



**City of Seattle**  
Edward B. Murray, Mayor

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**Department of Planning and Development**  
D. M. Sugimura, Director

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

**Application Number:** 3015514  
**Applicant Name:** Steve Doub  
**Address of Proposal:** 1901 Western Avenue

**SUMMARY OF PROPOSED ACTION**

Land Use Application to allow a four story building containing 40 residential units and 17,846 square feet of retail space at ground level. Parking for 302 vehicles to be provided at and below grade. Project also includes 44,600 cubic yards of grading. Existing access stair, associated surface parking and existing foundations to be demolished.

Seattle Municipal Code (SMC) requires the following approvals:

**SEPA - Environmental Determination**  
Chapter 25.05, Seattle Municipal Code

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

**BACKGROUND DATA**

**Site Location and Zoning Designation**

The project is located on the west side of Western Avenue, across from the Pike Place Market and within the Pike Place Market Historic District. It is identified as PC-1 North in the Pike Place Market Urban Renewal Plan. The site is zoned PPM-85 (Pike Place Market with an 85' height limit), and is within Seattle's Downtown Urban Center. It currently is used for surface parking, and contains about 84 spaces. Victor Steinbrueck Park is located to the north, above below-grade structured parking; the Alaskan Way Viaduct (SR 99) is located to the west; and Heritage House, a three-story senior housing structure, is immediately to the south. The southwest portion of the site is designated as a Steep Slope Environmentally Critical Area (ECA).

### Vicinity Description

The PPM-85 zone continues north, south, and east of the site. To the west of SR 99, land is zoned DH2/55 (Downtown Harborfront 2 with a 55' height limit). As noted above, adjacent land uses include Victor Steinbrueck Park and below-grade parking to the north and a senior housing complex to the south. More generally, the site is located in an area of substantial commercial activity, with Pike Place Market to the northeast, east, and southeast, and additional commercial uses further north and south of the site. Multifamily housing is located directly west of the site on the west side of SR 99.

### Proposal Description

The project would replace an existing surface parking lot containing approximately 84 spaces; access to the lot is provided from a driveway on Western Avenue. The site also contains access stairs which connect the surface parking and Western Avenue to the Pike Place Market via the Joe Desimone Bridge; two water cooling towers that are connected to the Pike Place Market's central water plant; and foundations from a building that was destroyed by fire in 1974.

The project would construct a mixed-use building containing approximately 210,000 gross square feet. Viewed from Western Avenue, the structure would have two stories above-grade at the northern end of the site, and four above-grade at the southern end. The building would include 40 low-income residential units and 17,846 square feet of retail space at ground level. Four level of below-grade parking would be constructed, providing 302 spaces. Additionally, approximately 30,000 square feet of public roof terrace and walkways would be provided. The project also includes 44,600 cubic yards of grading. The existing access stair, two water cooling towers, and existing building foundations would be demolished.

The project is under the jurisdiction of the Pike Place Market Historic Commission, and applied for a Certificate of Approval from the PPMHC on September 24, 2013. SEPA review of the project also includes all regulatory and transactional actions necessary to implement the project, including the sale of the property.

The project would have vehicle access onto Western Avenue; an internal connection also would be provided between level P-3 of the new parking garage and the existing adjacent Pike Place Market parking garage to the north. The project is adjacent to the Waterfront Seattle project. A future connection to vehicular and pedestrian components of the waterfront plan is proposed, with a right-in/right-out driveway proposed on the Elliott-Western Connector that would be located in the footprint of the current Alaskan Way Viaduct. However, the project is not dependent on this access connection, or on the Waterfront project.

As part of site development, the project petitioned for and received a vacation of 1,342 square feet of Armory Way (CF 313716), which is located along the western edge of the project site adjacent to the Alaskan Way Viaduct. The vacation petition was approved on September 2, 2014.

### Public Comments

The SEPA comment period for this project ended on November 20, 2013; no comments were received.

## **ANALYSIS - SEPA**

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

The initial disclosure of the potential impacts from this project was made in the environmental checklist submitted by the applicant and dated August 17, 2013, and the revised environmental checklist dated November 15, 2013, and annotated by this Department. The information in the checklist, supplemental information provided by the applicant and the experience of the lead agency with review of similar projects form the basis for this analysis and decision. As indicated in the checklist, this action may result in adverse impacts to the environment. However, due to their temporary nature or limited effects, these impacts are not expected to be significant.

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, and 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 certain limitations/circumstances (SMC 25.05.665 D 1-7) mitigation can be considered. Thus, a more detailed discussion of some of the impacts is considered appropriate, and is provided below.

### **Short-term (construction-related) Impacts**

The following temporary or construction-related impacts are expected during the construction period: decreased air quality due to increased dust and other suspended air particulates during transport of materials to and from the site; increased noise and vibration from construction operations and equipment; increased traffic demand from construction personnel traveling to and from the work site; and consumption of renewable and non-renewable resources. Several adopted codes and/or ordinances provide mitigation for some of the identified impacts. These include the Noise Ordinance, the Drainage Control Ordinance, the Street Use Ordinance, and the Seattle Building Code. Puget Sound Clean Air Agency (PSCAA) regulations require control of fugitive dust to protect air quality.

The SEPA Overview Policy (SMC 25.05.665) and the SEPA Construction Impacts Policy (SMC 25.05.675 B) allow the reviewing agency to mitigate impacts associated with construction activities. Most short-term impacts are expected to be minor, and compliance with the applicable codes and ordinances mentioned above will reduce or eliminate the adverse short-term impacts to the environment. Several construction-related impacts are discussed further below.

### **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 due to the relatively minor contribution of greenhouse gas emissions from this project. No conditioning or mitigation is warranted pursuant to specific environmental policies or the SEPA Overview Policy (SMC 25.05.665).

### Earth/Soils

The construction plans, including shoring of excavations as needed and erosion control techniques, will receive separate review by DPD. Any additional information showing conformance with applicable ordinances and codes (ECA ordinance, the Drainage Control Ordinance, DR 18-2011 and 3-2007) will be required prior to issuance of building permits. Applicable codes and ordinances provide extensive conditioning authority and prescriptive construction methodology to assure safe construction techniques are utilized. Given the existing codes and ordinances, no additional conditioning for geotechnical review is warranted pursuant to SEPA policies.

### Historic and Cultural Preservation

The City mapping system indicates that the subject property is located within the Meander Line Buffer, which follows the original shorelines of Seattle. Given that the site is close to the original shoreline, there is a possibility that unknown archeological resources could be discovered during excavation. Consistent with DPD Director's Rule 2-98 on SEPA Environmental Review and Archaeological Resources, and in order to ensure no adverse impact would occur to an inadvertently discovered archaeological significant resource, DPD conditions the project in accordance with the Director's Rule.

### Noise

The proposal site is located immediately adjacent to a residential building where construction of this scale would impact the noise levels. The SEPA Construction Impacts Policy lists mitigation measures for construction noise impacts. It is the department's conclusion that, due to the proximity of neighboring residences, limiting hours of construction beyond the requirements of the Noise Ordinance is necessary to mitigate impacts on surrounding properties, because existing City ordinances do not adequately mitigate such impacts. Therefore, the proposal is conditioned to limit construction activity, other than those taking place within an enclosed building, to non-holiday weekday hours between 7:00 AM and 6:00 PM and Saturdays from 9:00 to 6:00 PM. Additionally, the use of noise impact-type equipment, such as pavement breakers, pile drivers, jackhammers, sand blasting tools and other impulse noise sources shall be restricted to the hours of 8:00 AM to 5:00 PM on weekdays. Interior construction may be done in compliance with the noise ordinance. Construction activities outside the above-stated restrictions may be authorized upon approval of a Construction Noise Management Plan to address mitigation of noise impacts resulting from all construction activities.

### Transportation

Construction of the proposed project will generate truck and vehicular traffic associated with excavation and associated earthwork and the delivery of materials. Pursuant to the SEPA Construction Impacts Policy, the project will be required to create and follow a Construction Transportation Management Plan that will indicate that truck trips to and from the site shall be restricted to avoid the peak hours of adjacent street traffic, specifically 6 – 9 AM and 4 – 6 PM on weekdays.

### Long-term (operational) Impacts

Long-term or use-related impacts are anticipated as a result of this proposal, including increased building bulk and scale on the site; increased demand for transportation; and increased light and glare.

Several adopted City codes and/or ordinances provide mitigation for some of the identified impacts. These include the City Energy Code, which will require insulation for outside walls and energy-efficient windows, and the Land Use Code, which controls site coverage, setbacks, building height and use and contains other standards to ensure compatible development. A Certificate of Approval from the Pike Place Market Historic Commission is required, which includes code provisions to address materials, bulk and scale, and other features of the built environment. Compliance with these applicable codes and ordinances will reduce or eliminate most adverse long-term impacts to the environment, and no further conditioning is warranted by SEPA policies. However, due to the size and location of this proposal, greenhouse gas emissions, earth, public view protection, light and glare, historic preservation, height, bulk and scale, and transportation warrant further analysis.

### Greenhouse Gas Emissions

Operational activities 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 due to the relatively minor contribution of greenhouse gas emissions from this project.

### Earth

The southwest portion of the site is designated as a Steep Slope Environmentally Critical Area (ECA). The project will grade this slope and level out the entire site. A geotechnical report by Shannon and Wilson has been provided and reviewed by DPD geotechnical engineers. The report provides recommendations for the seismic design, foundations, temporary shoring, permanent retaining walls, drainage, and consideration of the proximity of the project site to the BNSF Railway Tunnel. Construction issues will be addressed in more detail as part of the building permit review. A Temporary Erosion Sedimentation Control (TESC) plan will be implemented to control potential erosion during site work. No mitigation is required pursuant to SMC 25.05 675 D.

### Public View Protection

SEPA public view protection is documented in SMC 25.05.675 P. It is the City's policy to protect public views of significant natural and human-made features, including Puget Sound. One City-designated public viewpoint, Victor Steinbrueck Park, could be affected by the proposed action. City policies also identify specific scenic routes for which view protection is to be considered. Two designated Scenic Routes are located near the project site: SR 99 and Alaskan Way. As both of these roadways are located to the west of the project site, and views of Puget Sound are located to the west of these roadways, no impacts to protected views from these scenic routes would occur.

The project's Environmental Checklist identifies the view impact of the project on several potential vantage points, including from Victor Steinbrueck Park. From the Park, the new building would be visible to the southeast, replacing the current view of the surface parking lot and, in the distance, views of the Alaskan Way Viaduct and south Downtown. The building has been designed to step down toward the north and west, preserving a "view cone" from Victor Steinbrueck Park and the upper Pike Place Market. Views of Puget Sound will not be noticeably altered with the construction of this project.

### Light and Glare

With an unobstructed western exposure, some glare from late afternoon direct sun may occur. A solar glare analysis was prepared by EA for the project, to analyze the potential impacts associated with reflection from the building facades. The analysis examined impacts to motorists on SR 99 during the 4-5 PM time period. The analysis concluded that, during these times, motorists might experience glare for up to three or four seconds during the autumn, winter, and spring seasons. While the glare would be noticeable, it would be outside the "cone-of-influence" (defined as the driver's viewing area, being within 20 degrees of the horizontal that points in the direction of vehicle travel). This amount of glare would not be expected to cause problems for motorists nor to differ substantially from periodic glare from stationary and mobile sources that motorists typically experience. To reduce glare impacts, the project will utilize glazing with a low reflectivity. The Pike Place Market Historic Commission currently is reviewing project-related design elements. These could include window shades to limit light spillage from the project, as well as selecting and locating exterior building lighting and pedestrian lighting to ensure that light is directed downward and away from adjacent off-site properties. No mitigation for light and glare impacts is required pursuant to SMC 25.05.675 K.

### Historic Preservation/Height, Bulk, and Scale

The site is located within the Pike Place Market Historic District, and the project is subject to review and approval by the Pike Place Market Historic Commission. An application for a Certificate of Approval was filed with the Historic Commission on September 24, 2013. Review by the Commission includes consideration of bulk and scale, signs, pedestrian ways, and other features of the proposed structure, as well as consistency with the character of the Pike Place Market Historic District. Through receipt of a Certificate of Approval from the Historic Commission, the project will document that it is consistent with City Historic Preservation and Height, Bulk, and Scale SEPA policies. No further mitigation is required pursuant to SMC 25.05.675 G and H.

### Transportation

A Traffic and Access Analysis (November 13, 2013) was prepared for the project by Heffron Transportation, with additional information provided in January, 2014. An estimate of future traffic volumes using the project garage was based on counts taken at the existing Pike Place Market garage adjacent to the project site. For a conservative estimate, forecasts were based on traffic during the peak summer season (late July); the highest weekday volumes occurred between 5 and 6 PM, coinciding with peak volumes on adjacent roadways. Based on these volumes, it is estimated that the project will generate 80 vehicle trips during the weekday PM peak hour and 109 trips during a Saturday peak hour.

During demolition of the Alaskan Way Viaduct and subsequent construction of the Elliott-Western Connector, all access to the existing and proposed new Pike Place Market (PPM) parking garages would occur from two driveways on Western Avenue. Traffic movements at both driveways are forecast to be acceptable (level of service C), given existing traffic volume levels on Western Avenue. Traffic volumes on Western may increase substantially on an intermittent basis if Western is selected as a detour route as part of the Alaskan Way Viaduct Replacement Project. An increase in Western Avenue traffic of 110% would cause the south PPM garage driveway operation to degrade to LOS F during the PM peak hour. This level of traffic increase on Western is expected also to result in northbound queues at the Western Avenue/Virginia Street intersection extending to or past the PPM garage driveways. The frequency and timing of such occurrences is unknown and depend not only on whether Western Avenue is identified as a detour route, but also on construction schedules, the level of disruptions (e.g., limited lane reductions vs. full closure of the Viaduct or Alaskan Way), and whether additional traffic control (such as flaggers or police officers) occurs at key intersections. Under such circumstances, drivers exiting the garage likely would elect to turn right and take other routes to reach destinations to the north. If the queue exiting the site were to back up such that it affected operations within the parking garage, Pike Place Market staff likely would restrict left-turn exiting movements with temporary signage.

Traffic operations at the site access driveways also were evaluated for long-term conditions after the Viaduct demolition is complete and the Elliott-Western Connector is constructed and operating. All movements at the site access driveway locations are forecast to operate at LOS C or better. No degradation of levels of service or noticeable impact is forecast at any nearby intersections.

The project will maintain and enhance pedestrian connectivity within and around the site. The garage will provide elevator connections to the roof of the building, which will connect to the Joe Desimone Bridge and, through it, to the Pike Place Market. The elevator lobby will be accessible from Western Avenue during garage business hours. The project also will have three breezeway connections to Western Avenue and a stair to Victor Steinbrueck Park. Depending on the timing of the construction of the Elliott-Western Connector, the project may create a temporary stair connection on the west side of the building for pedestrians to access the waterfront. Ultimately, the project's pedestrian improvements would integrate with the City's planned Waterfront project to connect the Pike Place Market to the Waterfront near the Aquarium.

Pursuant to SMC 25.05.675 R, the proposed project is not anticipated to result in any significant transportation impacts, and no mitigation is warranted.

### **DECISION - SEPA**

This decision was made after review by the responsible official on behalf of the lead agency of a completed environmental checklist and other information on file with the responsible department. This constitutes the Threshold Determination and form. The intent of this declaration is to satisfy the requirements of the State Environmental Policy Act (RCW 43.21C), including the requirement to inform the public 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 2C.

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

## **CONDITIONS - SEPA**

### *Prior To Issuance of Building Permit*

1. A Construction Transportation Management Plan shall be developed and submitted to DPD and SDOT for review and approval. The Plan shall indicate that truck trips to and from the site shall be restricted to avoid the peak hours of adjacent street traffic, specifically 6 – 9 AM and 4 – 6 PM on weekdays.
2. The owner(s) and/or responsible party(ies) shall provide DPD with a statement that the contract documents for their general, excavation, and other subcontractors will include reference to regulations regarding archaeological resources (Chapters 27.34, 27.53, 27.44, 79.01 and 79.90 RCW, and Chapter 25.48 WAC as applicable) and that construction crews will be required to comply with these regulations.

### *During Construction*

3. In order to mitigate noise impacts during construction, the owner(s) and/or responsible party(ies) shall limit the hours of construction, other than construction activity taking place within an enclosed building, to non-holiday weekdays between 7:00 AM and 6:00 PM and on Saturdays from 9:00 AM to 6:00 PM. Additionally, the use of noise impact-type equipment, such as pavement breakers, pile drivers, jackhammers, sand blasting tools and other impulse noise sources shall be restricted to the hours of 8:00 AM to 5:00 PM on weekdays. Interior construction may proceed at any time in compliance with the Noise Ordinance. Construction activities outside the above-stated restrictions may be authorized upon approval of a Construction Noise Management Plan to address mitigation of noise impacts resulting from all construction activities. The Plan shall include a discussion of management of construction-related noise, efforts to mitigate noise impacts, and identification of community outreach to notify people within the immediate area of the project about potential construction noise outside the above-mentioned hours and to allow them to have opportunities to contact the site to express concerns about noise. Please allow at least five business days for review of a draft Construction Noise Management Plan.
4. If resources of potential archaeological significance are encountered during construction or excavation, the owner and/or responsible parties shall:
  - Stop work immediately and notify DPD (John Shaw, (206) 684-5837) and the Washington State Archaeologist at the State Office of Archaeology and Historic Preservation (OAHP). The procedures outlined in Appendix A of Director's Rule 2-98 for assessment and/or protection of potentially significant archaeological resources shall be followed.

- Abide by all regulations pertaining to discovery and excavation of archaeological resources, including but not limited to Chapters 27.34, 27.53, 27.44, 79.01, and 79.90 RCW and Chapter 25.48 WAC, as applicable, or their successors.

Signature: \_\_\_\_\_ (signature on file) Date: December 4, 2014  
John Shaw, Senior Transportation Planner  
Department of Planning and Development

## IMPORTANT INFORMATION FOR ISSUANCE OF YOUR MASTER USE PERMIT

### Master Use Permit Expiration and Issuance

The appealable land use decision on your Master Use Permit (MUP) application has now been published. At the conclusion of the appeal period, your permit will be considered “approved for issuance”. (If your decision is appealed, your permit will be considered “approved for issuance” on the fourth day following the City Hearing Examiner’s decision.) Projects requiring a Council land use action shall be considered “approved for issuance” following the Council’s decision.

The “approved for issuance” date marks the beginning of the **three year life** of the MUP approval, whether or not there are outstanding corrections to be made or pre-issuance conditions to be met. The permit must be issued by DPD within that three years or it will expire and be cancelled. (SMC 23-76-028) (Projects with a shoreline component have a **two year life**. Additional information regarding the effective date of shoreline permits may be found at 23.60.074.)

All outstanding corrections must be made, any pre-issuance conditions met and all outstanding fees paid before the permit is issued. You will be notified when your permit has issued.

Questions regarding the issuance and expiration of your permit may be addressed to the Public Resource Center at [prc@seattle.gov](mailto:prc@seattle.gov) or to our message line at 206-684-8467.

JS:bg

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