U District Urban Design EIS Scoping Summary

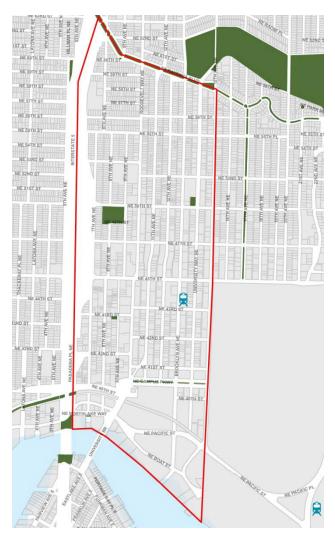
October 30, 2013

I. Introduction

The City of Seattle is preparing an Environmental Impact Statement (EIS) to evaluate potential significant environmental impacts associated with possible zoning changes in the U District study area. The study area is bounded by Portage Bay on the south, NE Ravenna Boulevard on the north, Interstate 5 on the west and 15th Avenue NE on the east (see planning area map).

The City is considering amendments to the Land Use Code (Seattle Municipal Code Title 23) to allow greater height and density in the U District Planning Area, along with design standards and programs for neighborhood amenities. The proposal is based on a lengthy public stakeholder process that addressed land use, urban design, transportation and other topics related to the urban character of the U District planning area. The legislative action, if taken, would apply within the U District planning area.

Alternatives to be addressed in the EIS include *No Action*, or continued growth under current development patterns and Land Use Code standards; and two *action alternatives* that will consider growth under different development patterns and Land Use Code standards. Both action alternatives will evaluate increased allowable height and density for residential and commercial development within the planning area.



Planning area map

II. EIS Scoping

Scoping is the process of identifying the elements of the environment to be evaluated in an EIS. Scoping is intended to help identify and narrow the issues to those that are significant. Scoping includes a public comment period so that the public and other agencies can comment on key issues and concerns. Following the comment period, the City considers all comments received and determines the scope of review for the environmental analysis.

The City of Seattle issued a Determination of Significance/ Scoping Notice for the U District proposal on September 5, 2013 (Attachment 1) and made it available to the public through a variety of methods. The Scoping Notice states that the EIS will consider potential impacts associated with land use, housing, aesthetics, historic preservation, parks/open space, transportation, public services, and utilities.

Through the Scoping Notice, the City invited public and agency comment on the proposal, alternatives and elements of the environment to be considered in the EIS. The scoping period was originally scheduled to close on October 7, 2013, but based on citizen request, the comment period was extended to October 9, 2013. On September 24, 2013, the City held a public scoping meeting at the University Heights Community Center. A total of 72 people signed in at this meeting and 21 people spoke at the meeting. A meeting summary is contained in Attachment 2.

After the scoping meeting, DPD received 29 emails and letters addressing a variety of issues and concerns. Comments are summarized in Section III (Table of Comments) in this Scoping Summary. All letters and emails, as well as the written comments received at the scoping meeting, may be reviewed with advance notice (contact dave.laclergue@seattle.gov).

Following an analysis of scoping comments and available information, the City made two changes to the description of the proposal and alternatives:

- 1. Maximum building height. As described in materials at the September 24 public meeting and on the City's project website, Alternative 2 was described as allowing the highest potential building heights, up to 300 feet in the core. Comment from the Seattle Planning Commission suggested a higher maximum building height for this alternative, up to 420 feet. In addition, review of the existing UW Tower, the tallest building in the study area, determined that the building height is 340 feet. For these reasons, the City concluded that it is appropriate to increase the maximum building height for consideration under Alternative 2 to 340 feet in the core.
- **2. Comprehensive Plan amendments.** In the Determination of Significance, the proposal is described as potential amendments to the Land Use Code, along with design standards and programs for neighborhood amenities. Upon further review of the proposal, the City has determined that amendments to the Comprehensive Plan may also be incorporated to ensure continued consistency between policies and regulations. Therefore, amendments to the Comprehensive Plan are added as potential element of the proposed action.

While the scope is not changing substantially beyond the issues above, the comments we received will continue to influence the analysis and emphasis of the EIS.

III. Table of Comments

The following table summarizes comments by EIS element/topic, together with the City's response to comments.

EIS Topic	Comments	Response
Scoping Process	 Will you consider comments from the scoping process? Have you already completed studies of the different scenarios? 	The City reviewed and recorded all comments we received during the scoping period.
		We are finalizing the descriptions of the alternatives now that the scoping process is complete, with consideration of the comments we received. Aside from initial data gathering, detailed analysis did not begin until after scoping.
Alternatives	 What does No Action (current zoning) look like? Allow height bonuses for residential development only Consider modest height increases in southwest area of U District, where terrain slopes down to water Evaluate impacts of allowing more highrise development Allow building heights up to 340' and 420' Consider heights over 125' on the Ave Consider change to LR2 zoning on Roosevelt Avenue Evaluate lidding I-5 between 45th and 50th Consider Seattle Mixed zoning in the UW potential "Innovation Zone" along I-5. Consider downzones in conjunction with increased heights to preserve existing single family areas. What concessions can the neighborhood expect from the action alternatives? Is the DEIS looking at the same growth projection for all alternatives? Where does the EIS discuss UW growth projections? Do not immediately identify a preferred alternative Make the U District Square an essential element of the preferred alternative 	The EIS will consider impacts related to different height and density scenarios. Under Alternative 1, the tallest buildings would be between 125- and 160-feet in height. Under Alternative 2, the tallest buildings would be between 240- and 340-feet in height. Alternative 3 is the No Action (existing zoning) alternative. Other elements, such as an I-5 lid, a plaza, or other specific measures to mitigate impacts are not included as part of the alternatives, but may emerge through the environmental analysis and identification of potential mitigating measures in the Draft EIS. A visual model of all three alternatives is being developed as part of the environmental analysis and images from this model will be included in the Draft EIS. The EIS will be looking at the same growth projection for all three alternatives. An increase of approximately 3,900 housing units and 4,800 jobs is assumed under each alternative. The Draft EIS will not identify a preferred alternative.
Housing	 Retain opportunities for single family housing Preserve existing single family homes Create Single Family/Low Rise Preservation zones in single family areas 	Consideration of housing impacts will include a review of affordability, potential diversity of housing types, impacts on existing single family residential areas. The needs of students and permanent residents will be reviewed.

EIS Topic	Comments	Response
	 Design alternatives to attract families and permanent residents Require a minimum amount of 2 and 3 bedroom units about certain development size thresholds Focus on affordable and low-income family housing Include in zoning changes a requirement to accommodate people/families at all income levels Improve enforcement of rental housing regulations to reduce conflicts between neighbors. Limit microhousing to south of 45th Provide for affordable and low-income housing in U District Multi-family Tax Exemption – what happens after 12 years? 	
Employment	 Encourage zoning that will encourage a diversity of employers Consider growth projections of UW employees Consider ways to protect the existing businesses on the Ave. 	Consideration of employment impacts will incorporate UW growth projections and will address employment diversity.
Transportation	 Impact of increased traffic for all three alternatives Conduct full level-of-service analysis for all alternatives Base analysis on actual mode splits, not goals Plan now for good connections between transit modes What are plans to allow bicycle commuting around transit station? Consider bus integration at the light rail station Consider extension of the streetcar system to NE 65th Street. Pursue design and development of a streetcar to serve the neighborhood Consider mid-block pedestrian crossings Base parking analysis on how people actually behave, not goals Split the RPZ into two zones to separate high density and 	The transportation analysis will include consideration of all modes of travel, parking, and safety. The analysis will be based on existing traffic counts, transit usage, existing pedestrian and bicycle activity, and available on- and off-street parking data. Future trip generation will be estimated based on amount of projected development at a block level of geography. 2035 transportation forecasts will be estimated and the operations of the transportation system under future conditions will be analyzed. Based on this information, impacts and recommended mitigating measures will be identified.

EIS Topic	Comments	Response
	lower density development Consider "over parking" high rise buildings Plan for car ownership and off-street parking Acknowledge that residents in buildings with no off-street parking still own cars Additional open space needed	
Open Space	 Include a thorough review of how existing open space does or does not meet Comprehensive Plan goals. Project the "open space deficit" into future growth. Consider planned U Heights open space and existing UW campus in open space analysis Include/consider public plaza/centralized public space at the future light rail station location Identify funding for central public square Proposed zoning changes will intensify need for central square and for ease of pedestrian movement in vicinity of transit station Consider using a small lot for a Japanese style garden Impact of a lid over I-5 between 45th and 50th Streets Benefits of reconnecting Wallingford/Greenlake with the U District Consider crime and antisocial behavior impacts of open space areas 	The open space analysis will include an inventory of existing and planned facilities within and immediately surrounding the study area, documentation of adopted open space standards and the extent to which the study area does or does not meet these standards under each alternative. Potential mitigation to address identified impacts will be described, but the EIS will not include a detailed implementation strategy for any particular improvement.
Land Use	 Evaluate impacts of height and density in study area and more broadly in adjacent neighborhoods, including potential for conversion of low-rise to mid- and high-rise development Evaluate potential impact of proliferation of 300-foot office tower development Evaluate ways to assure that height bonuses apply only to residential development Consider mechanisms to assure increased height and density around light rail station do not result in increased development pressure throughout the neighborhood 	The land use patterns analysis will include a description of the development pattern, character and scale of development in the study area and surrounding area. The land use analysis will include a review of compatibility of the alternatives with the existing and planned land use patterns and will identify potential conflicts. The analysis will include a review of livability, focused particularly on streetscape character and pedestrian connections. Mitigating measures to address identified significant impacts will be identified. The land use analysis will include a review of consistency of the proposal with pertinent state, regional and local plans,

EIS Topic	Comments	Response	
	 Consider design issues related to ST station Consider pertinent plans and policies Evaluate the distribution of adverse impacts among other Urban Centers Consider zoning tools to guarantee a mix of uses 	policies and regulations.	
Economic Analysis	 Identify economic benefit of increased heights Include detail economic analysis of different zoning/density options, including the market for high-rise buildings in the area 	The EIS does not include an economic analysis of the alternatives. As described in WAC 197-11-448, SEPA anticipates that the general welfare, social and economic aspects of policy options will be considered in the weighing future decisions, but an EIS is not required to evaluate all of the possible considerations of a decision. Rather it focuses on environmental impacts and is expected to be used by decision-makers in conjunction with other relevant considerations and documents. With respect to economic analysis, the City has conducted a market analysis for the U District study area focused on whether high-rise development is likely to be financially feasible over a time period extending to 2035. This report is available at this link: http://www.seattle.gov/dpd/cs/groups/pan/@pan/document s/web_informational/dpds022258.pdf	
Aesthetics	 Visual context, neighborhood context, height, bulk and scale Impacts of high rises on area views Preference for tall and narrow buildings over short and squat buildings Preference for a variety of building types rather than one dominant type. Do not allow towers to block sun at street level and create wind canyons Decreased sun on open spaces and public areas Focus on first 30 feet of buildings – design features for walkability, U District character Consider extensive landscaping, importance of trees in an 	The visual analysis will include consideration of area context, neighborhood character and height, bulk and scale. The analysis will include development of a visual model that will allow street level and aerial perspectives of the existing conditions and all three alternatives. The model will be used to study the effect of sun and shadow at specific street-level locations and important public spaces as established in the City's specific environmental policies, SMC 25.05.675.	

EIS Topic	Comments	Response
	urban environment. Do not allow mid-block pedestrian overpasses	
Schools	 Include analysis of educational need, including childcare, preschool, K-8, and after-school activities Identify means to provide a neighborhood elementary school 	The analysis of schools will include a review of existing facilities and capacity, forecast demand under the alternatives and potential impacts. For any significant impacts, proposed mitigation will be identified, but detailed consideration of how to provide a school does not fit within the EIS scope.
Police and Emergency Services	 Drug and crime activity on the Ave Impacts of high rise development on crime High rise results in increased pressure on public safety and emergency responders. How will upper floors be served? Increased personal danger and health risks associated with a natural disaster or prolonged power outage Address location of UW Police Department/SPD joint facility for enhanced police support 	Police and emergency response services will include a review of existing facilities and capacity, forecast demand under the alternatives and potential impacts. For any significant impacts, proposed mitigation will be identified. The specific needs and challenges to serving high rise development will be discussed.
Historic Character	 Historic integrity of retail core from along University Way from Campus Parkway to 50th Leave the retail core alone Consider preservation program along The Ave. 	The historic resources analysis will describe the historic context for the planning area, including key development periods, trends, and land use history patterns. The analysis will include a comparison of former and existing development patterns and properties with the proposed alternatives to understand potential impacts. Based on identified impacts, opportunities to preserve and rehabilitate historic properties and areas will be identified.
Noise	Increased urban noise levels	The existing acoustic environment in the study area is typical of a mixed use urban setting. The Seattle Noise Control Code (Seattle Municipal Code Chapter 25.08) is applicable to the construction and operation of all development proposed as part of the project. The Noise Code sets levels and durations of allowable daytime/nighttime operational noise and daytime construction noise. These limits are based on the zoning of the source and receiving properties. Because the proposed uses under any of the alternatives would be consistent with existing uses, no significant impacts to noise levels, as defined in the

EIS Topic	Comments	Response	
		Seattle Noise Code, are anticipated.	
Air quality	 Evaluate long-term air quality issues associated with increased density 	The EIS will consider potential greenhouse gas impacts associated with future growth under each alternative development scenario.	
		With respect to specific types of pollutants, the Seattle area is in an attainment management area for ozone, particulate matter and carbon monoxide. Because growth projections in the EIS alternatives do not exceed growth anticipated in regional growth projections from the Puget Sound Regional Council, no significant adverse air quality impacts are anticipated. However, depending on the nature of future site-specific development, mitigation may be necessary to address site-specific impacts associated with construction. This mitigation will be identified and required as part of future project-level review.	
Urban Design Framework	 Numerous comments on specific aspects of the Urban Design Framework 	Comments on the Urban Design Framework express individual preferences, ask questions about future implementation and identify specific concerns. It is anticipated that these issues will be addressed in the public review process of potential policy and regulatory actions that will follow the EIS process. The EIS is intended to provide information that will help inform this future process, but it will not cover every concept included in the Urban Design Framework.	
Funding	 Evaluate cost of infrastructure improvements Identify feasible funding methods to meet capital facility needs To the extent that information is available, the planning level cost estimates for capital facility identified as potential mitigating measures. 		
 Sound Transit is detached from the neighborhood Impacts of development prior to adoption of new standards Coordinate between any historic preservation programs and the City's earthquake retrofit policies – each will affect the other. 		As noted previously, the EIS is intended to consider impacts related to different height and density scenarios. Concerns over coordination with Sound Transit with respect to planning for the future station are noted but outside the scope of this EIS. Similarly, specific implementation issues, such as retrofits for earthquake safety and development impacts associated	

EIS Topic	Comments	Response
		with timing of new standards, will be considered in the future public review process of potential policy and regulatory actions that will follow the EIS process. The EIS is intended to provide information that will help inform this future process.

Attachments

- 1. Determination of Significance and Scoping Notice
- 2. Scoping Meeting Summary

ATTACHMENT 1: DETERMINATION OF SIGNIFICANCE AND REQUEST FOR COMMENTS ON SCOPE OF EIS

Description of proposal: The City of Seattle is proposing amendments to Land Use Code (Seattle Municipal Code Title 23) to allow greater height and density in the U District Planning Area, along with design standards and programs for neighborhood amenities. The proposal is based on a lengthy public stakeholder process that addressed land use, urban design, transportation and other topics related to the urban character of the U District Planning Area. The legislative action, if taken, would apply within the U District Planning Area.

Alternatives to be addressed in the EIS include *No Action*, or continued growth under current development patterns and Land Use Code standards; and two *action alternatives* that will consider growth under different development patterns and Land Use Code standards. Both action alternatives will evaluate increased allowable height and density for both residential and commercial development within the Planning Area.

Proponent: City of Seattle

Location of proposal: The U District Planning Area is bounded by Interstate 5 on the west, 15th Avenue NE on the east, NE Ravenna Boulevard on the north and Portage Bay on the south. The majority of the Planning Area is located within the University Community Urban Center.

Lead agency: City of Seattle

EIS Required. The lead agency has determined this proposal is likely to have a significant adverse impact on the environment. An environmental impact statement (EIS) is required under RCW 43.21C.030 (2)(c) and will be prepared. Once they are prepared, a draft EIS and technical appendices will be available for review at our offices.

The lead agency has identified the following areas for discussion in the EIS:

The EIS will consider potential impacts associated with land use, housing, aesthetics, historic preservation, parks/open space, transportation, public services, and utilities.

Scoping. Agencies, affected tribes, and the public are invited to comment on the scope of the EIS. You may comment on alternatives, mitigation measures, probable significant adverse impacts, and licenses or other approvals that may be required. The methods and deadlines for providing comments are:

1. Provide written or verbal comment at the public scoping meeting scheduled for:

Tuesday, September 24, 2013 5:30 to 7:00 pm University Heights Community Center 5031 University Way NE Seattle WA 98105

2. Mail written comments to the Responsible Official at the address below or email comments to Dave.LaClergue@seattle.gov. Comments may also be faxed to (206)233-7883. The City must receive comments by 5:00 pm on October 7, 2013 for the comments to be considered.

Responsible official: Diane Sugimura, Director

Department of Planning and Development 700 5th Ave, Suite 2000

PO Box 34019

Seattle, WA 98124-4019

Signature: _	(signature on file)	Date:	8/26/2013	
	Diane Sugimura, Director, Depar	tment of Plan	ning & Development	
There is no	agency appeal.			

U DISTRICT EIS SCOPING PUBLIC MEETING

September 24, 2013

Meeting Overview

On September 24, 2013, the City of Seattle hosted a public SEPA scoping meeting for the U District Urban Design EIS. The meeting provided information about the EIS process, draft zoning alternatives, and topics to be considered in the EIS. It also included information about how prior planning work in the U District community.

The meeting was held at the University Heights Community Center (5031 University Way NE) and featured an open house, presentation and public comment period. A total of 72 participants signed in at the meeting. The agenda was as follows:

5:30 – 6:00	Open House	The open house included informational stations about the project with project team staff available to meet one-on-one with interested persons to discuss questions and comments. Display materials and handouts from the open house are available at the link noted below this table. ¹
6:00 – 6:30	Presentation	Marcia Wagoner, Studio 3MW, opened the presentation with a welcome and introductions of the project team. Dave LaClergue, City of Seattle, and Deborah Munkberg, Studio 3MW, presented information on the U District planning process, EIS process, preliminary alternatives and environmental topics proposed for consideration in the Draft EIS. Questions and answers about the project were addressed as part of the presentation. Slides of the presentation are available at the link noted below this table. ¹
6:30 – 7:30	Public Comment	Following the presentation, public comment was invited. All comments received are summarized below.

^{1.} http://www.seattle.gov/dpd/cityplanning/completeprojectslist/universitydistrict/

Staff Participants

City of Seattle

Dave LaClergue Susan McLain Ryan Moore Tony Mazzella

Consultant Team

Chris Breiland, Fehr & Peers Leah Ephrem, Hewitt Jessica Hartmann, Studio 3MW Deborah Munkberg, Studio 3MW Morgan Shook, BERK Marcia Wagoner, Studio 3MW

Public Comment

A total of 21 persons provided verbal comments, summarized below. Some of these comments were supplemented by written material, available for review with advance notice (contact dave.laclergue@seattle.gov).

Peter Steinbrueck

- Supporter of the U District Square concept
- Need for parks and open space in the district (EIS should include existing and future deficits)
- Parks should be appropriately located near population densities (near new transit center)
- Need a better location for the farmer's market
- Need a plaza at future Link light rail University Station
- Need a rigorous independent analysis for where to locate public space
- Need diversity of housing stock
- Need a heart to the district

Steve Wilkins

- Supporter of the U District Square concept
- Study how existing Urban village zoning can accommodate increases in pop and employment
- Study of how to allow taller buildings within station walkshed and ensure access to sunlight
- Put utilities and storage facilities underground for the transit center
- Study how land use is expressed in the current plans
- Public space should be at the heart of the project
- Evaluate the use of development fees
- Need more schools and social services in the district to serve the increasing population

Cory Crocker

- Supporter of the U District Square concept
- Create a vibrant walkable community
- Advocate of the "urban living room" (i.e., Barcelona) with lively street culture in shared public spaces
- Concentrate development around public transit
- District currently has a deficit of public open space study the scale, location and quality of the needed public open space

John Bennett

- Supporter of the U District Square concept
- Plan for a large central common open space as part of the transit station which allows for lots of
 flexible events to be held (farmer's markets, festivals, etc.) 1/3 to 1/2 the area of a full city block and
 well connected to the Ave and transit station
- Bring a sense of social appreciation to the new transit station

Doug Campbell

- EIS should address quality issues not quantity issues (quality of life in the District)
- Put properly sized and safe public spaces in the right location
- Need better retail core and elementary school(s)
- Without a strong core we (the District) cannot support a quality neighborhood
- Explore qualitative characteristics of the District
- Options should focus on how to create permanent long-term residents in the community

Phil Thiel (read by Peter Steinbrueck)

- Study convenient pedestrian interchanges between different modes connections and access
- Create opportunities for commuter convenient services adjacent to transit
- Address the need for better existing and future open space
- Allow public open space to be an integral part of everyday public life within the District
- Enhance the availability and quality of social public events (like farmer's markets, street fairs, festivals, etc.)

Dennis Christianson

- Strong interest in the nine core block area around the station
- Standards should be designed to encourage tall, slim buildings as in Vancouver, including changing fire code requirements to allow a smaller core
- Difference in the public space of a horizontal versus vertical buildings
- Should remember that parts of each of the alternatives are appropriate to different areas of the district

John Fox

- Why are we doing this at all? The answer provided (not a question of adding growth but how growth will be added) is just an attempt to substantially increase density in this neighborhood
- District is on pace to exceed our growth targets cited that the neighborhood has met 75% of 2004 growth target.
- EIS is about upzoning the neighborhood and bears no relationship to what the neighborhood needs it's a blueprint for gentrification
- District needs an affordable housing stock
- Supporter of the status quo option (No Action option)
- Look at vulnerability to change assessment
- The increased density would change the community for the worse

Matt Fox

- Supporter of the U District Square concept
- This study is heading us towards more 300' buildings like the Safeco Tower
- EIS scoping should include a worst case scenario that reflects the largest possible build out what is to stop the worst of both worlds from spreading (current code and increased height areas)
- Additional trips generated by the UW should be considered as well as the transportation impacts of development
- What about a fourth option that calls for downzoning to maintain current development?

Barbara Quinn

We should have an elementary school that is walkable to everyone projected to live here

Jorgen Bader

- GMA makes the Comp Plan the center for controlling development
- We should focus on the vision for the character of the neighborhood, then discuss building heights, zoning, etc.
- Need more open space
- Consider incentive zoning to create amenities
- Written material submitted and included as Attachment 3

Tom Cullen

- We don't want high rise, downtown Seattle in the U District
- Alternatives are unfriendly to seniors
- If we're not planning for an increase in parking how are we planning for more families?
- Don't need housing for the people who come and leave throughout the day (RapidRide)
- Where do the population and employment projections come from?
- Don't consider the light rail riders as new commuters, they're just going to shift from other modes.
- Need public toilets in the District

Barbara Green

• Lights at the incoming park at the University Heights Community Center are a huge safety concern and should be included in the park

Brendan Coleman

- Pay attention to guiding principle #5 in the Urban Design Framework: welcome a diversity of residents
- What happens if the new housing is all studios and 1 bedroom apartments? This kind of housing doesn't bring a diversity of people to the District but we need a diversity of people to support a diversity of businesses and housing

Kenny Hancock

• Supporter of existing zoning and low-rise character of the District/Ave. The existing character is not compatible with highrise.

Mark Griffin

- Need more density around the Ave but the District really needs more diversity of housing stock (2, 3+ bedrooms) to get families
- Tune down the micro-housing
- Put a cap between 45th and 50th to reconnect the neighborhood
- Add different employers to the area (not just the UW) to provide a diversity of jobs

Carl Wolfer

- How much density is enough?
- 300' towers will wipe out the reasons people came to the U District
- Supports the no growth option
- Should preserve the character and affordability of the housing stock don't "yuppify" the neighborhood
- Currently a lack of open space
- We should embrace the U District Square concept

Sharon Dunn

- Take into account several dimensions of the public space, public safety, social concerns
- How are we addressing the homeless and the character of the open space
- Concerns about existing safety issues and neighbor conflicts around University Playfield.
- Need a quality of life and safety in the District

Nancy Bocheck

- The 1998 Neighborhood Plan brought enough capacity for growth in the neighborhood.
- Supports the no growth option without the height increases
- Current zoning accommodates the anticipated growth
- Examine the affordability of housing students can't even afford to live here anymore

Kent Wills

- Supports open space where the station is going to be located
- Open space should be in the center and not the outskirts/edge of the District
- Support low-income (not the same as affordable) housing to allow those who work here to live here

Jan Hudson

- How are we incorporating the City's earthquake retrofit policies into the planning effort
- Need for public toilets, especially in the business core