



**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:** 3017776

**Applicant Name:** Jake Labarre of Miller Hull Partnership LLC for Bethany Community Church

**Address of Proposal:** 1147 North 81<sup>st</sup> Street

**SUMMARY OF PROPOSED ACTION**

Land Use Application to expand an existing religious facility (Bethany Church). Expansion consists of a new 3 story, 13,165 sq. ft. structure containing a day care center, classrooms, kitchen and reception hall. Existing 2 story, 10,560 sq. ft. structure to be demolished. No change in parking is proposed.\*

\*Note - The project description has been revised from the original notice of application: Land Use Application to expand an existing religious facility (Bethany Church). Expansion consists of a new 3 story, 13,165 sq. ft. structure containing classrooms, kitchen and reception hall. Existing 2 story, 10,560 sq. ft. structure to be demolished. No change in parking is proposed.

The following approvals are required:

**Administrative Conditional Use Review** – To allow expansion of an existing institution (religious facility) and establish an institution use (child care center) in a Single Family zone (Seattle Municipal Code (SMC) 23.44.022).

**SEPA - Environmental Determination** (Seattle Municipal Code (SMC) Chapter 25.05).

**SEPA DETERMINATION:**  Exempt  DNS  MDNS  EIS

DNS with conditions

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

## **BACKGROUND INFORMATION**

### **Site and Vicinity Description**

The Bethany Community Church campus consists of two sites separated by an existing right-of-way (Stone Avenue North): The East Site (8023 Green Lake Drive North) and the West Site (1156 North 80<sup>th</sup> Street and 1147 North 81<sup>st</sup> Street).

*East Site (8023 Green Lake Drive North)* – This approximately 15,659 square foot (sq. ft.) triangular-shaped lot is bounded by Green Lake Drive North to the north, Stone Avenue North to the west and North 80<sup>th</sup> Street to the south. This property is zoned Single Family 5000 (SF 5000). Development on the site consists of an existing two-story religious facility structure (Bethany Community Church Administration Building). No parking exists on this site.

*West Site (1156 North 80<sup>th</sup> Street and 1147 North 81<sup>st</sup> Street)* – This rectangular site is approximately 44,767 sq. ft. and is bounded by North 81<sup>st</sup> Street to the north, Stone Avenue North to the east, North 80<sup>th</sup> Street to the south; and private properties separated by an unimproved 14' wide alley to the west. This property is zoned Single Family 5000 (SF 5000). Existing development on the site comprises of a two-story with partial basement religious facility structure (Bethany Church Main Sanctuary Building) addressed as 1156 North 80<sup>th</sup> Street and another religious facility structure (Bethany Community Church Christian Education Center) addressed as 1147 North 81<sup>st</sup> Street. A paved surface parking area consisting of 36 parking stalls accessory to the church use also exists on the West Site. A fenced-in outdoor play area with playground equipment is located at the northeasterly corner of the property.

Vehicular access to the surface parking area onsite is via both North 80<sup>th</sup> Street and North 81<sup>st</sup> Street. North 80<sup>th</sup> Street is classified as a Minor Arterial, and both North 81<sup>st</sup> Street and Stone Avenue North are classified as Non-Arterial streets pursuant to SMC Chapter 23.53. All three identified streets are improved with paved roadways, sidewalks, curbs, gutters and street trees abutting the property. The existing 14' wide unimproved alley currently terminates at the site's west boundary line; however, an easement has been granted to the City of Seattle to connect the existing alley to North 81<sup>st</sup> Street to accommodate future through public access (Ordinance #123556).

The property topography is characterized with grades sloping approximately 5' over the extent of the site. The subject site is not located within any identified or designated Environmentally Critical Areas (ECAs).

Existing vegetation includes grass, shrubbery and mature trees. None of the existing trees within close proximity to the Christian Education Building have been determined by a tree professional (Kathleen Day, Licensed Certified Arborist and Landscape Architect, Kathleen Day Landscape Consulting, LLC) as meeting the "Exceptional Tree" designation per Director's Rule (DR) 16-2008. DPD has reviewed the Landscape Architect and Licensed Surveyor measurements and concurred with these findings.

Surrounding property north, south, west and east are also zoned SF 5000. Existing development in immediate vicinity of the West Site consists of residential structures (single family residences) west and across the street to the north. A Seattle Public School property (Daniel Bagley Elementary) is located across the street and south of this site.

### Proposal Description

The proposed institution expansion project involves the construction of an approximately 13,165 sq. ft. three-story, religious facility (Bethany Community Christian Education Building) on the West Site. The existing Christian Education Building (approximately 10,650 sq. ft.) will be demolished. The existing religious facility structure (Bethany Church Main Sanctuary Building) and surface parking area will remain. No change in parking and vehicular access is proposed.

The proposed building will contain a kitchen area, fellowship hall, classrooms, office support spaces accessory to the existing religious facility and a dedicated space for the establishment of a child care center.

The existing outdoor play area and equipment will be altered and replaced with new fenced-in outdoor play area and playground equipment; accessed from the ground-level daycare classrooms and situated in the same northernmost area of the project site. Exterior alterations also include installation of bicycle parking and modifications to exterior walkways/ramps.

According to information provided by the applicant, the child care center will have a maximum enrollment count of 52 full-time children. The applicant explains that staffing levels will include eighteen employees – a program director, an administrative assistant, four teachers and twelve classroom aides. The proposed institution's operating hours will begin as early as 7:00 a.m. and conclude by 6:00 p.m., Monday-Friday. Designated child care center staff parking and loading/unloading areas are planned to be accommodated on the West Site during daycare's operational hours.

Grading of approximately 330 cubic yards (cu. yds.) of material is anticipated to occur during the removal of material and construction of the building's foundation and ground floor playground surface.

### Public Comments

The required public comment period for this project initially ended on November 12, 2014. The public comment period was extended from its original date to end on November 26, 2014. During and after the public comment period, DPD received several comment letters, petitions and emails from neighbors mainly in opposition to the proposal. The neighbors voiced concerns regarding the proposed religious facility expansion and the design of the development. Concerns about parking, traffic, historical preservation, noise and construction-related impacts in the immediate neighborhood were also expressed.

DPD also received a letter of support from a Bethany Church representative with over 300 signatures in support of the proposal. This petition and the abovementioned written comments/petition are identified in the project file. (See discussions regarding these concerns in the Administrative Conditional Use (ACU) analysis and SEPA analysis, below.)

### **ANALYSIS – ADMINISTRATIVE CONDITIONAL USE (SMC 23.44.022)**

The Land Use Code allows the establishment of an institution and the expansion of an existing institution in residential zones through the administrative conditional use process. This proposal is to expand the existing religious facility use on the project site by constructing a second religious facility and establish a child care center within a portion of the new religious facility

structure. This is allowed in a single family zone subject to administrative conditional use approval. The DPD Director has the authority to approve, condition or deny a conditional use application. This decision shall be based on the whether the proposed use will be materially detrimental to the public welfare or injurious to property. In addition to the general single family development standards, institutions are subject to the standards of SMC 23.44.022. The applicable criteria used for evaluating and or conditioning the applicant's proposal are discussed below.

*D. General Provisions*

- 1. New or expanding institutions in single-family zones shall meet the development standards for uses permitted outright in Sections 23.44.008 through 23.44.016 unless modified elsewhere in this subsection or in a Major Institution master plan.*

The plans submitted for the expansion of the existing religious facility use on the project site and the establishment of a child care center use within a religious facility were reviewed and found to be in compliance of the development standards detailed in Sections 23.44.008 through 23.44.016. This criterion has been met.

- 2. The establishment of a child care center in a legally established institution devoted to the care or instruction of children which does not violate any condition of approval of the existing institutional use and does not require structural expansion shall not be considered a new use or an expansion of the institutional use.*

This criterion is not applicable to this proposal.

- 3. Institutions seeking to establish or expand on property that is developed with residential structures may expand their campus up to a maximum of 2 1/2 acres. An institution campus may be established or expanded beyond 2 1/2 acres if the property proposed for the expansion is substantially vacant land.*

This proposal involves the demolition of the existing of an existing religious facility (Bethany Christian Education Building) and the establishment of a new structure sited at the same location on the West Site. The West Site is considered part of the existing institution's campus. Therefore, this criterion does not apply to this project.

*E. Dispersion*

- 1. The lot line of any proposed new or expanding institution, other than child care centers locating in legally established institutions, shall be located six hundred (600) feet or more from any lot line of any other institution in a residential zone, with the following exceptions:*
  - a. An institution may expand even though it is within six hundred (600) feet of a public school if the public school is constructed on a new site subsequent to December 12, 1985.*
  - b. A proposed institution may be located less than six hundred (600) feet from a lot line of another institution if the Director determines that the intent of the dispersion criteria is achieved due to the presence of physical elements such as bodies of water, large open spaces or topographical breaks or other elements such as arterials, freeways or nonresidential uses, which provide substantial separation from other institutions.*

The existing institutional boundaries are not expanding with this proposal. Therefore, this criterion is not applicable.

2. *A proposed child-care center serving not more than twenty-five (25) children which does not meet the criteria of subsection E1 of this section may be permitted to locate less than six hundred (600) feet from a lot line of another institution if the Director determines that, together with the nearby institution(s), the proposed child care center would not:*
  - a. *Create physical scale and bulk incompatible with the surrounding neighborhood;*
  - b. *Create traffic safety hazards;*
  - c. *Create or significantly increase identified parking shortages; or*
  - d. *Significantly increase noise levels to the detriment of surrounding residents.*

This criterion is not applicable.

**F. Demolition of Residential Structures**

*No residential structure shall be demolished nor shall its use be changed to provide for parking. This prohibition may be waived if the demolition or change of use proposed is necessary to meet the parking requirements of this Land Use Code and if alternative locations would have greater noise, odor, light and glare or traffic impacts on surrounding property in residential use. If the demolition or change of use is proposed for required parking, the Director may consider waiver of parking requirements in order to preserve the residential structure and/or use. The waiver may include, but is not limited to, a reduction in the number of required parking spaces and a waiver of parking development standards such as location or screening.*

This criterion is not applicable to this proposal because it does not involve the demolition of existing residential structures.

**G. Reuse of Existing Structures**

*Existing structures may be converted to institution use if the yard requirements for institutions are met. Existing structures which do not meet these yard requirements may be permitted to convert to institution use, provided that the Director may require additional mitigating measures to reduce impacts of the proposed use on surrounding properties.*

This criterion is not applicable to this proposal because it does not involve the conversion of an existing structure to an institutional use.

**H. Noise and Odors**

*For the purpose of reducing potential noise and odor impacts, the Director shall consider the location on the lot of the proposed institution, on-site parking, outdoor recreational areas, trash and refuse storage areas, ventilating mechanisms, sports facilities and other noise-generating and odor-generating equipment, fixtures or facilities. The institution shall be designed and operated in compliance with the Noise Ordinance, Chapter 25.08.*

*In order to mitigate identified noise and/or odor impacts, the Director may require measures such as landscaping, sound barriers or fences, mounding or berming, adjustments to yard or parking development standards, design modifications, setting hours of operation for facilities or other similar measures.*

No adverse odor impacts at either site are anticipated. The submitted plans indicate a kitchen facility at the main floor level and associated kitchen exhaust and mechanical equipment located at the center of the proposed building roof and screened from street views. The equipment would be installed approximately 60' from the northernmost property line and more than 100' from the closest residential property's boundary line west of the site. The institution's trash and refuse location will remain.

Noise levels are expected to change as a result of this proposal at the West Site due to vehicular traffic and increased activity of children playing in the proposed play area associated with the proposed child care center. The parking area would be utilized before, during and after the child care center's hours of operation. Noise associated with vehicles maneuvering in and out of the site due to delivering/picking-up children and parking is expected to be minimal.

The applicant states the outdoor playtimes will be conducted at limited time increments between 9:00 a.m. and concluding by 5:30 p.m. with no more than two classrooms (26 children) utilizing the playground area at the same time. It is during the outdoor playtimes that noise levels are expected to be elevated.

As previously noted, the existing play area consisting of playground equipment is located near the site's northernmost boundary line and across the street from residentially zoned properties. The proposed project encompasses the removal of the existing playground equipment; excavation of the existing earth material; and the installation of a new recreation area inclusive of new playground equipment below the sidewalk grade. The Master Use Plans (MUP) document the installation of 4' tall solid acoustical barrier fencing placed at the north and west portions of the playground area boundaries.

DPD has reviewed the Master Use Plans (MUP) plans and concur that the identified measures to address possible noise impacts associated with the proposed child care use are appropriate for this site.

*I. Landscaping*

*Landscaping shall be required to integrate the institution with adjacent areas, reduce the potential for erosion or extensive stormwater runoff, reduce the coverage of the site by impervious surfaces, screen parking from adjacent residentially zoned lots or streets or to reduce the appearance of bulk of the institution.*

*Landscaping plant materials shall be species compatible with surrounding flora. Existing plant material may be required to be retained. Maintenance of landscaped areas shall be the continuing responsibility of the owner.*

The proposal site (West Site) is currently landscaped with mature established plantings and groundcover. The plans indicate some groundcover and six non-exceptional mature trees that surround the existing Christian Education building will be removed. The remaining plant material at the West Site will remain. Per the applicant, "*The landscape strategy is to match the existing planting for the main sanctuary, and screen the recessed playground with planting. Groundcover will be planted to aid in erosion control where slopes are steep. Rain garden plants will be used to supplement storm water and drainage design considerations.*"

The landscaping plans indicate new landscaping inclusive of trees (7), shrubs, lawn, groundcovers and a rain garden that are planned for that portion of the West Site surrounding the new structure. This criterion has been met.

**J. Light and Glare**

*Exterior lighting shall be shielded or directed away from adjacent residentially zoned lots. The Director may also require that the area and intensity of illumination, the location or angle of illumination be limited.*

*Nonreflective surfaces shall be used to help reduce glare.*

The proposal includes exterior lighting affixed to the structure and pathways: and oriented towards entrances and accessible paths to allow for site safety. This exterior lighting is oriented from adjacent residentially zoned lots. The existing landscaping and fencing along the perimeter of the accessory parking lot area will continue to mitigate potential vehicular headlight glare. No light and glare impacts on adjacent residentially zoned lots are anticipated to occur. Therefore, this criterion has been met.

**K. Bulk and Siting**

1. *Lot Area. If the proposed site is more than one (1) acre in size, the Director may require the following and similar development standards:*
  - a. *For lots with unusual configuration or uneven boundaries, the proposed principal structures be located so that changes in potential and existing development patterns on the block or blocks within which the institution is located are kept to a minimum;*
  - b. *For lots with large street frontage in relationship to their size, the proposed institution reflect design and architectural features associated with adjacent residentially zoned block faces in order to provide continuity of the block front and to integrate the proposed structures with residential structures and uses in the immediate area.*

The entire West Site equates to approximately 44,767 sq. ft. which is more than one acre (43,560 sq. ft.) in size. The proposal site has approximately 240' of frontage on North 81<sup>st</sup> Street, 204' of frontage on Stone Avenue North and 200' of frontage on North 80<sup>th</sup> Street. The proposal will be sited within the same proximity of the site as the current Christian Education structure's foot print which will create an alignment of the structures along the Stone Avenue North block front and continuity along the North 81<sup>st</sup> Street block front. The proposed building materials consisting of fiber cement board panels, fiber cement lap siding, architectural concrete and concrete framing element are designed to promote continuity with the adjacent sanctuary building on the site. The proposal also includes fenestration and roofing material to more closely resemble the residential scale. No further mitigation is warranted.

2. *Yards. Yards of institutions shall be as required for uses permitted outright pursuant to Section 23.44.014, provided that no structure other than freestanding walls, fences, bulkheads or similar structures shall be closer than 10 feet to the side lot line. If the Director finds that a reduced setback will not significantly increase project impacts, including but not limited to noise, odor, and the scale of the structure in relation to nearby buildings, the sideyard setback may be reduced to 5 feet. Fences and freestanding walls of utility services uses, regulated under this Section 23.44.022 pursuant to Section 23.51A.002, shall be set back from the street lot line a minimum of 10*

*feet, and landscaping shall be provided between the fence or wall and the right-of-way. The Director may reduce this setback after finding that the reduced setback will not significantly increase project impacts, including but not limited to noise, odor, and the scale of the fence, wall, or structure in relation to nearby buildings. Acceptable methods to reduce fence or wall impacts include changes in the height, design or construction of the fence or wall, including the use of materials, architectural detailing, artwork, vegetated trellises, decorative fencing, or similar features to provide visual interest facing the street lot line. Fences and walls may obstruct or allow views to the interior of a site. Where site dimensions and conditions allow, applicants are encouraged to provide both a landscaped setback between the fence or wall and the right-of-way, and a fence or wall that provides visual interest facing the street lot line, through the height, design or construction of the fence or wall, including the use of materials, architectural detailing, artwork, vegetated trellises, decorative fencing, or similar features.*

The project plans illustrate a retaining wall and 4' tall fencing surrounding the proposed play area situated in a required side yard. Per SMC 23.44.014.D.10, 6' tall fencing and retaining walls used to protect a cut into existing grade are allowed in any required yard. Therefore, this requirement has been met.

3. *Institutions Located on Lots in More Than One (1) Zone Classification. For lots which include more than one (1) zone classification, single-family zone provisions shall apply only to the single-family-zoned lot area involved.*

This criterion is not applicable because the entire West Site is zoned SF 5000.

4. *Height Limit.*
  - a. *Religious symbols for religious institutions may extend an additional twenty-five (25) feet above the height limit.*
  - b. *For gymnasiums and auditoriums that are accessory to an institution the maximum height shall be thirty-five (35) feet if portions of the structure above thirty-five (35) feet are set back at least twenty (20) feet from all property lines. Pitched roofs on a gymnasium or auditorium which have a slope of not less than four to twelve (4:12) may extend ten (10) feet above the thirty-five (35) foot height limit. No portion of a shed roof on a gymnasium or an auditorium shall be permitted to extend beyond the thirty-five (35) foot height limit under this provision.*

This criterion is not applicable.

5. *Facade Scale. If any facade of a new or expanding institution exceeds thirty (30) feet in length, the Director may require that facades adjacent to the street or a residentially zoned lot be developed with design features intended to minimize the appearance of bulk. Design features which may be required include, but are not limited to, modulation, architectural features, landscaping or increased yards.*

The proposed structure will include facades abutting both North 81<sup>st</sup> Street and Stone Avenue North that will exceed 30' in length. However, considering a majority of the proposed structure's footprint will be setback further from both identified street fronts in comparison to the siting of the existing Christian Education building, no mitigation related to bulk and scale is warranted.

*L. Parking and Loading Berth Requirements*

*1. Quantity and Location of Off-street Parking.*

- a. Use of transportation modes such as public transit, vanpools, carpools and bicycles to reduce the use of single-occupancy vehicles is encouraged.*
- b. Parking and loading is required as provided in Section 23.54.015.*
- c. The Director may modify the parking and loading requirements of Section 23.54.015 and the requirements of Section 23.44.016 on a case-by-case basis using the information contained in the transportation plan prepared pursuant to subsection 23.44.022.M. The modification shall be based on adopted City policies and shall:
  - 1) Provide a demonstrable public benefit such as, but not limited to, reduction of traffic on residential streets, preservation of residential structures, and reduction of noise, odor, light and glare; and*
  - 2) Not cause undue traffic through residential streets nor create a safety hazard.**

King County Metro Transit bus stops (for RapidRide E line route) are located less than a block away from the West Site along Aurora Avenue North. The submitted transportation plan indicates the religious facility encourages the use of alternative modes of transportation (transit, carpooling or bicycle).

Pursuant to SMC 23.54.015 (Table C), the parking requirement for child care centers is based on the quantity of children or staff, whichever is the greater quantity; loading requirements are solely based on child care enrollment. Additionally, per Table C of this same code section, the parking requirement for religious facilities is based on the area of all auditoria and public assembly rooms. The applicant indicates a maximum day care center enrollment count of 52 children; eighteen employees and 6,414 sq. ft. of existing and proposed auditoria and public assembly area on the West Site. Consequently, in utilizing applicable parking quantity exceptions allowed per SMC 23.54.020, 81 parking stalls and three loading/unloading spaces are required per the code. The submitted plans and materials indicate an existing paved surface parking layout for 36 stalls is located on the West Site and the remaining code required parking (45 stalls) is currently being met offsite at the Daniel Bagley Elementary School parking area by a shared parking agreement with the Seattle Public School District. This agreement authorizes Bethany Church to use the entire public school parking area which is configured for 60 parking spaces. The plans also illustrate three loading/unloading spaces and six spaces located in the same parking area on the West Site reserved for the proposed child care center use during the weekday operation hours (7:00 a.m. – 6:00 p.m., Monday-Friday). It is expected that the remaining 27 spaces will be utilized for daycare and church use during the weekday; and the church would continue to utilize the entire parking area on the weekends (Saturday and Sunday).

- 2. Parking Design. Parking access and parking shall be designed as provided in Design Standards for Access and Off-street Parking, Chapter 23.54.*

This proposal does not include the creation of new onsite parking. As noted above, the proposal at the West Site will utilize the existing established parking areas.

- 3. Loading Berths. The quantity and design of loading berths shall be as provided in Design Standards for Access and Off-street Parking, Chapter 23.54.*

Loading berths are not required for a child care center or private school. However, three loading/unloading spaces are required pursuant to 23.54.

The Bethany Church Transportation Plan submitted by the applicant states, *“The drop-off area for children enrolled in the daycare program will be located in the Church parking lot to the west of the new facility. Parking stalls will be designated for this purpose.”* It also explains *“Drivers must park in designated parking stalls only when dropping-off children; double parking is not allowed.”* At the request from DPD for further clarification about methods to accommodate periods of overflow during drop-off and pick-up activity when the aforementioned three spaces are occupied, the applicant responded, *“Parking demand generated by the daycare would peak during drop-off and pick-up periods. Based on the trip generation, a total of 13 vehicles would arrive/depart during the peak hours. Assuming that half of those were on the site simultaneously during that one-hour periods, the parking demand related to students is estimated at 7 vehicles. The cumulative demand for daycare parking would use about one-third of the available spaces in the parking lot. Therefore, patrons would not need to double park in the lot.”*

The MUP plans indicate three loading/unloading spaces will be provided at the church’s accessory parking lot (West Site) to be utilized during the child care center’s operational hours. Based on the applicant’s response regarding parking demand generated by the child care center, seven spaces are necessary to support the Church’s loading procedures per the transportation plan. Therefore, in order to provide a suitable quantity of dedicated spaces for parents delivering and picking up children, a condition will be added to require the applicant to install signage identification for a minimum of four additional parking stalls to be designated as loading/unloading spaces at peak hours for this purpose.

**M. Transportation Plan**

*A transportation plan shall be required for proposed new institutions and for those institutions proposing expansions which are larger than four thousand (4,000) square feet of structure area and/or are required to provide an additional twenty (20) or more parking spaces.*

*The Director shall determine the level of detail to be disclosed in the transportation plan based on the probable impacts and/or scale of the proposed institution. Discussion of the following elements and other factors may be required:*

- 1. Traffic. Number of staff on site during normal working hours, number of users, guests and others regularly associated with the site, level of vehicular traffic generated, traffic peaking characteristics of the institution and in the immediate area, likely vehicle use patterns, extent of traffic congestion, types and numbers of vehicles associated with the institution and mitigating measures to be taken by the applicant;*
- 2. Parking. Number of spaces, the extent of screening from the street or abutting residentially zoned lots, direction of vehicle light glare, direction of lighting, sources of possible vibration, prevailing direction of exhaust fumes, location of parking access and curb cuts, accessibility or convenience of parking and measures to be taken by the applicant such as preference given some parking spaces for carpool and vanpool vehicles and provision of bicycle racks;*
- 3. Parking Overflow. Number of vehicles expected to park on neighboring streets, percentage of on-street parking supply to be removed or used by the proposed project, opportunities for sharing existing parking, trends in local area development and mitigating measures to be taken by the applicant;*
- 4. Safety. Measures to be taken by the applicant to ensure safe vehicular and pedestrian travel in the vicinity;*

5. *Availability of Public or Private Mass Transportation Systems. Route location and frequency of service, private mass transportation programs including carpools and vanpools, to be provided by the applicant.*

In 2006, Bethany Church obtained a MUP (#2409068/6083699) to expand the institution's campus; establish use for future construction of the Main Sanctuary building and the onsite accessory parking area. The decision report, which included analysis and conditional approval of the establishment of the religious facility expansion, was published on October 2, 2006. This decision included a subset of conditions that are directly related to traffic and parking impacts in association with weekend activities (church services) occurring at the development that currently exists at the project site. Concerns have been voiced by several neighbors that the parking demand and traffic circulation associated with members attending church services on Sundays has increased and is not being appropriately accommodated at designated parking areas for the church use. As result, the neighbors have observed the impact of spillover parking onto neighboring streets within close proximity to the campus and are concerned that the proposed expansion will further exacerbate this observed parking impact.

Twenty or more parking spaces are not required for this proposal. The proposed project involves the removal of an existing religious structure (10,560 sq. ft.) and the construction of a new religious facility (13,165 sq. ft.) which will result in an expansion of the religious use less than 4,000 sq. ft. ( $13,165 - 10,560 = 2,605$  sq. ft.) on the West Site. However, due to the size of the proposed Christian Education Building and the child care center use planned for a portion of the new structure, the applicant submitted an updated transportation plan prepared by Bethany Church and a transportation report prepared by Heffron Transportation Inc. (Heffron) dated December 2, 2014.

The Heffron transportation report includes a description of existing and proposed conditions in the site vicinity, trip generation and parking demand estimates; and an assessment of the project's impacts to transit service, non-motorized facilities, traffic operations, and safety. The analysis of this report is based on the following assumptions:

- The proposal is to redevelop the Christian Education Center with a dedicated space for a child care center.
- The existing church activities (Sunday school, weekly programs, etc.) will continue to occur within the proposed structure.

The report and supplemental correspondence from the applicant in consultation with Heffron summarized the following conclusions:

- The redevelopment of the Christian Education Center would not affect evening and Sunday use of the building; therefore, trips associated with those functions and parking associated with those functions would not change.
- The proposed child care center use is forecasted to generate 176 new daily trips on a weekday. Trip generation for the proposed day care was determined using average rates in the Trip Generation Manual (9<sup>th</sup> edition) for a Day Care Center (LU 565). Rates based on the gross floor area (2,377 sq. ft.) were applied.
- The church has also set a target that 25% of those students would be from the local neighborhood, and would more likely walk to and from the daycare. Assuming that 75% of the children would be driven to the site, and applying the ITE Trip Generation rate

based on number of children, the daycare-generated vehicle trips is estimated to be 158 trips per day and 29 trips during the AM and PM peak hours. The daily value is slightly lower than the trips estimated based on square footage; the peak hour trips are identical to the trips based on square footage.

- The trips associated with child care center would result in fewer than 10 peak hour trips on any particular roadway segment; thus are not forecasted to substantially impact nearby intersection operations.
- There were very few collisions at the study area intersections or along the roadway segment reported during a recent 3.9-year time period. None of the collisions involved fatalities. These data do not indicate any unusual traffic safety conditions.
- There are two transit stops on Aurora Avenue North west of the site. These stops serve the RapidRide E Line which provides service between Aurora Village Transit Center and Downtown Seattle. There are also transit stops to the north of the site on North 85<sup>th</sup> Street (routes 48 and 82) and to the east on Wallingford Avenue North (routes 16, 48 and 316).
- Weekday parking demand would increase slightly with the addition of the child care center but no off-site parking impact is expected. Peak demand is estimated to be 8 vehicles, and would occur during the peak drop off and pick up times. This demand could be accommodated by the existing 36 onsite parking spaces.
- No overlap is expected between weekday church activities which typically occur after 6:00 p.m. and the daycare operations which will end at 6:00 p.m. During the drop-off and pick-up times, it is expected that the three shuttle vans owned by the church plus two main sanctuary staff vehicles would be parked in the parking lot. It is estimated that 30 parking spaces would be available for daycare and other church functions.

As noted above, the applicant submitted an updated transportation plan authored by Bethany Community Church titled "Transportation Plan Addendum." This plan outlines traffic and parking procedures, parking routes, loading procedures for parents and shuttle buses, safety procedures and transportation notification methods. In the transportation plan, Bethany Church states that the church, *"...has fully complied with all transportation and parking conditions stipulated within the Master Use Permit granted by the City of Seattle on October 2, 2006 and will continue to do so."* The applicant and Bethany Community Church indicates with supporting documentation that, in addition to the shared parking agreement with the Seattle Public Schools, the church has parking agreements with four surrounding businesses to utilize specified parking areas for the church use during specified timeframes.

The Code states that the Director shall determine the level of detail to be disclosed in the transportation plan based on the probable impacts and/or scale of the proposed institution. The proposal is to replace the existing Christian Education structure with a new Christian Education Building and a child care center within the new religious facility. In reviewing the transportation report and information submitted by the applicant, DPD agrees that parking and traffic associated with church functions occurring during weekday evenings and Sundays at the West Site would not change in association with the redevelopment of the Christian Education Center. DPD acknowledges that the proposed child care center use is a new function of the church campus that required review of possible traffic and parking impacts. DPD concludes that potential traffic and parking impacts associated with the proposed childcare development have been considered and addressed. The applicant has demonstrated that there is adequate parking quantity on the West Site to accommodate the parking functions associated with child care center during its operation hours during the week. It is expected that some parents will walk their children to the child care

center and/or utilize public transportation. Additionally, DPD has reviewed the Bethany Church transportation plan and finds that the level of information disclosed is adequate to address probable impacts associated with this proposal. For these reasons, no additional mitigation beyond the condition associated with designation of loading/unloading parking spaces is warranted.

### **DECISION – ADMINISTRATIVE CONDITIONAL USE**

The Administrative Conditional Use application is **APPROVED WITH CONDITIONS** as indicated at the end of this document.

### **SEPA ANALYSIS**

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

The initial disclosure of the potential impacts from this project was made in the environmental checklist submitted by the applicant dated September 16, 2014. The Department of Planning and Development has analyzed and annotated the environmental checklist submitted by the project applicant; reviewed the project plans and any additional information in the file and any pertinent comments which may have been received regarding this proposed action have been considered.

The SEPA Overview Policy (SMC 25.05.665) clarifies the relationship between the City's 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.

Codes and development regulations applicable to this proposed project will provide sufficient mitigation for short and/or long term impacts. Applicable codes may include the Stormwater Code (SMC 22.800-808), the Grading Code (SMC 22.170), the Street Use Ordinance (SMC Title 15), the Seattle Building Code, and the Noise Control Ordinance (SMC 25.08). Puget Sound Clean Air Agency regulations require control of fugitive dust to protect air quality. Additional discussion of short and long term impacts is found below.

#### **Short – term Impacts**

Construction activities could result in the following adverse impacts: demolition/construction dust and storm water runoff, erosion, emissions from construction machinery and vehicles, increased particulate levels, increased noise levels, occasional disruption of adjacent vehicular and pedestrian traffic, a small increase in traffic and parking impacts due to construction related vehicles, disruption of utilities serving the area and increases in greenhouse gas emissions. Due to the temporary nature and limited scope of these impacts, they are not considered significant (SMC 25.05.794).

Several construction-related impacts are mitigated by existing Codes and ordinances applicable to the project such as: the Noise Ordinance (construction noise), the Stormwater and Grading Codes (grading, site excavation and soil erosion), the Street Use Ordinance (watering streets to suppress dust, removal of debris, and obstruction of pedestrian right-of-way), and the Building Code (construction measures in general). Compliance with the applicable Codes and ordinances will reduce or eliminate most adverse short-term impacts to the environment. The following analyzes construction-related noise, air quality, construction impacts as well as its mitigation.

### Noise

Construction activities ('source') including demolition, site excavation, truck and equipment idling and use, materials movement, and construction personnel could adversely affect residents in the vicinity ('receiving property'). The Noise Control Ordinance is intended to control the level of noise to "...protect, promote and preserve the public health, safety and welfare" ... "...in a manner which promotes commerce; the use, value and enjoyment of property; sleep and repose; and the quality of the environment" (SMC 25.08.010). The Ordinance contains regulations for sound level limits from construction equipment, allowing exceedances from non-construction limits during limited hours and days. The noise levels are based on the zoning of both the source and the receiving property, and the hours that the exceedances are allowed is based on the zoning of the source property.

The West Site abuts three streets (North 80<sup>th</sup> Street, Stone Avenue North and North 81<sup>st</sup> Street); however, the proposed religious facility expansion abuts only two of the three abovementioned streets (Stone Avenue North and North 81<sup>st</sup> Street). A mix of institutional uses (church, public school) and residential properties surround the West Site's boundaries; and located within the same zoning designation (SF 5000). No existing noise sources are identified on the SEPA checklist. The applicant asserts on the SEPA checklist that construction activity will be confined to construction hours permitted within City of Seattle. Per the submitted SEPA checklist, the applicant further specified the estimated construction hours are as follows: 7:00 a.m. to 7:00 p.m., Monday thru Friday; and 9:00 a.m. to 7:00 p.m. on weekends and holidays.

The Noise Ordinance states construction activities within occupied single family zones shall be limited to non-legal holiday weekdays from 7:00 a.m. to 10:00 p.m. and 9:00 a.m. to 10:00 p.m. on weekends and legal holidays. Impact construction work (pile driving, jackhammers, vector trucks, etc.) is further limited (8:00 a.m. – 5:00 p.m. weekdays and 9:00 a.m. - 5:00 p.m. weekends and legal holidays). Although compliance with the Noise Ordinance is required, due to the proximity of the project site to nearby residential uses, additional measures to mitigate the anticipated noise impacts may be necessary.

The SEPA Policies at SMC 25.05.675.B and 25.05.665 allow the Director to require additional mitigating measures to further address adverse noise impacts during construction. Pursuant to these policies, it is the Department's conclusion that limiting hours of construction beyond the requirements of the Noise Ordinance may be necessary on this site. Therefore, as a condition of approval, construction activities (including but not limited to demolition, grading, deliveries, framing, roofing, and painting) shall be limited to non-holiday weekdays from 7:00 a.m. to 6:00 p.m. Interior work that involves mechanical equipment, including compressors and generators, may be allowed on Saturdays between 9:00 a.m. and 6:00 p.m. once the shell of the structure is completely enclosed, provided windows and doors remain closed. Non-noisy activities, such as site security, monitoring, weather protection shall not be limited by this condition.

Construction activities outside the above-stated restrictions may be authorized by the Land Use Planner when necessitated by unforeseen construction, safety, or street-use related situations. Requests for extended construction hours or weekend days must be submitted to the Land Use Planner at least three days in advance of the requested dates in order to allow DPD to evaluate the request.

### *Air Quality*

Demolition of the existing structures, grading and construction activities will result in localized short-term increases in air particulates and carbon monoxide which could temporarily affect the air quality in the vicinity. Demolition/construction activities that would contribute to these impacts include excavation, grading, soil compaction, and operation of heavy trucks and smaller equipment (i.e., generators and compressors). Compliance with the Street Use Ordinance (SMC 15.22.060) will require the contractors to water the site or use other dust palliative, as necessary, to reduce airborne dust. In addition, compliance with the Puget Sound Clean Air Agency regulations requires activities which produce airborne materials or other pollutant elements to be contained with temporary enclosure. Regarding asbestos, Federal Law requires the filing of a Notice of Construction with the Puget Sound Clean Air Agency (“PSCAA”) prior to demolition. Other potential sources of dust would be soil blowing from uncovered dump trucks and soil carried out of the construction area by vehicle frames and tires; this soil could be deposited on adjacent streets and become airborne.

There is no indication of unusual short term adverse impacts. Current codes are adequate to provide mitigation and pursuant to the Overview Policy (SMC Section 25.05.665) and Air Quality Policy (SMC Section 25.05.675A). Therefore, no further mitigation is warranted.

### *Construction-Related Streets and Pedestrian Circulation*

Demolition of the existing structure and minor grading is proposed. This material would be trucked from the site. The applicant’s plans illustrate that construction vehicles would enter and exit the project site from a temporary construction entrance situated at the north side of the site via North 81<sup>st</sup> Street.

The applicant submitted a draft Construction Management Plan (CMP) to DPD. The CMP demonstrates construction staging occurring on the West Site within a temporary fenced area surrounding the existing Christian Education building and occupying the north westernmost parking spaces (9 stalls) abutting the site’s west boundary line. An additional five spaces are proposed to be restricted for construction access use during the weekdays. None of the applicant’s materials detail how and where congregant parking will be accommodated for during the construction phase of the proposal.

The CMP indicates that the construction of the project is proposed to last for several months and a peak of 25 construction-related vehicles are anticipated to park at the project site throughout the construction process. The CMP explains that construction worker parking will occur at paid parking lots in the surrounding area at the expense of the owner in order to discourage workers from on-street parking in the surrounding residential neighborhood. The CMP also documents some construction worker parking will occur on the West Site. The DPD mapping tool (Geocortex) indicates no principal use parking lots exist within close proximity to the project site. DPD is concerned that both the anticipated amount of construction workers that may park offsite onto nearby streets and the location of “paid parking lots in the surrounding area” is unknown.

Increased trip generation is expected during the proposed demolition, grading and construction activity. The immediate area is subject to traffic congestion during peak hours on nearby arterials in association with traffic movements to and from nearby major transportation corridors (Aurora Avenue North/State Route 99 and Interstate 5). Large trucks turning from and onto nearby arterial streets would be expected to further exacerbate the flow of traffic. There are no City codes or ordinances to address the impact of large vehicles on highly congested streets. As a result, mitigation is warranted as described below.

It is the City's policy to minimize or prevent adverse traffic impacts which would undermine the stability, safety, and/or character of a neighborhood or surrounding areas (25.05.675 R). The Street Use Ordinance includes regulations which mitigate dust, mud, and circulation. Any temporary closure of the sidewalk and/or traffic lane(s) is controlled with a street use permit through the Seattle Department of Transportation (SDOT). Due to construction related demand affected by construction worker parking, staging, and deliveries; additional mitigation is warranted pursuant to the Construction Impacts Policy (SMC 25.05.675.B). Pursuant to this policy, a Construction Management Plan (CMP) addressing construction worker parking, street/sidewalk closures, truck haul routes and hours of truck traffic, will be required to mitigate identified impacts. This plan should include elements that will reduce construction worker parking demand on surrounding streets and a requirement that truck trips be scheduled to avoid peak periods of 7:00 - 9:00 a.m. and 4:00 - 6:00 p.m., Monday through Friday. It should also outline methods to minimize construction activities (construction worker parking, staging, etc.) within the onsite parking area to the greatest extent possible to accommodate congregant parking for weekend church services, special programs and activities. The approved plan will be required prior to the issuance of any future demolition, grading and/or building permit.

### Greenhouse Gas Emissions

Construction activities including construction worker commutes, truck trips, the operation of construction equipment and machinery, and the manufacturing 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 the 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 bulk and scale on the site; increased traffic in the area and increased demand for parking; increased demand for public services and utilities; increase energy consumption; loss of plant habitat; and increased light and glare. Compliance with applicable codes and ordinances will reduce or eliminate most adverse long-term impacts to the environment.

### Historic Preservation

Section 25.05.675.H of the SEPA code describes the City's policies for protecting historical sites. *"It is the City's policy to maintain and preserve significant historic sites and structures and to provide opportunity for analysis of archeological sites.....For projects involving structures or sites which are not yet designated as historical landmarks but which appear to meet the criteria*

*for designation, the decisionmaker or any interested person may refer the site or structure to the Landmarks Preservation Board for consideration.....On sites with potential archaeological significance, the decisionmaker may require an assessment of the archaeological potential of the site.”*

SEPA provides authority to mitigate impacts to historic buildings (SMC 25.05.675.H.2.c). In this instance, the existing institutional building addressed as 1147 North 81<sup>st</sup> Street is not designated as a historical landmark. However, because this proposal involves the demolition of a building which is more than 50 years old, historical information concerning this property (prepared by Bola Architecture and Planning) was referred to the Department of Neighborhoods (DON) for review. The DON Historic Preservation Staff reviewed the information and stated, “Based on the review of this information, we have determined that it is unlikely that the subject building would meet the standards for designation as an individual landmark, due in part to loss of historic materials and integrity.” Therefore, no further conditioning is warranted by SEPA.

### Traffic and Transportation

As previously noted, Heffron prepared a transportation impact analysis report (dated December 2, 2014) and supplemental transportation information for the proposed project. Discussion concerning this analysis is offered in the ACU Transportation Plan criteria.

It is projected that the proposed child care center use aspect of the project would increase overall traffic volumes in the neighborhood. However, these trips aren’t expected to adversely impact the surrounding roadway network. It is expected that the amount of traffic generated by this proposal is within the capacity of the streets in the immediate area. Thus, no SEPA mitigation of traffic impacts is warranted.

### Parking

The proposal site (West Site) is situated within the single family (SF 5000) zone. A parking quantity of 81 parking stalls is required for the project per the Land Use Code (SMC 23.54). The submitted Master Use Permit (MUP) plans indicate 36 parking spaces, including nine parking stalls dedicated to child care center use during its weekday operation hours, will be provided onsite. The remaining code required parking is accommodated offsite through an existing shared parking agreement with the Seattle Public School District.

It is estimated that there will be a total parking demand for approximately 8 parking spaces during peak weekday drop-off and pick-up times for the child care center within the proposed Christian Education building. It is anticipated that this demand could be accommodated within the parking area on the West Site. Therefore, no mitigation is warranted.

### 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 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 requirement of the State Environmental Policy Act (RCW 43.21.C), 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).
- [ ] 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(2)(C).

### **SEPA CONDITIONS**

#### **Prior to the Issuance of the Demolition, Grading or Building Permit**

1. In order to address construction related transportation, staging, noise and parking impacts, a Construction Management Plan is required. This plan shall include a requirement that truck trips be scheduled to avoid the peak periods of 7:00 - 9:00 a.m. and 4:00 - 6:00 p.m., Monday through Friday and include elements that will minimize construction activities (construction worker parking, staging, etc.) within the onsite parking area to the greatest extent possible to accommodate congregant parking for weekend church services, special programs and activities and reduce construction worker parking demand on surrounding streets. Submittal requirements and review process are described here: <http://www.seattle.gov/transportation/cmp.htm>.

#### **During Construction**

2. The hours of construction activity (including but not limited to demolition, grading, deliveries, framing, roofing, and painting) shall be limited to non-holiday weekdays between the hours of 7:00 a.m.-6:00 p.m. and non-holiday weekends from 9:00 a.m.-6:00 p.m. Interior work that involves mechanical equipment, including compressors and generators, may be allowed on Saturdays between 9:00 a.m.-6:00 p.m. once the shell of the structure is completely enclosed, provided windows and doors remain closed. Non-noisy activities, such as site security, monitoring, weather protection shall not be limited by this condition. This condition may be modified by DPD when necessitated by unforeseen construction, safety, or street-use related situations.

## ADMINISTRATIVE CONDITIONAL USE CONDITIONS

### Prior to Issuance of the MUP

3. The applicant shall update the MUP plans to denote signage identification for a minimum of seven parking stalls to be designated as loading/unloading spaces for the child care center use during operational hours. The code required loading/unloading spaces (three spaces) for the child care center shall be available during the child care center's operational hours and the remaining four loading/unloading spaces shall be available during the peak morning and peak afternoon hours for drop-off/pick-up purposes.

### Prior to Issuance of Final Certificate of Occupancy

4. The owner(s) and/or responsible party(s) shall install signage for the unloading/loading spaces designated for the child care center use.

Signature: retagonzales-cunneutabby for \_\_\_\_\_ Date: October 1, 2015  
Tami Garrett, Senior Land Use Planner  
Department of Planning and Development

TYG:rgc  
K:\Decisions-Signed\3017776.docx

### **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.