

## APPENDIX A

### LAND USE—ZONING, LAND USE AND DEVELOPMENT PATTERNS

#### *AFFECTED ENVIRONMENT*

#### **SUMMARY OF EXISTING LAND USE AND ZONING**

The study area includes land south of the Downtown office core and east of Alaskan Way, including the entire Pioneer Square and Chinatown/International District neighborhoods, the northern periphery of the Greater Duwamish Manufacturing and Industrial Center (MIC), and the western periphery of the Jackson Place neighborhood at Rainier Avenue S. This diverse area is many things to many people, including: a center of historic and cultural heritage, art and tourism; a place to live and work and conduct business; an entertainment center; a transportation hub; and a corridor for commerce and industry.

#### **Land Use Patterns**

An overview of South Downtown's land use patterns begins with its neighborhoods and districts.

#### **Pioneer Square**

Pioneer Square adjoins the Downtown office core and government core, extending as far north as Columbia Street and as far south as S. Royal Brougham Way. This historic district is characterized by an extensive and varied assemblage of century-old buildings, most with brick and stone facades and distinctive architectural qualities (see the Historic and Cultural Preservation section of this chapter for additional discussion). Typical buildings range from 20 feet up to 100 feet in height. Several taller buildings are located along the 1<sup>st</sup> Avenue corridor and along S. Jackson and S. King Streets. In the Occidental Park vicinity and eastward to around 3<sup>rd</sup> Avenue S., lower-height buildings are most common, in the range of approximately 10 to 50 feet. Interspersed throughout the district are approximately 30 properties used as parking lots, garages or with other structures that are considered non-contributing to the historic district. This creates a land use pattern with numerous buildings developed to the property line, but also occasional gaps in the continuity of streetfront uses created by vacant lots.

Complementing this pattern and creating localized open space nodes are Pioneer Place Park, Occidental Park, the Occidental pedestrian mall, Fortson Square and City Hall Park. The combination of a change in street grid orientation and a continuation of 2<sup>nd</sup> Avenue Extension at an angle from the dominant Pioneer Square street grid creates several triangular blocks and triangular spaces along 2<sup>nd</sup> Avenue Extension until it intersects with 4<sup>th</sup> Avenue S. at S. Jackson Street. South of S. King Street, the northern parking lot of Qwest Field creates a large open space, bordered by Qwest Field to the south, railroad tracks and King Street Station to the east, and buildings along Occidental Avenue S. and S. King Street. Along 1<sup>st</sup> Avenue S. south of S. King Street, an architectural style and building pattern compatible with Pioneer Square extends to uses on both sides of the street for approximately two blocks and then only on the east side of 1<sup>st</sup> Avenue S. to S. Royal Brougham Way. The west side is part of the Greater Duwamish MIC.

The mix of street-level uses in Pioneer Square includes many retail businesses devoted to tourism and specialty goods, art galleries, restaurants, bars and nightclubs, and social service agencies. Upper-story uses include a variety of offices, artist live-work spaces, social services, housing and assorted commercial uses. Some upper-story floors in historic buildings may be under-utilized or vacant. Residential uses are not very visible in the mix of uses, except the Florentine Condominiums south of S. King Street and subsidized housing structures such as the Morrison and Frye Hotels on Third Avenue near the King County Courthouse. However, recent renovation or new construction is bringing an increased inventory of residential uses in some vicinities, including the Lowman Building apartments (near 1<sup>st</sup> and Cherry),

the Tashiro Kaplan Building (at Prefontaine Place), and the Quintessa Apartments near 2<sup>nd</sup> and Yesler Way. The Smith Tower is also in design and permitting for conversion to residential uses.

King Street Station provides a hub for regional commuter trains, Amtrak and other train traffic. The bus tunnel stations accessed in Pioneer Square via 3rd Avenue entrances and near Union Station at 5<sup>th</sup> Avenue S., and various surface bus stops nearby King Street Station complement this hub by providing bus and eventual light rail transit service that generates daily commuting activity in the vicinity.

### **Chinatown/International District**

This neighborhood and historic district adjoins the Downtown office core and government center, east of Pioneer Square between approximately Yesler Way to the north and S. Charles Street to the south. Its boundaries extend from 4<sup>th</sup> Avenue S. east to Rainier Avenue S., also encompassing the Little Saigon neighborhood described later. The Chinatown and Japantown vicinities west of I-5 are characterized by a varied assemblage of buildings, many with brick and stone facades and historic architectural character, located within a north-south-east-west gridiron street system. Most of the buildings range from 10 feet to approximately 60 feet in height; in Japantown a few residential buildings range up to approximately 150 feet. The architecture and use patterns in these areas reflect the cultural heritage of the Asian American communities of Seattle, and have historically served as a business and activity center for those communities. Street-level uses include a wide variety of restaurants, customer service offices, specialty goods stores, grocers, banks, a post office, private associations and social service providers. Upper-level uses include several buildings with residential uses, others with office or service uses, private associations, and a number of buildings with vacant or under-utilized upper floors.

Physically, the land use patterns include the densest core of historic buildings within a National Register Historic District that extends approximately between S. Main Street, S. Weller Street, 5<sup>th</sup> Avenue S. and I-5. This encompasses the active east-west corridors of S. King Street and S. Jackson Street. The vicinity centered at 6<sup>th</sup> Avenue S. and S. Main Street is known as Japantown or Nihonmachi, with a collection of buildings identified as a center of Japanese-American architectural and cultural heritage. Between approximately S. Main Street and Yesler Way to the north along 6<sup>th</sup> Avenue S., the pattern of use is primarily in apartment buildings of varying ages and heights, interspersed with parking lots, and other uses such as the Nippon Kan Theater commercial building. In this same vicinity between 4<sup>th</sup> and 5<sup>th</sup> Avenue S. is a lightly developed vicinity including surface parking lots that is a transitional area between Pioneer Square, Downtown and this neighborhood. A new Emergency Operations Center and fire station, under construction, will occupy one of the blocks in this vicinity.

At the west perimeter of the Chinatown neighborhood south of S. Jackson Street, a series of large office buildings and Union Station form an employment center and a physical “edge” that is penetrated by a few pedestrian walkways most notably at S. Weller Street, connecting to the Weller Street Bridge west of 4<sup>th</sup> Avenue S.

South of S. Weller Street in the Chinatown neighborhood, the character of development includes a mix of newer residential/mixed-use buildings, parking lots and utilitarian single-use buildings, as well as the Uwajimaya mixed-use grocery/retail and apartment complex. Compared to Pioneer Square, the Chinatown/Japantown neighborhood as a whole is less densely developed, and includes more parking lots and vacant or lightly developed properties in its land use mix.

### **Little Saigon and Jackson Place**

This neighborhood, east of I-5, is the easternmost extension of the Chinatown/International District neighborhood and the Downtown Urban Center. It is characterized by a varied mixture of predominantly commercial buildings, ranging from warehouses and poultry processing, to grocery stores, small

businesses, social service agencies, small office buildings, churches, and the mixed-use Pacific Rim Center. Most of the buildings range from approximately 10 to 30 feet in height. Physically, this vicinity is characterized by its long east-west blocks, the intersecting S. Jackson Street and 12<sup>th</sup> Avenue S. corridors, and a terraced topography bounded by upslopes north of S. Jackson Street and downslopes south of S. Lane Street.

Little Saigon is identified as a key center of Vietnamese-American community business and cultural activity in Seattle. Many households take advantage of the clustering of businesses, restaurants, and nearby religious facilities to make this neighborhood a multi-stop destination, especially on weekends. In addition, this area is considered a point of entry where immigrants can find an economic foothold in the workforce and business world.

The most active business center is located at 12<sup>th</sup> Avenue S. and S. Jackson Street, with several small-scale commercial buildings providing space for numerous businesses, service providers and restaurants. Several of these uses include parking for automobiles between the street and the building. Along S. King Street is a diverse mixture of retail, warehouse, wholesale, goods and services uses, along with the historic Victorian Row Apartments. Along S. Weller Street, uses include the Leschi Center that provides services to Native Americans, and a variety of light industrial, commercial, and office uses east of 12<sup>th</sup> Avenue S. In the southeast corner of this vicinity is the Goodwill property south of S. Weller Street and west of Rainier Avenue S.

To the east of this vicinity across Rainier Avenue S. are the Jackson Place residential neighborhood and S. Jackson Street commercial corridor, to the north is the Yesler Terrace residential community and to the southeast is the continuation of the Rainier Avenue S. commercial/industrial corridor. The southeast-northwest angle of Boren Avenue S. provides an approximate northern edge to Little Saigon, connecting with Rainier Avenue S. and S. Jackson Street to form a five-way intersection. Commercial uses are located along both sides of Rainier Avenue S., and within a narrow transitional area immediately to the east of Rainier Avenue S. that is part of the Jackson Place vicinity. In this vicinity, the topography toward the east defines a transition in land use to low-density residential uses and provides territorial views for occupants. The Seattle Housing Authority is beginning to evaluate future development actions in the Yesler Terrace vicinity north of Main Street and east of I-5.

### **Stadium Area and “south-of-Dearborn”**

These study areas lie at the northern bounds of the Greater Duwamish MIC, extending as far south as S. Holgate Street in the 1<sup>st</sup> Avenue S. vicinity and S. Royal Brougham Way elsewhere. Functionally, these vicinities serve as a transitional area between Downtown neighborhoods to the north and the industrial area to the south, accommodating a variety of industrial and commercial uses. In addition to the Qwest Field Event Center and Safeco Field complexes, the mix of industrial and commercial uses includes restaurants, warehouse/distribution, home products retail stores, wholesale, parking lots and offices. The WOSCA property extends north of Royal Brougham Way on the west side of 1<sup>st</sup> Avenue S. in this vicinity, representing the northernmost extension of the MIC. The 1<sup>st</sup> Avenue S., 4<sup>th</sup> Avenue S., S. Royal Brougham Way and Occidental Avenue S. corridors are intermittently affected by stadium and event center activities, such as 80+ baseball games a year, 10 football games a year, and numerous other regularly scheduled soccer, tradeshow and concert activities. These events bring large volumes of pedestrians and related festival-style street vending that intermittently affect traffic congestion and the efficiency of business activities.

South of S. Dearborn Street in the Airport Way S. vicinity, uses include warehouses, printing, automobile repair, City operations yard, food preparation and distribution, as well as the William Booth Center

(transitional housing), the vacant former Immigration and Naturalization Service (INS) building, and parking lots. Typical buildings in these vicinities range from 10 to 20 feet in height.

The largest nearby uses west and southwest of this vicinity are the Port of Seattle Terminal 46 container terminal and Seattle International Gateway (SIG) Railyard. These facilities provide for movement of large volumes of goods into and out of the country via container traffic by ship, truck and rail. Truck movements to and from the terminal occur via all streets in the local network, including movements that transfer goods to and from trains. A “tail track” that extends north-south near Alaskan Way allows for connection of railcars and other train movements. East of the stadiums, a Burlington Northern Santa Fe (BNSF) railyard and rail corridor serves Sound Transit, Amtrak and other rail service to/from King Street Station; at-grade rail crossings intermittently affect traffic on Royal Brougham Way and S. Holgate Street. Also adjacent to the study area at S. Atlantic Street, the Bemis Building provides live/work space for more than 30 tenants. East of 4<sup>th</sup> Avenue S. and south of S. Royal Brougham Way, the dominant uses near the study area are transportation-oriented, primarily related to the King County Metro bus base.

### **Zoning Patterns**

#### **Pioneer Square**

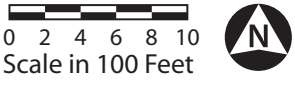
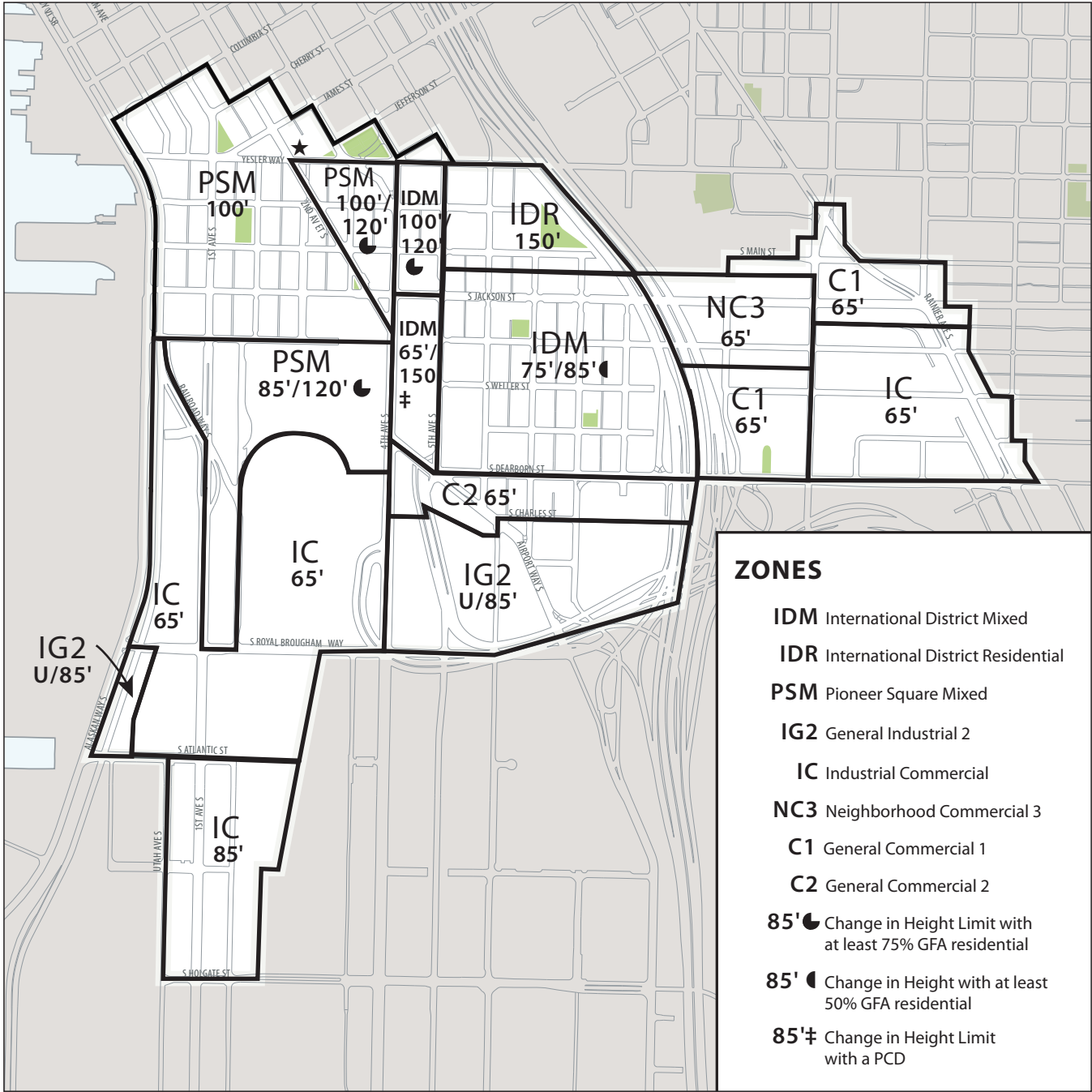
The Pioneer Square neighborhood is uniformly zoned “Pioneer Square Mixed” (PSM), denoting a Special Review District and neighborhood-specific zone regulations. The PSM zone accommodates a wide variety of uses, but prohibits several types of heavy commercial and light industrial uses. Four different height districts are present in Pioneer Square: a 100-foot district, an 85/120-foot district, a 100/120-foot district, and a 245-foot district (the latter primarily at the Smith Tower property). The 100-foot district is the most prevalent, covering most of the area between Columbia Street and S. King Street. The 100/120-foot district lies predominantly east of Second Avenue Extension south of Yesler Way. The 85/120-foot district lies south of S. King Street in the stadium vicinity, including the North Lot of Qwest Field and properties along the east side of 1<sup>st</sup> Avenue S. south to Royal Brougham Way (see Figure A-1). The maximum 120-foot height may be achieved in these areas only if 75% of the floor area of a building is in residential use.

#### **Chinatown/I.D. West of I-5**

This area is zoned “International District Mixed” (IDM) or “International District Residential” (IDR), denoting a Special Review District and neighborhood-specific zone regulations. The IDM and IDR zones accommodate a wide variety of uses, but prohibit several types of heavy commercial and light industrial uses. The IDR zone encourages residential uses. Three different height districts are present in the IDM zone: a 75/85-foot district, a 100/120-foot district, and a 150-foot district. The 75/85-foot district is the most prevalent, covering the central area between the north side of S. Jackson Street to S. Dearborn Street, and from 5<sup>th</sup> Avenue S. east to I-5. The 100/120-foot district lies north of S. Jackson Street in the 4<sup>th</sup> and 5<sup>th</sup> Avenue vicinity, adjacent to the similar height Pioneer Square zone. In both the aforementioned zones, the maximum heights may be achieved in these areas if 50% of the floor area of a building is in residential use. The 150-foot district defines the Union Station office development vicinity between 4<sup>th</sup> and 5<sup>th</sup> Avenues S., between S. Jackson Street and Airport Way S. (see Figure A-1).

#### **Little Saigon**

This area east of I-5 includes two commercial zones and one industrial zone that are unusual in their application to areas within the Downtown Urban Center. The “General Commercial 1” (C1) zone is present along S. Jackson Street east of 12<sup>th</sup> Avenue S., and also west of 12<sup>th</sup> Avenue S. on properties accessed by S. Weller Street south to S. Dearborn Street (see Figure A-1). The “Neighborhood Commercial 3” (NC3) zone is present on properties accessed by S. Jackson Street and S. King Street west of 12<sup>th</sup> Avenue S. An area-specific rule for this vicinity allows for maximized building bulk to the height



Note: PSM zone with a 245 foot height limit at the Smith Tower shown with a ★

Livable South Downtown Figure A-1  
Existing Zones

envelope. The Industrial Commercial (IC) zone is present east of 12<sup>th</sup> Avenue S., on properties accessed by S. King Street south to S. Dearborn Street, and is also present on the east side of Rainier Avenue S.

### **South-of-Dearborn**

This vicinity includes two zones: a “General Commercial 2” (C2) zone with an 85-foot height limit in the first block south of S. Dearborn Street (including the former INS building), and a General Industrial 2 (IG2) zone with an U/85-foot height limit, meaning industrial uses have no height limit and other non-industrial uses can reach 85 feet (refer to Figure A-1)

### **Stadium Area**

This portion of the study area is zoned “Industrial Commercial” (IC) with a “Stadium Transition Area Overlay” zone. The IC zone category accommodates a wider variety of commercial uses than the other Industrial zones. The area north of S. Atlantic Street, including the WOSCA property, Pyramid brewery, Safeco Field and Qwest Field event center uses, is zoned IC with a 65-foot height limit. South of S. Atlantic Street to S. Holgate Street along 1<sup>st</sup> Avenue S. and Occidental Avenue S., there is an 85-foot height limit (refer to Figure A-1). This 85-foot height limit is comparable to other limits for non-industrial uses in the IG1 and IG2 zones located further south in the M&I Center. Within the Overlay, the spectator sports facilities are accommodated by other regulations that allow for heights for stadiums to be higher than 65 feet.

## ***ENVIRONMENTAL IMPACTS***

The objectives of Livable South Downtown planning are multi-layered—favoring a high-quality livable urban environment, increased housing opportunities complementary to these neighborhoods, respecting and enhancing neighborhood character and functions, encouraging appropriate economic growth, and ensuring efficient and sustainable transportation and utility systems. Urban design objectives encourage several kinds of streetscape, recreational and other improvements with amenities and aesthetic value. Not all of these potentially positive effects are included in this impact analysis, due to an emphasis in SEPA on identifying and disclosing adverse impacts.

The historic nature of the study area neighborhoods is an important aspect of the land use context. The alternatives have been defined in light of the historic values, with an intention to encourage land uses that will maintain compatibility with the existing historic neighborhood character.

The studied alternatives include zoning choices that would affect *where* infill development should occur, and *how much* growth should occur in terms of building height and density. These alternatives have been tailored to the characteristics of each subarea, with the intent of defining future development patterns that are plausible and would be compatible within the context of South Downtown. This should limit the potential for significant adverse land use and zoning impacts.

The impact discussion below discusses changes that would affect comprehensive plan designations, and land use and development pattern impacts. Further discussion about the height/bulk/scale implications of the alternatives is included in the Chapter 3 section “Land Use—Height, Bulk, Scale and Compatibility” and Appendix B to this Draft EIS. Development capacity implications of the alternatives are discussed in the Population and Employment section of Chapter 3.

### **POTENTIAL CHANGES AFFECTING COMPREHENSIVE PLAN DESIGNATIONS**

The alternatives include proposals for amendments to the Comprehensive Plan. Such changes occur through the annual amendment process for the Comprehensive Plan. In this process, decisionmakers make choices about amendments relating to land use plans, policies and preferred future land use patterns. The following paragraphs summarize and comment on the proposed changes that would affect the Comprehensive Plan designations. Figure A-2 illustrates the areas addressed by these alternative proposals.

#### **Stadium Area – West side of 1<sup>st</sup> Avenue S. – Alternatives 1 and 3**

Under Alternatives 1 and 3, the west side of 1<sup>st</sup> Avenue S. south to Royal Brougham Way, consisting primarily of the WOSCA property, would be included in the Downtown Urban Center and removed from the Greater Duwamish Manufacturing and Industrial Center (MIC). Under both alternatives, the proposed zoning is a new “South Downtown Mixed” (SDM) zone that would accommodate commercial development in the southern two-thirds of the WOSCA property, and accommodate residential or mixed-use development in the northern third of the WOSCA property. This would represent a change in the current Comprehensive Plan’s preferred future land use pattern, moving away from industrial uses and toward denser commercial and possible residential uses. Residential land use would be newly allowed on the west side of 1<sup>st</sup> Avenue S. south of Railroad Way S. (it is already permitted on the east side of 1<sup>st</sup> Avenue S. that is zoned Pioneer Square Mixed). Development density would be increased with adoption of SDM zones.

### **South-of-Dearborn vicinity – Alternative 3**

Under Alternative 3 the south-of-Dearborn vicinity would be moved into the Downtown Urban Center and removed from the Greater Duwamish MIC. Proposed zoning under Alternative 3 would be to the new SDM zone, encouraging a mix of commercial and residential development. The residential land use would be a type of use newly permitted in this vicinity, and development density would be increased through these changes.

### **Stadium Area, Pioneer Square – southern portion of Qwest Field north parking lot – Alternative 2**

Alternative 2 includes a proposed rezone of the southern half of the Qwest Field north parking lot to Industrial Commercial, which would require a change in the comprehensive plan designation from a Downtown designation to an Industrial designation. This would also represent a change in future land use in an area currently zoned and designated within the Pioneer Square Preservation District. Such a change would alter the range of possible land uses that could occur within the Preservation District, including prohibiting residential land uses. It would also reduce density limits, given the difference between Pioneer Square and IC zones, of which the latter has a density limit of 3 FAR. Due to the extent of change in land use designation and potential future development patterns and the corresponding effects on a part of the Pioneer Square Preservation District, this proposal is interpreted as generating significant adverse land use impacts. For this reason, it is an action not likely to be included in Livable South Downtown final zoning recommendations.

### **Little Saigon – Vicinity east of 12<sup>th</sup> Avenue S. – all Alternatives**

In 2006, the City Council approved an amendment to the Comprehensive Plan for the Goodwill property vicinity from Industrial to Commercial/Mixed Use. This leaves the balance of an area from one-half block south of S. King Street and west of 12<sup>th</sup> Avenue S., including property east of Rainier Avenue S., still within an Industrial use designation. All of the alternatives in this EIS assume a proposed change in this area from the Industrial use designation to Commercial/Mixed Use in the Comprehensive Plan. Such a change would newly accommodate residential uses and may increase the overall development density depending upon zoning choices. As of September 2007, a Comprehensive Plan amendment was proposed to reverse the 2006 changes and re-designate the Goodwill property vicinity back to and Industrial designation, but no decision had been made.

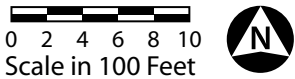
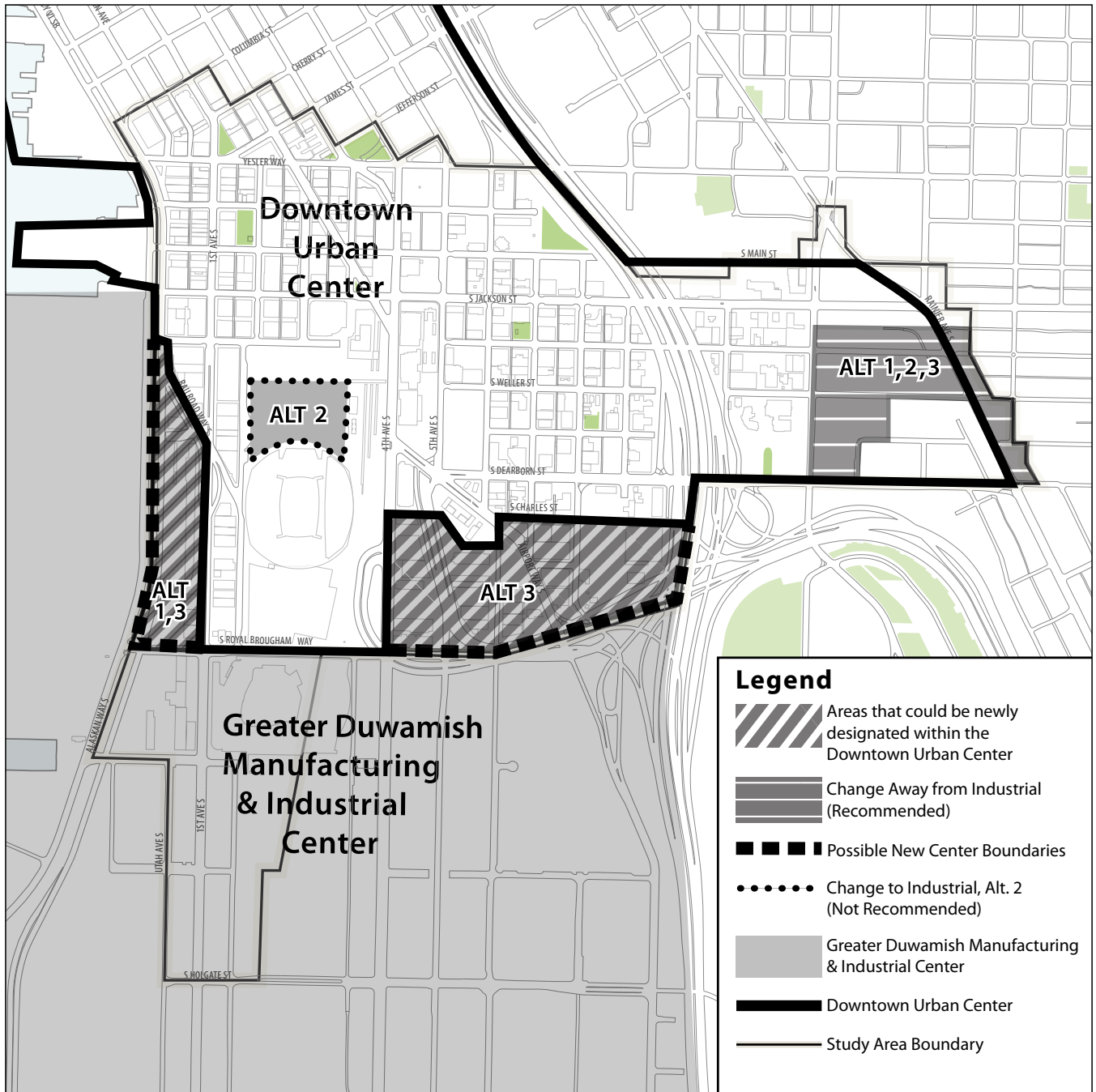


Figure A-2  
Summary Map of Alternative  
Changes to Comprehensive  
Plan Designations

## **LAND USE AND DEVELOPMENT PATTERNS**

This impact analysis discusses whether proposed land use and zoning under the alternatives would create conflicts due to the adjacency of zones and/or the future use and development patterns that could result from the zoning. This encompasses zoning principles such as impacts of more intensive zones on less intensive zones and similar concepts like transitions between zones. It also overlaps with the topic of compatibility, for which additional discussion is provided in the next section entitled “Land Use – Height, Bulk, Scale and Compatibility.”

In general, the range of changes proposed in Alternatives 1, 2 and 3 would in most cases increase overall development capabilities within and near the historic cores of Pioneer Square and Chinatown/I.D., including a swath of property east and west of the Qwest Field vicinity extending eastward to I-5. The range of changes in Alternatives 1, 2 and 3 would also increase the capacity to grow in Little Saigon, which functions as a second core of the Chinatown/I.D. neighborhood, east of Interstate 5. The following interprets potential adverse land use impacts of future development under the alternatives’ zone proposals.

### **Pioneer Square**

#### **Alternative 1, Pioneer Square**

Within the core of Pioneer Square under Alternative 1, the potential for significant adverse land use impacts is limited due to the protections afforded by the existing PSM zone and Special Review District regulatory oversight, and the targeted nature of the recommendations toward supporting future infill development only on vacant or non-historically-contributing properties. This should, over time, encourage infill development in Pioneer Square, with new buildings that could reach as high as 130 feet within the core of this historic neighborhood. No particular preference for uses on floors above street level is assumed in this alternative. If special review processes ensure that development is architecturally designed to fit in with the historic neighborhood setting and other land use requirements are met, this type of additional development may have a positive overall impact on the neighborhood through increased numbers of residents, expanded business activity, a better-activated street environment and fewer gaps in that environment. Similarly, the current rules guiding permissible land uses in the PSM zone would likely ensure that compatible uses occur, particularly at the street level.

#### ***Qwest Field north parking lot:***

Alternative 1 includes increased height limits in the PSM zone at the north parking lot of Qwest Field, to a maximum of 180 feet. It also includes floor-size restrictions and density limits that would influence overall distribution of building bulk, and other concepts that would encourage residential use. Future infill development in the north half of the north parking lot would likely consist of multifamily residential uses, retail commercial uses at ground floor, and other possible commercial uses such as hotel or office. These kinds of uses would fit into and extend the land use pattern of the Pioneer Square neighborhood without generating significant adverse land use or development pattern impacts. This conclusion is inferred due to expected conformance with Pioneer Square regulations, and a scarcity of land uses or activities that might generate significant adverse compatibility conflicts. The nearby athletic stadium and exhibition center are land uses that possess distinctive use and activity patterns, including numerous events and preparation (e.g. “staging”) for those events. However, these facilities and activities would not create significant adverse land use conflicts or incompatibilities with future possible development. Staging activity could continue to occur, even if off-street area available for staging is reduced by future development in the north half of the north parking lot. This conclusion is independent of the height, bulk and scale impact analysis, which is separately discussed in the next section of this chapter.

***“Over-tracks” property:***

Alternative 1 includes increased height limits in the PSM zone at the “over-tracks” property west of 4<sup>th</sup> Avenue S., to a maximum of 150 feet. Expected future development would increase overall density in this vicinity above a railroad corridor. This could provide enhanced pedestrian connectivity between the Pioneer Square and Chinatown/I.D. neighborhoods. It would be consistent with a growth planning approach that locates dense employment centers and mixed uses near a primary transit hub in Downtown. No significant adverse land use compatibility or development pattern impacts are identified. These conclusions are independent of the height, bulk and scale impact analysis, which is discussed in a different section in Chapter 3 and Appendix B.

***“Railroad gap” properties north of S. Jackson Street:***

Alternative 1 also includes increased height limits to 180 feet for residential-oriented structures on two half-blocks on the west side of 4<sup>th</sup> Avenue S. north of S. Jackson Street, over two “gaps” (e.g., with land below street level) created by the presence of rail right-of-way roughly 15 feet below street level. This would increase the density of future development in a taller building than would be possible under current zoning. Development in this location would increase the continuity of land uses in the transition area between the Pioneer Square and Chinatown/I.D. neighborhoods. Given this effect and the probable compatibility of the residential building with street-level commercial use, this proposal is not identified as a significant adverse impact on land use and development patterns. However, due to the historic district context and the contrast between the maximum height and nearby structures, the 180-foot maximum height is identified as a significant adverse height/bulk/scale impact. See the Land Use—Height, Bulk, Scale and Compatibility section in Chapter 3 and Appendix B for additional discussion.

Beyond 2030, further infill of the limited number of available properties in the neighborhood could occur. This would increase the number of newer buildings within the district.

**Alternative 2, Pioneer Square**

Within the core of Pioneer Square under Alternative 2, the potential for significant adverse land use impacts is limited due to the strength of the existing PSM zone and Special Review District regulatory oversight, and the height controls proposed in this alternative. Compared to Alternative 1, this Alternative 2 proposal increases the specificity of height controls, including but not limited to definition of an 85-foot maximum-height zone along a portion of 1<sup>st</sup> Avenue S. This is intended to allow for better tailoring of the zones to localized conditions.

Alternative 2 also assumes there would be conditions by which development on properties with non-historically-contributing uses could reach as high as 130 feet. Optionally, this alternative could encourage residential uses more than other types of uses on floors above street-level, throughout the core or only in a subset of it. This type of residential use preference over the long term could result in a Pioneer Square core or portion thereof that is more densely occupied with residents than would otherwise occur, which is interpreted as a positive impact on land use and development patterns. This outcome would depend upon whether the zoning prescriptions would provide sufficient incentive to develop new structures or rehabilitate existing buildings for primarily residential occupation. Overall, the potential for adverse land use and development pattern impacts in the core of Pioneer Square under Alternative 2 is similar to but somewhat less than Alternative 1, due to the increased ability to tailor zone boundaries and incorporate residential use preferences. Alternative 2 also has the potential for positive types of impacts from infill development, similar to those described under Alternative 1.

***Qwest Field north parking lot:***

Alternative 2 also includes increased height limits in the PSM zone for the north parking lot of Qwest Field, including a 150-foot height limit along S. King Street and a maximum of 240 feet further south on this property). It also includes floor-size restrictions, density limits and similar strategies that would influence overall distribution of building bulk, and other concepts that would encourage or require residential use. Floor size limitations would be expected to encourage “point towers” (buildings with towers that are relatively narrow in width) that could extend up to 240 feet. Conclusions regarding land use compatibility and lack of significant adverse land use impacts are similar to those for Alternative 1, and are independent of the height, bulk and scale impact analysis, which is discussed in Appendix B and the Land Use—Height, Bulk, Scale and Compatibility section of Chapter 3.

***“Over-tracks” properties:***

Alternative 2 includes increased height limits in the PSM zone at the “over-tracks” property west of 4<sup>th</sup> Avenue S., to a maximum of 180 feet. Expected future development would increase overall density in this vicinity above a railroad corridor, in a manner denser than under Alternative 1. Compared to Alternative 1, it would represent 60 additional feet of building height capability in a portion of the north parking lot, and 30 additional feet of building height capability over the railroad tracks. Similar to Alternative 1, this would provide enhanced pedestrian connectivity between the neighborhoods. It would also be consistent with a growth planning approach that locates dense employment centers and mixed uses near a primary transit hub in Downtown. No significant adverse land use compatibility or development pattern impacts are identified for this approach. These conclusions are independent of the height, bulk and scale impact analysis, which is separately discussed in the next section of this chapter.

***“Railroad gap” properties north of S. Jackson Street:***

For the two half-block “gap” areas over railroad right-of-way at the western edge of 4<sup>th</sup> Avenue S. north of S. Jackson Street, the Alternative 2 proposal would allow a 150-foot maximum height limit. Due to its lower maximum height limit, this would generate less potential for adverse height/bulk/scale impacts than Alternative 1 (see the Land Use—Height, Bulk, Scale and Compatibility section of Chapter 3 for additional discussion). However, due to the inclusion of the additional half-blocks to the west of the gap areas, existing historic structures including the Seattle Lighting building, the Union Hotel and a couple of other structures could be subject to increased pressure for future redevelopment. Given the sensitivity of the historic context, this is interpreted as a significant adverse land use impact. However, confining the 150-foot zoned height limit only to the railroad gap areas would likely be an effective mitigation strategy to avoid this significant impact.

Beyond 2030, the potential impacts of eventual buildout in this neighborhood would be similar to but with somewhat less potential for adverse impacts than Alternative 1.

**Alternative 3, Pioneer Square**

Within the core of Pioneer Square under Alternative 3, the potential for significant adverse land use impacts is limited due to the strength of the existing PSM zone and Special Review District regulatory oversight, and the height controls proposed in this alternative. Alternative 3 would maintain a 100-foot maximum height in the core PSM zone, while considering other optional regulatory strategies that could encourage building re-use and enhanced feasibility of infill development on non-historic-contributing properties. This approach could address how a building is developed or rehabilitated, but would not be expected to generate significant adverse impacts on neighborhood land use or development patterns, and has less potential for impacts than Alternatives 1 or 2.

***Qwest Field north parking lot:***

Regarding the north half of the north parking lot of Qwest Field, Alternative 3 would impose a maximum height limit of 150 feet with a limited set of density and bulk controls that would encourage a land use and development pattern with potential adverse impacts that are similar to but less than indicated for Alternatives 1 and 2. Future development would likely be arranged more compactly, in building forms that would be closest to present building bulk patterns in Pioneer Square. The dominant use in upper floors would most likely be residential, with commercial uses at ground floor arranged for maximum efficiency of space. Other commercial uses on upper floors are also assumed possible. These kinds of uses and new buildings would be able to fit into the land use pattern of the Pioneer Square neighborhood. Similar to conclusions for Alternatives 1 and 2, this would be an outcome not likely to generate significant adverse land use and development pattern impacts. This conclusion is independent of the height, bulk and scale impact analysis, which is separately discussed in the next section of this chapter.

***“Over-tracks” properties:***

Under Alternative 3, the proposed South Downtown Mixed (SDM) zone at the “over-tracks” property would allow an additional 1.5 FAR of density and 30 additional feet of building height compared to Alternative 1. This would increase overall density in this vicinity above a railroad corridor. A special review process, required for the SDM zone, would inform a number of site and building design parameters, resulting in an increased potential to achieve overall compatibility of future development with its immediate surroundings. Similar to Alternatives 1 and 2, this would provide enhanced pedestrian connectivity between the Pioneer Square and Chinatown/I.D. neighborhoods. It would also be consistent with a growth planning approach that locates dense employment centers and mixed uses near a primary transit hub in Downtown. No significant adverse land use impacts are identified for this approach. These conclusions are independent of the height, bulk and scale impact analysis, which is separately discussed in the next section of this chapter.

***“Railroad gap” properties north of S. Jackson Street:***

For the two half-block “gap” areas at the western edge of 4<sup>th</sup> Avenue S. north of S. Jackson Street, no change is proposed, with no potential for significant adverse impacts.

Beyond 2030, the potential impacts of eventual buildout in this neighborhood would be similar to but with somewhat less potential for adverse impacts than Alternative 1.

**Alternative 4, Pioneer Square – No Action**

Under the No Action Alternative, no land use impacts would occur. Gradual infill development over the ensuing decades would be expected, with existing rules and Special Review District development review continuing to define the mix of land uses and the architectural and exterior qualities of future development. This would tend to maintain the existing character of the neighborhood with minimal potential for significant adverse changes. However, it would also possibly reduce the likelihood of desirable development that would contribute to the neighborhood’s character.

**Chinatown/Japantown, West of I-5**

**Alternative 1, Chinatown/Japantown**

Under Alternative 1, the Japantown vicinity and the southern portion of the Chinatown core (portions outside the National Register Historic District) would likely experience infill development, consisting of relatively tall new residential buildings up to 240 feet tall in Japantown, and predominantly residential buildings up to 125 feet tall in the Chinatown core. In both areas, infill is most likely to occur on existing properties used for parking lots, although some demolition of general commercial buildings could occur

in the Chinatown core south of S. Weller Street, and in Japantown along 4<sup>th</sup> and 5<sup>th</sup> Avenues. This probable infill development would likely increase density and alter the existing land use pattern of these vicinities, contributing to a denser clustering of residents in this vicinity which is part of the historic Chinatown/I.D. neighborhood and is near the Downtown office core.

In Chinatown, the optional inclusion of residential uses as a permissible street-level use south of S. Weller Street, possibly in the form of “townhouse-style” units with individual entrances, would also contribute to increased residential densities and a residentially-oriented street environment, in contrast to the “commercial core” environment in the balance of the Chinatown core that emphasizes a mix of commercial, institutional and private association uses. Choosing a preference between a more residential-oriented or commercial-oriented streetscape will appreciably affect the future character of the Chinatown core south of S. Weller Street. However, making a choice to emphasize either type of street environment is not anticipated to generate significant adverse land use impacts because either pattern would not negatively affect land use patterns or create significant incompatibilities with the rest of the historic core.

The anticipated growth and development trends under Alternative 1 should result in net positive land use impacts on the neighborhood through increased numbers of residents and expanded business activity in proximity to Downtown and transit systems, and a more activated street environment. See the other sections in Chapter 3 on Land Use—Height, Bulk, Scale, Compatibility, Economic and Business Impacts, Historic and Cultural Preservation, Population, Employment, and Housing for additional impact analysis.

Future development under Alternative 1 would not likely generate significant adverse land use or development pattern impacts on the Japantown or Chinatown vicinities. It is noted that an Alternative 1 rezone to IDM may be a less preferable choice for properties abutting the west side of 6<sup>th</sup> Avenue S., because steep topography could discourage the viability of street-level commercial uses, and an IDM zone may be less compatible than the IDR zone with the existing residential character in this hillside vicinity. This is not identified as a significant adverse land use impact, but is a reason why other zones, such as those included in Alternative 2, would likely be preferable.

Beyond 2030, additional infill development would likely continue to occur gradually on remaining available properties, increasing the density of use and activity levels. This would continue trends that are interpreted as having net positive land use impacts in this neighborhood.

### **Alternative 2, Chinatown/Japantown**

Under Alternative 2, future infill mixed-use development would result in residential and commercial growth and increased residential densities in Japantown and Chinatown, in a manner similar to Alternative 1, but at lower densities in the Japantown vicinity.

In Japantown, the Alternative 2 proposal for a 180-foot height limit would reduce the maximum residential densities possible in this vicinity, compared to Alternative 1. Also, zoning boundaries would retain properties abutting 6th Avenue just south of Yesler Way in the IDR zone with a 180-foot height limit, recognizing a more residentially-oriented character on the hill portion of Japantown. None of these outcomes are interpreted as generating significant adverse land use impacts, and would support the net positive impacts that could occur with increased residential occupation in this area. See the Land Use—Height, Bulk, Scale and Compatibility section in Chapter 3 for further discussion of impacts.

In Chinatown, the Alternative 2 proposal for a 125-foot height limit south of S. Weller Street would be the same as proposed under Alternative 1, with impacts the same as indicated for Alternative 1. The option of continuing to require non-residential uses at street level would avoid adverse impacts because it

would encourage an extension of the current street-level use character with future development, as is the intent of existing land use regulations.

In Chinatown, one difference between Alternative 1 and 2 proposals is the extension of a 125-foot height limit to the block bounded by 5<sup>th</sup> and 6<sup>th</sup> Avenues S., S. Weller Street to the south and S. King Street to the north. This block is developed in a low-density pattern, with the Publix Hotel on 5<sup>th</sup> Avenue S. the largest building. The Publix Hotel is located within the National Register Historic District, but other structures and property on this block are not within that district. The proposed higher height limit under Alternative 2 would likely encourage a denser development pattern to occur on this block, infilling in a manner that could provide a larger total floor area of uses on the block and could complement the primarily commercial character of S. King Street and 6<sup>th</sup> Avenue S. It would, however, also increase the potential scale of development in this immediate vicinity, which has existing buildings ranging from approximately 10 to 85 feet. This proposal would overlap the IDM 75'/125' zone with the National Register Historic District at the Publix Hotel property, which would not occur under Alternatives 1 or 3. Due to the combination of increased development scale and sensitivity to maintaining compatibility of development character within and adjacent to the National Register Historic District, the extension of a 125-foot height limit to this particular block adjacent to S. King Street could result in significant adverse height/bulk/scale impacts. This does not mean that height limits to 125 feet cannot be adopted for this block. However, mitigation strategies should be implemented to further influence the height, bulk and scale of future development. See the Land Use—Height, Bulk, Scale and Compatibility section in Chapter 3 and Appendix B.

Beyond 2030, the potential adverse impacts of eventual buildout in this neighborhood would be similar to but somewhat less than those described for Alternative 1.

### **Alternative 3, Chinatown/Japantown**

Future development under Alternative 3 would not be likely to generate significant adverse land use or development pattern impacts on the Japantown or Chinatown vicinities. Alternative 3 does not include zone changes in the Chinatown core (see Alternative 4 discussion below for future likely development pattern). Potential future development capacity in Japantown and the associated land use implications would be similar to findings for Alternative 2. See the Land Use—Height, Bulk, Scale and Compatibility and Economic and Business Impacts sections in Chapter 3 for further discussion of impacts.

Beyond 2030, the potential adverse impacts of eventual buildout in this neighborhood would be similar to those described for Alternative 1.

### **Alternative 4, Chinatown/Japantown – No Action**

Under the No Action Alternative, no land use or zoning-related impacts would occur. A continuing trend of infill development is expected, possibly at a faster rate than in Pioneer Square. With the retained zoning height maximums of 85 feet in the Chinatown core and 120 feet in parts of Japantown, a somewhat lower density of residential and commercial uses would occur than under Alternatives 1, 2 and 3. This may result in a development pattern similar to the character of recent building construction in Chinatown south of S. Weller Street and in Japantown. The likely character of such development would have a multifamily/mixed use emphasis, serving a mix of households at different income levels, in woodframe-construction buildings to a height of about 65-85 feet that may favor exterior materials of wood, stucco, concrete and some incorporation of brick into façades. Existing land use and zoning rules and Special Review District review would positively influence the architectural and exterior qualities of future development toward maintaining general compatibility with the existing district character. However, there also could be a continuation of an observed trend toward use of economical materials and

more contemporary architectural interpretations that could over time adversely influence the visual qualities and historic character of Chinatown and Japantown. Projections of additional growth in new buildings to the year 2030 are summarized in the Chapter 3 Population and Employment section.

## **Little Saigon**

### **Alternative 1, Little Saigon**

Under Alternative 1, the combination of a proposed IDM zone west of 12<sup>th</sup> Avenue S. and Neighborhood Commercial 3 zoning (NC3-85' and NC3-65') east of 12<sup>th</sup> Avenue S. would influence future land use and development. West of 12<sup>th</sup> Avenue S. the IDM 75'/85' zoning comparable to the Chinatown core could increase the potential for future development of mixed-use structures, which would most likely occur in woodframe construction. Resulting architectural character probably would be similar to that demonstrated by newer buildings in the Chinatown core. At street level, future uses would be limited to the range of uses and sizes of street-level uses indicated by the IDM 75'/85' zone.

Future development could contribute to the evolution of this vicinity away from its current use mix that includes heavier commercial and industrial uses. While these trends can be interpreted as having net positive impacts on the livability of the Little Saigon vicinity, they can also be interpreted as adversely affecting the long-term availability of the existing commercial retail structures for small businesses that have emerged along the Jackson Street retail corridor. Please see the Land Use—Economic and Business Impacts section of Chapter 3 and Appendix C for further discussion of impacts.

East of 12<sup>th</sup> Avenue S., proposed rezones to NC3 zones could encourage future development along the S. Jackson Street and Rainier Avenue S. corridors, but the changes north of S. Jackson Street (from C to NC3 without an increase in zoned height) would be relatively modest, so they may not appreciably alter these properties' attractiveness for future development. This may encourage a long-term retention of the S. Jackson Street vicinity in commercial retail uses. In other areas accessed by S. King and S. Weller Streets, the rezone from IC to NC3-85' could contribute to future development that would establish a mixed-use development pattern with commercial uses at ground floor and residential uses above, and possibly some stand-alone commercial uses. Similar to the area west of 12<sup>th</sup> Avenue S., this trend can be interpreted as having net positive land use impacts on the Little Saigon vicinity, but it also can be interpreted as adversely affecting the long-term availability of existing commercial properties and structures for retail, warehouse, industrial and similar mix of businesses in this vicinity. The proposed Dearborn Street project at the Goodwill property would be accommodated under this alternative's zoning. Please see the Land Use—Economic and Business Impacts section of Chapter 3 and Appendix C for further discussion of impacts. Also see the Land Use—Height, Bulk, Scale and Compatibility section later in Chapter 3 and Appendix B.

East of Rainier Avenue S. (within the Jackson Place neighborhood), the proposed NC3 65' zones would replace primarily an Industrial Commercial 65' zone and a limited amount of Commercial 1, Commercial 2 and Lowrise 2 zones. This would be a favorable change for the sake of transition and compatibility of uses in this well-defined commercial corridor that quickly transitions to low-density residential uses uphill to the east. It would still accommodate a wide range of commercial uses but would also accommodate residential/mixed-use developments that could provide a more activated environment along this part of the Rainier Avenue S. commercial corridor. It would also update and eliminate certain zones small in area that may have had a relationship to past structures but do not relate well to current conditions. These changes are interpreted to have net positive land use and zoning impacts. No significant adverse land use impacts are identified.

Beyond 2030, several properties in this vicinity would likely remain in their current uses or could be subject to future pressures to redevelop, depending upon the strength of demand for development in this vicinity.

### **Alternative 2, Little Saigon**

Alternative 2 includes rezones in this vicinity to a combination of Downtown Mixed Commercial zones (DMC) along S. Jackson and S. Dearborn Streets, and Downtown Mixed Residential zones (DMR/R) along S. King and S. Weller Streets. Height limits would be retained at 65 feet along S. Jackson Street, rise to 85 feet and 125 feet along S. Dearborn Street, and rise to 125 feet for residential-oriented uses along S. King and S. Weller Streets in the DMR/R zones. This Alternative 2 zoning pattern is intended to encourage relatively dense residential/mixed-use development through the heart of Little Saigon, while retaining a commercial retail function along S. Jackson Street and a somewhat intensified commercial use pattern along S. Dearborn Street. Overall impacts of projected future new development to year 2030 under Alternative 2 would be relatively similar to those under Alternative 1. However, property valuations could increase for properties along S. King, S. Weller and S. Dearborn Streets (and possibly along S. Jackson Street). This might result in two trends: an increased likelihood that future development would consist of residential/mixed use development up to 125 feet in height; and a possible retention of land in current uses until property owners perceive a market for mixed-use re-development. Much would depend upon the strength of demand for mixed-use development in this particular area. Please see the Land Use—Economic and Business Impacts section of Chapter 3 and Appendix C for further discussion.

As noted in the Chapter 3 Land Use—Height, Bulk, Scale and Compatibility section and Appendix B to the DEIS, the proposed DMR/R zoning with recommended bulk controls is not expected to generate significant adverse height/bulk/scale impacts. Similar to Alternative 1, Alternative 2 may adversely affect the long-term availability of the existing commercial retail structures and properties for small businesses. Please see the Land Use—Economic and Business Impacts section of Chapter 3 and Appendix C for further discussion of business impacts.

East of Rainier Avenue S. (in Jackson Place), the Alternative 2 rezones and identified land use implications would be the same as identified for Alternative 1. No significant adverse land use impacts are identified.

Beyond 2030, several redevelopable properties would likely still remain. Future growth could continue a trend of redevelopment favoring mixed-use development through the center of the vicinity and commercial uses along the main arterials of S. Jackson Street, S. Dearborn Street and Rainier Avenue S. This would gradually increase the density of use and overall activity levels.

### **Alternative 3, Little Saigon**

Alternative 3 proposes a rezone of the entire Little Saigon vicinity to NC3-85' except for properties east of Rainier Avenue S and other segments along Boren Avenue S., which would be rezoned to NC3-65'. This would place most of the properties in Little Saigon on an equal footing with respect to future development potential. For the properties rezoned to NC3-85', this alternative would establish a zoning pattern that is somewhat increased in development potential compared to the existing condition but would not favor one kind of use over another or one geographic location over another for future development. This could provide the greatest flexibility for market forces and the choices of property owners to determine the future land use and development patterns of this area. While this alternative could encourage a residential/mixed use development, it is possible this would occur only in a portion of Little Saigon by the year 2030. Also see the Land Use—Height, Bulk and Scale section later in Chapter 3.

East of Rainier Avenue S. (in Jackson Place), the Alternative 3 rezones and identified land use implications would be the same as identified for Alternative 1. No significant adverse land use impacts are identified.

Beyond 2030, several redevelopable properties would likely remain. Future growth could continue a trend of redevelopment favoring residential/mixed use development, with some uncertainty about where the clustering of this development would occur. This would gradually increase the density of use and overall activity levels.

#### **Alternative 4, Little Saigon – No Action**

Under the No Action Alternative, no zoning-related impacts would occur. In the absence of zoning changes, the majority of Little Saigon would probably retain its current character—a mixture of retail commercial and service uses in its center with a broad mix of general commercial and warehouse uses in other parts of the vicinity. There could be a continued slow trend toward larger-scaled infill commercial development, with a slight probability for a different trend toward residential or mixed-use development, primarily in the vicinity between I-5 and 12<sup>th</sup> Avenue S. East of Rainier Avenue S., the Industrial Commercial zoning assumed to be retained would continue to prohibit residential uses.

#### **South-of-Dearborn**

##### **Alternative 1, South-of-Dearborn**

Under Alternative 1, the combination of proposed Industrial Commercial (IC) and International District Mixed (IDM) zones, both to 125 feet, would have varied implications for future land use and development. While an industrial zone designation would be retained in much of this area, the IC zone would alter the probable future use pattern toward a more intensive mix of structures more likely to be taller and intended for primarily commercial/office uses. Properties within the IDM zoned vicinity in the first block south of S. Dearborn Street could develop either as commercial or as mixed-use structures including housing. The long-term status of the City's Charles Street Yards would be a factor in determining the vicinity's overall acreage available for development and prospects for future development. The planned development of an automobile dealership on two blocks in the heart of this vicinity will also influence the perceived developability and functions served.

Areas along 6<sup>th</sup> Avenue S. and 4<sup>th</sup> Avenue S. would most likely experience infill commercial office development up to 125 feet on a few sites in the next 25 years, as long as such development is perceived to be financially feasible. This would increase the density of uses and activity levels in this area, and probably lead to displacement of several existing businesses, a trend which appears to be already underway. The reuse of the former INS Building is another probable occurrence that could influence future trends toward redevelopment. None of these outcomes are identified in this EIS as generating significant adverse land use and development pattern impacts. This is due to the retention of Industrial zoning and the relatively low potential for conflicting land uses in this vicinity due to existing manmade features (e.g., Interstate 90 ramps), natural topographical "edge" conditions and the prevailing surrounding land use patterns. However, please also see the evaluation of height, bulk, scale and compatibility impacts in Chapter 3 and Appendix B. Beyond 2030, probable availability of properties for future development would likely accommodate a trend toward further infill development of commercial uses.

##### **Alternative 2, South-of-Dearborn**

Under Alternative 2, the proposed IC zoning with a height limit up to 160 feet would likely result in commercial office-oriented land use and development trends similar to Alternative 1, but with greater

overall density of development and activity levels. Projected future development in the 6<sup>th</sup> Avenue S. vicinity to 2030 includes a small number of buildings up to 160 feet in height that would be more likely to displace existing uses than Alternative 1 zoning. The planned two-block auto dealership is also assumed. Similar to Alternative 1, none of these outcomes are identified in this EIS as generating significant adverse land use and development pattern impacts. This is due to the retention of Industrial zoning and the relatively low potential for conflicting land uses in this vicinity due to natural and manmade “edge” conditions and the prevailing surrounding land use patterns. However, please also see the evaluation of height, bulk, scale and compatibility impacts topics in Chapter 3 and Appendix B. Beyond 2030, fewer properties may be available for redevelopment in this vicinity than under Alternative 1.

### **Alternative 3, South-of-Dearborn**

Under Alternative 3, proposed “South Downtown Mixed” (SDM) zoning could result in future development up to 160 feet in height that would likely include residential and commercial office uses concentrated along 6<sup>th</sup> Avenue S. The planned two-block auto dealership near Airport Way S. is also assumed to be present. In this area, Alternative 3 could achieve the greatest overall density of development and activity levels among the EIS alternatives. Due to the emphasis of SDM zoning on achieving enhanced public spaces and amenities, the overall urban design quality of sidewalks and outdoor areas could be higher than under other alternatives, potentially helping to establish a more pedestrian-friendly identity for this vicinity and improved connections to the Chinatown core to the north. As noted under Alternative 1, the status of the Charles Street Yards would make a difference in determining the overall acreage available for development and the area’s prospects for future development as a mixed-use environment. Beyond 2030, property availability for redevelopment in this vicinity would be similar to that under Alternative 2.

A choice by City decisionmakers to move this vicinity into the Downtown Urban Center and out of the Manufacturing and Industrial Center would represent a significant shift in the preferred land use pattern expressed in the Comprehensive Plan. However, the predicted land use and development patterns identified in this EIS are not likely to generate significant adverse impacts. Several trends have the potential for net positive effects on land use and development patterns, through evolution of an enhanced mixed use district adjacent to Chinatown/I.D. Adverse impacts would include increased proximity of residents to the City’s Charles Street Yards and a potential increase in noise complaints due to that facility’s operations, and increased density of non-industrial uses along freight routes in that immediate vicinity. These are interpreted as adverse but not significant adverse land use impacts. Other potential for land use conflicts with industrial areas to the south is already mitigated by existing manmade and topographical edge conditions and the predominant presence of low-density transit base uses nearby to the south—meaning a low potential for industrial land use-related conflicts. Please also see the evaluation of height, bulk, scale and compatibility impacts topics in Chapter 3 and Appendix B to the DEIS.

### **Alternative 4, South-of-Dearborn – No Action**

Under the No Action Alternative, no zoning-related impacts would occur. In the absence of zoning changes, this vicinity could continue to experience a trend away from small-scale commercial and industrial uses, toward denser commercial uses. A planned automobile dealership on two blocks is assumed, as is reuse of the former INS Building. This could encourage additional gradual infill of commercial uses over time, but likely at densities lower than under other alternatives. Beyond 2030, this vicinity could still have properties available for additional future development.

## **Stadium Area**

### **Alternative 1, Stadium Area**

The Stadium Area's zoning (including the Stadium Transition Area Overlay) establishes it as a transitional area where both industrial and commercial uses are accommodated. A choice by City decisionmakers to move this vicinity into the Downtown Urban Center and out of the Manufacturing and Industrial Center would represent a significant shift in the Comprehensive Plan's preferred land use pattern. This action would not in itself generate significant adverse land use impacts, given the transitional nature of the area and its proximity to Downtown.

Under Alternative 1, the expected future land use and development patterns could be altered. Alternative 1 zoning would accommodate residential uses in taller, denser buildings in the northern portion of the WOSCA property, north of approximately S. Dearborn Street if extended, where they are not currently allowed. It would allow taller, denser commercial buildings (to 100 feet in height) in the balance of the WOSCA property. It would also accommodate taller (although not denser) future development over the railroad tracks just east of Qwest Field in the 4<sup>th</sup> Avenue S. corridor north of S. Royal Brougham Way. This zoning would likely encourage future infill development along the west side of 1<sup>st</sup> Avenue S., and both sides of 4<sup>th</sup> Avenue S. Please see the Land Use—Height, Bulk, Scale and Compatibility section in Chapter 3 and Appendix B for further discussion.

The potential for residential uses on the WOSCA property as a consequence of the Alternative 1 zoning would generate a probable significant adverse compatibility-related impact, due to the proximity of these uses to Port facilities to the west. These facilities, which are essential to the regional economy, generate activities at any time of day and lighting levels that could adversely affect residential uses. Conversely, residential uses could be disruptive to Port activity through potential complaints and litigation by residents on spillover impacts from Port activity. The primary strategies for avoiding such impacts under Alternative 1 would be to either prohibit residential uses in the relevant zone, or constrict their location and orientation to shield them from adverse exposure to Port facilities.

The SDM zone would include a special review process that would positively influence characteristics such as the layout of buildings, public spaces and access to/from large properties. This would encourage land use patterns to be compatible with adjacent streets and properties, compared to other zoning options.

Within the IC-zoned area that includes 4<sup>th</sup> Avenue S. under Alternative 1, potential future development of commercial uses on the east side of Qwest Field (west side of 4<sup>th</sup> Avenue S.) over railroad tracks would extend the commercial character of land uses in this vicinity at the edge of the Downtown Urban Center. On the east side of 4<sup>th</sup> Avenue S., a rezone from IG2 to IC would increase the probability of commercial office uses and the probable commercial density of use in that vicinity just outside the Downtown Urban Center. Within the context of the Greater Duwamish MIC, the change affecting the east side of 4<sup>th</sup> Avenue S. is interpreted to be an "adverse" land use impact but not a "significant adverse" impact. It would diminish the probability of future industrial uses, even as it retained the vicinity in an Industrial zone.

With assumed future development in the north half of the Qwest Field north parking lot, new residential/mixed-use buildings would be present adjacent to the remaining parking lot and plaza adjacent to the stadium. The stadium/event center-related activities in this area include not only event parking but also periodic activities related to staging of trade shows and other events, resulting in intermittent movement of materials, vehicles and equipment into and out of that vicinity according to event schedules. No significant adverse land use impacts are identified due to these adjacencies. Existing practices, plus the availability of various areas around the Qwest Field complex (including streets), suggest an ability for

staging activities to be conducted effectively without significant disruption from future possible uses and occupants directly to the north. Other use-related topics, such as ensuring desired amounts of parking in the north parking lot vicinity or defining how the edges of new buildings would meet the adjacent parking lot can be resolved through site-specific design processes and, possibly, agreements among the property owners. These would not generate significant adverse land use impacts. See the Land Use—Height, Bulk, Scale and Compatibility section in Chapter 3 and Appendix B for further discussion.

On the “Pyramid Brewery block” (located between S. Royal Brougham Way, 1<sup>st</sup> Avenue S., S. Atlantic Street and railroad right-of-way), the Alternative 1 proposal to increase the height limit from 65 feet to 85 feet would accommodate taller forms of future development, but would not increase the permissible density of development. Please see the Land Use—Height, Bulk, Scale and Compatibility section in Chapter 3 and Appendix B for further discussion of height/bulk/scale impacts.

In portions of the study area south of S. Atlantic Street, retention in IC zoning and Stadium Area Overlay District at the current height limit of 85 feet means there is no change in the expected land use and development pattern and no associated potential for significant adverse land use impacts.

Through 2030, projected growth includes the WOSCA property, the Home Plate Parking property (the block at the southwest corner of 1<sup>st</sup> Avenue S./S. Atlantic Street), north half of the Qwest Field north parking lot, the “over-tracks” property and possibly other properties along 1<sup>st</sup> Avenue S. Beyond 2030, continuation of redevelopment or infill development trends could occur. This could result in a gradual increase in intensity of land use in the Stadium Transition Area and gradual replacement of current industrial uses with commercial uses, some oriented toward athletic stadium users and some toward commercial or office uses.

### **Alternative 2, Stadium Area**

Under Alternative 2, an emphasis on infill commercial uses toward the eastern part of the study area would result in a lesser potential for change in the height and density of development along the 1<sup>st</sup> Avenue S. corridor than under Alternative 1, and a greater potential for intensified height and density along the 4<sup>th</sup> Avenue S. corridor and in the north parking lot of Qwest Field. Alternative 2’s proposal for IC zoning in all locations south of Pioneer Square is compatible with existing zoning patterns at the northern edge of the Manufacturing & Industrial Center.

Along the west side of 1<sup>st</sup> Avenue S. in the northern two-thirds of the WOSCA property, height limits would be raised to 85 and 100 feet but the IC zone would be retained with no increase in the permissible density of development. No significant adverse land use impacts would be associated with these changes (please also see the Land Use—Height, Bulk, Scale and Compatibility section in Chapter 3 and Appendix B for discussion of height/bulk/scale impacts).

At the Qwest Field north parking lot under Alternative 2, no significant adverse land use impacts are identified due to the adjacencies of PSM zoning with a 240-foot maximum height limit and a possible IC-zoned parking/staging area in the south half of the north parking lot. Existing practices, plus the availability of spaces around the Qwest Field complex (including streets), suggest that staging activities can be conducted effectively without significant disruption from future uses and occupants directly to the north. Other use-related issues, such as ensuring adequate parking in the north parking lot or defining how the edges of new buildings would meet the adjacent parking lot can be resolved through site-specific design processes and, possibly, agreements among the property owners. These would not generate significant adverse land use impacts. See the Land Use—Height, Bulk, Scale and Compatibility section in Chapter 3 and Appendix B for further discussion of height/bulk/scale impacts.

Alternative 2 would avoid the potentially significant adverse land use conflicts described for residential uses on the west side of 1<sup>st</sup> Avenue S. in Alternative 1. On the “Pyramid Brewery block” and the southern one-third of the WOSCA property, the proposed retention of IC 65’ zoning and no increase in density allowances would mean there is no associated potential for significant adverse land use or development pattern impacts.

Under Alternative 2, the potential for increased commercial density of use and building height along the 4<sup>th</sup> Avenue S. corridor would be relatively greater than under Alternative 1, due to increased height limits and density limits. On property over or near the railroad tracks (west of 4<sup>th</sup> Avenue S.), the combination of 180- and 240-foot height limits might result in the location of greater building bulk toward the vicinity south of Airport Way. On properties east of 4<sup>th</sup> Avenue S., the IC zone with a height limit of 160 feet additionally could encourage development that is relatively denser than would occur under Alternative 1 zoning. Similar to Alternative 1, within the context of the Greater Duwamish MIC this change is interpreted to be an “adverse” land use impact but not a “significant adverse” impact. It would diminish the probability of future industrial uses, even though the industrial zone would be retained.

In portions of the study area south of S. Atlantic Street, retention of IC zoning and the Stadium Area Overlay District at the current height limit of 85 feet means there is no change in the expected land use and development pattern and no associated potential for significant adverse land use impacts.

Through 2030, projected growth includes development at the WOSCA property, the Home Plate Parking property and possibly other properties along 1<sup>st</sup> Avenue S., similar to Alternative 1. However, the building heights on the WOSCA property would be lower than under Alternative 1, tailored to the 65-, 85- and 100-foot height limits prescribed in Alternative 2. Beyond 2030, continuation of redevelopment or infill development trends could occur.

### **Alternative 3, Stadium Area**

A choice by City decisionmakers to move this vicinity into the Downtown Urban Center and out of the Manufacturing and Industrial Center would represent a significant shift in the preferred land use pattern expressed in the Comprehensive Plan. This action would not in itself generate significant adverse land use impacts, given the transitional nature of the area and its proximity to Downtown.

Similar to Alternative 1, the potential for residential uses on the WOSCA property as a consequence of the Alternative 3 zoning would generate a probable significant adverse compatibility-related impact, due to the proximity of these uses to Port facilities to the west. The primary strategies for avoiding such impacts under Alternative 3 would be to either prohibit residential uses in the relevant zone, or constrict their location and orientation to shield them from adverse exposure to Port facilities.

Under Alternative 3, an emphasis on balancing possible infill commercial development across the study area would result in:

- a somewhat lower potential for change in the height and density of development along the 1<sup>st</sup> Avenue S. corridor than under Alternative 1,
- a possibly more compact area of intensified development along 4<sup>th</sup> Avenue S. than under Alternative 1, and
- a possibly more compact building form in the north parking lot of Qwest Field, limited to 150 feet maximum height, which would be 30 feet lower in maximum height than Alternative 1.

For both the WOSCA property and the northern approximate two-thirds of the “over-tracks” property, the Alternative 3 zoning proposal is for SDM zoning, which would include a special review process that would positively influence the layout of buildings, public spaces and access to/from large properties. Also, properties on the east side of 4<sup>th</sup> Avenue S. would be included in an SDM zone with a 160-foot height limit. This SDM zone would encourage land use patterns compatible with adjacent streets and properties, compared to other zoning options.

Regarding properties on both sides of the 4<sup>th</sup> Avenue S. corridor, Alternative 3 rezones would extend and intensify the commercial character of land uses in this vicinity. Compared to Alternative 1, the higher zoned height limit and somewhat larger area rezoned to South Downtown Mixed (SDM) could result in a greater concentration of future development over the railroad tracks.

Similarly, a rezone to SDM east of 4<sup>th</sup> Avenue S. (which includes the entire south-of-Dearborn vicinity) would increase the probable density of future commercial use of this vicinity and would also introduce the possibility of new residential development as well. This type of change would be the result of a conscious choice by decision-makers to alter the future land use designations in this vicinity away from industrial uses and toward a mix of uses. This would represent a significant change from the land use patterns advocated by the Greater Duwamish MIC Plan. However, staff’s analysis concludes that no significant adverse land use conflicts or compatibility impacts are identified for this Alternative 3 proposal, due to:

- the natural and manmade “edge” conditions in this vicinity that buffer this vicinity from the rest of the Greater Duwamish MIC;
- the scarcity of substantive conflicts with surrounding land uses; and
- the ability to accommodate development without probable significant impairments to freight and general traffic in the south-of-Dearborn vicinity.

Similar to Alternative 1, no significant adverse land use impacts are identified due to adjacencies of PSM zoning with up to a 150-foot maximum height limit and the probable continued parking/staging area in the south half of the Qwest Field north parking lot.

On the “Pyramid Brewery block” (located between Royal Brougham Way, 1<sup>st</sup> Avenue S., S. Atlantic Street and railroad right-of-way), no significant adverse land use/development pattern impacts are identified—the same as Alternative 1, because the proposal is the same. It would increase the height limit from 65 feet to 85 feet, accommodating taller forms of future development, but not increasing the permissible density of development. Please see the Land Use—Height, Bulk, Scale and Compatibility section in Chapter 3 and Appendix B for further discussion.

In portions of the study area south of S. Atlantic Street, retention of IC zoning and the Stadium Area Overlay District at the current height limit of 85 feet avoids the potential for significant adverse impacts, except for one land use proposal included in Alternative 3—a change that would accommodate hotel (lodging) as a permissible use in newly-developed structures in the Stadium Area Overlay District. This use had been contemplated during the adoption of the Greater Duwamish MIC plan, but was eliminated during the adoption process for that plan. Hotels likely would be perceived as a viable land use for future development, which could contribute to an increased pace of redevelopment of the Stadium Area Overlay District with hotel and other commercial uses. Also, hotels could be relatively incompatible with industrial uses in this vicinity, as well as the area’s function as a transportation crossroads for freight, event and commuter traffic, and relatively high noise levels generated by rail systems and other activities. Alternative 3’s inclusion of hotels as a permissible use in the Stadium Area Overlay District would therefore represent a probable significant adverse compatibility-related impact.

Through 2030, projected growth would likely include the WOSCA property, Home Plate Parking property, the north half of the Qwest Field north parking lot, the “over-tracks” property and possibly other properties along 1<sup>st</sup> Avenue S. Comparatively, this development could be somewhat lesser on the WOSCA property and somewhat greater on the “over-tracks” property than projected under Alternative 1.

#### **Alternative 4, Stadium Area – No Action**

Under the No Action Alternative, no zone changes would occur and no zoning-related impacts would occur. In the absence of zoning changes, this vicinity could experience a gradual trend toward increased commercial development and reduced presence of industrial uses. This might include development on larger parcels such as the WOSCA property, but existing low-density use patterns might otherwise continue on such parcels indefinitely. Construction staging demands for SR 99 highway construction could mean an occupation of some parcels for several years. In the projected growth scenario to 2030 for Alternative 4, the planned commercial building on the Home Plate Parking property is assumed to be built as well as possibly other new commercial buildings. The development in the north parking lot of Qwest Field is also anticipated to occur in this Alternative. Please also see the Land Use—Height, Bulk, Scale and Compatibility section in Chapter 3 and Appendix B.

### ***MITIGATION STRATEGIES***

#### **Alternatives 1 and 3**

##### **Stadium Area**

- Significant adverse land use impacts generated by the potential location of residential uses west of 1<sup>st</sup> Avenue S. could be mitigated by strictly limiting the location and orientation of residential uses such that they are effectively screened from exposure to significant light/noise impacts from Port facilities to the west, and/or constructed using materials and construction techniques that will ensure adequate attenuation of noise.

#### **Alternative 2**

##### **Pioneer Square**

- Confining a proposed 150-foot zoned height limit only to the “railroad gap” properties on the west side of 4<sup>th</sup> Avenue S. north of S. Jackson Street would avoid increasing development pressures on other historic-contributing properties just to the west in the 3<sup>rd</sup> Avenue corridor.

#### **Alternative 2**

##### **Chinatown/I.D.**

- See the mitigation strategy proposed in Chapter 3 of the Draft EIS with respect to height, bulk and scale impacts at the block bounded by 5<sup>th</sup> and 6<sup>th</sup> Avenues S. and S. King and S. Weller Streets.

#### **Alternative 3**

##### **Stadium Area**

- If lodging uses are allowed in locations south of S. Royal Brougham Way in the study area, additional controls should be identified to maintain compatibility with existing industrial uses in

the affected area, minimize impacts to on-street traffic flows and minimize exposure to significant noise sources including rail yards, railroad tracks, highways and port facilities.

***SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS***

With implementation of mitigation strategies to address the identified significant adverse land use impacts for the alternatives, no significant unavoidable adverse impacts are expected to occur.