



City of Seattle

Department of Planning and Development
Diane Sugimura, Director

**CITY OF SEATTLE
ANALYSIS, RECOMMENDATION AND DETERMINATION OF
THE DIRECTOR OF THE DEPARTMENT OF PLANNING AND DEVELOPMENT**

Application Number: 3011669
Applicant Name: Virginia Mason Medical Center
Address of Proposal: 1100 9th Avenue

SUMMARY OF PROPOSED ACTION

Council land use action to adopt a new major institution master plan for Virginia Mason Medical Center. A rezone is required for expansion of the major institution overlay (MIO) boundary (CF# 311080). Proposal includes future alley vacation and aerial and below grade vacations to accommodate skybridges and pedestrian tunnels. Environmental Impact Statement prepared by the City of Seattle.

The following approvals are required:

Council Action – Major Institution Master Plan – SMC Chapter 23.69

Council Action – Rezone to allow a change to the Major Institution Boundary (MIO) – SMC Chapter 23.34.124

Council Action – Rezone to correct a mapping error – SMC 23.34

SEPA – Environmental Determination – SMC Chapter 25.05.

SEPA DETERMINATIONS: [] Exempt [] DNS [] MDNS [X] EIS

[] DNS with conditions

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

The Director of DPD published notice of availability of the Final EIS on December 13, 2012, and has determined that the EIS has provided adequate analysis of the proposal.

INTRODUCTION

This report is the Director's analysis and recommendation to the City Council on the Virginia Mason Medical Center (VMMC) Final Major Institution Master Plan (herein referred to as either Master Plan or MIMP). The report considers the recommendations of the Citizens Advisory Committee (CAC), the environmental analysis and comments in the Final Environmental Impact Statement (FEIS), and the applicable portions of the adopted policies and regulations of the Seattle Municipal Code (SMC) Title 23, Land Use Policies and Codes. The Department of Planning and Development (DPD) is the SEPA lead agency.

The Director recommends approval of the Final Master Plan subject to the conditions outlined in Section VII, at the conclusion of this report.

This report is divided into seven sections.

- ◆ **Section I** (page 2) includes background information on the project, including application history, a description of the project site, the CAC and public comment.
- ◆ **Section II** (page 8) identifies the general purpose, mission and goals of the VMMC Final Master Plan.
- ◆ **Section III** (page 10) discusses the Final Master Plan's program elements.
- ◆ **Section IV** (page 24) analyzes the Final Master Plan's compliance with major institution policies and codes, including a comprehensive analysis of impacts and recommended mitigation pursuant to SMC 23.69.002 and SMC 23.69.032 E.
- ◆ **Section V** (page 56) analyzes the Final Master Plan's compliance with applicable rezone criteria.
- ◆ **Section VI** (page 75) summarizes the SEPA analysis contained in the FEIS, and refers to applicable mitigations.
- ◆ **Section VII** (page 90) lists the conditions recommended by the Director.

I. BACKGROUND INFORMATION

Virginia Mason Medical Center (VMMC) began at this site in 1920. Existing buildings at the campus total approximately 1.3 million square feet. VMMC has applied to the Department of Planning and Development (DPD) for a new Major Institution Master Plan. If approved, this Master Plan will replace the existing Master Plan.

VMMC has requested to expand its existing Major Institution Overlay (MIO) boundary (Figure 1) to correct the boundary on the north edge to match the VMMC property ownership and to include the block bordered by Boren and Terry Avenues on the east and west, and Spring and Madison Streets on the north and south as shown on Figure 2. This block, known as the "1000 Madison block" comprises approximately 1.41 acres including a north-south alley comprised of 0.088 acre. The block contains the Baroness Hotel, the Chasselton Court Apartments, and approximately 25,000 square feet of one-story retail space. The Chasselton Court Apartments contain 55 studio apartments and 7 one-bedroom apartments. The underlying zoning is HR (high-rise residential) with a 300' height limit on the north half of the block and NC

(neighborhood commercial) with a 160' height limit on the south half of the block. The proposed overlay height is MIO 240, the same overlay as the existing campus.



Figure 1. Existing MIO Boundaries

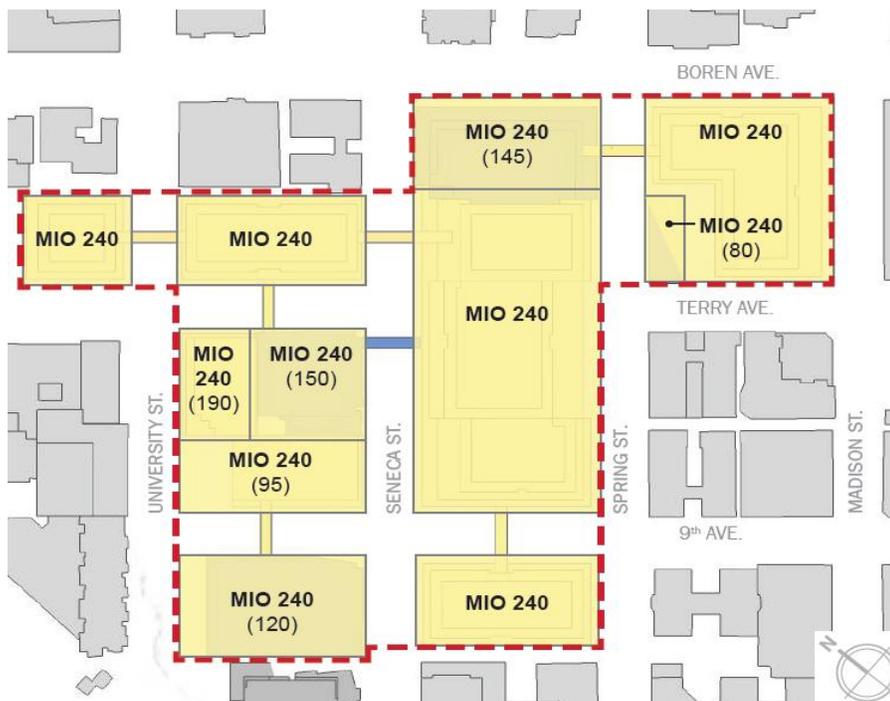


Figure 2. Proposed Expanded MIO Boundaries

Planned and potential projects would occur throughout the life of the Master Plan. No Master Plan term is proposed and timing is only an estimate. The planned uses include hospital replacement, clinic replacement, research, infrastructure, parking and other mixed uses related to Virginia Mason's campus functions. The Virginia Mason MIMP proposal includes multiple projects that may evolve as programming and planning are developed. It is possible that the planned projects could be completed by 2025, and the proposed projects could be completed by 2035. The total net increase of near and long term projects would be approximately 1.7 million square feet. The total square footage on the campus following construction of both planned and potential projects near and long term development would be approximately 3 million square feet (including existing development).

There are two major development sequences and some minor projects that may occur with the MIMP, with one sequence focused first on replacing hospital space, and the second sequence focused first on replacing clinic space. The potential sequencing of development is described in Section D.8 of the MIMP and in Section III.B of this report.

Virginia Mason would continue to provide parking in existing parking facilities, both on campus and in off-campus leased parking, and in new parking facilities on the campus that are accessory to both planned and potential buildings. The existing parking supply is 1,426 parking spaces located in garages and surface parking lots. Virginia Mason proposes to increase parking with each new building for a total of 4,000 spaces at full build-out of the Master Plan.

I. A. ALLEY VACATION, SKYBRIDGES AND TUNNELS

Virginia Mason has identified in the MIMP for future review and approval the vacation of one alley (the north-south alley contained in the 1000 Madison block), the retention of the existing skybridge across Seneca Street, up to six new skybridges, and up to eight tunnels. The street vacation process and approvals for term permits for skybridges and tunnels will occur separately from the MIMP review and approval, and are subject to their own procedures and policies. The FEIS analyzes the environmental impacts from the skybridges and vacated alley, specifically bulk and scale, view corridors and transportation impacts. Further information on the environmental impacts may be required when the specific applications for the alley vacation and term permits for skybridges and tunnels are made with the City.

I. B. MAJOR INSTITUTION OVERLAY/REZONE

Virginia Mason proposes to expand its current Major Institution Overlay (MIO) to include the 1000 Madison block, outlined on pages 2 and 3 of this report. Virginia Mason also proposes to maintain the existing MIO height of 240 feet on the existing campus and to establish a MIO 240 height limit on the 1000 Madison block. As shown on Figure 2, Virginia Mason is proposing to condition the heights of certain sites with existing buildings that are not proposed to be redeveloped under this master plan. The conditioned heights are less than the 240 foot MIO height limit of the existing and proposed institutional boundary. None of the existing buildings exceed the conditioned heights.

The following approvals are required as part of the Master Plan:

- ◆ Adoption of a new Major Institution Master Plan (SMC Chapter 23.69)
- ◆ Rezone (SMC 23.34, including designation of a Major Institutional Overlay)
- ◆ SEPA Review and Analysis (SMC 25.05)

I. C. PROCEDURAL MILESTONES

- ◆ VMMC submitted the formal Notice of Intent to prepare a new Master Plan to the Department of Planning and Development (DPD) on August 23, 2010.
- ◆ VMMC began to work with the Department of Neighborhoods (DON) in August 2010 to assist with the formation of a Citizens Advisory Committee (CAC).
- ◆ The formation and first meeting of the CAC occurred on December 2, 2010.
- ◆ A Concept Plan was submitted by VMMC to DPD dated December 8, 2010.
- ◆ DPD issued a Public Notice of Scoping on January 3, 2011, and held a Public Scoping Meeting on January 26, 2011.
- ◆ A Preliminary Draft Master Plan was submitted by VMMC to DPD dated August 11, 2011.
- ◆ A second Preliminary Draft Master Plan was submitted by VMMC to DPD dated May 11, 2012.
- ◆ A Draft Master Plan was submitted by VMMC to DPD dated July 19, 2012.
- ◆ DPD published a Notice of Availability of the Draft EIS, Draft MIMP and Public Hearing on July 19, 2012.
- ◆ A Public Hearing was held on August 22, 2012 to hear comments on the Draft EIS and Draft MIMP. The written comment period ended on September 3, 2012.
- ◆ A Preliminary Final Master Plan was submitted by VMMC to DPD dated October 5, 2012.
- ◆ A Final Master Plan was submitted by VMMC to DPD dated December 12, 2012.
- ◆ DPD published a Notice of Availability of the Final EIS and Final Master Plan on December 13, 2012.

I. D. PRIOR APPROVALS

The City Council adopted the Virginia Mason Medical Center Major Institution Master Plan by Ordinance #117106 in 1994, and that plan expired in 2004. DPD (then the Department of Construction and Land Use – DCLU) prepared the Draft and Final EIS for public review and comment during 1992.

The existing MIO contains one height district of MIO 240, a height limitation lower than the underlying HR maximum zoned height of 300 feet. Heights on the Lindeman block (bordered by University and Seneca Streets on the north and south and Terry and 9th Avenues on the east and west) were conditioned to less than the MIO 240 to 95, 150 and 190 feet as shown on Figure 2, pursuant to an agreement with Horizon House, located immediately north of the VMMC campus. The Benaroya Research Institute (BRI) development is set back from the Pigott Corridor, also pursuant to the Horizon House Agreement. The most recent development, the Floyd & Delores Jones Pavilion located on Boren Avenue between Seneca and Spring Streets, was built to a height limit of 145 feet. With the exception of the additional setback on the north side of the BRI, existing setbacks vary from zero to 15 feet depending on the frontage.

Many of the setbacks are landscaped to provide a vegetated screen between the street and sidewalk and the campus buildings.

I. E. SITE & VICINITY DESCRIPTION

Virginia Mason Medical Center is located on an approximately 7.07-acre site in Seattle's First Hill neighborhood at 1100 9th Avenue. The campus is located just east of downtown Seattle. It is situated generally between University Street to the north, Spring Street to the south, the alley west of 9th Avenue to the west, and Boren Avenue to the east. Portions of Terry Avenue, Seneca Street, Spring Street, University Street and 9th Avenue traverse the MIO. The site generally slopes downward from the southeast to the northwest.

The surrounding neighborhood is a mixed medium to high-density area with a few single family homes, medium to large residential buildings, commercial uses, civic institutions, hospitals and schools. Immediately north of the VMMC campus across University Street is Horizon House, a continuing care retirement community. Immediately east are three multi-family residential buildings, the Sunset Club (a private fraternal club), and the John Winthrop Apartments. The Cabrini First Hill Senior Apartments are located south across Madison Street from the proposed expansion area (1000 Madison block). The Sorrento Hotel is located immediately west of the 1000 Madison block.

Immediately south of the main hospital building (south of Spring Street) are two multi-family buildings (Paul Revere Apartments and John Alden Apartments). Immediately west of the Ninth Avenue Garage are three multi-family residential buildings (Royal Manor Condominiums, Emerson Apartments and Powell Apartments). A 31-story multi-family residential building has been recently approved for construction on the vacant lot that is west of the Benaroya Research Institute.

I. F. PUBLIC COMMENT AND AGENCY COMMENT

During the initial comment period on the scope of the EIS and the Concept Plan, DPD received 38 written comments, coming from three agencies, three organizations, and 32 individuals. The agency comments included requests for an analysis of traffic impacts on transit operations, shadow impacts on public parks, and potential impacts to historic landmarks or other buildings more than 50 years old. An analysis of each of these areas was included in the EIS, and the Master Plan includes language specific to the treatment of historic buildings.

The comments from the three organizations included potential impacts to historic structures, impacts to energy usage and increased greenhouse gas emissions, and housing replacement. Each of these issues has been addressed in the EIS, and the Master Plan includes language addressing energy conservation and housing replacement.

Of the 33 individuals who commented, 20 were residents of the Royal Manor Condominium located immediately west of the Virginia Mason campus boundary along the alley between Spring and Seneca Streets and west of 9th Avenue, and eight were residents of the Decatur condominiums located on the east side of Boren Avenue across Boren Avenue from the

proposed expansion area referred to as the 1000 Madison block. The comments from the Royal Manor Condominium owners were primarily in opposition to any redevelopment on the Ninth Avenue garage site due to its proximity to their building, and their concerns over loss of sunlight, degradation of air quality, loss of privacy, and impacts on their property values. One owner of the Royal Manor voiced support of the MIMP and said she thought the hospital redevelopment would improve her property values. Potential impacts on property values were outside of the scope of the EIS, however the other issues raised were evaluated, and setbacks proposed in the MIMP to increase the separation between the existing residential buildings and future new development.

The eight comments from owners of units in the Decatur condominiums located immediately east of the proposed expansion area included loss of views and sunlight, increased noise and traffic, construction impacts, changes to neighborhood character, the increased scarcity of on-street parking, and loss of retail on the 1000 Madison block. The EIS includes an analysis of each of these issues and mitigation measures intended to lessen or eliminate the impacts, including requirements for a construction management plan. The Master Plan includes the provision of adequate parking for Virginia Mason's staff and patients, design guidelines intended to make the design of new development to be compatible with the surrounding residential character of First Hill, and the commitment to provide retail space along three sides of the 1000 Madison block (Madison Street, Boren Avenue, and Terry Avenue (except for the location of where the existing Baroness Hotel will be retained)).

The remaining four comments from individuals included a request that views of rooftops be considered from neighboring highrise residential structures, and a request for analysis of the potential effects on neighborhood character, historic buildings, increased traffic, loss of housing, and impacts on views from skybridges. Each of these issues has been analyzed in the EIS. In addition, the Master Plan includes design guidelines that include providing consideration for rooftop designs for those rooftops that would be visible from neighboring residential buildings.

DPD solicited public input during the scoping of environmental analysis in January 2011, and held a public scoping meeting on January 26, 2011. DPD received written comments during the public review of the Draft EIS from July 19 through September 3, 2012 (45 days) and court reporters transcribed comments from the public hearing on August 22, 2012. The letters and comments received during the Draft EIS public comment period and public testimony is contained in Sections IV and V of the FEIS which is incorporated herein by reference. All CAC meetings were open to the public, publicized by Department of Neighborhoods (DON), and were attended by neighbors and interested citizens. Each CAC meeting provided opportunity for public comment.

I. G. CITIZENS ADVISORY COMMITTEE

The CAC met regularly throughout the planning process. From late 2010 through 2012, the CAC held 19 meetings, and held four meetings in January and February 2013 to prepare their recommendation to the Hearing Examiner. CAC input was considered during the development of the Draft and Final Master Plan and EIS, as VMHC modified its initial concept plan in

response to CAC comments and concerns. The CAC submitted a letter outlining their comments and recommendations on the Draft MIMP and DEIS to DPD on August 29, 2012. Subsequently, in response to the CAC's formal comments on the Draft Master Plan and Draft EIS, VMMC made changes to the Final Master Plan, and DPD updated its Final EIS (see Section IV of the Final EIS for the CAC's comment letter).

I. H. CHANGES TO MASTER PLAN IN RESPONSE TO PUBLIC COMMENTS

Before drafting a Master Plan, Virginia Mason solicited comments from members of the public and neighbors on its Concept Plan. In response to the comments it received from the CAC, Virginia Mason agreed in its Draft Master Plan to narrow the list of alternatives to two alternatives to be evaluated in the EIS, with one alternative identified in the Draft Master Plan as Virginia Mason's proposed alternative (referred to as Alternative 6b in the EIS). This alternative includes the expansion to the 1000 Madison block and the vacation of the alley on the 1000 Madison block. In addition, Virginia Mason agreed to building setbacks that would meet, or in many locations would exceed, the setbacks required by the underlying HR zoning and developed design guidelines for inclusion in the Master Plan.

Section IV of the FEIS includes written comments on the DEIS and responses to those comments. Section V of the FEIS includes public testimony regarding the FEIS and responses to those comments. In response to comments on the Draft EIS, Virginia Mason has made clarifications to language in the Master Plan and has proposed in its Final Master Plan to limit the widths of unmodulated facades.

II. GOALS, MISSION AND OBJECTIVES

II. A. PURPOSE OF THE MAJOR INSTITUTION MASTER PLAN

The City Council adopted the Virginia Mason Medical Center Major Institution Master Plan by Ordinance #117106 in 1994, and that plan expired in 2004. The last building approved under the prior Master Plan is the Floyd & Delores Jones Pavilion, completed in 2011. The current Master Plan proposal and alternatives are meant to: 1) balance Virginia Mason's programmatic needs to grow with the need to protect the livability and vitality of adjacent neighborhoods; 2) address community input provided during public meetings held on the Master Plan and during EIS scoping (January 2011), and during the comment period on the Draft EIS (July and August 2012); and 3) to respond to input from the CAC's public meetings.

II. B. VIRGINIA MASON MISSION

Virginia Mason's stated mission is the following:

"Virginia Mason: Patients First

Patients are the reason Virginia Mason exists. Therefore, patients are at the center of all Virginia Mason's considerations and decisions. All facilities and operations are designed to enhance the overall experience of the patient.

Virginia Mason's mission is to improve the health and well-being of the patients served. Virginia Mason aspires to be the Quality Leader and transform health care by leading the way to improve health care quality and patient safety. Everything Virginia Mason does is ultimately to improve patient health and well-being. This is accomplished by hiring the finest physicians and staff, achieving the best clinical outcomes, providing unsurpassed service and the safest, most efficient facilities for patients and their families.

Virginia Mason embraced advances and innovations in health care delivery to meet the ever-changing needs of patients. Today, this means providing hospital facilities that offer the technological and design advancements vital to patients in the 21st century. Virginia Mason is also committed to providing a broad range of services that improve one's sense of well-being and prevent illness. Virginia Mason is acclaimed for its expertise in providing services in Digestive Disorders, Neurosciences, Heart Care, Cancer Care, Orthopedics and Sports Medicine, and Urology."

II. C. MASTER PLAN OBJECTIVES

The primary goal of the Virginia Mason Master Plan effort, as stated in the Final Master Plan is *"to fully understand the capacities and constraints inherent in the redevelopment of the existing properties, to collaborate with the surrounding neighborhood on how to best accommodate this growth and to smooth the development process."*

Virginia Mason worked with its Citizens Advisory Committee and gathered input from neighbors and businesses on First Hill to develop a shared set of goals and objectives for the redevelopment of the campus. The goals and objectives are listed in Table 1 of the Final Master Plan, and the goals are summarized as follows:

- ◆ **Campus Buildings**: Design the edges of the campus to contextually relate to the adjoining properties in scale, style and massing; design buildings, including rooftops and street level facades, with consideration of how facades will appear to viewers from surrounding residential buildings, nonmotorized travelers at street level, and motorized travelers; acknowledge the diversity of scales and styles in neighboring buildings, from high-rise to single-family; recognize that the scale of the pedestrian streetscape is important; protect public view corridors; and provide shared spaces that community members can also use.
- ◆ **Landscaping**: Maintain plantings and street trees; and enhance campus greenery, open space.
- ◆ **Campus Mobility**: Maintain and improve the mobility of pedestrians and other nonmotorized travelers to move through the Virginia Mason MIO boundaries (don't become a closed-off campus); improve sidewalks and streetscapes to enhance the pedestrian and other nonmotorized user experience; make entries easy to find, welcoming and accommodating; enhance ease of pedestrian flow, improve circulation, accessibility, wayfinding, connectivity, visual interest; enhance the ability of people to pass through the larger buildings via interior and exterior "streets" that are combinations of entries, major corridors and skybridges; provide attractive nonmotorized connections across the campus to Downtown and other Seattle

neighborhoods; and create open spaces in ways that tie together the public spaces of the neighborhood.

- ◆ **Neighborhood Vitality and Character:** Contribute to the economic vitality of First Hill that exists from the interdependence of residential, commercial, and the educational and health care institutions; maintain the residential character of First Hill; honor and protect designated historic structures; and maintain and support opportunities for retail that serve both Virginia Mason and the residential community.
- ◆ **Environmental Stewardship:** Employ Environmental Stewardship in the design and practices of buildings, grounds, and operations; build facilities that are resource-efficient; and minimize glare, noise, wind effect and shading.
- ◆ **Transit, Traffic and Parking:** Continue to encourage the use of transit over driving to Virginia Mason by making transit an easy and enjoyable way to get to and from the Virginia Mason campus and adjacent First Hill neighborhoods; continue to reduce peak-commute trip single-occupancy vehicle use and encourage alternative modes of transportation, including walking, bicycling, mass transit, shuttles and carpools; build parking to meet but not exceed present, future need, and sequence parking development.
- ◆ **Construction Impacts:** Minimize construction impacts on the larger community; maintain traffic and pedestrian flow; and maintain the viability of retail.

III. MASTER PLAN ELEMENTS

III. **A. MAJOR INSTITUTION OVERLAY DISTRICT**

The Virginia Mason campus is generally situated between University Street to the north, Spring Street to the south, the alley west of 9th Avenue to the west, and Boren Avenue to the east. Virginia Mason is proposing two expansions of the existing campus boundary with a MIO 240 overlay to match the existing institution overlay, this includes a conditioned height of 80 feet at the Baroness Hotel site located at the northwest corner of Terry Avenue and Spring Street:

1. An expansion of the existing campus is requested to include the block bordered by Boren Avenue on the east, Madison Street on the south, Terry Avenue on the west, and Spring Street on the north. This block, known as the 1000 Madison block, includes two existing underlying zoning designations: Neighborhood Commercial (NC-3P 160' base height limit) along the southeast half of the block fronting Madison Street, and Highrise (HR) on the northwest half of the block. Madison Street and portions of Boren and Terry Avenues within the NC zone are designated as principal pedestrian streets.
2. A mapping error correction is requested to be made to the existing MIO district boundary map to accurately reflect Virginia Mason property ownership. The parcel includes Lots 9 and 12 plus a 20 foot portion of Lot 8 of Block 112. The 20 foot portion of Lot 8 is not correctly shown graphically within the MIO boundary on the current city zoning maps. The mapping error was identified in the previous MIMP, but was not corrected under the previous Council action since correction would have required a rezone.

III. B. DEVELOPMENT PROGRAM

The Virginia Mason-owned property within the existing MIO boundary is approximately 7.07 acres with an approximate total building area of 1,227,444 square feet. The proposed expansion of the MIO boundary is by 1.41 acres (for a total of 8.48 acres). Virginia Mason is proposing an approximate building area of 3 million square feet at full build out.

Planned and potential projects would occur throughout the life of the Master Plan. No Master Plan term is proposed and timing is only an estimate. The planned uses include hospital replacement, clinic replacement, research, infrastructure, parking and other mixed uses related to Virginia Mason's campus functions.

The Virginia Mason MIMP proposal includes multiple projects that may evolve as programming and planning are developed. It is possible that the planned projects could be completed by 2025, and the proposed projects could be completed by 2035.

Phasing of Planned Development

The proposed Final MIMP includes expansion to the 1000 Madison block. There are two major development sequences and some minor projects that may occur with the MIMP, with one sequence focused first on replacing hospital space, and the second sequence focused first on replacing clinic space. For these, the planned and potential development sequencing would be as follows and illustrated on Figure 3. Construction of the buildings shown on Figure 3 on the perimeter of the campus (1H-1000 Madison block, 1C-Cassel Crag and Blackford Hall, and possibly the R-Ninth Avenue Garage site and the M-University/Terry Parking Lot site), could potentially begin within the first ten years after adoption of the Master Plan. Development of buildings designated as 2C or 2H would likely occur in the second ten years, and the redevelopment of the central hospital core (3C, 4C and 3H) would occur within the later phase of the Master Plan.

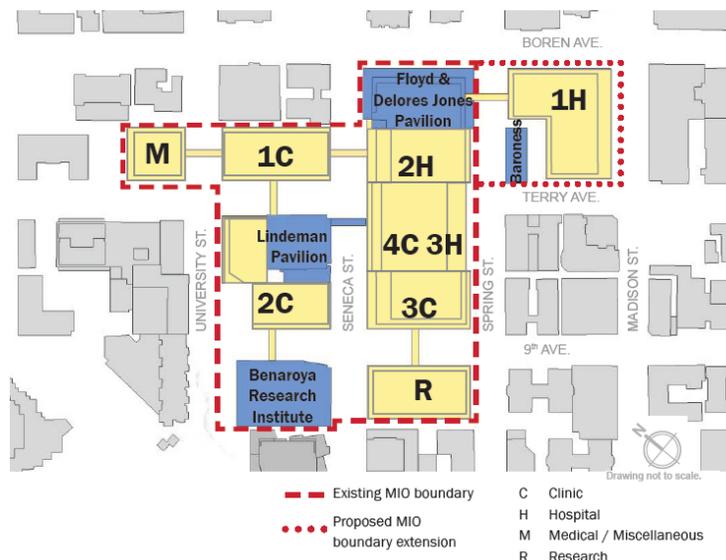


Figure 3. Potential Construction Sequencing

1. A development sequence focused on replacing hospital space would start on the 1000 Madison block, bordered by Boren and Terry Avenues and Madison and Spring Streets, delineated as “1H” on Figure 3 above.
 - ◆ Redevelopment of this block retains the existing Baroness Apartment Hotel (a designated Landmark) at the corner of Terry Avenue and Spring Street.
 - ◆ A skybridge and tunnel may be proposed in the future to connect the block to the new Floyd & Delores Jones Pavilion.
 - ◆ The Chasselton Court Apartments would be replaced through housing mitigation, and the retail businesses would be displaced. Where the underlying zoning is a pedestrian designated zone, the provisions of SMC 23.47A.005 regulating street-level uses shall apply. Street level uses would be provided along Madison Street and portions of Boren and Terry Avenues pedestrian streets within the NC zone. Development on this site would allow Virginia Mason to move inpatient services from the existing hospital buildings into the new facility so the older structures could be renovated and/or replaced.

2. A development sequence focused on replacing clinic space would start with the redevelopment of the half block between University and Seneca Streets, east of Terry Avenue and south of the alley.
 - ◆ Existing functions would be relocated temporarily off-site or within the existing First Hill campus, and the Cassel Crag, Blackford Hall and MRI buildings would be demolished to allow for redevelopment (delineated as “1C” on Figure 3).
 - ◆ Displaced functions, some clinic growth and parking would be relocated in the new development and consolidated with the medical and office functions currently housed in the Health Resources Building.
 - ◆ The Health Resources Building would be demolished to allow the planned project known as the North Pavilion Phase 2 building to occur (delineated as “2C” on Figure 3). The Lindeman Pavilion would remain.
 - ◆ Tunnels and/or skybridges may connect the new buildings together as shown on Figure 4 below.
 - ◆ Completion of the North Pavilion Phase 2 would create new space for the clinics currently located in the Buck Pavilion, which would relocate into the North Pavilion Phase 2 building.
 - ◆ The Buck Pavilion buildings would then be renovated or replaced with additional clinic space (delineated as “3C” on Figure 3).

3. Once sufficient parking has been created by new below-grade parking or by lease of off-site parking, the planned project to redevelop the Ninth Avenue Parking Garage could occur. The project would replace the existing garage with underground parking, add medical research space and medical/office space on top of the garage, and potentially connect to the existing BRI and Buck Pavilion buildings with skybridges and/or tunnels. This development is delineated as “R” on Figure 3. The locations of potential future skybridges and tunnels are shown on Figure 4 below.

Phasing of Potential Development Projects

The University/Terry Parking Lot site and the existing core hospital site are considered “potential development” as their redevelopment will likely occur after the other development takes place.

4. Development of the core hospital block cannot occur until the hospital space is replaced on the 1000 Madison block (see “1H”) and the existing clinic space in the Buck Pavilion is moved to the Lindeman Pavilion block (see “2C”). The core hospital block would likely be developed in three phases, beginning either with the demolition and redevelopment of the building immediately west of the Jones Pavilion for hospital use (shown as “2H” on Figure 3), or the renovation or replacement of the Buck Pavilion for clinic use (shown as “3C” on Figure 3). The center portion of the block would likely be developed for either hospital or clinic use (depending on the need at that time), or a combination of both. That development is shown as “4C” and “3H” on Figure 3.
5. The block at the intersection of Terry Avenue with University Street also could be developed once sufficient parking has been created. Its use would be dependent on what use may be needed at the time of development. This site is shown as “M” for “Medical/Miscellaneous” on Figure 3.

Alley Vacation, Skybridges and Tunnels

In addition to the construction of the projects outlined above, the applicant is proposing at a future date the application for an alley vacation, the renewal of the term permit for the existing skybridge across Seneca Street, and application for term permits for up to six new skybridges and eight new tunnels to be developed with this MIMP. See Figure 4.

The future alley vacation will be for the north-south alley which extends between Spring and Madison Streets within the 1000 Madison block. The alley contains approximately 3,840 square feet. Vacating the alley would enable the hospital to develop the contiguous space needed to replace core hospital functions prior to the demolition of the existing facilities.

The MIMP specifies uses, height and setback requirements for the proposed development on the Madison block, however the building is still very conceptual in nature. Virginia Mason is proposing that the details of the development of the site, and the specific public benefits associated with the alley vacation be proposed at the time the detailed design commences and the alley vacation application/petition is submitted and reviewed by the City. Environmental impacts have been identified in the FEIS, however specific mitigation and public benefits will be reviewed separately and are not included in this MIMP.

Virginia Mason anticipates the future need of skybridges and tunnels to connect and provide circulation between buildings for patients and materials due to existing street rights-of-way bisecting the Virginia Mason campus. Virginia Mason has identified all potential locations of future skybridges or tunnels that may be needed (see Figure 4 below). Not all of the planned skybridges and tunnels may be executed nor requested, depending on the sequencing of projects and their eventual occupants and uses. Environmental impacts have been identified in

the FEIS, however specific mitigation and public benefits will be reviewed separately and are not included in this MIMP.

The decision as to whether to request permit approval for individual skybridges or tunnels cannot be made until decisions are made by the City Council on the proposed expansion of the MIO boundaries and the approval of the requested areas and height limits so that Virginia Mason can determine how future development will be sequenced.

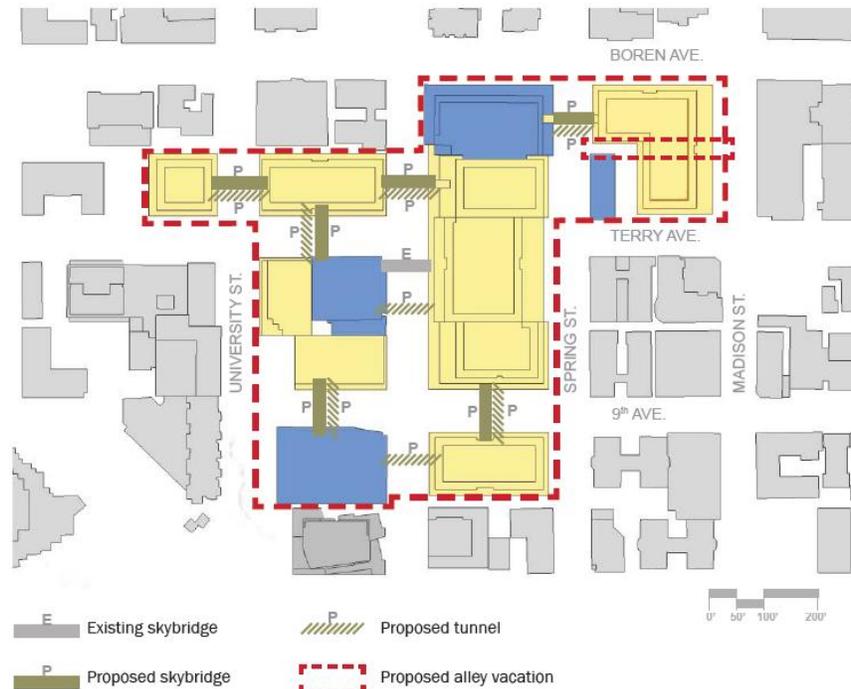


Figure 4. Proposed Alley Vacation, Skybridges and Tunnels

The following criteria have been identified by Virginia Mason as an initial screening as to whether a future skybridge or tunnel would be needed and an application for a term permit applied for:

- ◆ Would a skybridge or tunnel connect patient services requiring controlled environments that are separated from each other by a city street?
- ◆ If yes, which connections are most appropriate to facilitate the planned movement? (Both may be required, as the campus is vertically complex and certain flows, (patient, staff, supplies) cannot be commingled.)
- ◆ Would a skybridge increase the campus porosity and ADA accessibility for the public traveling between downtown Seattle and the Madison Street commercial area?
- ◆ Would a tunnel reduce or eliminate the need for multiple loading docks, thereby reducing traffic?

If deemed needed at the time of new development, Virginia Mason will submit applications for skybridges and/or tunnels in conformance with SMC 15.64 Skybridge Term Permits, SDOT Director's Rule 2-06 Skybridge Permits, Client Assistance Memo 2207 Skybridge Permitting Process and Client Assistance Memo 2207 Term Permit Fee Methodology, or as those documents may be amended or superseded in the future.

III. C. DEVELOPMENT STANDARDS

The Final Master Plan discusses Virginia Mason Medical Center's proposed development standards on pages 31-61. Consistent with SMC 23.69.030, the development standards would modify and supersede the underlying zoning standards. Specifically, Virginia Mason proposes to replace the underlying HR and NC3P-160 zoning development standards with the Master Plan development standards pursuant to the major institutions code (SMC 23.69).

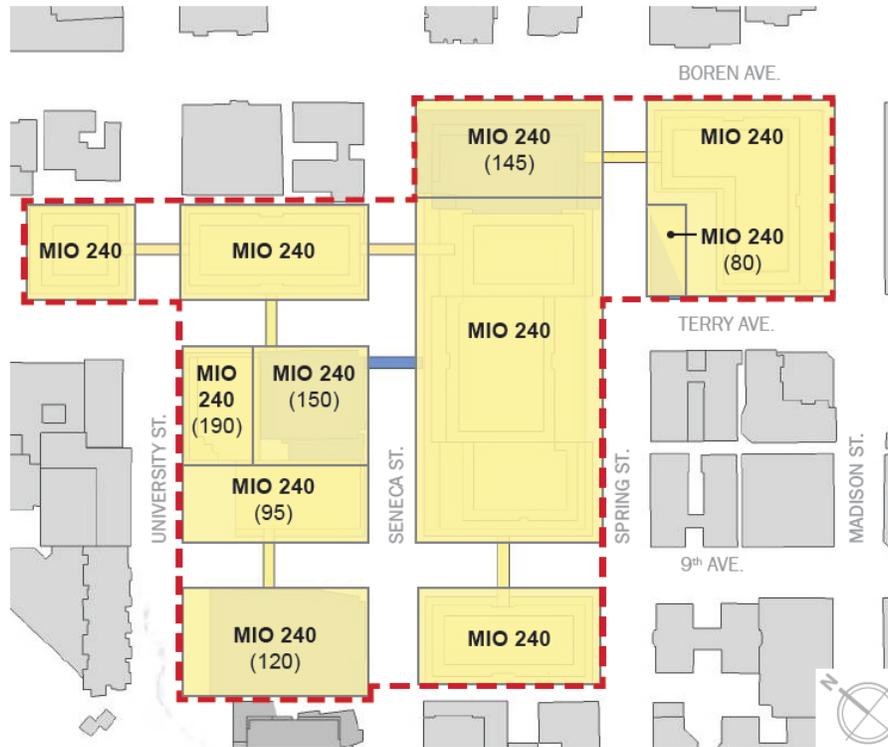
Existing Underlying Zoning

The existing MIO has an underlying zone of Highrise (HR). HR is a residential zone with a base height limit of 160 feet and maximum height limit of 300 feet. The MIO expansion area has an underlying zone of HR along the north half of the block and Neighborhood Commercial (NC) with a Pedestrian Zone on the south half of the block. The base height limit of the NC zone is 160 feet. Virginia Mason does not propose to change the underlying zones.

Height

Virginia Mason is proposing to maintain the existing MIO-240 within the current MIO boundaries, and is proposing MIO-240 for the expansion area on the 1000 Madison block (the block bordered by Spring Street on the north, Boren Avenue on the east, Madison Street on the south, and Terry Avenue on the west).

Figure 5 and Table 1 identify both the MIO height districts listed in SMC 23.69.004, and show in parenthesis lower heights on certain sites that Virginia Mason has agreed to maintain for the duration of the MIMP. Those lower heights are denoted as "conditioned heights" for the four existing buildings that will be retained (BRI, Lindeman, Jones Pavilion, and the Baroness). Some existing mechanical equipment exceeds the "conditioned heights." For new construction, Virginia Mason is proposing that rooftop mechanical space and penthouses, with the exception of minor plumbing and ventilation stacks, will be included within and limited to the MIO height or conditioned height, whichever is lower.



**Figure 5. Proposed Major Institution Overlay Districts
 (Conditioned heights are shown in parenthesis)**

Table 1. Existing and Proposed MIO Height Limits

Virginia Mason Campus Location	Underlying Zoning and Height Limit	Existing MIO Height	Proposed MIO Height District
Cassel Crag & Blackford Hall (half block on west side of Terry between University and Seneca)	HR 160-300'	MIO-240	MIO-240
Lindeman Block (full block between University, 9 th , Seneca and Terry)	HR 160-300'	MIO-240 (conditioned to 95', 150', and 190')	MIO-240 (conditioned to 95', 150', and 190')
BRI (half block west of 9 th and north of Seneca)	HR 160-300'	MIO-240 (conditioned to 120')	MIO-240 (conditioned to 120')
Jones Pavilion (half block west of Boren between Seneca and Spring)	HR 160-300'	MIO-240 (conditioned to 145')	MIO-240 (conditioned to 145')
Existing Hospital (super block west of Jones between Seneca and Spring, east of 9 th)	HR 160-300'	MIO-240	MIO-240
Ninth Avenue Garage (half block	HR 160-300'	MIO -240'	MIO-240

Virginia Mason Campus Location	Underlying Zoning and Height Limit	Existing MIO Height	Proposed MIO Height District
west of 9 th between Seneca and Spring)			
1000 Madison Block	HR 160-300' NC-3 160'	N/A	MIO-240 (conditioned to 80' on the Baroness Hotel site)

Setbacks

Virginia Mason is proposing to meet or exceed underlying zoning setbacks from property lines in all areas of the campus for new construction.

Section 23.45.518 of the Seattle Land Use Code lists the required setbacks for development in HR zones:

- ◆ Along street frontages, the development standards require an average setback from the property line of 7 feet and a minimum setback of 5 feet for portions of building 45 feet or less in height, and a minimum of 10 feet in setback for building facades above 45 feet in height.
- ◆ Along alleys, no setback is required for portions of structures 45 feet or less in height, and a 10- foot minimum setback is required for structures above 45 feet.
- ◆ For lot lines that abut neither a street nor an alley, the development standards require an average setback from the property line of 7 feet and a minimum setback of 5 feet for portions of building 45 feet or less in height (except no setback is required for portions of buildings abutting an existing structure built to the abutting lot line, and a minimum of 20 feet in setback for building facades above 45 feet in height).

Along most street frontages, Virginia Mason is proposing to set buildings back 7 to 10 feet from the property line for the first 45 feet of elevation. Above that height, Virginia Mason is proposing an additional 10 feet in most locations, so the setback would be twice what would otherwise be required by the Land Use Code for a residential development. Along Madison Street, Virginia Mason is proposing to set the upper portion of the building (above approximately 45 feet) back an additional 30 feet, for a total of 40 feet from the property line (see Table 12 on page 45 of the Final MIMP), and greater setbacks are proposed for portions of the central hospital block (see Tables 9, 10 and 11 on pages 41, 42 and 43 of the Final MIMP).

Proposed setbacks are shown for each block in Figures 10 through 18 on pages 34 through 44 and summarized in Tables 5 through 12 on pages 36 through 45 of the Final MIMP. See Figure 10 on page 34-35 of the Final MIMP for a composite figure identifying all proposed setbacks for the campus. Structure setbacks from street rights-of-way, will allow for additional landscaping,

pedestrian amenities and future sidewalk widening on Madison Street. (See pages 50-55 and 59-62 of the Final MIMP).¹

Architectural features, structural projections, weather protection, window overhangs and similar elements may extend into the public right-of-way as long as standards are met as determined by Seattle Department of Planning and Development and permits are obtained from Seattle Department of Transportation.

Setbacks and building massing for the future building that will replace the Health Resources Building will follow or exceed the setbacks specified in the agreement reached with Horizon House during the previous MIMP process. No changes are proposed other than the potential reconfiguration of the open space on the northwest corner of the block, per Horizon House's request.

Facade Width, Floor Sizes and Building Separation

Virginia Mason is requesting a modification to the provisions in HR zones that limit building facade widths, floor size and building separation to allow major medical institution development to occur to the maximum space available with configurations found efficient for health care delivery.

The provisions that Virginia Mason is requesting to modify or eliminate include the following:

- ◆ Elimination of the requirement in the HR zoning that portions of structures above a height of 45 feet are limited to a maximum facade width of 110 feet. (Virginia Mason is proposing that unmodulated facades be limited to a maximum facade width of 110 feet.)
- ◆ Elimination of the provision that the average gross floor area of all stories above 45 feet in height not exceed 10,000 square feet in order to reach or exceed a maximum facade width of 130 feet.
- ◆ Elimination of the building separation requirements specified in subsection 23.45.520. (Virginia Mason has included a goal of bringing daylight into staff working areas and public areas where feasible as a design strategy. See Design Guidelines. A. Context; 1. Natural Context and Environment; a. Design with natural systems in mind; Solar conditions.)

¹ Virginia Mason has agreed to the CAC recommendation that setbacks on Ninth Avenue Garage site be revised to increase separation from the residential buildings location to the west. A condition of MIMP approval is to revise the setbacks shown on Figures 10 and 14 of the Final MIMP, and Table 8 to show a minimum setback of seven feet for portions of the building 45 feet or less in height and 12 feet for portions of the building above 45 feet in height. The maximum east/west depth of the future building shall be limited to 93 feet. See Condition 15 in Section VII.

There is no alley on the east side of the Cassel Crag/Blackford Hall site. A condition of MIMP approval is to correct the setbacks shown on Figure 10 on page 34 of the Final MIMP, Figure 12 (page 37 of the Final MIMP) and Table 6 (page 37 of the Final MIMP) to correctly depict the east property line as an interior lot line and building setbacks in conformance with underlying code requirements for an interior lot line (7' average/5' minimum setback for portions of buildings <45' in height, and 20' setback for portions of buildings >45' in height.) See Conditions 16 through 18 in Section VII.

Exemptions from Gross Floor Area

The calculation of gross floor area considers exemptions and exclusions in both the HR and NC zone. Exemptions include underground stories; portions of enclosed mechanical equipment; and certain identified uses. Floor Area requirements in the underlying zone apply to individual buildings and lots. In the MIO the FAR applies to the entire overlay and defines density. Typical to other Major Institution Master Plans, specific exemptions are provided in the Master Plan. The Final MIMP identifies the following spaces to be exempt from the calculation of gross floor area:

- ◆ Above and below-grade parking.
- ◆ Rooftop mechanical space/penthouses.
- ◆ Interstitial space that is not occupiable (mechanical floors/levels).
- ◆ As an allowance for mechanical equipment, any structure more than 85 feet in height, 3.5 percent of the gross floor area that is not exempt under SMC 23.45.510E.
- ◆ Below-grade space.
- ◆ Ground floor commercial uses meeting the requirements of 23.45.532, if the street level of the structure containing the commercial uses has a minimum floor to floor height of 13 feet and a minimum depth of 15 feet.
- ◆ Skybridge and tunnel circulation space within the public right-of-way.
- ◆ Other unoccupiable spaces similar to the uses identified in the list above as approved by the Director of the Department of Planning and Development.

Street-Level Uses and Facades in the NC Zone

Virginia Mason is proposing to expand its MIMP to include the 1000 Madison Block. The south half of the block abutting Madison Street and Boren and Terry Avenues is zoned Neighborhood Commercial and is designated a Pedestrian zone. SMC 23.69.008C.3 states, where the underlying zoning is commercial and a pedestrian designated zone, the provisions of Section 23.47A.005 governing street-level uses shall apply. SMC 23.47A.005 regulates the location of uses in pedestrian zones in accordance with the standards provided in SMC 23.47A.008C. SMC 23.47A.008C regulates street-level requirements, transparency, and percent of structure width at street-level uses. The proposed MIMP will meet these required standards on Madison Street, and on the portions of Boren and Terry Avenues where the underlying zoning is NC.

Existing and Proposed Landscaping and Open Space

The focus of the open space and landscaping of the Virginia Mason Master Plan is to improve the quality of the urban streetscape connections within the public right-of-way surrounding the campus. Virginia Mason's location benefits from the adjacent Freeway Park and the nearby First Hill Park (one block to the east). Virginia Mason is proposing three categories to describe planned landscaping, open space and public amenities:

- ◆ Existing and proposed landscaping within Virginia Mason's boundaries
- ◆ Existing and proposed open space (including landscaped open space) within Virginia Mason's boundaries

- ◆ Existing and proposed public amenities located within or adjacent to street rights-of-way

SMC 23.45.524 sets out the landscaping standards for the underlying HR zoning within Virginia Mason's property boundaries. Landscaping that achieves a Green Factor score of 0.5 or greater, as set forth in Section 23.86.019, is required for any lot with development containing more than one dwelling unit in HR zones. Virginia Mason would comply with this standard should housing be included in a future development within the MIO boundary (housing has not been proposed in the Final MIMP). Unless housing is developed, the Final MIMP proposes that Virginia Mason will not be required to follow the provisions of the Green Area Factor for its institutional development.

The southern half of the 1000 Madison block is zoned NC-3. The Land Use Code establishes landscaping standards for the underlying NC zoning. Landscaping that achieves a Green Factor score of 0.3 or greater, as set forth in SMC 23.86.019, is required for any lot with development containing more than four dwelling units, development containing more than 4,000 square feet of new nonresidential use, or any parking lot containing more than 20 new parking spaces in NC zones. Virginia Mason is proposing to comply with the requirements for landscaping for portions of the MIO within the underlying NC zone.

The proposed open space within Virginia Mason's property boundaries is an amount equal to approximately 16,000 square feet of the expanded MIO district at full build out of the MIMP. The open space area includes the retention of the 6,000 square feet of landscaped open space and a new plaza proposed for either the north corner of Ninth Avenue and Seneca Street or a linear plaza along the east side of University Street when Phase 2 of Lindeman Pavilion is designed and constructed. Virginia Mason will provide a public open space plaza incorporating the existing 3,400 square feet just west of the Lindeman Pavilion with an additional 6,600 square feet for a total area of 10,000 square feet. The exact location and configuration of this space within the larger area shown on Figure 21 of the Final MIMP will depend upon decisions concerning parking entrances and other factors. Virginia Mason will work with both Horizon House and the Standing Advisory Committee to identify the location, design, and accessibility, of this important open space feature. See Figure 21 on page 51 of the Final MIMP Existing and Future Landscape/Open Space Plan.

In addition to these identified open space areas, as Virginia Mason develops designs for future buildings, Virginia Mason intends to identify opportunities for other open space plazas and rooftop gardens, but such improvements would be in addition to and beyond meeting the open space development standard of 4% of the campus area.

Public amenities will be located within or adjacent to street rights-of-way. Virginia Mason is proposing two pedestrian corridors through the campus, both connecting to the Pigott Corridor and Freeway Park located on the west edge of the Virginia Mason MIO boundaries. The intent of the pedestrian corridors is to provide pedestrian-oriented street-level connections from the First Hill neighborhood through the Virginia Mason campus to downtown. (See Figure 21 on page 51 of the Final MIMP)

Within the pedestrian corridors, both Terry Avenue and University Street are classified as Neighborhood Green Streets in the Land Use Code. Virginia Mason will create additional public space along Terry Avenue and University Street by setting new development back 10 feet from the property line. Amenities will include: wider sidewalk, street trees, landscaping, pedestrian scaled lighting, street furniture, weather protection, special paving, art and wayfinding (signage). Due to the need for loading and unloading of patients at clinic and hospital spaces, driveways will be necessary on the majority of streets within the MIO. Driveways will be designed to minimize impacts to pedestrians.

Lot Coverage

The underlying zoning does not regulate lot coverage. Setbacks and open space proposed in the MIMP define the maximum building envelope that can be built on any site, and therefore the lot coverage. As with other Major Institutions, the maximum lot coverage standard is calculated against the entire campus rather than against individual project sites. The prior MIMP required a minimum of 1% of the campus to be set aside as open space, an area of approximately 3,081 square feet. The existing campus-wide lot coverage is approximately 98%, with approximately 1.9% of the campus in open space.

Virginia Mason is proposing that a minimum of 4% of the campus be provided as dedicated open space, with resulting lot coverage of 96%.

View Corridors

There are two designated scenic routes in the vicinity of the Virginia Mason Medical Center campus- Boren Avenue and Interstate 5. Boren Avenue affords views looking north toward Lake Union and west toward Elliot Bay. University, Seneca, Spring and Madison Streets are oriented east/west and afford views from Boren Avenue of Elliot Bay. Development along these streets will be set back from property lines and will have a further setback for portions of facades greater than 45 feet. It is not anticipated that development will block views from the Boren Avenue right-of-way. There is an existing skybridge across Seneca Street and the potential for future skybridges across University, Seneca and Spring Streets. The FEIS includes visual simulations of these potential skybridges. With each future skybridge permit application, a more detailed analysis of whether Elliot Bay views from Boren Avenue would be diminished and additional mitigation measures proposed if needed such as increasing transparency, or increasing the height above the street. The FEIS analyzes the environmental impacts from the skybridges. Further information on the environmental impacts and additional mitigation may be required when the specific applications for the skybridges are reviewed by the City. Development on the Virginia Mason will not impact views from Interstate 5.

Pedestrian and Bicycle Circulation Within and Through the Campus

To improve connections for pedestrians, Virginia Mason is proposing to strengthen existing pedestrian connections at street level through the campus with focus on two pedestrian corridors, between the corner of the Pigott Corridor at the corner of University/Ninth Avenue and Madison/Boren, and between the Pigott Corridor along Ninth Avenue to Madison Street as shown in Figure 21 on page 51 of the Final MIMP. As individual blocks or frontages develop

along any of the streets within the MIO, any pedestrian facilities (sidewalk plus planting strips) that do not meet established city standards that exist at the time of redevelopment will be brought up to those standards. An evaluation of accessibility will be performed as part of this analysis and measures included for ADA accessibility where feasible.

Virginia Mason offers a combination of amenities for bicyclists. For the public, there are bicycle racks at each major entrance of each building. Virginia Mason's existing and proposed Transportation Management Plans include the following measures to support bicycle use among its staff:

- ◆ Locked bike cages with weather protection located in three of the parking garages on campus.
- ◆ A minimum capacity of 75 bicycle parking spaces.
- ◆ Shower facilities and lockers in multiple locations on campus and in each major building for staff who commute by bicycle.
- ◆ Support for the Virginia Mason Bicycle Club to improve bike storage, security, shower facilities, and benefits for frequent riders and to encourage ridership.

As each new building is added, the need for additional bicycle amenities and bicycle access will be considered as part of the programming effort.

Transit Access

Virginia Mason is served by a variety of transit options. Buses traveling along Madison Street, Seneca Street, Ninth Avenue and Boren Avenue provide links to downtown, Seattle neighborhoods and suburban cities. The transit stops within or adjacent to Virginia Mason's property are shown on Figure 22 on page 61 of the Final MIMP. Virginia Mason will work with Metro Transit to identify ways in which Virginia Mason could improve landscaping, lighting, wayfinding or other pedestrian-scale amenities around the bus stops within the boundaries of Virginia Mason property. These improvements would be implemented as street frontages are redeveloped, or as routine landscaping or sidewalk maintenance is performed.

Madison Street is identified in SDOT's Right of Way Manual as a Major Transit Street. To provide for high pedestrian volumes, Virginia Mason is proposing to set the building back 10 feet from the property line. Combined with the existing 8.5 foot sidewalk, this will create a new 18.5 foot wide space between the building façade and the curb. Along this street front Virginia Mason is proposing public amenities such as street trees, landscaping, pedestrian-scaled lighting, street furniture, awnings, special paving, art and wayfinding. The future alley vacation if approved would eliminate access from the block to Madison and provide a continuous building façade and sidewalk along this block front.

Loading and Service Facilities

SMC 23.54.035 describes the required number of loading berths based on the size of a facility and its demand. Hospitals are considered to be high demand. With 3 million gross square feet proposed at build out of the Final MIMP, City development standards would require more than 57 off-street loading berths. Since multiple campus buildings share common central

loading/supply/waste facilities, Virginia Mason is requesting that DPD waive or modify quantity and space standards during specific project reviews.

Preservation of Historic Structures

The existing Virginia Mason campus is composed predominantly of buildings that are more than 25 years in age. The Baroness Apartment Hotel (1930) was nominated and the exterior of the building is now designated a Seattle landmark as of December 7, 2010, per the City of Seattle website showing the ordinance's signature date by the Mayor (Ordinance No. 123487). The nearby Cassel Crag Apartments (1925), Chasselton Court Apartments (1925) and the Rhododendron Restaurant/Inn at Virginia Mason (1928) were also nominated to determine their status but were determined to not be landmarks on February 6, 2008, August 19, 2009, and October 7, 2009, respectively. Currently, adopted controls and incentives apply only to the Baroness Apartment Hotel.

When a site is proposed for redevelopment and prior to demolition of existing structures, buildings will be reviewed for landmark status under statutes (see SMC 25.12.350 Standards for Designation) in place at time of the proposed redevelopment. Should a building's landmark status change during the period of the MIMP, Virginia Mason will comply with current requirements at the time of development.

Parking

As of January 2012, Virginia Mason provided approximately 1,426 parking spaces, including 884 spaces on campus, 175 spaces at Tate Mason, 60 spaces on the Virginia Mason-owned 1000 Madison block and 307 spaces that are leased from nearby property owners. The number of leased spaces fluctuates over time based on the availability of parking from neighboring parking garages. A significant percentage of Virginia Mason patients and visitors arrive at the campus by using public transit or walking. As shown on Table 16 on page 97 in Section E.1 of the Final MIMP, the existing number of parking spaces is below the Land Use Code minimum for major institutions of 1,667 spaces.

Analysis of the existing parking utilization and future build out of the proposed Master Plan indicates that the total parking supply would need to be approximately 4,000 stalls to sufficiently meet the needs of Virginia Mason's operational requirements to ensure patient access to facilities and still minimize the amount of parking provided for employees. Parking access may be proposed from street rights-of-way and not from alleys for development sites adjacent to existing improved alleys, if it is shown that use of the alley for parking access would create a safety hazard or significant impact to residential uses located adjacent to the alley and outside the MIO.

Changes in transportation travel modes due to light rail access, implementation of services that allow improved electronic communication between patients and physicians, and increases in the cost to operate a vehicle may reduce the number of parking stalls needed to serve the increased demand resulting from Master Plan projects. Provision of new parking stalls associated with the development of any proposed or potential projects will be assessed during the project planning, programming and design phases.

III. D. TRANSPORTATION MANAGEMENT PROGRAM

The Final Master Plan gives details of the proposed TMP on pages 97-108 and in Section 3.9 of the Final EIS. The proposed enhanced TMP is a modified continuation of the current TMP. The plan describes required details consistent with the major institution code, including the intent, location, authority, goals, HOV incentive, program elements, participants' responsibility, evaluation criteria and procedures. The goal for the TMP is to maintain a SOV commute rate of less than 30 percent as calculated using the CTR survey methodology for all employees. The TMP is consistent with DPD Director's Rule 14-2002.

III. E. PHASING AND EIS ALTERNATIVES

The Master Plan proposes project phasing, dependent on funding and need. The two potential development sequences, one focused on replacing hospital space needs first and the second focused on replacing clinic space needs first, are described under Section III.B of this report. The Master Plan describes growth phases generally in ten year increments; specific phasing timelines and scopes may shift somewhat. The Master Plan would remain in place until Virginia Mason completes the Plan's scope and constructs 3 million gross square feet.

The Final EIS includes three alternatives:

- ◆ Proposed Action (Alternative 6b)
- ◆ No Boundary Expansion (Alternative 5a)
- ◆ No Action Alternative

Virginia Mason has selected the Proposed Action as its Final Master Plan.

IV. ANALYSIS – MAJOR INSTITUTION MASTER PLAN

IV. A. PURPOSE AND INTENT

This section addresses the Purpose and Intent of Seattle's land use regulations for Major Institutions pursuant to SMC 23.69.002. Each criterion is shown in **bold** and analysis follows each criterion, and relies upon all sources of information developed as part of the referenced code requirements, which includes the Final Master Plan and Final EIS.

A. Permit appropriate institutional growth within boundaries while minimizing the adverse impacts associated with development and geographic expansion;

Virginia Mason currently has approximately 1.3 million square feet of hospital, offices, clinics and related uses. The original hospital dates back to 1920, with the first addition made to the hospital in 1928. Since 1920, there have been 26 additions or new buildings constructed within the First Hill campus. The most recent, the Floyd & Delores Jones Pavilion, was completed in 2011. Much of Virginia Mason's existing campus is aging and needs to be replaced to meet modern health care requirements. Virginia Mason's stated needs are described on pages 25 – 29 of the Final MIMP and include: need to replace aging infrastructure; need to replace double rooms with single rooms; patient and medical treatment room sizes need to be increased to

meet modern requirements; the area's increasing aging population requires expanded clinic, specialty space and research facilities; and certain core hospital functions need to be replaced as a group because of their need for immediate adjacency. Virginia Mason has stated that approximately 422,000 square feet of contiguous spaces is needed to replace core hospital functions located within existing aging facilities.

There is no development site within the existing campus to develop 422,000 square feet of contiguous space without demolishing existing hospital or clinic space that is in use today. New structures containing the core hospital functions must be developed first so that functions can be relocated prior to demolishing the existing structures. The MIMP includes a boundary expansion of one block to the 1000 Madison block and future alley vacation, as Virginia Mason states that this is the only site large enough to accommodate the 422,000 square feet of contiguous core hospital functions. The FEIS explored the option (Alternative 5a) of development of the 422,000 contiguous square feet within the existing MIO boundaries. This proposal would have required portions of structures to span an existing street right-of-way and a code amendment to allow greater MIO height within the campus boundary. The preferred option of both Virginia Mason and the CAC was to move forward with the boundary expansion and retain the existing MIO height of 240 feet within the existing and expanded MIO boundary.

The MIMP includes a boundary expansion to accommodate an increase in development capacity for the campus, and a number of planned and potential new buildings. The increased development capacity and boundary expansion will accommodate Virginia Mason's anticipated infrastructure replacement and service needs. This program will result in a significant increase in the amount of floor area and total square footage of the campus. The impacts of redevelopment and new development associated with the expanded MIO were analyzed in the FEIS. The FEIS includes mitigation for short-term and long-term adverse impacts from planned and potential growth outlined in MIMP. (See Section VI of this report for analysis of the environmental impacts and mitigation.) In addition, the MIMP identifies a development program that includes street level and upper level setbacks, modulation requirements, retail uses on Madison Street, open space, on and off site public amenities, and a Transportation Management Plan which mitigates impacts of the increased development capacity and boundary expansion.

The Director concludes that the proposed final MIMP permits appropriate institutional growth by accommodating Virginia Mason's anticipated infrastructure replacement and service needs while minimizing impacts associated with future development and geographic expansion through mitigation identified in this report and FEIS.

B. Balance a Major Institution's ability to change and the public benefit derived from change with the need to protect the livability and vitality of adjacent neighborhoods;

Virginia Mason currently has approximately 1.3 million square feet of hospital, offices, clinics and related uses. The original hospital dates back to 1920, with the first addition made to the hospital in 1928. Virginia Mason's stated needs are described on pages 25 – 29 of the Final MIMP and include: need to replace aging infrastructure; need to replace double rooms with single rooms; patient and medical treatment room sizes need to be increased to meet modern requirements; the area's increasing aging population requires expanded clinic, specialty space

and research facilities; and certain core hospital functions need to be replaced as a group because of their need for immediate adjacency.

The final MIMP describes future Planned and Potential development to be located within the existing MIO boundaries and within the proposed expanded boundary – 1000 Madison block. The FEIS analyzed impacts of the final MIMP under the Proposed Action (Alternative 6b) and identified adverse impacts associated with the increased development capacity and the impact associated with expanding the existing boundaries. The FEIS includes mitigation for short-term and long-term adverse impacts from planned and potential growth outlined in the MIMP. (See Section VI of this report for analysis of the environmental impacts and mitigation.) In addition, the MIMP identifies a development program that includes street level and upper level setbacks, modulation requirements, retail uses on Madison Street, open space, on and off site public amenities, and a Transportation Management Plan which mitigates impacts of the increased development capacity and boundary expansion.

Growth and change represented by the Master Plan will affect the nearby neighborhoods. The Plan represents more vehicle trips on existing roadways, more active use of the expanded campus, and more substantial buildings in areas currently occupied by lower scaled structures and surface parking areas. In the FEIS, DPD recognizes the adverse impacts associated with Virginia Mason's proposed development. With implementation of the final MIMP Virginia Mason will have the ability to replace aging infrastructure to meet modern health care requirements; respond to an increase need for clinic, specialty care and research facilities due to an increasing aging population; and consolidate core hospital functions which have immediate adjacency needs.

DPD concludes allowing Virginia Mason to redevelop and expand its campus to respond to changing health care needs and infrastructure requirements will provide a public benefit, and that an adequate balance between Virginia Mason's ability to change as guided through the final MIMP and the need to protect the livability and vitality of the adjacent neighborhood has been met with the following condition. Due to the conceptual nature of the final MIMP and to ensure continued community involvement in implementation of the final MIMP, DPD recommends the following condition.

DPD Recommendation -- These conditions are reiterated in Section VII.

- ① The Standing Advisory Committee (SAC) will review and comment during the schematic and design stage of all proposed and potential projects intended for submission of applications to the City as follows: Any proposal for a new structure greater than 4,000 square feet or building addition greater than 4,000 square feet; proposed alley vacation petition; and, proposed street use term permits for skybridges. Design and schematics shall include future mechanical rooftop screening. The Standing Advisory Committee (SAC) will use the Design Guidelines checklist for evaluation of all planned and potential projects outlined in the Master Plan.

C. Encourage the concentration of Major Institution development on existing campuses, or alternatively, the decentralization of such uses to locations more than two thousand five hundred (2,500) feet from campus boundaries;

The MIMP includes a boundary expansion to accommodate an increase in development capacity for the campus, and a number of planned and potential new buildings. The increased development capacity and boundary expansion will accommodate Virginia Mason's anticipated infrastructure replacement and service needs. The FEIS analyzed a no boundary expansion under Alternative 5a. In order to accommodate the needed area within the existing MIO boundary, heights in the central portion of the campus would need to go up to 300 feet. The required heights exceed those allowed by the current Land Use Code MIO height districts. To accommodate Virginia Mason's needed development, a code amendment would be required to allow a greater MIO height within the central campus boundary and a building to span over an existing right-of-way in order to gain the necessary increase in gross square footage. A code amendment, separate from the MIMP approval process, would be required to allow the higher height. The Proposed Action which analyzed the final MIMP with boundary expansion was selected by Virginia Mason and the CAC.

Virginia Mason's decentralization plans are described in Section D.12 of the Final MIMP (page 89). Virginia Mason began regionalizing services in the 1980s with outpatient clinics. Virginia Mason currently has seven outpatient treatment facilities throughout Puget Sound. Virginia Mason has also decentralized some of its supporting services, such as computing, portions of purchasing, training, financial staff, and its call center to Georgetown, Canyon Park in Bothell, and Metropolitan Park West office tower in Seattle. Virginia Mason's stated goal of these decentralizations has been to make primary care and certain specialty services more convenient to Virginia Mason's patients. Virginia Mason plans to continue centralizing higher acuity services on its First Hill campus, including specialty services and inpatient hospitalizations greater than 24 hours.

D. Provide for the coordinated growth of major institutions through major institution conceptual master plans and the establishment of major institutions overlay zones;

The Master Plan itself and supporting documents provide for this goal.

E. Discourage the expansion of established major institution boundaries;

The Master Plan proposes to expand Virginia Mason's MIO boundaries to include the 1000 Madison block, and therefore poses a potential conflict with this stated goal. The No Boundary Expansion Alternative (Alternative 5a) explored in the FEIS would have required a 300 foot MIO height in the center of the campus, which is not provided for in the Land Use Code, and a structure crossing over Terry Avenue in order to accommodate Virginia Mason's needed 3 million gross square feet, including the 422,000 square feet of contiguous spaced needed to replace core hospital functions. The CAC rejected this alternative in favor of a boundary expansion to include the 1000 Madison block. DPD determined that expansion of the boundary met applicable criteria in SMC 23.34.124B for designation of MIO districts, as discussed in Section V.C Analysis – MIO Criteria of this report.

The Master Plan represents an expansion of Major Institution boundaries. However, the Director finds the goal's intent to be the protection of established residential neighborhoods from unchecked geographic expansion by major institutions. Further the Director is to balance the institution's ability to change with the need to protect the livability and vitality of adjacent neighborhoods. The Director considers the final MIMP to meet this intent, considering its relative advantages, mitigations and the conditions recommended in this report.

F. Encourage significant community involvement in the development, monitoring, implementation and amendment of major institution master plans, including the establishment of citizen's advisory committees containing community and major institution representatives;

The Mayor and City Council appointed members of the CAC after outreach to the surrounding business and residential community. Through public notice, public meetings, acceptance of public comment, and a public hearing, Virginia Mason, the CAC, the Department of Neighborhoods and DPD have encouraged significant involvement in the evolution of the Master Plan and scoping and analysis of the Environmental Impact Statement.

Virginia Mason Medical Center submitted its Notice of Intent to DPD on August 23, 2010, as required by SMC 23.69.032 B. In addition, Virginia Mason and DON conducted outreach to stakeholders in the residential and business community. The following is the list of CAC members, including City and VMMC staff:

Table 2. Citizens Advisory Committee (CAC) Membership

CAC Member	Neighborhood	Category
Albert Shen, Chair	First Hill/Capitol Hill	Owner Shen Consulting, Engineering
Dr. Sharon Sutton, Vice Chair	First Hill Resident (Gainsborough)	Near Neighbor; Professor of Architecture and Urban Design
Matt Fankhaeuser	N/A	VMMC Non-Management Representative
Evyan Abookire	First Hill Resident (M Street Project)	Member of Community Group (First Hill Improvement Association); Secretary of the board of the Frye Art Museum; Resident of the immediate area
Robert Anderson	First Hill (Horizon House)	CEO for Horizon House – a continuing care facility across the street from Virginia Mason; Chair of the Freeway Park Neighborhood Association; Appointee to the prior SAC for Virginia Mason
Chris Balisky	First Hill Resident (Panorama House)	Near neighbor; Past member of the Kitsap County Planning Commission
Lawrence Brouse	First Hill Resident	Current chair of the Harborview Standing Citizen's Advisory Committee; Administrator for St. James Cathedral
Samuel Cameron	City-wide	Architect
Ray Crerand	First Hill Residential Property Owner (Parkview Plaza)	Owner and former resident of Parkview Plaza units; Retired health care planner

James Erickson	First Hill Resident	Member of Community Group (Vice president of the First Hill Improvement Association)
Samuel Gerszonowicz	First Hill Resident (Kelleher House)	Near neighbor; Former president of Kelleher House Home Owners Association; Mediator for the Pierce and King County Dispute Resolution Centers; Professional experience in health care research
Katlin Jackson	First Hill Resident (Decatur)	Near neighbor; Graduate student at the Runstad Center for Real-estate Studies at the University of Washington's new College of the Built Environment
James Kirkpatrick	First Hill Resident (Gainsborough)	Near neighbor; Member of Community Group (First Hill Improvement Association); Member and vice chair of the Seattle University Citizen Advisory Committee
Ted Klainer	First Hill Institution (Harborview)	Capital Project Manager, Harborview Planning Department; Ex-officio member of the Seattle University CAC
Terry Miller	First Hill Resident (Kelleher House)	Near neighbor; Real estate agent specializing in First Hill
Tyler Tonkin	Queen Anne Hill	Engineer and architect specializing in healthcare projects; Specializes in health care facility construction
Ex-Officio Members		
Steve Sheppard	N/A	Department of Neighborhoods
Stephanie Haines	N/A	Department of Planning and Development
Betsy Braun	N/A	Virginia Mason Medical Center Administrative Director, Facilities Management
Past Members		
Miranda Livermore	N/A	VMC Non-Management Representative

See Resolution 31261 (January 18, 2011) approving composition of CAC. Prior to and during the development of the Director's Report, The CAC held 23 meetings to review and comment on the development of the MIMP and EIS, and to develop the CAC recommendations. Meetings were open to the public. In addition to notices required by the MIMP code, special notice was given to issue-focused stakeholders when meetings agendas were to cover their particular interests and concerns.

G. Locate new institutions in areas where such activities are compatible with the surrounding land uses and where the impacts associated with existing and future development can be appropriately mitigated;

Not applicable; Virginia Mason Medical Center is an existing Major Institution.

H. Accommodate the changing needs of major institutions, provide flexibility for development and encourage a high quality environment through modifications of use restrictions and parking requirements of the underlying zoning;

The MIMP development program and standards are intended to meet VMHC's changing needs over the life of the MIMP. For additional information on development standards and modifications to standards of the underlying zoning, please see discussions under Sections IV.I, IV.J, IV.K, and IV.L below.

I. Make the need for appropriate transition primary considerations in determining setbacks. Also setbacks may be appropriate to achieve proper scale, building modulation, or view corridors;

The proposed boundaries of the Virginia Mason expanded campus coincide with two principal arterials (Madison Street to the south and Boren Avenue to the east), Spring Street and University Street, and two alleys. The rights-of-way of existing streets and alleys provide a transition from uses outside the MIO boundary. However, Virginia Mason is requesting a modification to the provisions in HR zone that limit building façade widths, building separation and floor sizes to allow for larger contiguous floor areas which is necessary to provide efficient health care delivery and to maximize development capacity within the existing and expanding MIO boundaries. The south half of the Madison block expansion area is zoned NC with a 160 foot height limit. The proposed MIO will allow for a 240 foot height limit to gain the necessary floor area on this block. This will allow development at a greater bulk and scale than permitted in the underlying and adjacent HR zone and greater height in the underlying NC zone. Because individual blocks would be developed with single medical buildings, this will also increase the bulk and scale of the development.

Development controls have been included within the MIMP to reduce bulk and scale impacts at campus edges and along all street frontages, in particular for projects along the MIO's expanded southern border on Madison Street and Boren Avenues, the most visible boundary edge. Along most street frontages, the proposed ground-level setbacks are 10 feet and the upper level setbacks (above 45 feet in height) will be 20 feet. In addition, the central hospital block bordered by Spring and Seneca Streets and 9th Avenue will have upper-level setbacks between 20 and 60 for all portions of buildings higher than 45 feet above grade.

The existing 9th Avenue garage located at the northwest corner of 9th Avenue and Spring Street has been identified as a Planned Project. The site could be redeveloped with underground parking and medical research space above. A 16 foot alley separates this boundary edge from the adjacent HR zone. In the Final MIMP, Virginia Mason proposed a zero setback from the alley and a 10 foot setback for facades greater than 45 feet, consistent with the underlying HR zone. Virginia Mason has subsequently agreed to the CAC recommendation that setbacks on Ninth Avenue Garage site be revised to increase separation from the residential buildings location to the west. A condition of MIMP approval is to revise the setbacks to show a minimum setback of seven feet for portions of the building 45 feet or less in height and 12 feet for portions of the building above 45 feet in height. See Condition 15 in Section VII.

Two boundary edges abut property located outside of the MIO. The University/Terry site is currently a paved parking lot located at the northeast corner of Terry Avenue and University Street and has been identified as a Potential Project. This site could be redeveloped with below grade parking and medical uses above. The interior north lot line measures 120 feet in length and will have a setback of 7 feet from the property line and 20 feet for portions of the façade greater than 45 feet. The east property line abuts a 16 foot alley and will have a zero setback from the alley and a 10 foot setback for facades greater than 14 feet in height. This is consistent with the underlying HR zone.

The Cassel Crag/Blackford Hall site located at the northeast corner of Seneca Street and Terry Avenue is also identified as a Planned Project and could be redeveloped with below grade parking and clinic space above. The interior west lot line measures approximately 240 feet and will have a setback of 7 feet from the property line and 20 feet for portions of the façade greater than 45 feet. (See Section C.3 of the Final MIMP for greater detail of proposed structure setbacks within the MIO).

The MIMP also contains design guidelines for campus development, listed in Appendix E to the Final Master Plan, that were developed in consultation with the CAC after input at a community workshop. The FEIS notes that design guidelines and development standards of the MIMP will guide redevelopment of the campus. These regulations and standards, along with individual project review will serve to ensure compatibility among land uses.

J. Allow an increase to the number of permitted parking spaces only when it is 1) necessary to reduce parking demand on streets in surrounding areas, and 2) compatible with goals to minimize traffic congestion in the area;

The MIMP (pages 97-100) discusses parking quantity, location, and access. Parking requirements for Major Institutions are found in SMC 23.54.016, which establishes minimum long-term and short-term parking requirements based on the number of hospital-based doctors, staff doctors, and other employee, number of hospital beds, average daily outpatients and fixed auditorium seating. In addition, this code provides a maximum parking allowance of 135% of the minimum parking requirements.

Based on the current facilities and staff as detailed in SMC 23.54.016, the minimum parking requirement for the VMMC is 1,667 spaces and the maximum is 2,250 spaces. The documented existing (2012) supply of 1,426 falls below the required range.

For planned projects, the minimum parking required by code will be 2,993 spaces and the maximum 4,041 spaces. Virginia Mason has proposed a parking supply at full build out of the MIMP of approximately 4,000 stalls to meet Virginia Mason's operational requirements to ensure patient access to facilities and still minimize the amount of parking provided for employees.

Changes in transportation travel modes due to light rail access, implementation of services that allow improved electronic communication between patients and physicians, and increases in the cost to operate a vehicle may reduce the number of parking stalls needed to serve the increased demand resulting from Master Plan projects. Provision of new parking stalls

associated with the development of any proposed or potential projects will be assessed during the project planning, programming and design phases.

A goal of Virginia Mason's MIMP is to "build parking to meet but not exceed present, future need, and sequence development of parking" (MIMP page 11), and a goal of Virginia Mason's TMP is to "manage parking supplies to minimize the need for additional parking" (MIMP page 106). To reach these goals, Virginia Mason will continue to restrict employee on-site parking during periods of peak demand to encourage use of non-SOV travel modes. Virginia Mason has documented its successful record of reducing its relative impact by promoting transportation alternatives. The proposed TMP describes measures intended to reduce SOV trips to its campus. Therefore no parking increase has been requested by Virginia Mason or required by DPD.

- K. Use the TMP to reduce the number of vehicle trips to the major institution, minimize the adverse impacts of traffic on the streets surrounding the institution, minimize demand for parking on nearby streets, especially residential streets, and minimize the adverse impacts of institution-related parking on nearby streets. To meet these objectives, seek to reduce the number of SOVs used by employees and students at peak time and destined for the campus;**

The Transportation Management Plan (TMP) requirements are discussed in Section E of the Final MIMP (beginning on page 102) and in Section 3.9 of the FEIS. The stated goal for the existing TMP (adopted with the prior MIMP) was to reduce the percentage of employees of the Major Institution who commute to work by SOV to 50 percent, excluding employees whose work requires the use of the private automobile during working hours. Virginia Mason reports success in reducing and maintaining the rate of single occupancy vehicle commutes to less than 30% from 2001 through 2011.

The goal for the TMP in the final MIMP is to maintain the SOV rate below 30%, lower than the Code-required 50% SOV goal. The new TMP would maintain all of the primary elements of the existing TMP and include several new initiatives. Key elements of the proposed TMP include the following (see page 103-108 of the Final MIMP):

1. Continuing to lower the cost of transit commutes, by providing a minimum transit subsidy of 75% of the cost of transit passes for staff, a guaranteed ride home in the case of a family emergency, Zipcar access for personal and business use of up to 5 hours per month, and fleet vehicles for business use. (MIMP, page 103)
2. Improving transit access and utilization. (MIMP, page 103)
3. Maintaining the cost of HOV commutes below the cost of SOV commutes through reduced parking rates for carpools, free parking for vanpools, and subsidizing vanpool riders. (MIMP, page 104)
4. Supporting and encouraging bicycle use by providing locked bike cages with weather protection, shower facilities and lockers for bicycle riders, and support for the Virginia Mason Bicycle Club to improve bike storage, security, shower facilities and benefits for frequent riders (MIMP, page 104).

5. Developing new programs and incentives to encourage employees to walk to work or walk during their breaks (MIMP, page 104).
6. Expanded marketing to increase the campus population's awareness of program opportunities and benefits (MIMP, page 105).
7. Participation in First Hill transportation meetings and in city or community-led transportation initiatives to reduce trip generation, and to investigate and, when appropriate, implement health care delivery tools to reduce patient trips (MIMP, page 105).
8. Managing parking supplies to minimize the need for additional parking (MIMP, pages 106 - 107).

DPD concludes that Virginia Mason's TMP will maintain the employee SOV rate below 30%, thus reducing the number of vehicle trips, minimize demand for parking on nearby streets.

DPD Recommendation -- These conditions are reiterated in Section VII.

- ❶ The goal for the TMP in the final MIMP will be to maintain the employee SOV rate below 30 Percent.

L. Through the master plan:

- 1) give clear guidelines and development standards on which the major institutions can rely for long-term planning and development;**

The MIMP establishes development standards governing institutional boundaries, maximum development capacity, setbacks, height, lot coverage, open space and other related development standards. Virginia Mason will be able to rely on the guidelines and standards of the MIMP to plan the long-term functionality of the campus.

- 2) provide the neighborhood advance notice of the development plans of the major institution;**

Following the appointment of the CAC by the City Council, DPD published and distributed notice of opportunities for comment, in accordance with Code. Outreach included large signs located along each property frontage, mailing to property owners within 300' of the project site, and publication in the City's Land Use Information Bulletin. See Section I.C Procedural Milestones of this report. Over the course of the Master Plan's execution, the process provides for advance notice as individual projects proceed through their respective Master Use Permit reviews. Once the Master Plan has been adopted a Standard Advisory Committee will be established who will review and comment on development proposals.

3) allow the city to anticipate and plan for public capital or programmatic actions that will be needed to accommodate development;

As required by the Major Institution code, DPD sent notices of the Draft and Final EIS and Master Plan to City departments, including Fire, Transportation, Neighborhoods, Public Utilities, City Light and Human Services. On various occasions, DPD involved staff from SDOT during its review of the proposed TMP and associated transportation mitigations. Specific elements of the final MIMP have been updated to address capital and programmatic actions and conditions have been recommended to ensure compliance with these actions.

4) provide the basis for determining appropriate mitigating actions to avoid or reduce adverse impacts from major institution growth; and

The master planning process includes citizen involvement as well as the involvement of agencies with jurisdiction in drafting and commenting on the MIMP and EIS. This includes disclosure of impacts and evaluation of mitigation, leading to the recommended conditions.

This report lists recommended conditions below in Section VII.

M. Encourage the preservation, restoration and reuse of designated historic buildings.

The MIMP identifies that the existing Virginia Mason campus is composed predominantly of buildings that are more than 25 years in age, and that therefore will be reviewed for landmark status under current statutes (see SMC 25.12.350 Standards for Designation) when buildings are proposed for demolition. Should the status of existing buildings change during the period of the MIMP, Virginia Mason has stated in the MIMP that it will comply with current requirements at the time of development.

The Baroness Hotel (1930) was nominated and the exterior of the building is now designated a Seattle landmark as of December 7, 2010, per the City of Seattle website showing the ordinance's signature date by the Mayor (Ordinance No. 123487). The nearby Cassel Crag Apartments (1925), Chasselton Court Apartments (1925) and the Rhododendron Restaurant/Inn at Virginia Mason (1928) were also nominated to determine their status but were determined to not be landmarks on February 6, 2008, August 19, 2009, and October 7, 2009, respectively. Currently, adopted controls and incentives apply only to the Baroness Apartment Hotel. New development on the Madison block will be reviewed by the Department of Neighborhoods due to its adjacency to the Baroness Hotel and the Sorrento Hotel located across the street at the northwest corner of Madison Street and Terry Avenue. The purpose of this review is to ensure compatibility of the proposed development with the adjacent designated City landmark.

IV. **B. REPORT AND RECOMMENDATION OF THE DIRECTOR**

This section shows in **bold** the requirements of the Director's Report and recommendation on the Final Master Plan pursuant to SMC 23.69.032 E . Analysis follows each criterion, and relies upon all sources of information developed as part of the referenced code requirement, including both the Final Master Plan and Final EIS.

- E1. Within five (5) weeks of the publication of the final master plan and EIS, the Director shall prepare a draft report on the application for a master plan as provided in Section 23.76.050, Report of the Director.**

DPD published its notice of availability of the Final Master Plan and EIS on December 13, 2012. DPD completed this draft and submitted it to the CAC on January 17, 2013.

- E2. In the Director's Report, a determination shall be made whether the planned development and changes of the Major Institution are consistent with the purpose and intent of this chapter, and represent a reasonable balance of the public benefits of development and change with the need to maintain livability and vitality of adjacent neighborhoods. Consideration shall be given to:**
- a. The reasons for institutional growth and change, the public benefits resulting from the planned new facilities and services, and the way in which the proposed development will serve the public purpose mission of the major institution; and**
 - b. The extent to which the growth and change will significantly harm the livability and vitality of the surrounding neighborhood.**

The planned development and changes of the Major Institution, with the Director's recommendations, are consistent with the City's Major Institution Policies and Land Use Element of the Comprehensive Plan. Provided that the proposed Final Master Plan is appropriately mitigated, approval would foster a reasonable balance of the public benefits of development and change with the need to maintain livability and vitality of adjacent neighborhoods. This report summarizes mitigation in the form of recommended conditions to be included in approval of the Final Master Plan.

Virginia Mason has designed its proposed growth to reduce and remove impediments in its physical plan that limits its ability to meet its mission. Currently, Virginia Mason has approximately 1.3 million square feet, of which approximately 860,000 square feet of the space needs to be replaced to meet modern hospital guidelines. To meet its projected replacement and growth needs, Virginia Mason plans to add approximately 1.7 million square feet over the next 30 years, bringing the total campus development to approximately 3 million square feet.

Virginia Mason's stated mission:

"Virginia Mason: Patients First

Patients are the reason Virginia Mason exists. Therefore, patients are at the center of all Virginia Mason's considerations and decisions. All facilities and operations are designed to enhance the overall experience of the patient.

Virginia Mason's mission is to improve the health and well-being of the patients served. Virginia Mason aspires to be the Quality Leader and transform health care by leading the way to improve health care quality and patient safety. Everything Virginia Mason does is ultimately to improve patient health and well-being. This is accomplished by hiring the finest physicians and staff, achieving the best clinical outcomes, providing unsurpassed service and the safest, most efficient facilities for patients and their families.

Virginia Mason embraced advances and innovations in health care delivery to meet the ever-changing needs of patients. Today, this means providing hospital facilities that offer the technological and design advancements vital to patients in the 21st century. Virginia Mason is also committed to providing a broad range of services that improve one's sense of well-being and prevent illness. Virginia Mason is acclaimed for its expertise in providing services in Digestive Disorders, Neurosciences, Heart Care, Cancer Care, Orthopedics and Sports Medicine, and Urology."

To understand how this mission statement meets the intent of developing new MIMP's, SMC 23.69.002 provides some direction with language that describes the purpose and intent of the Major Institution code. Please refer to Section II. Goals, Mission and Objectives of this report.

Virginia Mason's need to replace existing aging facilities, develop core functions requiring 422,000 square feet of contiguous space, and its projected growth in medical needs to respond to the area's increasing aging population result in an increased pressure to a limited campus area. The area limits imposed in the existing Master Plan restrict Virginia Mason's ability to grow in a reasonable way. The Master Plan directs growth and change of the institution by expanding the physical campus and defining generally the future facility improvements. In order to achieve Virginia Mason's mission, the Major Institution Master Plan process focused on two alternatives; meeting its mission within the existing boundaries; and second by expanding the institutional boundary.

In addition to the identified public benefits inherent to Virginia Mason's core mission, this analysis considers other public benefits related to the proposed expansion and adopted in the Master Plan, such as the enhanced Transportation Management Program measures and maintenance and enhancement of the open spaces, landscaping, and pedestrian amenities throughout campus that are enjoyed by the wider community. DPD considers these benefits to be integral to the proposed expansion, addressing public benefits relevant to both the City's major institution policies.

Public comment throughout the MIMP process repeatedly addressed the issues of principal concern to the neighborhood: impacts of increased height, bulk and scale of development at

the edges of the MIO boundaries and encroachment of the campus on the adjacent residential and commercial neighborhood.

The Master Plan identifies physical improvements to grounds and facilities, intended to be sensitive to neighborhood impacts surrounding growth and change. The Master Plan also includes pedestrian, bicycle and transit improvements, as well as public access to on-site open space and landscaped areas. Virginia Mason proposes to designate as permanent open space 4% of an expanded campus.

E3. In the Director's Report, an assessment shall be made of the extent to which the Major Institution, with its proposed development and changes, will address the goals and applicable policies under Education and Employability and Health in the Human Development Element of the Comprehensive Plan.

The following policies and goals specifically pertain to the development and implementation of the MIMP:

- ◆ *HDG4 Promote an excellent education system and opportunities for life-long learning for all Seattle residents.*
- ◆ *HD15 Strive to support families so their children can be ready to learn as they enter school. Help coordinate service delivery to families and their children through school-linked programs and support services.*
- ◆ *HD20 Work with schools and other educational institutions, community-based organizations, and other governments to develop strong linkages between education and training programs and employability development resources.*
- ◆ *HDG6 Create a healthy environment where community members are able to practice healthy living, are well nourished, and have good access to affordable health care.*
- ◆ *HD21 Encourage Seattle residents to adopt healthy and active lifestyles to improve their general health and well-being. Provide opportunities for people to participate in fitness and recreational activities and to enjoy available open space.*
- ◆ *HD22 Work toward the reduction of health risks and behaviors leading to chronic and infectious diseases and infant mortality, with particular emphasis on populations disproportionately affected by these conditions.*
- ◆ *HD23 Work to reduce environmental threats and hazards to health. Make use of the City's building and fire codes, food licensing and permit processes, and hazardous materials and smoking regulations for fire and life safety protections. Collaborate through joint efforts among City agencies, such as fire, police, and construction and land use to address health and safety issues in a more efficient manner.*
- ◆ *HD24 Seek to improve the quality of, and access to, health care, including physical and mental health, emergency medical and addiction services. Collaborate with community organizations and health providers to advocate for quality health care and broader accessibility to services. Pursue co-location of programs and services, particularly in under-served areas and in urban village areas.*
- ◆ *HD25 Work with other jurisdictions, institutions and community organizations to develop a strong continuum of community-based long-term care services.*

The MIMP (pages 113-121) describes how the MIMP meets the goals of the Human Development element of the Seattle Comprehensive Plan goals listed above.

As stated in its Master Plan (page 90), "Virginia Mason's contribution to the community extends well beyond patient care. Virginia Mason believes it is essential to contribute at many levels to the communities where patients and staff members work and live. The organization has acted on that belief by contributing time, energy and money to efforts that benefit the region in the areas of improving health, offering free and subsidized care, and providing health professional education and research.

As a nonprofit organization, Virginia Mason uses its income to support the delivery of high-quality, safe care, investing in charitable care, equipment, facilities, electronic medical records and other innovations. Virginia Mason is committed, as its mission statement puts it, to improving "the health and well-being of the patients we serve." The organization does not have owners or shareholders who receive earnings from operations. Everything Virginia Mason earns over and above its costs goes back into the organization, and a portion is used to provide services that benefit the community."

Virginia Mason's community contributions are described on pages 90-93 of the MIMP and include: providing uncompensated care to patients who are uninsured, underinsured or otherwise unable to pay; subsidizing health services in emergency room care, Bailey-Boushay House and partnerships with public health; community health improvement through community health education, free health screenings, flu shots and health screenings to the homeless, and sponsorship of health support groups; support to education as a premier teaching hospital, faculty appointments, internships, and education and training; research; and environmental efforts to reduce energy use and waste.

E4. The Director's analysis and recommendation on the proposed master plan's development program component shall consider the following:

- a) The extent to which the Major Institution proposes to lease space or otherwise locate a use at street level in a commercial zone outside of, but within two thousand, five hundred (2,500) feet of the MIO District boundary that is not similar to a personal and household retail sales and service use, eating and drinking establishment, customer service office, entertainment use or child care center, but is allowed in the zone. To approve such proposal, the Director shall consider the criteria in Section 23.69.035 D3;**

Virginia Mason owns all of the property within its existing MIO boundary and all of the property within both areas proposed for the expansion of the MIO boundaries (a 20-foot portion of Lot 8 of Block 112 and all of the property on the 1000 Madison block). To provide a portion of its Code-required minimum parking supply, Virginia Mason leases parking at the following garages: Tate Mason, Avanti Apartments, Cabrini Towers, Cassel Crag, Copperfield, Exeter House, Horizon House, Landes, M Street Garage, Panorama House, Sorrento Hotel and Stimson Green Mansion, as shown in Figure 27 of the Final MIMP.

Metropolitan Park North and West facilities also provide leased space and parking to Virginia Mason. (Metropolitan Park is in a downtown zone. Space leased by a Major Institution in a downtown zone is exempt from the 2,500-foot concerns regarding parking or leasing, per SMC 23.69.022, section C.)

Virginia Mason also leases space from the First Baptist church at 1111 Harvard Avenue for the Bright Horizons Child Care Center, and leases space from Polyclinic for their playground on Spring Street between Boylston Avenue and Harvard Avenue. Bright Horizons runs a day care program at this location. The day care program is available to, but not limited to, children of Virginia Mason employees.

Virginia Mason proposes to continue to lease space as allowed pursuant to SMC 23.69.022.

- b) The extent to which proposed development is phased in a manner which minimizes adverse impacts on the surrounding area. When public improvements are anticipated in the vicinity of proposed Major Institution development or expansion, coordination between the Major Institution development schedule and timing of public improvements shall be required;**

The FEIS addresses phasing in Section 2.4.1 on page 2-20 and in Section 2.4.2 on page 2-30. The Final Master Plan identifies project phases on pages 73-76. In the Final MIMP, Virginia Mason has anticipated construction of either hospital or clinic space to occur in the next ten years.

Virginia Mason has identified two major development sequences and some minor projects that may occur with the MIMP, with one sequence focused first on replacing hospital space, and the second sequence focused first on replacing clinic space. For these, the planned and potential development sequencing would be as follows and illustrated on Figure 3 above. Construction of the buildings shown on Figure 3 on the perimeter of the campus (1H-1000 Madison block, 1C-Cassel Crag and Blackford Hall, and possibly the R-Ninth Avenue Garage site and the M-University/Terry Parking Lot site), could potentially begin within the first ten years after adoption of the Master Plan. Development of buildings designated as 2C or 2H would likely occur in the second ten years, and the redevelopment of the central hospital core (3C, 4C and 3H) would occur within the later phase of the Master Plan.

At the time of project-level permitting, Virginia Mason will coordinate with any public agencies constructing improvements in the vicinity of the MIO. DPD requires that concept (30 percent) street improvement plans be developed for Madison Street, a High Capacity Transit Corridor, and submitted to SDOT for review and acceptance prior to Master Use Permit submittal for development on this block. The plan elements are described in the recommended conditions below.

DPD Recommendation -- These conditions are reiterated in Section VII.

- ① **Concept Streetscape Design Plan for Madison Street.** Prior to Master Use Permit submittal of the Madison block redevelopment submit to SDOT for review and acceptance a concept streetscape design plan for the north side of Madison Street between Boren and Terry Avenues. Virginia Mason shall submit a draft of the Plan to the Standing Advisory Committee for its review and comment concurrent with its review by SDOT.

The plan shall be prepared consistent with the provisions of the Seattle Right-of-Way Improvements Manual. Per Seattle's 2012 Transit Management Plan, a Bus Rapid Transit line will run on Madison and will have a westbound stop on or near the 1000 Madison block. Elements of the concept streetscape design plan for Madison must include, but are not limited to: a minimum 18 foot wide sidewalk; street trees and landscaping; continuous façade mounted overhead weather protection; seating and leaning rails; pedestrian scaled lighting; transit patron amenities, such as real-time bus arrival displays; and way finding directing pedestrians to campus uses and other transit options besides Bus Rapid Transit such as the First Hill Street Car or transit connections to Sound Transit light rail.

- c) **The extent to which historic structures which are designated on any federal, state or local historic or landmark register are proposed to be restored or reused. Any changes to designated Seattle Landmarks shall comply with the requirements of the Landmarks Preservation Ordinance. The Major Institution's Advisory Committee shall review any application to demolish a designated Seattle Landmark and shall submit comments to the Landmarks Preservation Board before any certificate of approval is issued;**

As discussed above, there is one development site containing a designated historic structure on the existing campus: the Baroness Hotel. The Baroness Hotel (1930) was nominated and the exterior of the building is now designated a Seattle landmark as of December 7, 2010, per the City of Seattle website showing the ordinance's signature date by the Mayor (Ordinance No. 123487). The nearby Cassel Crag Apartments (1925), Chasselton Court Apartments (1925) and the Rhododendron Restaurant/Inn at Virginia Mason (1928) were also nominated to determine their status but were determined to not be landmarks on February 6, 2008, August 19, 2009, and October 7, 2009, respectively. Currently, adopted controls and incentives apply only to the Baroness Hotel.

Any development at this site will proceed in accordance with the incentives and controls imposed on the property by the City Council through the Ordinance. For a building designated as a City landmark, changes to the designated features of the building will be reviewed by the Landmarks Preservation Board as a part of the Certificate of Approval process. The Landmarks Preservation Board reviews Certificates of Approval to ensure that change is managed in a way that respects the historical significance of the designated landmark. Development on the Madison block will be reviewed by the Department of Neighborhoods due to its adjacency to

the Baroness Hotel and the Sorrento Hotel located across the street at the northwest corner of Madison Street and Terry Avenue. The purpose of this review is to ensure compatibility of the proposed development with the adjacent designated City landmark.

Some members of the public have expressed interest in historic nomination or protection of additional buildings. On page 3.8-7 of the Final EIS, it states that when Virginia Mason moves forward with Master Use Permit (MUP) application for development that would include the demolition or substantial alteration to a building 50 years or older and/or public comment suggests that the building is historic, a referral will be made to the City's Historic Preservation Officer, pursuant to the City's SEPA policies as established in SMC 25.05.675H or Virginia Mason may submit a landmark nomination application to the Landmarks Preservation Board in advance of the MUP. No other existing buildings within the MIO or on the 1000 Madison block are designated on any federal, state or local historic or landmark registers.

d) The extent to which the proposed density of Major Institution development will affect vehicular and pedestrian circulation, adequacy of public facilities, capacity of public infrastructure, and amount of open space provided;

The FEIS addresses the impacts on vehicular and pedestrian circulation, adequacy of public facilities, capacity of public infrastructure, and open space. The impacts of the proposed density of Virginia Mason on circulation, public facilities, infrastructure, and open space will be adequately mitigated in the MIMP and by SEPA mitigation identified in the FEIS. Each element is discussed below.

Proposed Density

In accordance with the Major Institutions Code at SMC 23.69.030.E.2, density on campus is calculated using Floor Area Ratio (FAR). The Final MIMP calculates FAR over the entire campus and does not apply specific FAR limits to individual sites, consistent with other master plans. Currently, the FAR for the campus is 3.99. The expired MIMP allowed an FAR of 4.3. At full build-out under the Final MIMP, the FAR will increase to 8.1 (approximately 3 million square feet). Lot coverage is proposed to decrease from the approximately 98% that exists today to 96%, and open space to increase from approximately 2% to 4% at full build out.

Vehicular and Pedestrian Circulation

Circulation issues are primarily discussed in the MIMP on pages 59-63 and in various places in the FEIS and specifically in the Transportation Section 3.9. Virginia Mason's campus is crossed by Seneca and Spring Streets, 9th Avenue, and a portion of Terry Avenue. The northwest corner of the campus connects with the Pigott Corridor, a pedestrian corridor leading to Freeway Park. The MIMP calls for strengthening existing pedestrian connections at street level through the campus with focus on two pedestrian corridors, between the corner of the Pigott Corridor at the corner of University/Ninth Avenue and Madison/Boren, and between the Pigott Corridor along Ninth Avenue to Madison Street as shown in Figure 21 on page 51 of the Final MIMP. As individual blocks or frontages develop along any of the streets within the MIO, any pedestrian facilities (sidewalk plus planting strips) that do not meet established city standards that exist at the time of redevelopment will be brought up to those standards. An evaluation of accessibility

will be performed as part of this analysis and measures included for ADA accessibility where feasible.

Virginia Mason has set a goal of maintaining SOV below 30%, well below the goal of 50% set by the SMC, thus reducing total vehicular traffic. Virginia Mason intends to strengthen some access points both to improve campus identity and the sense of arrival for campus visitors. This will include signage at the corner of Boren Avenue and Madison Street on the expanded campus.

Virginia Mason already includes pedestrian pathways available for staff, neighbors and the public to access and, where appropriate, to cross the campus. Virginia Mason's proposed circulation improvements would allow for improved definition and clarity of circulation routes to ease wayfinding. The FEIS addresses additional mitigation for traffic and parking impacts associated with both planned and potential development, to be implemented at the time of new development.

DPD Recommendation -- These conditions are reiterated in Section VII.

- ❶ Prior to approval of the first Master Use Permit for development under the final MIMP, submit to DPD for review and approval a comprehensive wayfinding plan incorporating entry points to and through the campus for pedestrians, bicyclist and motorist. DPD shall consult with SDOT in its review. Virginia Mason shall submit a draft of the Plan to the Standing Advisory Committee for its review and comment concurrent with its review by SDOT.

Adequacy of Public Facilities

Several bus stops are located within a quarter mile of the Major Institution Master Plan boundaries which have a very high number of on/off boardings (e.g., Madison/Boren, 9th/Spring, Seneca/9th). These boardings are expected to increase as a result of the proposal. Therefore, DPD and SDOT recommend the following condition.

DPD Recommendation -- These conditions are reiterated in Section VII.

- ❶ Virginia Mason will coordinate with King County Metro to ensure existing transit stops are not impacted by development.
- ❷ Current transit stops shall be incorporated in street improvement plans submitted with development. Amenities such as benches, landscaping should be provided and maintained by Virginia Mason.
- ❸ Virginia Mason shall provide and maintain recycling and trash receptacles at any bus stop directly abutting Virginia Mason Development.

Capacity of Public Infrastructure

There are no planned infrastructure improvements at this time. Existing utilities appear to have the capacity needed to provide services to the campus. However, Seattle Public Utilities (SPU) has identified two sewer mainline pipe segments on Seneca Street with potential capacity concerns for future development in the area of Seneca between Terry and Boren Avenues and between 8th and Terry Avenues. No system expansions are contemplated by SPU at this time. The adequacy of utilities will be reevaluated as part of the SEPA review and permitting process for each individual project.

Open Space

The MIMP discusses open space and landscaping, landscape plans and designated open spaces on pages 50-55. Virginia Mason's prior MIMP required a minimum of 1% of the campus be set aside as open space. Based on the existing combined lot area of 308,110 square feet within the existing MIO boundary, the required open space would be 3,081 square feet, which can be provided at ground level or on upper level plazas. Virginia Mason exceeded this requirement through its participation in the creation of the Pigott Corridor to Freeway Park and the existing plaza on the west side of the Lindeman Pavilion. Over 6,000 square feet of the northern end of the BRI parcel currently contributes to the Pigott Corridor, which is a key route that links First Hill with downtown through Freeway Park. The setback area is defined as "dedicated open space" of the Virginia Mason MIO district and will continue to be protected and preserved. The existing plaza on the west side of the Lindeman Pavilion contributes an additional 3,400 square feet of publicly accessible open space.

Virginia Mason is proposing that a minimum of 4% of the area of the campus be provided as dedicated open space. This is an amount equal to approximately 16,000 square feet of the expanded MIO district at full build out of the Proposed Action. Future open space area will include the retention of the 6,000 square feet of landscaped open space adjacent to the Pigott Corridor, and a new plaza proposed for either the north corner of Ninth Avenue and Seneca Street or a linear plaza along the east side of University Street when Phase 2 of Lindeman Pavilion is designed and constructed. Virginia Mason will provide a public open space plaza incorporating the existing 3,400 square feet just west of the Lindeman Pavilion with an additional 6,600 square feet for a total area of 10,000 square feet. The exact location and configuration of this space within the larger area shown on Figure 21 in the Final MIMP will depend upon decisions concerning parking entrances, and factors such as the future development program of this site. Virginia Mason will work with both Horizon House and the Standing Advisory Committee to identify the location, design, and accessibility, of this important open space feature. See Figure 21 on page 51 Existing and Future Landscape/Open Space Plan of the Final MIMP.

In addition to the identified open space areas described above, as Virginia Mason develops designs for future buildings, Virginia Mason intends to identify opportunities for other open space plazas and rooftop gardens, but such improvements would be in addition to and beyond meeting the open space development standard of 4% of the campus area.

DPD Recommendation -- These conditions are reiterated in Section VII.

- ① Given prior agreements between Virginia Mason and Horizon House, prior to issuance of a Master Use Permit for redevelopment of the Lindeman block, Virginia Mason shall present the open space plan to the Standing Advisory Committee and to Horizon House for review and comment, and obtain DPD approval of the plan. Provision of a total of 10,000 square feet in open space on this block shall be a requirement of development approval of the plan.
- ② In the event a development footprint on the Lindeman block would preclude 10,000 square feet of public open space on that block, Virginia Mason shall submit a plan for review and comment by the Standing Advisory Committee that shows Virginia Mason's actual open space plan for this site and where the remaining open space requirement would be provided. Prior to issuance of a Master Use Permit for the Lindeman block site or for any development or addition exceeding 4,000 square feet on the site, Virginia Mason shall present the open space plan to the Standing Advisory Committee for review and comment, and obtain DPD approval of the plan. Provisions of this open space shall be a requirement of development approval of the plan. Relocation of open space from the Lindeman Pavillion block to another location within the campus shall include an open space concept plan, including a Shadow Study, for the new location and will be reviewed as a minor amendment to the Master Plan.

e) The extent to which the limit on the number of total parking spaces allowed will minimize the impacts of vehicular circulation, traffic volumes and parking in the area surrounding the MIO District.

The Seattle Municipal Code restricts parking supply to 135% of the minimum required amount. As stated in the MIMP (page 97) and FEIS (page 3.9-29), under current conditions, the current supply of 1,426 stalls is under both the minimum allowable parking supply of 1,667 spaces and the maximum allowable parking supply of 2,250 spaces. Of the current parking supply of 1,426 spaces, Virginia Mason leases 307 spaces from nearby property owners. At full build-out of planned and potential projects, the maximum allowed parking will rise to 4,041. Virginia Mason will be required to provide parking within the projected minimum and maximum range. Currently, the recommended parking supply at full build out is 4,000 spaces.

Changes in transportation travel modes due to light rail access, implementation of services that allow improved electronic communication between patients and physicians, and increases in the cost to operate a vehicle may reduce the number of parking stalls needed to serve the increased demand resulting from Master Plan projects. Provision of new parking stalls associated with the development of any proposed or potential projects will be assessed during the project planning, programming and design phases. Virginia Mason proposes to construct new parking with each new development and/or continue leasing needed spaces in off-site parking lots.

The analysis in the FEIS supports the amount of parking to be provided to address both parking and transportation impacts. The FEIS discloses traffic and parking impacts. DPD recommends conditioning to limit these impacts pursuant to SEPA authority, as discussed in Section VI below.

E5. The Director's analysis and recommendation on the proposed master plan's development standards component shall be based on the following:

- a) The extent to which buffers such as topographic features, freeways or large open spaces are present or transitional height limits are proposed to mitigate the difference between the height and scale of existing or proposed Major Institution development and that of the adjoining areas. Transitions may also be achieved through the provision of increased setbacks, articulation of structure facades, limits on structure height or bulk or increased spacing between structures;**

Virginia Mason's existing campus is zoned MIO 240 and is surrounded on all sides by property zoned HR with a base height of 160 feet and a maximum height of 300 feet. The 1000 Madison block expansion area is zoned HR on the north half of the block and NC3P-160' on the south half of the block along the principal arterial of Madison Street. Virginia Mason has proposed a MIO 240 for the entire block. Boren Avenue, a 66-foot-wide principal arterial, separates the east boundary of the southeast quarter of the campus from the HR zoned properties located on the east side of Boren Avenue. Madison Street, a 66-foot-wide principal arterial, separates the new south boundary from the Swedish Hospital campus MIO with a height limit of 70 feet.

Development controls have been included within the MIMP to reduce bulk and scale impacts at campus edges and along all street frontages, in particular for projects along the MIO's expanded southern border on Madison Street and Boren and Terry Avenues. Along Madison Street a 10 foot setback will be required for facades less than 45 feet in height and a 40-foot setback for facades greater than 45 feet in height. The street level setback will allow for greater sidewalk width along Madison Street and the 40-foot upper level setback will provide a transition between the 160-foot height zone east and west of the expanding boundary and the overlay across Madison Street that limits structures to 70 feet in height. Setbacks along Boren and Terry Avenues will be 10 feet at the property line and 20 feet for facades greater than 45 feet in height.

Virginia Mason has indicated that it intends to develop the campus edge along University Street in accordance with the Horizon House agreement, which specifies required setbacks ranging from seven feet for facades less than 45 feet up to 20 feet for facades greater than 75 feet. The Benaroya Research Institute will remain under this final MIMP and has been conditioned to a height of 120 feet. The campus core between Seneca Street and Spring Streets and east of 9th Avenue has the largest single development site. The block has been divided into an East, Center and West Hospital Section. Although ultimately the three sections will comprise a single building, each section with facades greater than 45 feet will have varying setbacks to reduce the appearance of bulk and scale (See pages 34 and 35 of the Final MIMP for a graphic presentation of setbacks).

The most sensitive campus boundaries are located at the southwest corner of the campus (Ninth Avenue Garage) and at the northeast corner (University/Terry Parking Lot and Cassel Crag/Blackford Hall). The existing Ninth Avenue garage located at the northwest corner of 9th Avenue and Spring Street has been identified as a Planned Project. The site could be redeveloped with underground parking and medical research space above. In the Final MIMP, Virginia Mason proposed a zero setback from the alley and a 10 foot setback for facades greater than 45 feet, consistent with the underlying HR zone. Virginia Mason has subsequently agreed to the CAC recommendation that setbacks on Ninth Avenue Garage site be revised to increase separation from the residential buildings location to the west. A condition of MIMP approval is to revise the setbacks to show a minimum setback of seven feet for portions of the building 45 feet or less in height and 12 feet for portions of the building above 45 feet in height. See Condition 15 in Section VII.

The Cassel Crag/Blackford Hall site and the University/Terry Parking lot site both abut properties located outside of the MIO. The Cassel Crag/Blackford Hall site located at the northeast corner of Seneca Street and Terry Avenue is also identified as a Planned Project and could be redeveloped with below grade parking and clinic space above. Currently a driveway separates a portion of the Virginia Mason property from the HR-zoned property to the east; however the driveway does not extend the entire length of the block. The interior lot line measures 240 feet in length. The lot line was incorrectly shown in the Final MIMP as abutting an alley. Correction of the description to an interior lot line is a condition of this report (see Conditions 16 through 18 in Section VII). The setback will comply with the underlying zoning requirements and will have a setback of 7 feet from the property line and 20 feet for portions of the façade greater than 45 feet in height.

The University/Terry site is currently a paved parking lot located at the northeast corner of Terry Avenue and University Street and has been identified as a Potential Project. The site could be redeveloped with below grade parking and medical uses above. This interior lot line measures 120 feet in length and will have a setback of 7 feet from the property line and 20 feet for portions of the façade greater than 45 feet. (See Section C.3 of the Final MIMP for greater detail of proposed structure setbacks within the MIO).

The existing campus is located in the City of Seattle's First Hill Urban Center Village which has been identified by the City as an area targeted to accommodate future growth. The surrounding uses include: to the north Horizon House, a continuing care retirement community; immediately east are multi-family buildings and the Sunset Club, a private fraternal club. To the south across Madison Street is the Cabrini First Hill Senior Apartments. Nearer the existing hospital, also to the south, are multi-family buildings. The Sorrento Hotel is located immediately west of the 1000 Madison block. The areas to the north and east are primarily developed with multi-family apartment and condominium buildings. Swedish Medical Center's First Hill Campus is located on the south side of Madison, to the immediate southeast of the 1000 Madison block.

The area of First Hill/Capitol Hill where the Virginia Mason campus is located is undergoing redevelopment and the level of development continues to intensify. Three major institutions in the First Hill neighborhood have updated, or are in the process of updating, their Major Institution Master Plans (Swedish Medical Center – First Hill Campus, Seattle University, and

Harborview Medical Center) and all include increases in intensity or density of development, increases in building heights, and provision for additional parking. Within the First Hill/Capitol Hill area, new non-institutional office and residential developments are occurring in mid to high-rise buildings. As this area is one of the City's designated Urban Centers, this trend of intensification in the area is expected to continue for the foreseeable future.

The proposed development would be generally compatible in height with the new development that is occurring in the neighborhood and is consistent with the goals and policies of the City's Comprehensive Plan that call for urban infill development with the greatest densities and widest range of land uses to be accommodated within Urban Centers, of which First Hill is one. Redevelopment of the Virginia Mason campus would also be consistent with and represent a continuation of the current trend of intensification in the First Hill neighborhood.

Ultimately, future development must address concerns about how Virginia Mason interfaces with its streetscapes and the neighborhood, by incorporating human-scaled elements, modulation, and architectural features that communicate attention to human proportion and an appropriate transition from buildings with greater height, bulk and scale to existing development in the immediate area. In addition to building setbacks, façades 110 feet in width will be modulated and design guidelines have been developed with the final MIMP and are detailed in Appendix E.

Section E of the Design Guidelines (pages 43 – 48) provides guidance for Design and Construction of new buildings on campus. Design considerations relate to the pedestrian scale, street scale and building block scale. Specific attention is given to massing and views from sidewalks, streets and surrounding residential buildings. An important design element discussed throughout the major institutional master plan process was the attention to the treatment of both the lower and upper level facades. Many of the surrounding uses are residential buildings which have views of the existing and future upper level facades of buildings on the Virginia Mason campus. As identified by the Citizen Advisory Committee in its February 9, 2013 comment letter to DPD the following additions shall be made to the Design Guidelines, and included as Conditions 23 through 25 in Section VII of this report:

DPD Recommendation -- These conditions are reiterated in Section VII.

- ❶ On page 44 of the Design Guidelines (Appendix E of the Master Plan), the following sentence shall be added to the first paragraph on the right side of the graphic:

"The views of upper level facades are of great importance to residents in surrounding highrise buildings." Building modulation and window patterns.....
- ❷ On page 45 of the Design Guidelines (Appendix E of the Master Plan) under 2.b Multiple Views add "upper level facades" to view considerations.
- ❸ On page 74 of the Design Guidelines (Appendix E of the Master Plan) under 5.1 Consider the building from multiple vantage points add "Views of Upper Level Facades".

DPD Recommendation -- These conditions are reiterated in Section VII.

- ① No un-modulated façade shall exceed 110 feet in length. Modulation shall be achieved by stepping back or projecting forward sections of building facades. Modulation shall be perceivable at the building block scale which is identified as 200-400 feet in the Design Guidelines.

The 9th Avenue Garage site represents a sensitive transition to off campus residential uses. The final MIMP proposes a zero setback adjacent to the 16-foot wide alley for portions of the structure 45 feet in height and a ten foot setback for portions of the structure greater than 45 feet in height. To address the campus boundary and concerns raised by the Citizen Advisory Committee and neighboring property owners the setbacks along 9th Avenue and the alley for the Ninth Avenue Parking Garage redevelopment, shall be amended as follows:

DPD Recommendation -- These conditions are reiterated in Section VII.

- ① Amend the text on page 32 of the Final MIMP under Proposed Structure Setbacks, Figures 10 and 14 and Table 8 of the Final MIMP to state and show graphically that the future building located on the 9th Avenue Garage redevelopment site will have a maximum depth (east/west) of 93 feet. The east and west lower and upper level building setbacks shall be based on the merits of the building design and by balancing the needs of the residents to the west and the needs of the pedestrian experience on 9th Avenue. A minimum setback of seven feet shall be required for portions of the building 45 feet or less in height and 12 feet for portions of the building above 45 feet in height.

- b) The extent to which any structure is permitted to achieve the height limit of the MIO District. The Director shall evaluate the specified limits on the structure height in relationship to the amount of MIO District area permitted to be covered by structures, the impact of shadows on surrounding properties, the need for transition between the Major Institution and the surrounding area, and the need to protect views;**

The development program laid out in the final MIMP identifies potential building massing with enough specificity that some of their potential impacts can be anticipated. The final MIMP discusses building heights on pages 63-68. Chapter 3.6 of the FEIS presents a detailed shadow analysis for various times of day and year. The final MIMP discusses building setbacks on pages 32-45. These discussions analyze these questions as far as the available information permits. Impacts from additional bulk and scale cannot be fully analyzed due to the preliminary conceptual level at which each building has been designed. The final MIMP includes a set of design guidelines (Appendix E) that will help address how building design will mitigate impacts from additional bulk and scale of new construction at specific sites. If necessary, additional consideration of potential bulk and scale impacts will occur at the time of MUP review of future projects.

As described above, Figure 5 and Table 1 identify both the MIO height districts listed in SMC 23.69.004, and show in parenthesis lower heights that Virginia Mason has agreed to maintain for the duration of the MIMP. Those lower heights are denoted as “conditioned heights.” For the four existing buildings that will be retained (BRI, Lindeman, Jones Pavilion, and the Baroness) some existing mechanical equipment exceeds the “conditioned heights.” For new construction, Virginia Mason is proposing that rooftop mechanical space/penthouses, with the exception of minor plumbing and ventilation stacks, will be included within and limited to the MIO height or conditioned height, whichever is lower.

There are two designated scenic routes in the vicinity of the Virginia Mason Medical Center campus - Boren Avenue and Interstate 5. Boren Avenue affords views looking north toward Lake Union and west toward Elliott Bay. Proposed development on the 1000 Madison block would not extend into the Boren Avenue right-of-way, nor would it affect northerly views. The north and south facades of the future buildings are proposed to be set back from the property lines by 7 to 10 feet at ground level (depending on location) and 20 feet above a height of 45 feet. No building facades would extend into the westerly view corridors from Boren Avenue.

Preliminary analysis indicates that there are four designated landmark structures in the general vicinity of Virginia Mason Medical Center's existing campus: the Baroness Apartment Hotel, the Sorrento Hotel, the Dearborn House and the Stimson Green Mansion. Both the Dearborn House and the Stimson Green Mansion are located on Minor Avenue roughly one block east of the Virginia Mason Medical Center campus. As such, views of these two buildings would not be affected by development alternatives associated with Virginia Mason Medical Center's proposed MIMP. New development on the 1000 Madison block is proposed to be set back from the Baroness Hotel (20 feet on the east side and 40 feet on the south side) and set back from the abutting streets by a minimum of 10 feet with additional setbacks proposed at upper building levels. Street level views of the Baroness and the Sorrento Hotel would not be affected. However, existing upper-level views of the Baroness and the Sorrento Hotel over the existing one-story development could be affected by the proposed MIMP development.

There is an existing skybridge across Seneca Street and additional skybridges are proposed to connect future development. The EIS includes visual simulations of the potential skybridges in Section 3.6. With each future skybridge permit application, a more detailed analysis of whether Elliott Bay views from Boren would be affected and mitigation measures proposed if needed such as increasing the transparency, increasing the height above the street, or moving the location farther up or down the hillside. Interstate 5's view corridor looks west and south. Virginia Mason Medical Center's campus is located to the east of this route.

DPD concludes that the proposed MIO height district of MIO 240, with lower heights conditioned as shown on Figure 5 and Table 1 of this report, and on Figure 20 of the Final MIMP, and the proposed setbacks as shown on Figures 10-18 and described in Tables 5-12 of the Final MIMP foster an appropriate transition both to the lower neighborhood commercial zone (NC3P-160) to the south as well as the higher residential zone of HR that surrounds the other edges of the campus. The campus is located in the First Hill Urban Center Village characterized by higher densities, diverse mix of uses, housing and employment opportunities. The height and density, as conditioned, of the Virginia Mason campus is appropriate in the context of the Urban Center. As currently proposed with the recommended conditions, DPD

considers the Master Plan's design guidelines (Appendix E to the Final MIMP) to be appropriate for this stage of the planning process. The combination of the development standards and design guidelines will help shape the design of future development; however continued community based public participation is essential in considering the integration of future development. DPD recommends that this continued participation utilize the Standing Advisory Committee (SAC) structure and that this style of review comports with the duties and function typical of a SAC.

DPD Recommendation -- These conditions are reiterated in Section VII.

- ❶ With each Master Use Permit application, and each skybridge term permit application, Virginia Mason shall provide an updated view corridor analysis for that specific project.
- ❷ Specific buildings have been conditioned to have lower height limits than the MIO 240 (BRI, Lindeman, Jones Pavilion and the Baroness Hotel). Existing and any future buildings that have not been identified in the MIMP may not exceed the conditioned height limits on these sites. Conditioned heights are shown on page 47 of the final MIMP.
- ❸ For new construction, mechanical equipment, screening and penthouses, with the exception of minor plumbing and ventilation stacks, may not exceed the MIO height limit of 240 feet or the conditioned height, whichever is lower.

c) The extent to which setbacks of the Major Institution development at the ground level or upper levels of a structure from the boundary of the MIO District or along public rights-of-way are provided for and the extent to which these setbacks provide a transition between Major Institution development and development in adjoining areas;

Setbacks are discussed in the final MIMP on pages 32-45. Generally, the MIMP proposes 10-foot ground-level setbacks at street edges with greater setbacks proposed for heights above 45 feet. The proposed ground level setbacks adhere to or are in excess of the requirements of the underlying zone. For the central hospital block between Seneca and Spring Streets, upper-level setbacks of between 20 and 60 feet are provided. Along Madison Street, the building is proposed to be setback 10 feet from the property line at ground level to provide wider sidewalks, and 40 feet for portions of the structure that are above 45 feet in height. Virginia Mason has agreed to the CAC recommendation that setbacks along the alley side of the Ninth Avenue Garage site be increased beyond those required by the underlying HR zoning to a minimum of 7 feet at ground level and up to 45 feet in height, and a minimum of 12 feet above 45 feet in height. The ground- and upper-level setbacks specified provide an adequate transition between development under the MIMP and adjacent uses.

As discussed above, DPD recommends that Council adopt the conditions outlined in Section III and reiterated in Section VII.

- d) The extent to which the allowable lot coverage is consistent with permitted density and allows for adequate setbacks along public rights-of-way or boundaries of the Major Institution Overlay District. Coverage limits should ensure that view corridors through Major Institution development are enhanced and that area for landscaping and open space is adequate to minimize the impact of Major Institution development within the Overlay District and on the surrounding area**

The Major Institutions Code does not set a limit on allowable lot coverage, but the MIMP establishes an upper limit of 96%. The MIMP discusses lot coverage on page 49. The lot coverage of the existing campus is 98%; at full build-out that number is expected to decrease to 96%, with an increase in open space from the existing 2% to a minimum of 4%. The proposed 10-foot ground level setbacks from property lines at street frontages (with a minimum 7-foot setback from 9th Avenue on the Ninth Avenue Garage site in accordance with the CAC recommendation) allows for adequate setbacks along public rights-of-way and MIO boundaries. It also allows Virginia Mason to provide for landscaping, open space, and pedestrian amenities along the sidewalk areas. The proposed lot coverage limit would work in concert with proposed setbacks, FAR, open space, and height limits to provide for improved transitions in height, bulk, and scale to surrounding neighborhoods.

Generally, the plan calls for setbacks that are equal to or greater than those required by the underlying zoning. There are view corridors along east-west streets that cross the campus from Boren Avenue, and the Final MIMP proposes setbacks intended to maintain and protect those new view corridors. Taken together with recommended conditions, the proposed development standards, siting considerations, and the distribution of MIO height limits represent a reasonable strategy for mitigating the impact of Virginia Mason development.

- e) The extent to which landscaping standards have been incorporated for required setbacks, for open space, along public rights-of-way, and for surface parking areas. Landscaping shall meet or exceed the amount of landscaping required by the underlying zoning. Trees shall be required along all public rights-of-way where feasible;**

The final MIMP addresses landscaping on pages 50-55. Virginia Mason has stated that the focus of the open space and landscaping of the Virginia Mason Master Plan is to improve the quality of the urban streetscape connections within the public right-of-way surrounding the campus. Virginia Mason's location benefits from the adjacent Freeway Park and the nearby First Hill Park (one block to the east). Virginia Mason is proposing three categories to describe planned landscaping, open space and public amenities:

- ◆ Existing and proposed landscaping within Virginia Mason's boundaries
- ◆ Existing and proposed open space (including landscaped open space) within Virginia Mason's boundaries
- ◆ Existing and proposed public amenities located within or adjacent to street rights-of-way

Figure 21 on page 51 of the Final MIMP locates the existing and future landscape and open space features on campus.

Within the Virginia Mason boundaries, existing landscaping is located in planting areas adjacent to existing buildings, in the courtyard entrance to the Cassel Crag Building, and within the landscaped open space area adjacent to the Pigott Corridor. The landscaping includes a variety of shrubs, Pacific Northwest varieties such as azaleas, rhododendrons, roses, and other planting material. Virginia Mason has just completed, via a partnership with Horizon House and Seattle Parks, a plan to reinvigorate and make safety improvements to the Pigott Corridor as recommended in the “New Vision for Freeway Park” (Project for Public Spaces, January 2005) and will participate as appropriate in plans to improve and maintain the public amenity. Virginia Mason continues to jointly maintain the landscaping with Horizon House under an agreement with the City of Seattle Parks Department.

Virginia Mason is embarking upon a multiyear project to significantly upgrade its landscaping. The planning for these improvements is occurring in collaboration with regionally respected landscape architects and designers. Virginia Mason’s stated goals are to create green spaces that use native noninvasive plants, reduce water and fertilizer consumption, align with good urban landscaping design practices and enliven the urban pedestrian experience. This design will be presented to the Standing Advisory Committee for their input as it evolves. In addition to the planned upgrade of existing landscaping, future landscaping will be designed for locations within the building setback areas identified in Section C.3 of the Final MIMP and considered for rooftops (green roofs) and building terraces where feasible. Unless designated as usable open space, access landscaped rooftops may be limited to coincide with the building hours of operation and/or due to security policies in effect at the time.

The Citizen Advisory Committee is committed to maintaining existing mature street trees wherever feasible, and installing additional street trees where appropriate. A statement on page 54 of the Master Plan identifies, in the CAC’s opinion, a short life span for street trees (approximately 15 years). This statement might be construed that less effort will be made to retain existing mature trees in the rights-of-way when new buildings are constructed. Therefore DPD recommends the Master Plan language be amended.

DPD Recommendation -- These conditions are reiterated in Section VII.

- ① On page 54 of the final MIMP, fourth paragraph – fourth sentence shall be amended as follows:
“~~The average life of a street tree in Seattle is approximately 15 years, demonstrating an ongoing need for~~ Virginia Mason ~~to be~~ is committed to maintaining mature street trees where possible, and replacing trees as needed over time.

f) The extent to which access to planned parking, loading and service areas is provided from an arterial street;

Local access to Virginia Mason is from arterials and local streets. Boren Avenue and Madison Street have some restricted left turns and limitations on driveways. Virginia Mason existing and

proposed parking access/egress, patient drop-off/pick-up, and emergency access/egress locations are shown on Figure 30 on page 100 of the Final MIMP.

Entries to parking facilities are distributed around the campus to disperse traffic and avoid conflicts with major traffic flows. The most likely vehicle access/egress locations are identified on Figure 30 of the Final MIMP, but other locations may be developed without Master Plan amendment. Additional environmental impact review may be necessary with specific project permitting.

DPD Recommendation -- These conditions are reiterated in Section VII.

- ① With each subsequent Master Use Permit application, Virginia Mason shall provide an analysis of impacts of parking driveways, loading and service area drives, and pick-up/drop-off areas on pedestrian and vehicular flow on the surrounding sidewalks and streets. Appropriate design measures shall be identified and implemented to avoid adverse impacts to pedestrians, bicyclists and motorists.

- g) The extent to which the provisions for pedestrian circulation maximize connections between public pedestrian rights-of-way within and adjoining the MIO District in a convenient manner. Pedestrian connections between neighborhoods separated by Major Institution development shall be emphasized and enhanced;**

The MIMP (pages 59-60) identifies the current and proposed system of pedestrian circulation.

To improve connections for pedestrians, Virginia Mason is proposing to strengthen existing pedestrian connections at street level through the campus with focus on two pedestrian corridors, between the corner of the Pigott Corridor at the corner of University/Ninth Avenue and Madison/Boren, and between the Pigott Corridor along Ninth Avenue to Madison Street as shown in Figure 21 on page 51 of the Final MIMP. As individual blocks or frontages develop along any of the streets within the MIO, any pedestrian facilities (sidewalk plus planting strips) that do not meet established city standards that exist at the time of redevelopment will be brought up to those standards. An evaluation of accessibility will be performed as part of this analysis and measures included for ADA accessibility where feasible.

One pedestrian corridor would extend from the east end of the Pigott Corridor in an easterly direction along University, from the north to south along Terry to Madison (through an interior connection in the redeveloped central block, similar to the current breezeway), and then east along the face of Madison to Boren. A second pedestrian corridor would be north-south along 9th Avenue between the east end of the Pigott Corridor and Madison Street. The Breezeway (pedestrian corridor) between Seneca and Spring Streets is open 24 hours per day, 7 days a week, 365 days per year at Terry Avenue, per "Covenant with Respect to Pedestrian Pass-Through and Walkway" referenced in the Terry Avenue Street Vacation Ordinance (Ordinance 101874). Other future internal passages will be subject to the hours of operation of the buildings in which they are located. The other pedestrian corridors shown on the map are exterior and located on public sidewalks not subject to hours of closure.

The intent of the pedestrian corridors is to provide pedestrian-oriented street-level connections from the First Hill neighborhood through the Virginia Mason campus to downtown Seattle. Within these proposed pedestrian corridors, Virginia Mason is proposing street trees and other landscaping, pedestrian-oriented lighting, street furniture, special paving, art and wayfinding (signage).

The MIMP proposes the creation of additional access points with the MIO expansion to the 1000 Madison block. Pages 31 and 33 of the Design guidelines identify the highly visible and accessible corner at the intersection of Madison Street and Boren Avenue as a location for an attractive pedestrian entry into the campus. The MIMP further supports improvement of pedestrian circulation through consideration of appropriate landscaping and open space.

The Master Plan includes seven goals under the category of “Campus Mobility”, as listed on pages 9-10 of the Final MIMP. All are intended to maintain and improve the mobility of pedestrians and other non-motorized travelers to move through the Virginia Mason MIO boundaries, to help address the steep topography changes of Seneca and Spring Streets, to provide weather protection, to make building entries easy to find, welcoming and accommodating, and to create open spaces in ways that tie together the public spaces of the neighborhood.

The Master Plan’s goals for “Campus Mobility”, including opening the edges of campus to the community, facilitating circulation through the campus, and creating a more inviting, connective entrance to campus would serve to enhance and emphasize connections between campus and the neighborhood. These new and improved pedestrian connections will enhance pedestrian links with and between the surrounding neighborhoods.

See earlier recommended condition regarding development of a wayfinding plan and repeated in Section VII.

h) The extent to which designated open space maintains the pattern and character of the area in which the Major Institution is located and is desirable in the location and access for use by patients, students, visitors and staff of the Major Institution;

Open space is discussed in the MIMP (pages 50-54). Currently, open space constitutes approximately 2% of the campus area. The MIMP anticipates open space to increase to approximately 4%, primarily due to an enlargement of open space on the Lindeman block (the block bordered by University and Seneca Streets and 9th and Terry Avenues). The MIMP proposes public amenities located within or adjacent to street right-of-way to connect buildings with the surrounding public spaces around the campus. The MIMP also encourages that open spaces be enhanced through landscaping.

In addition to the identified open space areas, as Virginia Mason develops designs for future buildings, Virginia Mason s stated their intent to identify opportunities for other open space plazas and rooftop gardens, but such improvements would be in addition to and beyond meeting the open space development standard of 4% of the campus area.

Virginia Mason also proposes to improve other streetscapes, including along Seneca Street, Spring Street and Ninth Avenue, with street trees and other pedestrian amenities when adjacent property redevelopments occur.

All open space and public amenity improvements will be designed to accommodate the special user needs of the physically frail, medically challenged/handicapped, elderly and less mobile populations. Features will seek to reduce barriers and make the amenities truly accessible and usable to all, including application of ADA requirements, whichever version is current at the time of development.

i) The extent to which designated open space, though not required to be physically accessible to the public, is visually accessible to the public;

Virginia Mason's existing designated open space consists of space along the Pigott Corridor and a plaza on the west side of the Lindeman Pavilion. Over 6,000 square feet of the northern end of the Benaroya Research Institutes parcel contributes to the Pigott Corridor, which is a key route that links First Hill with downtown through Freeway Park. The setback area is defined as "dedicated open space" of the Virginia Mason MIO district and will be protected and preserved. The existing plaza on the west side of the Lindeman Pavilion contributes an additional 3,400 square feet of publicly accessible open space. Virginia Mason has proposed to increase the open space area on the Lindeman Pavilion block to a total of 10,000 square feet. The MIMP proposes a total of 16,000 square feet of designated open space, all of which will be physically and visually accessible to the public.

j) The extent to which the proposed development standards provide for the protection of scenic views and/or views of landmark structures. Scenic views and/or views of landmark structures along existing public rights-of-way or those proposed for vacation may be preserved. New view corridors shall be considered where potential enhancement of views through the Major Institution or of scenic amenities may be enhanced. To maintain or provide for view corridors the Director may require, but not be limited to, the alternate spacing or placement of planned structures or grade-level openings in planned structures. The institution shall not be required to reduce the combined gross floor area for the MIO District in order to protect views other than those protected under city laws of general applicability.

As discussed above, there are two designated scenic routes in the vicinity of the Virginia Mason Medical Center campus - Boren Avenue and Interstate 5. Boren Avenue affords views looking north toward Lake Union and west toward Elliott Bay. Proposed development on the 1000 Madison block would not extend into the Boren Avenue right-of-way, nor would it affect northerly views. The north and south facades of the future buildings are proposed to be set back from the property lines by 7 to 10 feet at ground level (depending on location) and 20 feet above a height of 45 feet. No building facades would extend into the westerly view corridors from Boren Avenue. Building setbacks on east-west street rights-of-ways provide adequate view corridors for the public on this urban campus.

The two designated landmark structures in the general vicinity of Virginia Mason Medical Center's existing campus that could be potentially affected by redevelopment of the Virginia Mason campus are the Baroness Hotel (within the expanded MIO) and the Sorrento Hotel, located west of the expansion area. New development on the 1000 Madison block is proposed to be set back from the Baroness Hotel (20 feet on the east side and 40 feet on the south side) and set back from the abutting streets by a minimum of 10 feet with additional setbacks proposed at upper building levels. Development adjacent to the Baroness Hotel will be reviewed by the Landmarks Preservation Board.

Street level views of the Baroness and the Sorrento Hotel would not be affected. However, existing upper-level views of the Baroness and the Sorrento Hotel over the existing one-story development could be affected by the proposed MIMP development.

There is an existing skybridge across Seneca Street and additional skybridges are proposed to connect future development. The EIS includes visual simulations of the potential skybridges in Section 3.6. With each future skybridge permit application, a more detailed analysis of whether skybridges would have an adverse impact on views of Elliott Bay from Boren Avenue and mitigation measures proposed if needed such as increasing the transparency, increasing the height above the street, or moving the location farther up or down the hillside. Interstate 5's view corridor looks west and south. Virginia Mason Medical Center's campus is located to the east of this route.

See discussion and related recommended condition on pages 49 and 50 for skybridge permits.

E6. The Director's report shall specify all measures or actions necessary to be taken by the Major Institution to mitigate adverse impacts of Major Institution development that are specified in the proposed master plan.

Those measures found necessary to mitigate adverse impacts of the Major Institution are listed in Section VII of this report.

RECOMMENDATION – MAJOR INSTITUTION MASTER PLAN

The Director recommends **CONDITIONAL APPROVAL** of the proposed Major Institution Master Plan as conditioned in Section VII.

V. ANALYSIS – REZONE

V. A. BACKGROUND

The proposed MIMP includes MIO boundary expansion and establishing MIO height limits for both expansion areas. MIO boundary extensions are proposed in two areas as addressed in the Development Standards section of the Final MIMP:

Virginia Mason is proposing two expansions of the existing campus boundary:

1. **1000 Madison Block.** This area includes both an expansion and changes in height.

- a. **Change in Boundary:** An expansion of the existing campus is requested to include the block bordered by Boren Avenue on the east, Madison Street on the south, Terry Avenue on the west, and Spring Street on the north. This block, known as the 1000 Madison block, includes two existing underlying zoning districts: Neighborhood Commercial (NC-3P 160' base height limit) along the southeast half of the block fronting Madison Street, and HR on the northwest half of the block. The Madison Street corridor is a designated pedestrian street, and certain street level uses and street-level development standards are required (SMC 23.47A.005).
 - b. **MIO Height.** Virginia Mason is proposing an MIO 240 overlay for the entire block, which would be a reduction in the HR zoning maximum height limit on the north half of the block and an increase in the NC3P-160 height limit on the south half of the block. In addition, Virginia Mason is proposing to condition the height on the site of the Baroness Hotel to the existing 80 foot height of the building.
2. **Terry/University Parking Lot.** A correction is requested to be made to the existing MIO district boundary map to accurately reflect Virginia Mason property ownership which includes the southerly 20 feet of Lot 8 and is currently developed with a parking lot.
- a. **Change in Boundary:** The parcel includes Lots 9 and 12 plus a 20 foot southerly portion of Lot 8 of Block 112. It appears that the original MIO boundary mapped under ordinance 115002 was drawn at the Lot line between Lots 8 and 9 and not at the Parcel line (to include the 20 feet of Lot 8). The legal description for Parcel 197820-0351 includes Lots 9, 12 and a 20 foot portion of Lot 8. The 1992 MIMP adopted by the City under Ordinance 117106 includes this parcel (Exhibit B identifies ownership and the existing boundary, which includes Parcel 197820-0351), however the overlay line was not corrected under the 1992 MIMP since a rezone would have been required. Page 18 of the 1992 MIMP states, "Virginia Mason Medical Center's existing major institution boundary and land owned by VMMC are shown in Figure 6. When the Major Institutions Land Use Code was adopted, apparently an error was made in the zoning map showing the location of VMMC's institutional boundary. The line on the zoning map graphic does not include all of the existing VMMC parking lot at the corner of University Street and Terry Avenue. A correction to the zoning map is desired by VMMC. However, since no development is proposed for this site in the Master Plan and since a rezone would be required to correct the zoning map, no change is proposed."
 - b. **MIO Height.** With this expansion, Virginia Mason is requesting that the original MIO 240 overlay adopted under Ordinance 115002 be extended to include the 20 foot southerly portion of Lot 8. Currently zoning maps show this portion of the parcel zoned HR.

The Final Master Plan depicts the proposed MIO boundary changes on page 47. The proposed overlay zoning changes are summarized as follows:

<i>Location</i>	<i>Existing Zoning & Height</i>	<i>Proposed Overlay Zoning</i>	<i>Proposed Height</i>
1000 Madison Block			
North Half of Block	HR 300'	MIO	240'
South Half of Block*	NC3P-160'	MIO	240'*
Terry/University Parking Lot Administrative Mapping Correction			
Portion of Lot 8	HR 300'	MIO	240'

*Virginia Mason has proposed that the MIO 240 be conditioned to 80' on the site of the Baroness Apartment Hotel

V. B. ANALYSIS – GENERAL REZONE CRITERIA

The code sections from SMC 23.34.008 General rezone criteria are highlighted below in bold, with analysis following:

1. To be approved a rezone shall meet the following standards:

- 1. In urban centers and urban villages the zoned capacity for the center or village taken as a whole shall be no less than one hundred twenty-five percent (125%) of the growth targets adopted in the Comprehensive Plan for that center or village.**

The proposed zoning changes allow for greater zoned capacity, not less. Therefore, it will not result in a reduction of zoned capacity below this minimum.

- 2. For the area within the urban village boundary of hub urban villages and for residential urban villages taken as a whole the zoned capacity shall not be less than the densities established in the Urban Village Element of the Comprehensive Plan.**

The Comprehensive Plan, in the Urban Center Village Element, sets a goal of 4.2 jobs per household in the Center City, an area inclusive of First Hill/Capitol Hill, Downtown, South Lake Union, and Uptown Urban Centers. The campus is located in an Urban Village Center. The proposed zoning changes allow for greater zoned capacity, not less. Therefore, the rezone will not result in a reduction of zoned capacity below densities established in the Urban Center Village Element of the Comprehensive Plan.

- 2. Match Between Zone Criteria and Area Characteristics. The most appropriate zone designation shall be that for which the provisions for designation of the zone type and the locational criteria for the specific zone match the characteristics of the area to be rezoned better than any other zone designation.**

The two areas proposed for boundary expansion are contiguous with the existing MIO boundaries. On the Terry/University Parking lot site, the expansion is to include the entire parcel owned by Virginia Mason as identified in its 1992 MIMP. It appears that when the City adopted ordinance 115002 and mapped Virginia Mason's MIO with a 240 foot height limit, the line did not include the entire parcel under Virginia Mason's ownership. The existing MIO boundary and the new MIO boundary is adjacent to a parcel located within an HR zone. Setbacks and façade modulation is required to provide transition between the MIO and HR zone.

For the 1000 Madison block, the proposed MIO 240 zone would continue the existing MIO 240 from the contiguous portions of the Virginia Mason campus and form a transition between the HR maximum 300 foot height limit to the east and west, and the NC3P-160 height of the neighborhood commercial zone that lines Madison Street. Virginia Mason has proposed an increased setback at street level of 10 feet from the property line, and a 40 foot setback for portions of the structure above 45 feet. Virginia Mason is required to meet the use and street level development standards in the underlying NC and Pedestrian-designated zone. Virginia Mason has also proposed to condition the height on the Baroness Apartment Hotel site to 80 feet. In combination, the proposed street level and upper level setbacks, the provision of retail space at ground level, and lowered heights on the Baroness Apartment Hotel site will maintain consistency with the Neighborhood Commercial zoning.

3. Zoning History and Precedential Effect. Previous and potential zoning changes both in and around the area proposed for rezone shall be examined.

While Virginia Mason has had several campus master plans since its inception in 1920, the currently proposed MIMP represents the second Major Institution Master Plan that has been prepared for VMMC to satisfy requirements of the City's Major Institution Code, as well as to fulfill VMMC's need for a comprehensive campus development plan. Ordinance 115002 established the current MIO boundary and height limit of 240 feet in 1990. VMMC's existing MIMP was completed in November 1992 and formally adopted by the City of Seattle in 1994. The existing MIMP, which was adopted under the previous Major Institution Code requirements, expired in 2004. The underlying zoning has not changed since Ordinance 115002 was adopted. No change to the underlying zoning is requested. The future land use map in the Comprehensive Plan identifies the Madison Corridor as commercial, the surrounding area as multi-family and the existing campus as major institution.

4. Neighborhood Plans.

- 1. For the purposes of this title, the effect of a neighborhood plan, adopted or amended by the City Council after January 1, 1995, shall be as expressly established by the City Council for each such neighborhood plan.**

The Virginia Mason Medical Center campus is located within the borders of the First Hill Neighborhood Planning Area, which was adopted as part of the City's Comprehensive Plan.

2. Council adopted neighborhood plans that apply to the area proposed for rezone shall be taken into consideration.

The following goals and policies from the First Hill Neighborhood Plan are the most applicable to proposed development of the VMCC campus:

Goal FH-G1 – A community with a culturally and economically diverse residential population that is also a major employment center, home to many of the region's state of the art medical centers and related facilities.

Goal FH-G2 – An active, pedestrian-friendly Urban Center Village that integrates residential, commercial, and institutional uses, and maintains strong connections to surrounding neighborhoods and the Urban Center.

Policy FH-P3 – Seek opportunities to provide additional community facilities to serve the existing diverse population and the new residents and employees projected to move into the neighborhood within the next 15 years.

Policy FH-P5 – Encourage major institutions and public projects to work to preserve, maintain, and enhance the important qualities of the neighborhood plan, i.e. open space, housing, and pedestrian environment.

Goal FH-G5 – A neighborhood which provides a variety of housing opportunities that are compatible with other neighborhood goals, and maintains the economic mix of First Hill residents.

Goal FH-G7 – A neighborhood with safe, accessible, and well-maintained parks, open space, and community facilities that meet the current and future needs of a growing community.

Policy FH-P19 – Seek new opportunities for the creation of useable and safe parks and open space.

Goal FH-G8 – A neighborhood which provides for the safe and efficient local- and through-traffic circulation of automobiles, transit, bicycles, and pedestrians.

Redevelopment under the final MIMP would include replacement of aging facilities to meet the demands of regional growth within the medical community and would increase the amount of employment on the campus. Such redevelopment would be consistent with many of the goals and policies of the First Hill Neighborhood Planning Area. Redevelopment of the Madison block will require replacement of displaced housing and new buildings to incorporate street-level retail uses along Madison Street within the underlying NC3P zone. The Citizen Advisory Committee is dedicated to the retention of a strong retail presence along Madison Street. The Citizens Advisory Committee has requested that Recommendation three below be added to the Director's Recommendation.

Existing and proposed open space areas and enhancements to the pedestrian streetscape on the campus and along campus boundaries would serve not only the employees of and visitors to the campus, but the surrounding community as well, including the First Hill area.

In an effort to reduce the number of trips to the campus, the final MIMP includes a Transportation Management Plan (TMP) that would encourage the use of transit, bicycling and walking as a means to access the campus. Proposed development under the MIMP would also include an increase in the amount of underground parking provided on campus.

DPD Recommendation -- These conditions are reiterated in Section VII.

- ❶ The underlying street-level development standards for commercial zones shall apply per SMC 23.47A.008 to all street facing facades in the underlying NC3-160 Pedestrian designated zones; including Madison Street, and portions of Boren and Terry Avenues.
- ❷ On page 50 of the final MIMP, second paragraph under Street-Level Uses and Facades in NC zones, second paragraph- the last sentence shall be amended as follows:

“If the proposed expansion to include the 1000 Madison block is approved, Virginia Mason intends to consider any of the following uses for potential location at street level along Madison Street and the portions of Boren and Terry Avenues within the NC zoning and would be in compliance with the underlying zoning: medical services such as optical, eating and drinking establishments, retail sales and services, indoor sports and recreation, or perhaps lodging uses or additional open space.”
- ❸ In the event that development occurs along Madison Street, all existing businesses facing termination of leases and relocation shall: 1) be given six months prior notice of termination of tenancy; 2) be provided assistance from both the City Office of Economic Development and Virginia Mason Medical Center to identify available spaces in the surrounding areas for permanent or interim relocation; and 3) receive advanced notice of the availability of lease space in the completed development.

- 3. **Where a neighborhood plan adopted or amended by the City Council after January 1, 1995 establishes policies expressly adopted for the purpose of guiding future rezones, but does not provide for rezones of particular sites or areas, rezones shall be in conformance with the rezone policies of such neighborhood plan.**

The First Hill Neighborhood Plan as adopted by the City Council does not include policies expressly adopted for the purpose of guiding future rezones -- other than the policies discussed above.

- 4. **If it is intended that rezones of particular sites or areas identified in a Council adopted neighborhood plan are to be required, then the rezones shall be approved simultaneously with the approval of the pertinent parts of the neighborhood plan.**

Not applicable.

5. Zoning Principles. The following zoning principles shall be considered:

- 1. The impact of more intensive zones on less intensive zones or industrial and commercial zones on other zones shall be minimized by the use of transitions or buffers, if possible. A gradual transition between zoning categories, including height limits, is preferred.**

The northern half of the 1000 Madison block (proposed MIO expansion area) is zoned as HR, and the southern half is zoned as NC3P-160. The areas to the east, west, and south of the expansion block are primarily zoned HR with the exception of parcels directly adjacent to both sides of Madison Street, where the zoning is NC3P-160. The expansion block is proposed to be rezoned to MIO-240. This zoning would be consistent with the current VMMC campus MIO-240 zoning to the south of the expansion block (on the north side of Spring Street). The proposed MIO-240 zoning would be 80 feet more than the NC3P-160 zoning to the east, west and south of the southern-half of the block, and would be 60 feet shorter than the HR zoning to the east and west of the north half of the block. Street level and upper level setbacks would be utilized to provide a transition between the proposed MIO-240 zoning and offsite uses. These setbacks would exceed the setback requirements of the underlying zoning and would include: 10-foot street level setbacks on Boren Avenue, Madison Street and Terry Avenue; 20-foot upper level setbacks on portions of the building above 45 feet on Boren Avenue and Terry Avenue, and a 40-foot upper level setback on portions of the building above 45 feet on Madison Street. The expansion at the University/Terry Parking Lot site to include the southerly 20 feet of Lot 8 will not change the existing transition between MIO and HR in that area.

- 2. Physical buffers may provide an effective separation between different uses and intensities of development. The following elements may be considered as buffers:**

- a. Natural features such as topographic breaks, lakes, rivers, streams, ravines and shorelines;*

Not applicable. No such features exist here.

- b. Freeways, expressways, other major traffic arterials, and railroad tracks;*

Madison Street and Boren Avenues, which are Principal Arterials, serve as effective separations between the different zoning heights on either side of these streets. Other streets and alleys provide transition between uses outside of the MIO. There are two boundaries that abut property outside the MIO, the University/Terry Parking Lot site at the northeast corner of the campus, and the Cassel Crag/Blackford Hall site on the east side of campus..

- c. Distinct change in street layout and block orientation;*

Not applicable.

d. Open space and greenspaces.

There are currently landscaped areas and setbacks, as well as street trees that provide limited separation and transition between different zone intensities.

3. Zone Boundaries.

a. In establishing boundaries the following elements shall be considered:

(1) Physical buffers as described in subsection E2 above;

See above, under E2.

(2) Platted lot lines.

The proposed MIO expansion area boundaries follow streets and platted lot lines, except at the expansion area at the University/Terry Parking Lot site that follows a parcel line.

b. Boundaries between commercial and residential areas shall generally be established so that commercial uses face each other across the street on which they are located, and face away from adjacent residential areas. An exception may be made when physical buffers can provide a more effective separation between uses.

The 1000 Madison block boundary expansion area is across the street from commercial, hotel and residential areas to the east, south and west. Boren Avenue right-of-way provides an approximately 66-foot-wide separation between the proposed expansion area and the HR zoning located to the east. If the proposed expansion to the 1000 Madison block is approved, VMMC is required to meet the use and street-level development standards for Pedestrian designated zones. The underlying neighborhood commercial zone will not change.

4. In general, height limits greater than forty (40) feet should be limited to urban villages. Height limits greater than forty (40) feet may be considered outside of urban villages where higher height limits would be consistent with an adopted neighborhood plan, a major institution's adopted master plan, or where the designation would be consistent with the existing built character of the area.

The VMMC campus, including the proposed boundary expansion area, is located within an Urban Center Village.

6. Impact Evaluation. The evaluation of a proposed rezone shall consider the possible negative and positive impacts on the area proposed for rezone and its surroundings.

1. Factors to be examined include, but are not limited to, the following:

a. Housing, particularly low-income housing;

The 1000 Madison block boundary expansion area contains one apartment building (Chasselton Court Apartments) which is proposed to be demolished. This is a 6-story brick building with 62 rental units - 55 studio units, 7 one-bedroom units. Comparable replacement is required per the Land Use Code. Comparable replacement could occur through VMMC's partnership with a private or non-profit housing developer, or alternatively through a payment to the City of Seattle's Office of Housing. The evaluation of whether proposed replacement units are "comparable" could include such factors as housing type, number of units, unit size, number of bedrooms, unit quality, and location. The 62 rental units represent approximately 0.8 percent of the total housing units (7,737) within the First Hill Community Reporting Area. The Chasselton Court Apartment rental rates are considered affordable to those earning between 50 and 76 percent of the median income, and would be considered affordable to "low income" households, as established by HUD guidelines for the Seattle-Bellevue HUD Metro Fair Market Rent Area.

See analysis under MIO criteria in Section V.C below.

b. Public services;

An expanded population of doctors, staff, patients and visitors would increase the potential for calls to fire and police, increase water supply and discharge needs, and increase solid waste disposal. DPD has determined that these impacts are not likely to be significant.

c. Environmental factors, such as noise, air and water quality, terrestrial and aquatic flora and fauna, glare, odor, shadows, and energy conservation;

DPD has prepared a Draft and Final EIS that considers potential impacts of the final MIMP (Proposed Action) on the environment. See Section VI for a summary of the short-term and long-term environmental impacts identified in the FEIS. Conditions in Section VII of this report will mitigate adverse impacts identified in the environmental document.

d. Pedestrian safety;

Section 3.9, Transportation, Circulation and Parking of the Final EIS discusses pedestrian safety and notes that the increase in vehicular and pedestrian traffic could result in increased potential for conflicts at road crossings and even midblock locations. No mitigation is identified. To improve connections for pedestrians, Virginia Mason is proposing to strengthen existing pedestrian connections at street level through the

campus. Whenever individual blocks or frontages are develop along any of the streets within the MIO, pedestrian facilities (sidewalk plus planting strips) that do not meet established city standards shall be improved by Virginia Mason to current standards at time of development.

e. Manufacturing activity;

Not applicable

f. Employment activity;

The aim of the MIMP is to achieve several goals, including replacing aging infrastructure and providing growth of medical services. Staffing levels could incrementally increase over current levels with each new or replacement development project that is implemented under the MIMP. The expansion in employment could be anticipated to support secondary employment opportunities at nearby businesses.

g. Character of areas recognized for architectural or historic value;

Virginia Mason's campus is located within the First Hill neighborhood, an area that was initially developed in the 1880s and 1890s by wealthy families. First Hill contains numerous designated and potential local landmarks, in addition to several properties which are listed separately on the NRHP. City landmarks located near the MIO boundaries include the Wintonia Hotel, Stimson Green House, Dearborn House and St. James Cathedral. The Sorrento Hotel is located across Terry Avenue from the expanding boundary. The Baroness Hotel is located within the expanding MIO boundary.

The FEIS discusses in Section 3.8 the potential impacts of MIMP development on properties with potential historic value. This section of the FEIS lists the buildings over a certain age that are proposed for redevelopment or demolition as a result of the final MIMP (Proposed Action). Based on the City's current procedures, at the time a Master Use Permit application is submitted for a project that would affect any of these buildings, an analysis would be required by the City to determine the historical significance of the building. At that time, the City's Historic Preservation Officer can request supplemental information and, if appropriate, can recommend that the structure be reviewed by the City's Landmark Preservation Board for possible designation as a landmark subject to controls. The proposed expansion block also contains one City-designated Landmark (Baroness Hotel). This building would be retained and setbacks would be maintained between the Landmark building and proposed new hospital development on the expansion block.

h. Shoreline view, public access and recreation.

Not applicable. The proposed MIMP and overlay changes would not affect any shoreline.

2. Service Capacities. Development which can reasonably be anticipated based on the proposed development potential shall not exceed the service capacities which can reasonably be anticipated in the area, including:

a. *Street access to the area;*

The existing street network provides adequate access to the VMMC campus. Increased development capacity associated with the MIMP will have a significant adverse impact on three intersections in the area. Specific mitigation has been identified and conditioned in Section VII of this report.

b. *Street capacity in the area;*

The EIS evaluates the potential impact on the street capacity in the vicinity of the VMMC campus from the development proposed in the MIMP. Based on expected trip generation from the development, the EIS predicts the level of service at approximately 33 intersections in the vicinity. The MIMP includes a Transportation Management Program that is intended to encourage commuting to campus by means other than single occupant vehicles (SOV). VMMC is currently exceeding its SOV goals. Increased development capacity associated with the MIMP would have a significant adverse impact on street access and appropriate mitigation has been identified in Section VII of this report.

c. *Transit service;*

The number of patients, visitors and staff travelling to and from the VMMC campus would be anticipated to increase with implementation of the MIMP over time. A TMP would be implemented; one goal identified in the TMP is increasing transit ridership through subsidies, improved access, and the marketing of program benefits. The following actions are among those that would be taken in order to improve transit access and utilization:

- ◆ Continue financial support for Metro Bus routes where they benefit VMMC employees.
- ◆ Continue participation in Transit Now Agreement along with Swedish and Harborview Medical Centers to increase service to the King Street Station and the Ferry terminal.

As well, the First Hill Streetcar will be operational in 2014. The streetcar will provide access to the new Sound Transit Link light rail, with stations on Capitol Hill and Downtown. The presence of light rail and the streetcar will help increase opportunities for VMMC staff that now commute by single occupancy vehicle (SOV) or bus to shift to light rail and street car. Also see conditions of approval detailed in Section VII of this report discussing transit stops within the MIO boundary.

d. *Parking capacity;*

The EIS describes in Section 3.9 the existing campus parking supply and predicts potentially significant increases in outpatient services that will drive the need for increased parking supplies, since outpatients generate a much greater demand for parking than support for inpatient uses. However, it is not anticipated that the build out of the final MIMP would have a significant effect on parking supply or demand. A comparison of the calculated maximum number of allowed spaces and the number of recommended spaces shows that the recommended supply falls within the code requirements in either case. The TMP includes a Parking Goal, which states, "Manage parking supplies to minimize the need for additional parking. Strategies include:

- ◆ Restrict employee SOV parking on-site during periods of peak demand to encourage use of non-SOV travel modes.
- ◆ Provide shuttle service between VMMC and Met Park.
- ◆ Unbundle parking from tenant lease agreements.
- ◆ Maintain the minimum parking supply necessary to support operations while minimizing impacts to the surrounding community.

e. *Utility and sewer capacity;*

The VMMC campus is adequately served with utilities including sewers. It is not anticipated that either alternative would have a significant effect on utility and sewer capacity or demand. However, Seattle Public Utilities (SPU) has identified two sewer mainline pipe segments on Seneca Street with potential capacity concerns for future development in the area of Seneca between Terry and Boren Avenues and between 8th and Terry Avenues. No system expansions are contemplated by SPU at this time. The adequacy of utilities will be reevaluated as part of the SEPA review and permitting process for each individual project.

f. *Shoreline navigation.*

Not applicable.

g. Changed Circumstances. Evidence of changed circumstances shall be taken into consideration in reviewing proposed rezones, but is not required to demonstrate the appropriateness of a proposed rezone. Consideration of changed circumstances shall be limited to elements or conditions included in the criteria for the relevant zone and/or overlay designations in this chapter.

Many of VMMC's existing campus buildings are aging and need to be replaced in order to meet modern health care requirements. For example, larger care teams need more support space, additional and more complex equipment is needed at patient bedsides, patient privacy and disease control require single-patient rooms, and seismic, fire and life safety codes have expanded. Overall, the spaces needed to provide medical services are larger than they were in the past. This, in combination with regional population growth and an aging population, means that the demand for health care services will

steadily increase in the coming years. To support the expected growth and to address significant current deficiencies in space, new facilities need to be added to the VMMC campus.

h. Overlay Districts. If the area is located in an overlay district, the purpose and boundaries of the overlay district shall be considered.

Virginia Mason Medical Center is located within a Major Institution Overlay (MIO) District. The City is considering the proposed MIO boundary changes identified in the final MIMP. See analysis under Section V below.

i. Critical Areas. If the area is located in or adjacent to a critical area (SMC Chapter 25.09), the effect of the rezone on the critical area shall be considered.

A steep slope area and a potential slide area have been identified in the northwest portion of the VMMC campus as part of the City's GIS Environmental Critical Areas mapping. Neither of the areas is located in the proposed MIO expansion area under the Proposed Action nor are they within the increased MIO zoned height limit area that is under consideration in conjunction with Alternative 5a. Any development in a steep slope or potential slide area would be subject to the City's critical area regulations (SMC 25.09).

V. C. ANALYSIS – MIO CRITERIA

The Land Use Code addresses criteria specific to designation of MIO districts or changes in allowed heights per SMC 23.34.124. This reports states the criteria in **bold**, with analyses below.

A. Public Purpose. The applicant shall submit a statement which documents the reasons the rezone is being requested, including a discussion of the public benefits resulting from the proposed expansion, the way in which the proposed expansion will serve the public purpose mission of the major institution, and the extent to which the proposed expansion may affect the livability of the surrounding neighborhood. Review and comment on the statement shall be requested from the appropriate Advisory Committee as well as relevant state and local regulatory and advisory groups.

Virginia Mason addresses the reasons for seeking the boundary expansion, and also addresses other required factors listed above. This discussion is found in the following locations in the final MIMP:

- A. Introduction
 - Background and Purpose
 - Goals, Objectives and Intent of Major Institution Master Plan
 - Virginia Mason's Mission
 - Regional Growth and Demand

B. Existing Campus
– Programmatic Needs

Virginia Mason discussed the expanded clinic, specialist and research facilities that will be needed to support the region's aging population, as well as the space that is required to replace aging and outdated facilities.

The proposed boundary changes were presented to the CAC as part of the MIMP presentations and discussions. The CAC delivered comments on these proposed changes as part of their comments on the preliminary Draft MIMP and the preliminary Draft EIS. Public notices of the availability of the Draft MIMP and the Draft EIS were issued and comments from agencies, organizations, and members of the public were considered as part of the decision-making process on the MIMP. CAC reviewed and provided comment on the Draft Director's report in a letter dated February 9, 2013. All but one comment has been addressed and incorporated into this final Director's report. Structure setbacks on the Ninth Avenue garage are further discussed in this report on pages 18, 30, 46, 50 and 51 and included as Condition 15 below in Section VII.

B. Boundaries Criteria

- 1. Establishment or modification of boundaries shall take account of the holding capacity of the existing campus and the potential for new development with or without a boundary expansion.***

One of Virginia Mason's key goals in updating its MIMP is to replace the existing hospital inpatient core, which is comprised of the Original Hospital, the Hospital West Addition, the Hospital East Wing, the Buck Pavilion, and numerous small additions to each of these structures. The core hospital services include approximately 422,000 square feet of area that needs to be contiguous; needs to be located close to the Floyd & Delores Jones Pavilion, which houses the ER; and, needs a minimum of 422,000 square feet for inpatient bed floors for optimum efficiency and, needs to remain fully functional while the replacement hospital is being built. There are no sites within the existing MIO boundary large enough to meet all of these requirements

- 2. Boundaries for an MIO district shall correspond with the main, contiguous major institution campus. Properties separated by only a street, alley or other public right-of-way shall be considered contiguous.***

The proposed boundary expansion area corresponds to the main, contiguous major institution campus.

- 3. Boundaries shall provide for contiguous areas which are as compact as possible within the constraints of existing development and property ownership.***

The total area within the existing MIO boundaries is 7.07 acres. The area of proposed boundary expansion is 1.4 acres (including the mid-block alley), which represents an increase of 14.1 percent in total campus area. In light of the projected 2.8% annual growth rate for clinic and specialty care demands, and the fact that many of the campus buildings are aging and need to

be replaced in order to meet modern health care requirements (which require more space), Virginia Mason indicates that the proposed boundary expansion is compact and the minimum necessary to afford relief.

4. *Appropriate provisions of this Chapter for the underlying zoning and the surrounding areas shall be considered in the determination of boundaries.*

The expanded boundary includes HR zoning, the same underlying zoning of the existing boundary. The south half of the Madison block is zoned NC3P-160. The institution is required to comply with uses and street-level development standards required for Pedestrian designations in a NC zone. Structure setbacks, modulation requirements and design guidelines will mitigate height, bulk and scale impacts associated with larger buildings in the underlying HR zone.

5. *Preferred locations for boundaries shall be streets, alleys or other public rights-of-way. Configuration of platted lot lines, size of parcels, block orientation and street layout shall also be considered.*

The proposed MIO boundary expansion area follows the preferred locations: streets, platted lot lines and parcel lines.

6. *Selection of boundaries should emphasize physical features that create natural edges such as topographic changes, shorelines, freeways, arterials, changes in street layout and block orientation, and large public facilities, land areas or open spaces, or green spaces.*

The proposed MIO boundary expansions follow arterials, streets, alleys, and platted lot and parcel lines. There are no significant other physical features applicable here.

7. *New or expanded boundaries shall not be permitted where they would result in the demolition of structures with residential uses or change of use of those structures to non-residential major institution uses unless comparable replacement is proposed to maintain the housing stock of the city.*

The 1000 Madison block boundary expansion area contains one apartment building (Chasselton Court Apartments) which is proposed to be demolished. This is a 6-story brick building with 62 rental units - 55 studio units, 7 one-bedroom units. Comparable replacement is required per the Land Use Code. Comparable replacement could occur through VMMC's partnership with a private or non-profit housing developer, or alternatively through a payment to the City of Seattle's Office of Housing. The evaluation of whether proposed replacement units are "comparable" could include such factors as housing type, number of units, unit size, number of bedrooms, unit quality, and location. The 62 rental units represent approximately 0.8 percent of the total housing units (7,737) within the First Hill Community Reporting Area. The Chasselton Court Apartment rental rates are considered affordable to those earning between 50 and 76 percent of the median income, and would be considered affordable to "low income" households, as established by HUD guidelines for the Seattle-Bellevue HUD Metro Fair Market Rent Area.

The determination with regard to whether the comparable replacement housing options are sufficient in order to permit new or expanded boundaries where they would result in the demolition of residential structures would be made by the City Council as part of the MIMP review and approval process. As noted, in order to accommodate proposed development under this alternative, the existing uses could be permanently displaced, which would result in the permanent removal of the potential for housing development on this block in the future.

- a) The Chasselton Court apartment building is an unreinforced masonry structure built in 1928. It is not built to current seismic, building, plumbing, electrical, mechanical, and other codes. According to Virginia Mason it is not financially feasible to bring the building up to current code requirements.
- b) The Chasselton Court apartments are not publicly owned and are not subject to any governmental restrictions on rent levels or tenant income levels. The rental rates are set by VMMC in accordance with market rates in the vicinity. Although current market rates for the Chasselton units are affordable to persons earning less than 80% of the median area income, there are no requirements that tenants must have incomes below any particular level. The units are available to any members of the public.
- c) SMC 23.34.124 (B) (7) requires VMMC to propose replacement housing that is “comparable” to the housing to be demolished, i.e., the 1928 Chasselton Court apartments. Replacement housing that is constructed in accordance with current code requirements would be more than comparable when considered from the standpoint of structural integrity and quality of construction. Replacement housing would also have a useful life that would exceed the useful life of the Chasselton.
- d) Suggestions have been made that the City should impose a requirement that the replacement housing units be rented at rates comparable to the rates currently charged at the Chasselton (rates being affordable to persons earning less than 80% of the median area income). VMMC has voluntarily offered to contribute to the housing replacement project in a manner that would assure that 10% of the units be rented at rates affordable to persons earning less than 80% of median area income for 10 years.
- e) SMC 23.34.124 (B) (7) contemplates that a major institution may satisfy the housing replacement obligation by having a substantive role in financing and constructing the replacement housing itself, and therefore VMMC is entitled to do that if it chooses to do so. However as a matter of policy the Council will allow VMMC to pay the City to facilitate the provision of replacement housing, as further described below.
- f) If VMMC elects, within two years of final MIMP approval, to pay the City to facilitate the provision of the replacement housing, then VMMC shall pay the City 35% of the estimated cost of the replacement housing. Based upon a 2012 estimated replacement cost, VMMC payment to the City would be \$4,460,000.

- g) If VMMC elects to defer the payment discussed above for more than two years after final MIMP approval, DPD and the Office of Housing will determine the 35% figure at the time of payment based on at least two development pro formas that describe the estimated replacement cost. The determination by DPD and the Office of Housing of the estimated replacement cost is final and not subject to appeal.
- h) If VMMC elects to pay the City to facilitate the provision of replacement housing, the City may use VMMC's payment to construct housing that is affordable in accordance with adopted City housing policies. If VMMC elects to build the housing itself, it may build affordable housing, but is not required to do so.

In the February 9, 2013 Comment letter to DPD in regard to the Draft Director's Report, the Citizens Advisory Committee stated that it is committed to seeing the housing stock of First Hill preserved and to that end strongly recommended that all housing replaced as a result of the loss of the Chasselton Apartments be on First Hill. The conditions below reflect the recommendation of the CAC for all replacement housing to be located on First Hill as defined below.

DPD Recommendation -- These conditions are reiterated in Section VII.

- ❶ Before VMMC may receive a permit to demolish the Chasselton or change the use of the Chasselton to a non-residential major institution use, DPD must find that VMMC has performed either of the following two options:
 - a) VMMC has submitted or caused to be submitted a building permit application or applications for the construction of comparable housing to replace the housing in the Chasselton. The building permit application(s) for the replacement housing project(s) may not include projects that were the subject of a MUP application submitted to DPD prior to Council approval of this MIMP. Minor involvement by VMMC in the housing project, such as merely adding VMMC's name to a permit application for a housing project, does not satisfy VMMC's obligation under this option. All such replacement housing shall be located within the greater First Hill Neighborhood. (The area shown on Figure 1 page four of the MIMP and defined as the area between I-5 on the west, Pike Street on the north, 12th Avenue on the east and the southern boundary of Yesler Terrace on the south.)
 - b) VMMC elects either 1) within two years of MIMP approval, to pay the City of Seattle \$4,460,000 to help fund the construction of comparable replacement housing; or 2) after two years after final MIMP approval, to pay the City of Seattle 35% of the estimated cost of constructing the comparable replacement housing, as determined by DPD and the Office of Housing based on at least two development pro-formas, prepared by individual(s) with demonstrated expertise in real estate financing or development. DPD and the Office of Housing's determination of the estimated cost is final and not subject to appeal. Money paid to the City under this option b shall be used to finance the construction of comparable replacement housing, and subject to the provisions of the City's Consolidated Plan for Housing and Community Development and the City's

Housing Levy Administrative and Financial Plan in existence at the time the City helps finance the replacement housing.

For purposes of the performance option a above, the replacement housing must meet the following requirements:

1. Provide a minimum number of units equal to the number of units in the Chasselton Court apartments (62 units);
2. Provide no fewer than the number of one-bedroom units (7 units) as those in the Chasselton Court apartments and no units smaller than a studio (55 units) as those in the Chasselton Court apartments;
3. Contain no less than the square feet of units (31,868 net rentable square feet) in the Chasselton Court apartments;
4. The general quality of construction shall be equal or greater quality than the units in the Chasselton Court apartments; and
5. The replacement housing will be located within the First Hill neighborhood.

If VMMC chooses the performance option a, it is encouraged to: (a) contribute to the housing replacement project in a manner that will assure that at least 10% of the units (i.e., a number equal to 10% of the demolished units, for a total of 7 units) will be rented at rates affordable to persons earning less than 80% of the median area income for at least 10 years; and (b) utilize a design that allows the project to compete effectively for public and private affordable housing grants and loans. This design provision is not intended to discourage creative solutions such as siting affordable units in high-rise buildings otherwise containing market rate housing. VMMC may not receive credit in fulfillment of the housing replacement requirement for any portion of the housing replacement cost that is financed by City funds, with the exception that any City funds spent, in excess of construction costs, to provide affordability in what would otherwise be market-rate replacement units (i.e., to “buy down” rents in the completed building) shall not disqualify units as replacement housing under this condition.

If VMMC chooses performance option b, the Office of Housing shall devote all funds provided by VMMC to a project or projects within the greater First Hill Neighborhood. (The area shown on Figure 1 page four of the MIMP and defined as the area between I-5 on the west, Pike Street on the north, 12th Avenue on the east and the southern boundary of Yesler Terrace on the south.

8. *Expansion of boundaries generally shall not be justified by the need for development of professional office uses.*

Virginia Mason is not proposing to develop any professional office uses in the boundary expansion area; the area would be used for medical/hospital functions.

C. Height Criteria.

1. ***Increases to height limits may be considered where it is desirable to limit MIO district boundary by expansion.***

The proposed expansion area on the 1000 Madison block is intended to accommodate future development without increasing building heights within the existing campus beyond the 240 feet. As well, development on the 1000 Madison block would facilitate the phasing of replacing aging facilities while maintaining full hospital operations.

2. ***Height limits at the district boundary shall be compatible with those in adjacent areas.***

See discussion above. Proposed MIO height limits are the same as the existing MIO height limit and compatible with those in adjacent areas.

3. ***Transitional height limits shall be provided wherever feasible when the maximum permitted height within the overlay district is significantly higher than permitted in areas adjoining the major institution campus.***

Permitted height within the overlay district is not significantly higher than the surrounding HR and NC3P-160 height limits.

4. ***Height limits should generally not be lower than existing development to avoid creating non-conforming structures.***

Proposed height limits are not lower than existing development.

5. ***Obstruction of public scenic or landmark views to, from or across a major institution campus should be avoided where possible.***

Section 3.6 of this EIS addresses the potential impacts of master plan development on public scenic or landmark views to, from or across the VMMC campus. The EIS identifies no substantial impacts to public scenic views including those protected under the City's SEPA policies at Chapter 25.05 SMC. The EIS also identifies no significant impacts to landmark views including views of the Sorrento Hotel (adjacent to the proposed expansion block) and the Baroness Hotel (located on the 1000 Madison Block).

- D. **In addition to the general rezone criteria contained in Section 23.34.008, the comments of the Major Institution Master Plan Advisory Committee for the major institution requesting the rezone shall also be considered.**

Consistent with the provisions of Section 23.69.032 of the City's Land Use Code, VMMC has established a Citizens Advisory Committee (CAC) for purposes of the MIMP update. The CAC heard presentations regarding the Draft MIMP including that of the proposed boundary expansion associated with the Proposed Action and the MIO height increase that is associated with Alternative 5a. The CAC discussed issues that arose as part of the MIMP and associated EIS processes, and the CAC has provided comments to VMMC and the City concerning each of these issues.

RECOMMENDATIONS -- REZONE

The Director recommends **CONDITIONAL APPROVAL** of the proposed boundary expansion with a MIO height of 240 feet subject to conditions outlined in Section VII.

VI. ANALYSIS – SEPA

VI. A. INTRODUCTION

Environmental review resulting in a Threshold Determination is required pursuant to the State Environmental Policy Act (“SEPA”), Chapters 43.21C RCW and 197-11 WAC, as well as the Seattle SEPA ordinance at Chapter 25.05 SMC. It was determined that the project had a potential to result in significant adverse impacts to the following areas of the environment:

- ◆ Air Quality
- ◆ Energy (Greenhouse Gas Emissions)
- ◆ Noise
- ◆ Land Use and Relationship to Plans/Policies/Regulations
- ◆ Housing
- ◆ Aesthetics
- ◆ Light/Glare/Shadows
- ◆ Historic Resources
- ◆ Transportation, Circulation and Parking
- ◆ Public Services
- ◆ Construction-Related Impacts

Accordingly, a Determination of Significance was published on January 3, 2011 and sent to parties of interest. A scoping meeting pursuant to SMC 25.05.410 was held on January 26, 2011 in conjunction with the scoping process. The Draft Environmental Impact Statement was published on July 19, 2012. Public notice of the availability of this document, along with the Notice of Public Hearing was published concurrently. In addition, a Notice of Availability of the Draft Major Institution Master Plan was published concurrently on July 19, 2012. The comment period ended on September 4, 2012. During the public comment period on the DEIS, the public and affected agencies submitted a total of 12 comment letters. On August 22, 2012, a public hearing was held on the project, as required under SMC 25.05.502, at which four people testified. A Final EIS, which includes additional information on the project as well as responses to the comments, was published on December 13, 2012.

An environmental impact statement is used by agency decision makers to analyze environmental impacts, along with other relevant considerations or documents, in making final decisions on a proposal. The SEPA Ordinance contemplates that the general welfare, social, and other requirements and essential considerations of state policy will be taken into account in weighing and balancing project alternatives and in making final decisions. The FEIS and supplemental documents provide a basis upon which the responsible agency and officials can make the balancing judgment mandated by SEPA, because it provides information on the environmental costs and impacts. However, additional environmental review may be required at the time of seeking permits for any planned or potential project disclosed in the MIMP, as

well as any of the proposed vacations. Such authority is provided in SMC 25.05.055 and 25.05.600.

The SEPA Overview Policy (SMC 25.05.665) 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 such limitations/circumstances (SMC 25.05.665) mitigation can be considered.

VI. B. SHORT - TERM IMPACTS

MIMP adoption does not itself authorize construction; therefore short-term environmental impacts resulting from the adoption of the MIMP are not expected to be significant. The FEIS does evaluate potential short-term impacts resulting from future construction identified in the Development Program section of the MIMP, including air, noise, environmental health, and traffic. The analysis concludes that no significant adverse short-term impacts are expected with future development. However, as discussed below, the FEIS did propose limited mitigation for some short-term impacts.

Several adopted codes and/or ordinances provide mitigation for some of the identified impacts. The Grading Code and Stormwater Code regulate site excavation for foundation purposes and require that soil erosion control techniques be initiated for the duration of construction. The Street Use Ordinance requires watering streets to suppress dust, on-site washing of truck tires, removal of debris, and regulates obstruction of the pedestrian rights-of-way. Puget Sound Air Pollution Control 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 drying mud tracked onto streets during construction activities; noise from demolition and construction activities; increased traffic and demand for parking from construction equipment and personnel; increased noise; and consumption of renewable and non-renewable resources.

Air Quality

Typical air pollution sources in the VMCM area include vehicular traffic on numerous roads and the nearby freeway, retail/commercial facilities, and medical/office facilities, and possibly residential wood-burning devices. While many types of pollutant sources are present, the single largest contributor to most criteria pollutant emissions in urban settings such as this is on-road mobile sources (i.e., carbon monoxide - CO).

Construction activities will generate air pollutants as a result of fugitive dust from demolition activities associated with the buildings and the surface parking areas, earthwork, and emissions from construction vehicles. The primary types of pollutants during construction would be particulates and hydrocarbons. Gasoline or diesel-powered machinery used for demolition, excavation, and construction emit carbon monoxide and hydrocarbons. Trucks transporting excavated earth and/or construction materials would emit carbon monoxide and hydrocarbons along truck haul routes used by construction vehicles. Such emissions, however, would be temporary in nature and localized to the immediate vicinity of the construction activity. By taking steps such as minimizing on-site diesel engine idling, construction-related diesel emissions would not likely substantially affect air quality on the project site or in the site vicinity.

Demolition of existing structures could require the removal and disposal of building materials that could possibly contain asbestos and lead-based paint. Demolition contractors would therefore be required to comply with EPA and PSCAA regulations related to the safe removal and disposal of any asbestos-containing materials.

Although some construction phases may cause odors, particularly during paving operations using tar and asphalt, any odors related to construction would be short-term. Construction contractor(s) would have to comply with PSCAA regulations that prohibit the emission of any air contaminant in sufficient quantities and of such characteristics and duration as is, or is likely to be, injurious to human health, plant or animal life, or property, or which unreasonably interferes with enjoyment of life and property.

While some construction-related air quality impacts would be unavoidable, due to the temporary and intermittent nature of construction impacts and with implementation of the proposed mitigation, no significant impacts are anticipated.

Site development would adhere to Puget Sound Clean Air Agency's regulations and the City's construction best practices regarding demolition activity and fugitive dust emissions.

DPD Conditions -- These conditions are reiterated in Section VII.

- ❶ Construction activities will generate air pollutants that could impact the surrounding residential neighborhood. DPD therefore conditions its approval of the Final Master Plan as follows:

The mitigation measures in Section 3.11.3 of the Final EIS shall apply and are reiterated in Section VII.

Noise

Noise from demolition and construction activities for new or expanded facilities have the potential to impact nearby receivers, particularly sensitive uses such as residences and health care facilities on the VMCC campus. For daytime construction activities, the Seattle Noise Ordinance allows temporary construction noise levels to exceed the noise limits applied to long-term operations by set amounts. This allows for noisier construction activities to occur while still controlling the potential for noise impacts to nearby receivers. During nighttime

hours (which in residential receiving zones in the city are defined as between 10 PM and 7 AM on weekdays and between 10 PM and 9 AM on weekends and legal holidays), however, allowed increases are not applied to construction activities, and the stricter nighttime noise limits (e.g., 45 dBA for sources in residential zones affecting receivers in residential zones) would apply. Because it is difficult for construction activities to meet these stricter nighttime noise limits, construction activities are generally limited to daytime hours unless granted a noise variance from the City.

The temporary nature of construction coupled with its restriction to daytime hours minimizes the potential for significant impacts from construction activities and equipment. The greatest potential for noise impacts related to construction activities would be to the residential uses surrounding the existing and the potentially expanded MIO boundary. Conceivably, construction-related noise also could affect other portions of the VMMC campus. Construction activities within 50 to 100 ft. of sensitive receivers have the potential to exceed 80 to 85 dBA. In order to control noise impacts, construction noise management plans would need to be developed and implemented. The details of such plans would be dependent on the proximity of sensitive receivers. Construction hours may be limited based on the distance to sensitive receivers.

In addition to showing overall hourly noise levels from various construction activities, the range of sound levels (i.e., minimum to maximum levels) emitted by individual pieces of equipment. Because this equipment would not necessarily operate for an entire hour, it is not appropriate to compare these levels to the Seattle noise limits. However, these levels give an idea of the relative sound levels that can be expected from different kinds of equipment. In the absence of intervening terrain or structures, sounds from construction equipment and activities (usually point sources) decrease about 6 dBA for each doubling in distance from the source. Construction noise would occur with the development of projects during each of the planned construction phases over the proposed 20 year Master Plan period.

DPD Conditions -- These conditions are reiterated in Section VII.

- ❶ Construction related noise will impact the surrounding residential neighborhood. DPD therefore conditions its approval of the Final Master Plan as follows:

The mitigation measures in Section 3.11.3 of the Final EIS shall apply and are reiterated in Section VII.

Land Use

The proposed MIO boundary expansion area presently contains low-rise, retail and residential/hotel uses that have been present on the site since the 1930s. The existing land uses are: commercial/retail businesses; residential (Chasselton Court Apartments – 62 units); and hotel uses (The Baroness Hotel). During construction of any new buildings on this block, temporary business closures could occur and may require the temporary and/or permanent relocation of existing retail businesses on site. Existing housing on the block could be demolished and tenants displaced. It is the City's policy to ensure that persons displaced by redevelopment are relocated. SEPA policy 25.05.675 states that compliance with legally valid

city ordinance provisions relating to housing relocation, demolition and conversion shall constitute compliance with this housing policy. Mitigation for housing demolition has been provided in Section V.B.7. Virginia Mason will also need to comply with the City's Tenant Relocation Assistance Ordinance. Therefore no further mitigation is required under SEPA policy. Temporary business closures and/or temporary and/or permanent relocation of existing retail located on Madison Street is an unavoidable adverse impact.

Historic Resources

The proposed MIO boundary expansion area presently contains one designated City Landmark; the Baroness Hotel. There is also one designated City Landmark located adjacent to the existing campus boundary; the Sorrento Hotel.

Potential indirect and/or temporary construction-related impacts could minimally affect the Baroness Hotel (Proposed Action and Alternative 5a) and the Sorrento Hotel (Proposed Action) as a result of potential redevelopment projects. Such impacts could include: structural instability caused by construction-related vibration and/or earthwork; and introduction of atmospheric elements that may temporarily alter and/or potentially damage historic building fabric or architectural features. These construction-related impacts would be temporary and periodic in nature. With implementation of appropriate, site-specific mitigation measures, no significant impacts would be anticipated.

DPD Conditions -- These conditions are reiterated in Section VII.

- ① Construction related impacts may affect a historic structure; DPD therefore conditions its approval of the Final Master Plan as follows:

The mitigation measures in Section 3.11.3 of the Final EIS shall apply and are reiterated in Section VII.

Transportation

The roadways surrounding and within the VMMC campus primarily consist of commercial local access streets. The principal arterials are Boren, Madison, and James Streets. Seneca Street, 9th Avenue and segments of 8th Avenue and Spring Street are minor arterials and 7th Avenue is a collector arterial. All other streets in the area are defined as Local Access.

Construction-related traffic impacts would occur in varying degrees throughout the redevelopment process. It is anticipated that construction workers would arrive at construction sites prior to the AM peak period and depart either prior to the PM peak period or after the PM peak period, depending upon work schedules. The number of workers at each construction site would vary, depending upon the nature and construction phase of each project. In general, construction workers would be present in greater numbers during the finish stages of a project.

During construction projects, large trucks would make trips to the site for various activities. Earth would be removed and/or imported to construction sites in conjunction with excavation activities associated with individual buildings, and demolition debris would be hauled away. Truck trips would occur to deliver cranes, machinery, and other construction equipment;

construction materials (e.g., steel, wood for forms/framing, and concrete); and other materials including prefabricated building components, sheet rock, and building machinery (e.g., HVAC, plumbing, electrical equipment, etc.). Concrete deliveries usually occur early in the overall construction schedule and decline in frequency as the construction process continues. For purposes of this EIS analysis, it has been assumed that all of these activities may at times cause inconvenience to properties and public rights-of-way adjacent to the site, but that such impacts would be temporary in nature.

Temporary lane closures could occur that may require the temporary relocation or closure of transit stops. Closure of arterials is not anticipated. During periods of construction activity, existing parking facilities may be demolished or access limited. Additional parking facilities may need to be leased during construction phases to mitigate short-term parking deficits. Pedestrian and bicycle facilities may also be impacted by construction activity and accommodations made for alternative routes or accommodations. Public sidewalks adjacent to construction sites would experience temporary closures to accommodate construction activity. These closures would be due to the need to ensure public safety and/or to repair/replace the sidewalk.

As individual projects are planned and Master Use Permits applied for, project-specific impacts on nearby streets would need to be evaluated to determine the need for a construction management plan and/or street use permits.

DPD Recommendation -- These conditions are reiterated in Section VII.

- ❶ Construction related traffic and parking impacts may affect the neighborhood. DPD therefore conditions its approval of the Final Master Plan as follows:

The short term mitigation measures in Section 3.9-4 and mitigation in Section 3.11.3 of the Final EIS shall apply and are reiterated in Section VII.

Public Services

Fire Station 25 (1300 E Pine Street), located approximately 0.8 mile from VMMC, is the closest station to the VMMC campus and provides first response for fire and Emergency Medical Service (EMS). As needed, other stations that also provide service to the site include: Station 2 (2320 4th Avenue), Station 10 (400 S. Washington Street), and Station 6 (101 23rd Avenue South). Fire Station 25 currently has ten firefighters on duty at all times. Equipment at the station includes: one engine, one ladder truck, one BLS vehicle. See Section 3.10.1 of the Final EIS for additional information on fire services.

Police protection service to the VMMC campus is currently provided by the Seattle Police Department's West Precinct. The headquarters of the West Precinct is located at 810 Virginia Street, less than one mile northwest of the site. For response purposes, however, the precinct is divided into four sectors and twelve beats, and VMMC is located in the David sector, beat D3. Staffing at the West Precinct currently includes: 181 patrol officers, 23 patrol sergeants, four police lieutenants, five detectives, one detective sergeant, and one police captain. See Section 3.10.2 of the Final EIS for additional information on police services.

Solid waste and recycling service to VMMC is provided by Cleanscapes through a City of Seattle partnership. In 2010, VMMC generated 1,126 tons of solid waste and 540 tons of recycling. See Section 3.10.4 of the Final EIS for additional information on fire services.

During construction activities there could be an increase in demand for fire and police services. Solid waste would be generated by both demolition and during construction.

DPD Conditions -- These conditions are reiterated in Section VII.

- ❶ Construction related activities could impact public services. DPD therefore conditions its approval of the Final Master Plan as follows:

The mitigation measures in Section 3.11.3 of the Final EIS shall apply and are reiterated in Section VII.

VI. C. LONG-TERM/CUMULATIVE IMPACTS

Long-term or use-related impacts are anticipated as a result of approval of the final MIMP including: increased noise from operation, height, bulk and scale impacts; demolition of housing; demolition of buildings older than 25 years or older; increased light and glare; increased shadows on public spaces; potential impact to a city landmark; increased traffic in the area and increased demand for parking; impacts to pedestrian and bicycle circulation; impacts to local streets from truck loading facilities; and increased demand for public services and utilities. The analysis concludes that significant adverse impacts are limited to three street intersections which are forecasted to operate at LOS-F under future condition; and, intensification of institutional uses and displacement of existing and potential residential and commercial uses. However, as discussed below, the FEIS did propose limited mitigation for some long-term impacts which are significant but not adverse.

Several adopted City codes and/or ordinances provide mitigation for some of the identified impacts. Specifically these are: the Land Use Code; Noise Ordinance, Historic Preservation Ordinance, Tenet Relocation Ordinance; and, Street Use Manual. Compliance with these codes and ordinances where applicable is adequate to achieve sufficient mitigation of most long-term impacts that are not considered significant.

The FEIS examines potential impacts of ten elements of the environment, including:

- ◆ Air quality
- ◆ Energy (Greenhouse Gas Emissions)
- ◆ Noise
- ◆ Land Use and Relationship to Plans/Policies/Regulations
- ◆ Housing
- ◆ Aesthetics
- ◆ Light/Glare/Shadows
- ◆ Historic Resources
- ◆ Transportation, Circulation, and Parking

- ◆ Public Services
- ◆ Construction-Related Impacts

Air Quality

Modeling performed for FEIS (Section 3.1) indicates that model-calculated carbon monoxide (CO) concentrations at the worst-performing project affected intersection (Sixth Avenue at Spring Street) would be below the levels allowed by the 1-hour and 8-hour ambient air quality standards for CO (35 ppm and 9 ppm respectively), for both the near-term and the future analysis scenarios. Therefore, no significant air quality impacts associated with the proposed traffic conditions or proposed parking structures would be expected as a result of redevelopment activities and no mitigation measures are proposed.

Greenhouse Gas Emissions

The FEIS (Section 3.2) acknowledges that MIMP adoption may result in increased greenhouse gas emissions, but because the causes and the effects of climate change are global in scale, the incremental contribution of any single project, even one as large as the development program described in the MIMP, cannot be measured or mitigated. No significant adverse impacts are anticipated

Noise

The FEIS (Section 3.3) evaluates the long-term noise impacts of the proposed alternatives. Virginia Mason Medical Center campus currently experiences background noise levels typical of an urban setting. The adoption of the MIMP is not anticipated to produce significant noise impacts.

The FEIS establishes that project-related traffic would not increase noise levels to a discernible level. Operational traffic noise from proposed onsite parking facilities would have no potential to cause noise impacts at nearby off-site receiving properties because parking facilities would be located underground. Noise from HVAC systems would be subject to the Noise Ordinance, and compliance with these limits would be considered during design and permitting. Operational noise from loading dock and refuse handling facilities would be subject to the Noise Ordinance, so the potential for noise generating activities to comply with daytime and nighttime limits would need to be considered during siting and design. While noise from emergency vehicle sirens is exempt from the Noise Ordinance, such noise could nonetheless cause relatively high, but short-term sound levels at noise sensitive uses near the emergency department access routes.

Medical facilities are required to have emergency generators for backup in the event of a power failure. Generators are usually tested for a short period about once a month and noise related to such testing is subject to the Seattle noise limits. During actual emergency use of such generators, the noise limits do not apply.

Outdoor maintenance activities including lawn mowing, landscaping/gardening, and leaf blowing would be subject to the Noise Ordinance. Any such effects would be temporary and are unlikely to rise to the level of a significant impact. However, perceived impacts could be minimized by ensuring that outdoor workers are aware of any nearby sensitive receivers and

striving to minimize both the duration and the level of noise from maintenance activities while near such receivers.

DPD Recommendation -- These conditions are reiterated in Section VII.

- ① Impacts from mechanical equipment noise, operational noise, and noise from outdoor maintenance activities may affect the neighborhood. DPD therefore conditions its approval of the Final Master Plan as follows:

The mitigation measures in Section 3.3.3 of the Final EIS shall apply and are reiterated in Section VII

Land Use

Land use impacts are discussed on pages 3.4-1 – 3.4-22 of the FEIS. Implementation of the Proposed Action would result in the intensification of hospital/medical office uses on-campus as a result of new building development, more intensive use of existing buildings, and the modification of existing parking areas. The pattern and types of land uses on campus would not change significantly; however, building density, intensity, and existing building heights would likely change as a result of the proposed redevelopment. Land use changes under the MIMP would occur incrementally over time—full implementation of the MIMP will involve new construction of approximately 1.7 million square feet over approximately a 30-year time period.

To accommodate development under the Proposed Action, the existing 419 parking spaces associated with the University/Terry Parking Lot and Ninth Avenue Garage would be demolished; the existing Health Resources Building, Cassel Crag, Blackford Hall, and the hospital (Hospital East Wing, Original Hospital, Hospital West Addition, Buck Pavilion North and South) (and any associated parking) would also be demolished and the existing uses would be temporarily displaced. Construction activities would be phased to ensure that existing hospital/medical uses that are temporarily displaced can be relocated to new onsite or existing onsite/nearby offsite facilities prior to redevelopment.

Within the MIO boundary expansion area, the Baroness Hotel would be retained and all other existing retail and residential uses within the block would be demolished and the site redeveloped, primarily with new hospital and medical uses. Development within the underlying NC zone on the south half of the Madison Block would include required street-level uses and comply with street-level development standards in the Land Use Code.

The MIO District would continue to recognize Virginia Mason Medical Center functions under the new MIMP. The institutional development standards proposed would apply which would allow more intensive development. In the long-term, beyond projects currently proposed, there may be land use impacts due to the replacement of the underlying zoning development standards by the institutional standards; however it is not anticipated that these impacts will be significant.

Land Use – Relationship to Plans/Policies/Regulations

The FEIS addressed the relationship of the MIMP to several adopted land use plans, policies, and regulations at pp. 3.4-23 – 3.4-44, including:

- ◆ City of Seattle Comprehensive Plan;
- ◆ First Hill Neighborhood Plan;
- ◆ Swedish Medical Center - First Hill Campus Major Institution Master Plan;
- ◆ Seattle University Major Institution Master Plan;
- ◆ City of Seattle Land Use Code;
- ◆ City of Seattle Alley Vacations Criteria; and
- ◆ City of Seattle Skybridge and Tunnel Term Permits.

The discussion in the FEIS establishes that the MIMP is generally consistent with the planning goals of the various plans, policies, and regulations. The alley vacation and skybridge and tunnel term permits are not part of the final MIMP. Separate applications and reviews will be required.

The final MIMP will guide redevelopment of the VMCM campus over the long term. This plan, and campus-specific development standards, along with individual project review by the City and the Standing Advisory Committee (SAC), will serve as mitigation to preclude potential significant land use impacts from future redevelopment and ensure compatibility among site uses and uses in the vicinity. No further conditioning under SEPA for these impacts is warranted in excess of those proposed under the MIMP and re-zone analyses, Section IV and V earlier in this report.

Housing

The FEIS (Section 3.5) evaluates the impacts on housing. Under the Proposed Action, the existing MIO boundary would be expanded to include the 1000 Madison Block and it is expected that the Chasselton Court Apartments would be demolished and replaced with a major medical building. The 6-story brick Chasselton Court Apartments contains 55 studio units and 7 one-bedroom units, for a total 62 rental units. The 62 rental units represent approximately 0.8 percent of the total housing units (7,737) within the First Hill Community Reporting Area. The Chasselton Court Apartment rental rates are considered affordable to those earning between 50 and 76 percent of the median income, and would be considered affordable to “low income” households, as established by HUD guidelines for the Seattle-Bellevue HUD Metro Fair Market Rent Area.

See discussion on mitigation and conditions for housing replacement in Section V.B.7 above.

Staffing levels would incrementally increase over current levels with each new or replacement development project that is implemented, and could increase the number of people seeking housing in the VMCM campus vicinity, and the First Hill/Capitol Hill Urban Center in particular. Demand would be dependent on whether employees were new to Seattle or were existing residents of the City, and whether existing residents of the City decided to relocate closer to the VMCM campus. As the employment increase would occur gradually over time, the City of Seattle housing stock and nearby residential communities within commuting distance to VMCM would be expected to be adequate to meet any resulting increased housing demand.

DPD Conditions -- These conditions are reiterated in Section VII.

- ① Development identified in the final MIMP will result in the demolition of existing housing impacting the availability of housing in the area. DPD therefore conditions its approval of the Final Master Plan as follows:

See rezone condition in Section V.C.7

Aesthetics

Aesthetics, including bulk and scale impacts, are discussed in Section 3.6 of the FEIS. To illustrate the potential impacts, the FEIS includes architectural renderings and section drawings showing potential building envelopes. DPD generally considers mitigation of bulk and scale impacts under SMC 25.06.675.G when the proposed development is significantly larger than zoned heights in adjacent zones.

With the Proposed Action, redevelopment associated with the VMMC campus would be visible from several public viewpoints, view corridors and scenic routes. Although the buildings would frame the viewsheds, they would not extend into the view corridors. Potential skybridges, however, could alter views within affected view corridors. Aside from any potential skybridges, the overall visual character of the First Hill Urban Village is not expected to change significantly from that which presently exists. The height, bulk and scale of the proposed buildings would not encroach upon public rights-of-way, and would be consistent with the City's Comprehensive Plan and zoning, as well as the First Hill Neighborhood Plan.

Under the Proposed Action, the 1000 Madison Block would be redeveloped with new buildings that could reach up to 240 feet. The height and scale of the proposed buildings within the 1000 Madison Block would present a visual continuation of the development proposed in the existing VMMC Campus boundary. No significant impacts would be anticipated.

New buildings on the existing campus and the 1000 Madison Block would be built to heights of 240 feet, except for the Health Resources Building site, which would be built to heights of 190 and 95 feet. Building heights would be greater than the underlying zoning on the south half of the 1000 Madison Block (240 feet as opposed to 160 feet) and would be lower than the underlying zoning on the north half of the block (240 ft. as opposed to a maximum height of 300 feet). In some cases, new buildings would be taller and have greater mass than adjacent development. Development under the final MIMP would have greater bulk than surrounding development due to larger development sites and elimination of the underlying development standards for floor size, façade width and building separation. The use of lower and upper level setbacks, and modulation requirements for facades greater than 110 feet will help modulate the height of new development. Existing streets and alley will provide a transition between the MIO district and off site uses.

The bulk and scale of new development would generally be greater under the Proposed Action as compared to existing conditions and existing surrounding development. With adherence to the VMMC design guidelines and the employment of suitable architectural treatments such as articulation, indentations, façade treatments, greenwalls and building setbacks, no significant impacts would be anticipated. DPD recommends conditions related to mitigation of height,

bulk, and scale impacts as addressed in the analysis and conditions of the proposed MIO, as outlined in Section IV, and in the analysis and conditions of the proposed rezone, as outlined in Section V. DPD recommends that Council condition its approval of the Final Master Plan, as outlined in Section VII below.

DPD Conditions -- These conditions are reiterated in Section VII.

- ① Future skybridges may impact views from Boren Avenue, a scenic route: DPD therefore conditions its approval of the Final Master Plan as follows:

The mitigation measures in Section 3.7.1.3 of the Final EIS shall apply and are restated in Section VII.

Light/Glare

The FEIS addresses light and glare at pages 3.7-1 – 3.7-5. Virginia Mason has fixed sources of light, including buildings with interior and exterior lighting, reflective surfaces such as windows, as well as mobile sources such as vehicles entering and exiting parking facilities. Virginia Mason's light and glare sources are generally typical of the surrounding urban environment. The light and glare impacts of MIMP approval are not expected to be significant, however mitigation is necessary to avoid substantial impacts.

DPD Conditions -- These conditions are reiterated in Section VII.

- ① Future development would affect light and glare impacts; therefore DPD conditions its approval of the Final Master Plan as follows:

The mitigation measures in Section 3.7.1.3 of the Final EIS shall apply and are restated in Section VII.

Shadows

The FEIS includes a complete shadow analysis at pp. 3.7-6 – 3.7-20. The analysis depends on preliminary estimates of building footprints and heights, each of which will likely change as project-level planning proceeds in the next 30 years. The analysis shows that some shadow impacts would result from development in accordance with the MIMP. Shadows impacts, however, are only protected by SEPA policies for publicly owned parks, public schoolyards and private schools which allow public use of schoolyards during non-school hours and publicly owned street ends in shoreline areas.

A majority of the on-campus development assumed under the Proposed Action is proposed to reach between 95 to 240 feet. in height. Development of these taller structures would generally cast shadows that are greater than those currently found on the existing VMMC campus. Shadows from VMMC campus development would periodically shade all or portions of the existing open space and the proposed open space. Shadow impacts to Pigott Corridor and Freeway Park, the only public open space areas proximate to the VMMC campus, already occur as a result of the existing Benaroya Research Institute and would, therefore, be the same under existing conditions and the Proposed Action.

DPD Conditions -- These conditions are reiterated in Section VII.

- ① Future development would affect shadow impacts; therefore DPD conditions its approval of the Final Master Plan as follows:

The mitigation measures in Section 3.7.2.3 of the Final EIS shall apply and are restated in Section VII.

Historic Resources

The FEIS analyzes the historic resources within and surrounding the Virginia Mason MIO boundaries in Section 3.8.

Virginia Mason's first building was constructed in 1920. It is assumed that nine buildings that are over 25 years old would be demolished and the building sites redeveloped over time. At the time of the Master Use Permit (MUP) application, a referral and supplemental information will be made to the City's Historic Preservation Officer to determine if the structure appears to meet any of the criteria for landmarks designation. If a structure is determined to possibly meet the criteria, VMVC will submit a Nomination Application. If designated, controls would be placed on any redevelopment that may occur relative to that structure. If the Historic Preservation Officer determines the structure does not appear to meet the criteria, demolition of the structure will not be conditioned or denied for historic preservation purposes under SEPA.

The Proposed Action would also involve expansion to the 1000 Madison Block. This block contains one City Landmark (Baroness Hotel). The Baroness Hotel would be retained, and any alterations to the building would be carried out in accordance with the controls and incentives adopted by the Landmarks Preservation Board. Setbacks would be maintained between proposed new development and the building's east and south facades. New buildings on the Madison Block will be reviewed by the Department of Neighborhoods to ensure new development is compatible with the Baroness Hotel and the Sorrento Hotel, located across Terry Avenue, also a City Landmark.

MIMP adoption is not expected to have any significant effect on any other designated landmark buildings in the vicinity of campus.

DPD Conditions -- These conditions are reiterated in Section VII.

- ① Future development could affect historic resources; therefore DPD conditions its approval of the Final Master Plan as follows:

The mitigation measures in Section 3.8.3 of the Final EIS shall apply and are restated in Section VII.

Transportation, Circulation, and Parking

An integral part of the evaluation of the environmental impacts of this project included an assessment of the traffic and transportation impacts of the project (Section 3.9 of FEIS).

Transportation: The preferred alternative analyzed in the Draft and Final EIS includes an analysis of the PM peak hour level of service at intersections within the vicinity of the project. The analysis compares the anticipated impacts of the Proposed Action and the No Action alternative in 2042. The alternatives analyzed in the Draft and Final EIS include an analysis of PM peak hour level of service at 33 intersections within the vicinity of the project and nine parking garage access points within the Virginia Mason MIO boundary. The Proposed Action (in the year 2042), as documented in the Final EIS (page 3.9-49), shows that five signalized intersections are forecasted to operate at LOS-E and four intersections are forecasted to operate at LOS-F during the PM peak hour. In comparison, for the No Action Alternative, three signalized intersections are forecasted to operate at LOS-E and one intersection is forecasted to operate at LOS-F during the PM peak hour.

Parking: Existing parking supply is below the current Code requirement. For planning purposes, a parking supply of approximately 4,000 parking stalls is recommended for full build out of the MIMP. The MIMP proposes increasing the number of off-street parking spaces and constructing new parking with each new development on the campus. Analysis for individual development proposals that include parking facilities will be provided as part of the Master Use Permit review which will identify how garage ingress/egress will be managed.

Potential significant increases in outpatient services will drive the need for increased parking supplies since outpatients generate a much greater demand for parking than support or inpatient uses. If future outpatient programs are not developed to the extent identified in the conceptual development scenario, recommended parking supply would decrease as master plan projects are developed. Other factors that could decrease the need for parking include increasing outpatient service hours into evenings or weekends or increased use of paratransit or shuttle services, and increased residential density on First Hill, which could increase the patient base living near VMMC. However, the need for new parking supplies will be driven by the demands of an expanded outpatient program, which will serve an aging population that may not be readily served by transit or other preferable travel modes (FEIS, page 3.9-53).

Loading. The final MIMP seeks relief from city code requirements for loading berths to allow for the consolidation of facilities and reduce the number of loading berths required by code. Future loading docks are anticipated at the Madison Block redevelopment site (with the potential vacation of the alley it is proposed that VMMC loading docks would serve new retail uses located along Madison); and the Hospital Core with expansion of the existing Hospital loading dock. Other loading facilities would be identified as development occurs on site. The current code would require approximately 57 loading docks to serve campus development; it is anticipated that approximately eight will be needed to serve the future needs of the campus.

The arterial routes used by trucks to access VMMC are not anticipated to change from existing conditions. Truck traffic serving the campus will likely increase but would not be noticeable in the context of all truck traffic serving land uses in the First Hill area. It is likely that deliveries will shift to off-peak hours and night deliveries will increase as vendors seek to minimize delivery costs by avoiding congested time periods.

Vehicular Circulation. The addition of new buildings, loading zones, and garage accesses to the campus will make it more difficult for patients to find their destination. Congestion on 9th

Avenue would increase requiring the need for channelization and intersection improvements at Seneca and Spring Streets under the Proposed Action. (FEIS, page 3.9-71)

Pedestrian and Bicycle Impacts. Pedestrian facilities in the area are adequate to accommodate forecasted volumes at most locations. However, a number of sidewalks do not meet current city standards and either are deficient in width and/or do not have a 5 foot planting strip. The increase in vehicular, pedestrian, and bicycle traffic could result in increased potential for conflicts at road crossings and mid-block locations. (FEIS, page 3.9-71)

DPD Conditions -- These conditions are reiterated in Section VII.

- ❶ Traffic and parking impacts would affect the neighborhood and local corridors. The extent and duration of the impacts may be substantial. DPD therefore conditions its approval of the Final Master as follows:

The mitigation measures in Section 3.9.4 of the Final EIS shall apply and are restated in Section VII below.

Public Services

Fire. Increases in on-site employment and the number of visitors to the VMMC campus would be incremental and accompanied by increased demand for all types of services provided by the Fire Department. New buildings developed could cause an increase in the number of alarms due to larger buildings and an increased number of smoke detectors and alarm systems. The Fire Department indicates that they have sufficient capacity and resources to absorb potential increased calls related to fire suppression and EMS services.

Police. Police Department call volumes could increase although the exact number of incremental new calls cannot be quantified. SPD indicates that significant additional need for police service is not expected to result from the increases in numbers of calls from the new employment or visitors at the site.

Water/Sewer/Stormwater. Water demand could increase from its current 120 million gallons of annual consumption to 204 million gallons of consumption annually. There would be adequate capacity in the current system to handle the increase in water consumption, as well as adequate stormwater discharge capacity. No impact to water services or local domestic water pressure would be expected.

Solid Waste. There would be an increase in solid waste production; however, staff at Seattle Public Utilities indicates that there would be sufficient capacity to handle an increase of at least 3,500 tons of solid waste (three times the existing amount that is generated).

DPD Conditions -- These conditions are reiterated in Section VII.

- ① Future development would increase the demand for public services; therefore DPD conditions its approval of the Final Master Plan as follows:

The mitigation measures in Sections 3.10.1.3, 3.10.2.3, 3.10.3.3, and 3.10.4.3 of the Final EIS shall apply and are restated in Section VII.

RECOMMENDATIONS – SEPA

The Director recommends approval of the proposed Final Master Plan, subject to the conditions outlined in Section VII.

VII. SUMMARY AND RECOMMENDATIONS

The above report addresses criteria pursuant to Land Use Code Chapter 23.69 (Major Institution Overlay District), Chapter 23.34 (rezones), and Chapter 25.05 (SEPA). DPD recommends that conditional approval of the proposed Final Master Plan is warranted. This report identifies impact mitigations below.

DPD expects that planned projects will require additional SEPA reviews, when DPD may impose further conditioning. In short, development pursuant to the proposed Final Master Plan, as conditioned below, would be consistent with the framework policy of the City's Major Institutions Policies and represent a reasonable balance of the public benefits of development and change with the need to maintain livability and vitality of the adjacent neighborhoods.

All page numbers used in the following recommendations refer to the Final Master Plan – December 13, 2012 document. In certain instances, page numbers or figures from the Director's Report are also referenced and are specified as contained within this document. These page numbers are provided for the purpose of tracking future revisions across these two documents, as well as to include cross-references within the final Master Plan itself. It is expected that these page numbers may differ from those noted below as a result of formatting revisions to the Master Plan.

VII. A. RECOMMENDED CONDITIONS – MAJOR INSTITUTION MASTER PLAN

The Director recommends approval of the proposed Major Institution Master Plan, subject to the following conditions. The recommended conditions in this section are divided into two parts, conditions of approval, and revisions to MIMP text:

Conditions of MIMP Approval

1. The Standing Advisory Committee (SAC) will review and comment during the schematic and design stage of all proposed and potential projects intended for submission of applications to the City as follows: Any proposal for a new structure greater than 4,000 square feet or building addition greater than 4,000 square feet; proposed alley vacation petition; and,

proposed street use term permits for skybridges. Design and schematics shall include future mechanical rooftop screening. The Standing Advisory Committee (SAC) will use the Design Guidelines checklist for evaluation of all planned and potential projects outlined in the Master Plan.

2. The goal for the TMP will be to maintain the employee SOV rate below 30 percent.
3. Concept Streetscape Design Plan for Madison Street. Prior to Master Use Permit submittal of the Madison block redevelopment submit to SDOT for review and acceptance a concept streetscape design plan for the north side of Madison Street between Boren and Terry Avenues. Virginia Mason shall submit a draft of the Plan to the Standing Advisory Committee for its review and comment concurrent with its review by SDOT.

The plan shall be prepared consistent with the provisions of the Seattle Right-of-Way Improvements Manual. Elements of the plan must include, but are not limited to: a minimum 18 foot wide sidewalk; street trees and landscaping; continuous façade mounted overhead weather protection; seating and leaning rails; pedestrian scaled lighting; transit patron amenities, such as real-time bus arrival displays; and way finding directing pedestrians to campus uses and the Bus Rapid Transit on Madison, and other transit options such as the First Hill Street Car or transit connections to Sound Transit light rail.

4. Prior to approval of the first Master Use Permit for development under the final MIMP, submit to DPD for review and approval a comprehensive wayfinding plan incorporating entry points to and through the campus for pedestrians, bicyclist and motorist. DPD shall consult with SDOT in its review. Virginia Mason shall submit a draft of the Plan to the Standing Advisory Committee for its review and comment concurrent with its review by SDOT.
5. Virginia Mason will coordinate with King County Metro to ensure existing transit stops are not impacted by development.
6. Current transit stops shall be incorporated in street improvement plans submitted with development. Amenities such as benches landscaping should be provided and maintained by Virginia Mason.
7. Virginia Mason shall provide and maintain recycling and trash receptacles at any bus stop directly abutting Virginia Mason development.
8. Given prior agreements between Virginia Mason and Horizon House, prior to issuance of a Master Use Permit for redevelopment of the Lindeman block, Virginia Mason shall present the open space plan to the Standing Advisory Committee and to Horizon House for review and comment, and obtain DPD approval of the plan. Provision of a total of 10,000 square feet in open space on this block shall be a requirement of development approval of the plan.
9. In the event a development footprint on the Lindeman block would preclude 10,000 square feet of public open space on that block, Virginia Mason shall submit a plan for review and comment by the Standing Advisory Committee that shows Virginia Mason's actual open space plan for this site and where the remaining open space requirement would be provided. Prior to issuance of a Master Use Permit for the Lindeman block site or for any development or addition exceeding 4,000 square feet on the site, Virginia Mason shall

present the open space plan to the Standing Advisory Committee for review and comment, and obtain DPD approval of the plan. Provision of this open space shall be a requirement of development approval of the plan. Relocation of open space from the Lindeman Pavilion block to another location within the campus shall include an open space concept plan, including a Shadow Study, for the new location and will be reviewed as a minor amendment to the Master Plan.

10. No un-modulated façade shall exceed 110 feet in length. Modulation shall be achieved by stepping back or projecting forward sections of building facades. Modulation shall be perceivable at the building block scale which is identified as 200-400 feet in the Design Guidelines.
11. With each Master Use Permit application, and each skybridge term permit application, Virginia Mason shall provide an updated view corridor analysis for that specific project.
12. Specific buildings have been conditioned to have lower height limits than the MIO 240 (BRI, Lindeman, Jones Pavilion and the Baroness Hotel). Existing and any future buildings that have not been identified in the MIMP may not exceed the conditioned height limits on these sites. Conditioned heights are shown on page 47 of the final MIMP.
13. For new construction, mechanical equipment, screening and penthouses, with the exception of minor plumbing and ventilation stacks, may not exceed the MIO height limit of 240 feet or the conditioned height, whichever is lower.
14. With each subsequent Master Use Permit application, Virginia Mason shall provide an analysis of impacts of parking driveways, loading and service area drives, and pick-up/drop-off areas on pedestrian and vehicular flow on the surrounding sidewalks and streets. Appropriate design measures shall be identified and implemented to avoid adverse impacts to pedestrians, bicyclists and motorists.

Revisions to MIMP Text

15. Revise page 32, text under Proposed Structure Setbacks, Figures 10 and 14 and Table 8 of the Final MIMP amend to state and show graphically that the future building located on the 9th Avenue Garage redevelopment site will have a maximum depth (east/west) of 93 feet. The east and west lower and upper level building setbacks shall be based on the merits of the building design and by balancing the needs of the residents to the west and the needs of the pedestrian experience on 9th Avenue. A minimum setback of seven feet shall be required for portions of the building 45 feet or less in height and 12 feet for portions of the building above 45 feet in height.
16. Revise Figure 10 (page 34 of Final MIMP) to remove the area that appears to be an alley (actually an existing driveway) and correct the setbacks shown on east side of the Cassel Crag/Blackford Hall site to 7' for portions of building <45' and 20' for portions of building >45'.
17. Revise Figure 12 (page 37 of Final MIMP) to remove the notation of "alley" on the east side of the Cassel Crag/Blackford Hall site. The area is an existing driveway.
18. Revise Table 6 (page 37 of Final MIMP) Proposed Building Setbacks – Cassel Crag/Blackford Hall Block, row labeled "Abutting an Alley". This should be replaced with "Abutting an Interior Lot Line". The code language should read "Land Use Code requires 7' average/5'

minimum setback for portions of buildings <45' in height and 20' for portions of buildings >45' in height". The "Street/Avenue" column should be changed from "Alley" to "Interior Lot Line". In the columns under Virginia Mason's proposal, change "0" to "7" feet for portions of structure <45' and change "10" to "20" feet for portions >45'.

19. On page 50 of the final MIMP, second paragraph under Street-Level Uses and Facades in NC zones, second paragraph- the last sentence shall be amended as follows:

"If the proposed expansion to include the 1000 Madison block is approved, Virginia Mason intends to consider any of the following uses for potential location at street level along Madison Street and the portions of Boren and Terry Avenues within the NC zoning and would be in compliance with the underlying zoning: medical services such as optical, eating and drinking establishments, retail sales and services, indoor sports and recreation, or perhaps lodging uses or additional open space."

20. On page 54, fourth paragraph – fourth sentence shall be amended as follows:

~~"The average life of a street tree in Seattle is approximately 15 years, demonstrating an ongoing need for Virginia Mason to be~~ is committed to maintaining mature street trees where possible, and replacing trees as needed over time.

21. On page 79, the second sentence of the last paragraph in the description of the Chasselton Court Apartments shall be corrected as follows:

"The majority of the apartments are studio apartments (55 units) with seven one-bedroom apartments."

22. On page 80, Virginia Mason's housing replacement proposal shall be amended as follows:

- i. Provide a minimum number of units equal to the number of units in the Chasselton Court apartments (62 units);
- ii. Provide no fewer than the number of one-bedroom units (7 units) as those in the Chasselton Court apartments and no units smaller than a studio (55 units) as those in the Chasselton Court apartments;
- iii. Contain no less than the square feet of units (31,868 net rentable square feet) in the Chasselton Court apartments;
- iv. The general quality of construction shall be equal or greater quality than the units in the Chasselton Court apartments; and
- v. The replacement housing will be located within the First Hill neighborhood.

Revisions to Design Guidelines (Appendix E)

23. On page 44 of the Design Guidelines (Appendix E of the Master Plan), the following sentence shall be added to the beginning of the first paragraph on the right side of the graphic: "The views of upper level facades are of great importance to residents in surrounding highrise buildings." Building modulation and window patterns...

24. On page 45 of the Design Guidelines Appendix E of the Master Plan) under 2.b Multiple Views add "upper level facades" to view considerations.

25. On page 74 of the Design Guidelines Appendix E of the Master Plan) under 5.1 Consider the building from multiple vantage points add “Views of Upper Level Facades”.

VII. B. RECOMMENDED CONDITIONS – REZONE

26. The underlying street-level development standards for commercial zones shall apply per SMC 23.47A.008 to all street facing facades in the underlying NC3-160 Pedestrian designated zones; including Madison Street, and portions of Boren and Terry Avenues.

27. In the event that development occurs along Madison Street, all existing businesses facing termination of leases and relocation shall: 1) be provided assistance from both the City of Seattle Office of Economic Development and Virginia Mason Medical Center to identify available spaces in the surrounding areas for permanent or interim relocation; and 3) receive advanced notice of the availability of lease space in the completed development.

28. Before VMMC may receive a permit to demolish the Chasselton or change the use of the Chasselton to a non-residential major institution use, DPD must find that VMMC has performed either of the following two options:

- a) VMMC has submitted or caused to be submitted a building permit application or applications for the construction of comparable housing to replace the housing in the Chasselton. The building permit application(s) for the replacement housing project(s) may not include projects that were the subject of a MUP application submitted to DPD prior Council approval of this MIMP. Minor involvement by VMMC in the housing project, such as merely adding VMMC's name to a permit application for a housing project, does not satisfy VMMC's obligation under this option. All such replacement housing shall be located within the greater First Hill Neighborhood. (The area shown on Figure 1 page four of the MIMP and defined as the area between I-5 on the west, Pike Street on the north, 12th Avenue and Boren Avenue on the east and the south boundary of Yesler Terrace on the south.
- b) VMMC elects either 1) within two years of MIMP approval, to pay the City of Seattle \$4,460,000 to help fund the construction of comparable replacement housing; or 2) after two years after final MIMP approval, to pay the City of Seattle 35% of the estimated cost of constructing the comparable replacement housing, as determined by DPD and the Office of Housing based on at least two development pro-formas, prepared by individual(s) with demonstrated expertise in real estate financing or development. DPD and the Office of Housing's determination of the estimated cost is final and not subject to appeal. Money paid to the City under this option b shall be used to finance the construction of comparable replacement housing, and subject to the provisions of the City's Consolidated Plan for Housing and Community Development and the City's Housing Levy Administrative and Financial Plan in existence at the time the City helps finance the replacement housing.

For purposes of the performance option a above, the replacement housing must meet the following requirements:

- I. Provide a minimum number of units equal to the number of units in the Chasselton Court apartments (62 units);

- II. Provide no fewer than the number of one-bedroom units (7 units) as those in the Chasselton Court apartments and no units smaller than a studio (55 units) as those in the Chasselton Court apartments;
- III. Contain no less than the square feet of units (31,868 net rentable square feet) in the Chasselton Court apartments;
- IV. The general quality of construction shall be equal or greater quality than the units in the Chasselton Court apartments; and
- V. The replacement housing will be located within the First Hill neighborhood.

If VMMC chooses the performance option a, it is encouraged to: (a) contribute to the housing replacement project in a manner that will assure that at least 10% of the units (i.e., a number equal to 10% of the demolished units, for a total of 7 units) will be rented at rates affordable to persons earning less than 80% of the median area income for at least 10 years; and (b) utilize a design that allows the project to compete effectively for public and private affordable housing grants and loans. This design provision is not intended to discourage creative solutions such as siting affordable units in high-rise buildings otherwise containing market rate housing. VMMC may not receive credit in fulfillment of the housing replacement requirement for any portion of the housing replacement cost that is financed by City funds, with the exception that any City funds spent, in excess of construction costs, to provide affordability in what would otherwise be market-rate replacement units (i.e., to “buy down” rents in the completed building) shall not disqualify units as replacement housing under this condition.

If VMMC chooses performance option b, the Office of Housing shall devote all funds provided by VMMC to a project or projects within the greater First Hill Neighborhood. (The area shown on Figure 1 page four of the MIMP and defined as the area between I-5 on the west, Pike Street on the north, 12th Avenue on the east and the southern boundary of Yesler Terrace on the south.

VII. C. CONDITIONS – SEPA

During Construction for Future Development – Air Quality

29. Site development would adhere to Puget Sound Clean Air Agency's regulations and the City's construction best practices regarding demolition activity and fugitive dust emissions, including the following:

- as necessary during demolition, excavation, and construction, sprinkle debris and exposed areas to control dust;
- as necessary, cover or wet transported earth material;
- provide quarry spall areas on-site prior to construction vehicles exiting the site;
- wash truck tires and undercarriages prior to trucks traveling on City streets;
- promptly sweep earth tracked or spilled onto City streets;
- monitor truck loads and routes to minimize dust-related impacts;
- use well-maintained construction equipment and vehicles to reduce emissions from such equipment and construction-related trucks;
- avoid prolonged periods of vehicle idling; and,
- schedule the delivery and removal of construction materials and heavy equipment to minimize congestion during peak travel time associated with adjacent streets.

During Construction for Future Development – Noise

30. A Construction Management Plan (CMP) shall be provided with each development proposal. The CMP would be coordinated with the DPD Noise Abatement Office (DPD), SDOT and VMMC. The Construction Management Plan shall be included in any information provided to the SAC for any new structure greater than 4,000 square feet or building addition greater than 4,000 square feet. The following elements shall be included in the CMP if applicable.

The plan would include the following elements:

- a) Construction Communication Plan – Prior to the initiation of the first major project under the Plan, Virginia Mason, in close coordination with the Standing Advisory Committee, shall develop an overall construction communication plan. This plan shall include a Contact person and Community Liaison. The Chair of the Standing Advisory Committee will also be included in the Construction Communication Plan associated with site-specific development along with the Contact person and Community Liaison.
- b) Construction Hours and Sensitive Receivers – identify demolition and construction activities within permissible construction hours.
- c) Construction Noise Requirements – all demolition and construction activities shall conform to the Noise Ordinance, except as approved through the variance process.
- d) Measures to Minimize Noise Impacts – list of measures to be implemented to reduce or prevent noise impacts during demolition and construction activities during standard and non-standard working hours.
- e) Construction Milestones – a description of the various phases of demolition and construction, including a description of noise and traffic generators, and anticipated construction hours for each phase.
- f) Construction Noise Management – identify techniques to minimize demolition and construction noise including: timing restrictions, noise reduction construction technologies, process modifications. These techniques may go beyond code requirements and could include the following:
 - ◆ Using properly sized and maintained mufflers, engine intake silencers, engine enclosures, and turning off idle equipment. Construction contracts can specify that mufflers be in good working order and that engine enclosures be used on equipment when the engine is the dominant source of noise.
 - ◆ Stationary equipment could be placed as far away from sensitive receiving locations as possible. Where this is infeasible, or where noise impacts are still significant, portable noise barriers could be placed around the equipment with the opening directed away from the sensitive receiving property. These measures are especially effective for engines used in pumps, compressors, welding machines, and similar equipment that operate continuously and contribute to high, steady background noise levels. In addition to providing about a 10-dBA reduction in equivalent sound levels, the portable barriers demonstrate to the public the contractor's commitment to minimizing noise impacts during construction.
 - ◆ Substituting hydraulic or electric models for welding and impact tools such as jack hammers, rock drills and pavement breakers where feasible could reduce

construction and demolition noise. Electric pumps could be specified if pumps are required.

- ◆ Although, as safety warning devices back-up alarms are exempt from noise ordinances, these devices emit some of the most annoying sounds from a construction site. One potential mitigation measure would be to ensure that all equipment required to use backup alarms utilize ambient-sensing alarms that broadcast a warning sound loud enough to be heard over background noise -- but without having to use a preset, maximum volume. An even better alternative would be to use fixed volume or ambient-sensing broadband backup alarms instead of typical pure tone alarms. Broadband alarms have been found to be very effective in reducing annoying noise from construction sites. Requiring operators to lift rather than drag materials wherever feasible can also minimize noise from material handling.
- ◆ Construction staging areas expected to be in use for more than a few weeks should be placed as far as possible from sensitive receivers, particularly residences. Likewise, in areas where construction would occur within about 200 ft. of existing uses (such as residences, schools/classrooms, and noise-sensitive businesses), effective noise control measures (possibly outlined in a construction noise management plan) should be employed to minimize the potential for noise impacts. In addition to placing noise-producing equipment as far as possible from homes and businesses, such control could include using quiet equipment and temporary noise barriers to shield sensitive uses, and orienting the work areas to minimize noise transmission to sensitive off-site locations. Although the overall construction sound levels will vary with the type of equipment used, common sense distance attenuation should be applied. Additionally, effort could be made by VMMC to plan the construction schedule to the extent feasible with nearby sensitive receivers to avoid the loudest activities (e.g., demolition or jack-hammering) during the most sensitive time periods (10 PM to 7 AM weekdays, 10 PM to 9 AM weekends). A construction noise management plan would again be an appropriate location to identify these types of conflicts and establish less-intrusive construction schedules.

During Construction for Future Development – Historic Resource

31. Care should be taken in order to avoid structural damage to nearby buildings that could occur due to construction-related vibrations and/or earthwork. Excavation, earthwork, pile driving etc. should be designed and/or monitored to minimize and/or immediately address any such impacts to historic properties. Monitoring could include crack monitors, periodic observation, and photography to document the structural integrity of historic buildings and determine whether there was resulting damage of interior or exterior finishes, or exterior masonry and/or framing. If such damage occurred, repairs should be made to the affected buildings.
32. Care should be taken in order to avoid or limit the introduction of atmospheric elements that could alter and/or potentially damage historic building fabric or architectural features of historic resources. Construction activity could be monitored in order to prevent and address any such impacts to historic properties. Dust control measures would be implemented.

During Construction for Future Development – Traffic and Parking

33. Development and Implementation of a Construction Management Plan (CMP) for proposals that require demolition and/or construction that affects on or off site parking, existing pedestrian, bicycle, and vehicular circulation patterns or transit routes or stops. The CMP would be coordinated with DPD, SDOT and VMMC. The following elements shall be included in the CMP if applicable.

- a) Construction Parking Management – Implementation of a construction parking management program to identify off-site parking supplies for construction workers and minimize impacts to VMMC parking supplies and surrounding public parking supplies.
- b) Construction Traffic/Street and Sidewalk Closures – demolition, earthwork excavating, concrete and other truck routing plans will be developed and submitted for approval through SDOT for site-specific development. Truck routing plans may include limitations on hauling of debris, earth and construction materials during peak hours. Traffic and pedestrian control signage and flaggers will be used as necessary to facilitate traffic and pedestrian flow per the requirements of any street use permit issued by SDOT. Sidewalk closures maybe required to protect the public or provide site access during construction. If such closures are necessary, a plan specifying phasing and timing will be submitted to SDOT for approval.. Other mitigation measures could include:
 - ◆ Coordinate with Metro transit relative to construction activity that could affect transit service proximate to the project site.
 - ◆ Where existing sidewalks or walkways are temporarily closed during construction, develop alternative routes to maintain pedestrian circulation patterns.
 - ◆ Enclose construction sites with a cyclone fence and cover walkways with staging for pedestrian safety.
 - ◆ Include a parking provision in construction contracts between VMMC and the general contractor and between the general contractor and subcontractors, such as specifying where construction workers should park, shuttles, etc.
 - ◆ Minimize any lane closures on Madison, Boren, and Seneca.
 - ◆ To the extent possible, schedule deliveries at off peak times to avoid congestion.
 - ◆ Develop a parking phasing plan to minimize disruptions to the parking supply serving VMMC patients and visitors.
 - ◆ Restrict peak period truck traffic.

During Construction for Future Development – Public Services

34. The portions of the site that are under construction during phased redevelopment could be fenced and lit, as well as monitored by surveillance cameras to help prevent construction site theft and vandalism.
35. During demolition and construction, recycle construction and debris waste to the extent feasible, based on the existence of hazardous materials.

During Operation

Noise

36. Potential noise impacts from emergency vehicle sirens is exempt from the City noise limits. However, VMMC, commercial ambulance companies, Medic One and the City should work jointly to address ambulance-related noise impacts between midnight and 6 AM.
37. Potential noise impacts could also result from new HVAC equipment and other mechanical equipment associated with new or renovated facilities and from loading docks and any refuse-hauling sites near off-site receivers. The following processes could be implemented to reduce the potential for noise impacts from these sources and activities.
 - a) Select and position HVAC and air handling equipment to minimize noise impacts and maximize noise reduction to the extent possible. When conducting analyses to ensure compliance with the Seattle noise limits, assess sound levels as they relate to the nearest residential uses and any adjacent commercial locations.
 - b) Locate and control exhaust vents for all underground parking facilities to reduce noise at both on- and off-site residential uses and to ensure compliance with the City noise limits.
 - c) Design and site loading docks with consideration of nearby sensitive receivers and to ensure that noise from truck traffic to and from the docks and from loading activities would comply with the City noise limits. In locations where loading docks are located near on- and off-site sensitive receivers, evaluate the feasibility of mitigation measures such as implementing restrictions to limit noisy activities associated with deliveries to daytime hours.
 - d) To the extent feasible, design garbage and recycling collection to minimize or eliminate line-of-sight to nearby sensitive receivers. In addition, work with the collection vendors to schedule collections at appropriate (i.e., least intrusive) times. For example, garbage and recycle hauling contracts could specifically limit pickups to daytime hours so as to avoid potential noise impacts from such activities at night.
38. Minimize the potential for noise impacts resulting from regular testing of emergency generators by locating the equipment away from sensitive receptors, and equipping the generators with noise controls, including installation of a silencer on the power source and mounting the generator on an isolation system to control ground borne vibration.
39. Minimize the potential for noise impacts related to outdoor maintenance activities by ensuring outdoor maintenance is restricted to daytime hours, whenever possible. In addition, minimize the impacts of any noisy outdoor work, such as lawn mowing and leaf blowing, by using the quietest available power equipment and limiting its duration when working near (e.g., within 200 feet) sensitive receivers. Finally, as redevelopment occurs, install exterior electrical outlets at appropriate locations on campus to enable the use of electric power maintenance tools when possible.

Aesthetics

40. Potential skybridges will be designed and constructed with materials that would contribute to transparency of the skybridge to the extent possible in order to minimize potential impacts to view corridors on campus. Height and width of skybridges will be limited to accommodate the passage of people and supplies between buildings. Approval of the

location and final design of any skybridges will occur through the City's Term Permit process.

Light and Glare

41. Control light spillage and light trespass, including direct glare, through lighting design measures, such as luminaire locations, light distributions, aiming angles, mounting heights, and shielding. Direct the light from exterior lighting fixtures downward and/or upward and away from off-site residential land uses.
42. Design new buildings with low reflective glass, window recesses and overhangs, and façade modulation to limit light and glare impacts to pedestrians, motorists and nearby residents.
43. Use street trees, landscaping and screening at ground level to obstruct reflected glare from impacting off-site receptors.
44. Include landscaping or screens at the edges of parking lots and parking structures to obstruct light and glare caused by vehicle headlights.
45. Design street-level retail activities to shield light to minimize spilling over onto adjacent residential areas.
46. Equip interior lighting with automatic shut-off devices consistent with code, function and safety requirements.
47. Provide pedestrian-scale lighting consistent with code, function and safety requirements.
48. Where feasible, limit the amount of reflective surfaces.

Shadows

49. To the extent feasible, orient the massing of the new buildings on adjacent campus open spaces and offsite residential uses to minimize the potential shadow impacts to these campus resources and offsite uses.

Historic Resources

50. Prior to the approval of a demolition permit for a building that was constructed 50 years ago or earlier, an historical analysis will be required to be submitted to the City. An analysis of potential impacts caused by new buildings constructed adjacent or across the street from a designated historic Landmark is also required at the time of Master Use Permit submittal, and will be referred to DON for review and approval.

Transportation

51. As part of each project, ensure that pedestrian and vehicular circulation needs are addressed in a manner consistent with the campus wayfinding plan.
52. As part of each project, provide frontage improvements to ensure that pedestrian facilities meet established city standards at the time of redevelopment. The extent of such improvements should take into account 'priority design features' as described in the SDOT Right of Way Manual and the intent of the VMCM Master Plan Design Guidelines.
53. The redevelopment of the 1000 Madison Block under the Proposed Action is of particular significance to the Madison Street corridor and should take into account the need for frontage improvements that would support the planned 'High Capacity Transit Corridor' as well as providing amenities that exceed code requirements that would enhance the pedestrian experience along this segment of Madison Street. Such amenities could include

seating areas, more extensive landscaping than required by code, a transit stop shelter that is integrated with the building design, retail uses that help activate the frontage, and weather protection.

54. As part of the review process for master plan projects:

- a) Apply updated TMP elements and assess TMP performance
- b) Update MIMP parking requirements and reassess long-term campus parking supply recommendations
- c) Assess operational and safety conditions for proposed garage accesses and loading areas
- d) Assess pedestrian, truck, and vehicular circulation conditions, and identify safety deficiencies that could be remedied as part of the project under review.
- e) Assess loading berth requirements and where possible consolidate facilities so that the number of berths campus wide is less than the code requirement.
- f) Assess truck delivery routes between VMMC and I-5 and along Boren Street and other arterials to identify potential impacts to roadways along those routes.
- g) Reduce the impact of truck movements on local streets and potential conflicts with pedestrians by consolidating loading facilities and managing delivery schedules.
- h) Evaluate proposed bicycle parking facilities through the following design elements :
 - ◆ Bicycle parking access should be ramped and well lit.
 - ◆ Bicycle parking should be located close to building entrances or elevators if in a parking structure.
 - ◆ Short-term general bicycle parking areas should be sheltered and secure
 - ◆ Long-term staff bicycle parking should be located in enclosures with secure access.
 - ◆ Staff lockers for bicycle equipment should be provided in long-term bicycle parking areas.
 - ◆ Bicycle racks should be designed to allow a U-lock to secure the frame and wheels to the rack.
 - ◆ Bicycle parking should be separated from motor vehicle parking.
 - ◆ Shower facilities and locker rooms should be close to the bicycle parking area.

55. As part of the project level environmental review, evaluate the potential for increased vehicular traffic and, if warranted by anticipated project impacts, implement the following roadway improvements to mitigate impacts.

- a) On 9th Ave from Madison to University Streets:
 - ◆ Add northbound and southbound left turn pockets at Madison Street/9th Ave within the existing road width.
 - ◆ Signalize the intersection of Spring Street/9th Avenue and add a southbound left turn pocket and northbound right turn pocket on 9th Avenue. As part of the redesign of the intersection to add the turn pockets, work with King County Metro to evaluate the relocation of the existing transit stop to optimize commuter use and connections and avoid conflicts with access to Virginia Mason facilities. Maintain pedestrian safety by including pedestrian crossing beacons and controls and curb bulbs on Spring Street and on 9th Avenue if there is adequate road width. Add northbound and southbound left turn pockets at Seneca Street/ 9th Ave within the existing road width.

