



City of Seattle
Edward B. Murray, Mayor

Department of Planning and Development
Diane M. Sugimura, Director

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

Application Number: 3015260
Applicant Name: Jill Burdeen with NK Architects, for Isola Homes
Address of Proposal: 1801 S Jackson St

SUMMARY OF PROPOSED ACTION

Land Use Application to allow a 5-story structure consisting of 152 residential units, eight live/work units and 15,000 sq. ft. of commercial. Parking for 137 vehicles to be provided within the structure. Project includes 13,500 cu. yds. of grading. Existing structures to be demolished.

The following approvals are required:

Design Review – Seattle Municipal Code 23.41 (SMC) with Development Standard Departures:

1. Street Level Uses (SMC 23.47A.005)
2. Street Level Development Standards (SMC 23.47A.008B)

SEPA Environmental Determination – SMC 25.05

SEPA Determination: [] Exempt [] DNS [] MDNS [] EIS

[X] DNS with conditions

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

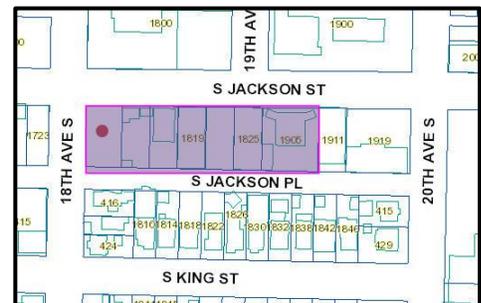
BACKGROUND INFORMATION:

Site & Vicinity:

Site Zone: Neighborhood Commercial - NC3-40
23rd & Union-Jackson Residential Urban Village Overlay

Nearby Zones: North: C1-65
South: LR1
East: NC3-40
West: NC3-40

Lot Area: 45,737 sf ; rectangular sloping 26 ft. down from east to west



- Current Development: Site consists of 7 parcels, with mix of structures and surface parking, containing four 1-2 story commercial structures fronting S Jackson Street, and associated outbuildings along the adjacent named alley (Jackson Place).
- Access: The corner site has pedestrian access from S Jackson Street to the north, and 18th Ave S to the west. Vehicle access is from the atypically wide, 40 ft public alley, running full length to 20th Ave S, and parallel to S Jackson St.
- Surrounding Development: Newer mixed use structures and Pratt Art Center along S Jackson St to the north, single family houses and newer townhouses to the south and west, and a mix of houses, schools, religious facilities and industrial/commercial to the south and east.
- ECAs: None.
- Neighborhood Character: The site is at the crest of a hill, on the busy transit corridor of S Jackson Street, midway between Lake Washington and downtown. The immediate context is a mix of houses, apartments and newer structures of eclectic styles and scales. The tallest is 6 stories immediately across S Jackson Street. There is a broad range of educational, cultural and religious facilities in close proximity, and the sizable Pratt Park is one block due north.

PROJECT DESCRIPTION

The applicant proposes to demolish all existing structures, and construct a five story mixed-use structure, totaling approximately 176,000 sf, comprised of about 152 units including 8 ground level live/work units, and 15,000 sf of retail. Parking for 137 cars is proposed on two levels below grade, accessed off the alley.

Public Comments

Public comment was invited at the initial Master Use Permit applications and at the Design Review public meetings. Comments from the Design Review meetings are noted within the Design Review process summaries which follow below.

ANALYSIS – DESIGN REVIEW

EARLY DESIGN GUIDANCE MEETING: July 23, 2013

DESIGN PROPOSAL

The EDG Design Proposal booklet includes materials presented at the meeting, and is available online by entering the project number at this website:

http://www.seattle.gov/dpd/Planning/Design_Review_Program/Project_Reviews/Reports/default.asp.
or by contacting the Public Resource Center at DPD:

Address: Public Resource Center
700 Fifth Ave., Suite 2000
Seattle, WA 98124-4019

Email: PRC@seattle.gov

Public Comment

Approximately 25 members of the public attended this Early Design Guidance (EDG) meeting. The following comments, issues and concerns were raised:

- Supported the project density and use mix, as contributing to the revitalization of a major transit corridor and commercial node.
- Encouraged the project to break down its scale along the alley, opposite the houses, perhaps using a fine-grain of color and/or material variation.
- Objected to any steep steps on the sidewalk, and encouraged a wide sidewalk and universal access along the street perimeter.
- Encouraged the integration of more sustainable elements including stormwater management in the alley landscape strip, rainwater harvesting, and solar arrays.
- Concerned that the proposed parking access points and 10 foot landscape treatment along the alley will increase traffic there, and impact adjacent garages and properties.
- Stated the proposal should not gate or fence off the proposed 19th avenue courtyard, which is valuable to stay open and commercial/public in nature.
- Concerned about privacy for the backyards of the properties across the alley, and suggested upper level stepbacks with green screening and/or limited windows or balconies on the upper south facades.
- Encouraged the project to include a delivery/loading zone on the site off the alley, so as to not block the other alley users or use valuable curb space on Jackson.

FINAL RECOMMENDATION MEETING: June 24, 2014
--

DESIGN PRESENTATION

The architects' presentation began with a summary of the project. The conceptual floor plate presented at EDG remains largely unchanged. A central courtyard, surrounded by live/work units continues the path of 19th Ave S where it dead-ends in S Jackson St. Retail space is provided at the 18th Ave S & S Jackson St corner. Per the Board's request, a single entrance to the parking garage has been provided. Cars enter at Level 1 an internal ramp leads down to the B level parking. The elimination of the B level entrance allows for a larger, more flexible retail space. In addition, an upper level of retail has been added, with an at-grade entrance on S Jackson St. The architect then explained the materials selected. Painted Fiber Cement will be used at most locations, with laminate or phenolic resin panels at the highly visible 18th Ave S & S Jackson St corner. Laminate panels are also located at the prominent towers on either side of the bridge and the Primary Residential Entrance.

The landscape architect explained the landscape design concept. Street trees are provided along S Jackson St to provide a buffer for pedestrians. Seating elements are located outside the retail spaces. The live/work courtyard continues the path of 19th Ave S through to the alley. Due to SDOT decision, no permanent work will be done in the alley; however the applicant is allowed and proposes to provide a 10' deep planting buffer in the ROW.

The architect explained the vignettes for the proposed project and showed the Board three options for dealing with the challenging grade at 18th Ave S & S Jackson St corner. The architect explained that neighborhood privacy concerns had been addressed. Windows were carefully located so that overlap between project and neighbor glazing is minimal and 10' landscape buffer will increase privacy as well. Juliet balconies on the south façade will be picket instead of the glass proposed on the north

façade in order to provide increased opacity. The architect also showed the Board the revised garage layout.

The Design Proposal presented at the meeting is available online by entering the project number at this website:

http://www.seattle.gov/dpd/Planning/Design_Review_Program/Project_Reviews/Reports/default.asp.
or by contacting the Public Resource Center at DPD:

Address: Public Resource Center
700 Fifth Ave., Suite 2000
Seattle, WA 98124-4019

Email: PRC@seattle.gov

Public Comment

An individual with the Central Area Land Use Review Committee (LURC) was pleased that the applicant took the time to meet with the community and in turn incorporated neighborhood comments into the project, including the following:

- Development of S Jackson St streetscape, including widened sidewalk at corner. The proposed retail is a much better response than the original proposal.
- Live/Work units have been designed as flexible spaces that have the ability to function as true retail
- Pedestrian weather protection is provided along S Jackson St
- South façade has been broken up to more residential scale
- Appreciated how courtyard is an extension of 19th Ave S, and how it relates to Pratt Park.

PRIORITIES & BOARD RECOMMENDATIONS

After visiting the site, considering the analysis of the site and context provided by the proponents, and hearing public comment, the Design Review Board members (the Board) provided the following siting and design guidance. The Board identified the following **Citywide Design Guidelines** of **highest priority** for this project.

The guidelines are summarized below. For the full text of all guidelines please visit the [Design Review website](#).

Site Planning

A-1 Responding to Site Characteristics. The siting of buildings should respond to specific site conditions and opportunities such as non-rectangular lots, location on prominent intersections, unusual topography, significant vegetation and views or other natural features.

At the Early Design Guidance Meeting, the Board commended the applicants on a complete context analysis, and agreed the applicant-preferred Option 3 was the best response to the 19th Ave S alignment with the live/work courtyard, and provided a massing that visibly stepped with the slope along S Jackson St Street. The Board also supported the modulated alley façade and its courtyards, as long as it responds to comments under guideline E-3.

At the Final Recommendation Meeting, the Board re-examined the applicant's preferred option (Option 3) and confirmed that it was the best response to the 19th Ave S alignment with the live/work courtyard, and provided a massing that visibly stepped with the slope along S Jackson St Street. The Board continued to support the modulated alley façade and its courtyards.

A-2 Streetscape Compatibility. The siting of buildings should acknowledge and reinforce the existing desirable spatial characteristics of the right-of-way.

At the Early Design Guidance Meeting, the Board preferred true retail along the entire S Jackson St frontage, but reluctantly supported the proposed Option 3 distribution of uses along S Jackson St. The Board strongly endorsed the full retail wrap at the corner and along all of 18th Ave S Avenue, and raised the following concerns about how those uses meet the sidewalk:

- supported the recessed retail and widened sidewalk at the corner;
- questioned the narrow moat and steps proposed at any retail building face, and suggested more graduated steps (or no steps at all and a less tall glass façade);
- questioned any blank wall below the 2-3 elevated residential units, and recommended they have entries/stoops to the sidewalk, and total 30-45 ft maximum length of the street (also see comments under D-12 below).

The Board supported the west retail, lobby and prominent bike entry, but found the street edge resolution east of these uses to be problematic (i.e. the elevated live/work units mentioned above). To better evaluate this crucial, sloping street edge, the Board wishes to review large scale elevations of the first two floors along S Jackson St. These elevations should be drawn above and align with the first 20 ft depth of the corresponding floor plans, so the plans can be seen next to the corresponding elevations.

At the Final Recommendation Meeting, the Board re-examined the proposed retail along the entire S Jackson St frontage and supported the proposed distribution of uses along S Jackson St. The Board supported the design and location of the retail at the northwest corner.

A-5 Respect for Adjacent Sites. Buildings should respect adjacent properties by being located on their sites to minimize disruption of the privacy and outdoor activities of residents in adjacent buildings.

At the Early Design Guidance Meeting, the Board agreed the entire alley façade should carefully compose windows and balconies to not overly encroach on the privacy of the backyards opposite. The Board stated the 40 ft alley creates a wider-than-typical buffer, but still suggested consideration of selective step backs and window and balcony screens to deflect over-views and maximize privacy for both the existing neighbors and the tenants of the proposed building.

At the Final Recommendation Meeting, the Board approved of the alley façades with carefully composed windows and balconies, and minimal encroachment on the privacy of the backyards to the south. The Board re-stated that the 40 ft alley creates a wider-than-typical buffer, and that the window and balcony screens maximize privacy for both the existing neighbors and the tenants of the proposed building.

- A-6 Transition Between Residence and Street.** For residential projects, the space between the building and the sidewalk should provide security and privacy for residents and encourage social interaction among residents and neighbors.

At the Early Design Guidance Meeting, the Board agreed the proposed live/work units should exhibit a highly commercial character to S Jackson St, and endorsed the 13 ft height and highly transparent facades proposed. The live/work units can incorporate small entry patios and perhaps flexible seating as they line the courtyard, but should still exhibit the highly transparent ‘artist colony’ character fronting onto the shared communal realm. The live/work units facing the alley should include landscaping and more defined stoops, yet maintain eyes-on-the-alley fenestration and landscape design.

At the Final Recommendation Meeting, the Board examined the proposed live/work units and noted that the commercial character and transparent façade respond well to the S Jackson St context. The live/work units exhibit a highly transparent character fronting onto the shared communal realm. The live/work units facing the alley include landscaping, and also maintain eyes-on-the-alley fenestration and landscape design.

- A-7 Residential Open Space.** Residential projects should be sited to maximize opportunities for creating usable, attractive, well-integrated open space.

At the Early Design Guidance Meeting, the Board supported the 2 alley courtyards indicated, and the shared through-block courtyard. The Board suggested the ‘bridge’ over this courtyard be ‘lightened’ and reduced further south to maximize daylight into the court. The Board endorsed the large roof deck shown on the west end of the project, and encouraged it to have a rich mix of subspaces and a clear program of uses, plus maintain acoustic and visual privacy to southern neighbors.

At the Final Recommendation Meeting, the Board continued to support the courtyards and the shared through-block courtyard as proposed. The Board was concerned about the color proposed for the ‘bridge’ related to the design concept and modulation. The Board therefore recommends a condition that the color of the bridge enhances the modulation and overall design concept. The applicant shall present color options for approval by the DPD Land Use Planner. The Board had no comments on the large roof deck.

- A-8 Parking and Vehicle Access.** Siting should minimize the impact of automobile parking and driveways on the pedestrian environment, adjacent properties, and pedestrian safety.

At the Early Design Guidance Meeting, the Board supported the parking access at the alley (not from 18th Ave S), but requested the two internal parking floors be linked by ramps and thereby have only one access portal, as far west on the alley as possible. This is to mitigate noise and movement impacts to adjacent properties. The parking access should also consider headlight impacts on neighbors. The Board requested a loading zone(s) be integrated along the alley frontage for commercial deliveries and residential move-ins. Extra-generous sight lines at the alley intersection with 18th Ave S are important for the safety of large pedestrian flows along that street.

At the Final Recommendation Meeting, the Board continued to support the parking access at the alley. Only one vehicle access is provided, which mitigates noise and movement impacts to adjacent properties and minimizes headlight impacts on neighbors. The loading zone(s) are integrated along the alley frontage for commercial deliveries and residential move-ins. Sight lines at the alley intersection with 18th Ave S provide safety for the large pedestrian volumes along that street.

A-10 Corner Lots. Building on corner lots should be oriented to the corner and public street fronts. Parking and automobile access should be located away from corners.

At the Early Design Guidance Meeting, the Board endorsed the generous setback, and widened sidewalk at the corner, and the highly permeable, transparent retail at that location.

At the Final Recommendation Meeting, the Board continued to endorse the generous setback, widened sidewalk at the corner, and the transparent retail at the corner.

B. Height, Bulk and Scale

B-1 Height, Bulk, and Scale Compatibility. Projects should be compatible with the scale of development anticipated by the applicable Land Use Policies for the surrounding area and should be sited and designed to provide a sensitive transition to near-by, less intensive zones. Projects on zone edges should be developed in a manner that creates a step in perceived height, bulk, and scale between anticipated development potential of the adjacent zones.

At the Early Design Guidance Meeting, the Board supported the applicant-preferred Option 3, with its stepped massing and modulated facades. The Board stated that selective setbacks on the upper south facades would be welcome to assist privacy and create a finer grain scale facing the less intensive zone. The Board requested several north-south cross sections to test both the different S Jackson St street sidewalk-to-ground-level use conditions, and the scale relationships to context/neighbors along the alley.

At the Final Recommendation Meeting, the Board approved of the proposed massing and modulated facades. The Board stated the upper facades provide privacy and create a finer grain scale facing the less intensive zone. The Board was satisfied with the S Jackson St street level façade treatment and sidewalk treatment and the scalar relationship to the context and neighbors along the alley.

C. Architectural Elements and Materials

C-2 Architectural Concept and Consistency. Building design elements, details and massing should create a well-proportioned and unified building form and exhibit an overall architectural concept. Buildings should exhibit form and features identifying the functions within the building. In general, the roofline or top of the structure should be clearly distinguished from its facade walls.

At the Early Design Guidance Meeting, the Board supported the basically contemporary architectural character presented, and advised the materials and details be high quality on all

sides, as the alley 'back' will be highly visible. The Board endorsed the 3-part massing shifts and proportions shown in Option 3, as they animate the long profile and street edge, and accentuate the important retail corner and its roof deck above.

The Board was conflicted if the east edge of the building should be a party wall at the property line, or be pulled about 10 ft back with private patios, but they were certain there should be no public path through that narrow space. Since 40 ft of development is likely on the adjacent site, residential units that look onto that potential blank wall may be compromised. Design options should be presented at next meetings.

At the Final Recommendation Meeting, the Board supported the proposed contemporary architectural character, the materials and details shown, and the design of the highly visible alley façade. The Board approved the 3-part massing shifts and proportions as shown, as they animate the long profile and street edge and accentuate the important retail corner and roof deck above.

The Board noted that the east edge of the building is less of a concern than at EDG, since development is likely on the adjacent site in the immediate future.

C-4 Exterior Finish Materials. Building exteriors should be constructed of durable and maintainable materials that are attractive even when viewed up close. Materials that have texture, pattern, or lend themselves to a high quality of detailing are encouraged.

At the Early Design Guidance Meeting, the Board discussed how the same material palette from S Jackson St Street could be employed along the alley but in two distinctly different ways, reversing the proportions and/or changing fenestration groupings to acknowledge the widely different neighboring contexts. The Board was generally favorable towards the rhythm, massing steps and coloration presented on booklet page 36, assuming the refinements mentioned throughout this report.

At the Final Recommendation Meeting, the Board discussed the material palette at S Jackson St and the alley. The Board was generally favorable towards the rhythm, massing steps and coloration presented. The Board recommended that the applicant and Planner to work on the final color for bridge element of the structure, for approval by the DPD Land Use Planner.

D. Pedestrian Environment

D-1 Pedestrian Open Spaces and Entrances. Convenient and attractive access to the building's entry should be provided. To ensure comfort and security, paths and entry areas should be sufficiently lighted and entry areas should be protected from the weather. Opportunities for creating lively, pedestrian-oriented open space should be considered.

At the Early Design Guidance Meeting, the Board endorsed the two S Jackson St lobbies, level with adjacent sidewalks, and encouraged the addition of generous entries to the S Jackson St faces or corners of street-facing live-work units, to fulfill the intended commercial intent along S Jackson St. The Board supported the concept of the lively courtyard wrapped with highly

flexible, commercial character live/work units, since this gap in the street wall should read as commercial. Therefore, this courtyard should remain fully public during daylight hours, and any night gates should be highly transparent and fully folding, to not intrude on the daytime opening; they should also be recessed about 15 ft. from the property line.

At the Final Recommendation Meeting, the Board supported the size, transparency and design of the two S Jackson St lobbies. The Board supported the concept of the lively courtyard wrapped with highly flexible, commercial character live/work units as a way to active the gap in the street wall. Therefore, this courtyard shall remain open to the public during daylight hours, and gates closing the area in the evening should be highly transparent and fully folding, to not intrude on the daytime opening. Any gates should also be recessed as shown at the Final Recommendation Meeting.

- D-6 Screening of Dumpsters, Utilities, and Service Areas.** Building sites should locate service elements like trash dumpsters, loading docks and mechanical equipment away from the street front where possible. When elements such as dumpsters, utility meters, mechanical units and service areas cannot be located away from the street front, they should be situated and screened from view and should not be located in the pedestrian right-of-way.

At the Early Design Guidance Meeting, the Board supported the applicant stated locations of all trash and dumpsters to be internal to the building and that no bins or dumpsters will be located on the alley.

At the Final Recommendation Meeting, the Board reviewed location of trash and dumpsters internal to the building and noted that no bins or dumpsters are proposed to be located on the alley.

- D-7 Personal Safety and Security.** Project design should consider opportunities for enhancing personal safety and security in the environment under review.

See comments under A-8, and D-1 above. At The Early Design Guidance Meeting, the Board encouraged a CPTED (Crime Prevention through Environmental Design) and eyes-on-the-street approach to security/vandalism issues, rather than gates and over-lighting. Any necessary gates or fences should be highly transparent and as low as possible so ground floor residents/tenants maintain contact with the adjacent public realm.

See comments under A-8, and D-1 above. At The Recommendation, the Board noted that the proposed transparency and low fence/gate design allows residents/tenants maintain contact with the adjacent public realm, which provides eyes on the street and discourages vandalism.

- D-10 Commercial Lighting.** Appropriate levels of lighting should be provided in order to promote visual interest and a sense of security for people in commercial districts in evening hours.

See comments under A-5 above. At the Early Design Guidance Meeting, the Board approved of the careful and complete lighting plan, which minimizes glare or intrusion on neighbors, yet provides ambient, attractive night light for a busy transit/pedestrian location. Use CPTED (Crime Prevention through Environmental Design) and an eyes-on-the-street approach to

security/vandalism issues, rather than simplistic over-lighting. Provide a complete lighting plan for all locations on the building, including the alley and specific fixture designs.

See comments under A-5 above. At the Recommendation Meeting, the Board approved of the careful and complete lighting plan, which minimizes glare or intrusion on neighbors, yet provides ambient, attractive night light for a busy transit/pedestrian location. Rather than just simplistic street front-lighting design, the lighting plan addresses all locations on the building, including the alley.

D-12 Residential Entries & Transitions. For residential projects in commercial zones, the space between the residential entry and the sidewalk should provide security and privacy for residents and be visually interesting for pedestrians. Residential buildings should enhance the character of the streetscape with small gardens, stoops, and other elements that work to create a transition between the public sidewalk and private entry.

See comments under A-2 above. At the Early Design Guidance Meeting, The Board encouraged all the units fronting S Jackson St (Option 3 shows four), to have street entries, even if this means a setback, steps up (internal or external) or other techniques. These units should maintain contact with the adjacent public realm with entries, generous windows and/or stoops. The live/work units facing S Jackson St may exhibit a more commercial, flush wall condition.

See comments under A-2 above. At the Recommendation Meeting, The Board noted that the S Jackson St façade maintains contact with the adjacent public realm with entries, generous windows and/or stoops. The live/work units facing S Jackson St exhibit a more commercial, flush wall condition, which responds to the street context.

E. Landscaping

E-1 Landscaping to Reinforce Design Continuity with Adjacent Sites. Where possible, and where there is not another overriding concern, landscaping should reinforce the character of neighboring properties and abutting streetscape.

At the Early Design Guidance Meeting, the Board discussed how the S Jackson St edge is a busy urban sidewalk deserving some landscape buffering at the curb, and possibly small landscape pockets at what should read as a predominantly commercial building edge (live/work is classified a 'commercial' use). The Board was hesitant about the overly residential appearance of the continuous landscape planter shown along the east 2/3rds of the S Jackson St frontage (booklet p 30). The landscape treatment shown on the alley was supported, and the courtyard was encouraged to stay mostly paved and urban on its north half, and more planted as it transitions into the alley, given sunlight constraints.

At the Final Recommendation Meeting, the Board reviewed the design response to the S Jackson St edge — the busy urban sidewalk, the landscaping buffering at the curb, and the landscape pockets along the predominantly commercial building edge (live/work is classified a 'commercial' use). The Board recommended approval of the continuous landscape shown along the S Jackson St frontage, the landscape treatment shown on the alley, and the courtyard design.

E-3 Landscape Design to Address Special Site Conditions. The Landscape design should take advantage of special on-site conditions such as high-bank front yards, steep slopes, view corridors, or existing significant trees and off-site conditions.

At the Early Design Guidance Meeting, the Board agreed the extra wide alley is a special condition, and supports the project concept to create a 10 ft bio-swale landscape strip on the alley, in consultation with Seattle's Department of Transportation, SDOT. This strip should work in concert with the landscaping and patios of the recessed courtyards adjacent, ensuring those ground-level units have adequate privacy layering from the alley.

At the Final Recommendation Meeting, the Board noted that the wide alley is a special condition, and understood that the landscape strip design at the alley is influenced by SDOT. As designed, this strip complements the landscaping and patios of the recessed courtyards adjacent, ensuring those ground-level units have adequate privacy layering from the alley.

DEVELOPMENT STANDARD DEPARTURES

At the time of the Final Recommendation meeting, the following departures were requested:

1. Street Level Uses (SMC 23.47A.005): The Code requires that no more than 20% residential use at street facing façade. The applicant proposes 25.8% residential use at S Jackson St. While more than 20% of the façade appears residential in design. The residential bike room and lobbies are designed with storefront windows and mostly have 13' floor-to-floor heights. Additionally, while more than 20% of the S Jackson St façade is residential use, the non-residential uses spill into the courtyard, providing greater than the equivalent of street facing façade length in non-residential uses at S Jackson St. This provides a design that better meets the intent of guidelines: A-1, A-2, A-6, C-2, and D-12.

At the Final Recommendation meeting, the Board recommended approval of the departure as the design better meets the intent of guidelines noted above.

2. Street Level Development Standards (SMC 23.47A.008B): The Code requires the floor of a dwelling unit along a street level street facing façade shall be 4' above or 4' below or set back 10' from the sidewalk. The applicant proposes that the dwelling unit at the NE corner is 2'-3" below the sidewalk and setback 6'5" from the sidewalk. Respectively a departure of 1'9" and 3'7". This departure is requested because the sidewalk edge is within the property line. The residential use is set back 10' from the property line. There is a 6' landscaping buffer between the dwelling unit and the sidewalk, and the building is 2'3" below the sidewalk level to provide screening and privacy for the residents. This provides a design that better meets the intent of guidelines: A-1, A-2, A-6, and C-2.

At the Final Recommendation meeting, the Board recommended approval of the departure as the design better meets the intent of guideline noted above.

BOARD DIRECTION

The recommendation summarized above was based on the design review packet dated Tuesday, June 24, 2014, and the materials shown and verbally described by the applicant at the Tuesday, June 24, 2014 Design Recommendation meeting. After considering the site and context, hearing public comment, reconsidering the previously identified design priorities and reviewing the materials, the Design Review Board members recommended **conditional approval**.

DECISION – DESIGN REVIEW

After considering the proposed design and design solutions presented in relation to previously prioritized design guidelines and after having heard public comments on the project's design, the three Design Review Board members present unanimously recommended conditional approval of the subject design with conditions noted below and unanimously recommended conditional approval of the requested design departures¹.

The Director of DPD has reviewed the recommendations of the Design Board members present at the final Design Review recommendation meeting and finds that the Board acted within its authority and the Board's recommendations are consistent with the *City of Seattle Design Review: Guidelines* and do not conflict with regulatory requirements.

Therefore, the proposed design is conditionally approved as presented at the June 24, 2014 Design Review Board meeting.

CONDITIONS

Design Review conditions are listed at the end of this report.

ANALYSIS – SEPA

This analysis relies on the *Environmental (SEPA) Checklist* for the proposed development submitted by the applicant which discloses the potential impacts from this project. The information in the checklist, supplemental information provided by the applicant, project plans, and the experience of the lead agency with review of similar projects form the basis for this 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*

¹ Stephen Yamada-Heidner (Chair), Sam Cameron (substitute), and Julian Weber.

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 or construction-related impacts are expected; decreased air quality due to suspended particulates from demolition and building activities and hydrocarbon emissions from construction vehicles and equipment; increased traffic and demand for parking from construction equipment and personnel; increased noise; and consumption of renewable and non-renewable resources.

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 above 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.

Air Quality

The Puget Sound Clean Air Agency (PSCAA) regulations require control of fugitive dust to protect air quality and will require permits for removal of asbestos or other hazardous substances during demolition. The applicant will take the following precautions to reduce or control emissions or other air impacts during construction:

- During demolition, excavation and construction, debris and exposed areas will be sprinkled as necessary to control dust and truck loads and routes will be monitored to minimize dust-related impacts.
- Using well-maintained equipment and avoiding prolonged periods of vehicle idling will reduce emissions from construction equipment and construction-related trucks.
- Using electrically operated small tools in place of gas powered small tools wherever feasible.
- Trucking building materials to and from the project site will be scheduled and coordinated to minimize congestion during peak travel times associated with adjacent roadways.

These and other construction and noise management techniques shall be included in the Construction Impact/ Noise Impact Management Plan to be submitted for approval prior to issuance of construction permits.

Traffic and Circulation

Site preparation would involve the removal of the existing on-site buildings and asphalt pavement; and excavation for the foundation of the proposed building and below grade parking garage. Approximately 13,500 cubic yards of material would be excavated and removed from the site.

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. This immediate area is subject to traffic congestion 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 675 truckloads (1,350 trips) to remove the estimated 13,500 cubic yards of excavated material.

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.

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.

Long-Term Impacts – Use-Related Impacts

Transportation and Parking

The applicant submitted a Transportation Impact Analysis (TIA) prepared by Gibson Traffic Consultants, dated September 2013. The report evaluated existing traffic conditions in the study area, estimated the total amount of new traffic to be generated by the project, and evaluated the impacts of those trips on traffic operations in the study area. It also provided an estimate of the project’s likely peak parking demand.

The TIA estimated the project’s net trip generation using data from the Institute of Transportation Engineers’ *Trip Generation Manual* (9th edition) for similar facilities. The project is forecast to generate roughly 950 new daily vehicle trips, with 35 trips occurring during the AM peak hour and 48 during the PM peak hour. These new trips were distributed on the local roadway network, with 65%

expected to travel to and from the west on S Jackson Street, 20% on S Jackson Street to and from the east, and 15% using 18th Avenue S and 20th Avenue S to travel to the north and south. Based on these trip distributions, traffic impacts were evaluated at the intersections of the alley with 18th Avenue S and 20th Avenue S. During the PM peak hour, both intersections are forecast to operate at level of service B or better; project traffic is expected to add no more than a second of delay to movements at these intersections, which would be unnoticeable to the average driver. The project access point on the alley is forecast to operate at LOS A during the PM peak hour. The project is not expected to result in any substantial transportation impacts, and no mitigation is necessary.

Gibson's parking demand analysis estimated that the project's peak parking demand would be about 134 vehicles. This demand would be fully accommodated by the 139 parking stalls proposed by the project. Actual peak demand is apt to be slightly less than forecast by the traffic consultant, as peak commercial demand typically occurs during the day while residential demand peaks in the evening and overnight. No adverse impact to parking around the site is expected, and no mitigation is required.

Transportation Concurrency

The City of Seattle has implemented a Transportation Concurrency system to comply with one of the requirements of the Washington State Growth Management Act (GMA). The system, described in DPD's Director's Rule 5-2009 and the City's Land Use Code is designed to provide a mechanism that determines whether adequate transportation facilities would be available "concurrent" with proposed development projects. The evaluated screen-lines included in the TIA would all continue to operate below the concurrency threshold with construction of the project. As a result, no concurrency-related mitigation is warranted or required for the project.

Height, Bulk, and Scale

The design guidelines are intended to mitigate height, bulk and scale impacts under SEPA. A project that is approved pursuant to the design review process is presumed to comply with the City's SEPA policies regarding height, bulk, and scale. Through the design and environmental review process, DPD has found no evidence that height, bulk or scale was not adequately addressed through the design review process and compliance with the design guidelines. As such, no additional mitigation regarding height, bulk and scale is warranted or required.

Greenhouse Gas Emissions

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 expected to be significant.

DECISION – STATE ENVIRONMENTAL POLICY ACT (SEPA)

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

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

The proposed action is **APPROVED WITH CONDITIONS**.

CONDITIONS — SEPA

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 weekdays.
2. Debris and exposed areas shall be sprinkled as necessary to control dust; a truck wash and quarry spill areas shall be provided on-site prior to the construction vehicles exiting the site if scoop and dump excavation is not used; and truck loads and routes shall be monitored to minimize dust-related impacts.

CONDITIONS — DESIGN REVIEW

Prior to Certificate of Occupancy

3. The color of the bridge shall enhance the modulation and overall design concept. Therefore, the applicant shall present color options for approval by the DPD Land Use Planner.
4. The Land Use Planner shall inspect materials, colors, and design of the constructed project. All items shall be constructed and finished as shown at the design recommendation meeting and the subsequently updated Master Use Plan set. Any change to the proposed design, materials, or colors shall require prior approval by the Land Use Planner (Colin R. Vasquez, 206/684-5639 or colin.vasquez@seattle.gov).
5. The applicant shall provide a landscape certificate from Director's Rule 10-2011, indicating that all vegetation has been installed per approved landscape plans. Any change to the landscape plans approved with this Master Use Permit shall be approved by the Land Use Planner (Colin R. Vasquez, 206/684-5639 or colin.vasquez@seattle.gov).

