

1.0 SUMMARY

1.1 PROJECT SPONSOR, OBJECTIVES, AND PROPOSAL

Dearborn Street Developers LLC's objective is to develop a mixed-use project on a site composed of several blocks along S Dearborn Street, just north of I-90 and west of Rainier Avenue S, in an area of downtown Seattle known as Little Saigon. See *Figure 1 in Section 2.0*. The "Dearborn Street" project is conceived as a mixed-use urban redevelopment, combining a new facility for Seattle Goodwill Industries (Goodwill), new retail space, and new housing arranged over three city blocks. To address existing constraints of the site's topography and street grid, the entire project is proposed to rest on a podium of parking and retail stores, and the appearance of the project would be one of housing over a retail base, with an active pedestrian realm.

In 2001, the City of Seattle published a Draft and Final EIS for a previous proposal by Wright Runstad to develop 489,000 gross square feet (gsf) of administrative office space, as allowable under Industrial Commercial-65 zoning, on a site composed of several blocks along S Dearborn Street. That development was not pursued because it was not feasible to develop, and Goodwill delayed implementation of its separately planned renovation.

The Goodwill property and other adjoining and nearby parcels are now the subject of the new mixed-use development proposed by Dearborn Street Developers, LLC. Thus the 2001 EIS provides background information for the site and a basis for comparison with the current proposal.

1.2 ALTERNATIVES

Four alternatives are reviewed in this Draft SEIS. Differences among the four alternatives are summarized below.

- **No-Action Alternative.** The No-Action Alternative generally establishes baseline conditions against which impacts of the development alternatives can be evaluated. It would retain the existing structures and uses on the private parcels and public rights-of-way unless and until some other redevelopment is proposed and approved. Existing zoning would remain, unless it is changed through the City of Seattle's Livable South Downtown process now in progress, or at the request of a future developer. For the present, there would be no change in existing street grid, utilities, landscaping or streetscape and pedestrian amenities. Right-of-way improvements would occur as directed by city priorities, and contaminated soils now present on the site would not be removed. Goodwill would continue to seek options for renovating its existing, aging facilities. The No-Action alternative would meet neither Goodwill's nor the developer's objectives.
- **Mixed-Use Alternative (Preferred Alternative).** The "Dearborn Street" Mixed-Use Alternative (Preferred Alternative) would provide approximately 1,395,000 gsf, including a retail component with about 615,000 sf, and a residential area of about 655,000 sf (assuming up to 565 units). The entire project would rest on a podium of parking and retail stores, and would fully develop the entire 10.25-acre site, including the right-of-ways (ROW) proposed for vacation along with privately-owned parcels. The Mixed-Use Alternative features a new facility (about 120,000 sf) for Goodwill adjacent to the retail space, a grocery store, restaurants, and neighborhood-oriented shops. The site could also accommodate a number of larger national tenants such as a general merchandiser, home improvement store, bookstore, etc. About 2,307 structured parking spaces would be provided to serve the project, as well as approximately 72,000 sf of structured plazas, sidewalks, and streets, internal to the site and open to the public. Atop all these uses, the residential components would appear as four separate structures resting on the podium. Market demand would influence the precise number of units to be built, which could range from approximately 400 to 600 units. The Mixed-Use Alternative fully accomplishes Goodwill's and the developer's objectives.
- **All-Commercial Alternative.** The All-Commercial Alternative would provide commercial uses (retail), parking, and space for Goodwill identical to the Preferred Alternative, but would not include a housing component, nor the associated residential open space. Like the Mixed-Use Alternative, the structure would fully develop the entire 10.25-acre site, including the rights-of-way proposed for vacation, along with privately-owned parcels. The project would contain approximately 735,000 gsf. Without the housing component, there would be proportionately fewer parking spaces needed, and the building height would be approximately 65 feet instead of the 85 feet proposed in the Mixed-Use Alternative. There would be approximately 72,000 sf of structured plazas, sidewalks, and streets, internal to the site and open to the public, similar to the Mixed-Use Alternative. The All-Commercial Alternative could accomplish Goodwill's

objectives but would only partially accomplish the developer's objectives since it does not include a residential component.

- **No-Street Vacation Alternative.** The No-Street Vacation Alternative assumes potential redevelopment of the private parcels within the project site, using the existing street grid, to provide a basis for comparison. This alternative has some similarities to the 2001 proposal, which involved three office buildings and no street vacations, but the No-Street Vacation Alternative in this SEIS is a mixed-use development scenario involving four buildings with a different site plan and different uses. Approximately 1,363,000 sf of office, retail, and housing, plus the Goodwill functions, would be developed in four separate buildings, with approximately 2,225 accessory parking spaces provided in underground garages beneath them. No special public benefits would be required nor are they proposed. The 2001 proposal was not pursued because it was not feasible to develop. It is impractical because it does not produce a workable configuration for Goodwill nor does it produce a desirable configuration for retail development. The No-Street Vacation Alternative is considered as impracticable by the developer, and therefore would neither accomplish the developer's objectives, nor provide for Goodwill's objectives at this time.

Comparison of Alternatives. The following discussion focuses on comparative differences among the alternatives and considers the factors that differentiate these alternatives. See Table 1 for a summary comparison of the principal features that define each of the alternatives. See Chapter 2 for detailed discussion of the alternatives and their component features.

The fundamental differences among the alternatives are twofold: (1) Each of the four alternatives represents a different complement of land uses on the site, each with its associated urban design implications, and (2) two of the alternatives would require vacation of public rights-of-way, while the other two utilize the existing street grid.

All three of the redevelopment alternatives would require a rezone of the project site from the existing Industrial-Commercial classification (IC-65) to a Neighborhood Commercial classification (NC3-85), which is consistent with preliminary recommendations of the Livable South Downtown Project. The rezone would represent a change in land use that would encourage mixed-use development and would allow residential use, which is not allowed under existing zoning (No-Action).

The Mixed-Use Alternative focuses on a combination of urban commercial and residential uses, including new facilities for Goodwill and areas of special public benefit. The All-Commercial Alternative offers an alternative similar to the Mixed-Use proposal, except without the residential use, for comparison. The Mixed-Use and All-Commercial Alternatives would require vacating approximately 80,000 sf of public right of way. The No-Street Vacation Alternative provides comparison by illustrating a potential mixed development that would not require vacation of public rights-of-way, but due to site and market constraints, would have a different complement of uses and would include office uses in its mix.

The No-Street Vacation alternative illustrates that a similar development density could be accomplished on the project site without vacating the streets but that, due to site and market constraints, it is neither feasible nor practical. While the No-Action Alternative would also not require vacation of public right-of-way, it would not provide for Goodwill's renovation nor encourage a transition to mixed-use development.

Public benefit packages are proposed for both the Mixed-Use and All-Commercial Alternatives since they include vacation of public right-of-way, but would not be required nor offered for the No-Street Vacation and No-Action Alternatives.

Project Schedule. The developer anticipates starting construction in summer 2007, with roughly 12 months of construction for the first stage, including the subterranean parking and above-grade retail, office, and training structure at the southeast block of the site (Goodwill) followed by 24 months of construction for the second stage, which includes the remainder of the work: subterranean parking, retail, interior vehicle drives with plazas and streetscape, etc., at the west, northeast, and central portions of the site. Work is anticipated to be complete by summer 2010.

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|-------------------------------|-------------|
| • Begin site demolition | Summer 2007 |
| • Begin construction | Summer 2007 |
| • New Goodwill facility opens | Summer 2008 |
| • Retail open | Summer 2010 |
| • Housing opens | Summer 2010 |

Table 1. Distinguishing Physical Features among Alternatives

	No Action	Mixed Use	All Commercial	No Street Vacation
Uses				
Retail	Goodwill only	✓	✓	✓
Residential		✓		✓
Office	Goodwill only	Goodwill only	Goodwill only	✓
Parking garage(s)		✓	✓	✓
Goodwill redevelopment		✓	✓	✓
Warehouse	✓	Goodwill only	Goodwill only	Goodwill only
Street Vacations/Access				
Corwin Place S	remains public ROW	private street, open to public	private street, open to public	remains public ROW
S Lane Street	remains public ROW	private street, open to public	private street, open to public	remains public ROW
Dearborn Place S	remains public ROW	vacated	vacated	remains public ROW
13 th Avenue S	remains as is; public ROW	converts to cul-de-sac; public ROW	converts to cul-de-sac; public ROW	remains as is; public ROW
Connections				
Corwin and Weller		✓	✓	
Corwin and Dearborn	✓	✓	✓	✓
Corwin and Lane	✓	✓	✓	✓
Dearborn Place and Dearborn St	✓			✓
Lane and Dearborn Place	✓			✓
Lane and Rainier		✓	✓	
13 th and Dearborn	✓	✓	✓	✓
13 th and Lane	✓			✓
Other Features				
Increased height, bulk, scale & mass		✓	✓	✓
Increased view blockage		✓	✓	✓
Demolition of all existing buildings		✓	✓	✓
Internal plazas		✓	✓	
Hillclimb		✓	✓	
Full traffic signal at Weller/Rainier		✓	✓	
Perimeter sidewalk widening		✓	✓	
New right-turn lane on Rainier		✓	✓	
Dearborn bike lane extension		✓	✓	✓
Street trees exceeding code reqs		✓	✓	
Water features		✓	✓	
Cleanup of contaminated soils		✓	✓	✓

1.3 ENVIRONMENTAL EVALUATION

In the **No-Action Alternative**, neither the adverse nor the beneficial impacts associated with the development alternatives would occur. All three development alternatives—**Mixed-Use, All-Commercial, and No-Street Vacation**—are likely to cause short-term adverse impacts during construction, such as increased vehicular traffic and noise compared to existing conditions. Operation of the completed development alternatives would increase traffic, emissions, noise, energy use, and levels of illumination, but would differ to some extent based on the land use mix of each of these alternatives. For example, the traffic and lighting patterns for the **All-Commercial Alternative** would occur over a shorter duration of the day than for the **Mixed-Use and No-Street Vacation Alternatives**, which include a residential element, and the office component included in the **No-Street Vacation Alternative** would change the peak-hour traffic characteristics. All three development alternatives would also involve demolition of existing older buildings on the site and some development on slopes liquefaction areas identified as “Environmentally Critical Areas.” Scope of onsite soils cleanup would be resolved by the Washington State Department of Ecology pursuant to a Prospective Purchaser Consent Decree, and the City and Ecology will confer regarding the possible combination of the public participation and other procedural requirements of SEPA and MTCA, to the extent practicable, pursuant to WAC 197-11-250.

Table 2 summarizes and compares the environmental impacts of the four alternatives. However, reviewers should note that to facilitate a basic comparison of the environmental impacts of the three alternatives, the detailed discussion in Chapter 3 of the EIS has been generalized here for the sake of brevity. Reviewers should consult the full text for a more complete explanation of impacts. The order in which impacts are listed below generally parallels the environmental evaluation presented in Chapter 3. *See Chapter 3 for detailed discussion.*

1.4 UNAVOIDABLE ADVERSE IMPACTS

Under any of the three development alternatives, both beneficial and adverse impacts would occur. While mitigation features have been incorporated to reduce potential adverse effects, some of these potential adverse effects would be unavoidable. Unavoidable adverse impacts would result from short-term construction activities for all three development alternatives. Such short-term construction impacts would include temporarily increased noise and emissions, as well as effects of construction traffic and parking. Unavoidable adverse impacts from the long-term operation of all three development alternatives would include the following:

- Some increased delays at some intersections. All of the action alternatives would add traffic to the Seattle street system, especially in the immediate vicinity. None of the alternatives would degrade the level of service at study intersections to below the City of Seattle standard (LOS D), except for the unsignalized intersection at S Dearborn Street/13th Avenue S, which would operate at LOS F for the southbound movement. However, all of the alternatives would add traffic to two intersections that already operate at LOS E—S Airport Way/S Dearborn Street/4th Avenue S, and S Dearborn Street/Rainier Avenue S. These intersections would continue to operate at LOS E with addition of traffic from any of the alternatives.
- Decreased air quality and increased noise levels, both principally from increased vehicular traffic.
- Increased energy use at the project site.
- Increased nighttime illumination and headlight glare.
- Loss of existing buildings that are proposed for demolition, and existing trees that are proposed for removal.

1.5 ENVIRONMENTAL ISSUES TO BE RESOLVED

Key environmental issues that remain to be resolved include the following:

- Specific departures from the development standards for NC3 zoning. As the project continues through review by the Design Review Board, Design Commission, and DPD staff, the MUP application would be refined, and applicable departures would be reviewed and considered as necessary.

Table 2. Summary Comparison of Environmental Impacts

No-Action	Mixed-Use (Preferred)	All-Commercial	No-Street Vacation
Transportation			
No changes to street grid, intersections or curbcuts.	Street grid altered by vacations and private streets.	Street grid altered by vacations and private streets.	No changes to street grid. Changes in curbcuts.
No signalization changes, unless initiated by SDOT.	New Lane St. has right-in/right-out access at Rainier.	New Lane St. has right-in/right-out access at Rainier.	No access to Rainier from Lane or to Weller from Corwin.
Vehicle trips increase with background growth, with increased delay at some intersections.	New Corwin Pl. connects to Weller. Dearborn Pl. removed.	New Corwin Pl. connects to Weller. Dearborn Pl. removed.	Dearborn Pl. remains. More vehicle trips than No-Action but less than Mixed-Use.
Metro stops on Dearborn and Rainier remain in current locations.	Full signal at Weller/Rainier.	Full signal at Weller/Rainier.	Some increased delays at some intersections. No intersections degraded below LOS D, except unsignalized intersection at S Dearborn Street/13 th Avenue would operate at LOS F for the southbound movement.
No changes to bike lane or pedestrian amenities.	More vehicle trips than No-Street Vacation but less than All-Commercial. Some increased delays at some intersections. No intersections degraded below LOS D, except unsignalized intersection at Dearborn Street/13 th Avenue would operate at LOS F for the southbound movement. Relocation of Metro bus stops on Rainier and Dearborn. Improved bike lane, and pedestrian amenities exceeding <i>Land Use Code</i> standards.	More vehicle trips than for Mixed-Use and No-Street Vacation. Some increased delays at some intersections. No intersections degraded below LOS D, except unsignalized intersection at S Dearborn Street/13 th Avenue would operate at LOS F for the southbound movement. Relocation of Metro bus stops on Rainier and Dearborn. Improved bike lane, and pedestrian amenities exceeding <i>Land Use Code</i> standards.	Improved bike lane. No change to bus stops unless required for development proposals under this scenario. Pedestrian streetscape upgraded as required to meet <i>Land Use Code</i> and specific development requirements.
Parking			
239 existing parking spaces would remain. No changes to on-street parking spaces.	About 2,307 spaces on site. Removal of some on-street parking on Weller for new traffic lanes.	About 2,048 spaces on site. Removal of some on-street parking on Weller for new traffic lanes.	About 2,225 spaces on site. No changes to on-street parking at this time.
Land Use			
Site retains IC-65 zoning unless future rezone action is implemented. Existing structures and types of uses would remain, unless or until another development is proposed in the future.	Site rezoned to NC3-85. Existing structures and uses replaced by new commercial and residential uses. New job opportunities. New uses and structures comply with land use plans and policies. Need departures from some NC3 development standards. Vacate about 80,000 sf of public ROW; public benefit package to compensate. Improved pedestrian streetscape exceeding <i>Land Use Code</i> standards, and improved pedestrian connections to Rainier and Weller	Site rezoned to NC3-85. Existing structures and uses replaced by new commercial development. New job opportunities. New uses and structures comply with land use plans and policies. Need departures from some NC3 development standards. Vacate about 80,000 sf of public ROW; public benefit package to compensate. Improved pedestrian streetscape exceeding <i>Land Use Code</i> standards, and improved pedestrian connections to Rainier and Weller	Site rezoned to NC3-85. Existing structures and uses replaced by new commercial, office, and residential uses. New job opportunities. New uses and structures comply with land use plans, policies, and codes. Need departures from some NC3 development standards. Improved streetscape per <i>Land Use Code</i> standards.

Table 2. Summary Comparison of Environmental Impacts (continued)

No-Action	Mixed-Use (Preferred)	All-Commercial	No-Street Vacation
Air			
CO levels would increase at key intersections due to background traffic growth and decreased LOS.	Increases in CO levels at key intersections would be higher due to increased project traffic and increased delays.	Increases in CO levels at key intersections would be similar to Mixed-Use Alternative.	Increases in CO levels at key intersections would be intermediate between No-Action and the Mixed-Use or All-Commercial Alternative.
Noise			
Existing noise levels would continue.	Some increase in noise levels, with likely minimal effect on sounds from the major traffic sources in the area.	Some increase in noise levels, with likely minimal effect on sounds from the major traffic sources in the area.	Some increase in noise levels, with likely minimal effect on sounds from the major traffic sources in the area.
Housing			
Residential uses not allowed on site per existing IC-65 zoning.	New residential: approx. 565 units added.	No residential uses added to site, although rezone to NC3 would allow them.	New residential: approx. 472 units added.
Aesthetics			
No change in existing height, bulk, scale, or mass of buildings on site. No change in streetscape. No change in impacts on views.	Increased height, bulk, scale, and mass, mitigated by modulated façades, landscaping, and streetscape improvements. New buildings would partially obstruct some views across the site, but would not significantly affect views from designated scenic routes or from public viewpoints.	Increased height, bulk, scale, and mass, mitigated by modulated façades, landscaping, and streetscape improvements. Lower building height than for Mixed-Use or No-Street Vacation alternatives. New buildings would partially obstruct some views across the site, but would not significantly affect views from designated scenic routes or from public viewpoints.	Increased height, bulk, scale, and mass, mitigated by modulated façades, landscaping, and streetscape improvements. Less mitigation than provided by Mixed-Use Alternative. New buildings would partially obstruct some views across the site, but would not significantly affect views from designated scenic routes or from public viewpoints.
Historic Resources			
Older industrial and commercial buildings would remain and potentially could be available for other redevelopment proposals.	All buildings would be demolished and replaced with new structures.	All buildings would be demolished and replaced with new structures.	All buildings would be demolished and replaced with new structures.
Light and Glare			
No change in light and glare.	Interior illumination of new buildings would increase nighttime light levels on and near site. Increased glare from vehicle headlights. Proposed street lights and other project illumination would improve light levels for pedestrian safety.	Interior illumination of new buildings would increase nighttime light levels on and near site somewhat less than for Mixed-Use and No-Street Vacation alternatives. Increased glare from vehicle headlights. Proposed street lights and other project illumination would improve light levels for pedestrian safety.	Interior illumination of new buildings would increase nighttime light levels on and near site. Increased glare from vehicle headlights. Proposed street lights and other project illumination would improve light levels for pedestrian safety.

Table 2. Summary of Environmental Impacts (continued)

No-Action	Mixed-Use (Preferred)	All-Commercial	No-Street Vacation
Earth			
No grading.	About 344,000 cy of cut. About 10,000 cy of fill.	About 344,000 cy of cut. About 10,000 cy of fill.	About 305,000 cy of cut. About 8,600 cy of fill.
Energy and Natural Resources			
No change in use of energy or natural resources.	Increased, but more efficient, consumption of electrical energy. Use of natural resources for construction.	Increased, but more efficient, consumption of electrical energy. Use of natural resources for construction.	Increased, but more efficient, consumption of electrical energy. Use of natural resources for construction.
Recreation and Public Spaces			
No changes to parks, recreation, or open space.	Increased site density would increase demand on public facilities. New public and private open spaces created.	Increased site density would increase demand on public facilities. New public open spaces created.	Increased site density would increase demand on public facilities. Open space created as required by <i>Land Use Code</i> . Fewer public open spaces created.
Public Services			
No changes to public services.	Increased site density would increase demand on public services.	Increased site density would increase demand on public services.	Increased site density would increase demand on public services.
Utilities			
Existing utility infrastructure remains. Utility demand largely unchanged.	On-site utilities upgraded per code. Off-site utility modifications required by street vacations. Utility demand increased.	On-site utilities upgraded per code. Off-site utility modifications required by street vacations. Utility demand increased less than for Mixed-Use and No-Street Vacation.	On-site utilities upgraded per code. Utility demand increased.
Construction impacts			
Not applicable.	Potential for temporary impacts of dust, emissions from construction vehicles and equipment, odors, impaired traffic flow around the site; increased noise from construction equipment; sediment and spills in storm-water runoff.	Potential for temporary impacts of dust, emissions from construction vehicles and equipment, odors, impaired traffic flow around the site; increased noise from construction equipment; sediment and spills in storm-water runoff.	Potential for temporary impacts of dust, emissions from construction vehicles and equipment, odors, impaired traffic flow around the site; increased noise from construction equipment; sediment and spills in storm-water runoff.

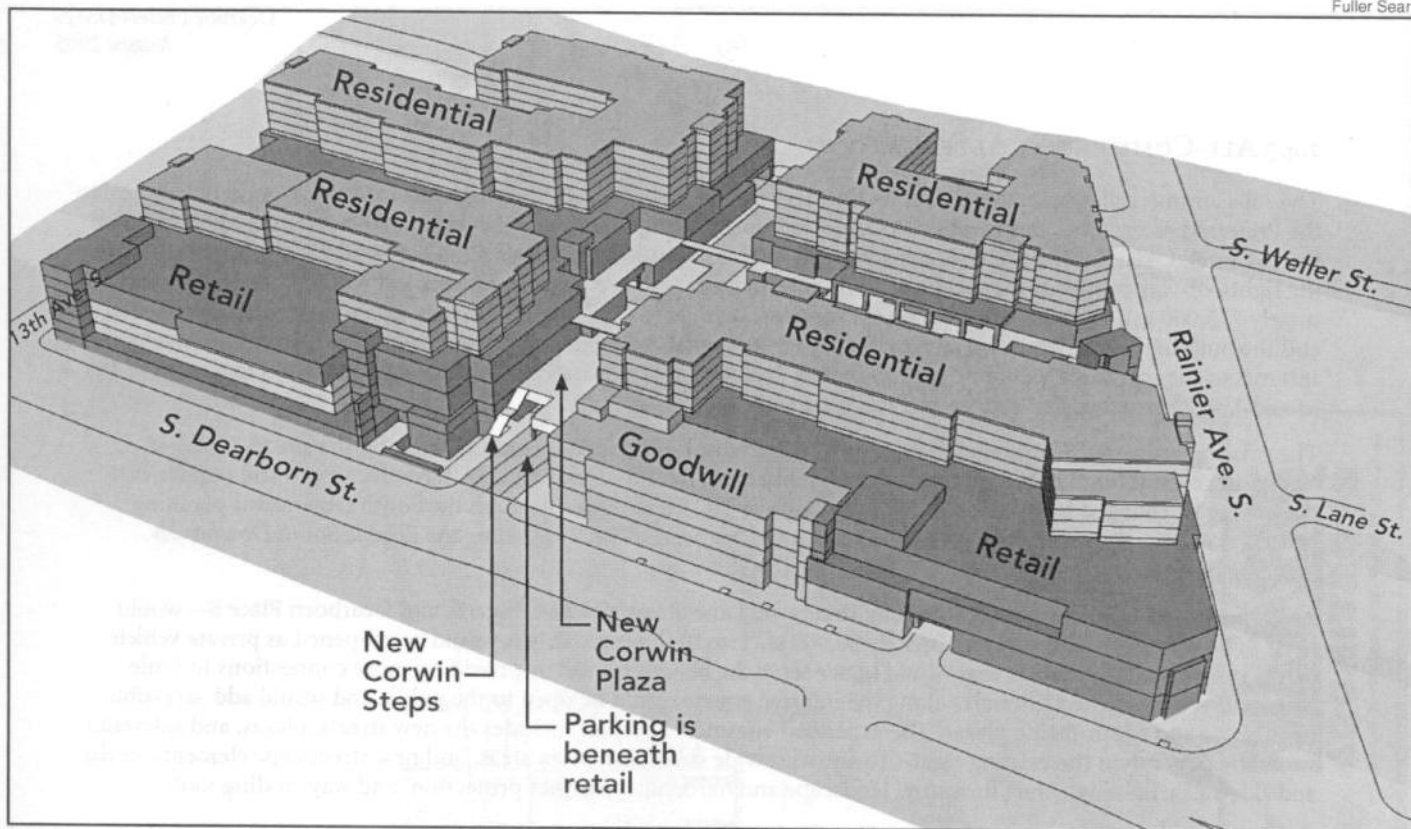


Figure 5 • Preferred Alternative—Bulk/Mass* Aerial View

* shows building envelope only, not architectural detail

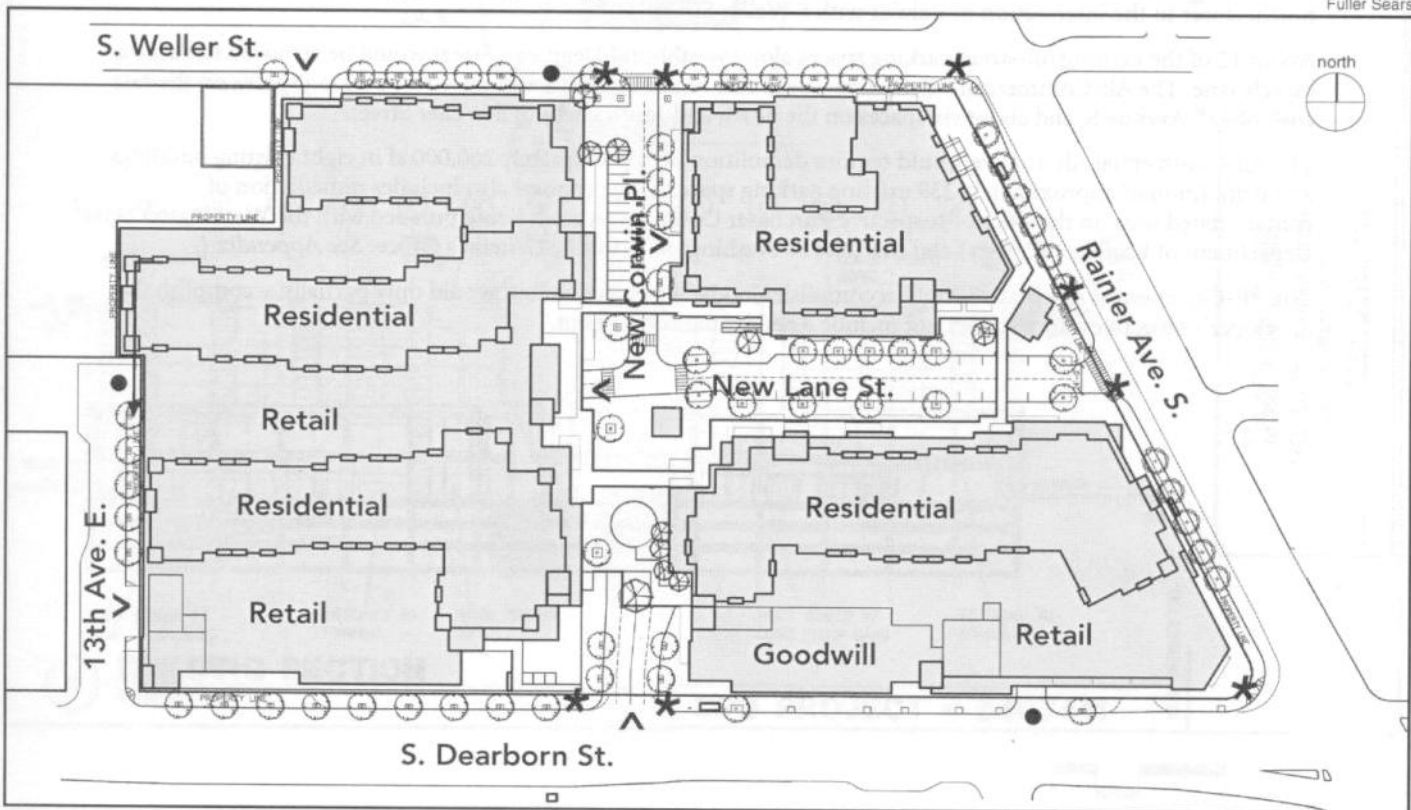


Figure 6 • Preferred Alternative—Site Plan

- ★ Key Pedestrian Access
- ▲ Parking Access
- Truck Access

Dearborn Street