further information about these impacts.



**2.5.2.2 Subareas**

Several subareas have been defined within the overall study area to aid in the discussion and analysis in the EIS. Subareas are a commonly-used technique for planning and environmental analysis and simplify references to specific locations. The subareas are intended to reflect factors such as parcel size, physical location, adjacent uses and overall context. Use of planning subareas will also permit identification of appropriate mitigation measures and regulatory requirements in a more discrete manner. The subareas are shown on Figure 2-1 and are described in Table 2-1.

**Table 2-1. Subarea Descriptions**

Subarea	General Description/Location
A	West of I-5, generally from Corliss Ave on the east to Meridian Ave and Burke Ave on the west, N. 112 <sup>th</sup> Street on the north, and N. 107 <sup>th</sup> Street in the south
B	1 <sup>st</sup> Ave NE to 3 <sup>rd</sup> Ave NE, between Northgate Way and north of NE 114 <sup>th</sup> Street
C	3 <sup>rd</sup> Ave NE to 5 <sup>th</sup> Ave NE, between NE 112 <sup>th</sup> Street and north of NE 114 <sup>th</sup>
D	The balance of the study area within the Urban Center along and adjacent to Northgate Way; the north boundary is irregular
E*	A triangular area between Pinehurst Way on the west and 15 <sup>th</sup> Ave NE on the east, and between NE 115 <sup>th</sup> Street on the south and 117 <sup>th</sup> Street on the north, outside the Urban Center

\* Subarea E is not considered appropriate for rezoning under the EIS alternatives. This subarea is outside the designated Northgate Urban Center; the Urban Center boundary will define the maximum outer boundary of the area eligible for either legislative or contract rezones.

**2.5.2.3 Growth Assumptions**

City of Seattle growth targets for Northgate are shown in Table 2-2. The CTIP and CTIP EIS were based on the Comprehensive Plan's adopted 2024 population and employment allocations for Northgate – an addition of 2,500 households and 4,220 jobs. The CTIP also used Puget Sound Regional Council (PSRC) forecasts to estimate the traffic implications of growth through the year 2030. Estimates used for traffic modeling for the CTIP assumed 20,000 total households and 27,000 jobs in 2030 for the broader Northgate CTIP study area.

The EIS rezone alternatives assume that growth in the study area to 2030 will generally be within the range identified in Northgate's household and employment projections, shown in Table 2-2. One of the intended effects of the Northgate Urban Center Rezone is to attract, focus and

for the Urban Center as a whole and for individual parcels -- and provided input to estimates of the probable amount and types of development that would occur in the near, mid and longer terms (Heartland, 2007). The analysis also identified some economic implications of imposing public amenity requirements. The market for housing in the Northgate Urban Center is still relatively young. Its maturity will be proven based on the success of current mixed-use projects (e.g., 507 Northgate and Thornton Place). In addition, the economic recession of 2008/2009 adds uncertainty to the Northgate real estate market that mirrors the city as a whole. In this environment, the pace of redevelopment in Northgate is expected to be slow. In addition, when economic recovery begins, excessive regulatory requirements could further delay Northgate's transition from an auto-oriented retail destination to a high density mixed-use, pedestrian-oriented urban center.

### **2.5.3 Rezone Alternatives**

The EIS examines three alternatives for how the study area could be rezoned to further the vision, objectives and Comprehensive Plan and neighborhood planning policies for the Northgate Urban Center, and different scenarios for the type and form of development that could occur. None of the Draft EIS alternatives was "preferred" or proposed. In general, the rezone alternatives in the Draft EIS were intended to bracket or "book-end" a wide range of possibilities for rezoning, from "no action" to maximum likely intensity. Final EIS Alternative 3 has been developed in response to Draft EIS commentary and follow-up analysis. It is not preferred or proposed at this time, however.

Defined broadly, the proposal includes a rezone strategy that would be implemented either through legislative rezones (as assumed in Alternatives 1 and 2) or through future privately-initiated "contract rezones" (as assumed in the Alternative 3). Rezones would help direct and focus projected growth, particularly housing, at higher densities and intensities of development in locations within the heart of the Northgate Urban Center. The proposal would help fulfill Comprehensive Plan and neighborhood planning objectives related to the future growth and development of a denser, more active and more livable Urban Center environment at Northgate.

In addition, as discussed further below, all alternatives assume that the City will propose, as separate actions, several regulatory programs, including an incentive zoning program, and revised Northgate Overlay District regulations and design guidelines. These programs would help to achieve a range of policy objectives for the Urban Center.

Calculations of assumed type and amount of development for each parcel under each alternative are included in Appendix A. It should be noted that for all EIS alternatives, some properties that would be rezoned are not considered likely to redevelop by 2030, due to economic and market factors. Parcels assumed to redevelop are identified in Appendix A. The amounts of development considered likely to occur under No Action and other EIS alternatives are shown in Table 2-3.

**Table 2-3. Estimated Growth for Rezone Alternatives**

Alternative	Estimated Potential Net Increase in Jobs	Estimated Potential Net Increase in Housing Units	Estimated Potential Net Increase in Jobs and Housing Units	Estimated Potential Net Increase in Jobs and Housing Units (Including Other Potential Growth)	Estimated Potential Net Increase in Jobs and Housing Units (Including Other Potential Growth)
No Action	2,362	—	324,104	—	858
Urban Center Rezone	4,064	1,702	1,023,737	699,633	2,711
Urban Center Rezone (Commercial)	919	-1,433	3,946,647	3,622,543	10,453
Urban Center Rezone (Residential)	3,431	1,069	818,321	494,216	2,167
Urban Center Rezone (Mixed-Use)	4,189	1,827	954,443	630,339	2,528

Note: All numbers shown in this table reflect the estimated potential net increase in jobs or housing, taking into account the housing or businesses that would be replaced with new development. The table has been updated since the Draft EIS to reflect minor corrections to calculations. The magnitude of the changes is small and the changes do not affect the prior conclusions of the Draft EIS.

**2.5.3.1 No Action Alternative**

SEPA requires that an EIS consider the alternative of not taking the proposed action. This provides a baseline which other alternatives may be compared to. Taking no action would mean that rezones would not occur and existing zoning would be retained in the near-term. Growth could still occur under the No Action Alternative as permitted by existing regulations.

Existing zoning is shown in Figure 2-3. Development under the No Action Alternative would generally occur as assumed in the Comprehensive Plan and the CTIP, and would include a mix of housing and jobs. No additional stimulus for housing would be provided by rezoning, and housing and job development in Northgate could continue to lag. Growth probably would be relatively more dispersed, and may or may not be focused along Northgate Way. Northgate Way could remain an auto-oriented, suburban scale commercial strip. The rate and amount of growth

is assumed to continue at present levels in a manner consistent with Comprehensive Plan growth assumptions. It is acknowledged that the large opportunity parcels (Northgate Apartments, The Court at Northgate and Wallace Phase II) could proceed as proposals for contract rezones, and could, therefore, eventually achieve higher development intensities than currently permitted. However, the No Action Alternative considers only what is allowed under current zoning.

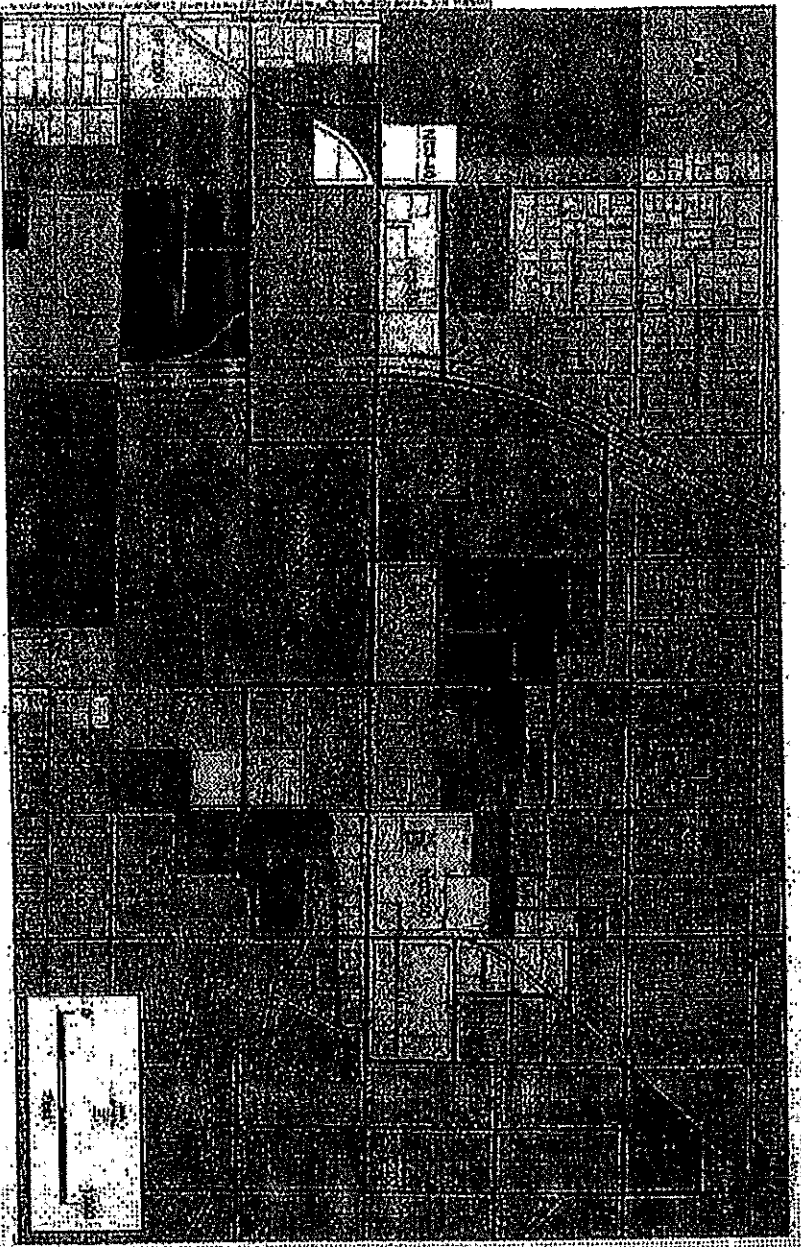
### **2.5.3.2 Alternative 1: Broad Rezone**

The Broad Rezone Alternative (Alternative 1) is a set of legislative rezones that would occur across the full extent of the Northgate Way corridor, from approximately Meridian Avenue on the west to 12<sup>th</sup> Avenue NE on the east. (See the note to Table 2-4 regarding sub-area B). The theme and intent of this rezone approach is to increase capability for infill development consistently across the broad study area. This is meant to ensure that properties are efficiently used and not underbuilt when future market-driven development occurs. Underbuilding might compromise the area's growth potential and the likelihood of developing a walkable and diverse Urban Center.

Rezoning under Alternative 1 is shown in Figure 2-4 and the potential amount of development that could occur is shown in Table 2-3. Table 2-4 describes the zoning changes under the Broad Rezone for each subarea. All properties within the study area would generally increase one increment in density or height, relative to existing zoning. NC3-65 properties, for example, would be rezoned to NC3-85. Also, certain Midrise (MR) zoned properties would be rezoned to Neighborhood Commercial 3 (NC3), a change that would broaden the range of permitted uses and provide the potential for more retail activity in mixed-use buildings.

Exceptions to this general approach would occur for several sub-areas, as shown in Table 2-4, to reflect parcel size, location, development potential, and/or adjacent land use (e.g., for parcels adjacent to the proposed park or residential uses).

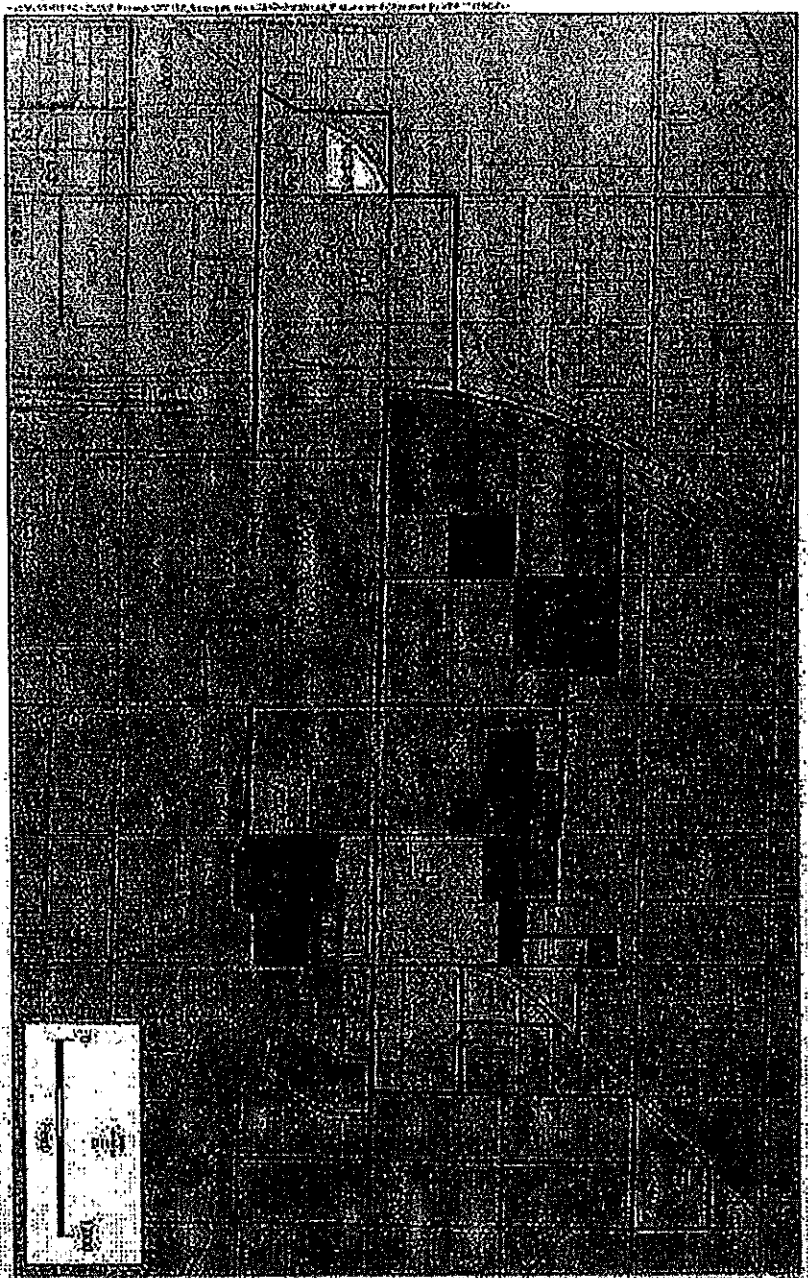
To account for the range of development that is possible in zones that allow mixed-use (e.g., NC3), Alternative 1 includes two different land use scenarios -- one emphasizing housing, and the other emphasizing commercial development. The residential focus scenario (Scenario A) assumes that mixed-use properties are developed 75 percent for residential use and 25 percent for commercial use, while the commercial focus scenario (Scenario B) assumes 80 percent commercial (60 percent office, 20 percent retail), and 20 percent residential development. The broad rezone could include other uses, including new or expanded hotel uses, restaurants, or entertainment uses, but the combination of office and retail would generally be expected to contribute more traffic to the peak hour period than other uses, and was therefore assumed for the traffic analysis.



SOURCE: King County 2004, 2002, Serial 750K, 2001

Legend

- Neighborhood Commercial 2 - 85 Ft.
- Neighborhood Commercial 3 - 65 Ft.
- Neighborhood Commercial 2 - 40 Ft.
- Neighborhood Commercial 2 - 45 Ft.
- Neighborhood Commercial 3 - 40 Ft.
- Neighborhood Commercial 3 - 45 Ft.
- Community Center
- Community Center
- Community Center
- Community Center



SOURCE: King County ZOD, 2007; Seattle 2007, 2008

Zone for Alternative A - Business/Office  
Seattle, Washington

- Legend
- Neighborhood Commercial 2 - 65 ft
  - Neighborhood Commercial 2 - 85 ft
  - Neighborhood Commercial 2 - 40 ft
  - Neighborhood Commercial 2 - 70 ft
  - Community
  - Industrial
  - Light Industrial
  - Office/Professional
  - Residential
  - Neighborhood Commercial 2 - 40 ft
  - Neighborhood Commercial 2 - 70 ft
  - Neighborhood Commercial 2 - 85 ft
  - Neighborhood Commercial 2 - 65 ft

Table 2-4. Alternative 1 (Broad Rezone) Zoning Changes

Subarea	Change in Zoning
A	One increase in zoning height/intensity for the NC3-65 and NC3-40 zones. NC3-85, Lowrise-3 (L-3) and Midrise (MR) zones would not change
B	The Northgate Apartments property would be rezoned NC3-85, and NC3-125 and MR-85. The MR-zoned parcels to the north would remain at MR, and Lowrise 2 (L-2)-zoned parcels would be rezoned to Lowrise 3 (L-3).
C	The Court at Northgate Property would be rezoned from L-4 to NC2-85 to encourage housing and small scale retail on the street level facing the park. The parcel to the south of the proposed park would be rezoned from NC3-65 to NC3-85. Midrise (MR) would be applied to the properties east of The Court at Northgate property. No change would occur for the park site. L-3 parcels would change to Lowrise-4 (L-4), and the sole NC3-65 site would change to NC3-85.
D	Generally, one increase in zoning height/intensity. No change would occur for the MR parcel adjacent to the park, and L-1 zoned parcels would be zoned L-2, L-2 zoned parcels would be zoned L-3, and L-3 parcels would change to L-4.
E*	All parcels would be rezoned to Neighborhood Commercial 2 with a 40-foot height limit (NC2-40), to match the adjacent zoning to the north and east.

\* Note: Subarea E was included in the analysis but was later found to have been misidentified as an area that the community supported including in the rezone study. This sub-area is also outside the designated Urban Center and is not expected to be included in a final proposal to the City Council.

**2.5.3.3 Alternative 2: Focused Rezone**

The Focused Rezone Alternative (Alternative 2) is a set of legislative rezones that would occur across a smaller area than Alternative 1, concentrated on properties east of I-5 and west of Roosevelt Way. The rezones proposed under Alternative 2 would also be to less intensive zones than in Alternative 1 in the area between I-5 and 5<sup>th</sup> Avenue NE. The intent of this rezone alternative is to moderately increase capability for infill development in key portions of the Northgate Way corridor. This would help achieve Comprehensive Plan and neighborhood planning objectives similar to Alternative 1 but with a lesser degree of change.

Rezoning under Alternative 2 is shown in Figure 2-5. Table 2-5 summarizes the changes to zoning under Alternative 2.

Table 2-5. Alternative 2 (Focused Rezone) Zoning Changes

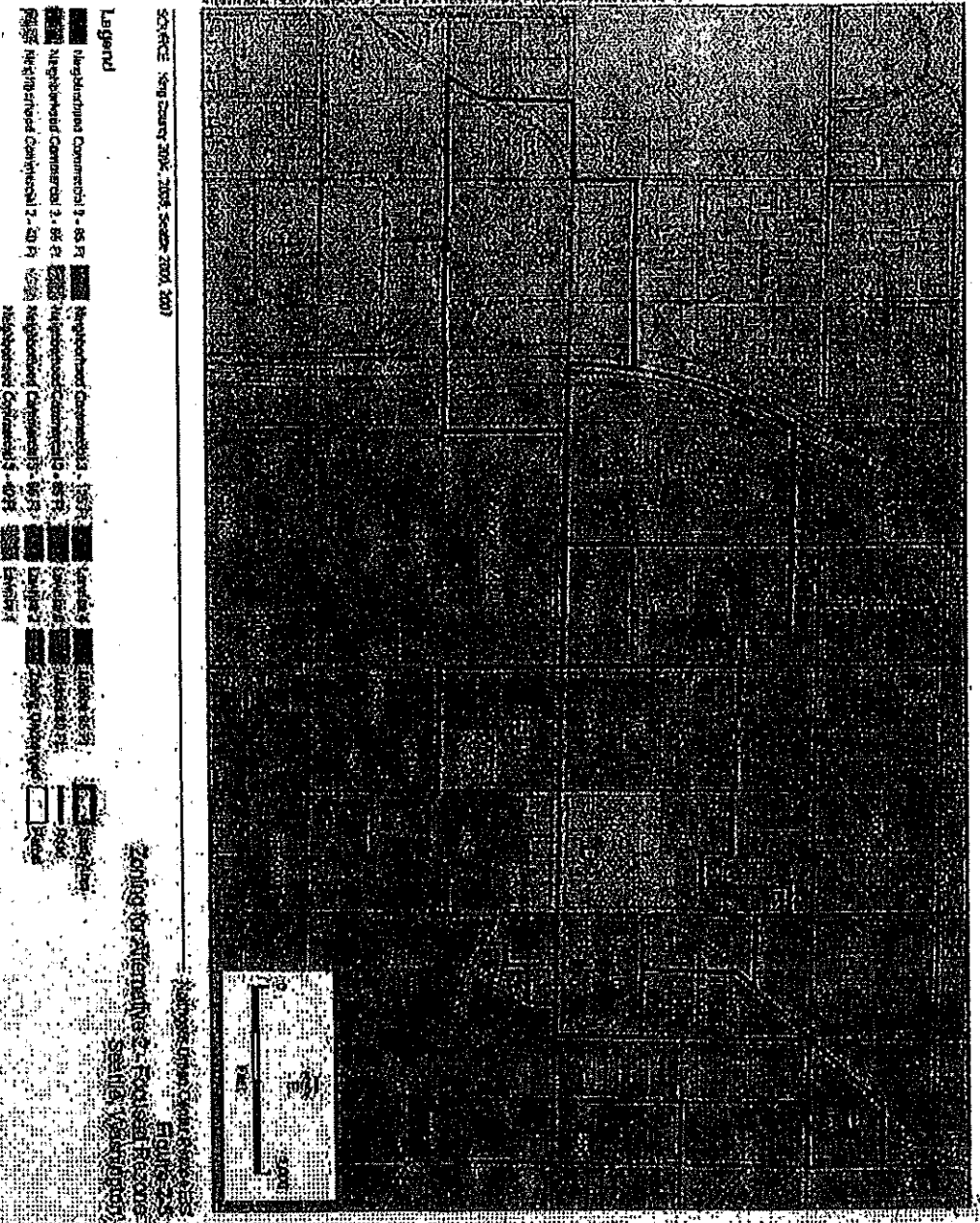
Sub-area	Change to Zoning
A	Not included in alternative.
B	The Northgate Apartments property would be rezoned NC3-85. All other parcels would retain existing zoning.
C	L-4 parcels surrounding the proposed park would be rezoned to MR. The parcel to the south of the proposed park would be rezoned from NC3-65 to NC3-85. All other parcels would retain existing zoning.
D	NC3-65 would be rezoned to NC3-85. Parcels zoned NC3-40 that are west of Roosevelt Way NE would be rezoned to NC3-65. All other parcels would retain existing zoning.
E	Not included in alternative.

A portion of sub-area B would be rezoned to Neighborhood Commercial 3 with an 85-foot height limit (NC3-85). L-4 zoned parcels in Sub-area C would be rezoned to Midrise with a 60 foot height limit, and the NC3-65 parcel (Northgate North shopping center) would be rezoned to NC3-85. Sub-area D would generally be zoned the same as in Alternative 1 and discussed above. To help create and maintain a transition to single-family neighborhoods bordering the urban center/study area, however, the Lowrise-zoned parcels on the edge of the study area would not be rezoned.

Sub-area A, located west of I-5, would not be rezoned in this scenario. Analysis in the CTIP EIS, and preliminary analysis for this Draft EIS, indicated that the Northgate Way/Meridian Ave intersection would decrease in peak hour performance to LOS F. Analysis in the CTIP indicated that an additional left turn lane would be needed to improve operations. However, the existing right-of-way is insufficient and condemnation of property would be required to expand the intersection. The necessary property is developed with a recent structure, and condemnation costs would be prohibitive. Improvement to this intersection was not included in the CTIP for this reason.

Properties in Sub-Area E, at Pinehurst Way and NE 115<sup>th</sup> Street, would also not be rezoned. These properties are currently outside the Comprehensive Plan's designated Urban Center.

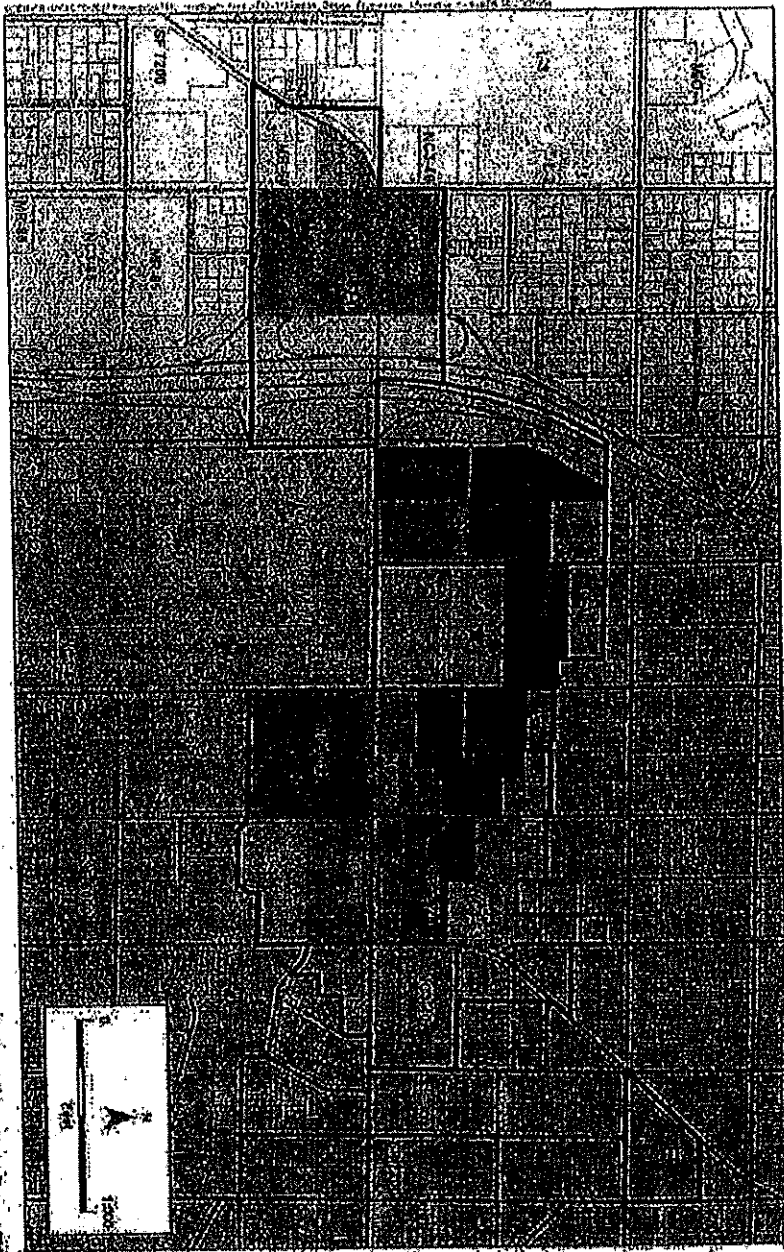




#### ***2.5.3.4 Final EIS Alternative 3: Urban Design Framework***

Final EIS Alternative 3 is a set of rezones that are assumed to be implemented through subsequent "contract rezone" proposals submitted separately by private property owners and developers; a legislative rezone could be considered for this alternative, but it is not assumed to occur. This alternative assumes intensity and height limits would be established for potential rezoning, and these limits are evaluated in this EIS. Such limits could be established through reference to the Alternative 3 zoning map in the FEIS (Figure 2-6) and/or pursuant to a resolution adopted by the City Council. The existing incentive zoning program (SMC 23.58A), which provides a bonus program for projects greater than 85 feet in height, would be referenced by Land Use Code changes to be proposed at a later date, and is assumed to apply to zones established by possible future individual rezone actions.

The rezone area for Alternative 3 is smaller than Alternative 1 but larger than Alternative 2. Alternative 3 includes areas west of I-5 and extends to Roosevelt Way NE on the east. The potential zones that could be achieved under Alternative 3 would allow taller and more intensive buildings than either Alternatives 1 or 2 on properties in the central portion of the study area between I-5 and Roosevelt Way NE. The theme and intent of Alternative 3's approach is to concentrate more future development potential in this central area and to limit development potential in other nearby edge areas. The edge areas are generally zoned L-2 and L-3 at present and would remain unchanged in Alternative 3 to help to create gradual transitions in building height to single family residential neighborhoods adjacent to the Urban Center.



Northgate Urban Center Rezoning EIS  
 Figure 4-6  
 Zoning for Alternatives 3-6 Urban Design Framework  
 Seattle, Washington

- Legend**
- Neighborhood Commercial 3 - 160 Ft
  - Neighborhood Commercial 3 - 125 Ft
  - Neighborhood Commercial 3 - 85 Ft
  - Neighborhood Commercial 3 - 65 Ft
  - Lowrise 2
  - Medium 18 Ft
  - Medium 60 Ft
  - Zone Unshaded
  - Study Area
  - Road
  - Paved
  - Proposed City Park

SOURCE: King County 2008; Seattle 2004, 2007

Potential contract rezoning under Final EIS Alternative 3 shown on Figure 2-6 is summarized in Table 2-6.

Table 2-6. Alternative 3: Urban Design Framework Zoning Changes<sup>1</sup>

Sub-area	Change in Zoning
A	Properties west of I-5, between N. 112 <sup>th</sup> Street and N.107 <sup>th</sup> Street, would be rezoned to NC3-125. An area west of Meridian Ave adjacent to N. Northgate Way would be rezoned to MR-60, consistent with the parcel to the south. Parcels currently zoned L-3 on the border of the study area would not be rezoned.
B	Sub-area B would be rezoned using 3 different designations, reflecting the context of this large parcel: NC3-160 would apply to the western portion of the property, adjacent to I-5, and NC3-125 would apply to the eastern portion. MR-85 would apply to the northern portion of the sub-area. Existing L-2 zones to the north, on the boundary of the study area would not be rezoned.
C	An existing L-4 zoned parcel north of the new park would be rezoned to MR-85. Other L-4 and NC3-65 zoning south and west of the park, and L-3 zoning on the northern end of sub-area B, would not be changed.
D	NC3-65 parcels would be rezoned to NC3-85 north of NE Northgate Way, and NC3-125 south of NE Northgate Way, adjacent to the Northgate Mall. Parcels north of NE 112 <sup>th</sup> Street currently zoned MR-60, L-3 and L-4 would be rezoned MR-85. L-2 parcels would not be changed. One L-1 parcel would be rezoned L-2. NC-zoned parcels on the block between 8 <sup>th</sup> Ave NE and Roosevelt Way would be rezoned to NC3-85, NC3-125 and NC3-65 north of NE Northgate Way and NC3-85 south of NE Northgate Way. L-3 and L-2 zoning would be retained at the north and south boundaries of the sub-area. The area east of Roosevelt Way NE and Pinhurst Way would not be rezoned.
E	These parcels are located outside the designated Urban Center and are not included in Alternative 3.

1. The zoning changes listed in Table 2-6 summarize the maximum heights and intensities assumed for future contract rezone proposals and evaluated in the EIS.

In general, compared to the other alternatives, Final EIS Alternative 3 would create the potential for taller/more intensive buildings (NC3-125) on a greater number of parcels in sub-areas A, B, and D. One parcel adjacent to I-5 in Sub-Area B could be rezoned to NC3-160. However, L-2 and L-3 zoned parcels at the edges of the study area would not be rezoned; this is intended to create a buffer and transition that is more responsive to existing single family residential neighborhoods on the border of the Urban Center. In Sub-Area C, the Northgate North shopping center south of the new park would retain its existing zoning to avoid potential shadow effects identified in the analysis of some of the other alternatives. Parcels located east of Roosevelt Way NE in Sub-Area D and all of Sub-Area E would not be rezoned in this alternative. The growth potential created by Final EIS Alternative 3 is shown in Table 2-3.

## **2.5.4 Implementation Programs**

The City is developing several implementation programs that would help mitigate the effects of additional height and intensity, accomplish key physical improvements in the Northgate Urban Center and implement the broader goals of the Northgate Neighborhood Plan. The improvements have been identified in past planning efforts as important to reinforce and improve the physical environment. Examples include:

- Encouraging the realization of enhanced streets, pedestrian and bicycle networks;
- Additional open spaces and improved streetscapes integrated into public and private development projects;
- Expanded affordable housing opportunities.

These implementation tools are part of larger, ongoing efforts supporting Northgate revitalization that are moving forward independent of the Northgate Rezone alternatives. They could be implemented in conjunction with any of the EIS alternatives, including No Action. They would be achieved through various means, including future possible contract rezone decisions, policy-setting, design review, revised infrastructure standards, and other public and private actions related to property development. The programs would be established through both legislative and administrative actions. Elements of these programs, which are still being developed, include the following:

- The Northgate-specific Design Guidelines would be revised to address topics such as pedestrian connections across private property, transit-friendly improvements, bicycle infrastructure, and creating an appropriate transition at the edge adjacent to Hubbard Homestead Park. The Guidelines would be applied in conjunction with review of future development proposals.
- Incentive zoning provisions specific to Northgate would be proposed consistent with the program established in SMC 23.58A. In addition to the provision of affordable housing to obtain a bonus, additional components of a bonus program for Northgate could include mid-block pedestrian promenades, enhanced pedestrian amenities, bicycle improvements, public plazas, childcare facilities and sustainability features.
- The Northgate Overlay District (SMC 23.71) would be amended to authorize an open space fund, and revise other development standards.
- SDOT's right-of-way improvements manual would be amended administratively to include guidance for streetscape improvements, including the 3rd Avenue NE Green Street and potential 8th Avenue NE Green Street.

In addition, a Comprehensive Plan amendment was proposed in 2009 and is currently scheduled to be considered by the City Council in March 2010. The amendment expresses support for future rezones as a means to achieve Northgate objectives.

## **CHAPTER 3 ADDITIONAL ANALYSIS: IMPACTS AND MITIGATION MEASURES FOR ALTERNATIVE 3- URBAN DESIGN FRAMEWORK**

As stated in Chapter 2, the rezones under consideration would not have any direct effects on the environment, since they only involve potential changes to zoning designations and the land use code. However, future development or redevelopment of these sites consistent with the new zoning would generate impacts on the environment and other resources, and those potential impacts could change as a result of the rezone.

The affected environment section in the Draft EIS (Chapter 3) describes existing conditions in the study area. Those conditions have not changed substantially and that information is not repeated in the Final EIS. This section of the Final EIS discusses only the impacts of Alternative 3- Urban Design Framework, described in Chapter 2. Impacts of the other rezone alternatives are summarized in Chapter 1 of this document, and described in detail in Chapter 4 of the Draft EIS.

For the various resource areas discussed below, unless specifically stated otherwise, the impacts would be the same across all subareas.

### **3.1 Land Use**

The land use analysis included in this Final EIS (FEIS) discusses changes in land use expected to occur under Alternative 3 and potential impacts associated with these expected land use changes. The analysis focuses primarily on land use conflicts, transitions between zones, and changes in the overall pattern of land use. Consistency with applicable policies is also discussed.

The development assumptions used in this analysis, as for the Draft EIS, were based on City staff analysis of typical development in the zones affected and properties likely to redevelop, and on input from a real estate consulting firm, Heartland, which examined conditions in the Northgate area. The assumptions are generalized and are not intended to limit the types of development that would be allowed. Please refer to Appendix A of the Final EIS for additional information about development assumptions.

#### **3.1.1 Land Use Impacts**

##### ***3.1.1.1 Alternative 3 - Urban Design Framework***

Similar to the other rezone alternatives considered in the Draft EIS, key objectives of Alternative 3 are to concentrate a diverse mix of land uses at increased densities along Northgate Way, in the heart of the Urban Center, and to increase the development of housing. Concentrating growth in a compact area in this manner, within walking distance of transit, can reduce individual auto travel and increase pedestrian travel. The potential to achieve increased development capacity through rezoning, whether by individual contract rezones or legislative rezoning, would help to attract development to the Urban Center. Alternative 3, like the other rezone alternatives, assumes that growth will be attracted primarily from other portions of the larger Northgate area.

The overall development capacity created under Alternative 3 would be very similar to Alternative 1A. Alternative 3 would create capacity for approximately 4,157 new residential units compared to 4,064 under the Broad Rezone Alternative 1A. It would result in approximately 954,443 square feet of commercial space and 2,527 jobs; compared to approximately 1,023,737 square feet and 2,711 jobs under the Broad Rezone Alternative 1A. As such, impacts are generally expected to be similar as well. Capacity would increase in nearly all sub-areas relative to the No Action Alternative. The major exception would be Subarea C, where neither the No Action nor Alternative 3 would create additional capacity for commercial development, beyond a limited amount allowed on the ground floor in the Midrise zone. Note that Subarea B is not included in Alternative 3.

The configuration and intensity of potential rezones is different, however. The Alternative 3 rezones would allow taller and more intensive buildings focused along Northgate Way in some locations. One site would allow buildings up to 160 feet, and a greater number of parcels could be developed up to 125 feet. While buildings of this height would be significantly taller than adjacent buildings, they would not be greater in bulk because of limitations in the applicable NC-3 zoning designations. Differences between impacts of the alternatives will be more evident at the subarea level, and these differences are discussed below for individual subareas. While Alternative 3 assumes that rezoning would occur through individual contract rezone proposals, rather than through legislative rezones, the land use impact analysis does not distinguish between these procedures. Development of the identified types and intensities are assumed to occur regardless of the rezone process used.

Similar to the other EIS alternatives, rezoning would likely result in non-conformities that could limit the ability of some properties to redevelop. Nonconforming buildings can generally remain as legal structures, but the land use code places restrictions on how such buildings can be expanded or modified. In the Northgate Rezone Study Area, such non-conformity is most likely for properties where the zoning would change to NC from a multi-family designation.

As with the other rezone alternatives, it is possible that growth under Alternative 3 could exceed the growth targets set for Northgate in the City's Comprehensive Plan. This could occur even without rezoning because the Northgate Urban Center currently has more capacity for development than is needed to accommodate the growth target. As noted above, the rezones are not motivated by a need to increase growth capacity; rather, the intent is to help guide and shape the location and form of growth in the Urban Center. Development under Alternative 3 may be somewhat more likely to exceed growth targets, however, because Alternative 3 could give more properties an incentive to seek contract rezones to achieve increased development capacity.

If growth were to exceed the planning targets, the City may need to reexamine its priorities for infrastructure to serve the area. However, the growth targets in the Comprehensive Plan were based on regional growth trends that are in turn based on long-term regional population change rates, migration patterns, transportation planning, and employment trends. These trends are not likely to be altered by changes in zoning in a small portion of the Northgate Urban Center. Thus the likelihood that growth in the Northgate planning area would exceed the targets considered in this analysis is low.

Under Alternative 3, properties eligible for rezoning would redevelop with a mix of 75 percent residential use and 25 percent commercial use. This scenario would result in capacity for a net increase of 4,189 residential units within the study area, which is 44 percent greater than the capacity under the No Action Alternative. This additional density and residential population when developed would likely increase demand for everyday goods and services and thus could encourage the growth of businesses to serve the immediate neighborhood, rather than the destination retail stores that currently predominate. There would also be an increase in capacity for commercial development, which could accommodate approximately 2,527 net new jobs in approximately 954,443 square feet of net new commercial space.

According to the maximum development and growth assumptions for 2024 in this analysis, Alternative 3 could result in 44 percent more new housing units in the Northgate Urban Center than currently anticipated in the comprehensive plan. As an indirect result, one of the expected impacts is that some areas outside of the Northgate Urban Center Rezone study area could grow more slowly than assumed under the No Action Alternative. Additional growth would likely reduce demand for multifamily development outside of the Northgate Urban Center.

**Subarea A.** In Subarea A, Alternative 3 would create capacity for approximately 2 percent of the employment growth and 11 percent of the residential growth anticipated for the Northgate Urban Center through 2024. Residential growth would be similar to that expected under the Broad Rezone Alternative 1A, but employment growth would be greater (11 vs. 4 percent).

Alternative 3 is generally similar to Alternative 1A in Subarea A and impacts to the overall land use pattern are expected to be similar and not significant. The major exception is that Alternative 3 would allow higher buildings on the lots between Meridian Ave N and Corliss Ave N. The NC3-65 and NC3-85 zoned parcels in the center of the sub-area would be rezoned to NC3-125; much of the increase in density is assumed to be either residential or hotel use. However, as noted in the DEIS, the property south of Northgate Way is considered unlikely to redevelop. Therefore, on the lots north of Northgate Way density could be greater than under the No Action and Alternative 1A.

**Subarea B.** In Subarea B, Alternative 3 would create capacity for approximately 22 percent of the employment growth and 35 percent of the residential growth anticipated for the Northgate Urban Center through 2024. L-2 and MR-60 zoning would remain in place adjacent to I-5, but would be replaced with neighborhood commercial (NC3-160 and NC3-125) zoning between 1<sup>st</sup> Ave NE and 3<sup>rd</sup> Ave NE (one of Northgate's opportunity sites). Alternative 3 would allow greater heights in this area than the Broad Rezone Alternative 1A, and would create approximately 30 percent more residential capacity and 40 percent more commercial capacity.

Rezoning would allow a change from a residential only to a mixed-use land use pattern. Mixed-use development would likely include ground floor commercial that would face adjacent streets and internal roads. The area adjacent to Hubbard Homestead Park to the east of 3<sup>rd</sup> Ave NE would be rezoned to NC-125, which would allow relatively high (125 feet) mixed use buildings. The uses anticipated within the subarea would generally be compatible with the park and surrounding uses. Some potential would exist for minor conflicts (e.g. noise, odors) from commercial activities within mixed use developments. Project-specific impacts would be evaluated at the time of project review.



Some of the northern portion of the subarea would be rezoned to from L-2 to MR-85 with a portion remaining L-2. This zoning would allow slightly greater densities. However, as stated in the DEIS, these parcels are not expected to redevelop in the next 25 years because existing development on these lots is in good condition and the increase in development capacity from the rezone is not likely significant enough to encourage redevelopment. Land use changes in this portion of Subarea B would be negligible.

**Subarea C.** In Subarea C, Alternative 3 would not create any additional capacity for employment growth. It would create capacity for approximately 5 percent of the residential growth anticipated for the Northgate Urban Center through 2024, however. Total capacity for housing under Alternative 3 would be greater than for all other rezone alternatives. Existing zoning in Subarea C consists of low-rise residential (L-3 and L-4) and neighborhood commercial (NC3-65). Under Alternative 3, the L-3 parcel would remain L-3 and is not considered likely to redevelop. The Northgate North (Target/Best Buy) site would remain zoned NC3-65 and is also unlikely to redevelop within the time horizon of this analysis.

The northern portion of the existing L-4 zone would be rezoned to MR-85, resulting in an increase in the potential number of residential units adjacent to the north boundary of Hubbard Homestead Park. Limited ground floor commercial uses are also allowed within the MR-85 zone. Redevelopment in this zone would likely be limited based on the size and condition of the existing development, but some infill or expansion would be possible, especially at the southeastern portion of this zone.

The addition of residential capacity within the subarea would be generally compatible with the new park. For The Court at Northgate property (one of Northgate's opportunity sites, discussed in Chapter 2), the design of any specific new development would need to consider potential impacts of such development on Hubbard Homestead Park, such as the impacts of an access road, provision for pedestrian movement, and privacy issues related to windows located near park areas. The addition of residential uses facing the park could also be beneficial to the park, by providing natural surveillance of the park.

**Subarea D.** In Subarea D Alternative 3 would create capacity for approximately 35 percent of the employment growth and 115 percent of the residential growth anticipated for the Northgate Urban Center through 2024. These percentages are similar to the Broad Rezone Alternative 1A. Rezoning would result in an overall increase in density and height in this subarea. However, unlike the Broad Rezone Alternative, the increase in density would be focused with greater height allowances along Northgate Way and west of Roosevelt Way. No zoning changes would occur for properties east of Roosevelt Way.

The land use character of this subarea could change substantially as a result of rezoning under any alternative, especially on larger parcels that currently host a large amount of surface parking. This is particularly true for Alternative 3, where current allowed heights of 65 and 40 feet could be increased to 125 feet. Mixed-use structures would introduce residential uses into an area predominated currently by destination retail stores and services. Redevelopment could also add more neighborhood oriented commercial uses to the mix, rather than merely replacing destination retail uses. As discussed above, mixed-use development has some potential to introduce land use conflicts between residents and commercial users, which would need to be

addressed at the project level. In the context of the overall land use pattern, these changes are generally considered to be positive and not adverse; the impacts of increased height and bulk are discussed further in subsection 3.3, Aesthetics.

### **3.1.2. Plans and Policies**

This sub-section of the Final EIS contains a revised discussion of the relationship of the Northgate Urban Center Rezone alternatives to major goals and policies of the City of Seattle Comprehensive Plan. It has been updated since the Draft EIS to address the impacts of Alternative 3. The focus is on policies that are related to the type, amount, location and form of growth occurring in Urban Centers generally and within the Northgate Urban Center particularly; these factors are considered most relevant to the rezone alternatives. In general, Alternative 3 and all of the rezone alternatives would be consistent with applicable policies. A discussion of the relationship of growth in the Urban Center to neighborhood plan policies for Aurora-Licton, Broadview – Bitter Lake – Haller Lake, and to Master Plans for North Seattle Community College and Northwest Hospital – is contained in the CTIP Draft EIS (Seattle Department of Transportation, 2006).

#### ***City of Seattle Comprehensive Plan***

**Summary:** The City of Seattle's *Comprehensive Plan – Towards a Sustainable Seattle*, contains goals and policies designed to guide growth within the City for the next 20 years. The *Comprehensive Plan* is comprised of eleven elements and is based upon a development pattern called the “urban village strategy.” This strategy directs most of the City’s new household and employment growth to 2024 (approximately 58 percent of residential growth and 73 percent of employment growth) into designated urban centers. The *Comprehensive Plan* designates six urban centers, one of which is Northgate. The rezone study area encompasses a portion of the Northgate Urban Center. Major goals and policies related to urban centers, land use and the Northgate neighborhood are summarized below.

#### ***Urban Village Element***

**Goal UVG4** – Promote densities, mix of uses, and transportation improvements, that support walking and use of public transportation, especially within urban centers and urban villages.

**Policy UV1** – Promote the growth of urban villages as compact mixed-use neighborhoods in order to support walking and transit use, and to provide services and employment close to residences.

**Goal UVG6** – Accommodate planned levels of household and employment growth. Depending on the characteristics of each area, establish concentrations of employment and housing at varying densities and with varying mixes of uses.

**Goal UVG8** – Accommodate the City’s existing and future housing needs through maintenance of existing residential neighborhoods and the creation of new residential neighborhoods...

*Goal UVG9* – Use limited land resources more efficiently and pursue a development pattern that is more economically sound, by encouraging infill development on vacant and underutilized sites, particularly within urban villages.

*Goal UVG10* – Maximize the benefit of public investment in infrastructure and services, and deliver those services more equitably, by focusing new infrastructure and services, as well as maintenance and improvements to existing infrastructure and services, in areas expected to see additional growth, and by focusing growth in areas with sufficient infrastructure and services to support that growth.

*UVG11* – Collaborate with the community in planning for the future.

*UVG16* – Provide parks and open spaces that are accessible to urban villages to enhance the livability of urban villages, to help shape the overall development pattern, and to enrich the character of each village.

*UVG17* – Guide public and private activities to achieve the function, character, amount of growth, intensity of activity, and scale of development of each urban village consistent with its urban village designation and adopted neighborhood plan.

*UVG35* – Achieve growth in urban centers...that is consistent with the 20-year residential and employment growth targets...

*UVG36* – Achieve development within urban villages at a pace appropriate to current conditions in the area.

*Policy UVG40* – Use 20-year growth targets for urban villages as a tool for planning for the growth that may occur. Use these targets as a guide for City plans for development and infrastructure provision. Recognize that the growth targets do not represent the maximum amount of growth that could occur in a village...

**Discussion:**

All of the rezone alternatives are intended to allow a modest increase in density within the rezone area, to encourage a broader mix of uses on selected parcels, and to help focus a greater amount of Northgate's growth within the commercial core of the Urban Center. Accommodating growth in this location and in this manner would be consistent with the City's Urban Village strategy. Higher densities would be focused in a relatively compact area that is adjacent to existing and planned regional transit facilities, and within walking distance of a wide range of retail and community services. (UVG4, UV1)

With or without rezoning, the Urban Center has sufficient zoned development capacity to accommodate Northgate's population and employment targets. Rezoning, in conjunction with the City's adopted incentive zoning program, is intended to stimulate the production of housing – which is lagging behind growth in jobs within the Urban Center (UVG6, UVG8). As indicated in Table 2-3, Alternative 3 would provide the greatest potential for additional residential units among the rezone alternatives.

The rezone is also intended to stimulate redevelopment of underutilized parcels adjacent to Northgate Way – including several large “opportunity sites” - as a means to increase densities and use existing land resources more efficiently. Focusing growth within this area along Northgate Way within the Urban Center would also use existing infrastructure more efficiently. The Northgate CTIP includes numerous planned improvements that are designed to support Northgate’s planned growth, move people safely and efficiently, reduce drive-along travel, and protect residential neighborhoods. (UVG9, UVG10) Alternative 3 identifies several additional regulatory changes and programs that would reduce drive-alone travel and promote pedestrian activity.

As noted in the Project Description (B.5), the rezone is based on concepts articulated by a community design charrette, one of which was to consider increasing density and height in the Northgate Way corridor. (UVG11) Alternative 3 was developed in response to issues identified in the Draft EIS and preferences articulated at a community workshop in November 2008, and the continued planning efforts of the City staff.

Construction of Hubbard Homestead Park commenced in November, 2009 on the former Metro park-and-ride lot, located along Northgate Way between 3<sup>rd</sup> and 5<sup>th</sup> Avenues. This parcel is strategically located within the commercial core of the Northgate Urban Center. The EIS evaluates potential impacts to park use of this site in connection with land use changes and possible shadows (UVG16).

The Urban Center Rezone is intended to guide a portion of Northgate’s future growth to the Northgate Way corridor. This refocusing of growth would increase the intensity of activity and scale of development, and would broaden the mix of uses within the study area. The EIS explores alternatives for accomplishing those objectives consistent with City policy. (UVG17)

Based on real estate market information that was used to help inform the rezone alternatives, and based on evaluation of properties considered likely to develop in the study area over time, growth within Northgate as a result of rezoning, whether by legislative action or individual contract rezones, is anticipated to remain within the current 20-year growth targets (UVG35). Refer to Final EIS Tables 2-2 and 2-3 for applicable growth targets and estimates, respectively.

As discussed in the EIS, however, it is also possible that the stimulus provided by the rezone could attract a greater than anticipated amount of growth, or accelerate the rate of growth (UVG36). It is assumed that the City would identify this situation, if it occurred, through its ongoing monitoring of city-wide growth. In general, the Comprehensive Plan’s growth targets are intended to be used as guides and do not establish limits. (UVG40) If a significant discrepancy between adopted growth targets and the rate or amount of growth did occur, the City could amend the Comprehensive Plan to adjust Northgate’s targets, and propose necessary changes to capital facility plans.

#### *Land Use Element*

*LU3* – Establish rezone evaluation criteria and procedures to guide decisions about zones that will provide the best match for the characteristics of an area and will most clearly further City goals.

*LU5* – 1. Consider, through neighborhood planning processes, recommendations for the revision of zoning to better reflect community preferences for the development of an area, provided that consistency between the zoning and this Plan is maintained. Consider relevant goals and policies in adopted neighborhood plans when evaluating a rezone proposal.

2. Seek opportunities to incorporate incentive programs for development of housing affordable to lower-income households into legislative rezones or changes in development regulations that increase development potential.

3. Consider development regulations that condition higher-density development on the provision of public benefits when such public benefits will help mitigate impacts of development attributable to increased development potential.

*LU100* – Use a range of high-density multi-family zones in desirable pedestrian-oriented urban neighborhoods with access to regional transit, a broad range of services and amenities and access to employment to:

- Encourage housing development of a medium to large scale with heights greater than those in Lowrise zones;
- Accommodate larger scale structures while maintaining the livability of these communities, including measures which minimize the appearance of bulk;
- Allow high-density residential development in urban centers...

*LU105* – Designate as mixed-use commercial areas, existing areas that provide locations for accommodating the employment, service, retail and housing needs of Seattle's existing and future population. Allow for a wide range in the character and function of individual areas consistent with the urban village strategy.

**Discussion:**

The EIS rezone alternatives are assessing the potential effects of applying various zones and increases in intensity to help determine how best to satisfy the City's adopted zoning criteria and accomplish the objectives of the Comprehensive Plan. General rezone criteria are set forth in SMC 23.34.008 and include, but are not limited to, the following:

- providing sufficient capacity in Urban Centers to accommodate adopted growth targets;
- closely matching the locational criteria for the proposed zoning designation;
- examining previous and potential zoning changes in and around the rezoned area;
- minimizing the effect of more intensive zones on less intensive zones through gradual transitions, including heights;

- using physical buffers (e.g., natural features, freeways and arterials, open space) to separate different uses and intensities of development; and
- considering physical buffers and platted lot lines when establishing zoning boundaries, and orienting commercial uses to face each other and away from adjacent residential areas.

Other general rezoning principles which should be considered include:

- possible negative and positive impacts from rezoning to housing, public services, environmental resources, pedestrian safety, employment and the character of areas with architectural or historic value;
- shoreline views and access;
- anticipated service capacities of the area (streets, transit, parking and utilities);
- the presence of changed circumstances, which is not required for a rezone;
- the presence of critical areas; and
- the purpose and boundaries of any applicable zoning overlay district.

All of the rezone alternatives except No Action would increase development capacity on affected properties within the rezone study area (along the Northgate Way corridor); that is a stated objective of the City's action. The increase in capacity for the various alternatives is shown in Table 2-3. The relationship of the alternatives to zoning locational criteria is discussed further below. The EIS discussion of Land Use patterns acknowledges that the rezone could potentially stimulate additional growth through legislative or contract rezones and/or through market forces. It also discusses compatibility between uses of different intensity; the rezone alternatives generally incorporate transitions between zones of different intensity. Final EIS Alternative 3 directly addresses transition issues, and would reduce potential impacts to residential properties, associated with the other rezone alternatives. Natural physical buffers and critical areas are either not present or not extensive in the study area. Commercial uses would generally be oriented to Northgate Way and away from lower density residential uses along the boundary of the study area. In reference to other general rezoning principles, the EIS evaluates the potential impacts of the rezone alternatives to those elements of the environment included in the EIS scope.

As noted previously, the proposed rezone study area was developed with the input of the Northgate Stakeholders Group. Direction from the community design charrette and Stakeholder Advice Memo – specifically to focus additional growth along Northgate Way and to consider building heights up to 125 feet – was used to guide initial rezone alternatives. (LU5) Alternative 3 is responsive to issues identified in the Draft EIS and at a community workshop held in November, 2008, as well as follow up planning analysis by City staff. All EIS alternatives assume implementation of the City's adopted incentive zoning program in conjunction with future rezones.

The rezone alternatives include application of high-density multi-family and mixed-use commercial designations. An additional increment of development would be guided to the Northgate Way corridor; overall, Urban Center growth is expected to remain within the Northgate growth targets. Previous EISs prepared for the Comprehensive Plan, Northgate Neighborhood (NACP) and CTIP have not identified deficiencies in infrastructure or service capacity within the Urban Center.

### ***Northgate Neighborhood Goals and Policies***

**Summary:** Policies from the 1993 *Northgate Area Comprehensive Plan* (NACP) are now incorporated into the Seattle Comprehensive Plan's *Neighborhood Plan* element. The Northgate policies are designed to transform the Northgate area into a thriving mixed-use center of concentrated development and to support a vibrant community that contains good transit service, roads, parks, libraries, play fields, retail shops, open spaces, pedestrian facilities, adequate drainage and several community and human services.

**NG-G1** – A place where people live, work, shop, play and go to school – all within walking distance.

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

### **Discussion:**

To varying degrees, the rezone alternatives are all intended to modestly increase the intensity of development, and the amount of residential development, occurring within the Northgate Urban Center. These changes would promote a greater local balance of population and employment. Recent City-initiated projects – such as the library, park and community center -- have provided some important elements of a balanced, self-sufficient community. Currently, the Northgate Way corridor is predominantly low-rise in scale and auto-oriented in character. A greater diversity of more intensive land uses would further the goal of creating a vital, mixed-use center. Rezoning would, overall, assist and continue the desired transformation of the Urban Center. (NG-G1, NG-G2) Alternative 3 would create the largest potential for additional residential units and would help to achieve a relative balance of population and employment.

### ***Land Use & Housing***

**Goal NG-G3** – The surrounding single-family 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.

**NG-G4** – The most intense and dense development is concentrated within the core.

*NG-P1* – Encourage development of the core as a major regional activity center for retail, commercial, office, multifamily residential, and educational uses with densities sufficient to support transit.

*NG-P2* – Use land use regulation to cause new development to locate close to transit stops and provide good pedestrian and bicycle connections throughout the area so that intra-area vehicular trips and locally generated traffic are reduced.

*NG-P4* – Concentrate employment activity where the infrastructure and transportation system can best accommodate it.

*NG-P5* – Promote a mixture of activities including commercial and residential uses in areas that have Neighborhood Commercial and Residential Commercial zoning designations.

*NG-P6* – Promote additional multi-family 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 areas.

*NG-P7* – Reduce conflicts between activities and promote a compatible relationship between different scales of development by maintaining a transition between zones where significantly different intensities of development are allowed.

*NG-P8* – Maintain the character and integrity of existing single family areas by maintaining current single family zoning.

**Discussion:**

The rezone study area is located within the commercial core of the designated Northgate Urban Center, with the exception of the parcels along Pinehurst Way NE (in Alternative 1). Rezoning would encourage more intensive redevelopment of commercial and multi-family uses within a portion of the Urban Center core (NG-G4, NG-P1, NG-P5). One objective of the rezone is to encourage more multi-family housing in the Urban Center, and to provide a better balance to employment activity. (NG-P6) Alternative 3 would provide more capacity for added housing and a better balance of uses relative to the other rezone alternatives. The permitted intensity of development would step down on the borders of the study area to provide a transition and buffer for adjacent single family neighborhoods. (NG-G3, NG-P7) The transition would be more pronounced in Alternative 3 compared to the other alternatives. The EIS sections on Land Use and Aesthetics discuss potential conflicts and incompatibilities as a result of increasing the intensity of land use. (NG-P7) None of the rezone alternatives propose any changes to existing single family zoning, and no significant impacts to adjacent single family neighborhoods is anticipated (NG-P8)

The Urban Center core, including the rezone area, is located within walking distance of existing and planned transit facilities. The Northgate CTIP includes a balanced program of multi-modal transportation system improvements which are intended to provide options to and reduce drive-alone trips. Alternative 3 includes an assumed emphasis on pedestrian travel. This would be accomplished through regulatory changes and other programs; these programs could be applied to any rezone scenario. The transportation analysis in this EIS indicates that CTIP improvements



can accommodate Alternative 2 (Focused Rezone) and Alternative 3 (Urban Design Framework) without significant reduction in level of service, but Alternative 1 (Broad Rezone) if built out would generate significant impacts on some intersections (NG-P4).

### *Transportation*

*NG-G6* -- An economically viable commercial core with improved alternative means of access, good vehicular and pedestrian circulation, and an enhanced, interesting environment that attracts customers, visitors, and employers.

*NG-G7* -- Medium- to high-density residential and employment uses are concentrated within a 10-minute walk of the transit center, reducing the number and length of vehicle trips and making travel by foot and bicycle more attractive.

*NG-P11* -- Promote pedestrian circulation with an improved street level environment by striving to create pedestrian connections that are safe, interesting and pleasant.

### **Discussion:**

Alternative 3 would be consistent with the Comprehensive Plan's Northgate Transportation policies. Please refer to the discussion in the CTIP Draft EIS (City of Seattle, 2006).

### *Open Space*

*NG-P15* -- Promote a system of open spaces and pedestrian connections, to guide acquisition, location and development of future open space and to establish priorities for related public improvements.

### **Discussion:**

The City is constructing Hubbard Homestead Park on the former Metro park-and-ride facility located between 3<sup>rd</sup> Ave. and 5<sup>th</sup> Ave., adjacent to Northgate Way. It will provide a significant open space in the Urban Center. The CTIP includes several capital projects that are intended to improve pedestrian connections within the Urban Center (SDOT, 2006). The City's adopted incentive zoning program allows a portion of the zoning bonus for projects higher than 85 feet to be achieved through provision of open space, and this approach is also likely to be implemented through future rezones in this Northgate rezone study area. (NG-P15)

### *Financing*

*NG-P18* -- Explore and seek to develop a variety of strategies for financing implementation of these goals and policies.

### **Discussion:**

As described in Chapter 2, the City has adopted an incentive program that potentially applies to rezones city-wide, including in this Northgate rezone study area. It provides a means to

encourage provision of affordable housing, open space and other amenities, which would help achieve the Comprehensive Plan's Northgate goals and policies. A separate program has defined a Voluntary Transportation Mitigation Payment Program (VTMPP) for Northgate to help fund needed transportation improvements.

### **3.1.3 Mitigation Measures**

Development under Alternative 3 would be consistent with the overall land use pattern encouraged for the Urban Center by the policies of the Comprehensive Plan. Although the degree of change could be substantial in some subareas, no significant adverse impacts to land use have been identified; therefore, no mitigation measures are required. The Seattle Municipal Code includes measures that would provide potential mitigation for some noise and odor impacts, both during construction and operation of development. Noise and odor impacts resulting from conflicting land uses -- such as residential uses located in close proximity to commercial activities -- would be further controlled through environmental review of individual projects, by examining specific uses, locations, project designs, and other factors that are beyond the scope of this analysis.

### **3.1.4 Significant Unavoidable Adverse Impacts**

Anticipated land use impacts would be largely mitigated by land use regulations, and no significant incompatibilities between uses are expected. Similarly, no inconsistencies with adopted policies have been identified. Therefore, no significant unavoidable land use impacts are anticipated under Alternative 3.

## **3.2 Housing**

Alternative 3 has the largest potential increase in housing among the EIS alternatives -- 4,189 new housing units overall, and 1,827 units more than No Action. The increase would be only incrementally greater (125 more units) than Alternative 1A, and would affect the same existing housing as Alternative 1A. Therefore, impacts on housing would be generally the same as those described for Alternative 1A in the Draft EIS. Please see the Draft EIS for discussion of those impacts and mitigation measures.

## **3.3 Aesthetics**

The elements of the visual environment considered in this analysis include:

- Overall visual character
- Streetscape character
- Protected scenic views
- Light and glare

- Bulk and scale of buildings
- Transition in scale between different zones
- Shade and shadows

The first four of these are considered together for the study area as a whole. The height, bulk, and scale of buildings allowed and the scale transitions between zones are analyzed by subarea. Finally, shade and shadow impacts are discussed by subarea, with specific attention to potential effects on Hubbard Homestead Park.

### **3.3.1 Impacts**

#### *Overall visual character*

During the construction period associated with any new development or redevelopment, there would be temporary impacts to the visual environment, including the presence of construction equipment within the study area, stockpiled materials at the sites, and worker vehicles. Rezoning or the incentive for individual contract rezones could have the effect of speeding up the rate of redevelopment in the study area, resulting in construction impacts that are concentrated in a shorter period of time as well as closer together. These short term impacts are not expected to be significant, but would be further evaluated in detail as part of environmental review for each project.

Incremental redevelopment of the study area is ongoing and is expected to be accelerated by any of the rezone alternatives, with most new projects taking advantage of the maximum size of building allowed by the Land Use Code. Alternative 3 would allow taller buildings relative to the other alternatives and could create a somewhat greater incentive for development. This would result in greater bulk and scale of buildings, and decreases in the amount of open space, landscaped area, and area dedicated to surface parking. As redevelopment occurs over time, small buildings and parking areas would be replaced with larger buildings, which could affect the transition in scale from higher intensity zones to adjacent low intensity zones, such as between multifamily zones and single family zones. As a result of redevelopment, existing lawns and parking areas would be largely replaced by multistory structures, and streets would be fully developed with sidewalks, streetlights, and street trees. Overall, the study area would evolve from its existing largely suburban character to a more urban character.

Among the alternatives considered in the EIS, Alternative 3 could produce the tallest structures. However, it would not include upzoning of lower density land on the perimeter of the study area, so the immediate transitions to the single family zones would remain largely the same as under the No Action Alternative. The greatest difference under Alternative 3 would be seen along NE Northgate Way, where buildings could be up to 100 feet taller than currently allowed in the area closest to the east side of I-5. The transition in building heights from the single-family and Lowrise zones to the zones allowing the tallest buildings would still include incremental steps in allowable height. However, contrasts in height would be more pronounced under the Alternative 3 since the tallest height limit would be 160 feet, as shown in Figure 3-1.

*Streetscape character*

For all alternatives evaluated in the EIS, many new streetscapes would include storefront windows, lighted signage, street trees, limited landscaping along sidewalks and around buildings, and more pedestrian-oriented amenities along streets. Alternative 3 also encourages pedestrian pathways that would break up the large blocks of the area and would create additional storefront opportunities in some developments. The concentrated and more intensive development proposed under Alternative 3, along with implementation programs designed to provide streetscape improvements and amenities, could result in the highest level of street level pedestrian activity.

*Protected Scenic Views*

As described in Chapter 3 of the Draft EIS, there are no protected scenic views that would be adversely affected by Alternative 3 or any of the alternatives. The only protected view available from the study area is of Mount Rainier from the southbound lanes of I-5. Due to topography, that view would not be blocked by any structures within the study area.

*Light and Glare*

Under any of the alternatives in the EIS, including Alternative 3, development of new buildings could contribute new sources of light and glare. Light sources would include night lighting, storefront lighting, and interior building lights visible through windows at night, and vehicle headlights. Although these light sources would increase, none of these sources is expected to cause significant adverse impacts because the study area already has many of these types of lights and future project design review processes could set limits on light/glare in new development. In some cases, replacing a lighted parking lot with a building may decrease the level of glare from exterior lighting.

**Subarea C.** Subarea C is located to the north of NE Northgate Way between 3rd Avenue NE to the west and 5th Avenue NE to the east. The approximately 3-acre Hubbard Homestead Park is being developed on the north side of NE 112th Street within the central portion of the subarea. The zoning changes proposed under Alternative 3 would increase the allowable building heights and density only for the properties immediately to the north of the park. Under Alternative 3 zoning, the park would have neighboring structures with potential heights of up to 85 feet to the east and north. The 65-foot structure on the south side of the park is relatively new and is approximately the maximum height allowed by its NC3-65 zone. It is considered unlikely to redevelop in the 20- to 25-year time frame considered for this analysis. Under Alternative 3, new structures to the west of the park could rise as high as 125 feet, but these new buildings would only marginally increase the minor shading impacts on the proposed park compared to the Broad Rezone Alternative.

The site immediately north of the park is not separated from neighboring parcels by a road, as it is on all other sides. In this area, the zoning would change from L-4, which allows for building heights up to 37 feet, typically for townhouse and apartment building uses, to MR-85. The northernmost section of Subarea C would retain its current L-3 zoning designation and provide a scaled transition between the MR-85 zone to the south and the SF-7200 zone to the north of Subarea C.

**Subarea D.** The largest of the subareas, Subarea D is bisected by NE Northgate Way and extends from 5th Avenue NE to 12th Avenue NE. Most of the area is currently zoned for neighborhood commercial uses with allowable building heights ranging from 40 feet (NC3-40) to 85 feet (NC3-85). The area also includes some Lowrise zoned properties. Zoning changes allowed under Alternative 3 would permit increases in building heights (maximum of 125 feet) and density along the NE Northgate Way corridor and across the majority of the subarea.

The most substantial change in building height would occur in the central and southwestern portions of the subarea where the proposed zoning would be NC3-85 and NC3-125. These zoning changes would allow height limits in these areas to increase by 45 feet to 85 feet compared to existing zoning. This change would have the greatest impact along the north central, south central, and eastern sections of Subarea D, where significantly taller buildings would abut L-3 and NC3-40 zones. Where the NC3-125 zones abut L-3 zones, the difference in building height could be as great as 95 feet. South of NE Northgate Way, this pronounced change in scale would occur where 8<sup>th</sup> Avenue NE separates the two zones, but the width of the street would help ameliorate the contrast in heights. North of Northgate Way, the properties with this pronounced zone height difference abut one another and therefore the impacts would be potentially greater. The L-3 and NC-40 zones retained within the subarea would provide a transition in scale between the tallest buildings allowed under Alternative 3 and the nearby single family residential zones.

The north edge of Subarea D along NE 113th Street is currently zoned L-1, allowing 25-foot building heights typically as townhouse type development, could be rezoned to L-2, which also allows 25-foot building heights. It is not anticipated that this change would have any significant impacts on the single family zone (SF-7200) on the north side of NE 113th Street, but would allow for slightly denser townhouse development on these lots.

**Subarea C.** Under Alternative 3, the only change proposed in Subarea C is for the area immediately north of the proposed park which could be rezoned from L4 to MR-85. This represents an increase in allowable height from 37 feet to 85 feet, an increase of 48 feet. In terms of shadows, this would create the greatest impact during the shorter winter days on properties immediately neighboring any buildings built to the 85-foot maximum.

Although the parcels zoned single-family (SF-7200) to the north and northeast of the proposed MR-85 zone could be impacted by shadows, they are adjacent to the site driveway for The Court at Northgate condominium complex, which is not considered likely to be redeveloped due to the size and condition of the building. It is more likely that the rezone would result in a new building and/or an addition to the existing Court at Northgate building on its south or southwest side, nearest the park, which potentially could cast shadows on the L-3 zoned properties to the north.

**Subarea D.** Subarea D would see height limit increases ranging from 25 to 85 feet with the heights of the tallest buildings reaching 125 feet. The proposed NC3-125 zones within Subarea D area that are located south of NE Northgate Way would cast shadows on the street and on other similar scale buildings to the north and would not cause significant impacts. The NC3-125 zone north of NE Northgate Way would abut an L-3 zone and an NC3-65 zone on the north, and the MR-85 zone would also abut an L-3 zone. Shadow impacts on the L-3 zone could be significant if the massing of a 85-foot or 125-foot tall structure were located immediately to the south. This impact could be minimized through the Design Review process by prioritizing preservation of solar access for adjacent properties. In Subarea D, no shadow impacts to single family zones are anticipated.

**Subarea E.** Alternative 3 does not include changes in zoning to Subarea E, and therefore no changes in shadow impacts would result.

### **3.3.2 Mitigation Measures**

The following mitigation measures were described in the Draft EIS, and would be applicable to impacts generated under any alternative, including Alternative 3 impacts as discussed above. Potential mitigation for long term aesthetic impacts would be addressed through the SEPA and Design Review processes for individual projects. Measures to address site-specific impacts could include:

- provision of additional setbacks;
- limiting the height of a portion of a building to improve the transition between zones;
- using materials and landscaping to soften abrupt transitions in the character of development, such as when a commercial building abuts a lower density residential zone; and
- providing urban streetscape amenities to create a unified character of development among varied uses.

The Draft Northgate Open Space and Pedestrian Connections Plan suggests a number of streetscape improvements that would help to ensure a pleasant walking environment and balance safety and aesthetic considerations. Encouraging mid-block open space and circulation routes to

**ATTACHMENT D**

**NORTHGATE REVITALIZATION NOVEMBER 24, 2009  
LETTER: STAKEHOLDERS ADVICE #11 CONCERNING NORTHGATE  
WAY REZONE & URBAN DESIGN STRATEGY**



Advice #11

**Date:** November 24, 2009

**To:** Mayor Greg Nickels and Members of the Seattle City Council

**From:** Ron LaFayette, Chair, on Behalf of the Northgate Stakeholders Group

**Subject:** STAKEHOLDERS ADVICE #11 CONCERNING THE PROPOSED NORTHGATE WAY REZONE & URBAN DESIGN STRATEGY

The Northgate Stakeholders Group was created by City Council Resolution 30642 to, among other things; provide advice to the City on the City's planning efforts to encourage growth and development in Northgate. In that role, the Stakeholders Group has taken great interest in the City's efforts in the area along and around Northgate Way beginning with a planning workshop in December 2006. A subcommittee of Stakeholders recently worked together with City staff to shape detailed elements of the City's Northgate rezone and urban design strategy which is the subject of this Memorandum.

The Stakeholders have also been involved in the planning and design of Hubbard Homestead Park at NE 112<sup>th</sup> street, a 3.7 acre new park which is currently under construction. This significant public investment provides a rare opportunity to coordinate public and private development opportunities, which are a key step in the continued revitalization of the Northgate Urban Center. In order to move this work forward, Stakeholders also believe it is essential to work with the City to advance the principles outlined by the Stakeholders in previous recommendations.

Transportation investment in this redeveloping area continues to be of the highest priority. In Advice #9 (July 6, 2006), Stakeholders commented on critical issues related to the implementation of the CTIP, which creates a blueprint for large-scale additional transportation investments throughout the Northgate area. Central among these issues is the importance of continued progress and City funding to implement all priority CTIP investments. In Advice #10 (April 26, 2007), Stakeholders noted that increasing density in the urban center is a critical element in achieving Northgate revitalization and endorsed the City's plan to study and propose changes in zoning to accommodate more density. In doing so, the Stakeholders reiterated that the CTIP investments are "nothing less than essential in managing the increased density of the area."

The Northgate Stakeholders Group believes that increasing density in the urban center is a critical element in achieving Northgate revitalization and that the character of that new development, particularly the pedestrian environment, and continued progress on transportation improvements prioritized in the CTIP are equally critical. Therefore, the Northgate Stakeholders Group endorses the following elements of a rezone and urban design strategy for the North Core Area of the Northgate Urban Center. The City of Seattle should implement all of the following as a single coordinated strategy. You will note that we have included two alternatives for #7 as the group was split on this element of the strategy:

11/24/2009



1. **Comprehensive Plan Amendment for Northgate** – add a new policy to the Northgate Neighborhood Plan element of the Seattle Comprehensive Plan to “Support future potential rezones to higher intensity designations in the North Core subarea. In considering such rezones, pay particular attention to the development of an environment that creates a network of pedestrian connections and that encourages pedestrian activity, among other considerations associated with a rezone review.”
2. **Rezone Alternative** – The Rezone Environmental Impacts Statement studied a “No Action” alternative and three alternatives for zoning classifications within the North Core subarea of the Northgate Urban Center. Alternative 3 in the Final Rezone EIS provides for acceptable heights and zoning classifications and provides for adequate transitions to less intensive residential zones on the edges of and outside the North Core subarea (see attached Alternative 3 zoning map). The Stakeholders endorse this as a set of maximum heights and zoning classifications for the North Core subarea.
3. **Revised Northgate Design Guidelines** – adopt revised Northgate Urban Center and Overlay District Design Guidelines that provide design guidance on important neighborhood characteristics such as streetscapes; landscaped, publicly accessible interior block pedestrian connections; and building and property edges where new development abuts public park land. These new design guidelines will help developers and the community to implement important elements of the Northgate Plan as they relate to particular development sites.
4. **Streetscape Plans** – adopt streetscape concept plans consistent with those presented to the Stakeholders on 11/23/2009 into the City’s Right of Way Improvement Manual for the designated 3<sup>rd</sup> Ave NE Green Street from NE Northgate Way to NE 115<sup>th</sup> St and for a proposed 8<sup>th</sup> Ave NE Green Street from NE 105<sup>th</sup> St to approximately NE 113<sup>th</sup> St. These streetscape plans, if implemented at the time of new development, will help create an environment that encourages pedestrian activity and helps achieve the goal of creating an alternative to single occupancy vehicle trips within the community. We would note, however, that Green Street improvements on 3<sup>rd</sup> Ave NE should not worsen traffic problems between NE Northgate Way and NE 112<sup>th</sup> St. These problems deserve the City’s attention in their own right, including addressing them through intersection improvements in CTIP projects E4 and E5.
5. **Voluntary Traffic Mitigation Payment Program** – adopt a Voluntary Traffic Mitigation Payment Program applicable within Northgate to broaden the available options to address transportation impacts in Northgate, improve the efficiency of mitigation options in Northgate, and prioritize implementation of projects identified in the CTIP. We applaud this voluntary program as a way to help generate funds for the implementation of CTIP projects. We encourage the City to set the fees at an amount that is reasonable in that it provides some revenues but at the same time incentivizes developers to use it. In addition, the City will need to secure resources to implement CTIP projects and to pay for the portion of CTIP projects that are not the result of traffic impacts of new development impacts.
6. **Bonus Program** – if Incentive Zoning is applied to the North Core subarea, create a bonus program that allows developers to achieve bonus development through the provision of 1) landscaped, publicly accessible interior block pedestrian connections; 2) additional open space; 3) green street setbacks; and/or 4) affordable housing. In addition, the base height in a 65 foot zone should be increased to 70 feet - the maximum for wood frame under the fire code. MR zoning on the Mullally site should be increased to NC3-65 without applying

incentive zoning under the fire code limits. Incentive zoning could be applied over these heights if the Council decides to do so.

- 7. Legislative Rezone. Supported by 12 (71%) of Stakeholders in Attendance<sup>1</sup>:** Legislatively rezone the North Core subarea consistent with Rezone Alternative 3 studied in the FEIS, while accepting elements #1-6 as complementary strategies. Future projects will be reviewed for conformance with revised Northgate Design Guidelines and streetscape plans adopted in the Right of Way Improvement Manual and will be subject to incentive zoning or other means of achieving bonus development. While some of the Stakeholders would rather the City provide the potential for additional growth in the North Core subarea by encouraging individual Contract Rezones, we support a Legislative Rezone to provide a stronger incentive for redevelopment by reducing cost, risk and uncertainty for property owner/developers. In supporting the Legislative Rezone, we assume the City will also require incentive zoning or other means of achieving bonus development for any height and density bonus provided by the rezone. However, the City should be cautious in its implementation of incentive zoning, recognizing that higher fees require development of less affordable residences, all things being equal.
- 7. Contract Rezones - Minority Position for item #7 above. Supported by 5 (29%) of Stakeholders in attendance<sup>2</sup>:** Encourage and support Contract Rezones in the North Core subarea that are consistent with the elements of this strategy outlined in #'s 1-6 above. Recognizing that Contract Rezones can add time, cost and uncertainty to the land use process we urge the City to expedite the land use process for Contract Rezone proposals that are consistent with the elements of this strategy. While some of the Stakeholders would rather the City provide the potential for additional growth in the North Core subarea through a Legislative Rezone, a majority support a smooth contract rezone process that:
- Allows individual developer/property owners to select the zoning designations that best apply to their development program within the zoning envelope studied in the Final Environmental Impact Statement;
  - Allows the City to budget for its share of CTIP improvements as individual development proposals are made so that transportation infrastructure is improved in a timely manner that is coordinated with the needs generated by additional development; and
  - Requires developers to demonstrate how their development proposals respond to important characteristics desired for the Northgate Urban Center described in the elements of the urban design strategy outlined in #'s 1-6 above.
- 8. New EIS:** We request a more broad EIS that encompasses the entire Northgate Urban Center. Light rail will be open at the end of the next development cycle, so the time has come for us to take a comprehensive look at Northgate and decide how land use policies should be changed to best take advantage of the multi-billion dollar investment we have made in light rail.

<sup>1</sup> **Legislative Rezone supported by:** Jerry Owens, Licton Springs Community Council rep; Velva Maye, Haller Lake Community Council rep; John Lombard, Thornton Creek Alliance rep; Kevin Wallace, owner of 3 acres or more rep; Colleen Mills, Multi-family developer rep; Shawn Olsen, At-large member; Marilyn Firlotte, At-large member; Ron LaFayette, North Seattle Community College rep; Bruce Kieser, North Seattle Community Council alt; Tony Nastansky, Business outside the mall rep; Sandra Morgan, Senior Housing alt.

<sup>2</sup> **Contract Rezone supported by:** David Miller, Maple Leaf Community Council rep; Sue Geving, Haller lake Community Council alt; Lorna Mrachek, Pinehurst Community Council rep; Renee Staton, Pinehurst Community Council alt; Jan Brucker, Thornton Creek Legal Defense Fund alt.

**ATTACHMENT E**

**DPD URBAN CENTER / VILLAGE RESIDENTIAL GROWTH  
REPORT, DATED OCTOBER 3, 2014**

**EXCEPTS FROM SEATTLE 2035 DEVELOPMENT CAPACITY  
REPORT, UPDATED SEPTEMBER 2014**

# Urban Center / Village Residential Growth Report

Through 3rd Quarter

Urban Center / Village	Finalized Permits (Net New Units Built by Year Finalized)													Progress Toward Targets													
	Growth													Target	% of Target Met	Permit Issued*	Target Permitted	% of Target w/ Permitted									
	95	96	97	98	99	00	01	02	03	04	1995-2004	05	06						07	08	09	10	11	12	13	1/14-9/14 2014	
Beltown	75	1	1	87	502	572	636	920	292	11	3,097	116	441	-1	387	909	34	2	-88	475	594	2,869	4,700	61%	1,599	95%	
Denny Triangle	-31			20	-1		366	65		55	474	50	5	522	587	325			49	654		2,192	3,000	73%	1,174	112%	
Commercial Core	5	16	447	156		301	45	-1	65	-2	1,032	-1	117	0	119	142	35		3	208	-1	622	300	207%	-1	207%	
Pioneer Square	-1	1	15	6	10	20				93	144	112	130	1	1	26					269	1,000	27%	558	83%		
Chinatown-International District	30		80	172		25	269	76		57	709	186	1	1	1	121	1	-1	27		336	1,000	34%	131	47%		
<b>Downtown Urban Center</b>	<b>78</b>	<b>18</b>	<b>543</b>	<b>441</b>	<b>511</b>	<b>918</b>	<b>1,316</b>	<b>1,060</b>	<b>357</b>	<b>214</b>	<b>5,456</b>	<b>277</b>	<b>749</b>	<b>652</b>	<b>508</b>	<b>1,638</b>	<b>541</b>	<b>3</b>	<b>-37</b>	<b>1,364</b>	<b>593</b>	<b>6,288</b>	<b>10,000</b>	<b>63%</b>	<b>3,461</b>	<b>97%</b>	
Capitol Hill	41	84	62	14	43	18	111	28	32	74	507	88	170	62	149	17	401	12	302	137	157	1,495	1,000	150%	528	202%	
Pike/Prime	46	-6	-25	56	75	25		209	160	1	541		225	33	21	143	179	28	264	179	519	1,591	600	265%	1,648	540%	
First Hill	93			84		36	200		7		420	-21	50	-57	64	313	-2	-48	229	-1	-122	405	1,200	34%	275	57%	
12th Avenue	57	2	45	36	253	168	119	156	2	-1	837	6	89	5	11	104			255	21	-16	475	700	68%	175	93%	
<b>First Hill/Capitol Hill Urban Center</b>	<b>237</b>	<b>80</b>	<b>82</b>	<b>190</b>	<b>371</b>	<b>247</b>	<b>430</b>	<b>393</b>	<b>201</b>	<b>74</b>	<b>2,305</b>	<b>67</b>	<b>451</b>	<b>127</b>	<b>239</b>	<b>484</b>	<b>682</b>	<b>-8</b>	<b>1,050</b>	<b>336</b>	<b>538</b>	<b>3,966</b>	<b>3,500</b>	<b>113%</b>	<b>2,626</b>	<b>188%</b>	
Ravenna	1	21			115	2			146		285			-78	227				1		3	153	450	34%	5	35%	
University Campus	-12		-6			-1			-4		-23			-1					249	6	2	256	0	N/A	24	N/A	
University District Northwest	2	38	152	4	184	45	9	96	18	5	553	135	18	139	141	229	-3	70	-31	335	148	1,181	2,000	59%	935	106%	
<b>University Community</b>	<b>-10</b>	<b>39</b>	<b>167</b>	<b>4</b>	<b>289</b>	<b>46</b>	<b>9</b>	<b>96</b>	<b>160</b>	<b>5</b>	<b>815</b>	<b>135</b>	<b>18</b>	<b>139</b>	<b>62</b>	<b>456</b>	<b>-3</b>	<b>319</b>	<b>-24</b>	<b>337</b>	<b>151</b>	<b>1,590</b>	<b>2,450</b>	<b>65%</b>	<b>964</b>	<b>104%</b>	
Northgate	32	15	106	16	-28	12		17			170	5	22	-1	1	699	8	3	2		8	15	762	2,500	30%	272	41%
South Lake Union	-56	40	69	3	319		-5	70	162	602	151		614	97	735	89					889	501	3,076	8,000	38%	922	50%
Uptown	23	18	70	2	62	225	192	157	133	111	993	8	212	94	173	320	46	207	105	483	313	1,961	1,000	196%	649	261%	
<b>Urban Centers</b>	<b>360</b>	<b>114</b>	<b>1,008</b>	<b>722</b>	<b>1,218</b>	<b>1,767</b>	<b>1,947</b>	<b>1,718</b>	<b>921</b>	<b>566</b>	<b>10,341</b>	<b>643</b>	<b>1,452</b>	<b>1,625</b>	<b>1,080</b>	<b>4,533</b>	<b>1,363</b>	<b>524</b>	<b>1,096</b>	<b>3,417</b>	<b>2,111</b>	<b>17,643</b>	<b>27,450</b>	<b>64%</b>	<b>8,894</b>	<b>97%</b>	

\* Permit issued, final inspection not completed, may be under construction, pre-construction, or complete awaiting final inspection.

Source: DPD Permit Data Warehouse Building Construction Permits

Urban Center / Village	Finalized Permits (Net New Units Built by Year Finalized)													Progress Toward Targets													
	95	96	97	98	99	00	01	02	03	04	2004-1995 Growth	05	06	07	08	09	10	11	12	13	1/14-9/14 2014 Growth	2005-2014 Target	% of Target Met	Permit Issued*	Target w/ Permitted	% of Target w/ Permitted	
Ballard	25	64	14	13	63	20	223	23	39	196	680	35	86	70	602	294	298	18	81	572	415	2,471	1,000	247%	1,105	358%	
Bitter Lake Village	3	183	7		4		1	3	5	2	208	4	4	450	35	26	475		3	177		1,174	800	147%	1	147%	
Fremont	9	15	14	16	28	5	55	22	8	27	199	146	15	4	61	42	25	19	164	50	-7	519	500	104%	397	183%	
Lake City	16	2	44		3	44	105	244	79	63	600	55	28	16	228	86	14	91	-4	11	-2	523	900	58%	199	80%	
Mc Baker	10	1	33	41	5	12	10	6	11	215	344	183	1	22	59	19	13	72	-3	12	132	510	900	57%	77	65%	
West Seattle Junction	4	22	27	75	76	4	1	162	117	41	529	48	20	73	13	172	6	198	53	68	136	787	700	112%	1,078	266%	
<b>Hub Urban Villages</b>	<b>67</b>	<b>287</b>	<b>139</b>	<b>145</b>	<b>179</b>	<b>85</b>	<b>395</b>	<b>460</b>	<b>259</b>	<b>544</b>	<b>2,560</b>	<b>471</b>	<b>154</b>	<b>635</b>	<b>998</b>	<b>639</b>	<b>831</b>	<b>398</b>	<b>294</b>	<b>890</b>	<b>674</b>	<b>5,984</b>	<b>4,800</b>	<b>125%</b>	<b>2,857</b>	<b>184%</b>	
23rd & Union-Jackson	20	42	40	33	39	97	97	173	33	198	772	110	48	63	198	306	121	57	9	96	129	1,137	650	175%	224	209%	
Admiral	-1	6	5	3	18	86	27	68	2		214		10	7	4		1	6		78		106	200	53%	1	54%	
Aurora-Licon Springs	23	12	61	57	61	35	18	48	33	45	393	88	42	94	54	133	12	37	13	90	27	590	500	118%	36	125%	
Columbia City	3	6	2	7	1	12	13	2	0	28	74	195	34	63	119	80	107	53	309	49	37	1,046	800	131%	361	176%	
Crown Hill	5		1	10	10	0	14	4	1	-2	43		1	8	12	0	1	3	1	51	9	86	250	34%	55	56%	
Eastlake	77	14	64	14	75	-3	35	12	44	11	343	34	17	-4	162	59	206	11	14	12	28	539	250	216%	54	237%	
Green Lake	1	4	9	11	14	-1	5	50	10	117	220	7	5	3	18	11	59	1	200	7	297	608	250	243%	45	261%	
Greenwood-Phinney Ridge	0	4		33	30	5	109	-1	181	27	386	0	-1	77	3	101	1					186	400	47%	23	52%	
Ohlallo	2	1	5	85	213	82	532	29	16	-195	772	142	80	58	58	50	13	365	7	-1	1	773	590	131%	45	139%	
Madison-Miller	6	33	11	83	28	41	36	3	155	64	460	259	31	11	13	16	11	11	150	164	25	691	500	138%	106	159%	
Morgan Junction	1	18		3	2	1	1	12	6	2	46	8	27	14	46	7	3	11	3	11	-2	128	200	64%	51	90%	
North Beacon Hill	10		5	1	4	1	13	3	18	8	63	2	8	13	27	15	9		3	0	9	86	490	18%	99	38%	
Upper Queen Anne	-2	38	10	7	-1	17		14	-1	82	4	61	-15	27	64				57		-10	188	200	94%	108	148%	
Rainier Beach	-1	6	2	2	45	1	14	0	1	8	4	80	5	8	-1	-20	6	3	1	2	2	10	16	600	3%	35	9%

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Source: DPD Permit Data Warehouse Building Construction Permits

Urban Center / Village	Finalized Permits (Net New Units Built by Year Finalized)													Progress Toward Targets													
	95	96	97	98	99	00	01	02	03	04	1995-2004 Growth	05	06	07	08	09	10	11	12	13	1/14-9/14 2005-2014 Growth	Target 2005-2024	% of Target Met	Permit Issued*	Target w/ Permitted	% of Target w/ Permitted	
Roosevelt				1	1	0	52	2	0	5	3	64	6	0	80	2	2	1	5	-1	124	111	330	250	132%	446	310%
South Park	6	13	-1	6	15	6	16	12	9	16	98	14	17	6	11	20	25		7	3			103	250	41%	7	44%
Wallingford	11	46	1	198	20	47	18	12	55	-1	407	114	4	49	56	47	3	7	5	5	121	0	406	400	102%	157	141%
Westwood-Highland Park	8	22	9	7	56	-50	48	-17	27	4	114	19	16	54	31	16	26	8	1	4	0	175	400	44%	-15	40%	
<b>Residential Urban Villages</b>	<b>171</b>	<b>225</b>	<b>253</b>	<b>607</b>	<b>594</b>	<b>422</b>	<b>1,001</b>	<b>411</b>	<b>617</b>	<b>330</b>	<b>4,631</b>	<b>1,007</b>	<b>408</b>	<b>580</b>	<b>821</b>	<b>933</b>	<b>602</b>	<b>576</b>	<b>779</b>	<b>817</b>	<b>671</b>	<b>7,194</b>	<b>7,180</b>	<b>100%</b>	<b>1,838</b>	<b>126%</b>	
Ballard-Interbay-Northend	-3	-3	-13	-1	1	1	-3		1	1	-19	-2	8	0	3	1	-5		-1	-3			1	0	N/A	-4	N/A
Greater Duwamish	-1	2	4	-2	-1	6	-4	1	-1	0	4	-2	-1	-3	-11	-2	0	-1	-1	-1	-2	-2	-25	0	N/A	-3	N/A
<b>Manufacturing Industrial Centers</b>	<b>-4</b>	<b>-1</b>	<b>-9</b>	<b>-3</b>	<b>0</b>	<b>7</b>	<b>-7</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>-15</b>	<b>-4</b>	<b>7</b>	<b>-3</b>	<b>-8</b>	<b>-1</b>	<b>-5</b>	<b>-1</b>	<b>-2</b>	<b>-5</b>	<b>-2</b>	<b>-14</b>	<b>0</b>	<b>N/A</b>	<b>-7</b>	<b>N/A</b>	
Total Inside Villages	394	625	1,391	1,471	1,991	2,281	3,356	2,590	1,797	1,441	17,517	2,117	2,021	2,837	2,891	5,903	2,791	1,497	2,167	5,119	3,454	30,797	39,430	78%	13,582	113%	
Total Outside Villages	576	498	592	621	708	1,119	480	711	763	770	6,838	1,001	860	812	1,061	1,090	843	639	508	1,164	1,235	9,213	7,570	122%	1,608	143%	
<b>GRAND TOTAL</b>	<b>1,170</b>	<b>1,123</b>	<b>1,983</b>	<b>2,092</b>	<b>2,699</b>	<b>3,400</b>	<b>3,836</b>	<b>3,301</b>	<b>2,560</b>	<b>2,211</b>	<b>24,355</b>	<b>3,118</b>	<b>2,881</b>	<b>3,649</b>	<b>3,952</b>	<b>6,993</b>	<b>3,634</b>	<b>2,136</b>	<b>2,675</b>	<b>6,283</b>	<b>4,689</b>	<b>40,010</b>	<b>47,000</b>	<b>85%</b>	<b>15,190</b>	<b>117%</b>	

\* Permit issued, final inspection not completed, may be under construction, pre-construction, or complete awaiting final inspection.

Source: DPD Permit Data Warehouse Building Construction Permits

# Seattle

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# 2035

YOUR CITY, YOUR FUTURE

## **Development Capacity Report**

**Updating Seattle's Comprehensive Plan**

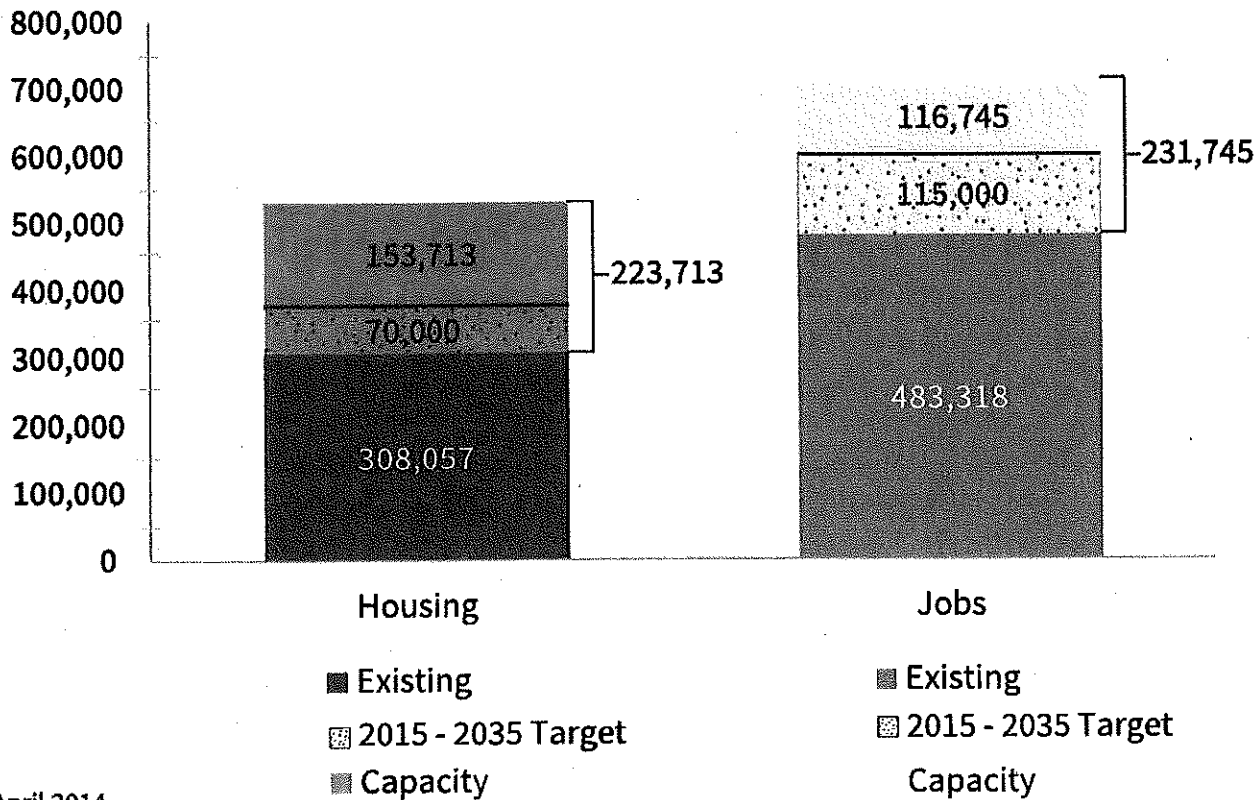
**Updated September 2014**



## Summary

As part of the update to the Comprehensive Plan (Seattle 2035), DPD estimates development capacity on a citywide basis, by zoning category, and within urban centers, villages and manufacturing/ industrial centers (MICs). Seattle's development capacity analysis does not predict market demand, or how much or how quickly development will occur in coming years. The analysis only evaluates the supply that could eventually be produced. Based on current zoning, DPD estimates that the city has development capacity to add about 224,000 housing units and 232,000 jobs, a sufficient amount to accommodate the 70,000 households and 115,000 jobs the Countywide Planning Policies assign to Seattle for the next 20 years. About 77% of the housing capacity and 78% of the jobs capacity are within an urban center, hub urban village or residential urban village. An additional 16% of the jobs capacity is within manufacturing and industrial centers. The Downtown Urban Center has the most development capacity for growth— over 33,000 housing units and 52,000 jobs.

### Seattle Has Adequate Capacity to Grow





## Background

State and regional agencies estimate that Seattle will add 70,000 housing units (120,000 people) and 115,000 jobs between now and 2035 – an increase of 20% population and 23% in jobs. In response, the City is updating Seattle's Comprehensive Plan (Plan) to shape that growth in a way that builds on our strengths and character as a city. The Plan is a 20-year vision and roadmap for Seattle's future to guide important City decisions and investments. Enacted by the state legislature in 1990, the state Growth Management Act (GMA) requires the City to have a comprehensive plan and to review that plan on a regular schedule. The City uses a variety of data to study trends and evaluate policies to plan for future growth as part of the update process. Development capacity is one such analysis.

### What is Development Capacity?

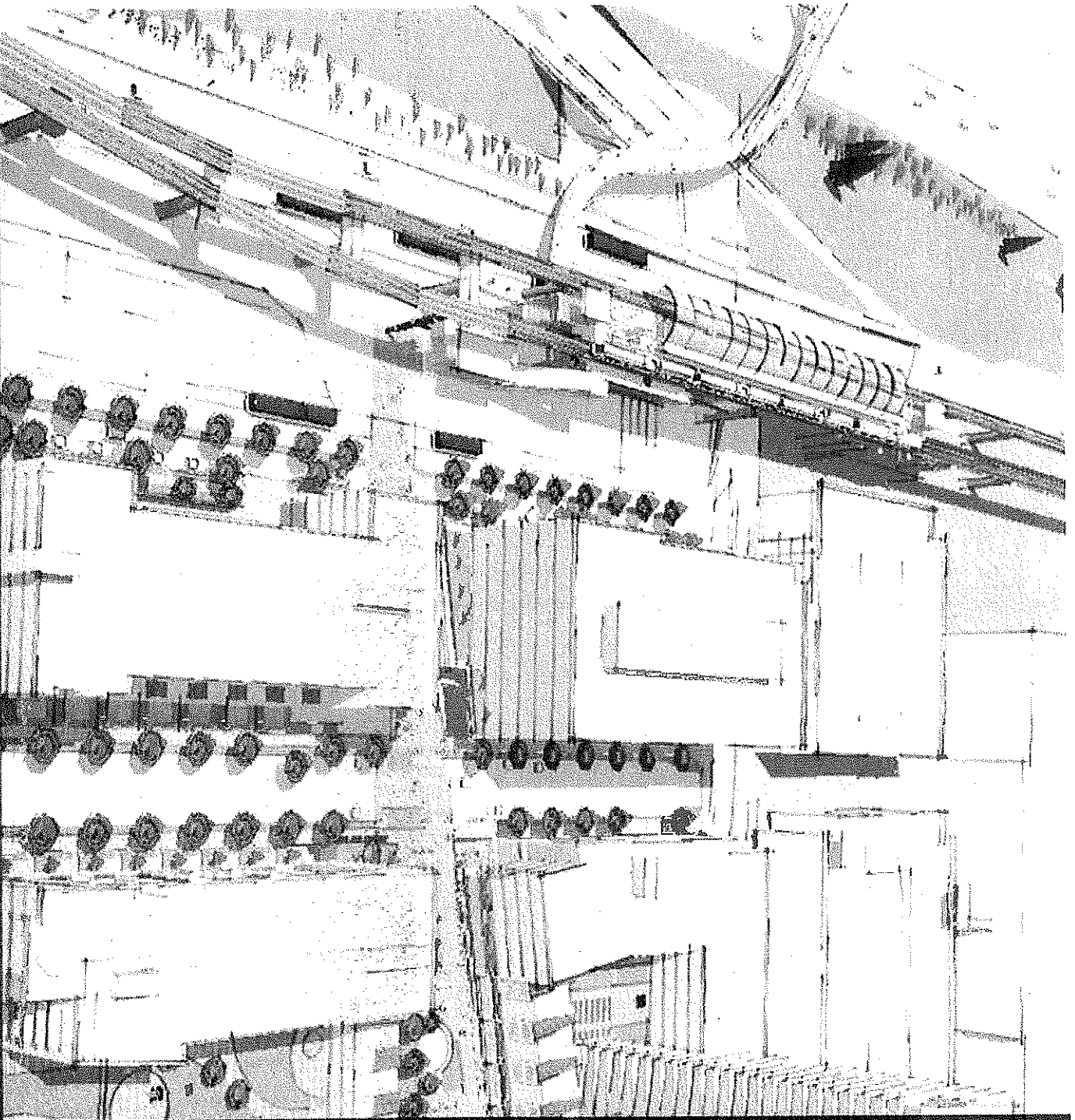
Development capacity, also referred to as zoned development capacity or zoned capacity, is an estimate of how much new development could occur theoretically over an unlimited time period. It represents the difference between the amount of development on the land today and the likely amount that could be built under current zoning. Because the city has many different zones, there are specific assumptions for each zone. Residential development capacity is expressed in number of units and non-residential development capacity is expressed as number of jobs.

### How does development capacity relate to the 20-year growth targets in the Comprehensive Plan?

The Comprehensive Plan contains citywide growth targets for housing and jobs that could be added over 20 years. The plan also apportions that growth to each urban center and village. Generally, targets for centers and villages are established so that they don't exceed 80% of the existing capacity in those places.

**ATTACHMENT F**

**EXCERPTS FROM NORTHGATE URBAN DESIGN FRAMEWORK  
(UDF), PUBLISHED DECEMBER 2013**



# NORTHGATE

## URBAN DESIGN FRAMEWORK



City of Seattle  
Department of Planning & Development

December 2013

# Acknowledgements

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The Seattle Department of Planning and Development thanks the following for their thoughtful work and participation in planning and design efforts at Northgate.

## **SEATTLE DEPARTMENT OF PLANNING AND DEVELOPMENT**

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## **URBAN DESIGN CONSULTANTS -- VIA ARCHITECTURE**

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## I. EXECUTIVE SUMMARY

The future vision for Northgate is as expressed in its 1993 neighborhood plan: to "transform a thriving, but underutilized auto-oriented office/retail area into a vital, mixed-use center of concentrated development surrounded by healthy single family neighborhoods." The neighborhood plan encompasses all facets of Northgate's future, foreseeing:

- a denser community with many residents and diverse housing opportunities
- a network of parks and recreational amenities
- more community services
- more small local-serving businesses
- a healthy and sustainable setting emphasizing natural environmental values; and
- a transportation system that ideally serves users of all kinds — walkers, bicyclists, transit riders and motorists.

By gaining several new amenities in the last decade — library, community center, parks, streetscape improvements, drainage channel, and improved transit service frequency — Northgate has become a more livable and attractive place for residents and businesses. The City has continued to assist through a number of planning efforts that have defined design guidelines, future transportation investments, and other initiatives supporting future growth and realization of the vision.

This Urban Design Framework (UDF) defines a road map of strategies and recommendations for continued progress toward the Urban Center's transformation. It evaluates the top priorities for future growth and recommends several urban design improvements that will be great amenities promoting livability, a better environment and a well-functioning community. All of these actions will directly support the accomplishing of Northgate's neighborhood plan vision, especially in:

- creating a denser and vibrant mixed-use, mixed-income transit-oriented community near the Sound Transit (ST) Link and Metro Transit station;
- improving mobility and quality of facilities for pedestrians, transit riders, and bicyclists; and
- aiding the transformation from an automobile-oriented district to a better living environment throughout the Urban Center

Among the numerous benefits of a transit-oriented development approach will be:

- Increased transit system ridership and improved personal mobility
- Healthier, more walkable and livable communities supported by focused investments

- Contributes to energy conservation and climate initiatives
- Lower transportation cost burdens on households

This UDF will be used to express the preferred vision and design priorities for the future development of the Link transit station subarea. As well, further discussion and coordination with King County, Sound Transit and other agencies will inform how the vision can be realized, by influencing designs for future development and balancing transportation operational needs.

## Findings

This Urban Design Framework (UDF) guides future actions that will help realize the vision identified in Northgate's 1993 neighborhood plan, calling for dramatic growth and transformation of the commercial core into a livable, walkable, dense urban center.

The UDF recommends both general and specific actions that the City will seek to implement, to achieve goals of the City's Comprehensive Plan, the neighborhood plan, and related objectives to improve Northgate as a livable and well-served Urban Center.

These include actions that support: future transit-oriented development (TOD) with high-quality public places, next to the Link transit station; enhanced transit services and operations; and investments to improve pedestrian and bicycling mobility and safety.

These can transform the Urban Center to a better living environment, enhance transit accessibility, and overcome difficulties posed by the presence of Interstate 5 as a barrier within the neighborhood, and the large "superblock" road configurations.

## Planning Purpose, Process, and Guiding Principles

In the last 20 years since the Northgate Plan was adopted, much has happened – including a series of investments in public parks, facilities, streets and sidewalks, transit service, and a number of newer commercial investments and residential developments that are gradually transforming the Urban Center. Also, Link light rail is now under construction and service will begin in 2021.

This UDF provides a chance to review the neighborhood planning objectives as they relate to today's circumstances, and better define and illustrate strategies for continuing the transformation. Topics such as how neighborhood environments support public health, livability and social equity – all referenced by the original Northgate planning – are now even more prominent in present-day city planning perspectives. Regional planning efforts and federal funding have helped motivate this current effort, to ensure that everyone is doing as much as we can to achieve high-quality neighborhoods in places that are designated growth centers and will be well-served by major transit systems.

To those ends, the City has conducted a preliminary Urban Design Study in 2011/12, and conducted expanded public outreach in 2012/13 to study options and gain feedback about how future growth can best be shaped.

### Land Use Planning and Growth Principles

The most important “big themes” and priorities that have been identified for achieving Northgate’s vision, reflected in this UDF, are:

- Defining a compelling vision for the development of the Link station area district with a dense and attractive combination of residential and commercial land uses, and amenities and public spaces that are safe, active and successful.
- Accomplishing a socially diverse community with affordable housing, and amenities and services that better serve residents’ needs and make a livable place.
- Accomplishing a targeted set of pedestrian, bicycle-oriented and transit improvements that will enhance mobility, comfort and safety for all users across the Urban Center.
- Ensuring transportation mobility options and transit services are well-integrated and efficiently available to serve the neighborhood.
- Enhancing the main corridors (Northgate Way, 5th Ave NE and Meridian Ave N), and transforming Northgate’s “superblocks” throughout the Urban Center to become healthier, human-scaled and livable mixed-use districts.

### Urban Design Principles

The most important urban design principles that will help improve the urban environment are:

- Providing landscaping, amenity and accessibility enhancements along key corridors to improve mobility and aesthetic quality.
- Incorporating generous public spaces, amenities and art in future development.
- Accomplishing a network of pedestrian-oriented connections across the Urban Center that will help to break up “superblocks.”
- Sitting and designing buildings to reinforce the pedestrian realm.
- Including environmental sustainable design features in future development.
- Ensuring and enhancing transit service frequency and reliability.



## Conceptual Framework

The UDF design recommendations are organized according to a hierarchy of three geographic scales:

### 1. Northgate Urban Center:

The Urban Center scale captures area-wide issues, including strategies for linkages between Northgate's subareas, housing and livability.

### 2. Northgate Subareas:

The Subarea scale explores Northgate's Urban Center in three parts, which allows a closer look at the roles and development patterns in each of these districts.

### 3. Northgate Superblocks:

The Superblock discussions illustrate existing issues and the future potential within several superblocks across the Urban Center. Similarly, a case study examines the future redevelopment potential within King County's Park and Ride lot south of the mall.

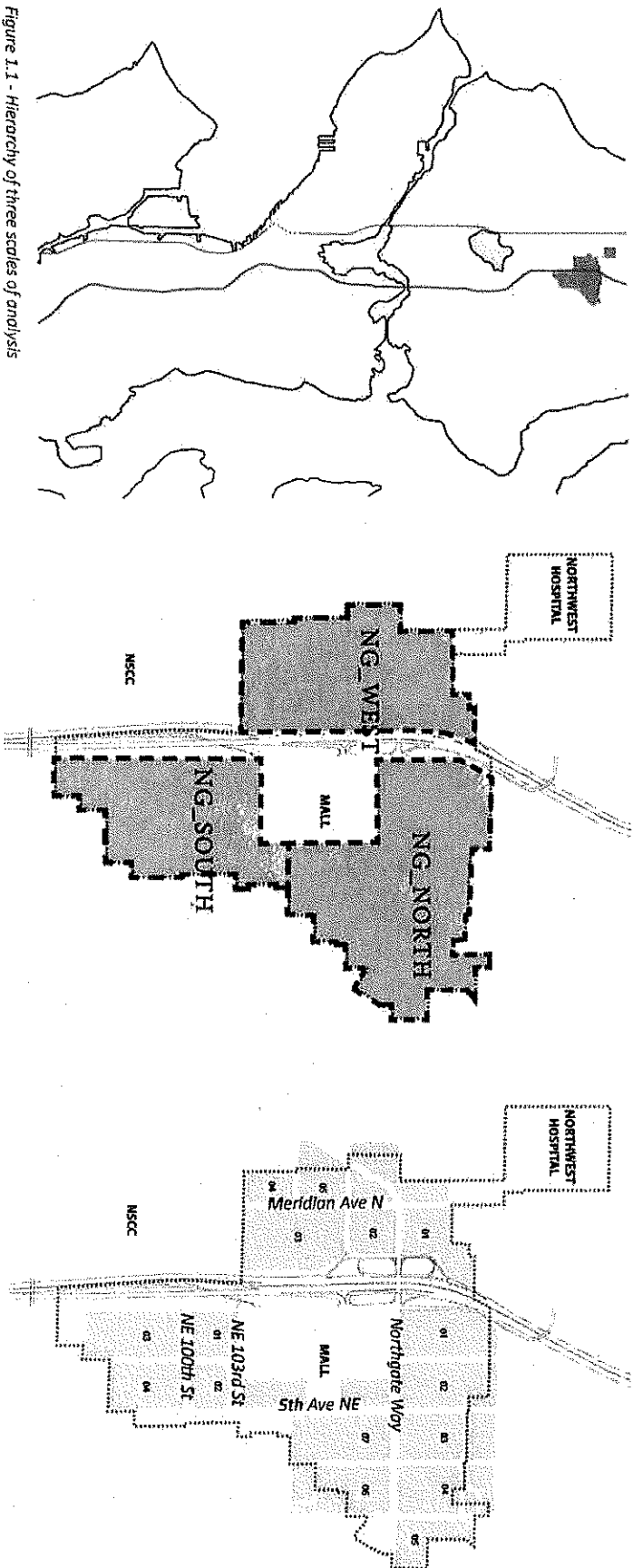


Figure 1.1 - Hierarchy of three scales of analysis

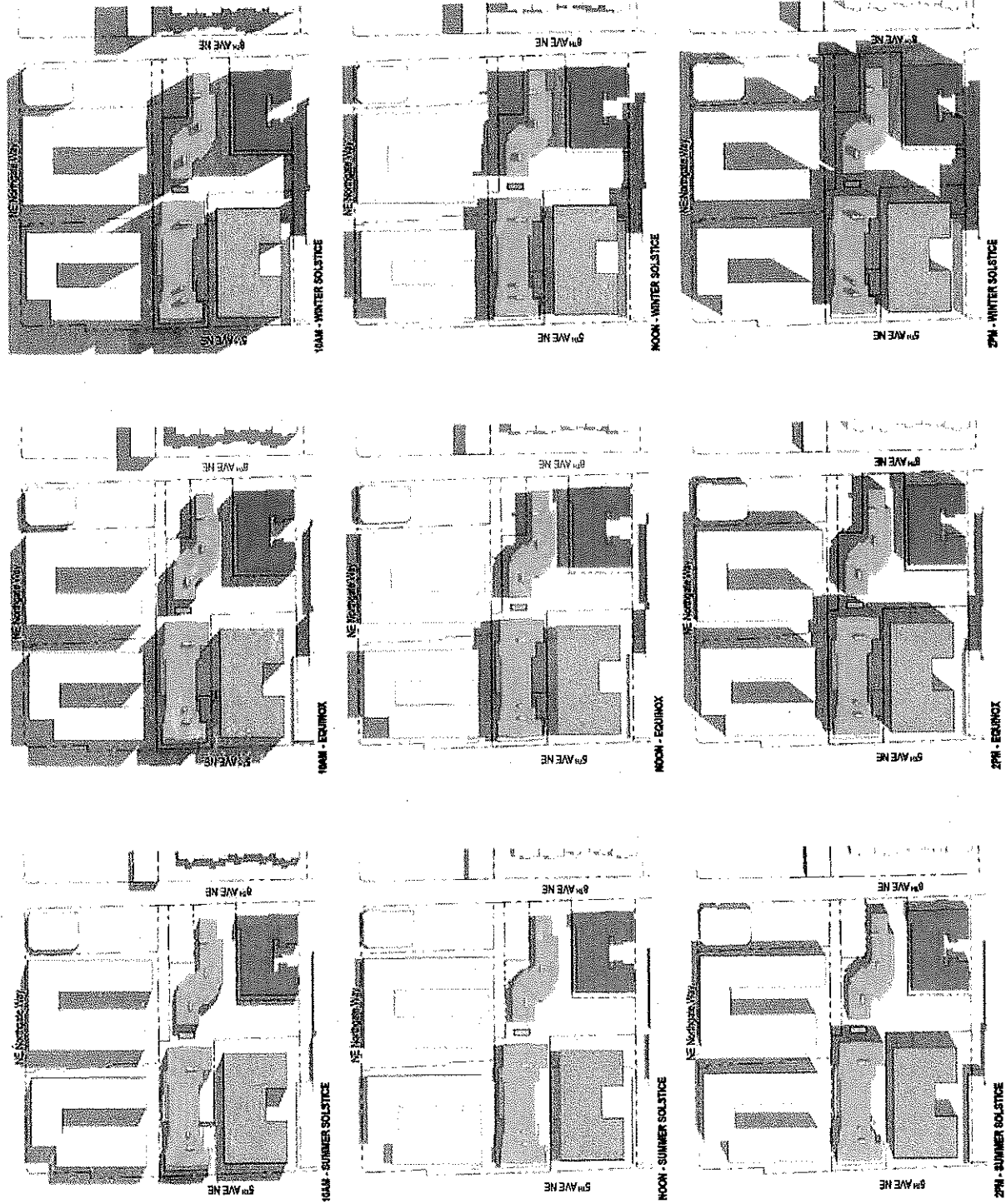
**ATTACHMENT G**

JANUARY 2015 SHADOW STUDY PREPARED BY BAYLIS  
ARCHITECTS

MUP 1 – 40' BUILDING HEIGHT

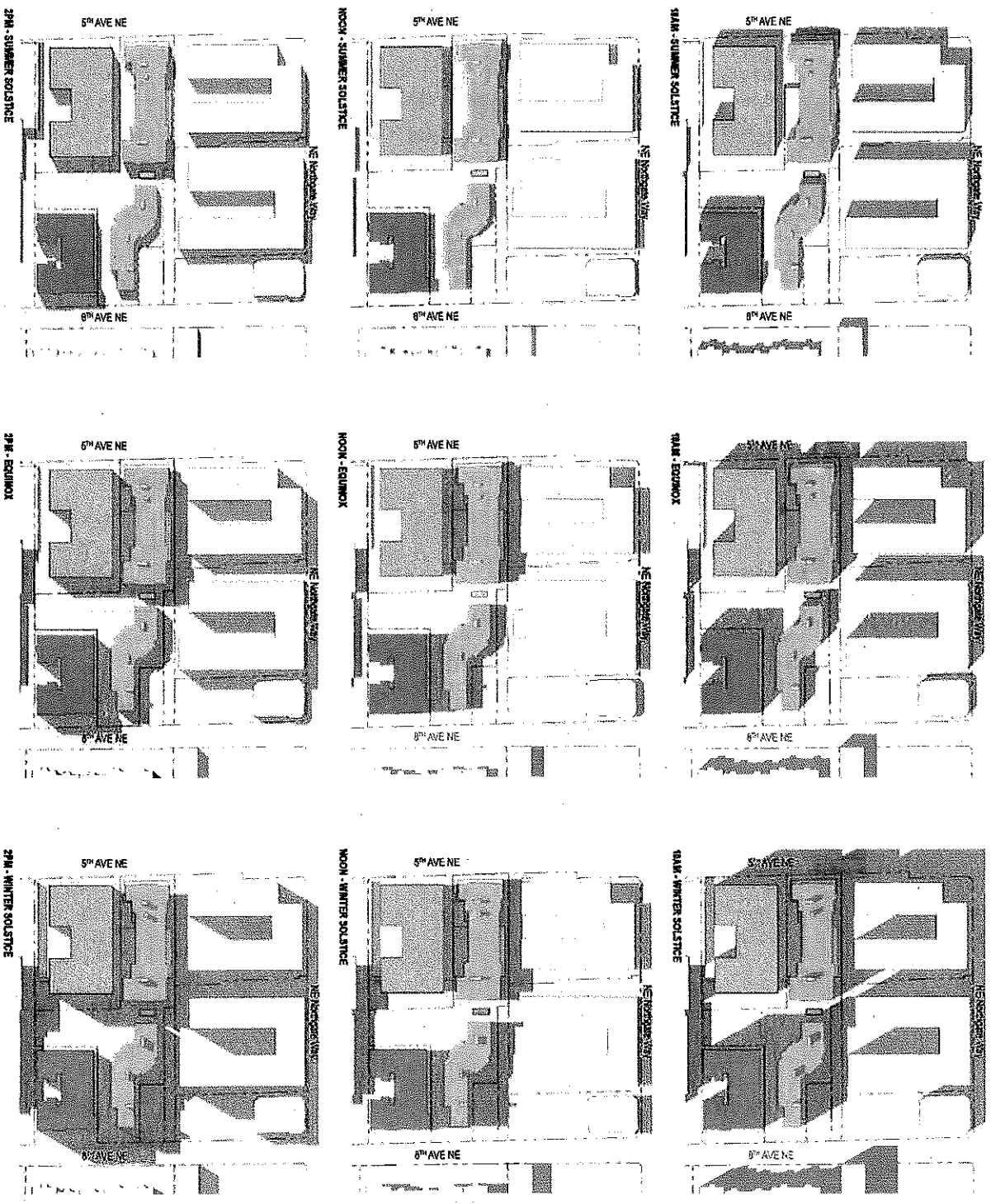
MUP 2 – 65' BUILDING HEIGHT

# NORTHGATE III 40' SHADOW STUDY



- Proposed Development
- Buildings by Group Architects for Goodman Real Estate
- Assumed Future Development

# NORTHGATE III 65' SHADOW STUDY



- Proposed Development
- Buildings by Group Architects for Goodman Real Estate
- Assumed Future Development

**boyllis**  
ARCHITECTS

**ATTACHMENT H**

**JULY 27, 2012 FINDINGS AND RECOMMENDATION OF THE  
HEARING EXAMINER FOR THE CITY OF SEATTLE**

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

In the Matter of the Application of

CF 311240

**JENNIFER GRANT on behalf of  
NORTHGATE PLAZA LLC, & T&M JENN LP**

for a rezone for property  
located at 11200 1<sup>st</sup> Avenue NE

DPD Reference:  
3006101

**Introduction**

Jennifer Grant, on behalf of Northgate Plaza, LLC and T&M Jenn, LP, applied for a rezone of property located at 11200 1<sup>st</sup> Avenue NE from Midrise (multifamily) zoning to Neighborhood Commercial 3 zoning with an 85-foot height limit. The Director of the Department of Planning and Development (Director or Department) issued a report recommending that the rezone be approved with conditions. The Director's report included adoption of an existing environmental impact statement (EIS) and issuance of an Addendum to the EIS pursuant to SEPA (Addendum). Appeals of the adequacy of the environmental documents were dismissed in a Hearing Examiner decision issued in consolidated cases MUP-12-007, MUP-12-008 and MUP-12-009. The Applicant's appeal of a condition imposed pursuant to SEPA was dismissed for lack of jurisdiction in MUP-12-010.

A hearing on the rezone application was held before the Hearing Examiner (Examiner) on June 26, and July 6, 2012. The Applicant/Owners were represented by Melody B. McCutcheon, attorney-at-law; and the Director was represented by Shelley Bolser, Senior Land Use Planner, and Cliff Portman, Principal Land Use Planner. The record was held open for the Examiner's site visit and closed on July 23, 2012.

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

**Findings of Fact**

**Site and Vicinity**

1. The rezone site is composed of two parcels. One is approximately 7.86 acres in size and developed with low density, one- and two-story multi-family housing called "The Northgate Apartments," which was constructed in 1951. The other is approximately one-half acre in size and developed with two single-family residences and one duplex.

2. The 207 units at the Northgate Apartments all rent at levels affordable to those making 50% to 60% of the median income level as defined by the United States Department of Housing and Urban Development. All are nearing the end of their lifespan and require frequent repair to maintain them as rental units. The main utility systems for some of the buildings are failing.

3. The property is located in the northern part of the Northgate Urban Center, within the Northgate District Overlay. Zoning to the north is Midrise (MR), then Lowrise-2 (L-2), and then Single-family. These properties are developed with one- to six-story residential structures. To the south is NE Northgate Way and then the Northgate Mall, which is zoned Neighborhood Commercial 3 with an 85 foot height limit (NC3-85). To the east is 3rd Avenue NE and then a swath of property with four different zoning designations: 1) the property located on the north side of Northgate Way is zoned NC3-65 and developed with the Target/Best Buy complex; 2) north of that is L-4-zoned property that is developed with Hubbard Homestead Park, multifamily residential structures and small commercial structures; 3) further north is L-3-zoned property developed with small commercial and single-family structures; and 4) then single-family zoning and development. To the west is 1<sup>st</sup> Avenue NE and the Interstate 5 freeway and on-ramps. West of the freeway is NC3-65 zoning and development on the south and L-2 zoning and development on the north.

4. The site is flat, as are surrounding areas, and there are no Environmentally Critical Arcas on or near it.

5. The predominant scale of development in the area in terms of building width and depth is Neighborhood Commercial. The Midrise scale, with buildings no wider than 150 feet, and filling no more than 75 percent of the lot depth, is seen in only one multifamily structure to the north of the site. A multifamily structure directly north is 447 feet wide and 222 feet deep, a multifamily structure to the northeast is 283 feet wide and 233 feet deep, and the Target/Best Buy complex is 290 feet wide and 274 feet deep. See Exhibit 6.

6. Nearby open space includes Hubbard Homestead Park, Northgate Park approximately six blocks to the southeast, and several other parks to the north, east, southeast and southwest, all within approximately 10 blocks of the site. Two elementary schools and North Seattle Community College are located nearby.

7. The site has excellent transit service. There is frequent bus service along NE Northgate Way, and the site is located approximately one-half mile north of the existing Northgate Transit Center and the site of the future Northgate Light Rail Station, which is expected to open in approximately 2020.

8. NE Northgate Way is classified as a principal arterial, 1<sup>st</sup> Avenue NE is classified as a collector arterial, and 3<sup>rd</sup> Avenue NE is classified as a non-arterial access street. Area parking consists of structured parking, surface parking and limited on-street parking.

9. The Northgate Coordinated Transportation Investment Plan (CTIP) is identified as a "comprehensive, prioritized program of transportation improvements that would be needed to accommodate Northgate's projected 2030 growth employment and households." Exhibit 15 at 4-51. The EIS indicates that installation of the improvements listed in the CTIP will be adequate mitigation for traffic from future development of the entire Northgate Urban Center Rezone area, including the subject property. Exhibit 9 at 3-44 to 3-46.

#### Zoning History

10. The Director found no evidence of recent zoning changes in the immediate area. The zoning history of the site is as follows:

- 1947 – Second Residence District, Area District A (R2-A)
- 1950s – RM zone (Multiple Residence)
- 1982 – MR (Midrise Multi-family)

#### Neighborhood Plan

11. In evaluating a rezone proposal, consideration is to be given to those parts of a neighborhood plan that have been adopted by the City Council, with particular attention given to any adopted policies that guide future rezones. SMC 23.34.008.D.

12. The site is located within what is called the "North Core Subarea" of the Urban Center. Comprehensive Plan (Plan) at 8.136. The adopted portions of the Northgate Neighborhood Plan include policies that relate to rezones. NG-P7 calls for reducing conflicts between activities and promoting a compatible relationship between different scales of development by maintaining a transition between zones that allow significantly different intensities of development. NG-P8 stresses maintaining the character and integrity of existing single-family-zoned areas by maintaining that zoning on properties that meet the single-family locational criteria. NG-P-8.5 calls for supporting future potential rezones to higher intensity designations in the North Core Subarea and indicates that in considering such rezones, particular attention should be paid to creating a network of pedestrian connections and encouraging pedestrian activity. NG-G7 calls for medium to high density residential and employment uses concentrated within a 10-minute walk of the transit center.

#### Proposal

13. The Applicants seek a rezone of the subject property from MR to NC3-85. No development proposal is associated with the rezone application.



#### Public Comment

14. The Director received written public comments in response to the notice of the rezone proposal and the notice of availability of the EIS Addendum. Exhibit 24. The Examiner heard testimony from five members of the public and received additional written comments. See Exhibits 1, 10, 19, 21 and 22.

15. Comments supporting the rezone cited the site's suitability to receive additional growth and its proximity to future light rail, as well as the rezone's consistency with the City's planning initiatives in the Northgate Urban Center. Comments in opposition raised concerns about the potential loss of affordable housing in light of the fact that the Code's incentive zoning provisions on affordable housing that apply in the MR zone but not in the NC zone. Other concerns included traffic and parking, the pedestrian environment, encroachment of commercial zoning into residential areas, potential shadows on adjacent properties, reduction in open space, water runoff, the need for a contract rezone, and the perception that the proposal does not meet several rezone criteria.

#### Director's Review

16. The Director reviewed the proposal, the public comments and the SEPA documents and issued a report recommending approval of the rezone with conditions.

17. The Director's Recommended Conditions 1 and 2 are rezone conditions that address the provision of affordable housing in conjunction with development of the site. Exhibit 2 at 33. The Director noted that the Plan includes a policy (H30) stating that the City's share of affordable housing needs should be addressed by planning for specific percentages of expected housing to be affordable to those at certain established income levels. Exhibit 2 at 12. Citing the EIS, the Director also noted that the intent of the Northgate Urban Center Rezone was to provide affordable housing and open space through zoning regulations in the Land Use Code. The Director observed that while MR zoning is subject to incentive zoning provisions to gain additional floor area ratio (FAR), these incentives do not apply in the proposed NC zone. Exhibit 2 at 13. However, the Director recognized that a developer would have the option to build to the base FAR under MR zoning without providing any affordable housing units, a scenario that could result in affordable housing units falling short of what is envisioned for urban centers. Exhibit 2 at 16.

18. The Director analyzed the potential impact of the proposed rezone on low-income housing and concluded that it would allow increased development potential of 638,820 square feet (a 41% increase from the existing maximum FAR under MR zoning) without requiring any mitigation of impacts to affordable housing. Exhibit 2 at 16. On the basis of Plan Policy H30 and the EIS, the Director recommended imposing two conditions to mitigate the impacts of the proposed rezone development potential on the need for affordable housing near transit hubs. Exhibit 2 at 16-17.

19. The Director's recommended Condition 1 would require that prior to issuance of the building permit, the Applicant must "demonstrate that a minimum of 5% of the proposed floor area in each building permit is designed as housing affordable to households making up to 80% of the King County median income, or 3% of the proposed floor area is designated as housing affordable to households making up to 50% of King County median income." Exhibit 2 at 17 and 33. Recommended Condition 2 would require that "prior to issuance of a MUP, the applicant provides DPD with a signed Memorandum of Agreement between the applicant and the Office of Housing which defines the details for implementing a 3-5% affordable housing requirement. At a minimum, this agreement shall include a 50 year term of affordability for the required affordable housing." Exhibit 2 at 17 and 33.

20. Seattle Public Utilities (SPU) determined that water capacity in the area is sufficient for the current and proposed zoning. Exhibits 27, 33 and 34. SPU did not require a full wastewater system capacity analysis at the rezone stage, but stated that no development would be permitted under the rezone unless the analysis was done and any necessary additional infrastructure was built or otherwise committed at that time. Exhibit 26. The Director's Recommended Condition 3 is a rezone condition that responds to SPU's requirements. Exhibit 2 at 19 and 33.

21. The Director analyzed the rezone's height, bulk and scale impacts pursuant to SEPA. Exhibit 2 at 29-33. The EIS addressed height, bulk and scale impacts for the Northgate Urban Center Rezone, including the fact that midrise zoning requires building setbacks from the street and sidewalk lines, whereas NC3 zoning does not. Section II.D of the Addendum discusses the height, bulk and scale impacts of the proposed rezone and includes three options for mitigating those impacts along the northern portion of the rezone site, the only edge that does not abut a street. See Addendum at 13 and 15-18. Option 3 was developed and suggested by the Applicants/Owners and is labeled the "23-foot Modulated Envelope". It is described in detail in the Addendum and includes setbacks from the northern, western and eastern property lines, in addition to the maximum required by the NC3-85 zone, as well as upper level setbacks above 55 feet. Exhibit 3 at 17.

22. The Director determined that massing Option 3 would be sufficient to mitigate the proposed rezone's probable shadow impacts on residential property to the north and the park to the northeast. These impacts were disclosed in Section II.E of the Addendum at 18-44.

23. The Director also determined that Option 3 "appears to provide adequate mitigation for the potential impacts of additional height, bulk and scale of the rezone, for the property to the north and the Park to the northeast". Exhibit 2 at 33. In addition, the Director noted the likelihood that any development on the rezone site would be required to submit to design review, which would include consideration of height, bulk and scale impacts.<sup>1</sup> The Director's Recommended Condition 4 is a SEPA condition that would

<sup>1</sup> The threshold for design review in NC zones is four dwelling units.

require future development of the site to be consistent with the mitigation described in Section II.D of the Addendum for massing Option 3. Exhibit 2 at 33.<sup>2</sup>

24. The Director noted that in MR zones, maximum building widths and depths provide mitigation of potential building bulk impacts, whereas NC3-85 zones have no maximum building width or depth requirements. The Director's Report states that removal of a maximum building width requirement through the proposed rezone would result in "potential" adverse height bulk and scale impacts, and that when combined with the additional FAR and height, "the potential impact could be significant". Exhibit 2 at 31 (emphasis added). On this basis, the Director recommended Condition 5, a SEPA condition that would require any future development to be consistent with maximum building width and depth requirements applicable to Midrise zones, with the exception of allowing a continuous street wall on NE Northgate Way. Exhibit 2 at 33.

25. At the hearing, the Director asked the Examiner to consider whether Recommended Condition 5 was truly needed to mitigate the rezone's height bulk and scale impacts.

#### Proposed Condition on Affordable Housing

26. After the prehearing conference in this case, the Applicant, two of the parties who had filed SEPA appeals related to the rezone application (the Seattle Displacement Coalition and the Maple Leaf Community Council), and the Director, assisted by the City Attorney's Office, entered into mediation on the issue of addressing the proposed rezone's impacts on affordable housing. The mediation resulted in a settlement agreement.

27. At the hearing, the parties to the mediation presented the Examiner with an "Agreed Condition on Affordable Housing for Hearing Examiner Rezone Proceeding" (Agreed Condition), Exhibit 20. They asked that if the Examiner recommended approval of the proposed rezone, the Examiner also recommend that the Agreed Condition be imposed on the rezone instead of recommended conditions 1 and 2 in the Director's Report, Exhibit 2.

28. The Agreed Condition requires that the Applicant/Owners make part of the site available for lease, for a minimum of 75 years, with no lease payments due for a minimum of 20 years, to allow a low-income housing developer to construct 66 rental units that would be restricted for 50 years to households with incomes at or below 50% of the median income level, and prescribes criteria for the housing. The Agreed Condition also provides that the Applicant/Owners may charge rents discounted by a prescribed percentage to the lessee during the next 20 years, with rents prohibited from reaching market level until 41 years from the start of the lease. The Agreed Condition makes provision for a payment in lieu of making the land available for lease if the Applicant/Owners are unable to reach agreement with an acceptable lessee for the affordable housing on the site. In addition to the affordable housing or payment, the Agreed Condition requires the Applicant/Owners to allow an additional 10 percent of

<sup>2</sup> The Addendum Section is misstated as "E" in Exhibit 2.

residential units developed on the site, in excess of 660 units, to be affordable to households with incomes at or below 80% of the median income level. Exhibit 20.

29. Although they had submitted comments opposing the rezone application, representatives of the Seattle Displacement Coalition and the Maple Leaf Community Council each testified that their organizations support the rezone if the Agreed Condition is imposed in place of the Director's recommended conditions 1 and 2. See Exhibits 21 and 22.

#### Applicable Law

30. SMC 23.34.008.A requires that the zoned capacity for urban villages be no less than 125% of the growth targets adopted in the Comprehensive Plan for the village. For residential urban villages taken as a whole, the zoned capacity must be within the density ranges established in the Land Use Element of the Comprehensive Plan.

31. SMC 23.34.024.A prescribes the function of the MR zone as "providing concentrations of housing in desirable, pedestrian-oriented urban neighborhoods with convenient access to regional transit stations" and where a "mix of activity provides convenient access to a full range of residential services and amenities" as well as "opportunities for people to live within walking distance of employment."

32. SMC 23.34.024 provides the relevant locational criteria for the MR zone in terms of "Threshold Conditions" and "Other Criteria" The Threshold Conditions provide that the only properties that may be considered for MR zoning are those already zoned MR, those in areas already developed predominantly to MR intensity, and those within an urban center or urban village where a neighborhood plan was adopted or amended by the Council after January 1, 1995 and indicates that the area is appropriate for MR zoning.

33. The relevant "Other Criteria" for Midrise zoning provide that the designation is most appropriate in areas "generally characterized by" properties that are: 1) "adjacent to business and commercial areas with comparable height and bulk"; 2) "in areas that are served by major arterials and where transit service is good to excellent and street capacity could absorb the traffic generated by midrise development"; 3) "in areas in close proximity to major employment centers"; 4) in areas in close proximity to open space and recreational facilities"; 5) "in areas along arterials where topographic changes ... provide an edge or permit a transition in scale and surroundings"; 6) "in flat areas where the prevailing structure height is greater than 37 feet" or "there is no established height pattern"; and 7) in areas characterized by various levels of slope with specific view conditions.

34. SMC 23.34.072 addresses designation of commercial zones. It discourages encroachment of commercial development into residential areas and encourages compact, concentrated commercial areas or nodes over diffuse, sprawling commercial areas, and the preservation and improvement of existing commercial areas.

35. SMC 23.34.078.A states that the NC3 zone functions to "support or encourage a pedestrian-oriented shopping district that serves the surrounding neighborhood and a larger community, citywide, or regional clientele; that incorporates offices, business support services, and residences that are compatible with the retail character of the area"; and where it is possible to achieve a "variety of sizes and types of retail and other commercial businesses at street level," "[c]ontinuous storefronts or residences built to the front lot line," "[s]hoppers can drive to the area, but walk around from store to store," and "[t]ransit is an important means of access."

36. SMC 23.34.078.B provides locational criteria for the NC3 zone and states that the designation is "most appropriate on land that is generally characterized by the following conditions: 1. The primary business district in an urban center or hub urban village; 2. Served by [a] principal arterial; 3. Separated from low-density residential areas by physical edges, less-intensive commercial areas or more-intense residential areas; [and] 4. Excellent transit service."

37. SMC 23.34.009 prescribes criteria for a rezone that includes consideration of height limits in commercial zones. Height limits are to be "consistent with the type and scale of development intended for the zone," considering the "demand for permitted goods and services and the potential for displacement of preferred uses." They are also to "reinforce the natural topography of the area and its surroundings," considering the likelihood of view blockage. Height limits established by current zoning are to be considered, and permitted height limits are to be "compatible with the predominant height and scale of existing development, particularly where existing development is a good measure of the area's overall development potential." They are to be "compatible with actual and zoned heights in surrounding areas," and are to provide a "gradual transition in height and scale and level of activity between zones" unless major physical buffers are present.

38. Under SMC 23.34.007.C, compliance with the requirements of Chapter 23.34 SMC constitutes consistency with the Comprehensive Plan for purposes of reviewing proposed rezones. Thus, Plan goals and policies are not separately reviewed.

39. SMC 23.34.007 provides that the applicable sections of Chapter 23.34 SMC on rezones are to be weighed and balanced together to determine the most appropriate zone and height designation. In addition, the zone function statements are to be used "to assess the likelihood that the area proposed to be rezoned would function as intended." SMC 23.34.007.A. "No single criterion ... shall be applied as an absolute requirement or test of the appropriateness of a zone designation ... unless a provision indicates the intent to constitute a requirement..." SMC 23.34.007.B. The general rezone criteria, including "zoning principles," are set forth in SMC 23.34.008.

40. The most appropriate zone designation is the one "for which the provisions for designation of the zone type and the locational criteria for the specific zone match the characteristics of the area to be rezoned better than any other zone designation." SMC 23.34.008.B.

### Conclusions

1. The Hearing Examiner has jurisdiction over this matter pursuant to SMC 23.76.052.

#### Capacity and Density

2. The proposed rezone satisfies SMC 23.34.008.A, as it would increase the zoned capacity of the Northgate Urban Center, and the capacity would be consistent with the density established by the Urban Village Appendix in the Comprehensive Plan.

#### MR Zone

3. The site is consistent with the function of the MR zone. The area provides a concentration of multifamily housing with commercial development on the east, south and west that provides convenient access to a full range of services and amenities, as well as opportunities for employment. The site also has convenient access to regional transit. The area is not presently pedestrian friendly due to large block sizes, busy traffic, wide arterials, and the Interstate 5 freeway and on ramps that constitute a barrier to the west. However, pedestrian improvements are in process, and more are planned for the area.

4. The site meets most of the locational criteria for the MR zone. Because it is already zoned MR, it meets the threshold conditions for MR zoning. It is not designated as an environmentally critical area. It is adjacent to the Northgate commercial corridor, which includes structures of comparable height and bulk; is served by NE Northgate Way, a major arterial included within the CTIP; and is located within a 10 minute walk of the existing transit station and future light rail station. The Northgate Urban Center provides many jobs and is designated for future growth as an employment center. The site is within close proximity to City parks and within a 10 to 15 minute walk of the Northgate Community Center. The area is one where a gradual transition between single-family areas and more intensive MR or NC zones is appropriate and presently exists. Although the site is adjacent to two arterials, it is also relatively flat, without topographic changes to provide an edge or transition in scale. There is also no true established height pattern, with existing structures ranging from one to seven stories in height.

#### Designation of Commercial Areas

5. The proposed rezone is from a residential zone to a commercial zone and could be considered an encroachment into residential areas. However, the change would be consistent with the pattern of zoning and development in the immediate vicinity, particularly that along NE Northgate Way. The proposal would not conflict with the preferred configuration and edge protection of residential zones established in SMC 23.34.010 and .011. It would constitute a logical extension of the existing concentration of commercial uses along NE Northgate Way and would enhance the corridor by allowing for the increased variety of commercial uses that is permitted in the NC3 zone.

### NC3 Zone

6. The site is a good match for the function of the NC3 zone. The shopping district along NE Northgate Way across from and adjacent to the site, serves the surrounding neighborhood as well as a larger community and, to some extent, a citywide and regional clientele. Pedestrian activity is increasingly busy, with three crosswalks located adjacent to the site. The district is sufficiently large to provide comparison shopping for a wide range of goods and services, and the area incorporates offices, business support services and residences, all within one-quarter mile of the site. Shoppers can drive to the area and, with the increasing number of pedestrian amenities, walk from store to store despite the area's historical auto orientation. There is a variety of sizes and types of retail and other commercial businesses at street level, and more recent developments are achieving continuous storefronts built to the front lot line. Transit is a very important means of access, with frequent busses on adjacent arterials, a major Transit Center within a 10 minute walk, and a Light Rail station anticipated to open in approximately 2020.

7. The site also meets the locational criteria for NC3 zoning. It is located within the area's primary business district, which is within an urban center. As noted, it is served by NE Northgate Way, a principal arterial with frequent transit service, and the Transit Center is a 10 minute walk away. The site is separated from low-density residential areas by MR zoning on the north, and by a street and public park on the northeast.

### Height Limits

8. A height limit of 85 feet is consistent with the type and scale of development intended for the NC3 zone. See Table A for SMC 23.47A.004 (permitted uses in commercial zones). Further, making provision for additional residential units above a retail base promotes increased density within the Urban Center that is consistent with the Plan and the City's Northgate planning initiatives, and supports the pedestrian-oriented shopping area along NE Northgate Way. There is no evidence of a potential for displacement of preferred uses as a result of increased height at this site. The EIS and Addendum indicate that displacement of the existing single-family use of the site is likely whether or not it retains its MR zoning and height.

9. As noted, the topography in the area is flat, so there is no opportunity for height limits to reinforce natural topography. There is a potential that development at 85 feet will block private, territorial views from multifamily residential structures to the north, but it is likely that these views would also be blocked by development to allowed heights under the existing MR zoning.

10. As also noted, there is no predominant height and scale in the area. With the exception of single-family development within single-family zones, structures range from one to seven stories in height regardless of zoning designation. The height and scale of much of the existing development is not a good measure of the area's overall development potential, particularly along NE Northgate Way.

11. An 85-foot height limit would match the 85-foot limit across NE Northgate Way to the south of the site, and the rezone would retain the existing gradual transition in heights and scales. MR zoning north of the site would provide a buffer between the rezone site and LR2 zoning and development. NC3-65 zoning would be located to the east and west of the site, and 3rd Avenue NE and the park would buffer residential development to the northeast. The Neighborhood Plan does not include specific height recommendations but, as noted above, Policy NG-P8.5 supports rezones to higher intensity designations in the North Core Subarea, which includes the rezone site.

#### Precedential Effect

12. Because the Neighborhood Plan encourages higher intensity designations within the Urban Core Subarea, the owners of other property within the Subarea may pursue upzones, as well. This would result more from the City's Northgate Urban Rezone Strategy than from any precedential effect of the proposed rezone.

#### Relationship to Neighborhood Plan

13. The proposed rezone would be consistent with the adopted Neighborhood Plan. It would maintain the existing transition between zones that allow significantly different and intensities of development (NG-P7), maintain the character and integrity of existing single-family zones (NG-P8), and increase the potential for increased residential density and employment uses within a 10 minute walk of the Transit Center (NG-G7). The proposal would also implement NG-P8.5, which supports rezones to higher intensity designations in the North Core Subarea.

#### Zoning Principles

14. The zoning principles listed in SMC 23.34.008.E are generally aimed at buffering less intensive zones from more intensive zones, if possible. As noted, the proposed rezone would leave existing zoning transitions in the area intact. Parcels to the north zoned MR and developed with multifamily structures buffer lowrise zoning and development located to the north. To the west, the I-5 freeway and on ramps create an effective barrier between the subject property and properties to the west. Properties to the east and south are zoned NC, and the site would be effectively clustered with commercial uses located on these properties, although separated from them by a principal arterial in one case and a non-arterial access street in the other. Like the existing zoning, the proposed rezone would follow platted lot lines, and would result in existing and potential commercial uses facing each other across the street and facing away from adjacent residential uses to the north.

#### Impact Evaluation

15. The proposed rezone would have a positive impact on housing by providing additional capacity for new dwelling units within the Urban Center.



16. As to impacts on low income housing, the Examiner adopts the Director's analysis in Exhibit 2 at 11-16. It is clear from that analysis that the proposed rezone would have negative impacts on low-income housing. This is due primarily to the fact that in the NC3 zone, provision of affordable housing is not required to gain additional FAR, as it is in the MR zone. Further, the City's SEPA policy on housing requires only compliance with the City's ordinance on housing relocation assistance. See SMC 25.05.675.I. Given this regulatory framework, the Director relied on Plan policies and language in the FEIS to recommend conditions requiring that the Applicant/Owners provide some low-income replacement housing when the subject site is developed. However, the Agreed Condition is superior to DPD's proposed Conditions 1 and 2 because it provides certainty as to the number of units that will be provided and the time period in which they will be constructed. It also ensures that the truly low-income units, available to those at or below 50% of the median income level, will actually be constructed. Exhibit 20; Testimony of Fiori.

17. Development of the site to either the existing MR zoning or the proposed NC3-85 zoning would require additional public services.

18. Noise at the site would be typical of that generated by neighborhood commercial and residential activities and would be unlikely to approach existing noise levels attributable to the I-5 freeway. Any development of the site would be subject to Federal, State and City emission control requirements. Development under MR or NC3-85 zoning would likely result in similar amounts of impervious surface, and stormwater collection and management would be required to conform to City standards in any event. Impacts on flora and fauna would also be similar under the MR and NC3-85 zones, except that vegetation requirements for future development would be reduced from .5 Green Factor to .3 Green Factor. There would be no noticeable changes to glare, odor, energy, or private views impacts as a result of a rezone from MR to NC3-85. Potential development of the site under NC3-85 zoning would result in additional shadows on multifamily development to the north and the park to the northeast. As noted, the Director determined pursuant to SEPA that the use of massing Option 3 would provide sufficient mitigation for these impacts.

19. There is no indication in the record that future development under the proposed zoning would have a negative impact on pedestrian safety. It is likely that pedestrian safety would be improved by street improvements that would be required of future development.

20. Considering the additional variety of commercial uses permitted under the NC3 zone, the proposed rezone may create additional employment opportunities in the area.

21. There are no nearby historic landmarks or historic overlays, and the Landmarks Preservation Board determined that the existing structures on the site were unlikely to meet standards for designation as historic landmarks.

22. There is no manufacturing activity in the area, and there are no shorelines visible or accessible at, or near the site.

23. The Director reviewed the proposed rezone's transportation impacts pursuant to SEPA. Development-level impacts cannot be analyzed at this point, as there is no associated development proposal. The Director determined that the site is within the area analyzed in the EIS and that the proposed rezone is within the range of actions and impacts evaluated in the EIS. The Director also reiterated that the improvements listed in the CTIP are expected to be adequate mitigation for future development traffic in the area, including the subject site.

24. As noted, the Director recommended a rezone condition prohibiting development at the subject site prior to SPU's approval of the sewer system engineering analysis and any required infrastructure improvements.

25. The record does not show a sufficient basis under SEPA to impose the additional requirement in the Director's Recommended Condition 5, which would limit building width and depth to that allowed in MR zones with the exception of NE Northgate Way. Further, such a requirement could eliminate some of the more likely uses for the western part of the property, such as a large hotel, and are at odds with the predominant scale of development within the immediate surrounding area. In any case, the significant setbacks and upper-level setbacks provided by massing Option 3, together with design review of development proposals under the new "Northgate Urban Center and Overlay District Design Guidelines," would provide sufficient mitigation for the height, bulk and scale impacts of the proposed rezone.

#### Changed Circumstances

26. Changed circumstances are not required before a rezone may be approved, and they are to be considered only as they relate to elements or conditions included in the criteria for the relevant zone and/or overlay designation.

27. Since the most recent zoning change in 1982, the City's has adopted the 1994 Comprehensive Plan, designating the Northgate Urban Center, and has adopted a 2024 growth target of 2,500 additional households for the Urban Center. It has also engaged in a concerted planning effort to improve the physical and pedestrian environment in the Urban Center and recently adopted a new neighborhood planning policy to foster rezones within the North Core Subarea. Further, the Transit Center was established since the last zoning change, and the area for the planned Light Rail station was designated. As a result of these actions, the Urban Center, and the North Core Subarea in particular, has increasingly developed into a pedestrian-oriented shopping district that serves the neighborhood as well as a larger community, and an area that incorporates offices, business support services and residences compatible with the retail character of the area. These qualify as changed circumstances and support the requested rezone.

Overlay District

28. The proposed rezone upholds the purpose of the Northgate Overlay District, which is to: "A. Create an environment in the Northgate Area that is more amenable to pedestrians and supportive of commercial development; and B. To protect the residential character of the residential neighborhood; and C. Support the use of Northgate as a regional high-capacity transportation center." SMC 23.71.002.


29. Weighing and balancing the applicable sections of Chapter 23.34 SMC together, the most appropriate zone and height designation for the site is NC3-85.

**Recommendation**

The Hearing Examiner recommends that the City Council **APPROVE** the requested rezone subject to the following conditions:

1. Affordable housing impacts shall be mitigated as provided in Exhibit 20, the Agreed Condition on Affordable Housing for Hearing Examiner Rezone Proceeding.
2. No development will be permitted at the subject property prior to Seattle Public Utilities' approval of a sewer system engineering analysis and any required infrastructure improvements.
3. Future development shall be consistent with the mitigation described in massing Option 3 in Section II.D of the "Addendum to the Northgate Urban Center Rezone Final Environmental Impact Statement for Rezone of 11200 1<sup>st</sup> Avenue N.E. and 11205 3<sup>rd</sup> Avenue N.E. from the Midrise to Neighborhood Commercial 3-85," dated November, 2011.

Entered this 27<sup>th</sup> day of July, 2012.

  
Sue A. Tanner  
Hearing Examiner

**CONCERNING FURTHER REVIEW**

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

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