City of Seattle
Gregory J. Nickels, Mayor

Department of Planning & Development
D. M. Sugimura, Director

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

Application Number:	3008758
Applicant Name:	Jon O'Hare, Allen & Associates for the University of Washington
Address of Proposal:	1705 NE Pacific St (UW Medical Center)

SUMMARY OF PROPOSED ACTION

Land Use Application to allow a 234,000 sq. ft. addition to an existing medical center. No additional parking proposed. Supplemental Environmental Impact Statement prepared by the University of Washington. This review includes relocation of existing liquid oxygen tanks and installation of a 15,000 gallon underground fuel tank.

The following approval is required:

SEPA - to approve, condition or deny pursuant to 25.05.660
Seattle Municipal Code (SMC) Chapter 25.05

SEPA DETERMINATION: [ ] Exempt [ ] DNS [ ] MDNS [X] EIS[1]

[ ] DNS with conditions

[ ] DNS involving non-exempt grading, or demolition, or involving another agency with jurisdiction.

[1] The University of Washington Capital Projects Office prepared a Draft Supplemental Environmental Impact Statement (DSEIS), published May 2008. The University published its Final SEIS on December 23, 2008.

BACKGROUND DATA

Site and Vicinity Description

The project is located in the University of Washington (UW) South Campus, to the south of the existing UWMC. The development site is identified as 69S, added to the Campus Master Plan through a minor amendment (DPD project #3005337). The site consists of NE Columbia Road (not a public right of way) and existing loading docks.

Proposal Description

The larger project consists of three phases: 1, 2A, and 2B. According the SDEIS, Phase 1 is construction of a five-story building to house diagnostic imaging, surgery, a nursing unit and neonatal intensive care unit service space, and would comprise about 146,500 sq. ft. Phase 2A consists of three levels constructed on top of Phase 1, would provide 96 new patient beds, and would comprise about 89,500 sq. ft. Phase 2B would also be located above the Phase 1 building, and would comprise about 117,000 sq. ft. While this Master Use Permit encompasses phases 1 and 2A only, the DEIS includes phase 2B in its scope. If phase 2B were to exceed the height limit of the current MIO zone, it would only be allowed through a major amendment to the Campus Master Plan and further DPD review.

According to plans, Phases 1 and 2A comprise 234,000 sq. ft. Taken together, the structure would be 8 stories, approximately 100' tall, plus rooftop appurtenances. The site is located in a Major Institution Overlay (MIO) that allows base heights up to 105'. The project includes rechannelization of a private roadway (Columbia Road), and involves no new parking.

Temporary modifications to the University's private roadway (Columbia Road) include disturbance to the shoreline buffer, subject to shoreline exemption approval (DPD #6202211).

Grading for the project includes about 11,000 cubic yards of excavation and about 4,000 cubic yards of fill. The project involves removal of up to 50 trees, including eight trees located on the construction site, and about 30 trees located on the slope south of Columbia Road and north of the Center on Human Development and Disability (CHDD).

The UW anticipates that work on Phase 1 should last about two years. It anticipates Phase 2A to open in 2017.

Public Comment

DPD received no comment letters related to the project. DPD received no comment from the City-University Community Advisory Committee (CUCAC).

ANALYSIS – SEPA

The University of Washington is the lead agency responsible for making the threshold determination with respect to this proposal. After a Determination of Significance, the UW conducted its scoping process from February 19 to March 10, 2008. The Supplemental

Environmental Impact Statement updates the University's Final EIS for its Seattle Campus Master Plan, issued 2003. The University issued the Draft SEIS in May 2008 and intends to issue the Final SEIS in December 2008, with minor updates. Information in these environmental documents, plans and other information submitted by the applicant and the permitting agency's experience form the basis for this analysis of impacts and application of mitigation.

The Seattle SEPA Overview Policy (SMC 25.05.665 D) clarifies the relationship between codes, policies, and environmental review. Specific policies for each element of the environment, and certain neighborhood plans and other policies explicitly referenced, may serve as the basis for exercising substantive SEPA authority.

The Overview Policy states in part, "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 some limitations. Under such limitations/circumstances (SMC 25.05.665 D) mitigation can be considered. A more detailed discussion of some of the impacts is therefore appropriate.

Short-term (Construction) Impacts

The project is likely to have short-term adverse, construction-related environmental impacts with respect to vegetation, earth, noise, air, water quality, traffic, and pedestrian circulation. No other elements of the environment appear likely to be adversely affected, and no other elements have been identified in the Supplemental EIS.

Air, Earth, and Water. The project is likely to cause some minor soil erosion from grading and other site work while the earth is exposed. These include decreased air quality due to dust and other particulates produced by construction equipment and operations, and tracking of mud and dirt onto adjacent streets by construction vehicles. These air and earth impacts are expected to be minor in scope and would be limited to the period of site preparation, estimated to be about four months. Several adopted City codes and ordinances provide adequate mitigation. The Street Use Ordinance provides for watering the streets to suppress dust; the Stormwater, Grading and Drainage Control Code provides for mitigation of earth impacts related to grading and excavation, such as soil erosion and runoff and the Seattle Building Code provides for appropriateness of construction measures in general. (In a separate section below, this analysis addresses truck traffic associated with construction activities.)

According to the project's DSEIS, Phase 1 involves approximately 15,000 cubic yards of cut and fill. Soil stabilization will be assured by compliance with the Stormwater, Grading and Drainage Control Code, and the Building Code. Further, Director's Rule 2000-16 was developed to apply Best Management Practices (BMPs) to prevent erosion and sedimentation from leaving construction sites or where construction will impact receiving waters. The implementation of Best Management Practices, as contained in the DR 2000-16, is a standard requirement for permit approval.

Construction will result in localized, short-term increases in particulate and carbon monoxide associated with the removal of existing pavement, excavation, grading, soil compaction and operation of heavy trucks and smaller equipment. On-site activity and periodic traffic delays on

adjacent streets could contribute to slight increases in localized vehicle emissions of carbon monoxide and nitrogen dioxide. It is not expected that increased suspended particulate or carbon monoxide emissions would cause violation of any local ambient air quality standards.

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.

Noise. Short-term noise from construction would be generated during working hours. Noise levels during construction would be expected to comply with University standards and the City of Seattle noise ordinance.

Circulation and Traffic. The DSEIS identifies significant unavoidable impacts to parking supply in the vicinity of the project, particularly when considered together with possible Sound Transit Construction near Husky Stadium. These impacts are temporary, and will likely peak during the summer months when parking demand is lower.

The DSEIS considers alternative mitigations to accommodate outbound traffic from the site, each involving rechannelization of existing roadways to facilitate an orderly traffic flow. The UW has coordinated this analysis with SDOT traffic operations staff, who have adequate authority to determine the most appropriate alternative.

Temporary construction impacts are also likely to result for pedestrians and bicyclists who currently access the Montlake Cut from Columbia Road. These impacts are mitigated in part by provision of alternate routes and a new graveled pathway.

Primary construction access to the site would likely be from NE Pacific Street to the construction site. The proposal would result in material to be exported from and imported to the site. The proposed export and import material is expected to require as many as 30 round trips by trucks (assuming a 15-cubic yard per load truck capacity) per day at the peak period of excavation and grading, over a period of about a month. A temporary increase in parking demand in the project areas will also occur during construction. City codes do not adequately address construction--related traffic impacts.

The University of Washington and the contractor for the project will prepare a construction traffic plan for workers. The plan shall outline delivery routes for truck trips to minimize disruption to traffic flow on adjacent streets and roadways, including appropriate signage, flaggers, route definitions, flow of vehicles and pedestrians during construction. The plan shall identify truck and construction equipment circulation routes between the site and regional routes such as I-5 or SR-520.

Parking. During construction, the South Campus Garage would likely lose about 70-80 spaces, to be used for construction staging and vehicle loading. The DSEIS identifies the expanded West Campus Parking garage (350 parking spaces) as mitigation for these lost spaces. The

demand for parking temporarily lost during construction would be offset by the added supply in the West Campus Garage expansion and other parking spaces on South/Southwest campus characterized by the DSEIS as underutilized.

Long-term (Use-related) Impacts

The following long-term or use-related impacts were identified in the DSEIS and supporting documents: plants and animals, environmental health, noise, land use patterns, aesthetics, light and glare, transportation, and public services. Elements of the environment not discussed below are not adversely affected and/or are adequately mitigated by existing codes and ordinances and/or mitigating components of the proposal itself.

Plants and animals. Site preparation and construction of Phase 1 would result in the removal of up to 50 trees, including eight trees located on the construction site, and about 30 trees located on the slope south of Columbia Road and north of the Center on Human Development and Disability (CHDD), and identified in the site survey.

As mitigation, the DSEIS identifies the replanting or replacement of the trees and understory, using plants identified in Table 3.3-1 (DSEIS page 3.3.2).

The FSEIS updates the DSEIS to adopt as its preferred alternative a bus load/unload area and driveway turnaround, located in the near vicinity of several large coniferous trees (Atlas cedars, Deodar cedars, and cypresses). The FSEIS provides an arborist's report and recommended measures to protect the trees and their critical root zones during construction. The FSEIS adopts these recommendations as optional mitigation measures. DPD conditions the project to require the arborist's recommended mitigations, listed on pages 3-4 and 3-5 of the FSEIS, and reiterated at the end of this report.

DPD considers the identified measures to be sufficient, and determines that no further mitigation is required. The DSEIS identifies no impacts to animals / endangered species warranting further mitigation.

Environmental Health. The DSEIS describes in general terms the UW Medical Center's use and care of toxic and hazardous materials, including biomedical and radioactive wastes. The project also involves the relocation of liquid oxygen tanks and the installation of an underground fuel tank to supply emergency generators. The UW has identified mitigation measures, including its *Infectious/Biomedical Waste Management Program*, the proposed double-walled fuel tank, and other appropriate HVAC design specifications. DPD considers the proposed mitigation to be adequate in this regard.

Land Use patterns. The DSEIS outlines direct impacts and the project's relationship to surrounding uses. This involves the conversion of the existing surface parking lot and vegetated areas. The intensity of the proposed new use and its interaction with existing surrounding uses appears to be within the accepted framework of the Campus Master Plan and the 1998 City-University Agreement, as well as the City of Seattle's Comprehensive Plan and the Land Use Code. The proposed Phase 2B is not included in this application. If it were to exceed the current

MIO height limit, it would be allowed only through a major amendment to the Campus Master Plan and further DPD review (rezone, SEPA).

Noise. The DSEIS notes that the City of Seattle's noise ordinance applies to receiving property lines and does not apply within the University Campus. It further states that new noise sources have the potential to exceed the more stringent nighttime noise limits. Through identified mitigation measures (sound attenuation enclosures, silencers at vent louvers, and low-noise exhaust fans, among others), the DSEIS determines that operational noise levels should be within prescribed limits, on and off campus. DPD concludes that no further mitigation is warranted in this regard.

Aesthetics. The DSEIS identifies points from which the project will be visible on the campus and it's near vicinity. Views to the site would change to reflect a large medical use facility. The project is an addition to a building of similar scale, and is buffered from the nearest neighborhood (Montlake, across the Montlake Cut) by intervening buildings and vegetation. The project does not adversely impact any protected views. DPD concludes that no mitigation is warranted in this regard.

Light and glare. Shadows to nearby sites and adjacent open spaces are not likely to result in significant impacts. The lighting design integrates fixtures that are shielded or directed downward to reduce impacts of light spillage. Interior lights would be typical of other medical buildings in the facility, and would not represent a major increase in ambient light. The addition could result in solar glare, mitigated by retention of landscaping, incorporation of building materials with low reflectivity, and windows shaded from direct sunlight. As proposed, DPD concludes that no further mitigation is warranted.

Transportation. The DSEIS analyzes transportation impacts to vehicle circulation, traffic safety, shuttles and transit service, pedestrian and bicycle circulation, and parking. The analysis considers baseline conditions that include the west campus garage expansion (construction underway) and the Sound Transit tunnel (undergoing final design).

For nearby intersections, traffic impacts resulting from the project's long term (operational) use appear to be negligible at peak hours (SDEIS page 3.8-19).

The project creates shear walls that support the structure but impede pedestrian flow across Columbia Road as currently configured. As mitigation, the project provides for new at-grade pedestrian crossings across Columbia Road.

The SDEIS projects that available parking supply will accommodate project-generated parking demand, with a peak parking utilization of more than 90% occurring only for a short period. For most of the studied period (2009-2017), the UW projects parking utilization to range between 78% and 85%.

Considering the analysis, DPD concludes that no further mitigation for long-term traffic impacts is warranted.

CUCAC review

CUCAC (the City University Community Advisory Committee) has reviewed the project and has submitted no comments to DPD.

CONCLUSION - SEPA

In conclusion, DPD finds several effects on the environment resulting from the proposed project. However, proposed mitigating features together with the conditions imposed below are sufficient to mitigate specific impacts identified in the DSEIS, its studies, and the foregoing analysis to lessen or prevent impacts not regulated by codes or ordinances, per adopted City policies.

The other impacts noted here as mitigated by code or conditions are not sufficiently adverse to warrant further mitigation by condition.

DPD approves the project, subject to conditions listed below.

CONDITIONS – SEPA

Prior to Issuance of Grading or Construction Permit(s)

1. The University of Washington will prepare a construction traffic plan for workers, for Review and approval by DPD. The plan shall outline delivery routes for truck trips to minimize disruption to traffic flow on adjacent streets and roadways, including appropriate signage, flaggers, route definitions, flow of vehicles and pedestrians during construction. The plan shall identify truck and construction equipment circulation routes between the site and regional routes such as I-5 or SR-520. Truck traffic related to the construction activity should avoid peak periods of 7:00 – 9:00 AM and 3:00 – 6:00 PM, Monday – Friday.

Before and During Construction

The following condition(s), to be enforced during construction will be posted 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. If more than one street abuts the site, conditions will be posted at each street. The conditions will be affixed to placards prepared by DPD. The placards will be issued along with the building permit set of plans (or with the demolition permit if it is issued separately. The placards will be laminated with clear plastic or other weatherproofing material and will remain in place for the duration of construction. It is the Contractor's responsibility to ensure that the sub-contractors are informed of the conditions listed below.

2. The University of Washington and/or other responsible parties shall implement the approved construction traffic plan.

3. The University of Washington and/or other responsible parties shall implement the mitigations identified in the arborist's report by Tree Solutions, Inc, dated November 24, 2008. Mitigations are reiterated below:

Pre-Construction Mitigation Measures

- Direct the project arborist to place tree protection fencing as per arborist report (see Appendix B), at the Tree Protection Zone (TPZ), before any demolition or construction occurs.
- Use chainlink fencing that it not easily moved and include large signage identifying the TPZ.
- Carefully hand-loosen soil and apply a treatment of Cambistat (paclobutrazol) to stimulate new root growth within the TPZ of Trees #1-5 (see Appendix B).
- When designing the temporary loop roadway, consider a detail that would bridge the swale area, such as steel beams, and relieve compaction of soil within the Critical Root Zone of the adjacent trees.
- If using fill on grade, use a base material such as geo-textile or even a rigid draining plastic that will inhibit upward root growth into new fill to minimize root damage when removed.
- Complete the target pruning of specific low branches for clearance, as directed by the project arborist.
- Enhance the trees' soil environment in order to stimulate as much new root and shoot growth as possible during the next growing season. Place mulch and soil amendments in areas outside the fill to ensure that the trees thrive once the construction is complete.

Post-Construction Mitigation Measures

- After fill material is carefully removed, improve the soil texture with an Air Spade in all areas where roots are affected by soil compaction. Break into the compacted surface soils to a depth of six to ten inches.
- Make sure all eight trees have a root crown excavation to expose the trunk flare at the base of the tree, down to the original grade.
- Amend the soil with fertilizer, inoculants and a high quality mulch in all areas where root disturbance or soil compaction has occurred.
- Irrigate the treated areas.
- Finish with two inches of good quality aged compost, taking care not to pile up material above the trunk flare.

Signature: (signature on file) Date: February 05, 2009
Scott A. Ringgold, Land Use Planner
Department of Planning and Development

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