



City of Seattle

Department of Planning and Development
Diane Sugimura, Director

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

Application Number: 3014092
Applicant Name: Seattle School District
Address of Proposal: 2410 E Cherry St (Horace Mann School)

SUMMARY OF PROPOSED ACTION

Land Use Application to allow a 15,211 sq. ft. two story addition to existing institution (Horace Mann School). Review includes 1,145 cu. yds. of grading (1,560 cut and 415 fill). Existing structures (portables) to be demolished. Environmental documents/Addendum to Building Excellence IV EIS prepared by Seattle Public Schools.

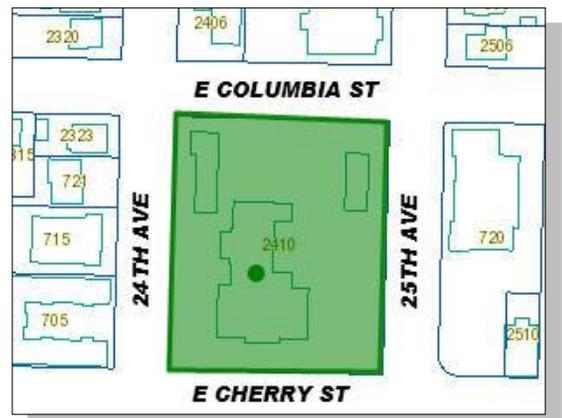
The following approval is required:

SEPA – for conditioning only. SMC 25.05

SEPA DETERMINATION: Exempt DNS¹ MDNS EIS
 DNS with conditions
 DNS involving non-exempt grading, or demolition, or another agency with jurisdiction.

BACKGROUND DATA

The full block site is an area of 79,810 square feet. Approximately 67.3 percent of the site is currently covered by impervious surfaces. The proposed project would remove approximately 5,470 square feet of impervious surface. After project completion, 60.4 percent of the project site would be covered by impervious surfaces.



¹ Environmental documents and the Determination of Non-significance (DNS) prepared by the Seattle School District — DNS issued on January 25, 2013.

The site topography generally slopes gently down to the south and east, with overall vertical relief of approx. 10 feet. The topography surrounding the site is generally lower along the south and east sides by approximately 3 to 8 feet. In these areas, the site is bordered by 4- to 5-foot-high concrete retaining walls with grassy areas sloping up from the top of the walls to the site grade. The elevation on-site at the northwest corner is 4 to 5 feet below the surrounding street grades. It appears from the site and surrounding topography that the northwest corner was cut into the pre-existing grade while the south and east sides were filled to level the site.

Proposal

Seattle Public Schools (SPS) proposes to modernize and renovate the Horace Mann School to house the NOVA Program, and SPS Alternative Learning Experience high school. The project would be funded through a combination of remaining funds from Building Technology and Academics Phase III (BTA III) and funds from the BEX IV Capital Improvement Program, if the school levy for the latter is approved by voters. Modernizing and constructing an addition to the Horace Mann School were considered in all three action alternatives in the *Building Excellence Phase IV Capital Improvement Program Programmatic Environmental Impact Statement* (SPS, 2012).

Two options are proposed for the modernization and renovation project. Option A includes modernization and safety upgrades to the existing building, including a small extension on the north side to house an elevator. Option B includes a new addition on the north side of the building as well as modernization and upgrades to the existing building. Additional information on the two options is provided below. Assuming the BEX IV levy is approved, construction on Option B would begin in July 2013. If the levy is not approved, Option A modernization would also begin in July 2013.

The environmental checklist has been prepared in accordance with the State SEPA Rules (WAC 197-11) to provide additional information and analysis about the Horace Mann project since the publication of the *Building Excellence Phase IV Capital Improvement Program Environmental Impact Statement* (SPS, 2012). The proposed project was described in the BEX IV Final and Revised Final Programmatic EISs. The project level SEPA Checklist provides more detailed information on project design, historic resources, and traffic impacts. The checklist also includes information on the Landmark designation process for the school.

The District has completed an environmental checklist evaluating the various elements of the environment affected by the project. The District solicited comments and incorporated them into this document. In the Determination of Non-Significance (DNS), the District's Environmental Officer has determined that the project will not have a probable significant adverse impact on the environment.

The District will not take action on this proposal until at least 14 days after publication of their decision. The SEPA Checklist and Determination of Nonsignificance can be viewed on the Seattle Public Schools website, at:

<http://www.seattleschools.org/modules/cms/pages.phtml?sessionid=8304e45893deb5091c1c162b5d894d54&pageid=258890>

These documents may also be reviewed at SPS headquarters:

John Stanford Center for Educational Excellence
2442 3rd Avenue South
Seattle WA 98124

Project Development

The building was originally constructed as the Walla Walla School in 1902 and renamed the Horace Mann School in 1921. The school was an elementary school until 1968, when it was closed. The building was used as an annex for Garfield High School for several years and also housed an alternative program called the Extended Services Program. The NOVA Alternative High School was housed in the Horace Mann School from 1975 to 2009, when it moved to its current location at the Meany School site. The Horace Mann School site is currently leased to Peoples Family Life and houses the Work-It-Out Pilot Project. The Seattle Amistad School, a private elementary school, subleases portions of the building from Peoples Family Life.

The existing building is largely unchanged from the original 1902 construction. Alterations have mainly consisted of repairs and interior upgrades for safety and educational purposes. Most of the finishes on the interior of the first and second floors are largely original, although the original lighting has been replaced.

Modernizing the Horace Mann School to house the NOVA program has long been a goal of SPS. The project was considered as part of the BEX II Program (SPS, 2000), but was not funded. The BEX III Program continued many of the improvements proposed in the BEX II Program. SPS is using funds from the BEX III Program to prepare the design and environmental documentation for modernizing and constructing an addition to the Horace Mann building. As stated above, if the BEX IV school levy does not pass, BTA III funding would be used to fund Option A. Option B would not be constructed without BEX IV funding.

Option A Project Description

Option A addresses deferred maintenance, window and exterior siding upgrades, elevator access and miscellaneous improvements. Most of the proposed activities would occur on the interior of the building with a small extension constructed on the north side to house an elevator and entry way that would meet the Americans with Disabilities Act of 1990 (ADA) requirements for access.

Option A includes the following elements:

- Small addition (907 square feet) to the north side of the building for ADA entry and an elevator.
- Two new ADA parking spaces and wheelchair stops at the north end of the building adjacent to the planned elevator addition.
- Remodeling of the restrooms on the first and second floors to comply with ADA requirements.
- Door swing reversals at several classrooms to provide ADA mandated clearances.
- Replacing or refurbishing existing windows and exterior siding and trim.
- Repairs to the existing steam heating and distribution system.
- New electrical service to accommodate the elevator and create the infrastructure for Option B.
- Replacing the existing portables with new structures.
- New signage for the NOVA program

Option B Project Description

Option B would be undertaken if funding is provided by approval of the BEX IV levy. In addition to the work described for Option A, Option B would include a six classroom, 16,365 square-foot addition constructed on the north side of the building. The addition would incorporate the elevator proposed in Option A and add new restrooms for the facility.

The new two-story addition would include:

- Four general classrooms, a science classroom with a prep room, and an art classroom with a darkroom.
- New restrooms on the basement, first and second floors.
- A new exit stairway on the north end.
- Either a small addition at the basement level to house the elevator, restrooms, and a corridor connecting to the existing basement level or under an alternative bid, an unfinished basement to house four future classrooms.

The existing Horace Mann building would be remodeled to include:

- Reconfiguration of the main office on the first floor.
- A remodeled principal's office and administrator's office on the second floor.
- Updated classrooms, including white boards and projection systems.
- New science and dance classrooms on the basement level.
- A new kitchenette and a room with rough-ins for future development of a kitchen at the basement level.

Other features include:

- A new parking area created by restriping existing asphalt and installing a new curb cut from East Columbia Street for access.
- Two new light poles for the upgraded parking lot.
- Upgrades to the existing mechanical systems, including new high efficiency condensing boilers, pumps, and improved zone control.
- Installation of a rain garden on the northwest corner of the property to capture roof runoff prior to discharge to the existing stormwater system.
- Replacement of the existing on-site combine sewer/stormwater system on the west side of the site with a new connection to the existing combined stormwater system in East Cherry Street.
- Repair and/or replacement of sidewalk sections, including regrading where necessary to meet ADA requirements.
- Removal of the two portables from the school site under a separate project.

Public Notice and Comment Period

Notice of application for this proposal was given on February 7th, 2013, with the extended public comment period ended on March 7th, 2013. The Land Use Application information is available at the Public Resource Center located at 700 Fifth Ave, Suite 2000².

ANALYSIS – SEPA

This analysis relies on the environmental documents for the proposed development submitted by the applicant which discloses the potential impacts from this project. This information, supplemental information provided by the applicant, project plans, and the experience of the lead agency with review of similar projects form the basis for this analysis and decision.

The Seattle SEPA ordinance provides substantive authority to require mitigation of adverse impacts resulting from a project (SMC 25.05.655 and 25.05.660). Mitigation, when required, must be related to specific adverse environmental impacts identified in an environmental document and may be imposed only to the extent that an impact is attributable to the proposal. Additionally, mitigation may be required only when based on policies, plans, and regulations as enunciated in SMC 25.05.665 to SMC 25.05.675, inclusive, (SEPA Overview Policy, SEPA Cumulative Impacts Policy, and SEPA Specific Environmental Policies). In some instances, local, state, or federal requirements will provide sufficient mitigation of a significant impact and the decision maker is required to consider the applicable requirement(s) and their effect on the impacts of the proposal.

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 specific circumstances (SMC 25.05.665 D 1-7) mitigation can be required.

The policies for specific elements of the environment (SMC 25.05.675) describe the relationship with the Overview Policy and indicate when the Overview Policy is applicable. Not all elements of the environment are subject to the Overview Policy (e.g., Traffic and Transportation). A detailed discussion of some of the specific elements of the environment and potential impacts is appropriate.

Short-Term Impacts

The following temporary construction-related impacts are expected: temporary soils erosion; temporarily decreased air quality due to dust and other suspended air particulates during demolition and construction; increased noise from construction operations and equipment; increased traffic and parking demand from construction personnel; tracking of mud onto adjacent streets by construction vehicles; conflict with normal pedestrian movement adjacent to the site; and consumption of renewable and nonrenewable resources. Due to the temporary nature and limited scope of these impacts, they are not considered significant (SMC Section [25.05.794](#)). Although not significant, these impacts may be adverse, and in some cases, mitigation is warranted.

² <http://www.seattle.gov/dpd/PRC/LocationHours/default.asp>

Several adopted codes and/or ordinances provide mitigation for some of the identified impacts. The Stormwater, Grading and Drainage Control Code regulates site excavation for foundation purposes and requires that soil erosion control techniques be initiated for the duration of construction. Puget Sound Clean Air Agency (PSCAA) 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.

Most short-term impacts are expected to be minor. Compliance with the applicable codes and ordinances will reduce or eliminate most adverse short-term impacts to the environment. However, impacts associated with air quality, noise and construction traffic warrant further discussion.

Earth

The project will require grading/excavation and construction permits. The existing Codes (Grading and Drainage Control Ordinance, SMC [22.800](#)) provide authority to require appropriate mitigation for this project, and that no specific conditioning is warranted in this regard.

Environmental Health

State law provides for the cleanup and appropriate disposal of hazardous substances. The Model Toxics Control Act (WAC [173-340](#)) is administered by the Washington Department of Ecology (DOE) and establishes processes and standards to identify, investigate, and clean up facilities where hazardous substances have come to be located. DPD alerts the applicant to this law and provides a contact: Joe Hickey, DOE, (425) 649-7202.

Discharge of contaminated groundwater to the sewage system is regulated by the King County Department of Natural Resources under Public Rule [PUT 8-14](#). A [factsheet](#) and permit application is available online or by calling (206) 263-3000.

Disposal of contaminated fill is regulated by the City/County Health Department, contact: Jill Trohimovich, (206) 263-8496.

Existing regulations adequately address potential impacts to environmental health. In addition, there is no evidence of environmental health issues on the project site. No further conditioning of site cleanup or hazardous waste treatment is warranted pursuant to SEPA policies.

Construction Parking

During construction, parking demand will increase due to additional demand created by construction personnel and equipment. It is the City's policy to minimize temporary adverse impacts associated with construction activities. Construction workers can be expected to arrive in early morning hours and to leave in the mid-afternoon. Surrounding residents generate their peak need for on-street parking in the evening and overnight hours when construction workers can be expected to have departed. In addition, most of the commercial uses in the surrounding area include enough on-site parking such that street parking is not an issue. Construction parking impacts will be insignificant and therefore SEPA mitigation of parking impacts during construction is unwarranted.

Traffic and Circulation

Site preparation under Option B (noted above) would involve removal of two portables, a new two-story addition that includes — excavation for the foundation of the proposed building expansion. Approximately 1,560 cubic yards (cy) of grading, or cut, would be removed from the existing grade. All cut would be exported from the site. Approximately 415 cy of fill would be required and would be imported from an approved off-site source.

Existing City code (SMC [11.62](#)) requires truck activities to use arterial streets to every extent possible. Traffic impacts resulting from the truck traffic associated with the removal of the existing building and excavation for the foundation of the proposed building will be of short duration and mitigated in part by enforcement of SMC [11.62](#). To mitigate potential impacts to traffic circulation in the immediate area during the PM peak hours, and large trucks turning onto arterial streets would further exacerbate the flow of traffic. Pursuant to SMC [25.05.675 B](#) (Construction Impacts Policy) and SMC [25.05.675 R](#) (Traffic and Transportation) additional mitigation is warranted.

The construction activities will require the export/import of material from the site and can be expected to generate truck trips to and from the site. In addition, delivery of concrete and other building materials to the site will generate truck trips. As a result of these truck trips, an adverse impact to existing traffic will be introduced to the surrounding street system, which is unmitigated by existing codes and regulations. Assuming contractors use double loaded trucks to export/import grade/file material, with each truck holding approximately 20 cubic yards of material, thus requiring approximately 99 truckloads or 198 trips.

For the duration of the grading activity, the applicant(s) and/or responsible party(ies) shall cause truck trips to cease during the hours between 4 PM and 6 PM on weekdays. This condition will assure that truck trips do not interfere with daily PM peak traffic in the vicinity. As conditioned, this impact is sufficiently mitigated in conjunction with enforcement of the provisions of SMC [11.62](#).

City code (SMC [11.74](#)) provides that material hauled in trucks not be spilled during transport. The City requires that a minimum of one foot of “freeboard” (area from level of material to the top of the truck container) be provided in loaded uncovered trucks which minimize the amount of spilled material and dust from the truck bed en route to or from a site. No further conditioning of the grading/excavation element of the project is warranted pursuant to SEPA policies.

Streets and Sidewalks

The proposed on-site demolition, excavation and construction are controlled by a demolition/building permit, separate from this Master Use Permit. The Street Use Ordinance includes regulations which mitigate dust, mud, and circulation. Any temporary closure of the sidewalk and/or traffic lane(s) is controlled with a street use permit through the Seattle Department of Transportation. It is the City's policy to minimize or prevent adverse traffic impacts which would undermine the stability, safety, and/or character of a neighborhood or surrounding areas (25.05.675 R).

In this case, adequate mitigation is provided by the Street Use Ordinance, which regulates and provides for accommodating pedestrian access. Therefore, additional mitigation under SEPA is not warranted.

Greenhouse Gas Emissions

Construction activities including construction worker commutes, truck trips, the operation of construction equipment and machinery, and the manufacture of the construction materials themselves result in increases in carbon dioxide and other greenhouse gas emissions which adversely impact air quality and contribute to climate change and global warming. While these impacts are adverse, they are not expected to be significant, so mitigation is not required pursuant to SEPA.

Long-Term Impacts

Potential long-term or use impacts anticipated by the proposal include: increased height, bulk and scale of building in some areas of the site; increased light and glare from exterior lighting, increased noise due to increased human activity; increased demand on public services; increased traffic on adjacent streets; increased on-street parking, and increased energy consumption. These long-term impacts are not considered significant because they are minor in scope, but some warrant further discussion (noted below).

The likely long-term impacts are typical of this scale of mixed use development, and DPD expects them to be mitigated by the City's existing codes and/or ordinances (together with fulfillment of Seattle Department of Transportation requirements). Specifically these are: the Land Use Code (height, setbacks, parking, vehicle access) the Seattle Energy Code (long-term energy consumption), and the Street Use Ordinance. However, more detailed discussion of some of these impacts is appropriate.

Several adopted City codes and/or ordinances provide mitigation for the identified impacts. Specifically these are: the Stormwater, Grading and Drainage Control Code which requires provisions for controlled release to an approved outlet and may require additional design elements to prevent isolated flooding. Compliance with these applicable codes and ordinances is adequate to achieve sufficient mitigation of most long-term impacts and no further conditioning is warranted by SEPA policies.

Operational activities, primarily vehicular trips associated with the project and the project's energy consumption, are expected to result in increases in carbon dioxide and other greenhouse gas emissions which adversely impact air quality and contribute to climate change and global warming. While these impacts are adverse, they are not significant, so do not require mitigation pursuant to SEPA.

Historic Preservation

The school is a historic building and is protected by the Landmarks Preservation Ordinance which is administered by the Landmark Preservation Board. SEPA policy (SMC 25.05.675H) states that,

“For projects involving structures or sites which have been designated as historic landmarks, compliance with the Landmark Preservation Ordinance shall constitute compliance with the policy in subsection H2a above”.

Subsection H2a is the SEPA policy for Historic Preservation. The Board is reviewing the addition to the building through the certificate of approval process pursuant to the Landmark Preservation Ordinance.

The Department of Neighborhoods has designated the structure/site as a historic landmark, and is in the process of reviewing an application for a Certificate of Approval³. The review includes consideration of the proposed new development on this site and potential impacts to the historic landmark.

The existing policies and Codes are presumed to be sufficient to mitigate impacts to historic landmarks, assuming the applicant obtains a Certificate of Approval from the Department of Neighborhoods for the proposal. Therefore, a condition requiring a Certificate of Approval prior to issuance of a MUP is warranted.

Other Impacts

Several codes adopted by the City will appropriately mitigate the use-related adverse impacts created by the proposal. Specifically these are: Grading and Drainage Control Ordinance (storm water runoff from additional site coverage by impervious surface); Puget Sound Clean Air Agency regulations (increased airborne emissions); and the Seattle Energy Code (energy consumption in the long term).

Greenhouse Gas

Operational activities, primarily vehicular trips associated with the project and the projects' energy consumption, are expected to result in increases in carbon dioxide and other greenhouse gas emissions which adversely impact air quality and contribute to climate change and global warming. While these impacts are adverse, they are not expected to be significant.

The proposed action is **conditionally APPROVED**.

CONDITION – SEPA⁴

During Demolition, Excavation, and Construction

1. For the duration of the removal of the existing building, excavation of materials, and delivery of construction materials; the owner(s) and/or responsible party(ies) shall cause truck trips to and from the project site to cease during the hours between 4 PM and 6 PM on weekdays⁵.

Signature: (signature on file) Date: June 6, 2013
Colin R. Vasquez, Senior Land Use Planner
Department of Planning and Development

CRV:rgc

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³ The existing portables and the greenhouse are exempted from the controls on the site. The building exterior in its entirety, the stairways, first and second floor corridors and classrooms (excluding the main office area on the first floor which has been remodeled repeatedly over time) are subject to the controls on the site.

⁴ A Certificate of Approval is required prior to issuance of a MUP.

⁵ This condition does not apply to single axle trucks one ton or less.