



City of Seattle

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Gregory J. Nickels, Mayor  
**Department of Planning and Development**  
Diane Sugimura, Director

**CITY OF SEATTLE  
ANALYSIS AND DECISION OF THE DIRECTOR  
OF THE DEPARTMENT OF PLANNING AND DEVELOPMENT**

**Application Number:** 3006648  
**Applicant Name:** Galen Page, [Page & Beard Architects](#)  
for [Fairview Church & School](#)  
**Address of Proposal:** 844 NE 78<sup>th</sup> St.

**SUMMARY OF PROPOSED ACTION**

Land Use Application to allow a 20,048 sq. ft. addition to an existing religious facility (Fairview Church & School). Project includes new sanctuary, chapel, administrative office and childcare expansion. Private school to remain in existing building. Parking for 187 vehicles exists on-site.

The following Master Use Permit components are required:

**Administrative Conditional Use** - to allow an addition to an existing institution in a SF 5000 zone. (Seattle Municipal Code [23.44.022](#))

**SEPA - Environmental Determination** – SMC Chapter [25.05](#).

**SEPA DETERMINATION:**       Exempt  DNS<sup>1</sup>     MDNS     EIS  
    DNS with conditions  
    DNS involving non-exempt grading, or demolition or  
   involving another agency with jurisdiction.

**BACKGROUND DATA**

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<sup>1</sup> Early DNS for the application was published April 11, 2008.

### Project Description

The Fairview Church and School is located at 844 NE 78<sup>th</sup> St in Seattle's Roosevelt Neighborhood. The applicant proposes a 20,000 sq. ft., 2-story addition to an existing institution. The addition would house church administration, sanctuary, chapel and a child care facility. The project includes about 3,200 cubic yards of grading.

Church functions currently located in the existing three-story structure would be relocated to the proposed new building, including Church services. The existing child care facility serving 48 children would also be relocated and expanded to serve 98 children. The project also includes minor modifications to the existing school building.

### Vicinity and Site

The site is located in Seattle's Roosevelt neighborhood, and occupies the full block between Roosevelt Way NE and 8<sup>th</sup> Ave NE, NE 78<sup>th</sup> and 79<sup>th</sup> Streets. Roosevelt Way is a principal arterial at the site, and the remaining streets are nonarterials. The vicinity slopes down to the south. The property is not located in an area designated as an Urban Village.

The site is zoned Single Family residential with a minimum lot size of 5000 sq. ft. (SF 5000). Nearby properties in all directions from the site are similarly zoned.

Development in the vicinity reflects its zoning, characterized primarily by single family homes. To the southwest is a large site occupied by an electrical substation, separated from the subject site by NE 78th St and a row of homes.

The site is rectangular, with its longest frontage along NE 78th and 79th Streets. The site measures about 605' E-W, and about 206' N-S. The site is about 124,500 sq. ft., or 2.9 acres. The site consists of about 40 originally platted lots and a vacated alleyway. The majority of the site is flat, roughly level with NE 79th St. The site's southeastern corner rises steeply, about 16' (see Figure 1). This portion of the site is designated as Environmentally Critical Areas on City maps (steep slope). DPD has granted an ECA exemption to waive development standards, considering that these steep slopes are created by previous improvements to rights of way (2208824, December 2002).



Figure 1. Local topography



Figure 2. Aerial View

The site is currently occupied by a three-story brick building occupied by a private school and church. The site is partly vegetated, with trees and shrubs located along its east and south sides; DPD identifies none as significant. The eastern portion of the site is occupied by an asphalt-surfaced playground and associated play equipment.

On all frontages, there are existing curbs and sidewalks. Roosevelt is identified as a principal arterial with an existing right of way width of 60' and a roadway width of 36'. Required widths established by the [street improvement manual](#) are 66' and 40', respectively. In this instance, SMC [23.53.015 D1b](#) requires a 6' setback and a no-protest agreement.

The site is served by public transit. Metro routes 66, 67, and 68 pass by the site along Roosevelt, from Northgate to Downtown.

### Proposal

The project is a two-story, 20,000 sq. ft. addition to the existing structure, intended to house the church administration, sanctuary, chapel and child care facility. The addition is proposed to be located to the east of the existing structure, and would effectively double the size of the existing institution. The addition involves approximately 5' of grading, resulting in about 3,200 cubic yards of excavated soil. The proposal results in no change in on-site parking, and a surface parking lot to the west of the existing structure is to remain.

### Public Comment

The public comment period ended on April 30, 2008. DPD received three written comments. One briefly indicated the writer's view that the project is not permissible in a single family zone. Two other comments focused largely on traffic volumes and safety, noting that drivers currently cut through residential neighborhoods and pose a danger to residents.

## **ANALYSIS - ADMINISTRATIVE CONDITIONAL USE**

The Land Use Code specifies that certain institutions in single family zones may be established or increased in size by administrative conditional use approval (SMC [23.44.022](#)). This report discusses the applicable sections below.

### *E. Dispersion*

No institutions exist within 600' of the subject site. The proposal is not considered an expansion of an institution for purposes of SMC [23.44.022E](#) because the boundaries of the institution are not changing. Therefore this criterion does not apply.

### *F. Demolition of Residential Structures/Reuse of Existing Structures*

The proposal involves no demolition of residential structures.

### *H. Noise and Odors*

DPD expects noise impacts of the proposed expansion to be marginal. Some noise generated by human voices occurs on the site now. More people are likely to be on the site after the proposed addition. However, the proposed new interior spaces will primarily encourage use of those spaces. The diminution of the existing play space and its replacement with structure will likely contain any playground noise rather than extend it

Vehicular noise will likely be at levels comparable to those experienced in the surrounding environment. Some noise is likely on Sundays before and after services, and during pickup and drop off on school days. Most noise will be imperceptible, due to existing breaks in topography and shielding by the structures. Marginal increases are likely to be comparable to the existing intensity of human-generated ambient noise.

DPD does not expect the proposed expansion of the institution to result in an intensification of noise generated from the site.

No odor impacts are expected as a result of the proposed addition.

I. Landscaping

The applicant states and plans show that the proposal will incorporate ornamental plants and native plant material. Native plants will be applied along Roosevelt Way, “creating a natural northwest garden environment”. The landscape design emphasizes resilient plants that tolerate drought-tolerant conditions.

The addition replaces an existing hardscaped playground, and does not appreciably increase impervious surfaces. The planting strategy involves a multi-layered canopy that should effectively address erosion caused by rainfall impact. Mulch and other groundcover treatments will also reduce the potential for erosion. Drainage from the structure and associated play spaces is to be diverted to the City stormwater system.

Landscaping will help to screen new walls and retaining walls from sidewalk view. New tree plantings will accent the building and provide appropriate texture. Plant material will be a combination of flowering evergreen and deciduous plants to provide year-round interest through seasonal flowers or foliage.

The proponents will preserve and protect existing birch trees on 8<sup>th</sup> Ave NE and the large beech trees on NE 78<sup>th</sup>. The applicant proposes to remove one beech due to a conflict with an existing fire hydrant on NE 78<sup>th</sup> St. The proponents will prune all remaining trees for health and structure. Thirteen existing Red Japanese Maples located in the planter strip on NE 79<sup>th</sup> St are to be relocated elsewhere on the site and replaced under the advisement of an SDoT arborist.

The plan appears to meet the objectives of the code provisions for landscaping.

J. Light and Glare

The proposed exterior lighting is a combination of wall-mounted fixtures shielded to direct light up or down. Site lighting is to be located along new entry walkways leading from the existing parking lot to the main school and church entry. On-site walkways and ramps are to be lit by recessed step lights mounted low in the concrete retaining walls along the pathway. Other lighting will include decorative pole lamps and bollards with lighting shielded down to avoid direct light shining from the site.

Existing trees and proposed perimeter landscaping will screen lighting from the neighborhood. Exterior wall materials will consist of residentially-scaled windows and non-reflective masonry and siding.

DPD concludes that the project involves no undue light and glare effects on the surrounding neighborhood.

*K. Bulk and Siting*

The existing church and school is a 2-3 story building located toward the east side of a site that occupies the full block. The existing structure is sited about 120' from the east property line, about 5' from the north property line, and about 45' from the south property line. The addition meets development standards (height, yards, etc), and involves about 5' of proposed grading, which will also serve to reduce the overall height of the addition.

Proposed yards for the addition are 20' on the east, identified as the "front", and 10' on the north and south. The setback from the west property line is to remain unchanged. The proposed addition is lower than the existing structure and is designed to complement the proportions, scale, and materials of the existing structure. At the street, the scale of the proposed addition is further diminished, and is appropriately modulated.

The proposed sanctuary is located at the site's southeast corner. Its exterior walls are modulated and integrate fenestration and masonry details that communicate its function and articulate a sense of proportion and scale appropriate to this setting. The orientation and pitch of the sloped roof are organized to present a lower profile along Roosevelt Way NE.

At the site's northeast corner, where the site's grade approximates the surrounding sidewalk grade, the proposed building mass is reduced and relates to the residential scale of single family homes located across NE 79<sup>th</sup> St.

The proposed addition will include a religious symbol within a roof structure located above the chapel at the center of the building mass. The roof will extend 16' above the base allowable height, and the cross will extend an additional 6' above the roof. The proposed religious symbol and its supporting roof will extend a total height of 52', less than the allowed height of 55'.

The original building and its addition together would not present a markedly different sense of bulk or scale.

L. Parking and Loading

The proposal is designed to meet Seattle Land Use Code provisions with regard to the parking and loading found in SMC [23.54](#). In most regards, the proposal represents a spatial separation of functions that have overlapped in this structure for years. Church, school, child care and associated administrative functions currently exist in the same building, and the proposal would create dedicated spaces for each of these uses within a larger structure. To that end, the increased demand for parking and loading is not proportionate to the size of the proposed addition.

The applicant has provided an analysis of parking supply and the project's increased demand, and has demonstrated that the expansion should not result in a parking impact to the surrounding neighborhood. The applicant has requested no modification of parking development standards. DPD concludes that the proposal adequately accommodates projected demand for parking and loading, and no conditioning is warranted in this regard.

M. Transportation Plan

The applicant provided a transportation management analysis prepared by William Popp Associates, dated March 25, 2008. DPD has reviewed the analysis and has determined that it contains an adequate level of detail relative to the number of vehicular trips involved, parking demand, and vehicle and pedestrian safety. DPD concludes that no further conditioning is warranted.

Effect on Public Welfare and Properties in the Zone or Vicinity (SMC [23.44.018 C](#))

A conditional use may be approved, conditioned or denied based on a determination of whether the proposed use meets the specific criteria for that conditional use and whether "the use will be materially detrimental to the public welfare or injurious to the property in the zone or vicinity in which the property is located."

A church, school, and child care center have long been present at the site. Together they facilitate provision of services to children and to families within the community. DPD's review concludes that adverse effects associated with the proposal are likely to be minor.

Public comments in the project file are limited, and address questions of traffic and pedestrian safety. These issues have been appropriately addressed in application materials and are discussed above. A further comment relates to whether such a project is permissible in the Single Family zone. The Land Use Code outlines provisions for establishing and expanding institutions in Single Family zones, subject to conditions outlined in this review.

DPD determines that the expanded use of the site will not be detrimental to the property, vicinity, and zone.

## **DECISION – ADMINISTRATIVE CONDITIONAL USE**

DPD **GRANTS** the ACU to expand the identified institutional uses.

### **ANALYSIS - SEPA**

The applicant provided initial disclosure of the potential impacts from this project in the environmental checklist dated March 26, 2008 and annotated by the Department. The applicant also submitted a geotechnical engineering evaluation (Nelson Geotechnical Associates, Inc, Dec 2007) and a traffic analysis memorandum (William Popp Associates, March 2008), and supplemental historical information about the existing structure. This information, plans, and the experience of the Department with review of similar projects form the basis for this analysis and decision.

The SEPA Overview Policy (SMC [25.05.665 D](#)) states, “where City regulations have been adopted to address an environmental impact, it shall be presumed that such regulations are adequate to achieve sufficient mitigation”, subject to limitations. Several adopted City codes and/or ordinances provide mitigation for some of the identified impacts. Specifically these are: the Stormwater, Grading and Drainage Control Code (grading, site excavation and soil erosion); Street Use Ordinance (watering streets to suppress dust, obstruction of the rights-of-way during construction, construction along the street right-of-way, and sidewalk repair); Building Code (construction standards). Compliance with these codes and ordinances will be adequate to achieve sufficient mitigation of potential adverse impacts. Thus, mitigation pursuant to SEPA is not necessary for these impacts. However, more detailed discussion of some of these impacts is appropriate.

#### **Short-term Impacts**

The following temporary or construction-related impacts are expected: decreased air quality due to suspended particulate from building activities and hydrocarbon emissions from construction vehicles and equipment; increased dust caused by construction activities; potential soil erosion and potential disturbance to subsurface soils during grading, excavation, and general site work; increased traffic and demand for parking from construction equipment and personnel, conflict with normal pedestrian movement adjacent to the site; increased noise; and consumption of renewable and non-renewable resources and increased noise during construction.

Several adopted codes and/or ordinances provide mitigation for some of the identified impacts. The Stormwater, Grading and Drainage Control Code regulates site excavation and requires that soil erosion control techniques be initiated for the duration of construction. The Street Use Ordinance requires debris to be removed from the street right of way, and regulates obstruction of sidewalks. Puget Sound Clean Air Agency regulations require control of fugitive dust to protect air quality. The Building Code provides for construction measures and life safety issues. Finally, the Noise Ordinance regulates the time and amount of construction noise that is permitted in the city.

Most short-term impacts are expected to be minor. Compliance with the above applicable codes and ordinances will reduce or eliminate most adverse short-term impacts to the environment. However, impacts associated with air, traffic, parking and noise warrant further discussion.

**Air.** Construction activities including worker commutes, truck trips, the operation of construction equipment and machinery, and the manufacture of the construction materials themselves result in increases in carbon dioxide and other greenhouse gas emissions which adversely impact air quality and contribute to climate change and global warming. While these impacts are adverse, they are not expected to be significant due to the relatively minor contribution of greenhouse gas emissions from this project.

**Construction Vehicles.** Existing City code (SMC [11.62](#)) requires truck activities to use arterial streets to every extent possible. The subject site abuts Roosevelt Way NE, which is a principal arterial with nearby access to the I-5 expressway. Traffic impacts resulting from grading truck trips will be of short duration and mitigated in part by enforcement of SMC [11.62](#). This area is subject to traffic congestion during the PM peak hours, and large trucks turning onto arterial streets could further exacerbate the flow of traffic. Pursuant to SMC [25.05.675 B](#) (Construction Impacts Policy) and SMC [25.05.675 R](#) (Traffic and Transportation) additional mitigation is warranted.

The construction activities will require the removal of material from the site and can be expected to generate truck trips to and from the site. As a result of these truck trips, an adverse impact to existing traffic will be introduced to the surrounding street system, which is unmitigated by existing codes and regulations.

For the duration of the grading activity, the applicant(s) and/or responsible party(ies) shall cause grading truck trips to cease during the hours between 4 PM and 6 PM on weekdays. This condition will assure that truck trips do not interfere with daily PM peak traffic in the vicinity (see Condition #3). As conditioned, this impact is sufficiently mitigated in conjunction with enforcement of the provisions of SMC [11.62](#).

**Construction Noise.** Due to the close proximity of residential uses, the limitations of the Noise Ordinance are likely to be inadequate to mitigate potential noise impacts. Pursuant to SEPA policies in SMC Section [25.05.675 B](#), the hours of all work not conducted entirely within an enclosed structure (e.g. excavation, foundation installation, framing and roofing activity) shall be limited as detailed at the end of this report. See Condition #2 and Table 1, below.

**Parking.** DPD anticipates that construction parking is to be entirely accommodated onsite, in the surface parking lot located to the west of the existing structure. DPD identifies no impacts to on-street parking supply in this regard.

### Long-term Impacts

Long-term impacts are also anticipated from the proposal and include: increased ambient noise due to increased human activity; increased demand on public services and utilities; increased height, bulk and scale; increased light and glare; increased demand for parking; increased vehicle trips and increased energy consumption. Most impacts are minor in scope and do not require mitigation.

Several adopted City codes and/or ordinances provide mitigation for some of the identified impacts. The Stormwater, Grading and Drainage Control Code which requires provisions for controlled tightline release to an approved outlet and may require additional design elements to prevent isolated flooding. The City Energy Code will require insulation for outside walls and energy efficient windows. The Seattle Building Code provides for life safety issues in general. The Land Use Code controls building height and use and contains other development and use regulations to assure compatible development. Compliance with these applicable codes and ordinances is adequate to achieve sufficient mitigation of most long term impacts.

Air, light and glare, historic resources, traffic and parking impacts require further discussion.

**Air.** Operational activities, primarily vehicular trips associated with the project and the projects' energy consumption, are expected to result in increases in carbon dioxide and other greenhouse gas emissions which adversely impact air quality and contribute to climate change and global warming. While these impacts are adverse, they are not expected to be significant due to the relatively minor contribution of greenhouse gas emissions from this project.

**Light and Glare.** Exterior lighting will be provided for safety and security purposes. Per plan, the lights are to be shielded to eliminate light spillage onto and glare visible from adjacent properties. Further mitigation of potential light and glare impacts is therefore unnecessary.

**Historic Preservation.** On plans and in supplemental application materials, the applicant has provided photographic information and historic tax records about the existing church and school. Upon consultation with Landmarks Review staff at the Department of Neighborhoods, DPD determines that the proposed addition is not likely to constitute an environmental impact to a historic structure.

**Parking & Traffic.** Parking and traffic impacts are disclosed in the SEPA checklist and attached parking and traffic study in the project file. It is predicted that there would be an additional 131 A.M. peak hour trips (including Sundays) and an additional 68 P.M. peak hour trips generated as a result of the proposed project. This additional traffic is not expected to have a noticeable negative impact on existing traffic in the immediate area of the proposal site.

Existing parking is projected to accommodate future demand generated by the project. The parking study predicts there will be no shortage of on-street parking in the immediate area of the proposal site and that adequate parking capacity will remain in the area.

#### **CONDITIONS – ADMINISTRATIVE CONDITIONAL USE**

None.

#### **CONDITIONS – SEPA**

*Prior to Issuance of any Permit to Construct or Demolish*

1. The applicant(s) or responsible party(ies) have the option to submit for review and approval a Construction Noise Management Plan to address mitigation of noise impacts resulting from all construction activities. Such a Plan shall include discussion of management of construction related noise, efforts to mitigate noise impacts and community outreach efforts to allow people within the immediate area of the project to have opportunities to contact the site to express concern about noise.

*During Construction*

The following condition to be enforced during construction shall be posted at the site in a location on the property line that is visible and accessible to the public and to construction personnel from the street right-of-way. The conditions will be affixed to placards prepared by DPD. The placards will be issued along with the building permit set of plans. The placards shall be laminated with clear plastic or other weatherproofing material and shall remain in place for the duration of construction.

2. Unless otherwise modified in an approved Construction Impact Management Plan (see condition 1), all construction activities are subject to the limitations of the Noise Ordinance, SMC [25.08](#). Construction activities (including but not limited to demolition, grading, deliveries, framing, roofing, and painting) shall be limited to non-holiday weekdays<sup>2</sup> from 7am to 6pm. Interior work that involves mechanical equipment, including compressors and generators, may be allowed on Saturdays between 9am and 6pm once the shell of the structure is completely enclosed, provided windows and doors remain closed. Non-noisy activities, such as site security, monitoring, and weather protection shall not be limited by this condition. If an approved Construction Noise Management Plan modifies this condition, the applicant(s) and/or responsible party(ies) shall make the Plan publicly available at the construction site office.

Non-holiday work hours							
	Sun	Mon	Tues	Wed	Thurs	Fri	Sat
7:00 am							
8:00							
9:00							
10:00							
11:00							
12:00 pm							
1:00							
2:00							
3:00							
4:00							
5:00							
6:00							
7:00							
8:00							

**Table 1.** Non-holiday work hours. Unshaded work hours shown above are permitted outright. For certain work, it is possible to request DPD approval for additional hours shaded in gray.

<sup>2</sup> Holidays recognized by the City of Seattle are listed on the City website, <http://www.seattle.gov/personnel/services/holidays.asp>

3. For the duration of grading activity, the owner(s) and/or responsible party(ies) shall cause grading truck trips to and from the project site to cease during the hours between 4 PM and 6 PM on weekdays.

Signature: \_\_\_\_\_ (signature on file) Date: October 2, 2008  
Scott Ringgold, Land Use Planner  
Department of Planning and Development

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