



City of Seattle

**Department of Planning and Development**  
D. M. Sugimura, Director

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

**Application Numbers:** 3009283

**Applicant Name:** John Aldredge, Collins Woerman Architects for  
Swedish Cherry Hill Campus

**Address of Proposal:** 528 18<sup>th</sup> Avenue

**SUMMARY OF PROPOSED ACTION**

Land Use Application to allow two, 3-story buildings containing a total of 128,780 sq. ft. of medical office and 2,600 sq. ft. of retail (Swedish Hospital Cherry Hill Campus). Parking for 359 vehicles to be provided in three levels below grade. Project includes 60,200 cu. yds. of grading. Existing structures to be demolished. Review includes an amendment to the Major Institution Master Plan (MIMP).

The following approvals are required:

**Request for a Minor Amendment, SMC 23.69.035 (Interpretation per SMC 23.88.020)**

**SEPA - Environmental Determination - Chapter 25.05 SMC**

**SEPA DETERMINATION:**  Exempt  DNS  MDNS  EIS

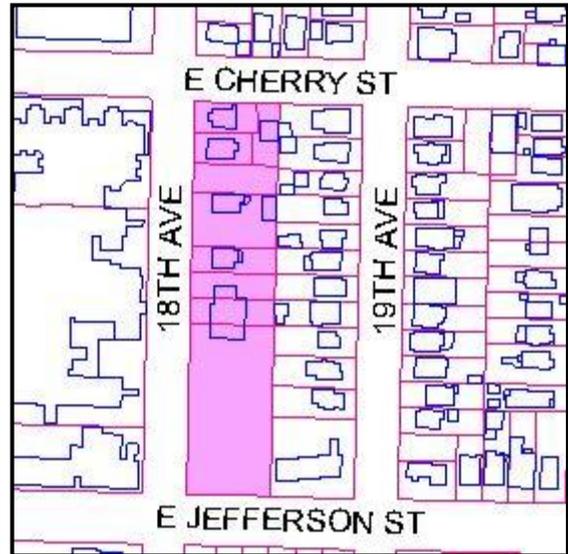
DNS with conditions

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

## **BACKGROUND**

### Site and Vicinity

The project site is bounded by 18<sup>th</sup> Avenue to the west, E. Cherry Street to the north and East Jefferson Street to the south. The site is also located within the boundaries of the Swedish Cherry Hill Major Institution Overlay (MIO) zone. The MIO for Swedish Cherry Hill covers an area between East Cherry Street to the north, 15<sup>th</sup> Avenue to the west, East Jefferson to the South, and an east boundary line that runs north south and the midblock point between 18<sup>th</sup> and 19<sup>th</sup> Avenue. The development site currently contains three structures and surface parking lots. These structures will be demolished as a result of this project. Surrounding properties are marked by single and some multi family uses to the north, east and south. To the west lies the heart of the hospital campus. The site slopes slightly down towards the east. Abutting properties to the east across East Cherry Street to the north and East Jefferson Street to the south are in a Single Family 5000 zone and predominantly developed with single family residences.



The development site is zoned with both the MIO overlay with a 37 foot height limit and the underlying Single Family 5000 zoning. Only uses associated with this Institution are eligible for the designated MIO height limits. Non-Institution related uses developing on this site would be bound to the underlying height limits of the zone (30 feet, plus a five foot slope in the Single Family zone).

### Proposal

The proposed development includes the construction of two, 3-story buildings containing a total of 128,780 sq. ft. of medical office and 2,600 sq. ft. of retail (Swedish Hospital Cherry Hill Campus). Parking for 359 vehicles to be provided in three levels below grade. Project includes 60,200 cu. yds. of grading. The existing structures are to be demolished.

### Public Comments

Notice of the project was published on September 11, 2008. The required public comment period ended on September 24, 2008. Approximately 18 comment letters were received. Some letters expressed concerns regarding noise, crime and traffic impacts to the neighborhood that would result from the proposed development, but others expressed support for the development, believing it would reduce crime rates and provide jobs, adding to the tax base. Many of the letters, including one from the Land Use, Open Space and Housing Committee of the Central

Plan Neighborhood Plan Stewardship, noted that less intensive development had been contemplated under the original MIMP for the half-block on the east side of 18<sup>th</sup> Avenue, allowing it to serve as a transitional area between the institutional campus and the adjacent neighborhood. They expressed the view that the proposed development would not achieve this, and that it should be regarded as a major amendment to the MIMP on that basis.

### **ANALYSIS - AMENDMENT TO MASTER PLAN**

The proposal for this project requires a determination by the Director on compliance with SMC 23.69.035, Changes to master plan. Specifically, this code section requires “*a proposed change to an adopted master plan shall be reviewed by the Director and determined to be an exempt change, a minor amendment, or a major amendment.*”

Swedish Cherry Hill (then Providence Medical Center) adopted a Major Institution Master Plan dated July 25, 1994. The plan outlines the development program for the campus, establishes development standards for new buildings and provides for a transportation management program to reduce the number of single occupancy trips to the hospital and surrounding areas.

#### **Underlying development approved in MIMP**

As part of the overall development program for the Providence Medical Center (now Swedish Cherry Hill) Major Institution Master Plan (MIMP), the proposed development site was envisioned for a two-story 30,000 square foot, 40-room inn, and a 18,000 square-foot fitness center with below-grade parking for 30 vehicles to be located at the south end of the site, towards East Jefferson Street (Project VIII, page 8, MIMP). A 3,500 square-foot daycare, play area and parking were envisioned at the north end of the site, near East Cherry Street (Project IX, page 8, MIMP). The existing Hope Heart Institute Building was anticipated to remain. Accordingly, the change from these uses to the current proposal requires a determination as to the nature of the change, detailed above and if the change is subject to an amendment, as required in SMC 23.69.035.

As part of the Master Plan development, a series of conditions were imposed on development in the portion of the campus covered by the MIMP, including this development site. These conditions, developed as part of the City Council’s approval of the Master Plan, addressed landscaping and open space on the campus, compatibility of architectural design to integrate into the campus and neighborhood, mitigation of the height, bulk and scale on surrounding residential properties, and blank facades.

**Council Condition #1-** In conjunction with each phase of development that reduces open space on the campus, the quality of landscaping in remaining open space areas shall be increased. This shall be accomplished by increasing the quality of landscaping in a remaining open space equal in size to the size of the open space being reduced in a particular phase of development. Where feasible, the additional landscaping shall be installed in the setback areas around the perimeter of the campus. Safety shall be a consideration in the design and maintenance of all open space and landscaped areas. The total amount of open space on the Providence campus shall be no less than 10%.

**Council Condition #2-**Providence shall demonstrate that new Buildings III, VI, VII, and VIII interpret design features of the [original hospital] Building, and that all new buildings incorporate design features of structures in adjoining neighborhood to the extent possible. New buildings shall have the same design theme, with similar color schemes and materials wherever possible. For corners of the campus at public rights-of-way where new development is proposed, building designs and plantings shall emphasize both the corner and the Providence campus.

**Council Condition #3-**To mitigate for potential height, bulk and scale impacts on surrounding residential properties, Providence shall seek input from the neighbors and from the Master Plan Standing Committee, regarding design of buildings adjoining residential neighborhoods, including, but not limited to the Parking Garage (Project 1B), the MOB (Project III), the East Wing Addition (Project VII), the Gym/Inn (Project VIII), and the Child Care Center (Project IX). The process for obtaining comment shall be subject to review by the Master Plan Advisory Committee and shall be approved by DCLU. Neighborhood review shall be guided by the Agreement for Supplemental Mitigation between Providence and the Squire Park Community Council.

**Council Condition #7-**No Flat or unmodulated blank facades, particularly at street level, shall be incorporated into the new buildings.

Several other applicable Council conditions addressed the building setbacks of the anticipated development. The proposed structures meet the setbacks prescribed in these Council Conditions. The remainder of the applicable conditions are discussed in the SEPA analysis later in this report.

#### Review process

As part of the Amendment process, SMC 23.69.035.C and rules governing Notices of Interpretation under SMC 23.88.020.D require that the Citizen's Advisory Committee, or CAC, receive notice of the request and an opportunity to comment on whether the amendment should be deemed Exempt, Minor or Major Amendment. The Advisory Committee is also given an opportunity to recommend what conditions (if any) should be imposed if the recommendation is that the project is a Minor or Major Amendment. The Director then determines whether the amendment is minor or major according to subsections D and E of this section. Swedish Cherry Hill made a request on August 14, 2008 as part of a Master Use Permit application to find that the development proposal that is the subject of this review is interpreted as a minor amendment. The following analysis is a review of the criteria for Exempt Changes, Minor and Major Amendments, as reflected in SMC 23.69.035.

#### Exempt Changes

1. *Any new structure or addition to an existing structure not approved in the master plan that is twelve thousand (12,000) square feet of gross floor area or less; or*

The proposed development exceeds 12,000 square feet.

2. *Twenty (20) or fewer parking spaces not approved in the master plan; or*

The proposed development exceeds 20 parking spaces.

3. *An addition to a structure not yet constructed but approved in the master plan that is no greater than twenty percent (20%) of the approved gross floor area of that structure or twenty thousand (20,000) square feet, whichever is less; or*

The proposed development is not an addition.

4. *Any change in the phasing of construction, if not tied to a master plan condition imposed under approval by the Council; or*

The proposed development does not involve phasing of construction.

5. *Any increase in gross floor area below grade.*

The proposed development proposed to be both above and below grade.

Therefore, the proposed development does not qualify as an exempt change.

Minor Amendments.

1. *The amendment will not result in significantly greater impacts than those contemplated in the adopted master plan; or*

The proposal to construct the referenced development includes the construction of a total of 128,780 sq. ft. of medical office and 2,600 sq. ft. of retail space. At its maximum, the building will extend up to 37 feet in height, excluding features such as parapets, stair and elevator penthouses that are exempted from base height measurements.

While not specifically anticipated at this location, the uses associated with this development were expected as part of the Master Plan approved in 1994. Specifically, the Master Plan called for future development of 682,500 square feet of development, including parking, medical office, facilities, and supporting services. To date, approximately 434,002 square feet of these uses have been constructed, leaving a difference of 248,498 square feet. The proposed medical office and retail uses fall within the limits of the square footage anticipated by the MIMP. The specific medical office uses that are proposed were contemplated with the 133,000 square foot New Patient Wing (referred to as “Phase V” in the MIMP) and the 128,000 square foot Surgery, Entry, Radiology, Oncology Addition, Laboratory, Chapel and Parking (referred to as “Phase IV” in the MIMP). These projects were anticipated to occur on the central campus block. The proposed development shifts the location of these uses to a different location on campus, on the east side of 18<sup>th</sup> Avenue. The SEPA analysis that follows this section demonstrates that while some impacts may be relocated to this site and its vicinity from the central campus site, the impacts are not significantly greater. Therefore, the amendment will not result in significantly greater impacts than those contemplated in the adopted master plan.

2. *The amendment is a waiver from a development standard or master plan condition, or a change in the location or decrease in size of designated open space, and the proposal does not go beyond the minimum necessary to afford relief and will not be materially detrimental to the public welfare or injurious to the property or improvements in the vicinity in which the Major Institution is located; or*

The proposed development does not involve a waiver from development standards or Master Plan conditions. The applicable conditions (1(h), 1(i), 2, 3, 4, 5 and 6) agreed to by Providence and Squire Park Community Council (Section VI of the MIMP) have been addressed by the proposed project design.

*3. The amendment is a proposal by the Major Institution to lease space or otherwise locate a use at street level in a commercial zone outside an MIO District, and within two thousand five hundred feet (2,500') of the MIO District boundary, and the use is allowed in the zone for but not permitted pursuant to Section 23.69.022. In making the determination whether the amendment is minor, the Director shall consider the following factors:*

- a. Whether an adequate supply of commercially zoned land for business serving neighborhood residents will continue to exist, and*
- b. Whether the use will maintain or enhance the viability or long term potential of the neighborhood-serving character of the area, and*
- c. Whether the use will displace existing neighborhood-serving commercial uses at street level or disrupt a continuous commercial street front, particularly of personal and household retail sales and service uses, and*
- d. Whether the use supports neighborhood planning goals and objectives as provided in a Council-approved neighborhood plan.*

The proposed development is not proposed in a location outside of the MIO District.

*Major Amendments*

*1. An increase in a height designation or the expansion of the boundary of the MIO District; or*

The proposed development does not propose a height increase or expansion of the MIO District.

*2. Any change to a development standard that is less restrictive; or*

The proposed development does not propose a change to a development standard that is less restrictive.

*3. A reduction in housing stock outside the boundary but within two thousand five hundred feet (2,500') of the MIO District, other than within a Downtown zone, that exceeds the level approved in an adopted master plan; or*

The proposed development does not involve a reduction to the housing stock outside the MIO.

*4. A change to the single-occupancy vehicle goal of an approved transportation management program that increases the percentage of people traveling by single-occupancy vehicle; or*

The proposed development does not propose a height change to the single-occupancy vehicle goal of the approved transportation management program.

*5. A use that requires Council Conditional Use approval, including but not limited to a helistop or a major communication utility, that was not described in an adopted master plan; or*

The proposed development does not propose a helistop or major communication utility.

*6. The update of an entire development program component of a master plan that was adopted under Code provisions prior to the 1996 Major Institutions Ordinance where the institution proposes an increase to the total amount of gross floor area allowed or the total number of parking spaces allowed under the institution's existing development program component within the MIO District.*

The proposed development does not propose to increase the gross floor area or total number of parking spaces allowed under the institution's existing development program.

Therefore, the proposed development does not qualify as Major Amendment.

#### CAC recommendation

SMC 23.69.035C states that “the Advisory Committee shall be given the opportunity to review a proposed minor or major amendment and submit comments on whether it should be considered minor or major, and what conditions (if any) should be imposed if it is minor. The Director shall determine whether the amendment is minor or major according to subsections D and E of this section...”

The Citizen's Advisory Committee (CAC) began discussing changes at the site around August 2007. A formal presentation of the project by the architects occurred on May 29, 2008. The CAC continued to discuss the proposed development, scope and details until they voted on the issue on November 18, 2008. Discussion of possible outcomes on the request for either an exemption or a minor amendment were also brought to the CAC. At the November 18, 2008, meeting, the CAC passed a resolution against the proposed amendment being considered as a Minor Amendment. A letter from the CAC, dated March 24, 2009 to the Director states:

*The request of Swedish Medical Center and Sabey Corporation to transfer square footage from the Central Campus to the area bounded by 18th Avenue, the alley at the east margin of the properties fronting 18th Avenue, East Jefferson and East Cherry Street, be considered a major amendment to the existing Swedish Medical Center Cherry Hill Campus Master Plan.*

#### Conclusions

Based upon a review of the proposal, the criteria under SMC 23.69.035, the review and comment by the CAC and staff review of the proposal, the request for a Minor Amendment to allow the proposed structure, in lieu of the inn and fitness center and daycare approved in the 1994 MIMP is hereby **APPROVED as a MINOR AMENDMENT.**

## **ANALYSIS – STATE ENVIRONMENTAL POLICY ACT (SEPA)**

This analysis relies on the Final Environmental Impact Statement for the Providence Medical Center Major Institution Master Plan, published June 1993 and the SEPA checklist for the project dated August 11, 2008, as well as other technical environmental reports, comments and responses submitted with respect to those documents. This decision also makes reference to and incorporates the project plans submitted with the project application on August 11, 2008 and revised several times thereafter. The information in the checklist, supplemental information provided by the applicant, project plans, and the experience of the lead agency with review of similar projects form the basis for this decision and conditioning.

The Seattle SEPA Ordinance provides authority to require mitigation of adverse impacts resulting from a proposed project (SMC 25.05.655 and 25.06.660). Mitigation, when required, must be related to specific environmental impacts identified in an environmental document and may be imposed to the extent that a given impact is attributable to the proposal, and to the extent that the mitigation is reasonable and capable of being accomplished. Additionally, mitigation may be required only when based on policies, plans and regulations as enunciated in SMC 25.05.665 to SMC 25.05.675 inclusive (SEPA Overview Policy, SEPA Cumulative Impacts Policy, SEPA Specific Environmental Policies). In some instances, local, state or federal regulatory requirements will provide sufficient mitigation of an impact and additional mitigation imposed through SEPA would not be necessary.

The 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, 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 certain limitations/circumstances (SMC 25.05.665 D 1-7) mitigation can be considered. Thus, a more detailed discussion of some of the impacts is appropriate.

The FEIS considered the following environmental impacts: Air; Energy and Natural Resources; Environmental Health and Noise; Land Use and Population; Housing; Light, Glare and Shadows; Aesthetics; Cultural and Historic Preservation; Transportation, and Public Services and Facilities. The Final Major Institution Master Plan was adopted by City Council along with 41 conditions regarding future development of the campus. Many of those conditions apply to this project and effectively address the anticipated impacts. These conditions will be listed under each environmental section, as well as at the conclusion of this report as non-appealable conditions. Where appropriate, additional mitigation may be required pursuant to Seattle's SEPA Ordinance (SMC 25.05).

### **Short-Term Impacts**

Demolition and construction activities could result in the following temporary or construction-related adverse impacts:

- decreased air quality due to suspended particulates from building activities and hydrocarbon emissions from construction vehicles and equipment;
- construction dust and storm water runoff;
- increased traffic and demand for parking from construction equipment and personnel;
- occasional disruption of adjacent vehicular and pedestrian traffic;
- increased noise levels; and
- consumption of renewable and non-renewable resources.

Several adopted codes and/or ordinances provide mitigation for some of the identified impacts: The Noise Ordinance, the Stormwater Grading and Drainage Control Code, the Street Use Ordinance, and the Building Code. The Stormwater, Grading and Drainage Control Code regulates site excavation for foundation purposes 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 the pedestrian right-of-way. Puget Sound Clean Air Agency regulations require control of fugitive dust to protect air quality. The Building Code provides for construction measures in general. Finally, the Noise Ordinance regulates the time and amount of construction noise that is permitted in the city. Compliance with these applicable codes and ordinances will reduce or eliminate most short-term impacts to the environment.

The following temporary or construction-related impacts are expected: decreased air quality due to suspended particulates from building activities and hydrocarbon emissions from construction vehicles and equipment; increased dust caused by construction activities; increased traffic and demand for parking from construction equipment and personnel; conflicts with normal pedestrian and vehicular movement adjacent to the site; increased noise; and consumption of renewable and non-renewable resources. Due to the temporary nature and limited scope of these impacts, they are not considered significant (SMC 25.05.794). Although not significant, these impacts are adverse, and in some cases, mitigation is warranted.

Any conditions to be enforced during construction shall be posted at each street abutting 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 shall 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 waterproofing material and shall remain posted on-site for the duration of construction.

### Air Quality

The indirect impact of construction activities including construction 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. No potential short term adverse impact to air is anticipated and therefore air quality mitigation is not necessary.

For the removal and disposal of the spoil materials, the Code (SMC 11.74) provides that material hauled in trucks not be spilled during transport. The City requires that a minimum of one foot of “freeboard” (area from level of material to the top of the truck container) be provided in loaded uncovered trucks which minimize the amount of spilled material and dust from the truck bed en route to or from a site.

The Street Use Ordinance requires sweeping or watering streets to suppress dust, on-site washing of truck tires, removal of debris, and regulates obstruction of the pedestrian right-of-way. This ordinance provides adequate mitigation for transportation impacts; therefore, no additional conditioning is warranted pursuant to SEPA policies.

### Construction Transportation & Parking

On-street parking in the vicinity is limited, and the demand for parking by construction workers during construction could exacerbate the demand for on-street parking and result in an adverse impact on surrounding properties. The owner and/or responsible party shall assure that construction vehicles and equipment are parked on the subject site for the term of construction whenever possible.

City Council Condition No. 25 in the MIMP states, “In order to minimize construction parking impacts, construction personnel are required to park at an off-site location and be shuttled to and from the site. Swedish Cherry Hill shall ensure that construction workers do not park on the streets or in private lots in the Swedish Cherry Hill campus vicinity. Construction activities shall be scheduled so that the most intensive construction and parking activities are spread out over time. Construction material delivery vehicles shall be prohibited from entering or leaving the area during peak hours. Swedish Cherry Hill shall provide for safe pedestrian and vehicular circulation adjacent to construction sites through the use of temporary walkways, signs, and manual traffic controls (flaggers).” This Council Condition shall be integrated into a Construction Management Plan in consultation with SDOT. All construction parking for workers and for construction related equipment shall have appropriate and reasonable screening as part of the plan.

Estimates indicate that a total of approximately 60,000 cubic yards of earth would be removed in conjunction with excavation for the proposed project. This amount of earthwork is estimated to generate a total of 3,000 truck trips assuming a truck with a 20 cubic yard capacity of over the duration of excavation activity. With 10 cubic yard capacity trucks, the estimated is 6,000 round trips.

The SEPA Overview Policy (SMC 25.05.665) and the SEPA Construction Impacts Policy (SMC 25.05.675B) allow the reviewing agency to mitigate impacts associated with construction activities.

Construction activities are expected to affect the surrounding area. Impacts to traffic and roads are expected from truck trips during excavation and construction activities. The SEPA Overview Policy (SMC 25.05.665) and the SEPA Construction Impacts Policy (SMC 25.05.675B) allows the reviewing agency to mitigate impacts associated with transportation during construction. The

construction activities will require the removal of material from site and can be expected to generate truck trips to and from the site. In addition, delivery of concrete and other materials to the site will generate truck trips. 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.

Existing City code (SMC 11.62) requires truck activities to use arterial streets to the greatest extent possible. This immediate area is subject to traffic congestion during the p.m. peak hour, and large construction trucks would 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.

1. For the duration of the construction activity, the applicant/responsible party shall cause construction truck trips to cease during the hours between 4:00 p.m. and 6:00 p.m. on weekdays.

This condition will assure that construction truck trips do not interfere with daily p.m. peak traffic in the vicinity. As conditioned, this impact is sufficiently mitigated in conjunction with enforcement of the provisions of existing City Code (SMC 11.62).

### Noise

Noise impacts will result during the construction activities associated with this project. The noise associated with construction could adversely affect the surrounding uses. In the immediate area are numerous residential uses. Due to the proximity of these uses, the limitations of the Noise Ordinance are found to be inadequate to mitigate the potential noise impacts. Pursuant to the SEPA Overview Policy (SMC.25.05.665) and the SEPA Construction Impacts Policy (SMC 25.05.675B), mitigation is warranted.

After each floor of the building is enclosed with exterior walls and windows, interior construction on the individual enclosed floors can be done at other times in accordance with the Noise Ordinance. Such construction activities will have a minimal impact on adjacent uses. Restricting the ability to conduct these tasks would extend the construction schedule, thus the duration of associated noise impacts. DPD recognizes that there may be occasions when critical construction activities could be performed in the evenings and on weekends, which are of an emergency nature or related to issues of safety. Therefore, the hours may be extended and/or specific types of construction activities may be permitted on a case-by-case basis by approval of the Land Use Planner prior to each occurrence. Periodic monitoring of work activity and noise levels will be conducted by DPD Construction Inspections.

The following City Council Conditions (26 through 29) ensure mitigation of construction noise. As conditioned, noise impacts to nearby uses are considered adequately mitigated.

26. The hours of construction activity shall be limited. Construction hours shall be limited to non-holiday weekdays between 7:30 a.m. and 6:00 p.m. This limitation is subject to minor revisions at the discretion of DPD to allow work of an emergency nature, work required obstruction of street rights-of-way, and minor, usually interior work, of low noise impact.

27. A noise consultant shall be retained to measure construction and mechanical system noises by the proposed project. Measurements shall be taken from receiving properties. If applicable levels are exceeded, a variance shall be obtained or noise reduction methods shall be promptly applied to bring noise levels within Code limits. Construction noise and vibration impacts shall be minimized by shielding noisy equipment, avoid excessive idling, locating equipment away from sensitive receivers, such as residential uses, and adequate muffling of equipment; scheduling particularly noisy operations to avoid conflicts; providing acoustical screens or enclosures where necessary; assembling building components off-site to the greatest extent possible; identifying a 24 hour contact person to receive noise complaints; and coordinating construction mitigation.
28. Wherever possible, special measures for noise control of unusually loud equipment or activities shall be used during construction. This equipment shall include special mufflers for machine engine exhausts or air powered equipment and acoustical screens or enclosures to be used as needed.
29. Swedish Cherry Hill shall use the newest equipment available and shall keep construction equipment in good working condition. In addition, Swedish shall reuse demolition materials to the greatest extent possible to ensure that long periods of construction equipment idling are avoided.

#### Long-Term Impacts

Long-term or use-related impacts are also anticipated as a result of approval of this proposal including: air quality, noise, light and glare, historic preservation, increased traffic in the area and increased demand for parking; and environmental health.

Several adopted City codes and/or ordinances provide mitigation for some of the identified impacts. Specifically these are: the Stormwater, Grading and Drainage Control, the City Energy Code will require insulation for outside walls and energy efficient windows. The Land Use Code controls site coverage, setbacks, 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 that are not considered significant. Only those environmental impacts that may result in long-term impacts and may require mitigation measures beyond those provided in existing laws and regulations are discussed below.

#### Air Quality

Seattle's air quality is adversely affected primarily by vehicular emissions, and the proposed project is expected to have a minimal impact on air quality, relative to the existing and projected background traffic. The hospital employees overwhelmingly utilize campus functions on foot during the day; the integration of the subject building into campus functions is extremely unlikely to affect existing levels of vehicular activity around the campus. Current federal and state regulations are likely to provide adequate mitigation for impacts on air quality through restrictions on vehicular emissions. No further mitigation pursuant to SEPA authority at SMC Section 25.05.675.A is warranted.

The number of vehicular trips associated with the project construction is expected to increase from the amount currently generated by the various sites and the projects' overall electrical energy and natural gas consumption is expected to increase. Together these changes may 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.

The scale of global climate change is so large that the impacts of a project can only be considered on a "cumulative" basis. It is not anticipated that a single development project, even one of the scale of the Proposed Action, would have an individually discernable impact on global climate change. The project's GHG emissions would likely combine with emissions across the City, County, and State and planet to cumulatively contribute to global climate change. The applicant has provided a table with estimated greenhouse gas emissions from the proposed action.

No significant impacts are anticipated and no additional mitigation is necessary.

### Noise

As part of the underlying FEIS review, an analysis of noise that would be generated by projects after construction was conducted. This analysis included a generalized overview of noise generating activities and uses associated with projects and a list of mitigation for projects, including directing noise generating devices away from adjacent uses, design features or other solutions to control, impacts of noise on adjacent properties. The FEIS did not specifically address the proposed development; however, it prescribes that venting, fans and other equipment will be located away from noise sensitive receptors. Should the proposed facility have an emergency generation, DPD may require special exhaust system design to further reduce noise. The garage for the loading berth, should it require mechanical ventilation, may need discharge sound traps or acoustical plenum for nighttime generation.

The FEIS discusses traffic noise. The slight increase in traffic and the proposed truck loading area on 18<sup>th</sup> Ave. would not significantly add to the overall noise in the vicinity. The existing Transportation Management Plan should help reduce trips and related noise. Several City Council Conditions govern long-term noise impacts.

Council Condition #20 requires that "A noise analysis shall be submitted with each MUP for projects adjoining residential property. Noise-producing mechanical equipment shall be located away from residential properties. The noise study shall demonstrate that continuously generated noise levels from mechanical equipment associated with the new building will meet the Seattle Noise Ordinance standards for residential receiving properties". SSA Acoustics has been retained as the acoustical analysis contractor for the remainder of the job. Equipment will be selected to meet all criteria. The placement of the roof top equipment shall be located in response to acoustical considerations. The two proposed generators shown at the northeast and southeast corners of the site are also subject to Condition #20 and may require appropriate mitigation based on the noise analysis.

### Light and Glare

As part of the underlying FEIS review, an analysis of Light, Glare and Shadow was conducted. This analysis included an overview of shadows that were caused by projects with “significant height and bulk” on surrounding neighborhoods. The FEIS did not diagram or discuss impacts from the proposed building.

Council Condition #18 states that “Cherry Hill must provide documentation to DPD showing that buildings will not cause significant adverse lighting impacts. Plans for each new project shall indicate the location, direction, and intensity of proposed exterior lighting. Buildings shall be designed to shield or direct exterior lights away from light sensitive structures, including nearby residences.” The applicant has contracted with Veca Electric, Inc. to design lighting to meet the requirements of this condition.

Council Condition #19 directs the “Cherry Hill campus to provide evidence to DPD that buildings will not cause adverse glare impacts. Finishes and windows on the new building shall be a low-reflectivity or non-reflective color or tint”. Other methods to avoid glare impacts, such as using recessed windows, retaining vegetation, changing the angle of the glass panes shall be used as necessary. On the east elevation, the landscape buffer planted in the 20 foot setback will minimize any glare. The third floor setback will also reduce the glare from the project’s third floor windows. A photometric plan and a glare study have been commissioned to determine that the project’s lighting/glazing shall not cause significant adverse impacts. The following condition shall be imposed to ensure that Council Conditions 18 and 19 are addressed.

1. A photometric plan and a glare study shall be submitted to DPD for review and approval to determine that the project’s lighting/glazing shall not cause significant adverse impacts to the residential neighbors. The Plan shall address the following:
  - a. All glazing on the east elevation shall be shaded glass to reduce light and glare impacts to the neighbors.
  - b. All glazing specified will be of low reflectivity.

A shadow study the summer solstice was submitted and shows that most of the shadows produced by the proposed three story structures overlap with shadows created by the existing building across 18<sup>th</sup> Avenue on the west side. The difference between the shadows cast by the existing building and the proposed is minimal and includes one single family structure and one detach garage structure, therefore shadow impacts are not expected to be significant.

### Historic Preservation

A referral was sent by DPD to the Department of Neighborhoods City Historic Preservation Director on September 29, 2009 regarding the historic significance of an existing structure. A memo dated February 19, 2010, confirmed the determination that the existing building was unlikely to meet the standards as individual landmarks.

Transportation & Parking

The FEIS for the MIMP provided an analysis of transportation and traffic related impacts associated with the development of the Major Institution Master Plan. The transportation and traffic analyses in the FEIS evaluated both existing conditions at the time of the report as well as future conditions with the development of all proposed buildings identified in the MIMP. However, no specific analysis was performed on the amount of traffic that would be generated by this facility, due to the size of the proposed facility, the use and the amount of traffic that would be generated by the building reviewed under the MIMP. Accordingly, a review of specific parking and related transportation impacts of the current proposal is warranted.

The project development is proposed to have approximately 359 parking spaces. Through the provision of additional parking at this site, the minimum and maximum parking allowed for the Swedish Cherry Hill campus must be evaluated, to ensure compliance with the Transportation Management Plan adopted in the MIMP. The Transportation Management Plan, or TMP, includes both a minimum and maximum range of parking spaces to serve Swedish Cherry Hill. The MIMP initially anticipated approximately 51,500 sq ft of new building at the site.

Parking for the project is determined by the amount of parking that is available on the entire campus, following an evaluation of both long and short term parking based on minimum parking rates. The Master Plan adopted in 1994 allowed for a range of parking spaces between 1,540 and 2,079 total parking spaces by the year 2007. The total project supply of parking by 2007 was anticipated to be 1,725 parking spaces (and included 30 stalls to be developed as part of the proposed Fitness Center to be located on the subject property). The total number of parking stalls contemplated by the forecasted development described in the MIMP is 926 stalls and the demolition of 232 stalls, for a net increase of 694 new stalls, bringing the campus total to 1,725 stalls, well under the parking maximum. Since the 1994 MIMP, only 612 of these stalls have actually been constructed, leaving a deficit of 82 stalls. This number plus the proposed stalls and those stalls slated for demolition that still exists results in 302 stalls. Adding this figure to the total number of campus stalls anticipated by the MIMP is 2,027 stalls. This falls within the parking maximum allowance of 2,079 stalls referenced in the Master Plan. Please see Table 1 for calculations.

**Table 1: Campus Parking Calculations**

MIMP Projected New Stalls	926
MIMP Projected Demolished Stalls	- 232
<b>MIMP Net Total of New Stalls</b>	<b>= 694</b>
<hr/>	
MIMP Net Total of New Stalls	694
Actual Built Stalls	- 612
<b>Difference Between Projected and Actual Built Stalls</b>	<b>= 82</b>
<hr/>	
Existing Stalls That Were Anticipated for Demolition	25
Proposed Stalls from Subject Development	+359
Difference Between Anticipated and Actual Built Stalls	- 82
<b>Increase in Stalls With Project (Adjusted for Demolished Stalls)</b>	<b>=302</b>
<hr/>	
Total Campus Stalls Anticipated by MIMP	1,725
Increase in Stalls With Project (Adjusted for Demolished Stalls)	+302
<b>Total Campus Stalls With Proposed Development</b>	<b>=2,027</b>
<hr/>	
Maximum Number of Parking Stalls Allowed Under 1994 MIMP	2,079
Total Campus Stalls With Proposed Development	-2,027
<b>Remaining Parking Stall Rights on Campus</b>	<b>=52</b>

In the 1994 FEIS, the Code (SMC 23.54) required parking ranged between a minimum of 1,152 spaces, with a maximum allowed at 1,555. This rate was based upon land use code prescribed minimum parking requirements for employees, patients and visitors. At that time, 1,031 parking spaces were located on the campus which resulted in a parking deficit. Such a deficit may result in the likelihood of spillover parking in surrounding neighborhoods. Accordingly, as part of the MIMP approval, additional parking on the campus was required to meet code to address existing conditions and to anticipate the future growth of the campus based upon Master Plan forecast of new square footage. Accordingly, a supply was anticipated at 1,725 spaces (2007) needed to accommodate future development. However, the anticipated growth of the campus had not occurred.

The proposed project under this review is for two buildings to contain approximately 128,780 sq. ft. of medical office use and 2,600 sq. ft. of retail use with a shared underground garage. A Supplemental Transportation Information Memorandum was prepared by The Transpo Group dated February 2, 2009 and then was updated on March 9, 2009 and again on April 8, 2009. As analyzed in the more recent Memorandum, it is estimated that the proposed use would generate approximately 207 weekday pm peak hour trips.

As part of the 1994 MIMP approval, Cherry Hill was required to develop and maintain a Transportation Management Plan (TMP). As a TMP goal, Cherry Hill is to achieve a 50% maximum single occupancy vehicle (SOV) rate, excluding employees whose work requires the use of a private automobile. This TMP was designed to ensure that the number of trips, including PM peak trips, as well as available parking, is within acceptable limits as analyzed in the FEIS. To accomplish this goal the existing TMP includes a number of incentives to ensure maximum participation, including:

- Establishing a Transportation Coordinator to promote and maintain the program, including annual evaluations;
- Preparation of an annual survey;
- Provision of discounted transit passes;
- Maintenance of parking areas;
- Charging for SOV parking;
- Provision of carpool parking and weather protected, secured bicycle racks; and
- Pay the costs of Residential Parking Zone (RPZ) stickers for residents in the vicinity.

A 2009-2010 update of the TMP efforts was provided for the file showing on-going documentation and implementation of the TMP program.

The Memorandum prepared by The Transpo Group and dated April 8, 2009 considered operations at the nearby intersections and found that the Level of Service (LOS) at all intersections would remain the same with the project, with the exception of the Cherry Street and 16<sup>th</sup> Avenue intersection which will change from LOS C to LOS D. The Memorandum concluded that the intersection operations would be at acceptable levels of PM peak hour with little increased delay at most intersections.

Several Council Conditions apply to the development of the subject site. Council Condition No.15 states that “Swedish Cherry Hill shall install additional informational signs at intersections of arterial streets on Jefferson and Cherry as well as at campus perimeters to direct patients and visitors to public parking areas on campus. Signs located within the public right-of-way must be approved by SDOT”.

Council Condition No. 33 directs that “Local Access Only” signs shall be installed along residential streets adjoining truck delivery routes. Sign locations shall be determined and installed by SED. The Squire Park community shall be consulted for sign locations”.

Council Condition No. 34 states that “Prior to occupancy of the Gym/Inn (Project VIII), a curb bulb shall be installed at the 18<sup>th</sup>/ Jefferson intersection. In addition, the load/unload zone shall be located off 18<sup>th</sup>. SED Plan Review Section shall review the design and location of the curb bulb and loading zone”.

Council Condition No. 35 states that “Prior to occupancy of the Project IX, a curb bulb shall be installed at the 18<sup>th</sup> and Cherry intersection. The load/unload zone shall be located off 18<sup>th</sup>. The SED Plan Review Section shall review the design and location of the curb bulb and loading zone”.

### *Environmental Health*

With respect to air quality and environmental health impacts, demolition of the structures is proposed. The Puget Sound Clean Air Agency has jurisdiction over this impact, but there is no reliable means of triggering their involvement other than by requiring the proponent to notify the agency of the proposal. Hence, project approval has been made contingent upon such notification.

The indirect impact of construction activities including construction 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. No potential short term adverse impact to air is anticipated and therefore air quality mitigation is not necessary.

### **DECISION – SEPA**

The application is **APPROVED, with conditions** as referenced below.

### **SEPA - CONDITIONS**

The owner(s) and/or responsible party(s) shall:

#### *Prior to Issuance of any Construction or Grading Permits*

The owner(s) and/or responsible party(s) shall:

1. The applicant shall submit for review and approval a Construction Management Plan to the Department of Planning and Development (DPD) for concurrent review and approval with Seattle Department of Transportation to mitigate these impacts. The plan shall include the following:
  - a. Identify management of construction activities including construction hours, parking, shuttle operations, traffic and issues concerning street and sidewalk closures.
  - b. Include the dedication of a site that shows the location of all parking for construction workers, shuttle pick up areas and parking for related construction equipment, as well as the location of ingress/egress for construction equipment and trucks.
  - c. All construction parking for workers and for construction related equipment shall have appropriate and reasonable screening as part of the plan.
  - d. Install signage to reinforce truck delivery routes.
  - e. These conditions shall be posted at the construction site for the duration of construction activity.
  - f. Address all aspects of Council Conditions 25, 26 and 33.
2. The applicant shall submit for review and approval a Construction Noise Management Plan to the Department of Planning and Development (DPD). The plan shall include the following:
  - a. Measure construction noise from adjoining residential properties and minimize noise levels, where possible.
  - b. Include a discussion on 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.

- c. Address all aspects of Council Conditions 27, 28 and 29.

*Prior to Issuance of any Construction or Grading Permits – Non-appealable Council Conditions*

**CC #18:** Cherry Hill must provide documentation to DPD showing that buildings will not cause significant adverse lighting impacts. Plans for each new project shall indicate the location, direction, and intensity of proposed exterior lighting. Buildings shall be designed to shield or direct exterior lights away from light sensitive structures, including nearby residences.”

**CC #19:** Cherry Hill campus to provide evidence to DPD that the proposed buildings will not cause adverse glare impacts. Finishes and windows on the new building shall be a low-reflectivity or non-reflective color or tint”.

The following condition shall be imposed to ensure that Council Conditions 18 and 19 are addressed.

3. A photometric plan and a glare study shall be submitted to DPD for review and approval to determine that the project’s lighting/glazing shall not cause significant adverse impacts to the residential neighbors. The Plan shall address the following:
  - a. All glazing on the east elevation shall be shaded glass to reduce light and glare impacts to the neighbors.
  - b. All glazing specified will be of low reflectivity.

**CC #20:** A noise analysis shall be submitted with each MUP for projects adjoining residential property. Noise-producing mechanical equipment shall be located away from residential properties. The noise study shall demonstrate that continuously generated noise levels from mechanical equipment associated with the new building [including a noise assessment and appropriate mitigation for the two proposed generators shown at the northeast and southeast corners of the site] will meet the Seattle Noise Ordinance standards for residential receiving properties.

*During Construction*

The following condition(s) are to be enforced during construction and will be posted in a location on the property line that is visible and accessible to the public and 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. 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 proponent’s responsibility to ensure that the sub-contractors are informed of the conditions listed below:

4. For the duration of the construction activity, the applicant/responsible party shall cause construction truck trips to cease during the hours between 4:00 p.m. and 6:00 p.m. on weekdays.
5. Implement the measures in Construction Management Plan approved by DPD and Seattle Department of Transportation (SDOT).
6. Implement the measures in the Noise Management Plan.

*During Construction – Non appealable Council Conditions*

**CC #25:** In order to minimize construction parking impacts, construction personnel are required to park at an off-site location and be shuttled to and from the site. Swedish Cherry Hill shall ensure that construction workers do not park on the streets or in private lots in the Swedish Cherry Hill campus vicinity. Construction activities shall be scheduled so that the most intensive construction and parking activities are spread out over time. Construction material delivery vehicles shall be prohibited from entering or leaving the area during peak hours. Swedish Cherry Hill shall provide for safe pedestrian and vehicular circulation adjacent to construction sites through the use of temporary walkways, signs, and manual traffic controls (flaggers).

**CC #26:** The hours of construction activity shall be limited. Construction hours shall be limited to non-holiday weekdays between 7:30 a.m. and 6:00 p.m. This limitation is subject to minor revisions at the discretion of DPD to allow work of an emergency nature, work required obstruction of street rights-of-way, and minor, usually interior work, of low noise impact.

**CC #27:** A noise consultant shall be retained to measure construction and mechanical system noises by the proposed project. Measurements shall be taken from receiving properties. If applicable levels are exceeded, a variance shall be obtained or noise reduction methods shall be promptly applied to bring noise levels within Code limits. Construction noise and vibration impacts shall be minimized by shielding noisy equipment, avoid excessive idling, locating equipment away from sensitive receivers, such as residential uses, and adequate muffling of equipment; scheduling particularly noisy operations to avoid conflicts; providing acoustical screens or enclosures where necessary; assembling building components off-site to the greatest extent possible; identifying a 24 hour contact person to receive noise complaints; and coordinating construction mitigation.

**CC #28:** Wherever possible, special measures for noise control of unusually loud equipment or activities shall be used during construction. This equipment shall include special mufflers for machine engine exhausts or air powered equipment and acoustical screens or enclosures to be used as needed.

**CC #29:** Swedish Cherry Hill shall use the newest equipment available and shall keep construction equipment in good working condition. In addition, Swedish shall reuse demolition materials to the greatest extent possible to ensure that long periods of construction equipment idling are avoided.

Prior to Building Occupancy – Non appealable Council Conditions

**CC #15:** Swedish Cherry Hill shall install additional informational signs at intersections of arterial streets on Jefferson and Cherry as well as at campus perimeters to direct patients and visitors to public parking areas on campus. Signs located within the public right-of-way must be approved by SDOT.

**CC #33:** “Local Access Only” signs shall be installed along residential streets adjoining truck delivery routes. Sign locations shall be determined and installed by SDOT. The Squire Park community shall be consulted for sign locations.

**CC #34:** Prior to occupancy of the Gym/Inn (Project VIII), a curb bulb shall be installed at the 18<sup>th</sup> and Jefferson intersection. In addition, the load/unload zone shall be located off 18<sup>th</sup>. SDOT shall review and approve the design and location of the curb bulb and loading zone.

**CC #35:** Prior to occupancy of the Daycare (Project IX), a curb bulb shall be installed at the 18<sup>th</sup> and Cherry intersection. The load/unload zone shall be located off 18<sup>th</sup>. SDOT shall review and approve the design and location of the curb bulb and loading zone.

Signature: (signature on file)  
Lisa Rutzick, Land Use Planner  
Department of Planning and Development  
Land Use Services

Date: June 17, 2010