



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

Application Number: 3012978
Applicant Name: Tom Eanes for Seattle Housing Authority
Address of Proposal: 120 8th Avenue

SUMMARY OF PROPOSED ACTION

Land Use Application to change the use of vacant industrial building (Old Yesler Terrace Steam Plant, Historic Landmark No. 355) to institutional use (Community Center, 10,563 sq. ft. total). Project includes alley vacation (CF No. 311389); one story addition to building foot print (1,685 sq. ft.); interior 2nd floor addition (4,616 sq. ft.) and repaving for driveway. Surface parking for five vehicles to be provided. Existing garage to be demolished.

The following approvals are required:

Administrative Conditional Use - to allow an institution not meeting development standards in a multi-family zone 23.45.506.C

SEPA – Environmental Determination pursuant to SMC 25.05

SEPA DETERMINATION: Exempt DNS MDNS EIS¹
 DNS with conditions
 DNS involving non-exempt grading, or demolition, or involving another agency with jurisdiction.

¹ The Seattle Housing Authority prepared an Environmental Impact Statement for Yesler Terrace (EIS), with a Draft EIS issued in October 2010 and a Final EIS issued April 14, 2011.

BACKGROUND DATA

Site Zone: Master Planned Community - Yesler Terrace (MPC-YT)

Nearby Zones: MPC-YT to the north, west, south, and east

Lot Area: 113,477 square feet (Yesler Terrace)

Current Development: One-story historic vacant landmark structure (Old Yesler Terrace Steam Plant), and one-story garage.

Proposal Description

The applicant proposes to convert the vacant historic landmark to a Community Center with classrooms for assisting Yesler Terrace tenants. Some areas will be used as offices by Seattle Housing Authority, and a limited amount of space will be used for storage in the building.

Public Comment

Public notice of the application was posted and mailed on May 31, 2012. Comments were received regarding this historic landmark on site (Old Yesler Terrace Steam Plant).



ANALYSIS - ADMINISTRATIVE CONDITIONAL USE

The proposal is located within the MPC-YT zone. Per SMC 23.75.015.A.2, “renovations and additions to the existing steam plant building in Block 2, for which the provisions of Chapter 23.45 applicable to property zoned LR3 shall apply instead of this Chapter 23.75, regardless of whether or not an approved final plat has been recorded.”

The proposal is for renovations and additions to the existing steam plant building in Block 2. This work is subject to LR3 zone provisions rather than the use and development standards in the MPC-YT zone. Therefore, the following analysis references LR3 zoning requirements.

SMC 23.45.506 Administrative Conditional Uses

The proposed use is a community center, which is considered “an institution other than a public school,” and doesn’t meet all the development standards of LR3. This use not meeting development standards in an LR3 zone is permitted by Administrative Conditional Use review, per SMC 23.45.506.C.

C. Institutions other than public schools not meeting the development standards of 23.45.570, Institutions, and Major Institution uses as provided in Chapter 23.69, may be permitted subject to the following:

- 1. Bulk and Siting. In order to accommodate the special needs of the proposed institution, and to better site the facility with respect to its surroundings, the Director may modify the applicable development standards. In determining whether to allow such modifications, the Director shall balance the needs of the institution against the compatibility of the proposed institution with the residential scale and character of the surrounding area.***

The proposed development includes exterior modifications to the existing building. The historic landmark status of the building is related to the exterior façade and interior spaces. Modifications to the historic landmark were approved by the Landmarks Preservation Board and Department of Neighborhoods via Certificate of Approval (LPB 371/12).

The proposed development will serve the existing and future residents of this community, and the approved Yesler Terrace Master Plan considered this proposal. The Environmental Impact Statement for the Yesler Terrace redevelopment also considered this proposal.

The proposed development includes renovation and expansion of an existing building located within the Yesler Terrace Master Planned Community. Due to the unique history of this development, the existing building gives the impression of being part of the larger Yesler Terrace campus. However, the current parcels and rights of way result in the application of LR3 standards to the Steam Plant as an individual site.

The location and size of this structure have worked well with the adjacent residential development for over 50 years. The proposed addition will be minor in scale (1,685 square feet addition to the existing 10,563 square foot building). The proposed addition will fill in a 'hole' on the southwest side of the building and won't expand the overall scale of the existing building.

Redevelopment of the adjacent residential development is expected to result in much taller buildings than the current residential context, in response to the recent rezone from LR3 to MPC-YT. The 2-story community center will likely be a small structure, in comparison to future adjacent residential development allowing 85'-240' tall buildings.

The proposed modification to the existing building, the proposed addition, and the modifications to the development standards are therefore compatible with the adjacent residential scale and character of the surrounding area.

- 2. Dispersion Criteria. An institution that does not meet the dispersion criteria of Section 23.45.570 may be permitted by the Director upon determination that it would not substantially worsen parking shortages, traffic safety hazards, and noise in the surrounding residential area.***

The proposed institution doesn't meet dispersion criteria, since there are several institutions nearby (Harborview Hospital, Department of Parks and Recreation Yesler Terrace Community Center, and a religious institution) are located within 600'. However, this area is steeply sloped and people accessing those institutions tend to access them from the nearest arterial. The subject property is not located on any of the nearby arterials.

The majority of Harborview traffic comes from the north and east of Harborview (James Street and Jefferson Street). The proposed site is located south of Harborview.

The majority of the Yesler Terrace Community Center traffic is from residents that walk, use the bus, or access the site from Yesler Way. That Community Center is located south of the subject property and across the arterial of Yesler Way.

The nearby religious institution would have different peak hours of operation than the proposed community center use. This institution is located to the east, across the arterial of Broadway.

Therefore, the topography, the patterns of vehicular traffic following nearby arterials, and the hours of operation provide substantial separation between the proposed institution and nearby institutions.

- 3. Noise. The Director may condition the permit in order to mitigate potential noise problems. Measures the Director may require for this purpose include, but are not limited to the following: landscaping, sound barriers, fences, berms, adjustments to yards or the location of refuse storage areas, location of parking areas and access, structural design modifications, and regulating hours of use.**

The applicant has stated that the services that will be provided by the community center use include Head Start classrooms, job connections, and other community services. An outdoor play area would be provided for up to 20 children and would be located on the roof of the existing building. The proposed play area is approximately 40' from the nearest residential units to the south. Walls would surround the play area to divert sound from adjacent units. The hours of play would be limited to business hours.

The proposed noise mitigation efforts are expected to adequately reduce noise from outdoor play activity.

- 4. Transportation Plan. A transportation plan is required for proposed new institutions and for those institutions proposing to expand larger than 4,000 square feet of floor area and/or required to provide 20 or more new parking spaces. The Director may condition a permit to mitigate potential traffic and parking impacts pursuant to a Transportation Management Plan or Program as described in directors rules governing such plans or programs. The Director will determine the level of detail to be disclosed in the transportation plan based on the probable impacts and/or scale of the proposed institution.**

The proposed institution is located within an Urban Center and therefore no parking is required by SMC 23.54. Five parking spaces are proposed.

The proposed use was studied in the Yesler Terrace EIS. The EIS didn't include any traffic or parking mitigation for this proposed use. Most of the community center's clients will come from within Yesler Terrace and are expected to use methods of transportation other than single occupancy vehicles, so the anticipated traffic generation and parking demand are very low.

The applicant provided traffic and parking demand information that was reviewed by DPD. The information noted that the trip estimates in the Yesler Terrace EIS were actually higher than the current estimates for this proposed use. Since no mitigation was identified in the EIS, no mitigation is warranted for the lower trips anticipated by this use.

The parking information provided by the applicant described a peak parking demand of four parking spaces. The peak parking demand would therefore be accommodated by the five proposed parking spaces.

Based on this information, DPD determined that no additional parking or traffic plans are needed.

DECISION - ADMINISTRATIVE CONDITIONAL USE

The conditional use application is **APPROVED**.

SEPA

Elements of the environment considered in the Draft SEIS include: earth, air quality, water, plants and animals, climate change/greenhouse gas emissions and energy, environmental health, noise, land use, aesthetics, light and glare, shadows, historic and cultural resources, transportation, utilities, public services, socioeconomics, environmental justice, and wind. Please refer to the Yesler Terrace DEIS, FEIS, and fact sheet for a complete description of effects of the proposed alternatives.

The information provided by Seattle Housing Authority, the public comment, and the experience of the lead agency with the review of similar proposals form the basis for review of this proposal.

The applicant's disclosure of the potential impacts from this specific project was made in the environmental checklist submitted by the applicant dated May 15, 2012. The Department of Planning and Development has analyzed and annotated the environmental checklist submitted by the project applicant, reviewed the project plans and any additional information in the file, and pertinent comments which may have been received regarding this proposed action have been considered. The specific potential environmental impacts of the proposed development are discussed in more detail below.

Short Term Impacts

Noise

The project is expected to generate loud noise during demolition, grading and construction. These impacts would be especially adverse in the early morning, in the evening, and on weekends. The Seattle Noise Ordinance permits increases in permissible sound levels associated with construction and equipment between the hours of 7:00 AM and 10:00 PM on weekdays and 9:00 AM and 10:00 PM on weekends. Some of the surrounding properties are developed with housing and will be impacted by construction noise.

The FEIS notes various mitigating measures on page 3.7-13. This list of mitigating measures is broadly described and could be sufficient if specific measures were described in a noise mitigation plan for the construction proposed with this application.

The limitations stipulated in the Noise Ordinance are not sufficient to mitigate noise impacts as described in the Yesler Terrace EIS. Therefore, pursuant to SEPA authority, the applicant shall be required to limit periods of construction activities (including but not limited to grading, deliveries, framing, roofing, and painting) to non-holiday weekdays from 7:00 AM to 6:00 PM, unless modified through a Construction Noise Management Plan, to be determined by DPD prior to issuance of a building permit. The Construction Noise Management Plan may include specific mitigation measures that are consistent with the mitigation described in the EIS.

Long Term Impacts

Parking and Traffic

The applicant submitted traffic study information, including report (“Technical Memorandum, Yesler Terrace – Steamplant site, Traffic and Parking Analysis, May 14, 2012,” from Heffron Transportation). These reports indicate that the proposed development will not have significant impacts on the level of service at nearby intersections and the existing parking within vicinity of the proposed project will accommodate peak parking demand. No mitigation is warranted.

The Yesler Terrace Final Environmental Impact Statement, SEPA Checklist, Master Use Permit plans submitted for the project, public comment, and responses to requests for information all comprise DPD’s record. Pursuant to SMC 25.05.600 D, DPD relies on the environmental documents and technical reports prepared by the Seattle Housing Authority in their role as lead agency. DPD has determined that the FEIS (April 14, 2011) is adequate. The SEPA conditions listed below are imposed based on Master Use Permit (MUP) plans as well as on all environmental documentation submitted to date.

CONDITIONS - ADMINISTRATIVE CONDITIONAL USE

None.

SEPA - CONDITIONS OF APPROVAL

Prior to Issuance of a Building Permit

1. If the applicant intends to work outside of the limits of the hours of construction described in condition #2, a Construction Noise Management Plan shall be required, subject to review and approval by DPD. The Plan shall include proposed management of construction related noise, efforts to mitigate noise impacts, and community outreach efforts to allow people within the immediate area of the project to have opportunities to contact the site to express concern about noise. Elements of noise mitigation may be incorporated into any Construction Management Plans required to mitigate any short -term transportation impacts that result from the project.

During Construction

2. Construction activities (including but not limited to demolition, grading, deliveries, framing, roofing, and painting) shall be limited to non-holiday weekdays from 7am to 6pm. Interior work that involves mechanical equipment, including compressors and generators, may be allowed on Saturdays between 9am and 6pm once the shell of the structure is completely enclosed, provided windows and doors remain closed. Non-noisy activities, such as site security, monitoring, weather protection shall not be limited by this condition. This condition may be modified through a Construction Noise Management Plan, required prior to issuance of a building permit as noted in condition #1. The Construction Noise Management Plan may include specific mitigation measures that are consistent with the mitigation described in the Yesler Terrace Final EIS.

Signature: _____ (signature on file) Date: November 19, 2012
Shelley Bolser AICP, LEED AP, Land Use Planner
Department of Planning and Development

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