



City of Seattle
Edward B. Murray, Mayor

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: 3015851
Applicant Name: Dave Biddle
Address of Proposal: 3008 Alki Avenue SW

SUMMARY OF PROPOSED ACTION

Shoreline Substantial Development Application to allow one, 2-unit rowhouse structure and one, 3-unit rowhouse structure (total of five units). Surface parking for six vehicles to be provided at grade, and tandem parking for four vehicles to be located within 2-unit rowhouse structure. Existing structures to be demolished.

The following approvals are required:

Shoreline Substantial Development Permit – Chapter 23.60 (SMC)

SEPA - Environmental Determination - (SMC Chapter 25.05)

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

[] DNS with conditions

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

BACKGROUND AND PROPOSAL INFORMATION

The site is located at 3008 Alki Avenue SW, approximately 220 feet west of 64th Place SW, and abutting SW Stevens Street on the south side. The site is an upland lot located in the Urban Residential Shoreline Environment and zoned Lowrise 1. Currently on the site there are two single family residences, a duplex, and a swimming pool. The site is basically flat. The applicant proposes to build one 2-unit rowhouse and one 3-unit rowhouse with surface parking for six vehicles and tandem parking for four vehicles within the 2-unit structure. Existing structures will be demolished and removed.

Public Comment

The DPD comment period for this proposal ended on October 18, 2013. Several comments were received and are included in the project file.

ANALYSIS - SHORELINE SUBSTANTIAL DEVELOPMENT PERMIT

SMC Section 23.60.030 provides criteria for review of shoreline substantial development permits. Specifically, this section states that a substantial development permit shall be issued only when the proposed development is consistent with:

- A. The policies and procedures of Chapter 90.58 RCW;*
- B. The regulations of this Chapter; and*
- C. The provisions of Chapter 173-27 WAC.*

Chapter 90.58 of the Revised Code of Washington (RCW) codifies the State's policies with respect to managing shorelines and fostering reasonable and appropriate shoreline uses. Specifically, the Act contemplates protection against adverse effects to the public health, the land and its vegetation and wildlife, and the waters of the state and their aquatic life. The Act further provides definitions and concepts and delegates responsibility for implementation to specific state and local governmental entities. Local governments are given primary responsibility for initiating and administering the regulatory program of the Act. The State Department of Ecology (DOE), on the other hand, is given responsibility for insuring compliance among local governments with the policy of the State and provisions of the Act. Pursuant to the requirements of the Act, the City of Seattle has adopted a local shoreline master program that has been approved by the DOE. The City of Seattle Shoreline Master Program (SSMP) is codified in SMC Chapter 23.60.

In evaluating applications for shoreline substantial development permits the Director must determine that a proposed use meets the criteria set forth in SSMP 23.60.030. Specifically, development standards of the shoreline environment and underlying zone must be considered and a determination must be made as to any special requirements or conditioning that is necessary to preserve or enhance the shoreline area. In order to obtain a shoreline substantial development permit, an applicant must demonstrate that the proposal is consistent with the shoreline policies established in SSMP section 23.60.004. Additionally, the applicant must further demonstrate that the proposal meets the criteria and development standards for the specific shoreline environment in which the site is located, any applicable special approval criteria, general shoreline master program development standards, and the development standards for specific uses.

ANALYSIS - SHORELINE SUBSTANTIAL DEVELOPMENT PERMIT

The project site is classified as an upland lot and is located within an Urban Residential shoreline environment. In order to obtain a Shoreline Substantial Development Permit, the applicant must show that the proposal is consistent with the shoreline policies established in SMC 23.60.004, meets the criteria for substantial development permits established in SMC 23.60.030, and meets the

procedural criteria established in SMC 23.60.064. Thus, the Director must determine that the proposed use is consistent with the applicable policies of the Shoreline Master Program and the general policies established in Chapter 90.58 RCW and that it is an allowed shoreline use that meets the development standards for the underlying zone as well as the general development standards for all shoreline environments established in SMC 23.60.150. The proposal is also subject to the specific development standards established in the Urban Residential shoreline environment (SMC 23.60.570 through 23.60.578).

SMC 23.60.004 - Shoreline Policies

The Shoreline Goals and Policies which are part of the Seattle Comprehensive Plan's Land Use Element and the purpose and locational criteria for each shoreline environment designation contained in SMC 23.60.220 must be considered in making all discretionary decisions in the shoreline district. The policies support the establishment of non-water dependent uses on upland lots when they complement uses on adjacent waterfront lots. (please refer to Shoreline Use, Policy L164.B) The area objectives for Puget Sound (please refer to Policy L200.A.1) encourage the protection of areas developed for residential use in a manner consistent with Multi-family Residential Area Policies.

The purpose of the UR environment as set forth in SMC 23.60.220.C.6, also, is intended to protect residential areas in a manner consistent with the Single family and Multi-family Residential Area Policies. These multi-family policies, in turn, have objectives that include ensuring that new development is compatible with the neighborhood character and ensuring adequate capacity for future housing need.

The proposed project would provide five additional units in a transitional multi-family neighborhood. The structure would be constructed in a manner consistent with the underlying multi-family zoning and in character with surrounding new multi-family development. The resulting residential units would have views of Puget Sound and future occupants would benefit from direct access to shoreline public access features available along this portion of Alki Avenue SW. The proposal is supported by both the purpose of the UR shoreline environment and the policies set forth in the Land Use Element of the Comprehensive Plan.

Shoreline Development Permit Required

Section 23.60.030 of the Seattle Municipal Code provides criteria for review of a shoreline substantial development permit and reads: "A substantial development permit shall be issued only when the development proposed is consistent with:"

- A. The policies and procedures of Chapter 90.58 RCW;
- B. The regulations of this Chapter; and
- C. The provisions of Chapter 173-27 WAC.

Conditions may be attached to the approval of a permit, as necessary, to assure consistency of the proposed development with the Seattle Shoreline Master Program and the Shoreline Management Act.

A. The Policies and Procedures of Chapter 90.58 RCW

Chapter 90.58 RCW is known as the Shoreline Management Act of 1971. It is the policy of the State to provide for the management of the shorelines of the State by planning for and fostering all

reasonable and appropriate uses. This policy contemplates protecting against adverse effects to the public health, the land and its vegetation and wildlife, and the waters of the State and their aquatic life, while protecting public rights of navigation and corollary incidental rights. Permitted uses in the shorelines shall be designed and conducted in a manner to minimize, insofar as practical, any resultant damage to the ecology and environment of the shoreline area and any interference with the public's use of the water.

The Shoreline Management Act provides definitions and concepts, and gives primary responsibility for initiating and administering the regulatory program of the Act to local governments. The Department of Ecology is to primarily act in a supportive and review capacity, with primary emphasis on insuring compliance with the policy and provisions of the Act. As a result of this Act, the City of Seattle and other jurisdictions with shorelines, adopted a local shoreline master program, codified in the Seattle Municipal Code at Chapter 23.60, that also incorporates the provisions of Chapter 173.27 WAC. Development on the shorelines of the State is not to be undertaken unless it is consistent with the policies and provisions of the Act, and with the local master program. The Act sets out procedures, such as public notice and appeal requirements, and penalties for violating its provisions. As the following analysis will demonstrate, the subject proposal is consistent with the procedures outlined in RCW 90.58.

Construction of the multi-family structure would be consistent with the procedures of Chapter 90.58 RCW and the provisions of Chapter 173-14 WAC in terms of encouraging a use allowed and anticipated for the Urban Residential shoreline environment and minimizing the entry of pollutants into the water. The construction itself would not adversely affect the shoreline environment and the siting of the structure would not be in a sensitive area of the site thereby protecting migratory fish routes.

Chapter 23.60 of the Seattle Municipal Code is known as the "Seattle Shoreline Master Program" and is also a part of the City's Land Use Code. In evaluating requests for substantial development permits, the Director must determine that a proposed use meets the approval criteria set forth in SMC 23.60.030 (cited above). Development standards of the shoreline environment and underlying zone must be considered, and a determination made as to any special requirements (shoreline conditional use, shoreline variance, or shoreline special use permit) or conditioning that is necessary to protect and enhance the shorelines area (SMC 23.60.064). In order to obtain a shoreline substantial development permit, the applicant must also show that the proposal is consistent with the shoreline policies established in SMC 23.60.004, which are found in the Seattle Comprehensive Plan and the purpose and locational criteria for each shoreline environment. The proposal must also meet: the criteria and development standards for the shoreline environment in which the site is located; any applicable special approval criteria; general development standards; and the development standards for specific uses.

The subject property is classified as an upland lot and is located within an Urban Residential (UR) shoreline environment. The proposed multi-family structure is a permitted use in the UR shoreline environment. The proposed structure would comply with the development standards as described below.

B. The Regulations of Chapter 23.60

Chapter 23.60 of the Seattle Municipal Code is known as the "Seattle Shoreline Master Program". In evaluating requests for substantial development permits, the Director must determine that a

proposed use meets the approval criteria set forth in SMC 23.60.030 (cited above). Development standards of the shoreline environment and underlying zone must be considered, and a determination made as to any special requirements (shoreline conditional use, shoreline variance, or shoreline special use permit) or conditioning that is necessary to protect and enhance the shorelines area (SMC 23.60.064). In order to obtain a shoreline substantial development permit, the applicant must show that the proposal is, consistent with the shoreline policies established in SMC 23.60.004, and meets the development standards for all shoreline environments established in SMC 23.60.150, as well as the criteria and development standards for the shoreline environment in which the site is located; any applicable special approval criteria; and the development standards for specific uses.

General Development Standards for all Shoreline Environments (SMP 23.60.152)

The general standards listed in SMC 23.60.152 apply to all uses in the shoreline environment. They require that design and construction of all uses be conducted in an environmentally sound manner, consistent with the Shoreline Management Program and with best management practices for the specific use or activity. These general standards of the SMP state, in part, that all shoreline development and uses shall:

- protect the quality and quantity of surface and ground water on and adjacent to the lot and shall adhere to the guidelines, policies, standards and regulations of applicable water quality management programs and regulatory agencies. Best management practices such as paving and berming of drum storage areas, fugitive dust controls and other good housekeeping measures to prevent contamination of land or water shall be required.
- not release oil, chemicals or other hazardous materials onto or into the water
- be located, designed, constructed, and managed to avoid disturbance, minimize adverse impacts and protect fish and wildlife habitat conservation areas, including but not limited to, spawning, nesting, rearing and habitat areas, commercial and recreational shellfish areas, kelp and eel grass beds, and migratory routes. Where avoidance of adverse impacts is not practicable, project mitigation measures relating the type, quantity and extent of mitigation to the protection of species and habitat functions may be approved by the Director in consultation with state resource management agencies and federally recognized tribes;
- be located, designed, constructed and managed to minimize interference with, or adverse impacts to, beneficial natural shoreline processes such as water circulation, littoral drift, sand movement, erosion and accretion;
- be located, designed, constructed, and managed in a manner that minimizes adverse impacts to surrounding land and water uses and is compatible with the affected area; and
- be located, constructed, and operated so as not to be a hazard to public health and safety.

The proposal involves constructing two rowhouses, with a total of five units. All construction is outside of the 100-foot shoreline habitat buffer as defined in the City of Seattle's environmentally critical areas regulations. Alki Avenue separates Elliott Bay from the development site. Because of the distance between Elliott Bay and the building site, direct or indirect adverse impacts are not expected from the construction or use of the proposed building.

Site grading and preparation for construction may expose soil leading to increased potential for soil erosion and sedimentation. However, required compliance with the Grading Code (SMC Chapter 22.170) will ensure that soil erosion control techniques are in place for the duration of the land disturbing activities until the site is permanently re-stabilized. In addition, the Stormwater Code (SMC Chapter 22.800) requires developments to implement stormwater management measures to protect receiving waters from pollution, mechanical damage, excessive flows and other conditions that could be detrimental to water resources and aquatic life. These measures, including required temporary erosion and sediment control measures for construction as described in application material, will be adequate to ensure protection of the shoreline area from the construction that is proposed, and will be required to be implemented during construction as a condition of approval.

Development Standards for the UR Environment - Section 23.60.540 - 23.60.578 SSMP

Development Standards for the UR environment are discussed below and all shoreline development standards are met.

SSMP 23.60.546 Uses Permitted Outright on Upland Lots in the UR Environment

Multi-family structures such as the proposed structure are permitted outright in the UR environment.

SSMP 23.60.572 Height

The proposed structure would not exceed the height limit.

SSMP 23.60.574A4 Lot Coverage

The proposed structure meets lot coverage requirements.

SSMP 23.60.576 View Corridors in the UR Environment

View corridors are not required for upland lots such as the project lot.

SSMP 23.60.578 Regulated Public Access in the UR Environment

Sections 23.60.160 and 23.60.200E SSMP describes the general development standards for public access. However, public access is not required because the project site is an upland lot. Furthermore, several public access and recreational opportunities are available in designated park areas on the waterward side of Alki Ave. SW.

C. The Provisions of Chapter 173-27 WAC

WAC 173-27 establishes basic rules for the permit system to be adopted by local governments, pursuant to the language of RCW 90.58. It provides the framework for permits to be administered by local governments, including time requirements of permits, revisions to permits, notice of application, formats for permits, and provisions for review by the State's Department of Ecology (DOE). Since the Seattle Shoreline Master Program has been approved by DOE, consistency with the criteria and procedures of SMC Chapter 23.60 is also consistent with WAC 173-14 and RCW 90.58. As discussed in the foregoing, the proposal is consistent with the criteria for a shoreline substantial development permit and may be approved.

Summary

Adverse impacts to the shoreline environment are not expected and the proposed multifamily building will be consistent with the provisions set forth by 90.58 RCW, 173-27 WAC, and Chapter 23.60 SMC also known as the Seattle Shoreline Master Program (SMP).

DECISION - SHORELINE SUBSTANTIAL DEVELOPMENT

The Shoreline Substantial Development permit is **CONDITIONALLY GRANTED**.

ANALYSIS - SEPA

Environmental review resulting in a Threshold Determination is required pursuant to the Seattle State Environmental Policy Act (SEPA), WAC 197-11, and the Seattle SEPA Ordinance (Seattle Municipal Code Chapter 25.05) because the proposed project is located in a lowrise zone and exceeds the unit threshold.

The initial disclosure of the potential impacts from this project was made in the environmental checklist submitted by the applicant dated August 12, 2013 and annotated by the Land Use Planner. The applicant states in the checklist that a unit lot subdivision may be pursued in the future. The information in the checklist, pertinent public comment, and the experience of the lead agency with review of similar projects form the basis for this analysis and decision. The Department of Planning and Development has analyzed and annotated the environmental checklist submitted by the project applicant; reviewed the project plans, including site survey, and any additional information in the file, including the July 19, 2013 geotechnical report prepared by Adam Gaston, P.E.; and, reviewed the proposal for consistency with ECA regulations.

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 environmental impact, it shall be presumed that such regulations are adequate to achieve sufficient mitigation" subject to some limitations. Under such limitations or circumstances (SMC 25.05.665 D) mitigation can be considered. Thus, a more detailed discussion of some of the impacts is appropriate. Short-term and long-term adverse impacts are anticipated from the proposal.

Short-term Impacts

The following temporary or construction-related impacts are expected; decreased air quality due to suspended particulates from demolition, grading and clearing and hydrocarbon emissions from construction vehicles and equipment; temporary soil erosion; increased dust caused by drying mud tracked onto streets during construction activities; increased traffic and demand for parking from construction equipment and personnel; increased noise; increases in carbon dioxide and other greenhouse gas emissions and consumption of renewable and non-renewable resources.

Several adopted codes and/or ordinances provide mitigation for some of the identified impacts. The Stormwater and Grading Codes regulate 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.

The following temporary or construction-related impacts are expected: 1) temporary soil erosion; and 2) increased vibration from construction operations and equipment. These impacts are not considered significant because they are temporary and/or minor in scope (SMC 25.05.794).

No additional conditioning 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 due to the relatively minor contribution of greenhouse gas emissions from this project.

No further conditioning or mitigation is warranted pursuant to specific environmental policies or the SEPA Overview Policy (SMC 25.05.665).

Long-term Impacts

Long term or use-related impacts are also anticipated as a result of this proposal, including: increased surface water runoff due to greater site coverage by impervious surfaces; loss of plant and animal habitat. Compliance with applicable codes and ordinances will reduce or eliminate most adverse long-term impacts to the environment.

No additional conditioning is warranted pursuant to SEPA policies.

Greenhouse Gas Emissions

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

No further conditioning or mitigation is warranted pursuant to specific environmental policies or the SEPA Overview Policy (SMC 25.05.665).

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 agency decisions pursuant to SEPA.

- 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.

The lead agency for this proposal has determined that it does not have a probable significant adverse impact on the environment and complies with ECA regulations. An environmental impact statement (EIS) is not required under RCW [43.21C.030](#) (2)(c). This decision was made after review of a completed environmental checklist and other information on file with the lead agency. This information is available to the public on request.

CONDITIONS - SEPA

None required.

CONDITIONS - SHORELINE SUBSTANTIAL DEVELOPMENT PERMIT

During Construction

- 1) The owner(s), builder(s), and all responsible party(s) shall follow the best management practices as carried over to the approved construction set of plans. These BMPs shall be in place to prevent any toxic materials, petrochemicals and other pollutants from entering enter the surface water during the proposed repair work. The spill prevention and response procedures developed for this project shall be followed and the appropriate material shall be kept at the site for quick response to any toxic spills at the site.

Signature: _____ (signature on file) Date: April 21, 2014
Ben Perkowski, Land Use Planner
Department of Planning and Development

BP:bg