



**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:** 3018118  
**Applicant Name:** Edward Noland, Bassetti Architects  
**Address of Proposal:** 8200 Wallingford Avenue N

**SUMMARY OF PROPOSED ACTION**

Land Use Application to install four 70 ft. tall light poles at Bishop Blanchet High School's athletic field. Review includes installation of a new Field Broadcast System.

The following approvals are required:

**Special Exception** – to allow field light poles to exceed the maximum height limit in a single-family zone (SMC 23.44.012 and SMC 23.51B.002)

**Administrative Conditional Use** – to allow field lighting and modify conditions imposed under permit 3003339

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

**SITE AND VICINITY**

*Site:* Bishop Blanchet, a private parochial high school, is located on a parcel that consists of nearly two city blocks (8.78 acres), bordered by Wallingford Avenue N to the west, Meridian Avenue N to the east, N 85<sup>th</sup> Street to the north, and N 82<sup>nd</sup> Street to the south. The school site is adjacent to seven single-family homes at its southeast corner. These homes front Meridian Avenue N and N 82<sup>nd</sup> Street. The site also is adjacent to four single-family homes near the northwest corner of the site; these homes front on N 85<sup>th</sup> Street. The school building itself is a

three story structure located on the southwestern portion of the site approximately 200 feet south of N 85<sup>th</sup> Street and includes a gymnasium and theater in the same area. The athletic field is located on the eastern portion of the site with the intervening area between the field and the school buildings devoted to parking. The site has been graded and the athletic field is located at the toe of the slope that defines the eastern property line.

Vehicular access to the site currently is provided via N 82<sup>nd</sup> Street to the south and Wallingford Avenue N to the west. N 82<sup>nd</sup> Street and Meridian Avenue N are classified as residential streets. Wallingford Avenue N and N 85<sup>th</sup> Street are classified as arterials; N 85<sup>th</sup> Street carries a substantial volume of traffic as it connects with an extension of the on- and off-ramps to I-5, about three blocks east of the subject site.

The existing athletic field is improved with grass turf and has two sets of bleachers located on the east and west side of the field. A bathroom facility is located between the field and the toe of the slope on the eastern portion of the site. Portions of the slope area have been designated as Steep Slope on the City's Environmentally Critical Areas map. The field is located approximately at elevation 232; the top of the slope at the northeast corner is at elevation 262. The top of the slope at the southeast corner adjacent to the single-family homes is approximately at elevation 250-254. Portions of the upper slope are vegetated. The site slopes westward from the eastern portion at elevation 232 to elevation 204 adjacent to Wallingford Avenue N.

*Vicinity:* The surrounding neighborhood consists predominately of one and two story houses built in the early to mid-1900s. This development pattern includes the dozen single-family lots that are part of the northwest and southeast corners of the two blocks where the school is located. The zoning is consistently Single Family (SF 5000) within approximately 500 feet of the school campus and then begins to transition to multifamily to the southwest while single family zoning continues in all other directions. N 85<sup>th</sup> Street, a four-lane arterial to the north of the school, creates a division in the continuity of the single family neighborhood surrounding the school, and still has rolled asphalt curbs in some places. Interstate 5 is located about three blocks east of the school site.

## **PUBLIC COMMENT**

DPD published a notice of application for the project on July 31, 2014. The comment period ended on August 27, 2014. Approximately 80 comment letters were received. Additionally, a public meeting was held on September 22, 2014, to take public comment. Primary concern raised both in the comment letters and at the public meeting included light and glare, noise, and traffic and parking impacts from the project.

## **SPECIAL EXCEPTION**

Pursuant to SMC 23.51B.002 D6, "Light standards for illumination of athletic fields on new and existing public school sites may be allowed to exceed the maximum permitted height, up to a maximum height of 100 feet, if the Director determines that the additional height is necessary to ensure adequate illumination and that impacts from light and glare are minimized to the greatest extent practicable. The applicant must submit an engineer's report demonstrating that impacts from light and glare are minimized to the greatest extent practicable...When proposed light

standards are not included in a proposal being reviewed pursuant to Chapter 25.05, the Director may permit the additional height as a special exception subject to Chapter 23.76, Procedures for Master Use Permits and Council Land Use Decisions”<sup>1</sup>. This Special Exception contains the following criteria:

*“When seeking a special exception for taller light standards, the applicant must submit an engineer’s report demonstrating that the additional height contributes to a reduction in impacts from light and glare.”* An engineer’s report demonstrating that the additional height contributes to a reduction in light and glare relative to lights at a height allowed outright by the Land Use Code was submitted on July 15, 2014. A follow-up report, demonstrating the potential light and glare impacts of a different lighting technology, was submitted on November 12, 2014.

*“When the proposal will result in extending the lighted area’s duration of use, the applicant must address and mitigate potential impacts, including but not limited to, increased duration of noise, traffic, and parking demand.”* The applicant has prepared and submitted various technical studies addressing light and glare, noise, and traffic and parking demand. Analysis of these studies and identification of potential impacts are discussed below.

*“The applicant also shall conduct a public workshop for residents within 1/8 of a mile of the affected school in order to solicit comments and suggestions on design as well as potential impacts.”* A public workshop was hosted by Bishop Blanchet High School on August 21<sup>st</sup>, 2014. Roughly 40 people registered and attended, as reflected by the sign-in sheet.

*“The Director may condition a special exception to address negative impacts from light and glare on surrounding areas, and conditions may also be imposed to address other impacts associated with increased field use due to the addition of lights, including, but not limited to, increased noise, traffic, and parking demand.”*

Noise: Administrative Conditional Use 300339 reviewed and approved the existing broadcast system as shown on the approved plans. The analysis concluded:

It is likely that substantial proportions of field use would entail associated PA broadcasting. Hence, proper design and use of the broadcast system is a necessity. In the first place, broadcast system use shall be limited, per condition, to no later than the end of games starting no later than 6 p.m. – the latest start time in the present Blanchet schedule. Secondly, DPD’s noise experts have further indicated that a reasonable objective standard would be 15-second Leq of 55 decibels at the property lines. This could be easily and relatively cheaply achieved by increasing the number of broadcast speakers, distributing them appropriately throughout the field/bleachers areas, and maintaining their volumes at adequate but decreased (compared with existing) levels.

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<sup>1</sup> While Blanchet is not a public school, in a June 20, 2014 court order, the U.S. District Court in *Corporation of the Catholic Archbishop of Seattle et al v. City of Seattle*, No. C13-1589 TSZ, directed the City to use “the same standard that applies to public schools under SMC 23.51B.002.D.6.”

The decision for ACU 3003339 required the field mitigation plan to be updated prior to issuance of the permit, with the following conditions:

1. The owner(s) and/or responsible party(s) shall submit for review and approval by DPD noise experts a Field Broadcast System Mitigation Plan documenting how the field broadcast system shall be both designed **and** used to effectively and consistently achieve limitation of broadcasts to 15-second  $L_{eq}$  of 55 decibels at the property line. The plan shall include that field broadcast system use shall be limited to no later than the normal end time of games starting not substantially later than 6 p.m.
2. The owner(s) and/or responsible party(s) shall revise plans to include, on a full-sized plan page (separately or in combination with a land-use-related page) the following:
  - A. The Field Broadcast System Mitigation Plan
  - B. The non-Blanchet field use schedule.
3. The owner(s) and/or responsible party(s) shall revise plans to include, on the cover sheet under Permanent Conditions, the following statements:
  - A. The Field Broadcast System Mitigation Plan shall be observed at all times.
  - B. Non-Blanchet use of the field shall be maintained at no substantially greater number and no substantially later times of use than identified in these plans.

To meet the City Noise Ordinance, the project proposes to turn down levels to just cover the west bleachers and west side of the field, and adjust the angle of these speakers downward to just cover the west bleacher and west side of the field. The project also will add four additional speakers to the on-site speaker system. Two speakers will be mounted 30' high on the new light poles to cover the field, and two speakers will be mounted 30' high on new poles behind the east bleachers to cover these bleachers. By distributing the amplification and repositioning existing speakers on site, the new field broadcast system will comply with the original condition that the system be both designed and used to effectively and consistently achieve limitation of broadcasts to 15-seconds  $L_{eq}$  of 55 decibels at the property line.

The addition of field lighting will result in the ability to have night practices and games. Bishop Blanchet has requested that a portion of Condition 1 above be amended to accommodate the start time of Friday night football games. Currently the majority of Bishop Blanchet football games are scheduled for Saturday afternoons, with a few occurring on Friday later afternoon and early evening. With this proposal six football games will be scheduled from August through November. Football games will have a start time of 7:00 PM. In addition to existing football games being rescheduled to Friday nights, the addition of field lighting will permit Bishop Blanchet to accommodate practices and games for other sports, such as lacrosse and soccer, which currently are held at off-site venues with lighting.

In order to better achieve the broadcast limitations imposed under Master Use Permit 3003339, the existing field broadcast system will be revised to include four more speakers and reposition and turn down amplification of four existing speakers, as noted above. Although the previous permit contemplated that it is "likely that substantial proportions of field use would entail associated PA broadcasting," the analysis did not contemplate use after dark during sports practices and games. The City's Noise Ordinance regulates amplified noise and the broadcast system will be designed and maintained to meet the City's Noise Ordinance. However, due to

the location of the broadcast system within a single-family zone and the location of residences adjacent and across the street from the athletic field, it is reasonable to limit the use of the system to lessen the duration of the impacts from the amplified noise. Permit 3003339 Condition 1 above shall be modified to state:

1. The field broadcast system will be limited to broadcasts of 15-second  $L_{eq}$  of 55 decibels at the property line. The Field Broadcast Mitigation Plan shall state this limitation and include a mitigation measure that states, “the field broadcast system use shall be limited to no later than the normal end time of games starting not substantially later than 7 PM. Under all circumstances, the field broadcast system shall not be used after 10:00 PM”.

In order to mitigate the potential increase of the use of the field broadcast system due to installation of the field lighting, the Field Broadcast System Mitigation Plan shall be updated to include these additional mitigating measures:

2. Prior to the first varsity football season after the installation of the field broadcast system, Bishop Blanchet High School will hire an acoustic firm to test the system to ensure the system meets the condition limiting broadcasts to 15-second  $L_{eq}$  of 55 decibels at the property line and prepare a report indicating the test results. The annual report shall be submitted to DPD and shall include any required measures to bring the system into compliance. The yearly acoustic report shall be made available to the public on the Bishop Blanchet High School website.
3. The field broadcast system shall not be used during sports practices.
4. Except for football games, the field broadcast system shall not be used during games, except for broadcasting the National Anthem, pregame music, and pregame announcements such as prayer and announcing players.

Prior to issuance of this permit, the Applicant will be required to:

5. Update Sheet E0.0 to include the location of the four existing speakers along with the four new speakers.
6. Submit a revised Field Broadcast System Mitigation Plan for approval by DPD. The approved mitigation plan shall be incorporated into the plan sheets prior to issuance.

Currently the athletic field is used for practices and games. There are no limitations on Bishop Blanchet’s use of the athletic field. Non-Blanchet use of the field is limited; analysis for permit 3003339 identifies use by other organizations, including the Catholic Youth Organization and the Washington State Youth Soccer Association, on approximately 20 days a year. Condition 3B of this permit notes that “Non-Blanchet use of the field shall be maintained at no substantially greater number and no substantially later times of use than identified in the plans”. As part of its current application, Bishop Blanchet is requesting modification of this condition as proposed below.

Non-Blanchet Field Use Guidelines

Athletic field use by non-Blanchet High School organizations shall be limited to youth and feeder-type programs, such as the Catholic Youth Organization (CYO) unless stated otherwise below.

- a. Adult leagues shall not be allowed to use the field for practice or competition.
- b. The field shall not be used for Bishop Blanchet High School away games.
- c. The field shall not be used for high school games in which BBHS is not a participant.
- d. Non-Blanchet Field Use by youth and feeder-type programs will not exceed 20 days during the fall sports season (as defined by the Washington Interscholastic Activities Association or "WIAA") and 20 days during the spring sports season (as defined by the WIAA).

Exception: Up to four times per year, BBHS may allow a visiting high school team to use its field for practice; however, no visiting high school shall use the field more than one time per year. Any such use by another high school team shall terminate no later than 7 PM.

These Field Use Guidelines for Non-Blanchet User Groups shall not limit the use of the field by Bishop Blanchet High School for its sports teams, or its academic or co-curricular programs as regulated by Permit #3018118 issued by the City of Seattle. Permit #3018118 and these Guidelines for Non-Blanchet User Groups supersede previous limitations such as those in MUP #3003339.

The net result of these proposed guidelines would be to roughly double the number of days non-Blanchet organizations could use the field, from about 20 under the conditions of permit #3003339 to up to 44 (40 uses by youth and feeder-type programs, and up to four by visiting high school teams).

Noise is generated from use of the field and installation of lighting will extend the use of the field to hours after dusk, thus extending existing noise generated from field activities to later hours in the evening. It is likely that the greatest noise generator is football games. Football games have the highest attendance and crowd noise; live musical instruments from bands; and the use of the field broadcast system during games. These noises currently occur on-site during Saturday afternoons, and occasionally on Friday late afternoons and early evenings. Under this proposal the noise generated from football games will be shifted to six Friday nights during the year. Even though the field broadcast system will have a shut off time of 10:00 PM, noise could extend beyond 10:00 PM from participants and spectators as they leave the field. Such noises will include vocal noises, vehicle doors opening and shutting, and vehicle engines starting and running within the existing parking lot and on surrounding residential streets.

With the addition of field lights, Bishop Blanchet non-football practices and games, currently located off-site, will be relocated on-site. Between September and April approximately 140 practices and events will occur on site as a result of the addition of field lighting, excluding football games. Additionally, non-Blanchet use of the athletic field will increase as described above. Practices and games include vocal noises, whistles, yelling, and crowd noise. Impacts will not include amplified sound from the field broadcast system, except for broadcasting the

National Anthem, pregame music, and pregame announcements such as prayer and announcing players. The Heffron Transportation traffic and parking analysis notes that all activities anticipated to use the lighted field, other than football games, would conclude by 9:00 PM. It is recognized that games and meets expected to end by 9:00 PM may extend somewhat later if they go into overtime.

Noises generated by activities associated with the existing sports field that will be extended to evening hours with installation of field lighting will impact nearby residents. Limitations on the Field Broadcast System and Field Lighting System will limit the use of the field during non-daylight hours, which will limit noise impacts to surrounding residents. As discussed above, the Field Broadcast System will be limited to use during football games and the National Anthem, pregame music, and pre-game announcements for non-football games, and will have a shut-off time of 10:00 PM. The proposed athletic field lighting, as discussed below, will be limited to reduce the impacts from light and glare and indirectly reduce impacts from noise by restricting the use of the field during non-daylight hours.

*Light and Glare:* The project proposal is to install four 70 foot light poles at Bishop Blanchet's existing athletic field. A condition of approval for Master Use Permit 3003339, which approved a 600-seat bleacher and bathroom facility at the existing athletic field, states: "No additional field lighting may be installed without review by the DPD through the Administrative Conditional Use Process."

The Bishop Blanchet High School Athletic Field Lighting Spill Light and Glare Analysis was prepared by Sparling Engineers, with expertise in sports field lighting. As discussed in the July 15, 2014, analysis the lighting levels of the field will be designed at Class IV, the lowest recommended level listed in the RP-8 (Recommended Practice for Sports Lighting) by the Illuminating Engineering Society of North America. The field will be lighted to an average maintained lighting level of 29 foot-candles. The lighting system is designed using a 0.8 design factor to achieve the initial lighting levels. These lighting design levels meet current practices for both the City of Seattle and the Seattle School District for the lighting of athletic fields. The proposed lighting levels will be similar to the existing lighted fields at Nathan Hale and Ingraham High Schools and the recently lighted soccer fields at Lower Woodland Park.

A November 12, 2014, submittal by Sparling Engineers described an alternate method of field lighting, using an LED lighting system. According to Sparling, the LED lighting system was developed specifically to reduce glare, spill light, and "sky-glow" as compared to recent metal halide floodlighting systems installed in Seattle. The LED lighting system would be mounted on four galvanized steel poles surrounding the field. The poles will be installed as close to the field as possible, taking into account the safety of the players and pedestrian access. The system will consist of 84 smaller cutoff luminaires at 400 watts each in lieu of the 25 larger 1,500 watt shielded floodlights described in the July 15 analysis. The Sparling report notes that the LED lights are designed with heavily shielded individual LED's that provide better light control to deliver more light to the field and less stray light. The LED's are contained in a floodlight that also is shielded and aimed in a cutoff position to further reduce stray light.

With the additional shielding the amount of off-site glare and up-light also is reduced. The lighting system is aimed in a manner similar to full cutoff lighting installations so that very little direct light is emitted above the plane of the floodlights. This provides effective use of the shielding to reduce direct views of the bright LED light sources from off-site locations.

Due to the significant reductions in up-light the amount of light that falls on the bottom of balls that travel above the lights is reduced, requiring illumination from three lights lower on the poles aimed up into the air above the field. The additional up-light allows players to safely track balls that rise above the lights into the dark zone above the field. These up-lights will be shielded to reduce the amount of light that is visible off-site. The up-lights also will be aimed directly above the field and away from residential properties per current code requirements. These lights will be further adjusted after installation to provide additional reductions in potential glare if necessary. After installation is complete, further evaluation of the operational use of the up-lights will be completed by Bishop Blanchet. This will help determine the need for the up-lights to protect player safety for sports other than football and lacrosse.

In single-family zones, exterior lighting of institutions shall be shielded or directed away from adjacent residentially zoned lots. The project proposes a mounting height of 70 feet to direct the floodlights down to the athletic field and away from the adjacent lots. This height will provide for greater effectiveness of the external shielding on the floodlights used at the field. According to Sparling Engineers, the proposed mounting heights are designed to industry standards that mitigate the problems of glare, off-site visibility, and light trespass. The increased mounting heights increase the angle of aiming below the horizontal level of the floodlight. The use of steeper aiming angles allows for less direct light to be delivered beyond the boundaries of the playing surface. The external shielding blocks more direct light and more light is delivered to the field with the use of increased mounting heights.

The July 15 memo from Sparling notes that vertical spill light from the field lighting has been calculated along the adjacent residential property lines, N 85<sup>th</sup> Street, and Meridian Avenue N. At the proposed mounting height of 70 feet, the amount of measurable light delivered at the closest adjacent residential property is a maximum of 4.88 foot-candles; a maximum of 2.16 foot-candles at the next closest adjacent residential property; 1.03 foot-candles across the right-of-way along N 85<sup>th</sup> Street; and 0.25 foot-candles along the right-of-way of Meridian Avenue N. With the lighting system described in the November 12 report, the spill lighting along Meridian Avenue N would be reduced to 0.00 foot-candles, and across N 85<sup>th</sup> Street would be 0.74 foot-candles.

The Sparling Engineers reports conclude that the spill lighting generated by either proposed lighting system into the residential property lines across both N 85<sup>th</sup> Street and Meridian Avenue N will be less than what is generated by the existing street lights. The November report notes that light spill would exceed the City of Seattle's recommended maximum of 1.1 foot-candles at one residential property at the southeast corner of the field. The report notes that the property is owned by the School, and that the owner and the tenant are both willing to state in writing that they have no concern in this regard and will waive any claim about light spill.

Sparling concludes that the increased mounting heights for the field lighting poles will decrease the overall amount of glare visible from off-site locations, relative to mounting at a 30' height. The taller pole heights will provide more effective use of the external visors blocking the majority of light to the residences adjacent to the site. Taller poles will result in the floodlights being more visible at greater distances to the west; the shielding will reduce the amount of direct glare visible from the west, compared to floodlights mounted at 30'.

The proposed lighting at the Bishop Blanchet athletic field is designed using a 0.8 design factor to achieve the initial lighting levels. The lighting design levels meet current practices for both

the City of Seattle and Seattle School District for the lighting of athletic fields. The proposed lighting levels will be similar to the existing lighted fields at Nathan Hale and Ingraham High Schools and the recently lighted soccer fields at Lower Woodland Park, located near residential areas. The proposed lighting as designed will be shielded from adjacent residentially zoned lots and therefore meets this criterion. However, in order to mitigate lighting impacts the following conditions shall be included in a Field Lighting Mitigation Plan:

- Field Lighting shall be limited to the following:
  - Field lighting, excluding security lighting, shall be automatically shut off by 9:00 PM, except:
    - i) for six Friday nights a year to accommodate Varsity Football games when field lighting, excluding security lighting, shall be shut off at 10:30 PM.
    - ii) when non-football games or meets expected to be completed by 9:00 PM need to go later due to overtime, in which case field lighting, excluding security lighting, shall be shut off by 10:00 PM.
- In addition to the automated lighting controls, site controls will include a manual shutoff for events that are cancelled or end early.
- The School shall provide for periodic inspection of the fixtures and acquisition of light trespass readings to ensure that the engineer's estimates are not exceeded over time. In addition to long-term maintenance of aiming angles, aiming of the light fixtures shall be verified when there is a need to re-lamp at least four of the floodlights. A plan detailing the long-term maintenance of field lighting shall be submitted to DPD prior to issuance of the building permit for installation of the light poles.

*Traffic and Parking:* A transportation plan was required with approval of ACU 9905760 permitting the construction of a 2,366 square foot Social Hall on the school site. ACU 3003339 approved the construction of a 600 seat bleacher and bathroom facility. A condition of approval for ACU 3003339 is as follows: "To ensure that existing permanent ACU conditions are maintained through this and future permits also related to field use, the following conditions are to be stated on the face of this MUP as well, and carried over to future field-related building and use permits: A. No spectator event at the gym or athletic field shall be scheduled within 1.5 hours of home football games. Multiple events using the gymnasiums or athletic field shall be separated by 1.5 hours if their combined parking demand exceeds 205 vehicles." This condition will still apply and shall be shown on the proposed plans.

The current proposal to allow the installation of athletic field lights will impact traffic and parking. It will allow Bishop Blanchet to schedule its home varsity football games at 7:00 PM on Friday nights. Currently, the school has football games at 4:00 or 5:00 PM on Friday afternoons during the late summer and early fall when daylight permits and on Saturday afternoons in late fall. Approximately 140 annual Bishop Blanchet practices and games that occur in the evening and require field lighting are located off-site. These events would occur on-site with the installation of field lighting. Additionally, the current application proposes up to 44 annual games or practices by non-Blanchet organizations, as noted above.

A traffic and parking impact analysis was prepared by Heffron Transportation, Inc, to assess the impacts of the addition of field lighting at Bishop Blanchet. The analysis is provided in a Technical Memorandum dated January 26, 2012, with additional information provided in memos dated November 1, 2012; July 28, 2014; and February 3<sup>rd</sup>, 2015.

Heffron Transportation concludes that for most evenings when the field lights will be used for activities such as soccer, lacrosse, track, and football practices, the parking demand generated will be accommodated within the existing 225 striped parking stalls located on the Bishop Blanchet site. It is anticipated that parking demand by non-Blanchet users will be similar to that analyzed in MUP 3003339, which concluded that parking demand would consist of a maximum of 80 vehicles (assuming parking demand at two events, with 40 vehicles each, fully overlapped). This parking demand also would be accommodated on the Bishop Blanchet site. Typically there are between 130 and 145 parking spaces available on-site after 5:00 PM. This available on-site parking would accommodate the parking demand generated by all athletic activities, except for the Friday night varsity football games.

For varsity football games, the overflow parking demand that currently occurs on Friday and Saturday afternoons would be shifted to Friday nights between about 6:30 and 9:30 PM. During the home football game on Friday, September 16, 2011, Heffron conducted a parking demand count; based on this count, Heffron concluded that the game resulted in 280 football-game-related vehicles. Given an attendance of 511 persons at this game, the average vehicle/attendee is 0.55. Based on recent attendance counts (from games played in 2010 – 2013, as reported in the Heffron memo of July 28, 2014), average attendance at Bishop Blanchet home football games is 664 attendees; this is projected to generate a total parking demand of approximately 365 vehicles. With 130-145 on-site parking stalls available, this would result in an on-street parking demand of about 220-235 vehicles. Heffron's parking counts on Friday, September 9, at 8 PM identified 242 available parking spaces within the 800' study area, which would just accommodate the overflow parking from a game with average attendance. Games with greater than average attendance would result in utilization at 100 percent or slightly higher, as vehicles tend to park closer to driveways, intersections, and other elements that limit the calculated capacity of on-street parking. Heffron notes that a later start time on Fridays (7:00 PM versus 4:00 or 5:00 PM) will allow residents a better opportunity to arrive home and park near their homes before football game spectators arrive. The shift of varsity football games from Saturday afternoons to Friday nights also will eliminate the parking impacts on those Saturdays.

Heffron states that the volume of traffic associated with football games will depend on the opponent. Some visiting teams tend to attract stronger spectator support than others. The level of spectator support also fluctuates with the success of the two participating football programs. In order to evaluate the football game-related traffic data, an average attendance was used based on attendance count of six games in 2010 and 2011. The operational traffic impacts attributable to the new Friday night football games that would occur as a result of the proposed field lighting were evaluated using intersection level-of-service analysis for three study-area intersections along Wallingford Avenue N at N 85<sup>th</sup> Street, N 82<sup>nd</sup> Street, and N 80<sup>th</sup> Street.

Heffron concludes that traffic associated with Friday night football games would add some delay to the study-area intersections during the hour before the game (6:00 to 7:00 PM). However, the two signalized intersection would operate similarly to or slightly better than typical commuter PM peak hour conditions because background traffic volumes are lower later in the evening. Based on these analyses, the shift in football game traffic on the six Friday nights per year resulting from installation of field lights will not result in substantial adverse impacts to study area traffic operations. The proposal is expected to create slight improvements on the Friday afternoons that would no longer have varsity football games adding traffic to the commuter peak period. The shift of varsity football game-related traffic from Saturday to Friday evenings would provide some marginal benefit to traffic operations on Saturday afternoon. Traffic associated

with the other athletic practices and games, including those by non-Blanchet users, is expected to be much less than that generated by the football games. Therefore, study-area traffic operations during evenings with these activities are expected to be better than described above.

Traffic volumes were counted on Friday, September 2, 2011, as part of determining the expected effect of football game attendance on traffic volumes. This was a Friday before the three-day Labor Day holiday weekend, which may have resulted in atypical traffic volumes. To assess this, Friday daily and PM peak hour traffic volumes at a location on N 85<sup>th</sup> Street west of Wallingford Avenue N were obtained from the Seattle Department of Transportation. Count volumes for two Fridays before a three-day weekend were compared to count volumes for six Fridays before a two-day weekend. Friday count volumes also were compared to traffic volumes for average weekdays. These comparisons indicate that Friday volumes, when occurring prior to a holiday weekend or not, typically are slightly higher than average weekday volumes. The counts did not indicate any appreciable difference in traffic volumes on Fridays before holiday weekends compared to Fridays before non-holiday weekends.

The Seattle Public School District has proposed redevelopment of the Wilson-Pacific School site, located about a quarter-mile north of the Bishop Blanchet site. This redevelopment project would replace the existing school with a middle school and an elementary school. Parking analysis done for this project indicates that, during large events which are expected to occur about once a month, all on-street parking along the roadways surrounding the school site would likely be at or above capacity. The 800-foot parking study areas for the Wilson-Pacific School and the Bishop Blanchet site overlap slightly around the intersection of N 88<sup>th</sup> Street and Wallingford Avenue N; therefore, the potential exists for cumulative parking impacts in this area. However, as relatively few middle- and elementary-school events are scheduled for Friday evenings, the potential for cumulative parking impacts is small. If such impacts do occur, they would be infrequent and would affect only a limited geographic area.

DPD concludes that adverse parking impacts will result from the shifting of football games to Friday night at 7:00 PM. These adverse impacts are limited and can be predicted due to the schedule of the six evening football games per year, reducing the frequency of this impact on the neighborhood. Even with the occurrence of the impacts limited to six days per year, DPD has determined this impact could be further mitigated by revising the existing Transportation Plan to reduce the number of vehicles parked on the street. The existing Transportation Plan approved under ACU 9905760 and 3003339 states:

1. Carpoolers receive priority in on-campus parking assignment.
2. A limited amount of visitor parking is reserved and signed. In addition a visitor overflow parking area on an outdoor basketball court has been established for use during special situations where increased visitation is anticipated.
3. The school's public address system is used routinely to keep the students informed of parking regulations and stress the importance of courtesy and consideration when utilizing the on-street parking supply.
4. Newsletter articles frequently stress the importance of parking courtesy in the neighborhood and encourage visiting parents to park on-campus and carpool to events.
5. In the event of a neighborhood complaint regarding a blocked driveway or other parking related problem the school responds quickly by identifying the student involved and correcting the situation.

6. Information flyers are distributed to the school's neighbors when major school functions such as graduation or other special events are planned. These flyers describe the event and its date and time. In addition, flyers are distributed to parents to encourage carpooling.
7. For special events, the school mitigates its event parking plan where vehicles are parked on-site bumper to bumper. Using this stadium parking style, the site accommodates approximately 600 vehicles.
8. For major athletic events and graduation, Bishop Blanchet has a policy to hire off-duty police to manage and control the traffic.

To mitigate the parking impact on the surrounding neighborhood during the six nights a year when football games would be scheduled during the evening, the transportation plan elements listed below shall be incorporated into the existing Transportation Plan:

Updated Transportation Plan Elements:

- a. Notification of Events to Neighbors and General Public:
  - i. Each August, neighborhood residents are provided with an "opening of the academic year" letter from BBHS Administration that includes a complete listing of major events on the school calendar and the home football game schedule. This communication shall be delivered door-to-door utilizing BBHS Administration and Student Leaders. A dedicated space on the Bishop Blanchet High School website will host the listing of major events and home football games.
  - ii. BBHS electronic reader board on N 85<sup>th</sup> Street advertises home events, alerting neighbors and the general public of the upcoming events.
- b. Transportation/Parking Plan – BBHS shall provide the following for home varsity football games:
  - i. Game day personnel (up to 12 individuals), including contracted Seattle police officers and BBHS campus security guard, are stationed on street corners and sidewalks in the surrounding neighborhood, directing vehicles to park on the BBHS campus. BBHS will consider using additional personnel as needed.
  - ii. Game day personnel (paid BBHS staff members and trained BBHS parent volunteers) flag approaching vehicles and direct football spectators into the BBHS parking lot. Additional personnel direct the vehicles into parking spaces, ensuring efficient and complete use of available onsite parking spaces.
  - iii. As spaces are filled, additional cars are parked "stadium style" in various areas of the BBHS parking lot and bus parking lot, increasing the parking capacity by over 50% (approximately 130 additional vehicles) while ensuring that all emergency access routes remain unencumbered.
  - iv. On arrival, visiting team buses are met by game day personnel and parked in the BBHS bus lot, ensuring they do not travel through the neighborhood in search of parking.
  - v. Via weekly electronic newsletter, all attendees (BBHS students, staff, parents and visitors) are encouraged to carpool in order to reduce the number of vehicles travelling to/from the event.
  - vi. BBHS shall provide offsite parking for a minimum of 100 vehicles at a location within a reasonable distance from BBHS. This off-site parking shall

- be free of charge to game attendees. A free shuttle bus will be offered to encourage attendees to utilize this parking.
- vii. Upon completion of a home varsity football game, vehicles exiting the campus are directed by game day personnel and Seattle police officers to Wallingford Avenue N. Vehicles exiting the campus will be prohibited from travelling east on N 82<sup>nd</sup> Street, to prevent additional impact on the residential streets east of the campus.
  - viii. BBHS will pursue with the City of Seattle reopening the driveway connecting the north end of the campus to N 85<sup>th</sup> Street as an outbound right-only driveway. If this exit is reopened, exiting traffic will be able to use this route to more directly access I-5, and could be so directed by game day personnel.
- c. Notification of Transportation/Parking Plan to BBHS Families and Visiting Schools:
- i. The Athletic Department, in collaboration with the Deans and Facilities Department, will develop and manage the game day parking plan to be distributed to visiting schools via e-mail PDF and posted on the BBHS website. The game day parking plan will encourage attendees to carpool to the site and to be respectful of neighborhood parking supply limitations, and will provide information on legal parking distances from driveway, fire hydrants, and similar street features.
  - ii. Prior to the season and during the week of each home football game, electronic mail communications from the BBHS Athletic Department to all school families will outline the game day parking plan and indicate appropriate parking locations on and off campus.
  - iii. Electronic mail and/or print communication to alumni will provide similar information regarding parking expectations.
  - iv. Electronic communication from BBHS Athletic/Activities offices to visiting schools will share the parking plan, and request the visiting school to share the plan with students, parents, and other community members.
- d. BBHS On-Going Monitoring:
- i. Game day personnel will actively enforce the parking plan, directing arriving traffic onto campus and out of the surrounding neighborhood.
  - ii. BBHS will provide its home varsity football game schedule to Seattle Parking Enforcement and request that Parking Enforcement actively enforce parking standards on game days.

### **DECISION – SPECIAL EXCEPTION**

The proposed installation of field lights over the 30 foot height limit at Bishop Blanchet High School, depicted in Master Use Permit drawings for this application, is **CONDITIONALLY GRANTED.**

**ANALYSIS - ADMINISTRATIVE CONDITIONAL USE (SMC 23.44.022)**

The Land Use Code allows institutions in residential zones through the administrative conditional use process. This proposal is to install field lighting at an existing institution, Bishop Blanchet High School, in a single family zone. A previous Conditional Use Permit 3003339 was approved for the installation of a 600-seat bleacher accessory to the athletic field. The project also included construction of a 760 square foot restroom facility. DPD approved the Conditional Use Permit with the following conditions prior to issuance of any field-related use or construction permit:

1. All plans shall show the following cumulative ACU conditions:
  - A. The Field Broadcast System Mitigation Plan shall be observed at all times.
  - B. Non-Blanchet use of the field shall be maintained at no substantially greater number and no substantially later times of use than identified in these plans.
  
2. To ensure that existing permanent ACU conditions are maintained through this and future permits also related to field use, the following conditions are to be stated on the face of this MUP as well, and carried over to future field-related building and use permits:
  - A. No spectator event at the gym or athletic field shall be scheduled within 1.5 hours of home football games. Multiple events using the gymnasiums or athletic field shall be separated by 1.5 hours if their combined parking demand exceeds 205 vehicles.
  - B. No additional field lighting may be installed without review by the DPD through the Administrative Conditional Use Process.

Bishop Blanchet has proposed modifications to the Field Broadcast System approved under ACU 3003339. An analysis of the revised Field Broadcast System and Mitigation Plan is provided as part of the Special Exception review, above. Condition 1.A above would still apply.

Condition 1.B above states “Non-Blanchet use of the field shall be maintained at no substantially greater number and no substantially later times of use than identified in these plans.” As noted above, Bishop Blanchet has requested modification of this Condition; analysis of the impacts of this modification are included as part of the Special Exception review.

Condition 2.A above will still apply.

To comply with Condition 2.B, Bishop Blanchet has submitted this conditional use permit application for installation of field lighting.

The DPD Director has the authority to approve condition or deny a conditional use application. This decision shall be based on whether the proposed use will be materially detrimental to the public welfare or injurious to properties in the zone or vicinity. The applicable criteria used for evaluating and/or conditioning the applicant’s proposal are discussed below.

**D. General Provisions**

*New or expanding institutions in single family zones shall meet the development standards for uses permitted outright in Section 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 addition meet applicable development standards in Section 23.44.008 through 23.44.016, except that the field light poles exceed the maximum height limit of the underlying zone. The maximum height limit is 30 feet. The field light poles will measure 70 feet tall, 40 feet above the maximum height limit. A Special Exception has been requested and approved as part of this application. Therefore this criterion has been met.

**E. Dispersion**

*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 feet (600') or more from any lot line of any other institution in a residential zone, with certain exceptions.*

The application is not for a new institution or to expand the existing institutional boundary; therefore, 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.*

Demolition of residential structures is not proposed; therefore, this criterion is not applicable.

**G. Reuse of Existing Structures**

*Existing structures may be converted to institution use if the yard requirements for institutions are met.*

The proposal does not include the conversion of existing structures to institutional use; therefore, this criterion is not applicable.

**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 area, trash and refuse storage areas, ventilating mechanisms, sport 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.*

Noise impacts are analyzed as a Special Exception criterion in the preceding section.

**I. Landscaping**

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

The proposed light poles will be constructed within an existing athletic field. Areas disturbed from grading for installation of the poles will be revegetated. No new landscaping is proposed or required.

J. Light and Glare

*Exterior lighting shall be shielded or directed away from adjacent residentially zoned lots.*

Light and glare impacts are analyzed as a Special Exception criterion in the preceding section.

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, and*
  - 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.*

Structures are defined in the land use code under SMC 23.84A.036. The definition excludes poles. Light poles are not considered a principal structure; therefore this criterion is not applicable.

2. *Yards. Yards of institutions shall be as required for uses permitted outright in Section 23.44.008, provided that no such structure other than freestanding walls fences, bulkheads or similar structures shall be closer than ten feet (10') to the side lot line. The Director may permit side yards less than ten feet (10') but not less than five feet (5') after finding that the reduced setback will not significantly increase impacts, including but not limited to noise, odor and comparative scale, to adjacent lots zoned residential and there will be a demonstrable public benefit.*

Light poles are not located in any required yards.

3. *Height Limit. A religious symbol and that portion of the roof supporting it, including but not limited to a belfry or spire, may be extended an additional twenty-five feet (25') above the height limit.*

This provision is not applicable as no religious symbols are proposed.

4. *Facade Scale. If any facade of a new or expanding institution exceeds thirty feet (30') 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 the bulk. Design features which may be required include, but are not limited to, modulation, architectural features, landscaping or increased yards.*

“Façade” is defined in the land use code under SMC 23.84A.012 and states in part, “façade means any exterior wall of a structure.” Wall is defined in SMC 23.84A.044 an upright member of a structure that forms the boundary between the interior and exterior of that structure. Light poles have neither a wall nor façade; therefore this criterion is not applicable.

**L. Parking and Loading Berth Requirements**

*SMC 23.44.022.L provides that the Director may modify the parking and loading requirements of Section 23.54.15, required parking, and the requirements of Section 23.44.016, parking location and access, on a case by case basis using the information contained in the transportation plan prepared pursuant to Subsection M of this section.*

No modifications are requested.

**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 the structure area and/or required to provide twenty (20) or more spaces.*

The existing transportation plan and additional transportation analysis are discussed as a Special Exception criterion in the preceding section.

**DECISION - ADMINISTRATIVE CONDITIONAL USE**

The Director has determined that the use, as conditioned, will not be materially detrimental to the public welfare or injurious to property in the zone or vicinity in which the property is located. The conditional use application is **GRANTED**.

**CONDITIONS – SPECIAL EXCEPTION**

Prior to Master Use Permit Issuance

1. The owner(s) and/or responsible party(ies) shall revise plans to include, on a full-sized plan page (separately or in combination with a land use-related page) the following:
  - a. The Field Broadcast System/Noise Mitigation Plan.
  - b. Non-Blanchet Field Use Guidelines as identified in the body of this decision. These Guidelines shall supersede previous limitations on field use by non-Blanchet organizations such as those in MUP #3003339.
  - c. The Field Lighting Mitigation Plan.
2. The owner(s) and/or responsible party(ies) shall revise plans to include, on the cover sheet under Permanent Conditions, the following statements:
  - a. The Field Broadcast System/Noise Mitigation Plan and Field Lighting Mitigation Plan shall be observed at all times.
  - b. Non-Blanchet use of the field shall be maintained at no substantially greater number and no substantially later times of use than identified in the Non-Blanchet Field Use Guidelines.

The Field Broadcast System/Noise Mitigation Plan shall be updated to include the following mitigation measures:

3. The field broadcast system will be limited to broadcasts of 15-second  $L_{eq}$  of 55 decibels at the property line. The Field Broadcast System/Noise Mitigation Plan shall state this limitation and include the following statement: "Field broadcast system use shall be limited to no later than the normal end time of games starting not substantially later than 7 PM. Under all circumstances, the field broadcast system shall not be used after 10:00 PM."
4. Prior to the first varsity football season after the installation of the field broadcast system, Bishop Blanchet High School will hire an acoustic firm to test the system to ensure the system meets the condition limiting broadcasts to 15-second  $L_{eq}$  of 55 decibels at the property line and prepare a report indicating the test results. The annual report shall be submitted to DPD and shall include any required measures to bring the system into compliance. The yearly acoustic report shall be made available to the public on the Bishop Blanchet High School website.
5. The field broadcast system shall not be used during sports practices.
6. Except for football games, the field broadcast system shall not be used during games, except for broadcasting the National Anthem, pregame music, and pregame announcements such as prayer and announcing players.

Prior to issuance of this permit, the Applicant will be required to:

7. Update Sheet E0.0 to include the location of the four existing speakers along with the four new speakers.
8. Submit a revised Field Broadcast System/Noise Mitigation Plan for approval by DPD. The approved mitigation plan shall be incorporated into the plan sheets prior to issuance.

Prior to Building Permit Issuance

9. A Field Lighting Mitigation Plan shall be submitted to DPD for approval and indicate that, prior to the first varsity football season after installation of the field lighting system, Bishop Blanchet High School will hire a lighting engineering firm to verify light readings for the lighting on the field and spill lighting along the residential property lines. BBHS will adjust the aiming of the lights, including uplights, if they do not conform to the light levels on the permit drawings submitted to DPD.
10. The Field Lighting Mitigation Plan shall provide for periodic inspection of the fixtures and acquisition of light trespass readings to ensure that the engineer's estimates are not exceeded over time. In addition to long-term maintenance of aiming angles, aiming of the light fixtures shall be verified when there is a need to re-lamp at least four of the floodlights. A plan detailing the long-term maintenance of field lighting shall be submitted to DPD prior to issuance of the building permit for installation of the light poles.
11. To ensure that impacts from light and glare are minimized to the greatest extent practicable, Bishop Blanchet High School is required to use a field lighting system that achieves levels of light spill and glare comparable to the LED system described in the Sparling submittal to DPD of November 12, 2014.
12. The following condition is to be stated on the Building Permit plan set cover sheet and carried over to future field-related building and use permits: "No spectator event at the gym or athletic field shall be scheduled within 1.5 hours of home varsity football games. Multiple events using the gymnasiums or athletic field shall be separated by 1.5 hours if their combined parking demand exceeds 205 vehicles".
13. The Transportation Plan shall be updated to include the Updated Transportation Plan Elements as identified in the body of this decision.

Permanent for the Life of the Project

14. Field Lighting shall be limited to the following:
  - a. Field lighting, excluding security lighting, shall be automatically shut off by 9:00 PM, except:
  - b. for six Friday nights a year to accommodate Varsity Football games when field lighting, excluding security lighting, shall be shut off at 10:30 PM.
  - c. when non-football games or meets expected to be completed by 9:00 PM need to go later due to overtime, in which case field lighting, excluding security lighting, shall be shut off by 10:00 PM.
15. The automated lighting controls shall not permit an override that would allow the lights to be turned on after the shut-off times specified above. In addition to the automated lighting controls, site controls will include a manual shutoff for events that are cancelled or end early.
16. Follow the Field Broadcast System Mitigation Plan.
17. Follow the Transportation Plan.
18. Follow the Field Lighting Mitigation Plan.

Signature: \_\_\_\_\_ (signature on file) \_\_\_\_\_ Date: February 26, 2015  
John Shaw, Senior Transportation Planner  
Department of Planning and Development

JS:drm

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**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.