

23RD AVENUE ACTION PLAN (UNION-CHERRY-JACKSON)

# Urban Design Framework



*Draft*



Department of Planning and Development  
September, 2014

# Acknowledgements

Everyone in the community has participated in this process to turn passion into action.

**23rd Ave Advisory Core Team (ACT) Members** who work together to hold the Central Area vision and ensure that the project planning and implementation reflect the voices and balanced interests of the community

Adam Edwards

Adrienne Bailey

Alan Savitt

Amanda Bryan (Former)

Ann Suter

Brendan Patrick (Former)

Cappy Kotz (Former)

Danyale Thomas Ross (Former)

Dan Sanchez

David Harris

Earl Lancaster (Former)

Eleazar Juarez-Diaz

Evelyn Allen (Former)

Harlan Chinn Ian Eisenberg

Hugh Bangassar

Jocquelyn Duncan (Former)

Jonathan Konkol

Karen Estevenin

Kathryn Keller (Former)

Lois Martin

Margo Jones

Messeret Habeti

Robert Stephens, Jr.

Sharlimar Gonzales

Wyking Garrett

Zithri Ahmed Saleem

## Community Organizations who have participated

African American Veterans of Washington State

Casey Foundation

Catholic Community Services of Western Washington

Centerstone

Central Area Chamber of Commerce

CentralAreaCulturalArtsCommission

Central Area Development Association

Central Area Land Use Review Committee

Central Area Youth Association

Clean Greens

Coyote Central

Eritrean Community Center

Friends of Jimi Hendrix Park

Garfield Community Council

Garfield Teen Life Center

Jackson Commons

Jackson Place Community Council

Jackson Street Corridor Association

Judkins Park Community Council

Leshi Community Council

Madrona Community Council

Neighborhood Greenways

NorthwestAfricanAmericanMuseum (NAAM)

Pratt Fine Arts Center

Seattle Neighborhood Group

Seattle Public Schools

Squire Park Community Council

The Central (Central Area Senior Center)

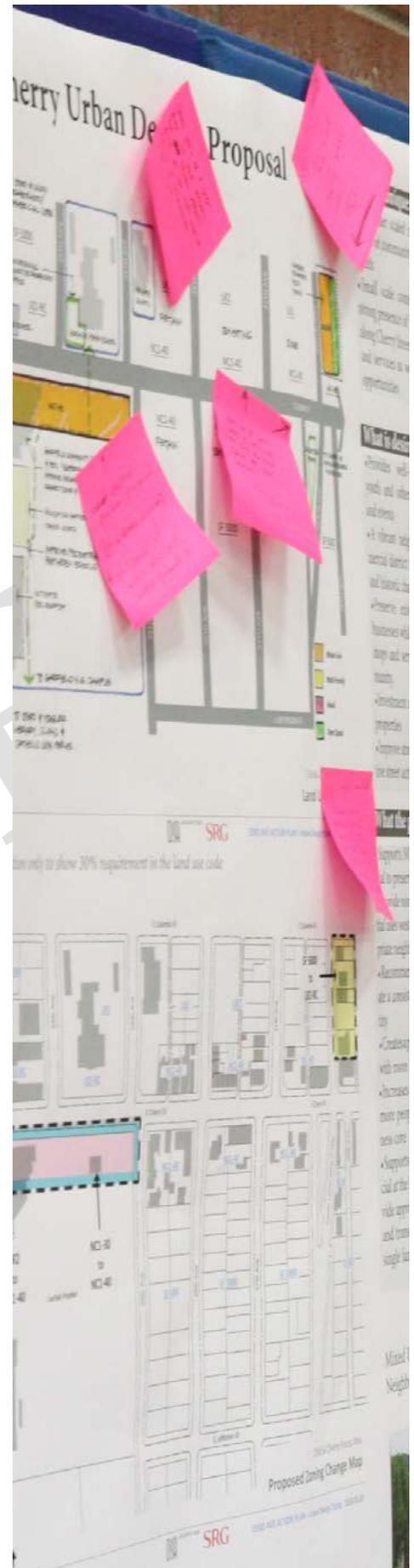
UFCW Local 21

Umoja Peace Center

United Black Christian Clergy of Washington

Urban League of Metropolitan Seattle

Washington Hall





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# I Introduction

## Purpose of the Urban Design Framework

The 23rd Ave Action Plan Urban Design Framework (UDF) establishes a shared design vision and implementation strategy for the three community cores along 23rd Ave at East Union Street, East Cherry Street, and South Jackson Street. The UDF translates the community vision and priorities into urban design recommendations and implementation steps. It help guide future change and make this great neighborhood a healthy, equitable and livable destination for both visitors and all who call the Central Area home.

Achieving the Central Area community’s vision and goals will require a variety of land use tools which will shape the future physical environment and other tools which will enhance the economic and social environment. Urban design framework is one land use tool that will be used to achieve community’s desire for future physical environment, which includes enhancing the historic character and neighborhood feel while promoting new pedestrian friendly mixed use development and increasing housing density. The vision of the UDF and the regulations of the land use code provide guidance to community members, business and property owners, developers, investors, and the City on future development. It will take the commitment, collaboration, and effort of these parties to realize the community vision.

## Background

### COMMUNITY DEVELOPMENT

Community Development is about getting things done. It seeks intersections between neighborhood plans, public and private investments and community energy. Through deep and inclusive community engagement, it amends Comprehensive Plan; creates action plans; grow community capacity to work together to make change

The 23rd Avenue Action Plan is a placed-based community development project. Through an inclusive community engagement process, it aims to confirm and update goals and policies of the previous Central Area action plans with focus around the three community cores at 23rd Ave and East Union St, 23rd Ave and East Cherry St, and 23rd Ave South and South Jackson St. to develop a shared vision, and create a framework for action that leverages resources and investments and stimulate economic development.

The Union, Cherry and Jackson Nodes along 23rd Ave where this UDF recommendations apply



## HEALTHY LIVING FRAMEWORK

The 23rd Ave Action Plan applied the Healthy Living Framework at the beginning of the planning process. It is an effective tool to engage community in a detailed dialogue on how planning choices for our neighborhood can improve our health. It consists of three key components:

- **Strong Communities & Organizations:** A thriving and interconnected community that contains diverse households, supported by strong social and cultural institutions and services
- **Healthy People & Families:** A neighborhood that provides access to resources necessary to live a healthful life
- **Great Places that Support our Community:** A natural and built environment that is healthy and provides for a healthy community

The Healthy Living Framework was used guide community discussion and form priorities. It helped to highlight interconnections between the physical and social environments and recommend actions that can improve the health of community members. All of these provided a strong foundation for urban design analysis and recommendations.



## Community Engagement

Beginning in early 2013, dedicated community members worked with City staff to assess and address those conditions that have changed since the 1998 Central Area Action Plan II. Throughout the planning process, community stakeholders were engaged and provided the project team with valuable input through over 50 meetings, online surveys, and in person interview/conversation. Over 700 total participants including over 67 businesses and 33 community based organizations helped form priorities, goals, strategies, and actions for the Action Plan, and inform the urban design strategy and recommendations.





## Vision and Priorities

### 23rd Ave Action Plan Vision

The Central Area has an unusual asset in its multiple community nodes. This fact allows each to have a different role in the community, to have its own identity and character, while still claiming the larger identity of the Central Area. Great community nodes are places to get goods and services, including culturally specific items; places for gathering, where you can get together with others in your community; and a way to proudly proclaim the Central Area as a great place.

With both private and public investments coming, now is the time to put the planning pieces in place to create great community nodes at 23rd and Union, Cherry and Jackson. This will take the combined work of the community, business and property owners, and the City to enhance the identity and give guidance to the physical environment through urban design recommendations. With multiple nodes, it is important for the future vision of each to have a cohesive and easily understood urban fabric and a distinctive character while also complementing the others.

Based on extensive community engagement through the creation of the 23rd Ave Action Plan, community desires are identified as below and help guide the Urban Design Framework and recommendations. They are also incorporated into the Comprehensive Plan goals and policies for the Central Area.

#### Community identity & character and land use goal

- The Central Area is a community proud of its culture, heritage, and diversity of people and places. This richness derives from the fact that this neighborhood has always been a place of welcome and it has been, and continues to be the center of the African American community.

**Policy:** Create an appealing environment that enhances the historic character while providing opportunities for existing and new development to grow, and serve the emerging needs of the diverse community.

**Policy:** Create a vibrant commercial district, encouraging dense urban development in the commercial areas and encouraging housing supportive of the community through land use tools, such as rezones, design guidelines and incentives.





### Economic development goal

- The Central Area is a culturally and ethnically diverse and economically strong community. Its business districts provide the goods and services needed for the multicultural community who live, work, worship and shop there.

**Policy:** Support vibrant, diverse and distinct commercial districts that provide a range of goods and services for the entire community.

These three community cores are within the 23rd Avenue S @ S Jackson – Union urban village, one of the residential urban villages in the Central Area. The community desires mentioned above are also well related to the goals for the urban villages in the Comprehensive Plan:

### Goals

- Promote densities, mixes of uses, and transportation improvements that support walking, use of public transportation, and other transportation demand management (TDM) strategies, especially within urban centers and urban villages.
- Direct the greatest share of future development to centers and urban villages and reduce the potential for dispersed growth along arterials and in other areas not conducive to walking, transit use, and cohesive community development.
- 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.
- Increase public safety by making villages places that people will be drawn to at all times of the day.
- Promote the development of residential urban villages, which function primarily as compact residential neighborhoods providing opportunities for a wide range of housing types and a mix of activities that support the residential population. Support densities in residential urban villages that support transit use.

## 23rd Ave Action Plan Priorities

As a result of the community discussion during the project planning process, community priorities were identified, and the vision and character for each community core were established. The Urban Design Framework is developed to provide urban design recommendations to support community priorities. The five priorities identified by the community for the Central Area are:

- **A destination with unique identity** recognizes the Central Area as the historical heart of the African American community while welcoming all people in a multicultural, and layered environment that celebrates old and new
- A neighborhood with **connected people and community** where community assets serve and reflect the community and are equitably

accessed by all people including youth, seniors and people of color, and where people from all backgrounds connect, engage, and learn from one another;

- **A great business community** where commercial and community cores work together to provide a broad spectrum of goods and services, viable and sustainable commercial centers and proclaim the Central Area's identity;
- A community with **livable streets for all** that includes an inviting street network that safely connects to key destinations for all transportation modes;
- A place that supports **a healthy and stable community** that provides a safe and comfortable environment, opportunities for physical activity, social interaction, and affordable as well as diverse housing choices.



## Overall Urban Design Recommendations

Community visions and priorities, and their intersection with what currently exists help inform urban design recommendations. These recommendations correlate to the Healthy Living Framework which has facilitated community discussion throughout the process. These recommendations are further refined in each of the community cores in the "Specific Vision and Priority" section.

Community Priority	Strategies	Urban Design Recommendation	HealthyLiving Framework
A destination with unique identity	Preserve and enhance community character and identity	<ul style="list-style-type: none"> <li>- Create gateway features at key community cores such as special pavement, public art, banners, pedestrian lighting and landscape etc</li> <li>- Recognize historic and culturally significant places through way finding, historic marker etc.</li> <li>- Support existing community institutions, churches, social services and community gathering places</li> </ul>	 
	Create inviting and pedestrian friendly streetscape	<ul style="list-style-type: none"> <li>- Encourage protective canopies, sidewalk cafes, transparent storefronts and outdoor vendor stalls to enliven the streetscape</li> <li>- Apply pedestrian overlay in areas that pedestrian friendly activities are highly preferable by the community</li> </ul>	 
	Encourage development that embraces the past, present and future	<ul style="list-style-type: none"> <li>- Supports neighborhood commercial to preserve the small scale neighborhood character</li> <li>- Encourage reuse old building materials to continue the rich neighborhood fabric and history</li> <li>- Encourage building design that reflect the character and history</li> </ul>	 
	Encourage new development sensitive and respectful to the existing development	<ul style="list-style-type: none"> <li>- Provide transition between higher density new development and existing single family zoned areas</li> </ul>	 

 Healthy People & Families

 Strong Communities & Organizations

 Supportive Physical Environment

## Vision and Priorities

Community Priority	Strategies	Urban Design Recommendation	HealthyLiving Framework
Connected people & community	Preserve and create new opportunities for community gathering space (permanent or temporary) for meeting, events, and programming for all diverse cultures	<ul style="list-style-type: none"> <li>- Activate existing public open space in parks and public Right Of Ways;</li> <li>- Create effective and welcoming open space on private development;</li> <li>- Retain existing gathering space</li> <li>- Incorporate gathering space for the community in existing or new development</li> <li>- Encourage sidewalk café</li> </ul>	
	Create inviting and pedestrian friendly streetscape	see above similar topic under "A destination with unique identity " section	
A great business community	Provide mix of shops and services for the entire diverse community	<ul style="list-style-type: none"> <li>- Retain existing small, African American-owned businesses by providing more ground floor retail opportunities</li> <li>- Identify opportunity for open-air markets in the required open space to represent the neighborhood's East African heritage</li> </ul>	
	Provide opportunity for small businesses	<ul style="list-style-type: none"> <li>- Support neighborhood commercial scale</li> <li>- Provide spaces flexible for small and startup businesses</li> <li>- Encourage small store frontage</li> </ul>	
	Identify opportunities to provide affordable healthy food for all	<ul style="list-style-type: none"> <li>- Consider a grocery store</li> <li>- Encourage incorporate urban farming in amenity areas or roof top of new and existing development</li> <li>- Support community garden</li> </ul>	
Livable streets for all	Provide safe and inviting pedestrian environment as a top priority	- Reenforce pedestrian scale interconnected street grid	
	Provide safe street network for walking, biking, riding transit and driving and well connected to community destinations	- Streetscape concept plan (future consideration)	
A healthy & stable community	Improve safety by creating more eyes on the street	<ul style="list-style-type: none"> <li>- Increase and concentrate density around the key community/commercial cores;</li> <li>- Encourage more mix of neighborhood scale shops and services on the ground floor that serve the residents on top and immediate neighbors to attract more foot traffic</li> <li>- Increases activity on the street with more people living and using the commercial core</li> <li>- Encourage investment on underutilized or vacant properties</li> </ul>	
	Enhancing park environment	- Physical improvements such as lighting, landscaping and art installation in existing parks	
	Provide affordable and diverse housing choices	- Encourage mixed use development that provide mixed housing size, affordable and market rate housing	



Healthy People & Families



Strong Communities & Organizations



Supportive Physical Environment

## Specific Vision and Priorities by Nodes

The three community nodes along 23rd Ave at Jackson, Union and Cherry are each distinct with a different niche, but together they exhibit or demonstrate the shared identity of the Central Area. It is important for the future vision of each to have a cohesive and easily understood urban fabric and a distinctive character while also complementing the others. These community nodes together serve the diversity of cultures in the Central Area and continue to be home to those businesses and institutions that are central to the African American community.

As a result of extensive community discussion, vision, assets and priorities for each community core are elaborated below.

## 23rd and Union

### VISION

This is a neighborhood scaled destination with housing above businesses that draw customers from the larger neighborhood. It builds on what it already has: a cinema, churches and a major foundation. Plans are already underway on two key properties. This vision creates a cohesive fabric of buildings and uses by incorporating those two proposals to create a node that reads as a place – a place that draws people in – a destination.

Specifically, the community envisions the following at this community core:

- A vibrant moderate size pedestrian friendly neighborhood commercial district that respects the history and culture
- A place with an identity – that invites people
- Mixed use development that could include more businesses and services that serve the community, live/work units, and opportunities for startup businesses
- Affordable and diverse housing choices;
- Investment on underutilized or vacant properties
- A unified, inviting and pedestrian friendly streetscape along 23rd Ave and Union Street
- More open space and opportunity for community gathering

### ASSETS

There are a variety of community characteristics and assets which make this community core unique. It includes and embraces:

- Neighborhood scale feel and character
- A good mix of neighborhood serving shops, restaurants, and entertainment such as Central Cinema
- A well established pedestrian oriented neighborhood commercial area with a mix of commercial and residential uses between 20th and 21st on E Union St

The Action Plan describe the 23rd and Union as below:

- **A** medium sized community-serving node with mixed use developments. This node has locally owned businesses and institutions and continues to serve as the center of the African American community. It is a neighborhood scale destination that builds on existing assets and draws customers from the larger neighborhood.
- **E**ncourage new pedestrian-friendly mixed-use development at 23rd and Union that includes neighborhood serving shops and services, opportunities for startup businesses, affordable housing and live/work housing while respecting the small scale and historic character of this node.





- Locally owned business including African American and other cultural businesses
- Community gathering places such as Alleycat Acres Community Garden, coffee shops, place of worship
- Single family zones that abut this commercial district

### PLANNED ACTIVITIES

Some planned development and activities underway:

- A 6-story mixed use development is under construction at the southwest corner of 23rd Ave and E Union St.
- The southeast corner of 23rd Ave and E Union St, the property owner of the Midtown Center property, where the US Post Office is located, has submitted a rezone to increase maximum building height from 40' to 65'. This application is under evaluation.
- At the northwest corner of 24th Ave and E Union St, Capitol Hill Housing, an affordable housing developer, is planning to redevelop the property into an affordable housing development with ground-level commercial space.
- At the southeast corner of 24th Ave and E Union St, there is a plan for a four-story mixed use building with apartments, live-work units, and ground floor retail
- The Central Area Neighborhood Greenway as part of the 23rd Ave multimodal improvement is proposed to go through the Union community core on 22nd Ave to prioritize bicycle and pedestrian travel by providing a more comfortable environment for people to walk, run, and bike. Some street art works and pedestrian lighting are proposed to locate at the intersection of 23rd Ave and Union to create gateway features to improve identity and sense of arrival into the heart of the Central Area.
- The Seattle Bicycle Master Plan proposes to include protected bicycle lanes on E Union St.
- Some community members are also supportive of street activation projects such as Seattle Department of Transportation's (SDOT) pilot parklet program which converts on-street parking spots into public spaces for community members to enjoy.



## DESIGN PRIORITIES AT 23RD AND UNION

- A moderately sized pedestrian oriented mixed use neighbor commercial node
- Greater public safety from more business and living opportunities within vibrant commercial district
- Transition between existing single family zones and future higher density development
- Community gathering places at ground level
- Opportunity for small business spaces
- Affordable and mix of housing choices

The Action Plan describe the 23rd and Cherry as below:

- **A** smaller scaled community-serving node with finer grained mixed use developments. This node has an abundance of community assets including parks/open space, Garfield High School and Community Center, teen center, arts programs, and small businesses, in particular ethnic restaurants, that create a unique identity for this node. It draws a broad mix of people, especially youth
- **P**reserve small-scale neighborhood character, immigrant and refugee owned businesses while providing a greater variety of shops and services at 23rd and Cherry and an activated street frontage
- **I**mprove access and connectivity to community assets at 23rd and Cherry and activate space around Garfield High School, Garfield Community Center, and Medgar Evers Pool



## 23rd and Cherry

### VISION

This is a smaller scaled node with an abundance of community assets, especially for youth. It is home to a park, Garfield High School, community center, teen center, arts programs, and small businesses including culturally specific restaurants. The focus here is to improve safety through increased pedestrian activity on the sidewalks and more “eyes on the streets” and to create a finer grained place that allows those things that are special to this node, like Ezell’s, to stay and flourish.

Specifically, the community envisions the followings at this community core:

- The heart of the community that provides well-connected education, youth and other community activities and events
- A vibrant small scale neighborhood commercial district that respects the history and historic character
- Preserve existing culturally specific businesses while provide more variety of shops and services that serve the community,
- Investment on underutilized or vacant properties
- Improve streetscape to encourage positive street activities to reduce crimes such as lighting

### ASSETS

There are a variety of community characteristics and assets which make this community core unique. It includes and embraces:

- A smaller scaled node with an abundance of community assets especially for youth including Garfield Community Center, Teen Life Center, Medgar Evers Pool, Garfield High School, and Quincy Jones Performing Arts Center
- Small scale commercial uses which provide shops and services as well as social gathering opportunities such as East African restaurants
- Old buildings with historic characteristics
- Services that provided by existing place of worship

## PLANNED ACTIVITIES

Some planned development and activities underway:

- Garfield campus improvements including paving, lighting, and mid-block crossing on Cherry St between 24th and 25th to create inviting environment to integrate the community
- Future Central Area Neighborhood Greenway on 25th Ave
- NOVA high school opening
- Islamic School expansion
- Ezell's Chicken expansion

## DESIGN PRIORITIES

- Garfield campus improvements including paving, lighting, and mid block crossing on Cherry St between 24th and 25th to create an inviting environment and connect and activate community facilities
- Activate sidewalks with pedestrian oriented retail and sidewalk cafes at the ground level
- Small scale neighborhood character and historic buildings
- Opportunities for small business spaces
- Cherry Street activation: festival street or and other community driven events



African American Mardi Gras with Queen Mary McAllister, celebrated in the Central Area during Seafair, Seattle, ca. 1955. Courtesy The Black Heritage Society of Washington State (Image 2001.07.2.06)

The Action Plan describe the 23rd and Jackson as below:

- **T**he largest of the three community nodes with larger scaled mixed use developments. It is the community's center for general goods and services including education, arts, places of worship and gathering, parks, a library, housing, social services and places to shop for daily household needs. It is a local and regional destination that draws a broad mix of people.
- **E**ncourage new pedestrian-friendly mixed-use development and increased housing density in and around the 23rd Avenue and Jackson Street commercial area. Include small and large businesses, opportunities for startup businesses, and affordable housing while preserving existing gathering spaces.

## 23rd and Jackson

### VISION

This is a larger scaled node with regional destinations such as Pratt, the Wood Technology Center, Seattle Vocational Institute, and the Langston Hughes Library nearby. It also has housing for a broad mix of people, social services and parks, with a library nearby. Finally, it is the place to shop for daily household needs.

Specifically, the community envisions the followings at this community core:

- A vibrant mixed use commercial district that provides opportunities for small and large businesses, and opportunities for startup businesses
- Connect shops and services with better grid street network
- Provide pedestrian friendly and inviting storefronts and street frontage
- More shops and services that serve the community
- Affordable housing
- More welcoming gathering spaces and open space and less crimes

### ASSETS

There is a variety of community characteristics and assets which make this community core unique. It includes and embraces:

- Businesses as popular gathering places such as Starbucks
- A mix of shops, services and housing that serve for a broader community

### PLANNED ACTIVITIES

- Recent new residential mixed-use development has begun to change the core development pattern from its strip mall-oriented character to pedestrian oriented mixed use commercial/residential character. It shows promise of being the high density anchor shopping district of a successful Central Area Residential Urban Village.
- The Promenade property has the capacity for a higher density mixed-use development as encouraged by the Seattle Comprehensive Plan to contribute to the goals of a walkable, pedestrian-friendly environment with a mix of business and residential uses.

## DESIGN PRIORITIES

- Pedestrian friendly streetscape through street furnitures, building design, and a variety of storefronts
- Pedestrian friendly connection through the commercial node
- Mixed use development with flexible spaces for small and large businesses
- Affordable and mix of housing choices
- Opportunity for open space or community gathering space





# Recommendations to Support Community Visions Implementation



## Overall Urban Design Context

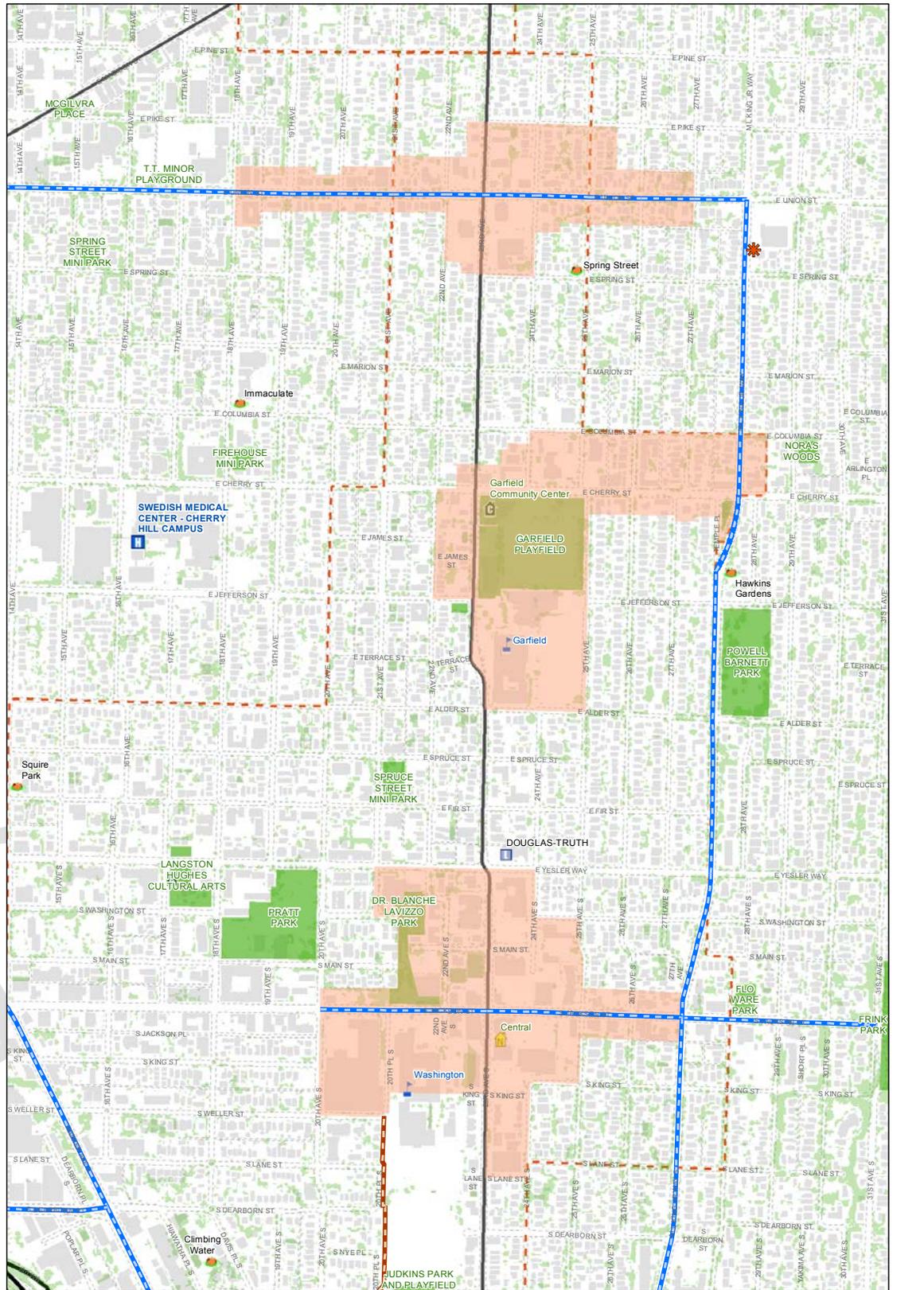
### WHAT DEFINES PHYSICAL CHARACTER

- Block sizes
- Building massing and bulk
- Street level uses
- Street frontage where public spaces meet private spaces
- Continuity of building frontage
- Landscaping
- Identify elements
- Art

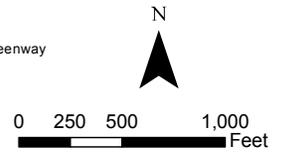


# Recommendations to Support Community Visions

## OVERALL CONTEXT MAP



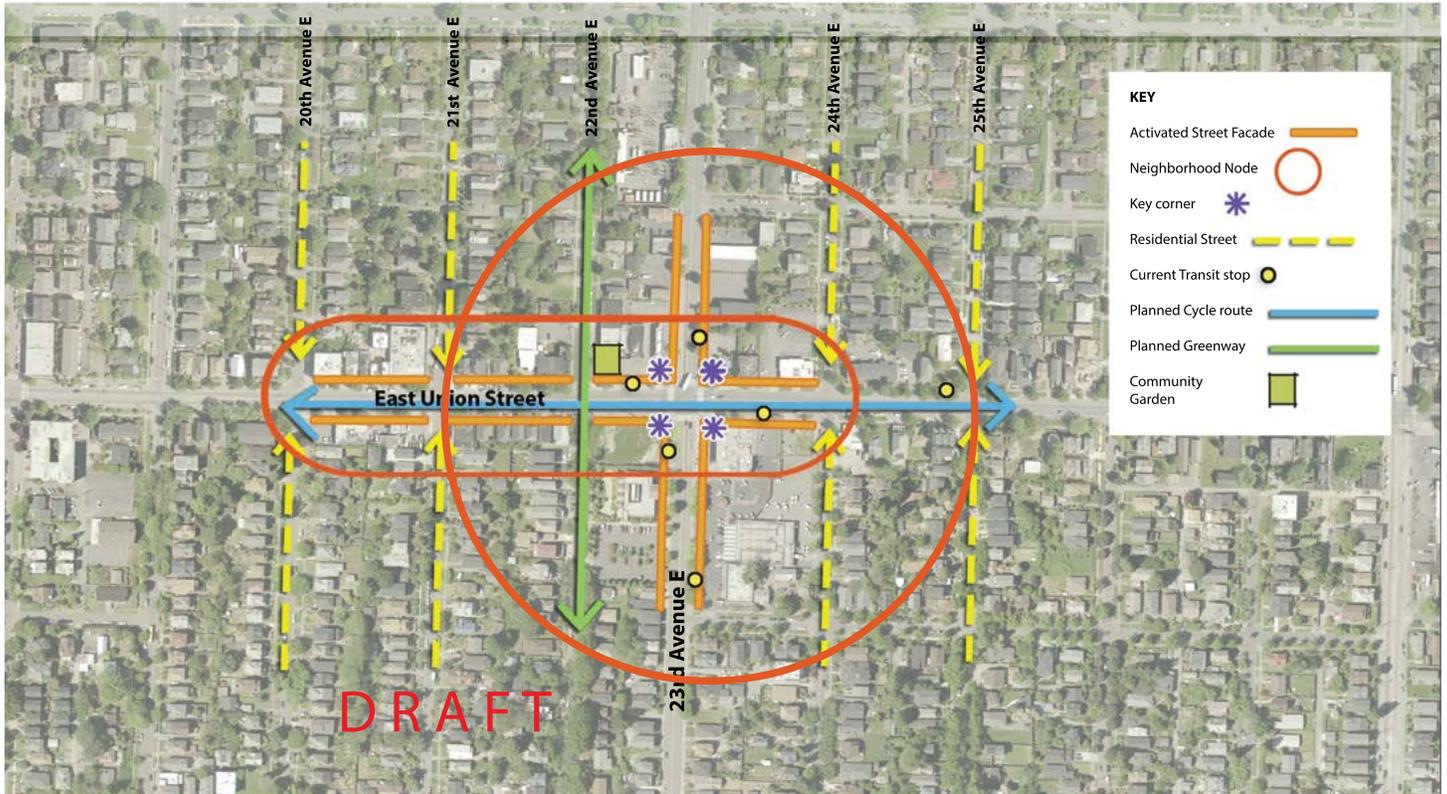
23rd Ave Action Plan Area	P-patch	Neighborhood Service Centers	Proposed Multi use Trail
Hub / Residential Urban Village	Parks	City Colleges and Universities	Existing Neighborhood Greenway
Building Outlines - 2009	Tree Canopy	Hospitals	Existing Multi use Trail
Community Centers	Schools Public	Pavement Edge	Proposed Cycle Track
Farmers markets	Library		Existing Cycle Track



# Recommendations for Each Core

## UNION CORE

Below is overall context map which generally identifies the existing and future street network, assets and opportunities



# Recommendations in Response to Design Priorities

## CHARACTER

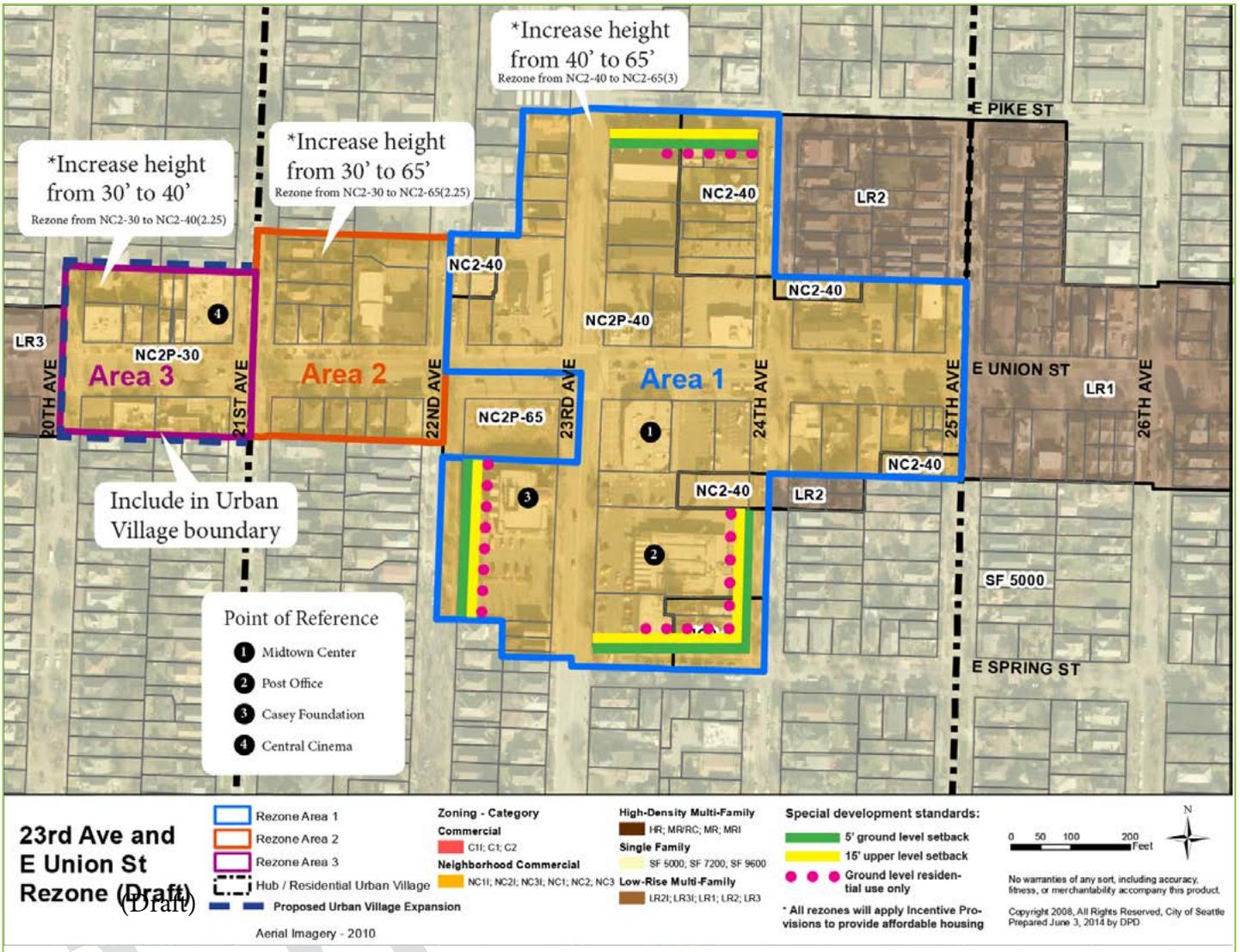
Mixed Use Building Examples in Neighborhood Commercial 65'



Mixed Use Building Example in Neighborhood Commercial 40'



- Create vibrant commercial district with more shops and services by increasing and concentrating density around the intersection. The increase in height is consistent with typical mixed use development scale found within urban villages and centers, and it reflects community's vision for this core as a medium sized community-serving node with mixed use. developments and a neighborhood scale destination.
  - » Support existing NC2 neighborhood commercial zoning to preserve the moderate scale neighborhood commercial character
  - » Recommend a height limit of 65' around the intersection to create a consistent identity at this important intersection
    - ◇ Area 1 on Union between 22nd and 25th: Recommend change zoning from Neighborhood Commercial 2 (NC2-40') to Neighborhood Commercial 2 (NC2-65'(3)) with a base Floor Area Ratio (FAR) of 3, and Neighborhood Commercial 2 (NC2P-40') to Neighborhood Commercial 2 (NC2P-65'(3)) with a base FAR of 3 through Incentive Provisions
    - ◇ Area 2 on Union between 21st and 22nd: Recommend change zoning from Neighborhood Commercial 2 (NC2P-30') to Neighborhood Commercial 2 (NC2P-65'(2.25)) with a base FAR of 2.25 through Incentive Provisions
  - » Recommend a height limit of 40' adjacent to the intersection to provide existing businesses options for more viable spaces, also serves as transitional development from the proposed NC2-65 zones to low-rise and single-family zones. And recommend Urban Village expand to include existing pedestrian oriented mixed use neighborhood commercial area.
    - ◇ Area 3 on Union between 20th and 21st: Recommend change zoning from Neighborhood Commercial 2 (NC2P-30') to Neighborhood Commercial 2 (NC2P-40'(2.25)) with a base FAR of 2.25 through Incentive Provisions. Include this area into the Urban Village boundary.
- It is a desire of neighborhood residents to preserve existing community institutions, churches, social services and community gathering places. Any rezone proposal should accommodate and encourage retention of these places.
- Retaining existing small, African American-owned businesses can be accommodated in the expansion of more ground floor retail opportunities.
- Historic icons, like the James Washington fountain, should be identified and their preservation encouraged



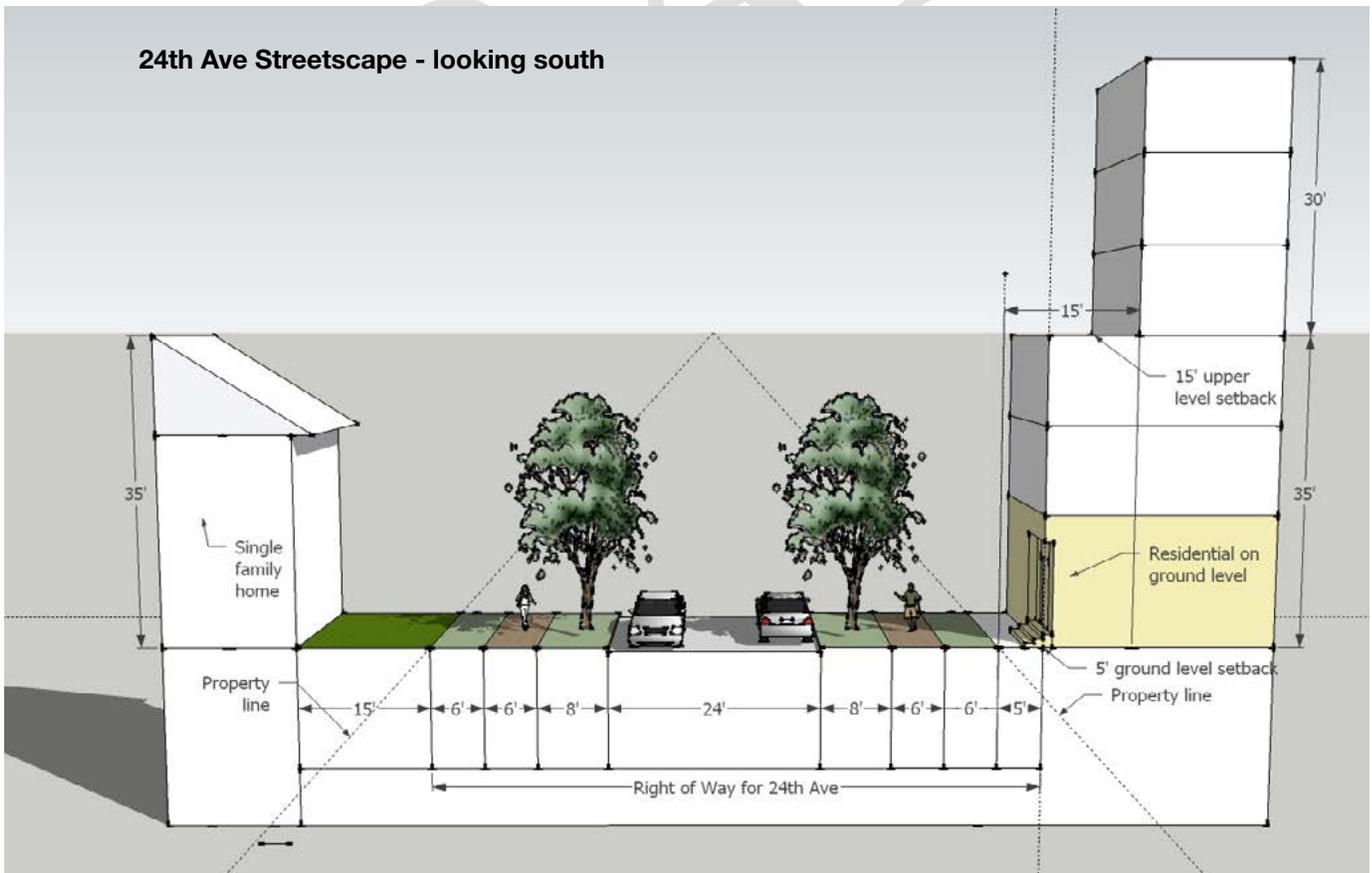
## TRANSITION

### Upper level building setback



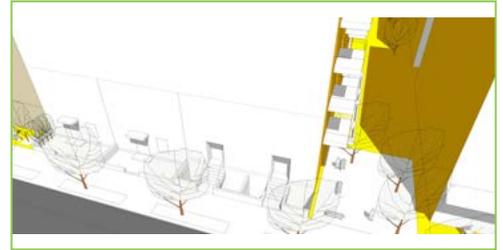
- Appropriate setbacks to provide transitions to single family zones at the edges
  - » Area 1 on Union between 22nd and 25th: Apply 5 foot ground level setback from the property line, and 15 foot level setbacks from the property line on portions of a structure greater than 35 feet high where proposed 65' across single family zones on below streets:
    - ◇ E Spring St. between 23rd Ave and 24th Ave
    - ◇ 24th Ave between E Union St. and E Spring St that are across Single Family (SF5000) zones
    - ◇ E Pike St. between 23rd Ave and 24th Ave
    - ◇ 22nd Ave between E Union St and E Spring St that are across Single Family (SF5000) zones
  - » Area 2 on Union between 21st and 22nd: These areas are abutting single family zones. The existing Setback Requirements in the Land Use Code 23.47A.014 will provide a gradual transition in height and scale. Provide sufficient landscape buffer/screening in the setback area.

24th Ave Streetscape - looking south



- Residential uses at ground level to preserve the residential feel of the street, and respect adjacent single family zones
  - » Area 1 on Union between 22nd and 25th: limit ground floor to residential uses where proposed NC2-65 across single family zones. These transitions may occur at :
    - ◇ E Spring St. between 23rd Ave and 24th Ave (measuring 80' away from 23rd Ave Right of Way)
    - ◇ 24th Ave between E Union St. and E Spring St that are across Single Family (SF5000) zones
    - ◇ E Pike St. between 23rd Ave and 24th Ave (measuring 80' away from 23rd Ave Right of Way)
    - ◇ 22nd Ave between E Union St and E Spring St that are across Single Family (SF5000) zones

## Ground Level Residential Use



## STREETSCAPE

- Retain existing Pedestrian overlay
- Provide protective canopies, sidewalk cafes, transparent storefronts and outdoor vendor stalls to enliven the streetscape
- Encourage additional building setback to enable sidewalk cafe and community gathering places



## Pedestrian friendly storefront



## Courtyard with Ground Floor Retail and residential/office above



- Encourage pedestrian friendly street level use and small business spaces:
  - » Area 1 on Union between 22nd and 25th:
    - ◇ Include commercial spaces for small, individual business establishments that average 2,000 square feet or less in size at street level
    - ◇ Encourage maximum length of street frontage for individual business that is consistent with the area medium business character
  - » Area 2 on Union between 21st and 22nd: encourage small store frontage and set maximum length of street frontage for individual business that is consistent with the area small business character
- Create activity and visual interest at intersection to enhance Central Area identity and sense of arrival
  - » Street furniture such as public art, landscape, banner, pedestrian lighting etc.
  - » Building facade enhancement at the corner
  - » Building setback and layout to create opportunity for open space

## OPEN SPACE / COMMUNITY GATHERING PLACES

- Encourage additional building setback to provide opportunities for sidewalk cafe and outdoor community gathering places
- Prioritize open at ground level near public streets
- Encourage incorporating indoor community gathering space such as meeting space at the ground level
- Encourage utilizing building rooftops as an opportunity for community gathering and community garden etc.

## HOUSING

- Apply incentive provisions to all rezoning to provide affordable housing
- Encourage affordable housing units below 60% Area Median Income
- Encourage more family size affordable housing units
- Require affordable housing to be built within the Central Area
- Encourage a mix of housing size
- Encourage green built affordable housing

# CHERRY CORE

Below is overall context map which generally identifies the existing and future street network, assets and opportunities



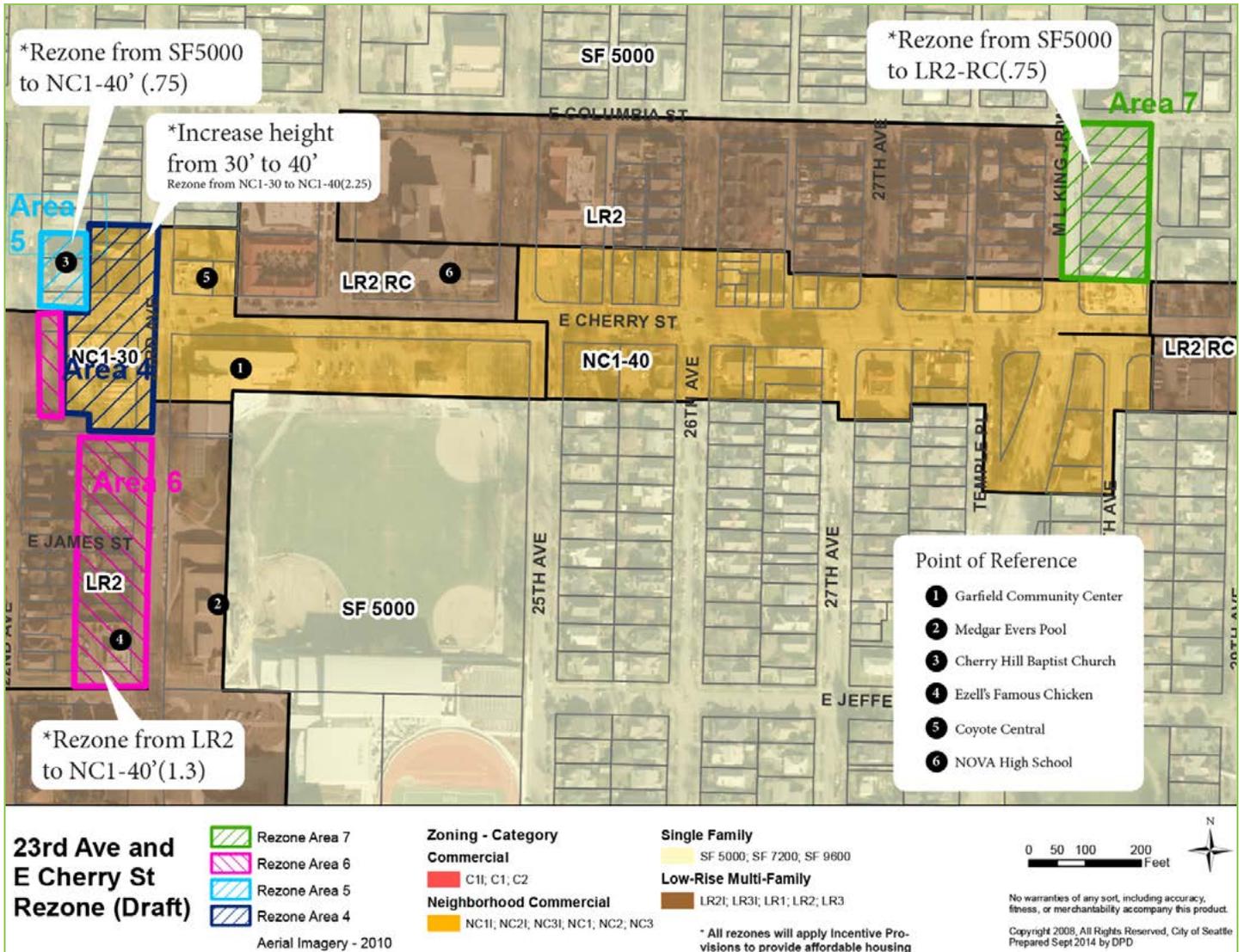
# Recommendations in Response to Design Priorities

## Mixed Use Building Examples in Neighborhood Commercial 40'



### CHARACTER

- Create a vibrant community heart with more eyes on the street by increasing and concentrating density around the intersection. The increase in height is consistent with typical mixed use development scale found within urban villages and centers, and it reflects community's vision for this core as a smaller scaled community-serving node with finer grained mixed use developments.
  - » Supports NC1 small scale neighborhood commercial to preserve the character
  - » Recommends a height limit of 40' to create a consistent height and identity, accommodate existing uses west of 23rd Ave, and support continuation and expansion of services provided by existing institution with the appropriate neighborhood commercial zoning.
    - ◇ Area 4 at the west corner of 23rd Ave and Cherry St: Recommend change zoning from Neighborhood Commercial 1 (NC1-30') to Neighborhood Commercial 1 (NC1-40'(2.25)) with a base FAR of 2.25 through Incentive Provisions
    - ◇ Area 5 on existing Cherry Hill Baptist Church property, recommend change the Future Land Use from Single Family to Commercial, and change zoning from Single Family (SF 5000) to Neighborhood Commercial 1 (NC1-40'(.75)) with a base FAR of .75 through incentive provision.
    - ◇ Area 6 on 23rd Ave between Jefferson and south of Cherry St: Recommend change zoning from Lowrise 2 (LR2) to Neighborhood Commercial 1 (NC1-40'(1.3)) with a base FAR of 1.3 through incentive provision.
  - » Supports LR2-RC residential commercial at the NE of Cherry and MLK to provide appropriate zoning for existing uses and transitional use to adjacent existing single family zones
    - ◇ Area 7 at the northeast corner of Cherry and ML King JR: Recommend change zoning from Single Family (SF 5000) to Lowrise 2 Residential Commercial (LR2-RC(.75)) with a base FAR of .75 through incentive provision.
- It is a desire of neighborhood residents to preserve existing community institutions, churches, social services and community gathering places. Any rezone plan should accommodate and encourage retention of these places.
- Retaining the history and existing African American businesses can be accommodated in the expansion of more ground floor retail opportunities.
- The neighborhood's East African heritage can be represented with opportunities for open-air markets in the required open space areas.
- Recognize and activate old/historic charming buildings



Building Example in Low Rise Residential Commercial Zone



Pedestrian friendly streetscape with more “eyes on the street”



## STREETScape

- More ground related retails and sidewalk cafes that invites the pedestrian activities to create more eyes on the street
- Protective canopies, sidewalk cafes, transparent storefronts and outdoor vendor stalls should be encouraged to enliven the streetscape
- Encourage additional building setback to provide opportunities for sidewalk cafe and community gathering places
- Encourage pedestrian friendly street level use and small business spaces by applying a maximum length of street frontage for individual business that is consistent with the area small business character
- Cherry Street activation: festival street or and other community driven events

The illustrative rendering of the concept plan at the intersection of 23rd Avenue represents the streetscape character in an attempt to express a style that respects the smaller scale neighborhood and depict how public facilities can be more connected and activated as neighborhood assets.



## OPEN SPACE / COMMUNITY GATHERING PLACES

- Encourage additional building setback to provide opportunities for sidewalk cafe and outdoor community gathering places
- Encourage utilizing building rooftops as an opportunity for community gathering and community garden etc.
- The rooftop of the Medgar Evers Pool building presents an opportunity to activate this area with landscaping and lighting for neighborhood outdoor gatherings, dances, summer films and concerts.



## HOUSING

- Apply incentive provisions to all rezoning to provide affordable housing
- Encourage affordable housing units below 60% Area Median Income
- Encourage more family size affordable housing units
- Require affordable housing to be built within the Central Area
- Encourage a mix of housing size
- Encourage green built affordable housing

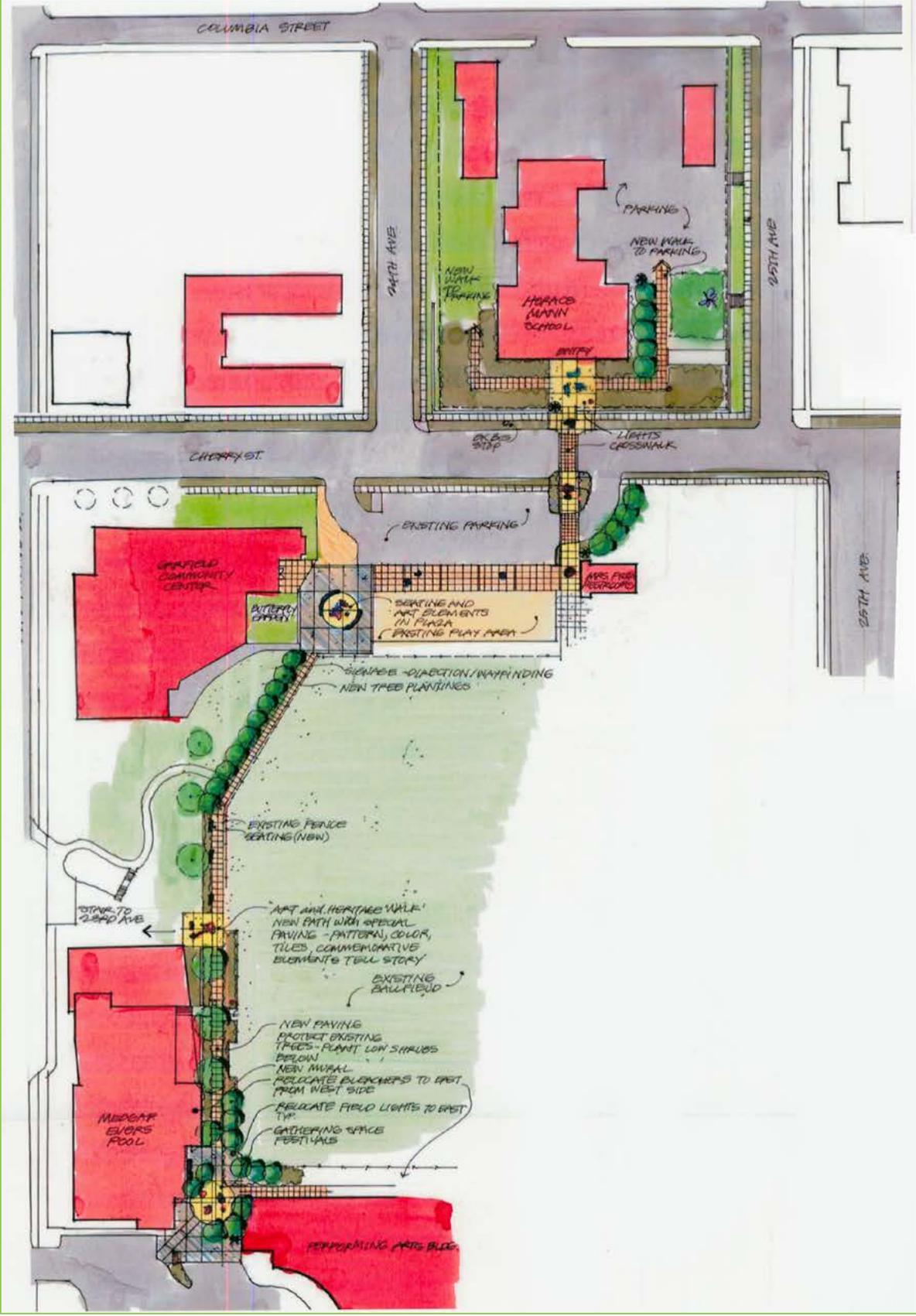
Activate streets and space through community events and festivals



## GARFIELD CAMPUS IMPROVEMENTS

- Create inviting environment to integrate the community around the Garfield campus
- Consider Garfield Master Plan (2005) design concept recommendations for a more pedestrian friendly environment, activation of the public realm and access to community public assets:
  - » Proposed pedestrian pathway - Legacy and Promise Promenade as described in the Garfield Master Plan (2005), from the NOVA (Horace Mann School) south past the Community Center and Evers Pool, can help pedestrian connectivity, bring visibility to the blind spots of the block and activate dead zones.
  - » Incorporate art work in pedestrian promenade that represents different ethnic groups
- Improvement paving, lighting esp pedestrian lighting, landscaping around the Garfield Community Center and along the pedestrian promenade
- The rooftop of the pool building presents an opportunity to activate this area with landscaping and lighting for neighborhood outdoor gatherings, dances, summer films and concerts.
- Crime prevention through environmental design (CPTED) practices for improvements along the Garfield Campus

Legacy and Promise Promenade - Preferred design as described in the Garfield Master Plan (2005)





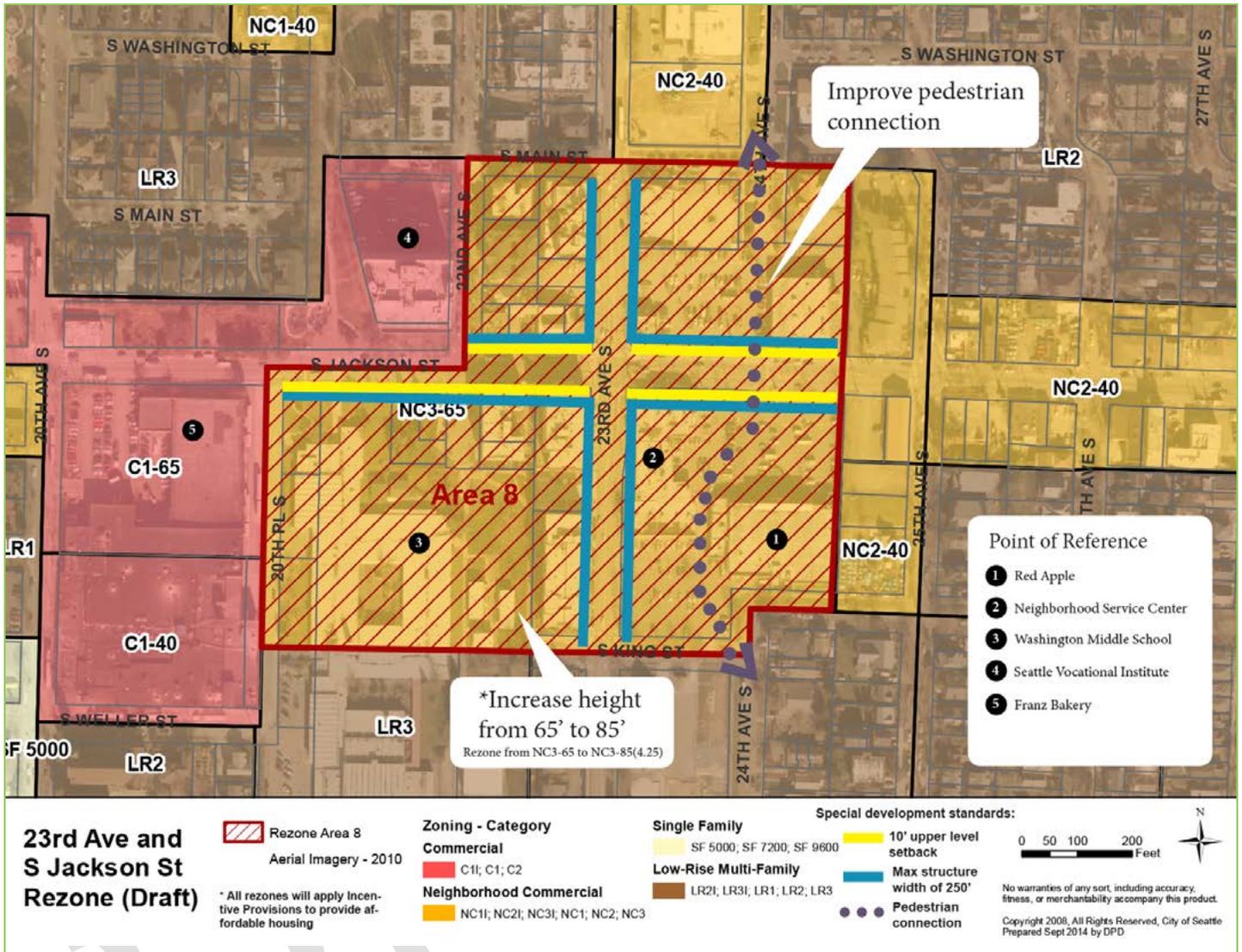
# Recommendations in Response to Design Priorities

## Mixed Use Building Example in Neighborhood Commercial 85'



### CHARACTER

- Create vibrant commercial district with more shops and services by increasing and concentrating density around the intersection. The increase in height reflects the community vision for this core as the largest of the three community nodes with larger scaled mixed use developments, the community's center for general goods and services, and a local and regional destination that draws a broad mix of people.
  - » Supports NC3 larger scale pedestrian oriented neighborhood commercial to provide opportunities for a variety of types and scales of shops and services
  - » Recommends a height limit of 85' around the intersection to create flexible development potential at this important intersection
    - ◇ Area 8: Recommend change zoning from Neighborhood Commercial 3 (NC3-65') to Neighborhood Commercial 3 (NC3P-85'(4.25)) with a base FAR of 4.25 through Incentive Provisions
- Encourage mixed-use developments of higher density which can attract and support local and regional neighborhood-oriented retail, office, restaurant and entertainment businesses. A larger 24-hour population will create the kind of critical mass necessary to revive the Jackson Street entertainment "jazz scene" of the past.
- It is a desire of neighborhood residents to preserve existing community institutions, churches, social services and community gathering places. Any rezone proposal should accommodate and encourage retention of these places.
- Retaining existing small, African American-owned businesses can be accommodated in the expansion of more ground floor retail opportunities.



## STREETSCAPE AND CONNECTIVITY

- Provide a through block connection along the alignment of 24th Ave to connect Main St and Jackson St as a pedestrian access through this node
- Limit structure width along the streetfront width to a maximum of 250 feet to ensure pedestrian scale streetfront, solar access, view and relief
- Apply 10 foot upper level setbacks on portion of a structure greater than 45 feet high along Jackson St to create a pedestrian friendly streetscape and provide more light and air onto the street
- Encourage additional building setback to provide opportunities for sidewalk cafe and community gathering places
- Place parking to the back of the building and prohibit parking along the streetfrontage
- Protective canopies, sidewalk cafes, transparent storefronts and outdoor vendor stalls should be encouraged to enliven the streetscape



The illustrative renderings of the concept design, at the intersection of 23rd Avenue, present the possible streetscape character of the core in the proposed upzone of ground level retail spaces, protective canopies, outdoor café, sidewalk paving, street trees and street furniture.



- Encourage pedestrian friendly street level use and provide flexible spaces for small and large businesses and mixed use development:
  - » Encourage to include commercial spaces for small, individual business establishments that average 2,000 square feet or less in size at street level
- Create activity and visual interest at intersection to enhance Central Area identity and sense of arrival
  - » Street furniture such as public art, landscape, banner, pedestrian lighting etc.
  - » Building facade enhancement at the corner
  - » Building setback and layout to create opportunity for open space

### OPEN SPACE / COMMUNITY GATHERING PLACES

- Retain existing community gathering places like Starbucks, which is a popular gathering place for African American community in the region
- Encourage additional building setback to provide opportunities for sidewalk cafe and outdoor community gathering places
- Prioritize open space at ground level near public streets
- Encourage incorporating indoor community gathering space
- Encourage utilizing building rooftops as an opportunity for community gathering and community garden etc.

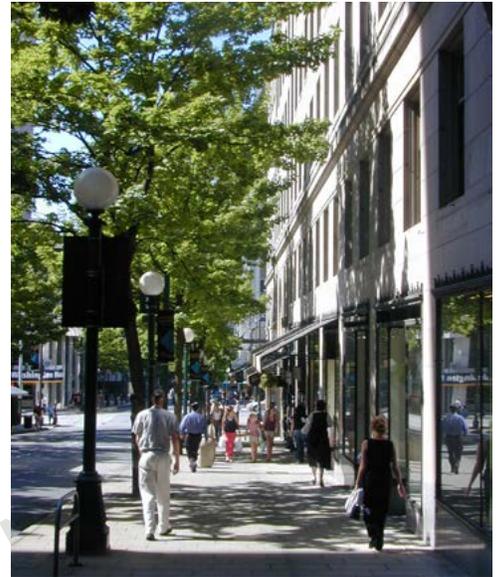
### HOUSING

- Apply incentive provisions to all rezoning to provide affordable housing
- Encourage affordable housing units below 60% Area Median Income
- Encourage more family size affordable housing units
- Require affordable housing to be built within the Central Area
- Encourage a mix of housing size
- Encourage green built affordable housing

Existing great gathering place; Revive “jazz scene” of the past



Mixed use, with pedestrian friendly small storefront

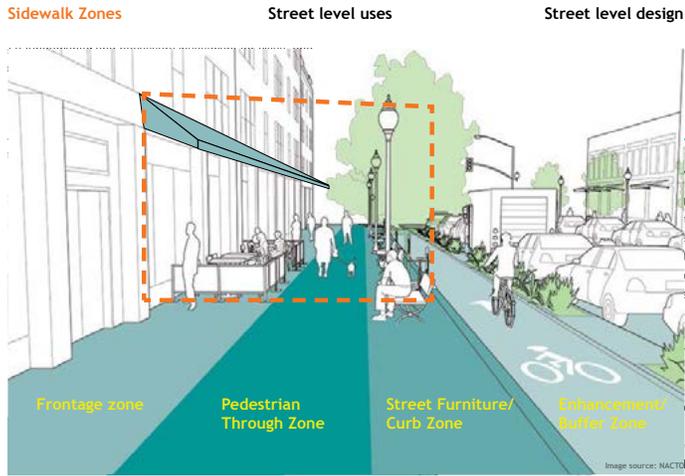


Ground Floor Retail and residential/office above with open space/gathering opportunity

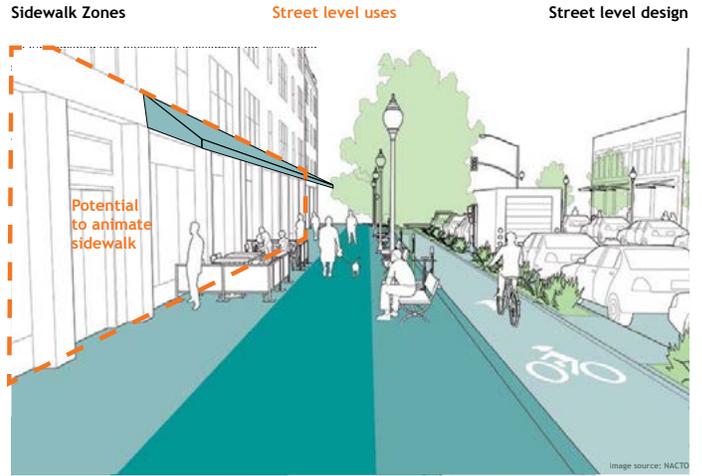


# Street, Gateways and Public Space (for illustration only)

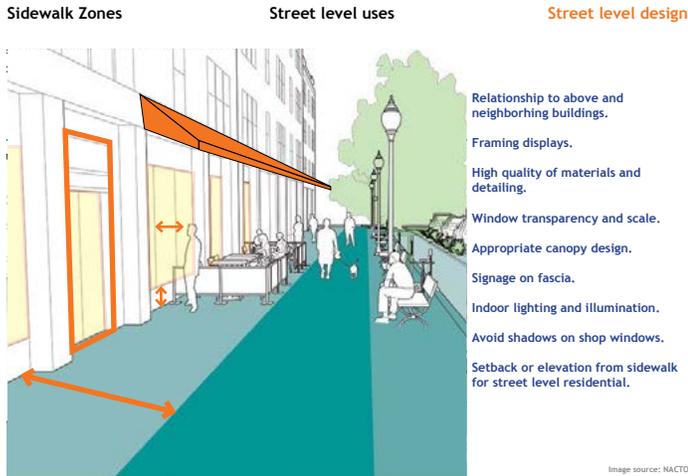
The Sidewalk as an Outdoor Room



The Sidewalk as an Outdoor Room



The Sidewalk as an Outdoor Room



The Sidewalk as an Outdoor Room



Temporary Closures to create festival streets



Parklets can enhance constrained sidewalks



# IV

## Implementation

Implementation refers to the next steps—the policies, regulations, programs and resources that the City can use to implement recommendations. The Urban Design Framework considered a number of implementation tools to require or encourage the desired physical form and land uses within the three community core at 23rd Ave and Union, Cherry and Jackson.

### REZONE

Implement the zoning changes recommended in the section III “Recommendations to Support Community Vision” of this Urban Design Framework.

### INCENTIVE ZONING

Incentive Provisions (Seattle Municipal Code Chapter 23.58A) was adopted by Council in December of 2008 in order to define the process and criteria for allowing extra floor area contingent on the provision of public benefits. Under this chapter, the City can require that additional floor area beyond current zoning be allowed contingent on the provision of certain public benefits by the developer. Zoning contingent on the provision of public benefits is notated on zoning maps by indicating a base Floor Area Ratio (FAR) in parentheses after the zoning designation. For example, the notation NC2-65 (3.0) indicates a zoning of NC2-65 with a base FAR of 3. All extra floor area above this base FAR requires the provision of public benefits per Chapter 23.58A.

This UDF recommends to amend Chapter 23.58A.014.B.8.a in Incentive Provisions to require that off-site affordable housing for development that uses bonus residential floor area has to be located within the Central Area

### MULTI-FAMILY TAX EXEMPTION PROGRAM

The Multifamily Property Tax Exemption (MFTE) Program provides a tax exemption on the residential improvements on multifamily projects in exchange for the provision of affordable housing. MFTE creates affordable units for larger household sizes (such as families with children). Property owners can voluntarily choose to participate in the MFTE program.

The current rules allow a tax exemption for 12 years if 20% of the units are set aside for moderate-wage workers to rent or buy. Rental units are income restricted based on the average household median income (AMI). The 2014 income limits for rental units are 65% of the AMI for a studio (\$40,170 for one-person households, \$45,890 for four-person households) with a rent limit of \$1,004, 75% of the AMI for a one-bedroom (\$46,350 for one-person households, \$52,950 for four-person households) with a rent limit of \$1,323, and 85% of the AMI for a two-bedroom or larger (\$52,530 for one-person households, \$60,010 for four-person households) with a rent limit of \$1,687.

### SUSTAINABLE DEVELOPMENT

Much of the desired physical character and sustainability of the Town Center will be determined by decisions of private property owners. In Seattle, certain sustainable development practices are required by the Land Use, Building and Stormwater codes. In addition, the City has introduced several programs to promote sustainable building and design in new development projects:

## Green Factor

The Green Factor is a landscape requirement designed to increase the quantity and quality of planted areas in Seattle while allowing flexibility for developers and designers to meet development standards. It currently applies to new development in commercial and neighborhood commercial zones outside of downtown, and multifamily residential zones. The requirement is designed to encourage larger plants, permeable paving, green roofs, vegetated walls, preservation of existing trees, and layering of vegetation along streets and other areas visible to the public. Bonuses are provided for food cultivation, native and drought-tolerant plants, and rainwater harvesting.

## Priority Green

Priority Green is a suite of green permitting incentives to assist projects that use smart approaches to design and construction and innovative practices.

- Priority Green EXPEDITED shortens review times for projects that meet typical green building standards and have less code complexity.
- Priority Green FACILITATED assists all innovative project types that will serve as visible models of high performance and sustainability.
- Priority Green TOOLS provides additional code incentives to assist applicants developing green projects.
- The Living Building Pilot Program assists projects attempting to meet the requirements of the Living Building Challenge—a green building rating system to recognize buildings meeting the highest level of sustainability. The Pilot Program allows flexibility in development standards to accommodate innovative technologies or design approaches that might otherwise be discouraged or prohibited.

# APPENDIX A: INITIAL URBAN DESIGN STUDY

This appendix includes an initial urban design study for the Union, Cherry and Jackson nodes along 23rd Ave. It summarizes the community desire for each node based on community input during the 23rd Ave Action Plan (Union-Cherry-Jackson) process. Diagrams here suggested the preservation of existing community assets, development potential in these nodes and possible transition between existing single family zones and future development. It provides initial urban design and zoning recommendations to start community discussion. These recommendations will be further discussed and refined through the Urban Design Framework and rezoning process through working with the community, businesses, property owners, developers, institutions and other stakeholders.

## Community character

**23rd and Union:** This is a neighborhood scale destination with housing above businesses that draw customers from the larger neighborhood. It builds on what it already has: a cinema, churches and a major foundation that provides services. Plans are already underway on two key properties. This vision creates a cohesive fabric of buildings and uses by incorporating those two proposals to create a node that reads as a place – a place that draws people in – a destination.



**23rd and Cherry:** This is a smaller scale node with an abundance of community assets, especially for youth. It is home to a park, Garfield High School, community center, teen center, arts programs, and small businesses including culturally specific restaurants. The focus here is to improve safety through increased pedestrian activity on the sidewalks and more “eyes on the streets” and to create a finer grained place that allows those things that are special to this node, like Ezell’s, to stay and flourish.



**23rd and Jackson:** This is a larger scale node with regional destinations such as Pratt, the Wood Technology Center, Seattle Vocational Institute, and Langston Hughes nearby. It also has housing for a broad mix of people, social services and parks, with a library nearby. Finally, it is the place to shop for daily household needs. The proposal adds housing and businesses, and leverages a key site to improve community connections through the node.



## Building Examples

Mixed Use Building Example in Neighborhood Commercial 40'



Mixed Use Building Examples in Neighborhood Commercial 65'

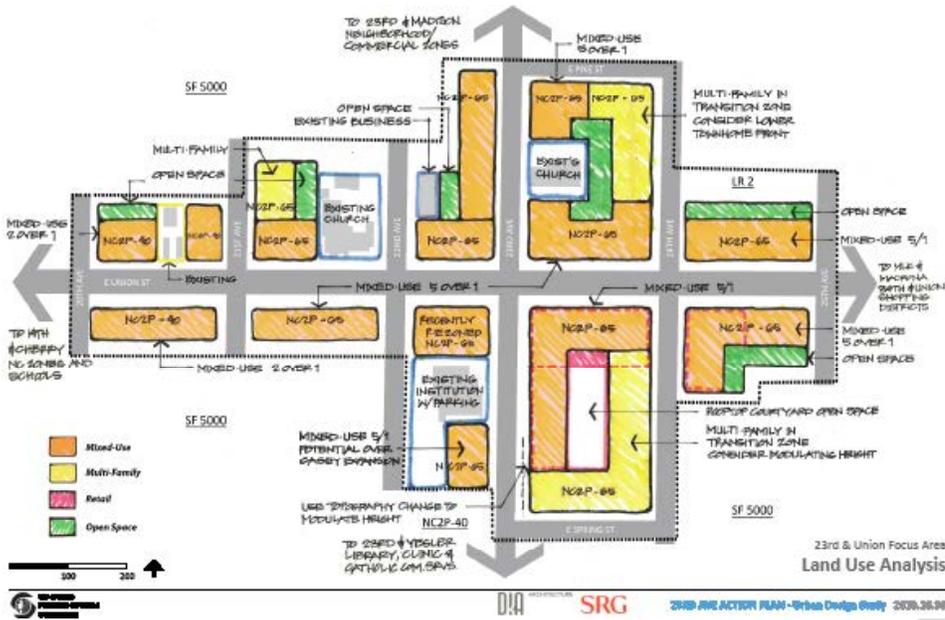


Mixed Use Building Example in Neighborhood Commercial 85'



## INITIAL LAND USE ANALYSIS

Will be refined along the UDF and rezone process



## INITIAL ZONING RECOMMENDATION

Will be refined along the UDF and rezone process



## STREETSCAPE RECOMMENDATION

Seek opportunities to strengthen neighborhood identity with streetscape elements such as pedestrian lighting, street trees, sidewalk cafes, transparent storefronts and outdoor vendor, paving texture change at intersection of 23rd and Union, art, etc.

## Union Core

### WHAT IS UNIQUE:

- Small scale neighborhood feel
- A good mix of shopping, dining, residential uses and entertainment such as Central Cinema

### WHAT IS DESIRED:

- A vibrant neighborhood scaled commercial district that respects the history and historic character and protects small businesses
- A place with an identity – that invites people
- More shops and services that serve the community,
- Mixed use development that could include, live/work units, and opportunities for startup businesses
- Affordable housing;
- Investment on underutilized or vacant properties
- A unified, inviting and pedestrian friendly streetscape along 23rd Ave and Union Street
- More gathering spaces and open space

### WHAT THE PROPOSAL

- Supports NC2 neighborhood commercial to preserve the small scale neighborhood commercial character
- Recommends a change of height limit from 40' to 65' around the intersection to create a unified identity at this important intersection with transitions to lower zones at the edges
- Recommends a change of height limit from 30' to 40' west of 22nd Ave to provide more flexibility in development form for neighborhood commercial while create transitions sensitive to existing single family zones
- Creates a pedestrian friendly streetscape with more "eyes on the street"
- Increases activity on the street with more people living and using this business core

# cherry Core

## INITIAL LAND USE ANALYSIS

Will be refined along the UDF and rezone process

### WHAT IS UNIQUE:

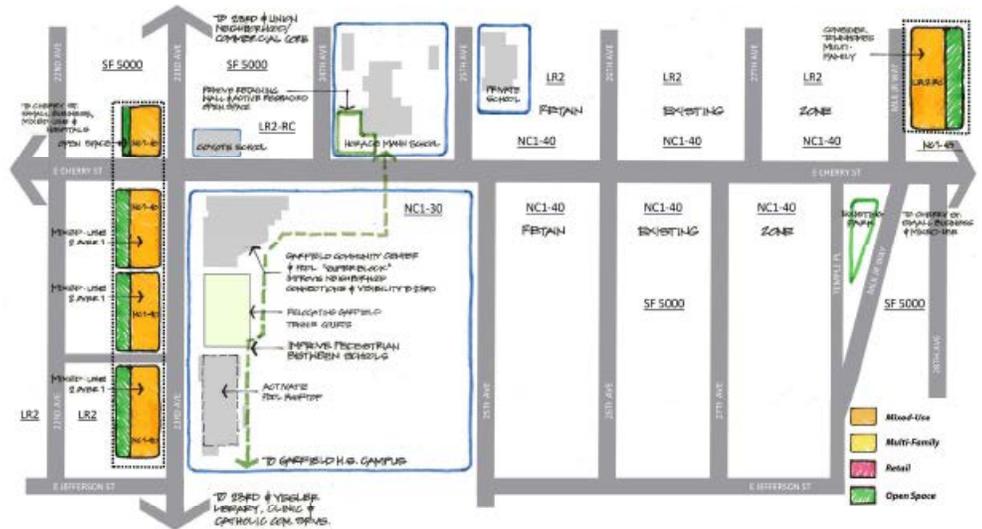
- A smaller scaled node with an abundance of community assets especially for youth
- Small scale commercial uses with a strong presence of Ethiopian restaurants along Cherry Street which provide shops and services as well as social gathering opportunities

### WHAT IS DESIRED:

- Provides well-connected education, youth and other community activities and events
- A vibrant neighborhood scaled commercial district that respects the history and historic character
- Preserve existing culturally specific businesses while provide more variety of shops and services that serve the community,
- Investment on underutilized or vacant properties
- Improve streetscape to encourage positive street activities to reduce crimes

### WHAT THE PROPOSAL

- Supports NC1 neighborhood commercial to preserve the small scale character
- Provide non-conforming non-residential uses west of 23rd Ave with the appropriate neighborhood commercial zoning
- Recommends a height limit of 40' to create a consistent height and unified identity
- Creates a pedestrian friendly streetscape with more "eyes on the street"
- Increases activity on the street with more people living and using this business core
- Supports LR2-RC residential commercial at the NE of Cherry and MLK to provide appropriate zoning for existing uses and transitional use to adjacent existing single family zones



23rd & Cherry Focus Area Land Use Analysis

## INITIAL ZONING RECOMMENDATION

Will be refined along the UDF and rezone process



23rd & Cherry Focus Area Proposed Zoning Change Map

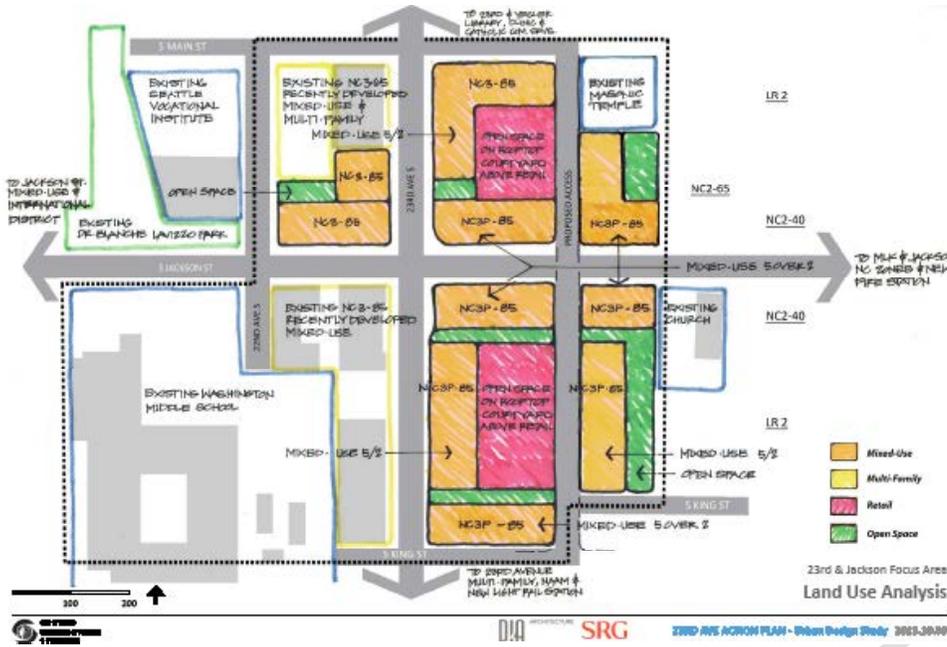
## STREETSCAPE RECOMMENDATION

Respect the smaller scale neighborhood character and strengthen neighborhood identity with streetscape elements such as pedestrian lighting, street trees, sidewalk cafes, transparent storefronts, paving texture change at intersection, and public art, etc; connect community facilities and assets



## INITIAL LAND USE ANALYSIS

Will be refined along the UDF and rezone process



## INITIAL ZONING RECOMMENDATION

Will be refined along the UDF and rezone process



## STREETSCAPE RECOMMENDATION

Strengthen neighborhood identity with streetscape elements such as pedestrian lighting, street trees, outdoor café, paving texture change at intersection, sidewalk paving, and other street furniture; Recognize existing great gathering places like Starbucks and incorporate it into future development.

## jackson Core

### WHAT IS UNIQUE:

- a larger scaled node with regional destinations
- a mix of shops, services and housing that serve for a broader community
- Starbucks is a popular gathering place for African American community in the region.

### WHAT IS DESIRED:

- A vibrant mixed use commercial district that provides opportunities for small and large businesses, and opportunities for startup businesses
- connect shops and services with better grid street network
- Provide pedestrian friendly and inviting storefronts and street frontage
- More shops and services that serve the community,
- Affordable housing;
- More welcoming gathering spaces and open space and less crimes

### WHAT THE PROPOSAL DOES:

- Supports NC3 neighborhood commercial to provide opportunities for a variety of types and scales of shops and services
- Recommends a height limit of 85' around the intersection to create flexible development potential at this important intersection with transitions to lower zones at the edges
- Creates a pedestrian friendly streetscape with more "eyes on the street"
- Increases activity on the street with more people living and using this business core
- Support a pedestrian zone designation to provide more inviting street level uses and storefronts
- Considers opportunities for open space and community gathering



# Additional Acknowledgements

## Public Outreach and Engagement Liaisons

Habtamu M. Abdi (Afaan-Oromo)  
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Neguse Naizghi (Eritrean)  
Dereje Negassa (Ethiopian)  
Maru Mora Villalpando (Spanish)  
Mary Williams (Former for African American)  
Wanda Saunders (African American)  
Pam Carter (Seniors)  
Erica Bush (Former for Youth)

## City of Seattle and King County Lead Departments

Department of Planning and Development  
Seattle Department of Neighborhoods  
Seattle Department of Transportation  
Seattle Parks and Recreation  
Office of Housing  
Seattle Police Department  
Seattle Public Utilities  
Office of Economic Development  
Human Services Department  
Seattle&King County Public Health



23<sup>rd</sup> AVENUE  
Union-Cherry-Jackson  
ACTION PLAN

