

3.8 Public Services

This section of the EIS describes the existing status of the provision of public services to the U District study area and evaluates impacts on such services from the proposed alternatives. Public services considered in this section include fire and emergency services, police services, and schools.

3.8.1 Affected Environment

Fire and Emergency Services

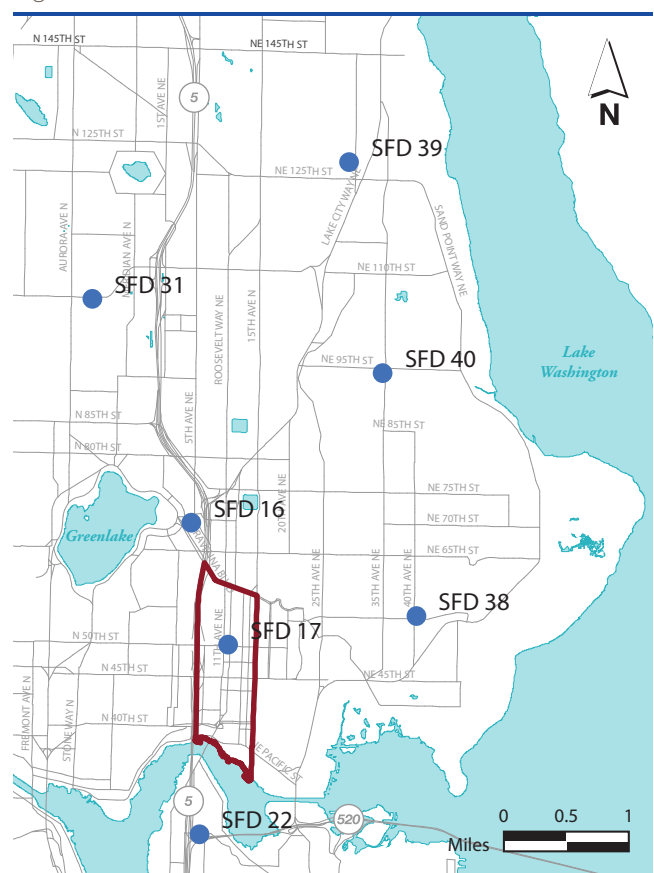
The City of Seattle Fire Department provides fire protection Basic Life Support (BLS), Advanced Life Support (ALS), and hazardous materials (HazMat) response throughout the City, including the U District study area, from 33 fire stations. The Department also engages in mutual aid response to neighboring jurisdictions.

Fire and emergency apparatus is distributed amongst each station and includes 33 fire engines, 12 ladder trucks, 4 BLS Aid Units, 7 ALS Medic Units, 4 fireboats, 2 air units, and 1 hose wagon. In 2012, the Department employed 981 uniformed personnel, with on-duty strength of 207 firefighters/emergency medical technicians. Seventy-six firefighters are trained paramedics to provide ALS.¹

Seattle Fire Department Operations Division is organized into five Battalions, each supervised by

¹ www.seattle.gov/fire/deptInfo/deptProfile.htm, December 2013.

Figure 3.8-1: Fire Station Locations in Battalion 6



Source: Seattle Fire Department, 2013

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a Battalion Chief. The U District study area is in Battalion 6, which serves the neighborhoods of northeast Seattle, Eastlake, and the north end of Capitol Hill.

Figure 3.8–1 illustrates Fire Station locations in Battalion 6. As shown, Fire Station 17 is located in the U District study area. Fire Station 17 is the Battalion 6 headquarters. Surrounding the study area, the closest stations include Stations 16, 22 and 38.

Battalions are operationally organized as a collection of resources. Table 3.8–1 shows the distribution of resources throughout Battalion 6.

Table 3.8–1: **Battalion 6 Staffing and Equipment**

Station	Staffing	Equipment
Fire Station 16 6846 Oswego Pl. NE	Minimum of 4 on-duty personnel	Fire engine (E 16)
Fire Station 17 1050 NE 50th St.	Minimum of 11 on-duty personnel	Fire engine (E 17) Ladder truck (Ladder 9) Aid unit (Medic 16) Battlion Chief (B6)
Fire Station 22 901 E Roanoke St.	Minimum of 4 on-duty personnel	Fire engine (E 22) Incident Command Unit
Fire Station 31 1319 N Northgate Way	Minimum of 10 on-duty personnel	Fire engine (E 31) Ladder truck (Ladder 5) Aid unit (Medic 31) Reserve aid unit
Fire Station 38 4004 NE 55th St.	Minimum of 4 on-duty personnel	Fire engine (E 38) Reserve engine
Fire Station 39 2805 NE 127th St.	Minimum of 4 on-duty personnel	Fire engine (E 39) Reserve engine
Fire Station 40 9401 35th Ave NE	Minimum of 4 on-duty personnel	Fire engine (E 40) Reserve engine

Source: Seattle Fire Department, 2013

FIRE AND EMERGENCY INCIDENTS

Response time is directly influenced by the availability of fire personnel, equipment, traffic conditions, and the number and location of fire stations.

3.8.1 Affected Environment

Buildings and associated densities are critical factors in estimating fire fighter requirements.

Between 2008 and 2012, Seattle Fire Department incident responses ranged from 79,267 to 81,733. As shown in Table 3.8-2, calls decreased in the 2009–2011 period, increasing again in 2012.

In 2012, around 85% of Seattle Fire Department’s calls were for emergency medical services. Overall, a growing number of these calls are for non-emergencies, such as calls from patients who do not exhibit an injury or illness that requires medical care, nuisance fire alarms, and emergency incidents subsequently canceled.

In comparison with the overall department, incident response totals from 2008 to 2012 directly affecting Station 17 as follows:

- ▶ **Engine 17 (E17)** increased around 8% from 2,862 to 3,100 incidents.
- ▶ **Ladder Truck 9 (L9)** increased around 5% from 1,556 to 1,644 incidents.
- ▶ **Medic Unit 16 (M16)** remained relatively stable at approximately 2,900 incidents.

Similar to the citywide statistics, calls for service dipped during the 2009–2011 period, increasing again in 2012, as shown in Table 3.8-3.

Table 3.8-2: 2008–2012 Seattle Fire Department Incident Responses

Year	Emergency Medical Services (EMS) Incidents	Fire Incidents	Total Incidents
2008	64,427	14,840	79,267
2009	63,239	14,551	77,790
2010	64,107	13,395	77,502
2011	64,595	12,709	77,304
2012	69,082	12,651	81,733

Source: Seattle Fire Department 2012 Emergency Response Report

Table 3.8-3: Study Area Emergency Response Totals

Station	Equipment	2008	2009	2010	2011	2012
17	Engine 17	2863	2848	2923	3040	3110
	Medic 16	2921	2856	2744	2859	2909
	Ladder 9	1556	1556	1493	1545	1644
16	Engine 16	1688	1858	1791	1814	1879
22	Engine 22	1186	1226	1281	1211	1281
38	Engine 38	1781	1844	1908	1675	1659

Source: Seattle Fire Department 2012 Emergency Response Report

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LEVEL OF SERVICE

The Seattle Fire Department Response Standards establish a response time goal of four minutes (to be achievable 90% of the time) for the first engine company to arrive at the scene of any reported incident. Between 2008 and 2009, the Department achieved this goal 81 to 85 percent of the time. The Department has also established a response time goal for full first alarm assignment (minimum of 15 members) on the scene within eight minutes for fire emergencies. Between 2008 and 2012, the Department achieved this goal on average 85% of the time.

Battalion 6 Fire Station response times have generally met the Department's response time goals for BLS, ALS, and fire emergencies. Table 3.8–4 summarizes response times (in minutes) for the Battalion 6 Fire Stations near the U District study area in comparison with overall City response times.

Table 3.8–4: 2008 Response Times (in minutes)
Battalion 6 Company Comparison

Station	Equipment	BLS	ALS	Fire, HazMat, Rescue
17	Engine 17	3.73	3.89	4.59
	Medic 16	4.34	3.79	5.32
	Ladder 9	5.33	6.79	6.78
16	Engine 16	4.09	4.36	5.07
22	Engine 22	4.04	4.03	5.05
38	Engine 38	4.24	4.26	5.06
Overall Seattle Fire Department		3.75	3.76	4.32

Source: www.seattle.gov/fire/statistics/runTimes/dept_responseTimes.htm

Engine 17 achieved goals for BLS and ALS response times. The other units in Battalion 6 were slightly over the 4-minute goal for BLS but all of them met the 8-minute response time for ALS emergencies. Company response ranges for Fire, HazMat, and Rescue missions ranged from 4.59 to 6.78 minutes. This is over the goal of 4 minutes for first responders but within the 8-minute goal for full first time alarm assignment. The Seattle Fire Department reports that special operations and technical rescues such use of ladder trucks on average require 8.41 minutes for arrival.

FIRE DEPARTMENT PLANNING

In 2003, A Fire Facilities and Emergency Response Levy was approved by the Seattle voters to improve and upgrade the Department's fire facilities and emergency response system. All of the Department's

fire stations were evaluated as needing major upgrades, renovation or replacement in order to provide service. The Levy provided approximately \$167 million for multiple projects, including upgrades, renovations or replacement of 32 neighborhood fire stations.

Within Battalion 6, funds from this levy facilitated improvements to Station 17, Station 16, Station 31, Station 38 and Station 40. Stations 38 and 39

were replaced with new stations. Station 22 is scheduled for replacement at the same site location

The renovation and expansion of Fire Station 17 was completed in August 2010. Work included seismic upgrades, an addition on the north side to provide space for firefighting equipment and vehicles, increased space for instruction and training, new firefighters quarters, and improved mechanical and electrical systems. Built in 1929, Fire Station 17 received Landmark Designation in 2005. The renovation and expansion maintained this historically significant structure.

The City of Seattle Comprehensive Plan also identifies potential needs for the Fire Department to serve future growth in the City. As the population grows it is anticipated the total volume of calls in the city will also increase. More specifically additional EMS capabilities would be needed near South Lake Union, SODO, Northgate, and Central District neighborhoods. Additional fire stations in South Lake Union and Northgate may also be needed within the next 20 years.²

Police Services

The Seattle Police Department provides police protection service to the City of Seattle, including the U District study area. The Department includes approximately 1,870 authorized full time employees, including 868 police officers. Personnel are divided amongst five precincts: north, west, east, south, and southwest. Each precinct is further divided into sectors and beats which are dependent on the geographic area of each precinct. Citywide, there are 17 sectors and 51 beats. The U District study area is in the North Precinct.

The North Precinct headquarters are located at 10049 College Way North, about three miles northwest of the U District study area. With five sectors and 15 beats, this largest precinct in the Department covers 32 square miles in north Seattle between lake Washington and Puget Sound, and the Ship Canal and the north city limits. The U District study area is in the Union Sector, Beats U2 and U3. Refer to Figure 3.8-2 for a map of the North Precinct Sectors and Beat boundaries.

North Precinct services include 24/7 patrol and 911 response services, Bike Patrol, Anti-Crime Team, on-site Liaison Attorney, Burglary/Theft Detectives,

² Seattle Comprehensive Plan. Appendix A Capital Facilities. January 2005

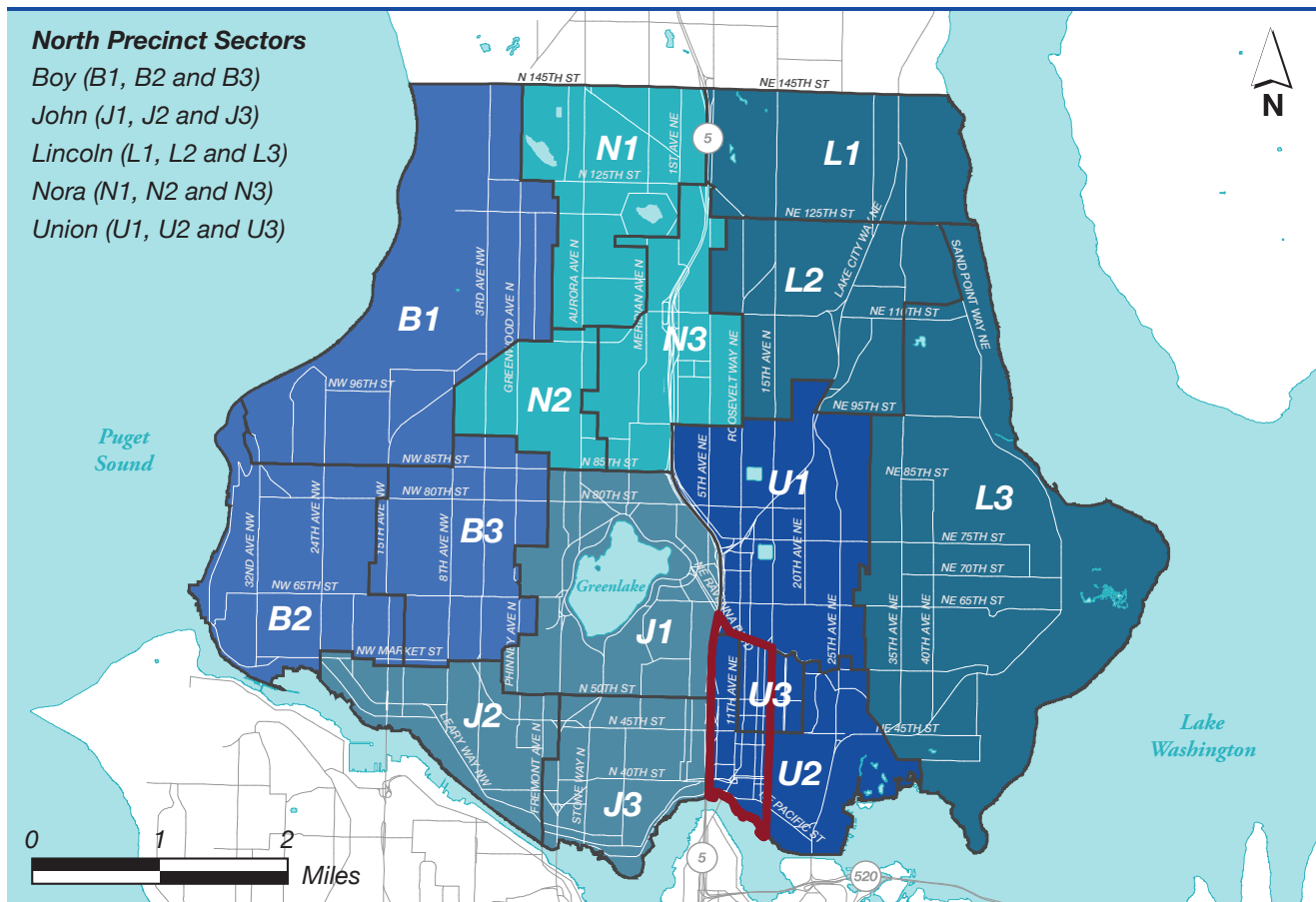
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Crime Prevention, and Community Police Teams (CPT). CPTs focus on long-term or chronic neighborhood specific issues.

Precinct priorities for the U District include extended foot, bicycle and car patrol presence in the University District business core and an emphasis on paroling Greek Row on Friday and Saturday nights in the spring.

Figure 3.8–2: Seattle Police Department North Precinct Sectors and Beats



Source: Seattle Police Department, 2013

CALLS FOR SERVICE AND INCIDENTS

In 2009, the Seattle Police Department received approximately 339,000 calls for service (this includes Patrol and Field Unit Actions, Fire Department, and other agencies). Of those, 201,704 were dispatched calls and 137,300 on-view incidents (events that officers log during routine patrols. Total calls for service represented an 11 percent decrease from the previous year and a 20 percent decrease from 2005. Table 3.8–5 summarizes the Department's call volumes between 2005 and 2009.

3.8.1 Affected Environment

The Department also reports a citywide decline in total reported major crimes from 2009 to 2012. Major crimes consist of murder, rape, robbery, aggravated assault, burglary, larceny/theft and vehicle theft. In 2012 there were 34,607 major crimes reported in Seattle compared with 38,951 in 2009, a reduction of about 12.5%.

Overall, crime activity in the North Precinct follows the citywide pattern with about 8% fewer reported major crimes. However, the two U District beats show increased activity from 2009 to 2012. The majority of major crimes reported in the study area beats were for burglary and theft (not auto). Table 3.8–6 compares citywide changes in reported crimes with the North Precinct and U District beats.

LEVEL OF SERVICE

The Seattle Police Department does not have adopted level of service standards for police service, but has identified strategic goals for optimizing operational efficiencies. These goals include an average response time guideline of seven minutes, enhanced percentage of patrol time available for proactive work, and two patrol cars free per precinct to provide flexible backup for officer safety and added capacity for proactive work. Proactive work is police time spent resolving underlying conditions that lead to violation of law and/or public order.

On average, the Department currently meets or exceeds its seven-minute response goal. However, performance is geographically uneven and can be slower at certain times of day and during certain days of the week.

POLICE DEPARTMENT PLANNING

In 2007, the Seattle Police Department published the Neighborhood Policing Staffing Plan 2008–2012 that called for a net increase of 105 patrol officers between 2008 and 2012. The Department proceeded with its recruitment efforts in 2008 and 65 patrol officers were added to the Department. Since 2012, funding has been added into the City’s budget to hire 42 additional police officers.

Table 3.8–5

2005-2009 Seattle Police 911 Calls for Service

Year	Dispatched Calls	On-Views	Total
2005	251,582	173,487	425,069
2006	249,033	175,470	424,503
2007	233,948	167,944	401,892
2008	223,976	154,907	378,883
2009	201,704	137,307	339,011

Source: Seattle Fire Department 2012 Emergency Response Report

Table 3.8–6

2009-2012 Major Crime Reports Comparison

	2009	2012	% Change
Citywide	38,951	34,607	-12.5%
North Precinct	13,536	12,436	-8%
Beat U2	985	1,029	+4%
Beat U3	652	784	+20%

Source: Seattle Fire Department 2012 Emergency Response Report

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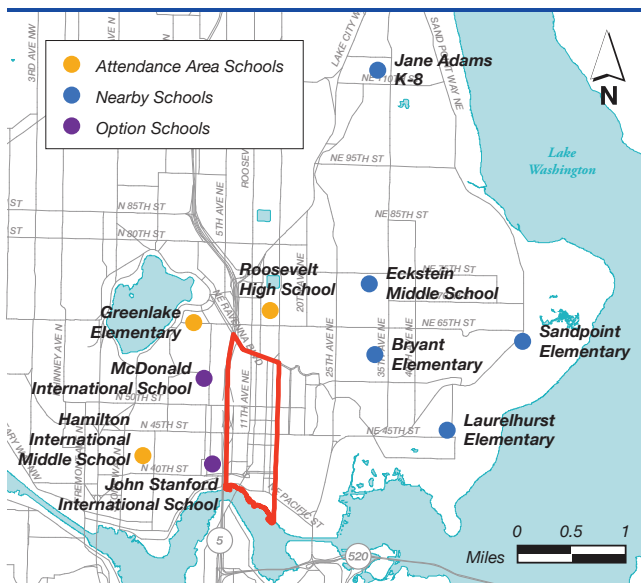
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The City of Seattle Comprehensive Plan also identifies potential facility needs for the Department to serve potential future growth in the City. The North Precinct is currently overcrowded and it has been determined by the Department that it does not meet the needs of precinct personnel. It is anticipated that the North Precinct would need to be renovated and expanded within the next 20 years. No additional facility needs are identified at this time. However, as the City further considers neighborhood-based policing options, the long-range plans for police facilities may change.

Public Schools

The Seattle School District is the largest in Washington state, serving about 49,800 students in 95 schools. The District has a staff of about 8,000, including 3,100 teachers.

Figure 3.8–3: Seattle Public School Locations



Source: Seattle School District, 2013

Over the past five years, enrollment in the Seattle School District has increased by about 5,000 students and is expected to grow by another 5,000 by the 2017–18 school year. In February 2013 Seattle voters approved a Capital Levy (Building Excellence IV) to support construction of new and expanded school buildings. In November 2013, the District approved new growth boundaries and feeder patterns to relieve overcrowding and maximize efficiency in existing facilities.

There are no public school facilities in the study area. The University Heights Elementary School, located in the study area at 5031 University Way NE, opened in 1902 and was closed in 1989. The District cited the high cost of maintaining the facility as the primary reason for the closure. The building now serves as the University Heights Community Center.

Attendance area schools are schools in which students are assigned based on where they live, as long as the school offers the services that the student needs.

The attendance area schools that serve the U District study area and surrounding vicinity (shown in Figure 3.8–3) are listed in Table 3.8–7. The attendance area schools that serve the study area are Greenlake Elementary, Hamilton International Middle School, and Roosevelt High School. For elementary and middle schools, Table 3.8–7 also shows nearby elementary and middle schools that serve the nearby vicinity.

3.8.1 Affected Environment

McDonald International School, located at 144 NE 54th Street and John Stanford International School, 4057 5th Avenue NE are also located near the study area. These two elementary schools are option schools, designed to provide programmatic opportunities for families looking for choices in addition to their attendance area schools. Students must apply to attend these schools and students living within near the schools are not guaranteed admission.

In general, it is anticipated that schools in northeast Seattle will be at or over capacity in the future. Continued monitoring of enrollment information, along with projections and community engagement, will be used to manage individual school capacities. In making projections, the District uses a cohort survival model based on new births and grade progression ratios.

SCHOOL PLANNING POLICIES

As described in EIS Section 3.1, the Comprehensive Plan Neighborhood Planning Element—University Community Urban Center lists readily available public education resources as a major goal. More specifically, this element of the Comprehensive Plan identifies the following supporting policies:

- UC-P33** Pursue opportunities to work with Seattle Public School District #1 in locating a public school in the community, capitalizing on the area's excellent accessibility and proximity to the University of Washington.
- UC-P34** Work with the Seattle School District #1 to ensure appropriate, equitable school resources are available in the community, including after-school activities and facilities.

These policies address the University Community Urban Center, which encompasses the larger area around the U District study area, shown in Figure 3.1–2.

Table 3.8–7: **School Facilities**

	Attendance ¹	Planning Capacity ²	Projected Growth (2012–2016) ³
Elementary Schools			
Greenlake	253	350	(25)
Bryant	593	575	(9)
Laurelhurst	401	375	(102)
Sandpoint	277	250	36
Middle Schools			
Hamilton International	1,101	973	482
Eckstein	1,252	1,093	155
Jane Addams	755	960	127
High School			
Roosevelt	1,728	1,707	72

- ¹ Attendance as of 9/5/2013: [www.seattleschools.org/modules/groups/homepagefiles/cms/1583136/File/Departmental Content/communications/documents/SPSAddressList.pdf](http://www.seattleschools.org/modules/groups/homepagefiles/cms/1583136/File/Departmental%20Content/communications/documents/SPSAddressList.pdf), accessed January 2014
- ² Personal communication with Joe Wolf, Seattle School District, January 2014
- ³ Seattle School District, *Five-Year School Projections: 2012–13 through 2016–17*, December 13, 2012

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The Seattle School District has identified several guiding principles related to how school attendance boundaries are identified. One of the seven guiding principles is to maximize walkability. All guiding principles are listed below.³

- ▶ Ground decisions in data;
- ▶ Create boundaries that reflect equitable access to services and programs;
- ▶ Maximize walkability;
- ▶ Enable cost-effective transportation standards;
- ▶ Maintain key features of the New Student Assignment Plan (e.g. opportunities for creating diversity within boundaries, choice, option schools, feeder patterns);
- ▶ Be mindful of fiscal impact; and
- ▶ Be responsive to family input to the extent feasible

3.8.2 Significant Impacts

Impacts Common to All Alternatives

The proposal analyzed in this EIS considers the use of zoning changes to increase height and density in the U District study area. By itself, this proposal would not directly result in impacts to public services.

However, zoning regulations would allow for potential future development at increased heights and intensity and an associated increase in population and employment, which could result in a subsequent impact to public services and utilities. The impacts described below relate to the development that could result from the adoption of any of the proposed zoning alternatives. Because all of the alternatives assume a common growth assumption, the potential for impacts to public services would be comparable under all alternatives.

Fire and Emergency Services

From the perspective of fire and emergency service response, the potential for impact is based primarily on the total amount of development rather

³ www.seattleschools.org/modules/groups/homepagefiles/cms/1583136/File/Departmental%20Content/enrollment%20planning/GrowthBoundaries_guiding-principles-050813.pdf?sessionId=4ecb3371068caf4dda8f2574e27109f1, accessed December 2013.

than the distribution of development within the study area. Because the same planning estimate for growth is assumed for each alternative, the potential for impacts to fire and emergency services is also the same for all alternatives.

Construction activities associated with potential development under the proposed alternatives could result in an increase in demand for fire services. Fire Department service calls related to inspection of specific construction projects and calls to respond to potential construction-related accidents could increase as a result of construction. Existing Fire Department staffing and equipment are anticipated to be sufficient to handle increased service needed for construction activities.

As development occurs, the increased number of residents and workers would likely result in a commensurate increase in calls for emergency services. Growth in residential and worker population in the U District study area would occur incrementally, as individual development projects are constructed. The Fire Department would attempt to maintain response times consistent with current performance levels. However, depending on the rate and amount of new development, additional staffing and equipment may be required in order to maintain performance levels. EMS service typically generates the highest demand for the Fire Department.

As described under the Affected Environment, all Battalion 6 fire stations serving the U District study area have been recently renovated or are in the process of being renovated as part of the Fire Facilities and Emergency Response Levy and would not be anticipated to need renovations in the near future. Any potential future facility needs of the Fire Department could be included as part of the City's annual Capital Improvement Program process.

All potential new development in the U District study area would be constructed in compliance with the 2006 City of Seattle Fire Code, which is comprised of the 2006 International Fire Code with Seattle Amendments. Adequate fire flow to serve potential development would be provided as required by the Fire Code. Potential development would also be required to comply with code requirements for emergency access to structures.

Police Services

The potential increase in residential and employment density that could occur under the alternatives would result in a more consistent and

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increased level of activity in the U District study area. A well-used street can both increase public safety and calls for service. Potential increases in on-site population and employment associated with development in the U District study area would be incremental and would result in associated incremental increases in demand for police services. It is expected that call volumes to the Police Department under all of the proposed alternatives would increase comparably.

Potential development in the area could include design features to help reduce criminal activity and calls for service such as orienting buildings towards the street, providing public connections between buildings, and providing adequate lighting and visibility.

Potential construction under the alternatives could result in an increase in demand for police services. Service calls to the Seattle Police Department could increase during construction due to construction site theft and vandalism. Existing Department staff and equipment are anticipated to be sufficient to handle the potential increase in service from construction activities.

It is anticipated that the Police Department would have sufficient staffing and facilities to accommodate the increased demand for service from the U District study area and no additional safety problems would occur as a result of development under the alternatives. Part of this can be attributed to the Department's ability to deliver proactive police-community project solving services to the area and the City of Seattle in general through the implementation of the Neighborhood Policing Staffing Plan.

Public Schools

Under any of the alternatives, an increase in households in the U District study area would contribute to a continuing need by the Seattle School District to manage capacity at local schools and to construct new and expanded facilities to accommodate a growing student population. Because the District estimates future growth based on a cohort survival model that does not explicitly include consideration of household growth and housing types, it is not possible to quantitatively estimate the impact of U District study area growth on future school capacity. However, as noted in EIS Section 3.2, the current study area population is characterized by a large number of student households and relatively few families. It is likely potential increases in public school student population associated with

3.8.2 Significant Impacts

development in the U District study area would be incremental and would result in associated incremental impacts on school facility capacity. These incremental increases would allow the District to respond through short-, intermediate- and long-term capacity management planning. Significant impacts associated with the proposal are not anticipated.

As described above, the only public school in the U District study area closed in 1989. Since that time, students in the study area have been served by schools in the surrounding area. Existing Comprehensive Plan policies support a collaborative effort to locate a public school in the University Community Urban Center, which is a larger area that encompasses the study area. It is likely that the location of a school in the UCUC, or more specifically in the study area, will require consideration of a range of issues, including the benefits of walkability and local access to the school facilities, cost effectiveness, equity and long-range demographic trends. Because all of the alternatives, including the No Action Alternative, assume a consistent amount of growth, the alternatives are unlikely to have an impact on the potential for locating a new school in the study area.

3.8.3 Mitigating Measures

Future population and employment increases associated with potential development in the U District study area would be incremental and would result in associated increases in demand for public services. These impacts could be addressed by the following mitigation measures.

1. A portion of the tax revenue generated from potential redevelopment in the study – including construction sales tax, business and operation tax, property tax and other fees, licenses and permits – would accrue to the City of Seattle and could help offset demand for police and fire services.
2. All new buildings would be constructed in accordance with the 2006 Fire Code which is comprised of the 2006 International Fire Code with Seattle amendments or the applicable fire code in effect at the time of permit submittal.
3. Design features could be incorporated into potential development in the study that would help reduce criminal activity and calls for police service, including orienting buildings towards the sidewalk

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3.8.3 Mitigating Measures

and public spaces, providing connections between buildings, and providing adequate lighting and visibility.

4. Ongoing capacity management by the Seattle School District will help meet future school capacity needs associated with growth in the U District study area. The School District also has the option of collecting impact fees under Washington State's Growth Management Act and voluntary mitigation fees paid pursuant to the State Environmental Policy Act.

3.8.4 Significant Unavoidable Adverse Impacts

No significant unavoidable adverse impacts to fire and emergency services or police services are anticipated.