



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**

Project Number: 3010627

Applicant: Sam Miller, LMN Architects, for Seattle Preparatory School

Address of Proposal: 2400 11th Avenue East

SUMMARY OF PROPOSAL

Land Use Application to allow a six story- 25,900 sq. ft. addition and alterations to Peyton Hall located at Seattle Preparatory School (Institution). Review includes demolition of existing 26,800 sq. ft. structure (Adelphia Hall) to be replaced with playfield/basketball court. Proposal will include 3,500 cu. yds. of grading. Eleven parking spaces to be removed.

The following approvals are required:

Administrative Conditional Use – to allow expansion of a private school (SMC23.44.022)

SEPA Environmental Threshold Determination (SMC Chapter 25.05)

SEPA DETERMINATION: Exempt DNS MDNS EIS

DNS with conditions

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

BACKGROUND INFORMATION

Site Location: The property is located south of East Interlaken Boulevard and Delmar Drive East, north of East Miller Street, east of 11th Avenue East and west of East Interlaken Boulevard.

Zoning: The site is zoned Single Family 5000. Properties surrounding the subject site are also zoned Single Family 5000.

Environmentally Critical Areas: Portions of the site have been designated as Steep Slope. A steep slope exemption was granted under AP 6244400 for portions of the steep slope areas on site. The exemption is conditioned upon the approval of building permits for a design that demonstrates the proposed project will be in areas previously developed and completely stabilized in accordance with provisions of the Environmentally Critical Area (ECA) ordinance. All ECA submittal, general, and landslide-hazard, and development standards still apply for this development

Parcel Size: Approximately 3.45 acres (upper campus).

Existing Use: Institution (Seattle Preparatory School).

Project Proposal

The project proposal includes a 25,900 square foot addition to the existing Peyton Hall located on the Seattle Preparatory School's (Seattle Prep) upper campus. The existing 39,300 square foot Peyton Hall is located in the northwest corner of the site, south of the intersection of 11th Avenue East and Delmar Drive East. The proposed addition will be six stories and located along the south façade of the existing building. The new structure will contain classrooms, cardio weight room, chapel and support spaces such as offices and storage rooms. The existing Peyton Hall will be renovated to include upgrades such as plumbing, electrical and new insulated windows.

The existing entrance to the underground garage located off 11th Avenue East will not change. The at-grade parking located north and west of the existing Peyton Hall will be altered. Parking located along the east façade of the existing structure will be removed. A separate master use permit 3011988, was issued to allow parking for 11 vehicles/buses to be located at 2555 Boyer Avenue East – Seattle Prep's lower campus located on the east side of Delmar Drive East. Two spaces will be removed within the garage to locate new mechanical equipment. These spaces will be relocated within the garage with removal of an existing storage room.

The new building will face the central plaza located south of Peyton Hall. New landscaping is proposed along the west property line adjacent to 11th Avenue East to mitigate the new structure. New landscaping will be located along the east façade of the existing Peyton Hall where existing parking will be removed and a new stormwater system installed. Areas disturbed around the perimeter of the addition will be replanted and steep slope areas along the east property line adjacent to Delmar Avenue East and East Interlaken Drive will be preserved.

Adelphia Hall located in the northeast corner of the site, south of East Interlaken Boulevard, will be demolished. A gated playfield (or basketball court) will be located in this area. Only security and pedestrian lighting is proposed in the area of the new playfield limiting active use of the field or court to daylight hours.

No changes to student or staff populations are proposed. Parking spaces will meet the minimum parking requirements established by the land use code and by Neighborhood Agreement.

Public Comment: The public comment period ended on November 2, 2011, after a 14-day extension. Public comment letters were received.

ANALYSIS - ADMINISTRATIVE CONDITIONAL USE (SMC 23.44.022)

The Land Use Code allows the expansion of existing institutions in residential zones through the administrative conditional use process. This proposal is an addition to an existing private school- which is allowed in a single family zone through administrative conditional use approval. The DPD Director has the authority to approve condition or deny a conditional use application. This decision shall be based on whether the proposed use will be materially detrimental to the public welfare or injurious to property. The applicable criteria used for evaluating and or conditioning the applicants' proposal are discussed below.

General Provisions

New or expanding institutions in single family zones shall meet the development standards for uses permitted outright in Section 23.44.008 through 23.44.016 unless modified elsewhere in this subsection or in a Major Institution Master Plan.

The proposal has been reviewed for compliance with the land use code. The development meets the applicable development standards detailed in Section 23.44.008 through 23.44.016. However, in order to meet lot coverage requirements of the zone existing structures need to be removed to allow for the new addition to Peyton Hall. Seattle Prep has proposed the demolition of Adelphia Hall. To comply with code requirements the application will need to be conditioned to require the demolition of Adelphia Hall prior to the issuance of a Final Occupancy Permit for the Peyton Hall addition. Until such time as Adelphia Hall is demolished, the Peyton Hall addition may be occupied on a Temporary Certificate of Occupancy basis.

During construction three temporary portables will be installed in the plaza area to accommodate the library and office space for teachers. The portables will meet setback and bulk requirements. To comply with lot coverage requirements these portable will need to be removed within 60-days of issuance of a temporary certificate of occupancy. As conditioned this criterion has been met.

Dispersion

The lot line of any proposed new or expanding institution, other than child care centers locating in legally established institutions, shall be located six hundred feet (600') or more from any lot line of any other institution in a residential zone, with certain exceptions.

The existing institutional boundaries are not expanding with this proposal. This criterion is not applicable.

Demolition of Residential Structures

No residential structure shall be demolished nor shall its use be changed to provide for parking.

Demolition of residential structures is not proposed. This criterion is not applicable.

Reuse of Existing Structures

Existing structures may be converted to institution use if the yard requirements for institutions are met.

The proposal does not include the conversion of existing structures to institution use. This criterion is not applicable.

Noise and Odors

For the purpose of reducing potential noise and odor impacts, the Director shall consider the location on the lot of the proposed institution, on-site parking, outdoor recreational area, trash and refuse storage areas, ventilating mechanisms, sport facilities, and other noise generating and odor-generating equipment, fixtures or facilities. The institution shall be designed and operated in compliance with the Noise Ordinance, Chapter 25.08.

The proposed project will require reconfiguration of the mechanical equipment within the existing garage and the addition of new mechanical equipment associated with the Peyton Hall expansion and renovation.

A previous ACU and SEPA analysis 9501724 conditioned design of the ventilation shafts and other HVAC systems as follows:

In order to mitigate negative noise impacts of the proposal it will be required to be designed so that noise generated by equipment on the site in the 20 to 20,000 hertz range will no more than 45 dBA measured at the property lines at a three foot elevation above grade at all times.

In order to insure that the project is designed so that such performance can be accomplished a letter from a licensed engineer with acoustic expertise will be supplied with building permit application(s) indicating that the project as designed can be expected to meet the 45 dBA standard.

The Applicant has requested that this condition be removed. The Applicant has shown that compliance with the Noise Ordinance will be sufficient to mitigate noise generated from on site mechanical equipment. The Noise Ordinance allows a maximum noise level of 55 dBA as measured from the receiving property from the hours of 7am to 10pm during the weekdays and 9:00am to 10pm on the weekends. Noise levels outside of these hours are limited to 45 dBA. Further, testing has show that ambient noise in the area is greater than 55 dBA due to the noise levels from traffic on the 520 bridge. The current noise ordinance requires measurement of noise levels to be measured at the receiving property line not the subject property line. This will result in a reduction in noise due to the 60-foot right-of-way located between the subject site and the receiving properties. In consideration of the ambient noise levels and revised measurement techniques it does not appear that removing this condition will result in any greater impacts. Therefore a new condition will be required and state, "A letter from a licensed engineer with acoustic expertise will be supplied with building permit application(s) indicating that the project as designed can be expected to meet the Noise Ordinance."

Currently refuge collection is located at the surface parking lot adjacent to 11th Avenue East and existing Peyton Hall. A new fenced electrical transformer will be located just north of the existing trash compactor and recycling receptacle. The transformer will be located below street grade. The grade change and right-of-way will mitigate any noise generated from the transformer. The transformer will also need to be designed to meet the Noise Ordinance.

The new playfield/basketball court will be located in the northeast corner of the site in the location of the demolished Adelpia Hall. The play area will only be used during the day light hours. Existing setbacks from property lines and street widths will provide adequate separation from residential uses.

As conditioned this criterion has been met.

Landscaping

Landscaping shall be required to integrate the institution with adjacent areas, reduce the potential for erosion or extensive stormwater runoff, screen parking from adjacent residentially zoned lots or streets or to reduce the appearance of bulk of the institution.

Disturbed areas of the site will be revegetated. Specific attention has been made to the new playfield located in the northeast corner of the site. The fenced playfield/basketball court will be setback 28 to 55 feet from the northeast property line adjacent to East Interlaken Boulevard. Vine maples, red twig dogwoods, snowberry, salal, and western red fern will be planted in this area to help screen the playfield/basketball court from user of the Boulevard.

Residences on the east of East Interlaken Boulevard are over 150 feet away and at a lower elevation and should not be directly impacted by location of the playfield/basketball court. The area along the north side of the existing Peyton Hall will be planted with vine maples and understory. New landscaping will also be installed on the east side of the public sidewalk west of the new addition to Peyton Hall, and within the existing plaza. Bowhall maples will supplement existing trees located adjacent to the sidewalk and three 10 inch caliper red oaks will be planted in-around the garage entrance. This area will also be supplemented with groundcover and bushes. Proposed landscaping in this area will mitigate the bulk of the west façade from users of 11th Avenue East and from residences located on the west side of 11th Avenue East. The conditional use will be conditioned that landscaping substantially conforms to the landscaping plan submitted as part of this master use permit. Specifically, the three 10 inch caliper red oaks will be required. As conditioned this criterion has been met.

Light and Glare

Exterior lighting shall be shielded or directed away from adjacent residentially zoned lots.

New exterior lighting is proposed. The parking lot north of Peyton Hall will have 16-foot high pole mounted full cutoff luminaries. Pathway lighting will be primarily building mounted and illuminate the path and stairs. At a couple locations, small LED spotlights are used where building mounted lighting would cause too much glare. The plaza area will be primarily illuminated with luminaries mounted to existing 12 foot poles. Additional accent lighting will be incorporated into the plaza to highlight some of the landscape features. New 16 foot tall light fixtures will be located along the path near the new playfield/basketball court. The exterior lighting will be full cutoff illumination along pathways and parking areas to minimize light trespass. Accent lighting will use low wattage LED sources and be aimed and positioned to minimize stray light and glare. As proposed this criterion has been met.

Bulk and Siting

1. *Lot Area. If the proposed site is more than one (1) acre in size, the Director may require the following and similar development standards:*
 - a. *For lots with unusual configuration or uneven boundaries, the proposed principal structures be located so that changes in potential and existing development patterns on the block or blocks within which the institution is located are kept to a minimum.*

Properties west and south of the subject site are platted in a typical grid pattern. The subject site is much larger than developed lots in the vicinity. Although the west and south property lines are straight and parallel to the opposite block face, the north and east properties lines are not typical to the grid pattern due to East Interlaken Boulevard which winds its way from the northwest to the southeast.

The site is currently developed as an institution and the new structure will be an addition that has the same orientation as the current structure, Peyton Hall. The proposed addition is not located so that changes in potential and existing development patterns will be effected. Therefore this criterion has been met.

- b. For lots with large street frontage in relationship to their size, the proposed institution reflect design and architectural features associated with adjacent residentially zoned block faces in order to provide continuity of the block front and to integrate the proposed structures with residential structures and uses in the immediate area.*

The new addition will be located near 11th Avenue East. The west property line is the size of a typical block face and is opposite two block faces. The addition to Peyton Hall is adjacent to the existing structure's south façade and will increase both the west and south facades of the existing structure as seen from 11th Avenue East. A plaza along the south façade provides a setback from residences on 11th Avenue. The greatest impact will be on the west façade which is closest to 11th Avenue East. The current facade measure approximately 50 feet. The new façade measures approximately 55 feet for a total length of 105 feet. Due to grade changes the building will step down and have varying roof heights, roof pitches and façade treatments typical to the existing institutional structures on site. Therefore this criterion has been met.

- 2. Yards. Yards of institutions shall be as required for uses permitted outright in Section 23.44.008, provided that no such structure other than freestanding walls fences, bulkheads or similar structures shall be closer than ten feet (10') to the side lot line. The Director may permit yards less than ten feet (10') but not less than five feet (5') after finding that the reduced setback will not significantly increase impacts, including but not limited to noise, odor and comparative scale, to adjacent lots zoned residential and there will be a demonstrable public benefit.*

The proposed addition complies with yard requirements for institutions; no reduction in yards is proposed. This criterion has been met.

- 3. Height Limit. A religious symbol and that portion of the roof supporting it, including but not limited to a belfry or spire, may be extended an additional twenty-five feet (25') above the height limit.*

No religious symbols are proposed. This criterion is not applicable.

- 4. Facade Scale. If any facade of a new or expanding institution exceeds thirty feet (30') in length, the Director may require that facades adjacent to the street or a residentially zoned lot be developed with design features intended to minimize the appearance of the bulk. Design features which may be required include, but are not limited to, modulation, architectural features, landscaping or increased yards.*

The west façade, adjacent to 11th Avenue East will have the greatest visual impact on surrounding residential uses. The west façade of the existing Peyton Hall and new addition will measure approximately 105 feet in length. Grade changes result in the building stepping down the hillside. Varying roof heights, roof pitches and façade treatments typical to the existing institutional structures on site, and proposed landscaping will mitigate the structure's façade length. As proposed and conditioned this criterion has been met.

Parking and Loading Berth Requirements

SMC 23.44.022.L provides that the Director may modify the parking and loading requirements of Section 23.54.15, required parking, and the requirements of Section 23.44.016, parking location and access, on a case by case basis using the information contained in the transportation plan prepared pursuant to Subsection M of this section.

No parking or loading berth modifications are requested. This criterion is not applicable.

Transportation Plan

A transportation plan shall be required for proposed new institutions and for those institutions proposing expansions which are larger than four thousand (4,000) square feet of the structure area and/or required to provide twenty (20) or more spaces.

The proposed addition does not result in greater square footage of institutional use due to the removal of Adelpia Hall. Changes to student or staff populations, hours of operation or use are not proposed. Therefore the existing Transportation Plan will remain in effect and this project proposal will be conditioned to comply with the existing Transportation Plan. As proposed this criterion has been met.

DECISION - ADMINISTRATIVE CONDITIONAL USE

General provisions for conditional uses in single family zones (SMC 23.44.018) provide that a use may be approved, conditioned or denied based upon whether it meets the specific criteria set forth for the use and also "whether the use will be materially detrimental to the public welfare or injurious to property in the zone or vicinity in which the property is located."

The Director has determined based on proposed project plans, an analysis of the applicable criteria, and the addition of specific conditions that the use will not be materially detrimental to the public welfare or injurious to property in the zone or vicinity in which the property is located. The conditional use application is **Conditionally Granted**.

ANALYSIS - SEPA

Environmental review resulting in a Threshold Determination is required pursuant to the Seattle State Environmental Policy Act (SEPA), WAC 197-11, and the Seattle SEPA Ordinance (Seattle Municipal Code Chapter 25.05)

The initial disclosure of the potential impacts from this project was made in the environmental checklist submitted by the applicant dated August 30, 2011 and annotated by the Department. The information in the checklist, supplemental information provided by the applicant and the experience of the lead agency with review of similar projects form the basis for this analysis and decision.

Codes and development regulations applicable to this proposed project, including the Environmentally Critical Areas Ordinance, Tree Ordinance, Noise Ordinance, Grading Code, Stormwater Code, Building Code, Street Use Ordinance (Title 15), Historic Preservation Ordinance, Land Use Code, and Puget Sound Clean Air Agency (PSCAA) will provide sufficient mitigation of most identified impacts and no further conditioning or mitigation is warranted pursuant to specific environmental policies or the SEPA Overview Policy (SMC 25.05.665). There are however, some short and long-term project impacts which warrant additional discussion and mitigation.

Short-term Impacts

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 due to construction-related vehicles, increased soil erosion and stormwater runoff, loss of trees and vegetation, demolition of a structure 25 years or older, and increased noise during construction. Due to the temporary nature and limited scope of these impacts, they are not considered to be significant.

Several adopted City codes and/or ordinances provide mitigation for some of the identified impacts. Specifically these are: Stormwater Code; Drainage Code; Street Use Ordinance; Building Code; Tree Ordinance, Environmental Critical Areas Ordinance, Historic Preservation Ordinance and the Noise Ordinance. Compliance with these applicable codes and ordinances will, with the exception of construction noise, construction traffic impacts, and construction parking impacts, reduce or eliminate short-term impacts to the environment to the extent that they will be sufficient without conditioning pursuant to SEPA policies. Further analysis and conditioning of some short term impacts are warranted.

Construction Impacts

Most of the initial construction activity including demolition, excavation, foundation work, and framing will require loud equipment and will have adverse impacts on nearby residences.

The protection levels of the Noise Ordinance are considered inadequate for the potential noise impacts on nearby residential uses. The impacts upon residential uses would be especially adverse in the early morning, in the evening, and on weekends. The SEPA Overview Policy (SMC 25.05.665) and the SEPA Construction Impacts Policy (SMC 25.05.675 B) allow the reviewing agency to limit the hours of construction in order to mitigate adverse noise impacts. Pursuant to this policy, and because there are residences in the vicinity, the applicant will be required to limit periods of construction to between the hours of 7:30 a.m. and 6:00 p.m. and to non-holiday weekdays. Demolition and construction activities taking place within an enclosed structure that meet the Noise ordinance are allowed. Construction activities outside the above stated parameters may be authorized by the DPD Land Use Division when necessitated by a construction-related emergency condition and a Construction Management Plan is provided and approved by DPD.

Demolition, excavation and construction activities will occur on site during the school year. It is anticipated that parking on site will be at capacity and will not accommodate construction worker vehicles during the school year. Capacity for on-street parking for these vehicles is limited due to parking restrictions on adjoining streets. In order to mitigate the negative on-street parking impacts expected during the construction phase of this project, it is necessary to impose a condition prohibiting on-street parking of construction workers' vehicles and to require shuttling of construction workers during periods when the parking garage is at capacity during the school year. The details of the shuttling arrangement shall be developed by the applicant, put forth in a written plan which includes evidence of agreement to use other sites for parking, in a form acceptable to DPD prior to issuance of a building permit.

Excavation is projected to involve 3,500 cubic yards of grading and can be expected to generate at least 350 truck trips. In addition, removal of demolition debris and delivery of concrete and other materials to the site will generate truck trips. As a result of these trips, a negative impact, unmitigated by existing codes and regulations, will be introduced to surrounding streets and intersections. In order to limit this negative impact as much as possible it is necessary to require a Truck Trip Plan reviewed and approved by SDOT which delineates the routes trucks carrying project-related materials will take to minimize negative traffic impacts and the times during which they may travel without causing any unacceptable deterioration of intersection levels of service. A further condition will require that this Truck Trip Plan be followed at all times.

Long-term Impacts

Long-term or use-related impacts are also anticipated from the proposal and include: increased ambient noise due to increased human activity; increase in bulk and scale, increased demand on public services and utilities; increased light and glare; and increased energy consumption. These long-term impacts are not considered significant because the impacts are minor in scope or mitigated by adopted codes and ordinances such as the Land Use Code and Noise Ordinance. The potentially most adverse long-term impact is increased on-street parking demand.

Parking

Although the project proposal will not result in any increase in student or staff populations there is a potential of a loss of 11 parking spaces on site. Although potentially these 11 spaces may be relocated on the lower campus there is not guarantee these spaces will be constructed. Removal of 11 parking spaces will cause an impact to on street parking in the vicinity. However a transportation plan is in effect that has a Goal to eliminate spillover parking into the adjacent residential neighborhood. The TMP details implementation measures, monitoring, evaluation and enforcement. The TMP states if the goals are not being met, Seattle Prep will review and adjust the TMP implementation measure and enforcement measures. The existing TMP will provide adequate mitigation for the potential loss of 11 parking spaces located on campus. No further mitigation is required.

DECISION - SEPA

This decision was made after review by the responsible official on behalf of the lead agency of a completed environmental checklist and other information on file with the responsible department. This constitutes the Threshold Determination and form. The intent of this declaration is to satisfy the requirements of the State Environmental Policy Act (RCW 43.21C), including the requirement to inform the public agency decisions pursuant to SEPA.

Determination of Non-Significance. This proposal has been determined to not have a significant adverse impact upon the environment. An EIS is not required under RCW 43.21C.030 2C.

Determination of Significance. This proposal has or may have a significant adverse impact upon the environment. An EIS is required under RCW 43.21C.030 2C.

CONDITIONS – ADMINISTRATIVE CONDITIONAL USE

Prior to Issuance of a Master Use Permit

1. A separate plan sheet shall be included in the plans sets identifying the location of the temporary portables on site. This sheet shall contain information on setbacks, lot coverage, and provide standard elevations to show compliance with height.

Prior to Issuance of Building Permit

2. A letter from a licensed engineer with acoustic expertise will be supplied with building permit application(s) indicating that the project as designed can be expected to meet the Noise Ordinance.

3. Landscaping shall substantially conform to the landscaping plan submitted as part of this master use permit. Specifically, the three 10 inch caliper red oaks will be required.

Prior to Building Permit Final/Certificate of Occupancy

4. The three 'temporary' portable classrooms shall be removed within 60-days of receipt of a Temporary Occupancy Permit for the addition to Peyton Hall.
5. Adelpia Hall shall be demolished prior to the issuance of a Final Certificate of Occupancy Permit for the addition to Peyton Hall. Until such time as Adelpia Hall is demolished, the Peyton addition may be occupied on a Temporary Certificate of Occupancy basis.

Permanent for the Life of the Project

6. Comply with approved Transportation Plan.

CONDITIONS - SEPA

Prior to Issuance of Building Permit

7. The details of a construction-workers' shuttling arrangement shall be developed by the applicant, put forth in a written plan ("Worker Shuttle Plan") which includes evidence of agreement to use other sites for parking, in a form acceptable to DPD. On-street parking of construction worker's vehicles is prohibited. The onsite parking garage can be used when school is not in session.
8. Submit to SDOT for review and approval a Truck Trip Plan which delineates the routes that trucks carrying project-related materials will take to minimize negative traffic impacts and the times during which they may travel them without causing any unacceptable deterioration of intersection levels of service.

During Construction

9. In order to further mitigate the noise impacts during construction, the owner(s) and/or responsible party(s) shall limit the hours of construction to between 7:30 a.m. and 6:00 p.m. on non-holiday weekdays. Demolition and construction activities taking place within an enclosed structure that meet the Noise ordinance are allowed. Construction activities outside the above stated parameters may be authorized by the DPD when necessitated by a construction-related emergency condition.

10. Construction activities outside the above-stated restrictions may be authorized for construction- related emergency upon approval of a Construction Noise Management Plan to address mitigation of noise impacts resulting from all construction activities. The Plan shall 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. Elements of noise mitigation may be incorporated into any Construction Management Plans required to mitigate any short -term transportation impacts that result from the project.
11. Follow the terms and conditions of the SDOT approved Truck Route Plan.
12. Follow the terms and conditions of the DPD approved Worker Shuttle Plan.

Signature: _____ (signature on file) Date: July 9, 2012
Stephanie Haines, Senior Land Use Planner
Department of Planning and Development

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