

## 3.6 LAND AND SHORELINE USE

This section characterizes existing land and shoreline uses on the site and land use patterns in the surrounding area. Potential land and shoreline use impacts from the Proposed Actions and future development assumed under Alternatives 1, 2 and the No Action Alternative are evaluated. The relationship of the Proposed Actions and alternatives to relevant land use plans and policies is discussed in Section 3.7, Relationship to Plans and Policies.

### 3.6.1 Affected Environment

The Tukwila South site is located partially within the City of Tukwila city limits and partially within unincorporated King County. A small portion of the site south of S 204<sup>th</sup> Street (approximately 22 acres) is located in the City of Kent. The portion of the site within unincorporated King County lies within Tukwila's southern Potential Annexation Area (PAA); in turn, the PAA represents the majority of the City's Tukwila South planning area. Goals and policies for the PAA and Tukwila South planning area are addressed in the City's Comprehensive Plan Annexation and Tukwila South elements.

The unincorporated portion of the site that lies outside the current City of Tukwila limits has been proposed for annexation to the City in 2005, subsequent to issuance of the Final EIS and City decisions on the proposed Master Plan and a Development Agreement between La Pianta and the City. This area lies within Tukwila's southern Potential Annexation Area (PAA). It should be noted that "annexation" is exempt from SEPA under RCW 43.21C.222. The evaluation of potential impacts to land and shoreline use included in this section assumes annexation of the site into the City, and does not address consistency of the Tukwila South project with existing King County land use policies, designations, or zoning. The approximate 22 acres located in the City of Kent could be annexed into the City of Tukwila at some point in the future with both cities' agreement; however at this time, this portion of the site is assumed to remain within Kent.

#### Area Context

The City of Tukwila is located southwest of Lake Washington, and is bordered generally by the City of Seattle on the north, the City of Kent on the south, the City of SeaTac on the west and the City of Renton on the east. Two major regional freeways ( I-5 and I-405) intersect in the City. The City of Tukwila covers about 8.8 square miles and is long and narrow in shape, oriented in a north-south direction. The north end of the City is comprised primarily of industrial and manufacturing uses. The City's commercial center is located to the south, in the Southcenter area, generally where I-5 and I-405 intersect. The majority of the City's residential neighborhoods are located in the areas surrounding the I-5 / I-405 interchange. The Green/Duwamish River flows through the length of the City. The Burlington Northern Santa Fe (BNSF) and Union Pacific (UP) rail lines generally run north-south along the eastern border of the City. SeaTac International airport is located in proximity to the City's most western boundary.

The site represents approximately 498 contiguous acres east of the Interstate-5 corridor, at the south end of the City of Tukwila; the site encompasses the majority of the City's Tukwila South planning area. The Tukwila South planning area is located adjacent to, and south of, the City's

Urban Center; these two areas comprise the southeast quadrant of the City. The Tukwila South planning area extends from S 180<sup>th</sup> Street in the City of Tukwila to S 204<sup>th</sup> Street in King County. Approximately 217 acres of the site are located within the City of Tukwila city limits; the remaining 281 acres are located in unincorporated King County and the City of Kent (approximately 22 acres in the southwest portion are located in the City of Kent). In general, the site and planning area are bordered by commercial uses in the City's Urban Center to the north, agricultural areas in the City of Kent and unincorporated King County to the south, the I-5 corridor and residential areas of SeaTac to the west, and by industrial and business park uses in the City of Kent to the east and southeast (of the Green River). Figure 3.6-1 is an aerial map showing the site relative to surrounding land uses.

## Existing Land and Shoreline Uses Onsite

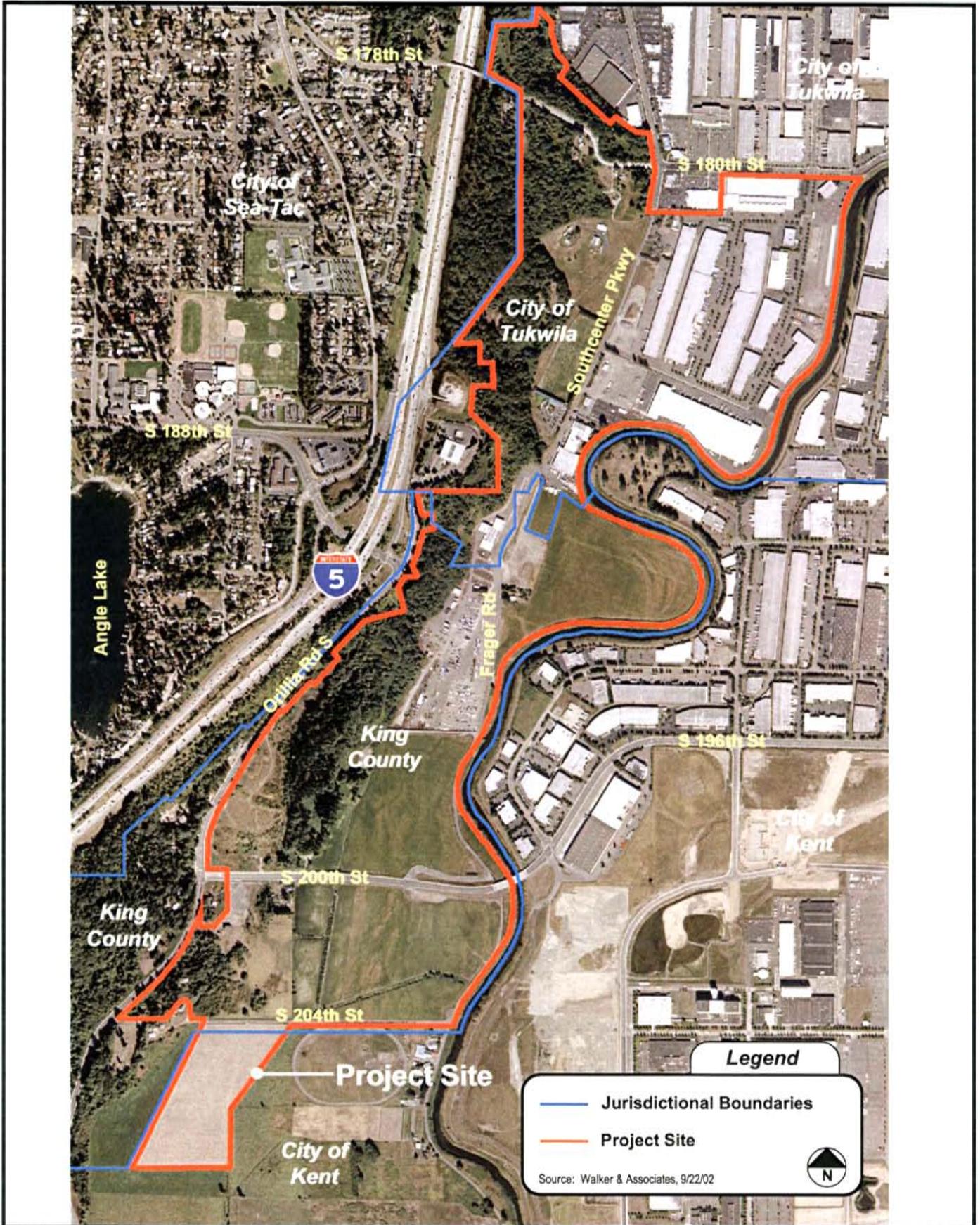
### Tukwila South Site

The site is located on both the topographically flat Green River valley floor and forested western valley rise (hillside). General site boundaries are S 178<sup>th</sup>/S 180<sup>th</sup> Street on the north; S 204<sup>th</sup> Street on the south; Orillia Road and Interstate-5 on the west; and the Green River on the east. A small portion of the site extends north of South 178<sup>th</sup>/180<sup>th</sup> Street.

Existing uses on the site consist of a mix of low-density industrial, business park, recreational and agricultural uses. In the northeast portion of the site, the Segale Business Park is located on approximately 92 acres that abut S 180<sup>th</sup> Street. A farm (currently being used to raise llamas) is located on the hillside in the northwest portion of the site. Several businesses, including Southcenter Golf, Seattle Tractor, Atlas Van Lines and Enterprise Rent-a-Car are located on either side of Southcenter Parkway, within the City limits. A flood protection barrier dike bisects the site from east to west at S 196<sup>th</sup> Street. The majority of the area currently in unincorporated King County and the City of Kent is undeveloped and in agricultural use. A former sand and gravel borrow pit occupies approximately 17.5 acres onsite adjacent to Orillia Road north of S 200<sup>th</sup> Street. A pioneer cemetery, located on approximately 0.4 acres is owned by the Tukwila Historical Society, and lies about 250 feet north of the former borrow pit. Single family residences (11 in total) are scattered across the valley floor and hillside portions of the site.

### *Existing Shoreline Use*

The Green River forms the eastern boundary of the site. Currently, the 200-foot shoreline management zone within the entire City of Tukwila is designated "Urban"; the shoreline zone applicable to the portion of the site within unincorporated King County is designated "Rural." Consistent with the City's vision for the Tukwila South area, it is intended that the portion of the Green River shoreline currently within King County be annexed into the City, concurrent with the Tukwila South site. The applicant has proposed that the City apply its current Shoreline Master Plan (SMP) regulations to the annexed shoreline area and designate it "Urban", consistent with the remainder of the Green/Duwamish River shoreline in the City (refer to Chapter 2, Description of the Proposed Actions and Alternatives, and Section 3.7, Relationship to Plans and Policies, for additional information regarding annexation and the City's SMP).



The City's SMP divides the 200-foot shoreline zone into three environments. The "River Environment" (most restrictive) is a 40-foot-wide zone measured from the mean high water mark of the river. Along the portion of the Green River adjacent to the site, this zone is currently comprised primarily of the Green River levee and associated vegetation. The "Low Impact Environment" includes the area between 40 and 100 feet from the mean high water mark. Land uses on the site within this portion of the shoreline zone currently include portions of Frager Road and a paved trail segment between S 204<sup>th</sup> Street and S 200<sup>th</sup> Street. The "High Impact Environment" (least restrictive) includes the area from 100 to 200 feet from the mean high water mark. Land uses on the site within this portion of the shoreline zone currently include portions of several buildings in the Segale Business Park, the Atlas Van Lines building, a portion of the parking area for Seattle Tractor, and portions of Frager Road. See Section 3.7, Relationship to Plans and Policies, for further information on the City of Tukwila Shoreline Master Plan regulations that would apply to the site.

### Adjacent Land Uses

Land uses adjacent to the site on the north, south, east and west are varied and include commercial, retail, industrial, manufacturing, agricultural and residential uses (refer to Figure 3.6-1).

As described above, the site abuts the Tukwila Urban Center to the north. The Tukwila Urban Center comprises 840 acres located south of I-405 and east of I-5. Approximately nine acres of the Tukwila South site lie within the Urban Center. Tukwila's Urban Center is a major employment center and a regional shopping destination. The Urban Center currently includes predominately commercial/retail, light industrial and warehouse land uses; the Westfield Shoppingtown Southcenter mall (recently approved for expansion to approximately 2 million square feet) encompasses the northwest corner of the Center. Residential development is currently a very minor component of the Urban Center; in 2000, the Urban Center had a total population of 22 (PSRC 2002). Natural amenities within the Urban Center include Tukwila Pond, Minkler Pond, the vegetated hillsides to the west and the Green River to the east.

To the north of the site, within the Tukwila Urban Center, is a mix of retail, restaurant, entertainment and warehouse/distribution uses in a combination of strip malls, power centers and big box developments. Retail and restaurant establishments along S 180<sup>th</sup> Street (east of Southcenter Parkway) that border the site to the north include: Cascade Container, Dania Home and Office Interiors, Regal Cinemas, the Shane Company, Thomasville Furniture and Bassett Furniture Direct, and the Claim Jumper and Newport Bay restaurants. Retail and restaurant establishments that border the portion of the site north of S 180<sup>th</sup> Street (and west of Southcenter Parkway) include Levitz Furniture, Linen's N Things, Joanne Fabrics, Petsmart, Home Furniture and the Azteca restaurant.

The jurisdictional boundary between the City of SeaTac and the City of Tukwila extends along the western hillside (east edge of I-5). Land uses immediately to the west of the site include portions of the forested hillside areas in unincorporated King County and the City of SeaTac, and the Bow Lake Transfer Station, located east of I-5 at about S 188<sup>th</sup> Street. West of I-5, single and multifamily residential neighborhoods are located within the city of SeaTac. West of I-5 and south of S 188<sup>th</sup> Street, within the City of SeaTac, is Angle Lake, a 103-acre lake surrounded by residential development. Approximately 1.5 miles west of the site is the SeaTac International Airport and the City of SeaTac's designated urban center.

The Green River forms the eastern boundary of the site and separates the site from land uses to the east. The Green River Trail extends the length of the site along the east bank of the River. The City of Kent's Briscoe Park is located directly across from the site on land defined by a bend in the River and accessed by the Green River Trail. Land uses east, and adjacent to, the Green River include industrial/warehouse and business park uses in the Cities of Tukwila and Kent.

Land to the south of the site (within the City of Kent) is primarily in agricultural use; approximately 29 acres of property preserved under King County's Farmland Preservation Program abuts the site on the south side of S 204<sup>th</sup> Street. This property includes an active horse farm. The Pacific Gateway Business Park is located on approximately 240 acres bordering the site on the southeast, in the City of Kent. Multifamily (condominium) residential development is located to the southwest of the site in the City of SeaTac.

## Comprehensive Plan and Zoning Designations

Following is a description of current land use and zoning designations that apply to the site and surrounding areas.

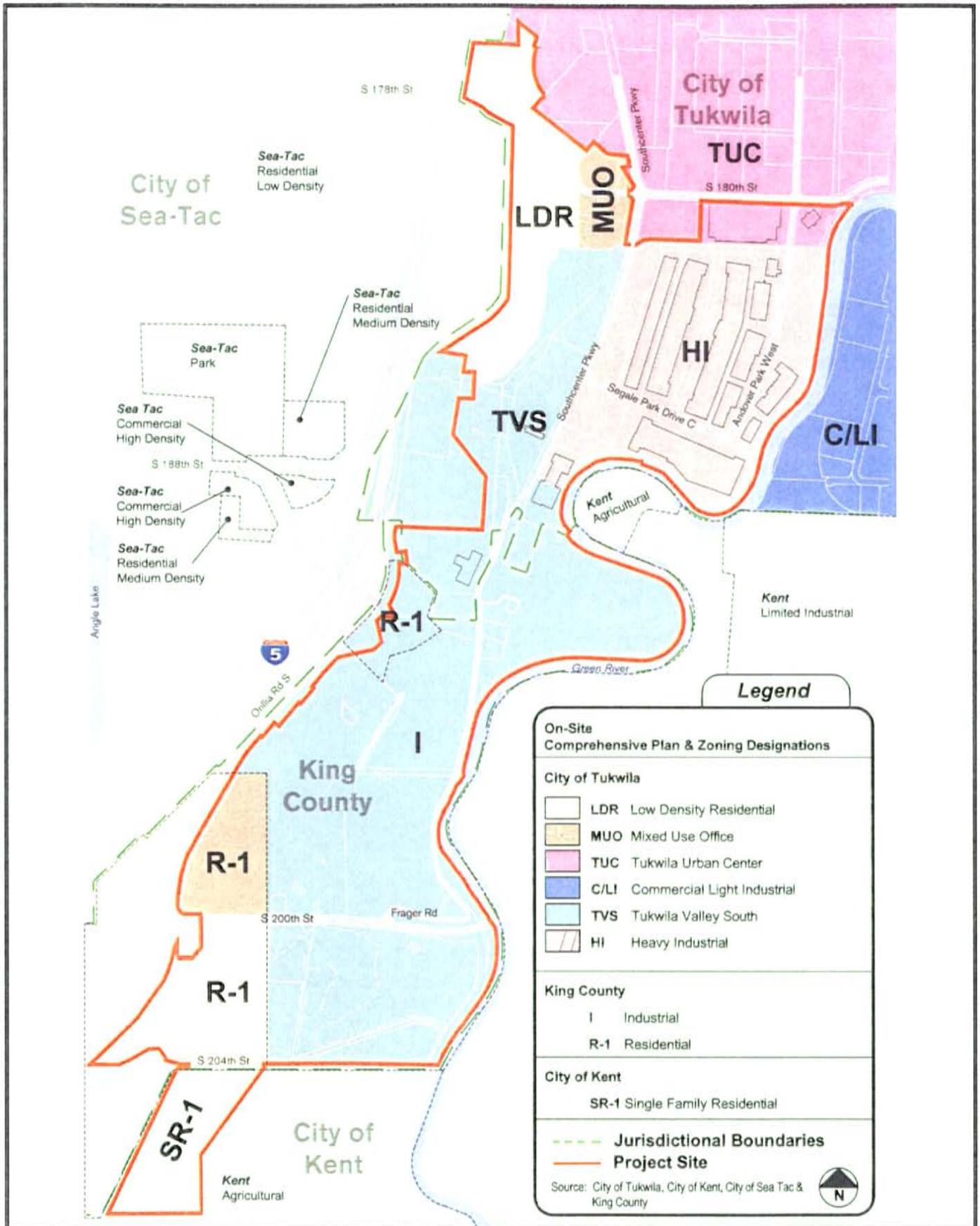
Development on the site would ultimately be guided by the Tukwila South Master Plan and development standards for the Master Plan area, which would address the following: types, possible locations, targeted quantities and pattern of development; urban design principles; shoreline uses and critical areas; open space network; flood protection; infrastructure requirements; and development timing.

Figure 3.6-2 shows current land use and zoning designations for the site and the immediately adjacent areas in the cities of Tukwila, Kent and SeaTac.

### Tukwila South Site

The City of Tukwila Comprehensive Plan (2004) land use designations that currently apply to the site include Tukwila Valley South (TVS), Heavy Industrial (HI), Tukwila Urban Center (TUC), Low Density Residential (LDR), and Mixed Use Office (MUO). (Note: the City applies land use designations to the area within its PAA, which includes the currently unincorporated southern portion of the site.)

Zoning classifications that currently apply to the portion of the site within the City limits are the same as the corresponding Comprehensive Plan designations (TVS, HI, TUC, LDR, and MUO). Current King County zoning that applies to the majority of the unincorporated portion of the site is Industrial (I); small areas in the southwestern and central western portion of the site are designated Urban Residential (R-1). The City is expected to apply zoning designations to the site upon annexation, which would correspond to the current Comprehensive Plan land use designations. The approximately 22 acres of the site south of S 204<sup>th</sup> Street, within the City of Kent, are zoned Single Family (SR-1).



As shown in Figure 3.6-2, the majority of the 498-acre site is designated and zoned TVS. In general, the TVS designation is intended to facilitate the transition of this area into an urban multi-use district and provide opportunities to create major new employment, commercial and residential areas. Heavy industrial uses are allowed as a conditional use (TMC 18.40). Within the City, this designation and zoning is applied exclusively to the site and portions of the City's PAA. The northeast portion of the site, represented by the existing Segale Business Park (approximately 92 acres), is designated and zoned HI. This is the only land designated and zoned HI in the City; however, it should be noted that the City's North Tukwila Manufacturing/Industrial Center, located in the north end of the City, also accommodates heavy industrial uses.

The LDR designation is applied to the following hillside areas along the western edge of the site: areas north and south of S 178<sup>th</sup> Street, located west of Southcenter Parkway; and, the southwest corner of the site, between S 200<sup>th</sup> and S 204<sup>th</sup>. The majority of LDR designated land in the City is applied to the residential areas of the City to the north and west of the I-5/I-405 interchange.

The MUO designation is applied to two small areas on the western side of the site that are contiguous to the LDR-designated areas: at the corner of South 178<sup>th</sup> Street and Southcenter Parkway; and, north of S 200<sup>th</sup> Street in the southwest portion of the site. In general, the MUO designation is intended to create and maintain areas characterized by professional and commercial office structures, mixed with certain complementary retail and residential uses (TMC 18.16). Within the City, the MUO designation is applied only to these portions of the site, and one other small area along SR 99 (International Boulevard) north of SR 518. However, land uses allowed under MUO are also allowed within the TUC zone and the Regional Commercial (RC) zone located north and south of the SR 99/SR 518 intersection.

A small portion of the site (approximately nine acres) located adjacent to and south of, S 180<sup>th</sup> Street is designated TUC and is part of the City's Urban Center.

### Tukwila Urban Center

The King County Countywide Planning Policies (CPP) designate urban growth centers within the County. In general, Urban Centers are envisioned by the CPP as areas of concentrated employment and housing, with direct service by high-capacity transit, and a wide range of other land uses, such as retail, recreational, public facilities, parks, and open space (CPP, 2003). The Tukwila South site is located partially within and immediately south and adjacent to Tukwila's designated Urban Center (approximately nine acres of the Tukwila South site is within the Urban Center).

The Urban Center element of the City of Tukwila's Comprehensive Plan (2004) establishes a vision for the Tukwila Urban Center that defines it as an economically vibrant, high-density area that supports a range of mixed uses that promote business, shopping, recreation, entertainment, and residential opportunities. In the future, the Urban Center would feature a "core area of high quality, walkable mix of retail, entertainment, housing, public spaces and employment." Land use goals include creating "districts" within the Urban Center, where the character, forms, types of uses, and activities benefit, complement and support each other (Goal 10.1.3). Transportation goals for the Urban Center call for a balanced transportation network that increases and improves access for all transportation modes to, from, and within the Center (Goal 10.3). The City is in the process of preparing a subarea plan for the Urban Center (City of Tukwila, 2004).

## Other Areas Adjacent to the Tukwila South Site

The majority of area west of the site (and I-5), within the City of SeaTac, is designated for residential use and is zoned Urban Low Density Residential (UL). The unincorporated area lying between Orillia Road and I-5 is zoned Residential (R-1) by King County. The area surrounding the S 188<sup>th</sup> Street interchange with I-5 in the City of SeaTac is zoned for higher density commercial and residential use, including Community Business (CB) and Urban High Density Residential (UH).

Property directly east of the Segale Business Park and the Green River, within the City of Tukwila, is designated and zoned Commercial/Light Industrial (C/LI). Areas south of the City (and east of the Green River), within the City of Kent, are zoned as Industrial Park and Limited Industrial.

The majority of area extending immediately south of the site and S 204<sup>th</sup> Street is zoned for Single Family use by the City of Kent. A 29-acre property, preserved under the King County Farmland Preservation Program and zoned Agricultural, abuts the site (south of S 204<sup>th</sup> Street and east of the 22-acre portion of the site in the City of Kent). Further to the south in the Kent Valley, are additional large tracts of land preserved under the King County Farmland Preservation Program.

### 3.6.2 Impacts

Approval of the Proposed Actions, including the Tukwila South Master Plan, would facilitate the transition of the Tukwila south area into the urban, multi-use district envisioned by the Tukwila Comprehensive Plan. The “purpose and need” of the Tukwila South project, as defined by the applicant, is to *“accommodate the needs of national and international emerging technology industries and institutions for an integrated, large-scale campus environment that allows for campus security, is near a major international airport and supporting facilities and services, and is not far from existing biotech/bioscience clusters.”* Project objectives identified by the applicant call for the site to accommodate emerging technology industries such as biotechnology and biosciences, applied and fundamental medical research, computer software and technology, and other similar advanced technology and research activities. Refer to Chapter 2 of this Draft EIS for a detailed description of the “Proponent’s Objectives” and the purpose and need for the project.

For purposes of environmental review, three development scenarios have been developed (Alternatives 1 through 3) that encompass a broad range of land uses that the site area could potentially accommodate in the future. The alternatives are intended to represent an overall envelope of potential development for analysis in the EIS. They function to provide representative levels and types of development that could be achieved over time, based on the Proposed Actions, and that can be evaluated in the context of the EIS process.

Types of land use impacts that could potentially occur from implementation of the Proposed Action and Alternatives relate to conversion of land use, changes in land use intensity and density, changes in area activity levels, and compatibility of assumed land uses with surrounding land uses. These types of impacts are discussed below. Impacts generated from changes in the physical character of the site are discussed in Section 3.11, Aesthetics, Light and Glare.

## Alternatives 1 and 2

Assumed land uses evaluated under Alternatives 1 and 2 include research and office campus environments together with an array of commercial, retail, residential, and hotel uses that would be developed in a large-scale, integrated campus setting. Campus-type development could accommodate the types of industries identified above.

### Infrastructure Development Phase

Major site preparation and infrastructure development proposed at the outset of the project is intended to facilitate development of a large-scale campus environment and an eventual transition in land use patterns onsite (described below). Land use changes to the site during the infrastructure development phase (2006-2008) would include: extension of Southcenter Parkway in a new alignment along the base of the western hillside; realignment of S 178<sup>th</sup> Street to connect with Southcenter Parkway at Segale Park Drive C; installation of major water, sewer and stormwater utilities; relocation of an existing flood protection barrier dike to the south; a mass grading program; and, implementation of a comprehensive Sensitive Area Master Plan. A temporary access road under S 200<sup>th</sup> Street (within the 200 foot shoreline zone) is proposed to facilitate transport of material between the north and south portions of the site during the infrastructure development phase; the road would be removed following site preparation activities. A list of land use permits and approvals that would be necessary during this phase is included in the Fact Sheet of this Draft EIS. Refer to Chapter 2, Description of the Proposed Action and Alternatives and Figures 2-4, 2-5, and 2-6, for a description of the activities proposed during the infrastructure development phase.

Existing land uses that would be demolished during the infrastructure development phase to facilitate construction of the elements described above include: the "llama farm" located in the northwest portion of the site; five residences in proximity to S 178<sup>th</sup> Street; the Southcenter Golf driving range and clubhouse; and six other single-family residences scattered across the site in areas that would be graded for future development. It should be noted that land uses that would be demolished during the infrastructure development phase are located on land owned or controlled by the applicant.

Existing land uses within the Tukwila South area not owned by the applicant could experience access disruptions during the infrastructure development phase. If adequately mitigated, these disruptions would not be expected to be of a severity or duration that would result in significant land use impacts. Refer to section 3.6.3 Mitigation Measures, below.

Potential impacts associated with this initial infrastructure development phase, such as increased levels of noise and/or dust, that could affect nearby land uses or Green River Trail users are discussed in other sections of this Draft EIS (e.g., Section 3.14, Noise, Section 3.9, Parks and Recreation). Activity levels onsite during this period would be relatively low, and would be limited primarily to the construction workers involved in the site activities. No significant land use impacts would be anticipated during the infrastructure development phase.

### Full Buildout

Under Alternatives 1 and 2 at full buildout, a substantial amount of the assumed land uses would be developed in research and office campus uses. Alternatives 1 and 2 would feature

approximately 8.7 million square feet and 6.5 million square feet, respectively, in these uses, corresponding under both alternatives to approximately 60 percent of the total square footage under each alternative. Office and retail, restaurant, and hotel uses would encompass an additional 5.3 million square feet under Alternative 1 and 3.3 million square feet under Alternative 2. Alternative 2 would also include approximately 0.5 million square feet of flex tech use. The balance of square footage is assumed to be permanent multifamily residential use (1,900 and 700 units respectively, under Alternatives 1 and 2). Refer to Section 2.7, Description of Alternatives, for additional description and definition of assumed land uses.

## Changes in Land Use Patterns

### *Conversion of Land Use*

The proposed Tukwila South Master Plan would implement provisions of the City's Comprehensive Plan that allow redevelopment of industrial lands within the Master Plan area for other uses, in conjunction with City approval of a Master Plan (Goal 2.1.12). Land uses assumed under Alternatives 1 and 2 would result in the gradual conversion of the existing low-density industrial/warehouse and agricultural uses onsite to a broader mix of urban, higher-density uses, over the 22-year buildout period.

Under Alternatives 1 and 2, approximately 75 percent of the 498-acre Tukwila South site would be developed in the assumed land uses at full buildout. Approximately 20 percent of the site would be preserved as open space and, retained natural areas and sensitive areas (e.g., wetlands, streams). Additional open space would be provided within developed areas, in the form of landscaped area, plazas, courtyards, etc., and stormwater control features. At full buildout, all existing land uses onsite, including the Segale Business Park, are assumed to be demolished, redeveloped, or renovated.

The development concept for the site would locate the "central core" of the campus-type environments in the central and southern portions of the site (Planning Areas F, G, H, and I in Figures 2-8 and 2-9). The northern portion of the site (primarily Planning Areas B, C, and D in Figures 2-8 and 2-9) is assumed to include a mix of employment, goods and services and housing that would complement campus-type development, and reflect the character of an urban, mixed use area.

Under Alternative 1, the highest intensity alternative, the north portion of the site is ultimately assumed to be redeveloped from the existing business park and limited commercial, recreational, and single-family residential uses, to a range of office, retail, residential, restaurant and hotel uses. This mix of uses would be representative of a "retail village" and/or "mixed-use district." The central and southern portions of the site are ultimately assumed to be converted from existing low-density industrial and agricultural uses to higher-density research and office campus environments. Research and office campus development would extend south from the retail village and entertainment district through the site to the natural resource mitigation area, near S 204<sup>th</sup> Street. Under Alternative 2, land use types would be similar but at a lower density, and would include flex-tech uses at a more suburban scale.

As no building development plans have been formulated, no specific land uses have been identified within the 200-foot shoreline zone under Alternatives 1 and 2. However, it is likely that a portion of the building and access road components of future development would be developed within the shoreline zone. New opportunities for public access to the shoreline would

be likely, given City Shoreline Master Plan (SMP) regulations. Any future land uses located within the 200-foot shoreline zone would be required to comply with the City's SMP standards (refer to Section 3.7, Relationship to Plans and Policies).

### *Transition in Area Land Use Patterns*

The shift over time in the Tukwila South area from a mix of lower density and undeveloped land use, to a mix of higher-density land uses, that would create major, new employment, commercial, and residential areas (as facilitated by the Tukwila South Master Plan), would be consistent with the City's vision for the area as described in the Comprehensive Plan (2004).

In a broad context, transition of this area over time from low-density and undeveloped land use to an urban level and scale of development would represent a continuation of the existing pattern of urban development that is occurring on a regional and local scale. Areas within urban growth areas (UGAs) throughout King, Snohomish, and Pierce counties are experiencing urban infill in response to land supply, transportation, and economic pressures, as well as policy initiatives that encourage compact development. Development under Alternatives 1 and 2 would be consistent with this trend of infill with higher density development. The types of land uses that are assumed under Alternatives 1 and 2 could also be viewed as a response to the growing presence of emerging technology industries in the Puget Sound region, including biotechnology/biosciences, computer electronics and software and technology. Refer to Section 2.2 of this Draft EIS, Purpose and Need and Section 3.8, Socioeconomics for additional discussion of recent regional economic and employment trends.

Currently, under existing zoning, a wide range of uses are allowed at the site, including industrial and warehouse uses. At buildout, based on the assumed land uses, the opportunity for heavy and light industrial and warehouse uses at the site would be precluded. However, opportunities for development of this type of land use are available elsewhere in the City, primarily within the North Tukwila Manufacturing/Industrial Center. Further, there is currently an abundant supply of industrially zoned land in the south King County area that could meet future demands for such uses (PSRC, 2004). The southern portion of the site is currently in agricultural use (this area is zoned Industrial by King County). Conversion of this portion of the site to a higher density campus environment under Alternatives 1 and 2 would also preclude agricultural use on the site in the future. However, as discussed above under Affected Environment, there are large areas of land located south of the site in the Kent Valley along the Green River that are preserved in perpetuity under King County's Farmland Preservation Program for agricultural use.

In addition, the site is largely encompassed within the City's designated Potential Annexation Area (PAA). Under the Growth Management Act (GMA) and King County Countywide Planning Policies (CPP), PAA's are intended to represent areas where a City plans to accommodate its future growth and can provide municipal services, public safety response, and utilities.

In summary, conversion of the site to higher density urban uses would not represent a significant land use impact for the following reasons:

- Development of higher density uses would be consistent with the City's vision for the Tukwila South area;

- Development of higher density uses would be consistent with the local and regional trend of urban infill and would be consistent with growth management goals to locate increased density in areas where there is an ability to provide urban-level services;
- Current Comprehensive Plan and zoning designations allow a wide range of uses; the site is not currently reserved solely for industrial or agricultural uses; and,
- Other land both in the City of Tukwila and the surrounding area can accommodate anticipated demand in the future for traditional industrial/warehouse development and agricultural use.

### Relationship to Surrounding Land Uses

In general, the Tukwila South site is unique in that it is geographically separated from adjacent land uses along the length of its east and west boundaries. The site features a narrow north-south orientation and is bordered on the east by the Green River, and on the west by the valley rise (hillside), which slopes steeply up to the I-5 transportation corridor. These natural geographic and infrastructure features serve to buffer the site from adjacent industrial/business park land uses on the east and residential uses west of I-5. No significant impacts to land use compatibility with these areas would be anticipated from development assumed under Alternatives 1 and 2.

Low density residential uses located between Orillia Road and I-5 would experience land use impacts associated with proximity to the site. The proposed transition of the site from low intensity residential and agricultural uses to an urban, multi-use district would result in additional traffic, noise, light and glare and view impacts (see sections 3.11, 3.12 and 3.14, below). It could also improve access to urban utilities and services, and lead to new economic opportunities for these adjacent properties. Together, these factors could lead to additional pressure for the conversion of the existing low-density residential uses to more intensive land uses in the future.

As described above under Affected Environment, the Tukwila Urban Center is located adjacent to and north of the site, and is currently characterized by a mix of commercial/retail, light industrial, and warehouse uses, as well as the regional Westfield Shoppingtown Southcenter mall shopping destination. The City's Comprehensive Plan envisions the Tukwila Urban Center as an economically vibrant, high-density area that supports a range of mixed uses located in "districts." This style of development would be compatible with the "retail village" and "mixed-use district" concepts assumed for the northern portion of the site under Alternatives 1 and 2.

Uses presently located immediately to the north of the site are a mix of retail, entertainment, restaurant and warehouse/distribution uses. Assumed land uses under Alternatives 1 and 2 would also be compatible with these existing uses. As a result of the realignment of S 178<sup>th</sup> Street to the south, certain businesses located at, or near the intersection of Southcenter Parkway/S 180<sup>th</sup> Street, may be affected by a temporary reduction in vehicle traffic. The potential for a significant reduction in traffic and associated impact to businesses would likely be limited, however, as it is assumed that most vehicles traveling east and west on S 180<sup>th</sup> Street would still use the Southcenter Parkway/S 180<sup>th</sup> Street intersection. Further, over time, there would be a substantial increase in traffic volumes due to development at the Tukwila South site and general growth in the area, which could increase business activity in the area (see discussion below). Significant adverse land use impacts would, therefore, not be expected in this area. Measures to discourage or prohibit traffic from diverting via the existing Segale

Business Park's private street system could be employed to further reduce the potential for land use impacts (see section 3.6.3, Mitigation Measures, below).

Existing land use adjacent to and south of the site is mostly undeveloped; a large multifamily residential project is currently being developed southwest of the site, in the City of SeaTac. Campus-type development assumed in the southern portion of the site would be buffered from land uses to the south by the elements of the Sensitive Area Master Plan proposed as part of the initial infrastructure development phase (refer to Chapter 2 for a description of the key features of the Plan). These natural areas would provide a transition from the more intensive uses assumed for the central and southern portions of the site to adjacent uses offsite to the south; no significant impacts related to land use compatibility would be anticipated.

Activity levels and patterns on the site at full buildout under Alternatives 1 and 2 would increase substantially over existing conditions. At full buildout, employment capacity under Alternatives 1 and 2 is estimated at 28,685 and 22,427 jobs, respectively. Population capacity under Alternatives 1 and 2 is estimated at approximately 4,085 and 1,505 people, respectively. The additional employment and population capacity would generate significantly higher levels of pedestrian and vehicle activity than is currently present onsite and in the surrounding area. Potential increased demand on nearby recreational areas is discussed in Section 3.9, Parks and Recreation. Transportation impacts are discussed in Section 3.12, Transportation.

The Tukwila South Master Plan is intended to promote pedestrian-friendly, unified and integrated campus environments on the Tukwila South site, flanked by office, retail, residential, and hotel uses. The emerging technology and biotech/bioscience uses envisioned would represent new uses to the Tukwila area, which would be compatible with uses adjacent to the site, as described above. Increases in activity levels onsite would be substantial; it is likely that employees and residents onsite would be attracted to the Tukwila Urban Center and other nearby activity centers, which could lead to overall increased levels of business activity in these areas. However, it is also likely that some retail uses within the Tukwila South site would draw retail patronage from similar uses in the area. Ultimately, the specific businesses that choose to or are allowed to locate at Tukwila South, together with future market forces, would determine the specific effects on retail business within the Tukwila Urban Center and other nearby commercial centers.

### Indirect/Cumulative

Land uses assumed under Alternatives 1 and 2 would contribute to cumulative employment and population growth and intensification of land uses in the Tukwila area. Campus environments are typically self-contained in nature; this is particularly true of those that focus on emerging technology and/or biotech/bioscience research, as evidenced by the Microsoft and Fred Hutchinson Cancer Research Center campuses in the Puget Sound region. Although employment within the site would generate indirect jobs that would likely span a variety of industries, and that would result in increased local and regional economic activity (see Section 3.8, Socioeconomics), substantial spin-off development, or the need for substantial additional support uses offsite, would not be expected.

Over the 22-year buildout period, development of the site in higher-intensity urban uses could generate pressure for Comprehensive Plan map and zoning re-designations to allow higher densities in areas adjacent to the site and the City's current PAA (such areas are currently largely undeveloped and zoned for low-density residential and agricultural use). This potential

would be substantially lower in adjacent areas to the north (within the Tukwila Urban Center), and to the west (in the City of SeaTac), which are largely established at an urban scale. It is likely that the scale of development assumed at the Tukwila South site would serve to limit the degree of such pressure as a substantial amount of developable property onsite for a variety of uses would be available over the long-term. Ultimately, regulatory controls (e.g., zoning and development regulations), King County's agricultural protection program, market conditions, and related economic factors would dictate the potential for increases in development densities in areas surrounding the site.

Office, retail, hotel and residential land uses assumed under Alternatives 1 and 2 would be geared to serve campus-type development within the Tukwila South site. The immediate proximity of these land uses to the campus environments could be critical to achieving the objectives for the Tukwila South site. However, given the scale of assumed development, there would be the potential for certain onsite land uses to absorb a substantial portion of the local area's demand for new space over time. For example, retail and office space capacity within the Tukwila South site could deflect demand for such space in surrounding areas, including the urban centers of Tukwila, Kent and SeaTac, thus affecting future land use patterns in those areas. This potential would ultimately be dictated by local and regional market factors and the comparative competitive advantages of the Tukwila South site and the other locations. It would also be influenced by land use policies and controls incorporated into the proposed Tukwila South Master Plan and the proposed Development Agreement. Ultimately, future changes in land use would be dependent on economic trends, market forces and land use controls, and would occur incrementally over the 22-year buildout period or beyond.

### No Action Alternative

The No Action Alternative is defined by what would be most likely to happen at the site, if the proposed Master Plan is not approved and implemented. Assumed land uses would be consistent with the more traditional pattern of light industrial and warehouse uses in the area. This alternative would reflect approximately 2 million square feet of new warehouse/office, industrial and retail development over the long term. Under the No Action Alternative, it is assumed that the existing Segale Business Park would remain. No new residential development is assumed.

### Construction

Under the No Action Alternative, the major infrastructure development phase at the outset of the project would not occur. However, the extension of Southcenter Parkway to S 200<sup>th</sup> Street in an alignment to support a lower-density, more industrial character of development in the future is assumed. The extension would occur along an alignment bisecting the site more centrally, versus in an alignment along the base of the western slope (refer to Figure 2-3, in Chapter 2 of this EIS). Under the No Action Alternative, realignment of S 178<sup>th</sup> Street would not occur, the flood protection barrier dike would not be relocated, and agricultural uses in the southern portion of the site would continue. Construction activities onsite would correlate more directly with specific development projects. The potential for existing land uses onsite to be demolished would depend on the specific location of these future development projects.

## Full Buildout

At full buildout, approximately 3.6 million square feet would be occupied in warehouse/office, industrial, and retail land uses. Approximately 1.6 million of the total square footage would be represented by existing uses onsite (e.g., Segale Business Park). Of the 2.0 million square feet of new development, approximately 1.5 million square feet would be warehouse/office and industrial use. The remaining 500,000 square feet, developed over the 22-year buildout period, is assumed as retail big box and retail service uses.

### Changes in Land Use Patterns

Alternative 3 would result in the conversion of fewer acres of land, based on two factors: 1) much of the existing land use in the northeast portion of the site would remain; and, 2) the flood protection barrier dike would not be relocated to the south near S 204<sup>th</sup> Street. By not relocating the dike, much of the area between the existing dike and S 204<sup>th</sup> Street would not be developed (due to the infeasibility of obtaining flood insurance). Approximately 55 percent of the 498-acre Tukwila South site would be developed in the assumed land uses at full buildout. This would represent approximately 20 percent less developed area than under Alternatives 1 and 2. Approximately 45 percent of the site would represent agricultural area and open space (including area unable to be developed), retained natural areas, and critical areas (e.g., wetlands, streams).

Under Alternative 3, new industrial and big box retail uses are assumed as the predominant land use in the north portion of the site (Planning Areas B and C in Figure 2-10). The central and southern portions of the site (primarily Planning Areas F and G in Figure 2-10) are assumed to be developed in predominantly low-density warehouse, industrial, and big-box retail uses, as compared to the higher density research and office campus environments assumed under Alternatives 1 and 2. Office uses would likely continue in the retained Segale Business Park. Any new land uses developed within the 200-foot shoreline area would be required to comply with the City's SMP standards (refer to Section 3.7, Relationship to Plans and Policies).

Alternative 3 assumes that the site would develop consistent with the more traditional pattern of light industrial, warehouse and big-box retail land uses that exist in the area. This lower density, less urban form of development would not fully achieve the Tukwila Comprehensive Plan vision, or the residential goals, pertaining to the Tukwila South area.

### Relationship to Surrounding Land Uses

As discussed under Alternatives 1 and 2, the site is separated from adjacent land uses on the east and west by the Green River and the I-5 transportation corridor, respectively. These natural geographic and infrastructure features serve to buffer the site from adjacent industrial/business park land uses on the east and residential uses west of I-5. No significant impacts related to land use compatibility with these areas would be anticipated. Retail uses in the northern portion of the site, under this alternative, would be generally compatible with existing retail, restaurant and warehouse uses immediately north of S 180<sup>th</sup> Street.

Much of the existing area in the southern portion of the site would remain undeveloped (in agricultural use), which would continue to provide a buffer between the low-density

industrial/warehouse uses onsite under Alternative 3 and residential and agricultural property south and west (between Orillia Road and I-5) of the site.

Employment capacity on the site at full buildout under Alternative 3 would increase from approximately 2,400 (at present) to approximately 4,600 people. Increases in pedestrian and vehicle activity would be substantially lower than under Alternatives 1 and 2 and would likely be primarily vehicle-oriented. New retail uses assumed under Alternative 3 would be developed primarily as big-box retail and would not be geared to support the industrial and warehouse uses onsite. As such, it is likely that the retail and restaurant needs of onsite employees would continue to be served by surrounding establishments in other parts of Tukwila, as is currently the case. Given the relatively minor increases in employment capacity over the 22-year period as compared to Alternatives 1 and 2 (2,200 versus up to 28,000), overall increases in levels of business activity in surrounding areas would be lower than would be experienced under Alternatives 1 and 2.

### Indirect/Cumulative

Land uses assumed under Alternative 3 would contribute to cumulative employment growth in the Tukwila area, however to a substantially lower degree than under Alternatives 1 and 2. The low-density industrial/warehouse and retail uses assumed would not likely generate any significant pressure on surrounding properties to redevelop or intensify. New industrial/warehouse uses could compete to some degree with similar developments within the North Tukwila MIC and other properties located closer to the site, such as the Pacific Gateway project to the southeast. The relatively small amount of new big-box retail use would not likely have a significant effect on demand for such space in surrounding areas. There would be less potential for deflection of demand for retail and office uses from existing area urban centers, compared to Alternatives 1 and 2. No significant indirect or cumulative impacts on surrounding communities would be expected.

### 3.6.3 Mitigation Measures

#### Infrastructure Development Phase

Measures to maintain reasonable access to properties not owned or controlled by the applicant would reduce or prevent access-related land use impacts associated with the infrastructure development phase of the project.

#### Full Buildout

Long-term development at the Tukwila South site would be guided by the Tukwila Comprehensive Plan, the Tukwila South Master Plan and the Development Agreement, in conjunction with other applicable development standards. These policies, agreements and standards would be implemented through individual development project review by the City of Tukwila. . The City of Tukwila would continue to monitor the effectiveness of its Comprehensive Plan goals and policies for the Tukwila South area through Comprehensive Plan updates and reviews, as would surrounding jurisdictions.

To the extent that noise, light/glare, traffic and other environmental impacts affect land uses on nearby properties, mitigation measures related to these elements of the environment would

reduce land use impacts. Appropriate mitigation measures are identified under the respective sections of this Draft EIS.

Measures to discourage or prevent 178<sup>th</sup>/180 corridor through-traffic from diverting through the existing Segale Business Park would mitigate potential land use impacts related to loss of pass-by traffic for properties on South 180<sup>th</sup> just east of Southcenter Parkway. At such time as the Segale Business Park may be redeveloped in the future, through-traffic movement and potential land use impacts would be reevaluated.

#### 3.6.4 Significant Unavoidable Adverse Impacts

No significant unavoidable adverse impacts to land use patterns would result from the Proposed Action or development alternatives.