



# City of Seattle

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Gregory J. Nickels, Mayor  
Department of Planning & Development  
D. M. Sugimura, Director

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

**Application Numbers:** 2409114  
**Applicant Name:** Gil Jaffe of Callison for Sabey Corporation  
**Address of Proposal:** 500 17<sup>th</sup> Ave

### SUMMARY OF PROPOSED ACTION

Master Use Permit to establish use for future construction of a three level, 88,588 square foot below grade expansion to Swedish/Providence Hospital. The project will include two below grade levels of diagnostic and treatment space totaling 40,918 square feet, three levels of below grade parking totaling 44,919 square feet and an at grade entry vestibule totaling 2,751 square feet. A total of 118 parking spaces will be added. The proposed addition is located near East Jefferson Street between 16<sup>th</sup> and 18<sup>th</sup> Avenues. Parking for this addition will be provided as permitted with the underlying Major Institution Master Plan, adopted by the City Council in July, 1994.

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

### BACKGROUND

#### Site and Vicinity

The proposed addition is located within the Swedish/Providence main campus. The campus and Master Plan area encompass an approximately 10 block area bounded by East Cherry Street, East Jefferson Street, 15<sup>th</sup> Avenue and mid block between 18<sup>th</sup> and 19<sup>th</sup> Avenues. The proposed addition is located in the interior of the campus between the Center Building and E. Jefferson St. The site is zoned with a Major Institution Overlay with a 105 foot height limit

for buildings developed by the hospital within this overlay. The underlying zoning is Lowrise 3 (L3), applicable only to those projects not developed by the institution. Properties to the east and south immediately outside of the Master Plan boundaries are zoned SF 5000, accommodating single family residences. Properties to the north of the proposed addition are zoned Lowrise 3, which may accommodate both single family and multifamily uses.

### Proposal

The proposed development would include approximately 88,588 square feet of development distributed on a total of three, below grade floors. The expansion would include a three level parking garage and a two level diagnostic and treatment center that would connect to the underground portions of the Center Building (Building #6 in the MIMP). The garage and the medical center would be adjacent to one another. The proposed development would remove existing surface parking and landscaping and replace it at grade with a revised driveway, a ramp to the parking garage, a drop-off area, a new vestibule in front of the Center Building, and surface parking. The two-story diagnostic and treatment center would have a total of 40,918 square feet and the parking garage housing 118 new spaces would replacing 55 surface spaces.

The Major Institution Master Plan (approved July 1994) anticipates the proposed development. The MIMP states that Phase IV comprises a total of 65,000 gross square feet of diagnostic and treatment facilities, a 2,000 square foot renovation of the main entrance and 63,000 square foot (180 parking spaces) parking garage. The totals proposed in the MUP are lower than the estimates described in the MIMP.

### **ANALYSIS – STATE ENVIRONMENTAL POLICY ACT (SEPA)**

This analysis relies on the Final Environmental Impact Statement for the Providence Major Institution Master Plan, published July, 1992, and the SEPA checklist dated January 20, 2005, as well as the technical environmental reports, comments and responses submitted with respect to those documents. This decision also makes reference to and incorporates the project plans submitted with the project application on January 20, 2005.

The Seattle SEPA Ordinance provides authority to require mitigation of adverse impacts resulting from a proposed project (SMC 25.05.655 and 25.06.660). Mitigation, when required, must be related to specific environmental impacts identified in an environmental document and may be imposed to the extent that a given impact is attributable to the proposal, and to the extent that the mitigation is reasonable and capable of being accomplished. Additionally, mitigation may be required only when based on policies, plans and regulations as enunciated in SMC 25.05.665 to SMC 25.05.675 inclusive (SEPA Overview Policy, SEPA Cumulative Impacts Policy, SEPA Specific Environmental Policies). In some instances, local, state or federal regulatory requirements will provide sufficient mitigation of an impact and additional mitigation imposed through SEPA will not be necessary.

The SEPA Overview Policy (SMC 25.05.665) clarifies the relationship between codes, policies and environmental review. Specific policies for each element of the environment, certain neighborhood plans, and other policies explicitly referenced may serve as the basis for exercising substantive SEPA authority. The Overview Policy states in pertinent part that “where City regulations have been adopted to address an environmental impact, it shall be presumed that such regulations are adequate to achieve sufficient mitigation.” Under specific circumstances, mitigation may be required even when the Overview Policy is applicable. SMC 25.05.665(D).

## **ENVIRONMENTAL IMPACTS**

The original MIMP required the development of an EIS to evaluate the impacts of the proposed Plan. The FEIS considered the following environmental impacts: Air; Energy and Natural Resources; Environmental Health and Noise; Land Use; Housing; Light and Glare; Aesthetics; Cultural/Historic Resources; Transportation, and Public Services, Circulation and Parking.

The information provided by the applicant and its consultants, the public comments received, and the experience of the lead agency with the review of similar proposals form the basis for review and conditioning of the proposal. Where appropriate, mitigation may be required pursuant to Seattle’s SEPA Ordinance (SMC 25.05).

### **Short-Term Impacts**

Demolition and construction activities could result in the following temporary or construction-related adverse impacts:

- construction dust and storm water runoff;
- erosion;
- increased traffic and demand for parking from construction equipment and personnel;
- increased noise levels;
- occasional disruption of adjacent vehicular and pedestrian traffic;
- decreased air quality due to suspended particulates from building activities and hydrocarbon emissions from construction vehicles and equipment;
- increased noise; and
- consumption of renewable and non-renewable resources.

Several adopted codes and/or ordinances provide mitigation for some of the identified impacts: The Noise Ordinance, the Stormwater Grading and Drainage Control Code, the Street Use Ordinance, and the Building Code. The Stormwater, Grading and Drainage Control Code regulates site excavation for foundation purposes and requires that soil erosion control techniques be initiated for the duration of construction. The Street Use Ordinance requires debris to be removed from the street right-of-way, and regulates obstruction of the pedestrian right-of-way. Puget Sound Clean Air Agency regulations require control of fugitive dust to protect air quality. The Building Code provides for construction measures in general. Finally, the Noise Ordinance regulates the time and amount of construction noise that is permitted in the City. Compliance with these applicable codes and ordinances will reduce or eliminate most short-term impacts to the environment.

Any conditions to be enforced during construction shall be posted at each street abutting the site in a location on the property line that is visible and accessible to the public and to construction personnel from the street right-of-way. The conditions shall be affixed to placards prepared by DPD. The placards will be issued along with the building permit set of plans. The placards shall be laminated with clear plastic or other waterproofing material and shall remain posted on-site for the duration of construction.

#### Construction Parking

Construction of the project is proposed to last for nine months. On-street parking in the vicinity is limited, and the demand for parking by construction workers during construction could exacerbate the demand for on-street parking and result in an adverse impact on surrounding properties. The owner and/or responsible party shall assure that construction vehicles and equipment are parked on the subject site for the term of construction whenever possible. City Council conditions in the MIMP state, “in order to minimize construction parking impacts, construction personnel are required to park at an off-site location and be shuttled to and from the site. Providence shall ensure that construction workers do not park on the streets or in private lots in the Providence campus vicinity. Construction activities shall be scheduled so that the most intensive construction and parking activities are spread out over time.” It further states that “construction material delivery vehicles shall be prohibited from entering or leaving the area during peak hours. Providence shall provide for safe pedestrian and vehicular circulation adjacent to construction sites through the use of temporary walkways, signs, and manual traffic controls (flaggers).” These conditions will be posted at the construction site for the duration of construction activity. The authority to impose this condition is found in Section 25.05.675B2g of the Seattle SEPA ordinance.

#### Noise

In addition to the Noise Ordinance requirements, to reduce the noise impact of construction on nearby properties, all other construction activities shall be limited to non-holiday weekdays between 7:30 a.m. and 6:00 p.m. In addition to the Noise Ordinance requirements, to reduce the noise impact of construction on nearby residences, only low noise impact work such as that listed below, shall be permitted on Saturdays from 9:00 a.m. to 6:00 p.m. and on Sundays from 10:00 a.m. to 6:00 p.m.:

1. Surveying and layout;
2. Other ancillary tasks to construction activities will include site security, surveillance, monitoring, and maintenance of weather protecting, water dams and heating equipment.

DPD recognizes that there may be occasions when critical construction activities could be performed in the evenings and on weekends, which are of an emergency nature or related to issues of safety, or which could substantially shorten the total construction time frame if conducted during these hours.

Therefore, the hours may be extended and/or specific types of construction activities may be permitted on a case-by-case basis by approval of the Land Use Planner prior to each occurrence. Periodic monitoring of work activity and noise levels will be conducted by DPD Construction Inspections.

As conditioned, noise impacts to nearby uses are considered adequately mitigated.

### Long-Term Impacts

The long-term impacts are typical of structures of this kind and will in part be mitigated by the City's adopted codes and/or ordinances. Specifically these include: Stormwater, Grading and Drainage Control Code (stormwater runoff from additional site coverage by impervious surface); Land Use Code; and the Seattle Energy Code (long-term energy consumption). Only those environmental impacts that may result in long-term impacts and may require mitigation measures beyond those provided in existing laws and regulations are discussed below.

### Noise

As part of the underlying FEIS review, an analysis of noise that would be generated by projects after construction was conducted. This analysis included a generalized overview of noise generating activities and uses associated with projects and a list of mitigation for projects, including directing noise generating devices away from adjacent uses, design features or other solutions to control, impacts of noise on adjacent properties. Because the project is predominantly underground and within the interior of the campus (no adjacencies to other land uses), no further review of noise impacts are warranted.

### Light and Glare

As part of the underlying FEIS review, an analysis of Light, Glare and Shadow was conducted. This analysis included an overview of shadows that were caused by projects with 'significant height and bulk' on surrounding neighborhoods. Since the subject building is almost entirely underground, the impact is not significant. No conditioning or further analysis is warranted.

### Historic Preservation

Due to the proximity of the proposed project to the Providence 1910 Building, a Seattle landmark, a review of the proposal was conducted by the Department of Neighborhood's Historic Preservation Program in accordance with SMC 25.05.675H2d. The review of the impact of this project is based upon plans that the applicant submitted to the DON. Based on the review of this information, it would not require further mitigation in the architectural design of the project.

### Transportation, Circulation and Parking

The Final EIS provided an analysis of transportation and traffic related impacts associated with the development of the Major Institution Master Plan. The transportation and traffic analyses in the FEIS evaluated both existing conditions at the time of the report as well as future conditions with the development of all proposed buildings identified in the MIMP.

Parking for the project is determined by the amount of parking that is available on the entire campus, following an evaluation of both long and short term parking based on minimum parking rates. In the 1994 FEIS, the allowed parking on campus ranged between a minimum

of 1,152 spaces, with a maximum allowed at 1,555. This rate was based upon minimum parking requirements for employees, patients and visitors. At that time, the available supply indicated that 1,031 parking spaces were located on the campus, indicating that a parking deficit existed on the campus. Such a deficit can result in the likelihood of spillover parking in surrounding neighborhoods. Accordingly, additional parking on the campus was required to address existing conditions and to anticipate the future growth of the campus based upon Master Plan forecast of new square footage.

The MIMP anticipated that by 2002, a range of parking spaces, based upon the factors listed above, would be needed between 1,481 and 1,999 spaces. Accordingly, a supply was anticipated at 1,827 spaces needed to accommodate future development. However, the anticipated growth of the campus has not occurred. At the time of the most recent master use project (#2206202), an evaluation of minimum and maximum parking range was performed, which included projections based upon the proposed project. A range of minimum and maximum parking requirements was established between 905 and 1,222 parking spaces. There were 999 parking spaces on site. The current proposal removes 55 parking spaces and adds a total of 118 spaces for a net gain of 63 spaces. This would increase the total number of campus spaces to 1,062 which remains within range established in 2002.

As part of the 1994 MIMP approval, Providence was required to develop and maintain a Transportation Management Plan (TMP). As a TMP goal, Providence is required to meet and maintain a 50% maximum single occupancy vehicle (SOV) rate, excluding employees whose work requires the use of a private automobile. This TMP was designed to ensure that the number of trips, including PM peak trips, as well as available parking, are within acceptable limits as analyzed in the FEIS. To accomplish this goal the existing TMP includes a number of incentives to ensure maximum participation, including:

- Establishing a Transportation Coordination to promote and maintain the program, including annual evaluations
- Preparation of an annual survey
- Provision of discounted transit passes
- Maintenance of parking areas
- Charging for SOV parking
- Maintain and promote HOV programs, with up to 157 spaces at a discounted cost

Additional project specific mitigation measures cited in the MIMP state that the new parking area at the front entrance will be used primarily for visitor parking and hospital visits (not permanent parking) by physicians (and not to exceed 30 percent of this parking area). During the evenings employees will use the garage for parking after visiting hours.

Accordingly, due to the number of trips likely generated by the project, the current and likely number of pm peak trips, the availability of on-site parking and existing TMP to reduce the number of trips to the site, no further conditioning or analysis is warranted.

## **DECISION – SEPA**

This decision was made after review by the responsible official on behalf of the lead agency of a completed environmental checklist and other information on file with the responsible department. This constitutes the Threshold Determination and form. The intent of this declaration is to satisfy the 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**

The owner(s) and/or responsible party(s) shall:

### Prior to Issuance of Master Use Permit and for the Life of the Project

1. Prepare construction phase transportation plan to be reviewed by the Land Use Planner with input from SDOT. Plans shall document the following elements:
  - Location of ingress/egress for construction equipment and trucks;
  - Limiting trips by earth-moving equipment to the hours prior to 3:00 p.m. and after 6:00 p.m.;
  - Truck access routes, to and from the site, for the excavation and construction phases; and
  - Street and sidewalk closures.
2. The new parking area at the front entrance will be used primarily for visitor parking and hospital visits (not permanent parking) by physicians (and not to exceed 30 percent of this parking area). During the evenings employees will use the garage for parking after visiting hours.

### During Construction

3. All construction activities shall be limited to non-holiday weekdays between 7:30 a.m. and 6:00 p.m. In addition to the Noise Ordinance requirements, to reduce the noise impact of construction on nearby residences, only low noise impact work such as that listed below, shall be permitted on Saturdays from 9:00 a.m. to 6:00 p.m. and on Sundays from 10:00 a.m. to 6:00 p.m.:
  - Surveying and layout;

- Other ancillary tasks to construction activities will include site security, surveillance, monitoring, and maintenance of weather protecting, water dams and heating equipment.

Construction activities will have a minimal impact on adjacent uses. Restricting the ability to conduct these tasks would extend the construction schedule, thus the duration of associated noise impacts. DPD recognizes that there may be occasions when critical construction activities could be performed in the evenings and on weekends, which are of an emergency nature or related to issues of safety, or which could substantially shorten the total construction time frame if conducted during these hours.

4. Implement the measures in Construction Phase Transportation Plan approved by DPD and Seattle Department of Transportation (SDOT).
5. Provide off-street parking for construction workers. Parking may be provided either on-site, if phasing allows, or off-site with workers shuttled to the site if more than 800 feet from the site.
6. Provide for safe pedestrian and vehicular circulation adjacent to construction sites through the use of temporary walkways, signs, and manual traffic controls (flaggers). These conditions will be posted at the construction site for the duration of construction activity.

Signature: (signature on file) Date: May 19, 2005  
Bruce Philip Rips, Land Use Planner  
Department of Planning and Development  
Land Use Services