



Department of Planning and Development  
Diane Sugimura, Director

**CITY OF SEATTLE  
DRAFT - ANALYSIS, RECOMMENDATION AND DETERMINATION OF  
THE DIRECTOR OF THE DEPARTMENT OF PLANNING AND DEVELOPMENT**

Application Number: 3012953  
Applicant Name: Swedish Medical Center Cherry Hill  
Address of Proposal: 500 17th Avenue

**SUMMARY OF PROPOSED ACTION**

Council land use action to adopt a new Major Institution Master Plan for Swedish Medical Center, Cherry Hill Campus. A rezone is required for modification of the major institution overlay (MIO) height limits (CF# 311936). Proposal includes future aerial and below grade term permits to accommodate a skybridge and below-grade tunnel. Environmental Impact Statement prepared by the City of Seattle.

The following approvals are required:

**Council Action – Major Institution Master Plan – SMC Chapter 23.69**

Council Action – Rezone to modify heights within the Major Institution Boundary (MIO) – SMC Chapter 23.34.124

**SEPA – Environmental Determination – SMC Chapter 25.05.**

**SEPA DETERMINATIONS:** [ ] Exempt [ ] DNS [ ] MDNS [X] EIS

[ ] DNS with conditions

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

**THE DIRECTOR OF DPD PUBLISHED NOTICE OF AVAILABILITY OF THE FINAL EIS ON DECEMBER 11, 2014, AND HAS DETERMINED THAT THE EIS PROVIDES ADEQUATE ANALYSIS OF THE PROPOSAL.**

## INTRODUCTION

This report is the Director's analysis and recommendation to the City Council on the Swedish Medical Center, Cherry Hill Campus (Swedish Cherry Hill) Final Major Institution Master Plan (herein referred to as either Master Plan or MIMP). The report considers the recommendations of the Citizens Advisory Committee (CAC), the environmental analysis and comments in the Final Environmental Impact Statement (FEIS), and the applicable portions of the adopted policies and regulations of the Seattle Municipal Code (SMC) Title 23, Land Use Policies and Codes. The Department of Planning and Development (DPD) is the SEPA lead agency.

The Director recommends approval of the Master Plan subject to the conditions outlined in Section VII, at the conclusion of this report.

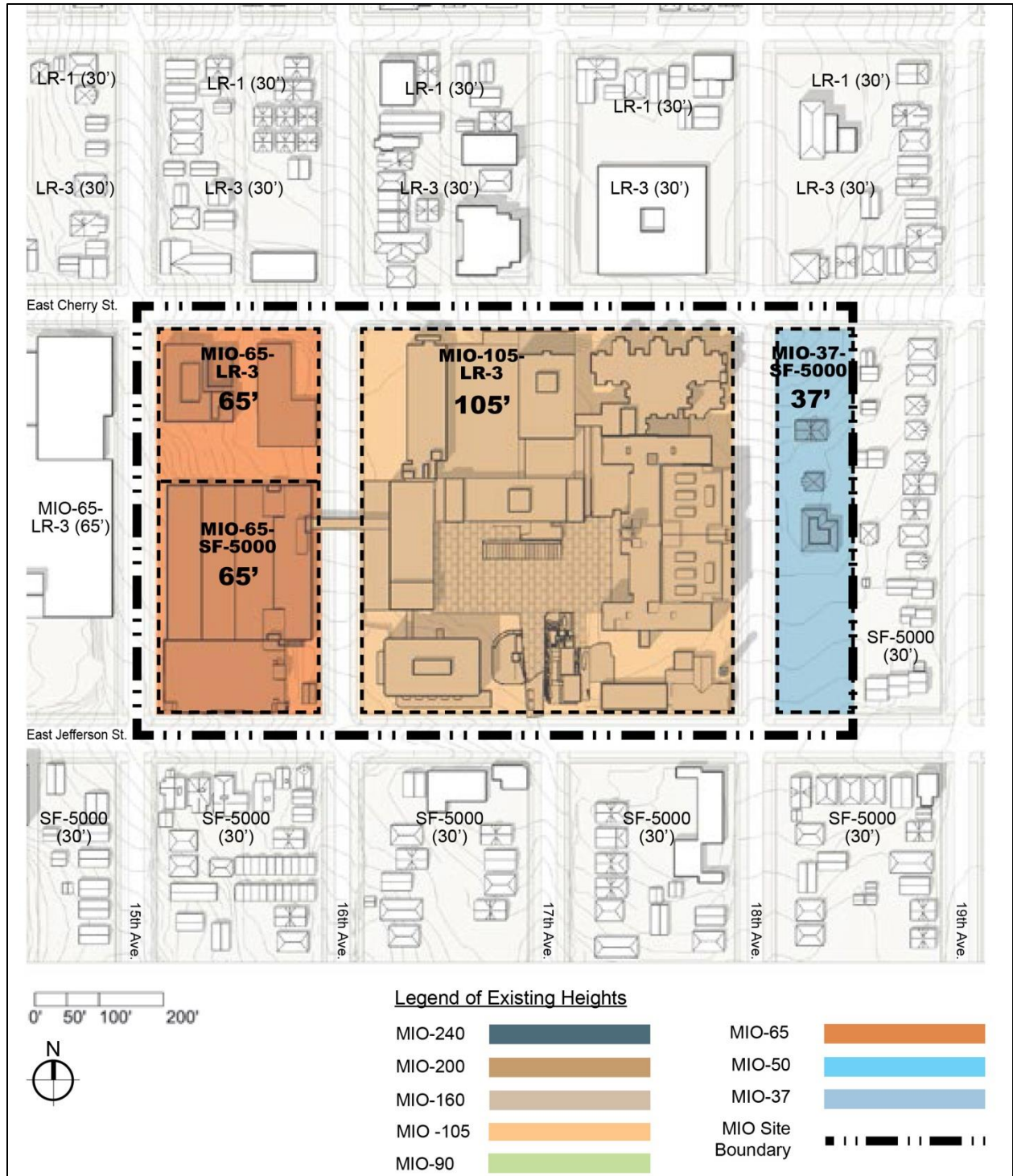
This report is divided into seven sections.

- ◆ **Section I** (page 2) includes background information on the project, including application history, a description of the project site, the CAC and public comment.
- ◆ **Section II** (page 8) identifies the general purpose, mission and goals of the VMCM Final Master Plan.
- ◆ **Section III** (page 10) discusses the Master Plan's program elements.
- ◆ **Section IV** (page 22) analyzes the Master Plan's compliance with major institution policies and codes, including an analysis of impacts and recommended mitigation pursuant to SMC 23.69.002 and SMC 23.69.032 E.
- ◆ **Section V** (page 60) analyzes the Master Plan's compliance with applicable rezone criteria.
- ◆ **Section VI** (page 77) summarizes the SEPA analysis contained in the FEIS, and refers to applicable mitigations.
- ◆ **Section VII** (page 98) lists the conditions recommended by the Director.

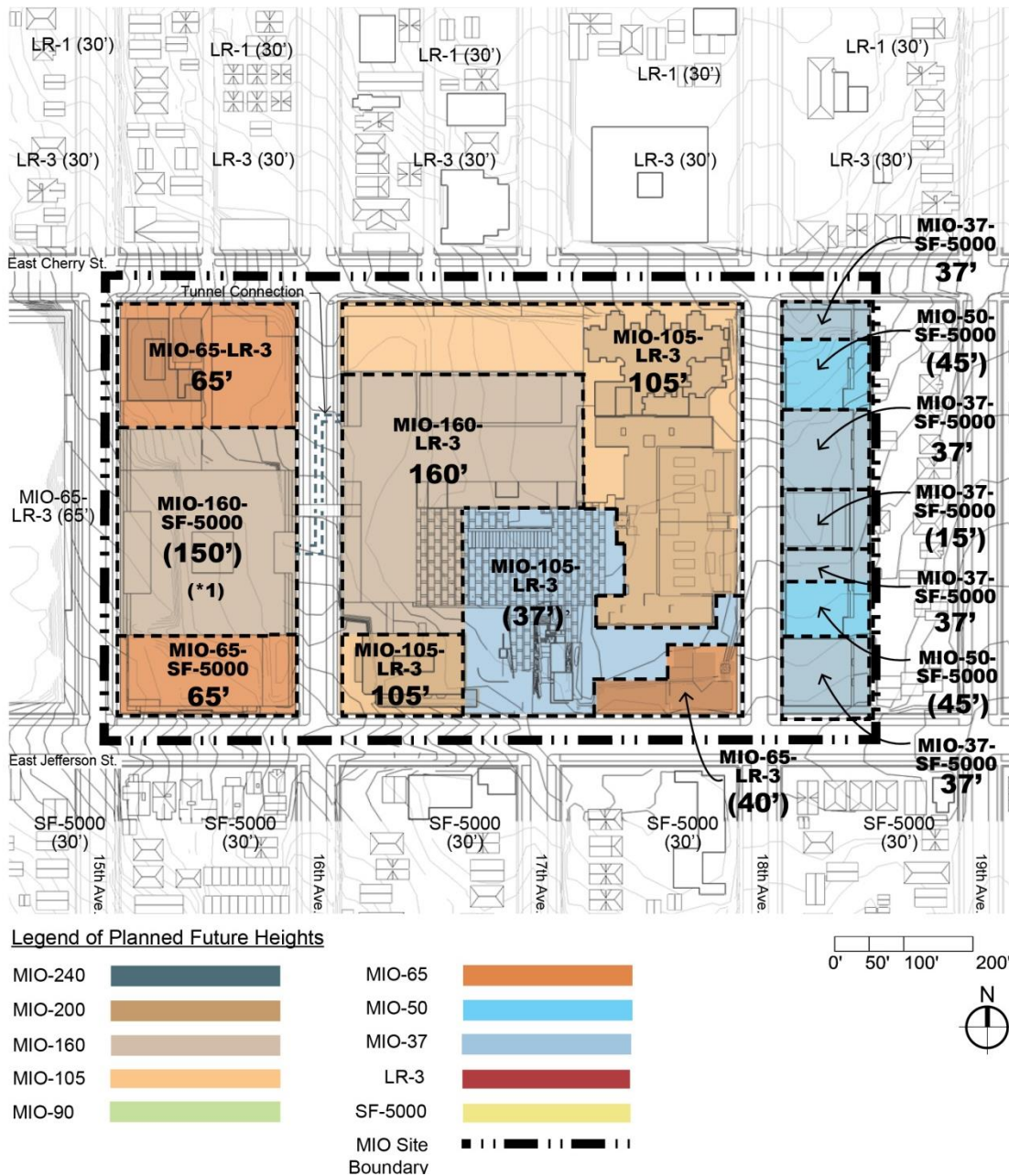
### I. BACKGROUND INFORMATION

Swedish Cherry Hill began at this site in 1910 as Providence Hospital. Existing buildings at the campus total approximately 1.2 million square feet. The prior Master Plan expired in 2011. Swedish Cherry Hill has applied to the Department of Planning and Development (DPD) for a new Major Institution Master Plan.

Swedish Cherry Hill is proposing to maintain its existing MIO boundary (Figure 1) and to modify MIO height overlays (Figures 2).



**Figure 1. Existing MIO Boundaries and Heights**



**Figure 2. Proposed MIO Heights**

Planned and potential projects would occur throughout the life of the Master Plan. No Master Plan term is proposed and timing is only an estimate. The planned uses include hospital replacement, clinic replacement, research, infrastructure, parking and other mixed uses related to Swedish Cherry Hill's campus functions. The Swedish Cherry Hill Master Plan proposal includes multiple projects that may evolve as programming and planning are developed. It is possible that the planned projects could be completed by 2023, and the proposed projects could be completed by 2040. The total net increase of near and long-term projects would be approximately 1.55 million square feet. The total square footage on the campus following construction of both planned and potential projects near and long-term development would be approximately 2.75 million square feet (including existing development).

Four major development sequences or phases may occur with the Master Plan, with one sequence focused first on replacing aging buildings and parking structures. Phase A would create the “empty chair” and may allow clinical/administration uses to move out of the existing Cherry Hill Professional Building and West Campus. That would allow for the development of a new hospital replacement tower on the corner of 16th Avenue and E Cherry Street hospital space in Phase C. The potential sequencing of development is described in Section C.8 of the Master Plan and in Section III.B of this report.

Swedish Cherry Hill would continue to provide parking in existing parking facilities on campus and in new parking facilities on the campus that are accessory to both planned and potential buildings. The existing parking supply is 1,510 parking spaces with 1,293 spaces located in garages and 217 located on surface parking lots. Swedish Cherry Hill proposes to increase parking with each new building for a total of 2,245 spaces at full build-out of the Master Plan.

#### **I. A. SKYBRIDGE AND TUNNEL**

Swedish Cherry Hill has identified in the Master Plan, for future review and decision, the replacement of the existing one-story skybridge across 16th Avenue with a two-story skybridge in approximately the same location, and one below-ground tunnel also under 16th Avenue. The approvals for term permits for the skybridge and tunnel will occur separately from the Master Plan application process, and are subject to their own procedures and policies. The FEIS analyzes the environmental impacts from the skybridge, specifically bulk and scale, and view impacts. Further information on the environmental impacts may be required when the specific applications for the term permits for the skybridge and tunnel are made with the City.

#### **I. B. MAJOR INSTITUTION OVERLAY/REZONE**

Swedish Cherry Hill proposes to modify its current MIO height overlays as depicted on Figure 2 of this report. As also shown on Figure 2, Swedish Cherry Hill is proposing to condition the heights of certain sites to less than would be allowed within the MIO height overlay district.

The following approvals are required as part of the Master Plan:

- ◆ Adoption of a new Major Institution Master Plan (SMC Chapter 23.69)
- ◆ Rezone to modify MIO height overlay districts (SMC 23.34)
- ◆ SEPA Review and Analysis (SMC 25.05)

#### **I. C. PROCEDURAL MILESTONES**

- ◆ Swedish Cherry Hill submitted the formal Notice of Intent to prepare a new Master Plan DPD on November 11, 2011.
- ◆ Swedish Cherry Hill began to work with the Department of Neighborhoods (DON) in 2012 to assist with the formation of a Citizens Advisory Committee (CAC).
- ◆ The formation and first meeting of the CAC occurred on December 13, 2012.
- ◆ A Concept Plan was submitted by Swedish Cherry Hill to DPD dated February 11, 2013.

- ◆ DPD issued a Public Notice of Scoping on March 7, 2013, and held a Public Scoping Meeting on March 21, 2013. The EIS scoping comment period ended on April 4, 2013.
- ◆ A Preliminary Draft Master Plan was submitted by Swedish Cherry Hill to DPD dated November 7, 2013.
- ◆ A second Preliminary Draft Master Plan was submitted by Swedish Cherry Hill to DPD dated February 4, 2014.
- ◆ A Draft Master Plan was submitted by Swedish Cherry Hill to DPD dated May 22, 2014.
- ◆ DPD published a Notice of Availability of the Draft EIS, Draft Master Plan and Public Hearing on May 22, 2014.
- ◆ A Public Hearing was held on June 12, 2014 to hear comments on the Draft EIS and Draft Master Plan. The written comment period ended on July 6, 2014.
- ◆ A Preliminary Final Master Plan was submitted by Swedish Cherry Hill to DPD dated September 26, 2014.
- ◆ A Final Master Plan was submitted by Swedish Cherry Hill to DPD dated December 11, 2014.
- ◆ DPD published a Notice of Availability of the Final EIS and Final Master Plan on December 11, 2014.

#### **I. D. PRIOR APPROVALS**

The City Council adopted the Swedish Medical Center Cherry Hill Campus Major Institution Master Plan by Ordinance #117238 on August 2, 1994, and that plan expired in 2011. DPD (then the Department of Construction and Land Use – DCLU) prepared the Draft and Final EIS for public review and comment during 1992 - 1993.

The existing campus Major Institution Overlay contains three height districts: MIO-65 on the West Campus (block bordered by E Cherry and E Jefferson Streets and 15th and 16th Avenues; MIO-105 on the Central Campus (block bordered by E Cherry and E Jefferson Streets and 16th and 18th Avenues); and MIO-37 on the East Campus (half-block bordered by E Cherry and E Jefferson Streets on the north and south, and fronting on the east side of 18th Avenue).

#### **I. E. SITE & VICINITY DESCRIPTION**

Swedish Cherry Hill is located on an approximately 13.33-acre (580,569 square foot) site in Seattle's Squire Park neighborhood at 500 17<sup>th</sup> Avenue. The campus is located east of Broadway Avenue. It is located between E Cherry Street to the north, E Jefferson Street to the south, and 15th Avenue to the west. The eastern boundary is mid-block between 18th and 19th Avenues. The site generally slopes downward both to the west and to the south.

Uses in the immediate area north, south, and east of the campus are primarily single-family. A mix of some institutional and commercial uses are located in the vicinity of the Swedish Cherry Hill campus. Across 15th Avenue, the eastern boundary of Seattle University's campus is across the street from the western boundary of Swedish Medical Center. Property south of the campus across E Jefferson Street is zoned single-family. Multi-family residential buildings and a small grocery store are located across E Jefferson Street between 15th and 18th Avenues. The majority

of uses south of campus is single-family residential. The eastern boundary of the campus abuts a single-family zone with single-family residences located adjacent to the campus boundary and east of the campus. Property north of the Swedish Cherry Hill campus is zoned LR3 and LR1, and contains a mix of multi-family and offices uses along E Cherry Street with a mix of multi-family and single-family uses located north of E Cherry Street.

#### **I. F. PUBLIC COMMENT AND AGENCY COMMENT**

DPD solicited public input during the EIS scoping period from March to April 2013, and held a public scoping meeting on March 21, 2013. During the initial comment period on the scope of the EIS and the Concept Plan, DPD received three written comments from the public. The written comments included a request for additional alternatives, opposition to the proposed expansion of MIO boundaries, and opposition to proposed street vacations. Swedish subsequently withdrew proposals to expand its boundary and to vacate streets.

Twenty-six people made oral comments at the March 21, 2013, scoping meeting. The majority of the comments were directed at height, bulk and scale, traffic and transportation impacts, land use compatibility with surrounding residential uses, historic resources, impacts on public services and utilities, and impacts of construction. DPD prepared a Scoping Document dated June 2013 and revised August 2013.

DPD received written comments during the public review of the Draft EIS from May 22 through July 6, 2014 (45 days) and court reporters transcribed comments from the public hearing on June 12, 2014. The letters and comments received during the Draft EIS public comment period and public testimony are contained in Appendix D of the FEIS, which is incorporated herein by reference. All CAC meetings were open to the public, publicized by Department of Neighborhoods (DON), and were attended by neighbors and interested citizens. Each CAC meeting provided opportunity for public comment.

#### **I. G. CITIZENS ADVISORY COMMITTEE**

The CAC met regularly throughout the planning process. From its initial meeting in December 2012 through 2014, the CAC held 22 meetings, and held six ( *to be updated with actual number prior to finalizing*) meetings in January through March 2015 to prepare their recommendation to the Hearing Examiner. The CAC submitted a letter outlining their comments and recommendations on the Preliminary Draft EIS and Master Plan to DPD on December 12, 2013. Subsequently to the CAC's comments on the Draft Master Plan and Preliminary Final Master Plan, Swedish Cherry Hill made changes to the Final Master Plan to eliminate previously proposed alternatives, and to include a new Alternative 12, and DPD updated its Final EIS.

#### **I. H. CHANGES TO MASTER PLAN IN RESPONSE TO PUBLIC COMMENTS**

Swedish Cherry Hill submitted its Concept Plan in February 2013. The Concept Plan included potential boundary expansions to the north across E Cherry Street, to the east to include the half-block on the west side of 19th Avenue, and to the south across E Jefferson Street. The Concept

Plan also included the potential street vacations of 16th and 18th Avenues between E Cherry and E Jefferson Streets.

In response to the comments it received from the public and the CAC, Swedish Cherry Hill modified its Draft Master Plan to eliminate alternatives that would expand its campus boundaries, eliminated alternatives that would include street vacations, and identified three build alternatives that were evaluated in the Draft EIS. Alternative 8 would add 1.9 million gross square feet for a total of 3.1 million gross square feet, and Alternatives 9 and 10 would add 1.55 million gross square feet, for a total of 2.75 million gross square feet.

Appendix D of the FEIS includes written comments on the DEIS and responses to those comments. Appendix D of the FEIS also includes public testimony regarding the FEIS and responses to those comments.

In September 2014, Swedish submitted its Preliminary Final Master Plan. The Preliminary Final Master Plan included three alternatives. Alternative 9 (included in the Draft Master Plan) was eliminated and a new Alternative 11 was included. Alternative 8 would add 1.9 million gross square feet for a total of 3.1 million gross square feet, and Alternatives 10 and 11 would add 1.55 million gross square feet, for a total of 2.75 million gross square feet.

Comments on the Draft EIS and Preliminary Final Master Plan primarily raised concerns in regard to height, bulk, and scale, and to pedestrian and vehicular transportation impacts from future development. In response, Swedish Cherry Hill has proposed in its Final Master Plan only one build alternative, Alternative 12. Alternative 12 would add 1.55 million gross square feet, for a total of 2.75 million gross square feet, would lower MIO heights on the west and east portions of campus, and would increase setbacks in some of the campus areas from those shown in the Preliminary Final Master Plan.

## **II. GOALS, MISSION AND OBJECTIVES**

### **II. A. PURPOSE OF THE MAJOR INSTITUTION MASTER PLAN**

The City Council adopted the Swedish Cherry Hill Major Institution Master Plan by Ordinance #117238 in 1994, and that plan expired in 2011. Table 2-1 of the Final EIS lists the projects that were approved in the 1994 Master Plan, and identifies which projects were constructed.

The Swedish Cherry Hill Master Plan proposal is meant to: 1) balance Swedish Cherry Hill's programmatic needs to grow with the need to protect the livability and vitality of adjacent neighborhoods; 2) address community input provided during public meetings held on the Master Plan and during EIS scoping (March to April 2013), and during the comment period on the Draft EIS (May to July 2014); and 3) to respond to input from the CAC's public meetings.

### **II. B. SWEDISH MEDICAL CENTER'S MISSION**

As provided by Swedish in their Final Master Plan, the hospital's stated mission is:



*“For more than a century, Swedish has been at the forefront of technology and innovation, providing world-class healthcare to those who live and work in Seattle and the surrounding Puget Sound region. Swedish’s mission is to improve the health and well-being of each person we serve.*

*Swedish was founded in 1910 by Dr. Nils Johanson, a surgeon and Swedish immigrant who brought together doctors and nurses who shared his passion for being on the leading edge of medical practice and patient care. Dr. Johanson’s legacy of constant innovation and compassionate care continues today. Swedish is recognized nationally for the safety and quality of the care it delivers to more than 150,000 patients each year.*

*True to the intent of its founder, Swedish has been dedicated to being the best community partner possible. It does this by providing a wide range of community benefits, strategies and solutions that meet people’s healthcare needs. That means covering the cost of medical care for those who can’t pay, offering free health screenings, assisting patients with their rent in times of healthcare crisis, and supporting research projects that help to create valuable medical advances, both here at home and across the world. In 2013, Swedish’s community benefits and uncompensated care totaled more than \$142 million, of which more than \$37 million was provided for uncompensated care.”*

## **II. C. MASTER PLAN OBJECTIVES**

The primary goal of the Swedish Cherry Hill Master Plan, as stated in the Master Plan, is *“to permit appropriate institutional growth within boundaries while minimizing the adverse impacts associated with development.”*

Swedish Cherry Hill has stated in their Final Master Plan on pages 4 - 6 that there are seven drivers of its need for growth:

- ◆ Ageing Campus with Limited Area for New Development: Swedish Cherry Hill is more than 100 years old and includes a patchwork of facilities, many of which must be replaced to meet new standards for patient care. Growth is constrained by the fact that there are few spaces on campus to place a new building without demolishing an existing, still functioning building.
- ◆ Regional Demand: The Puget Sound’s growing populations will place a greater demand for services offered at Cherry Hill.
- ◆ Ageing Population: The aging of the regional population will result in an increased need for specialty services of the type offered at the Cherry Hill campus, particularly disorders of the heart, brain and spine, as well as chronic diseases such as Coronary Artery Disease, Multiple Sclerosis, Parkinson’s and Alzheimer’s. When the James Tower was built in 1910, the life expectancy was 51.5 years. Today, the average life expectancy in Washington is 80.3 years.
- ◆ Healthcare Reform: The Patient Protection and Affordable Care Act will likely result in an increased volume of patients to the campus starting in 2014 as over half a million previously uninsured residents of Washington state become insured.

- ◆ Technological and Patient Care Changes: Innovations in healthcare techniques, such as the use of robots in surgery, require larger operating rooms. In addition, market demands, healthcare regulations and building code requirements tend to require significantly larger patient rooms than in previous years.
- ◆ Cost Pressures: Healthcare providers will be challenged to continue providing quality care to more people seeking services at a cost that is affordable and sustainable. Swedish will be looking to reduce the cost of care through efficiency and cutting out waste. The current campus configuration and aged facilities creates inefficiencies in the delivery of care and requires replacement or remodeling of older, inefficient buildings.
- ◆ Safety and Quality as Drivers toward New Facility Design: Over ten years ago, a movement started in the healthcare industry to focus on patient safety and quality care based on facility design. Facility design can also promote patient healing, reduce the need for pain medications, and shorten the length of stay in the hospital.

### **III. MASTER PLAN ELEMENTS**

#### **III. A. MAJOR INSTITUTION OVERLAY DISTRICT**

The Swedish Cherry Hill campus is located between E Cherry Street to the north, E Jefferson Street to the south, and 15th Avenue to the west. The eastern boundary is mid-block between 18th and 19th Avenues. Swedish Cherry Hill is proposing to maintain the existing MIO boundaries but to increase heights in four areas of the campus, and to decrease the heights in three areas of the Central Campus (see Figure 2):

1. On the West Campus (block bordered by E Cherry and E Jefferson streets and 15th and 16th Avenues), Swedish is proposing to increase the center portion of the block from MIO-65 to MIO-160 conditioned down to a height of 150 feet. The north and south portions would remain at MIO-65.
2. On the Central Campus, Swedish is proposing to: maintain MIO-105 on the north and east sides and on the southwest corner; to increase heights from MIO-105 to MIO 160 for a portion along the east side and center; to maintain the MIO-105 on the entry plaza but to condition the height down to 37 feet, and to reduce the MIO-105 on the southeast corner from MIO-105 to MIO 65 conditioned down to a height of 40 feet.
3. On the East Campus, Swedish is proposing to increase the MIO-37 to MIO-50 for two portions along this half-block, both of which would be conditioned down to a height of 45 feet. The remaining portions would retain the existing MIO-37. A center section of MIO-37 would be conditioned down to a height of 15 feet.

#### **III. B. DEVELOPMENT PROGRAM**

The Swedish Cherry Hill campus is approximately 13.33-acres (580,569 square feet) with a total building area of 1.2 million square feet. Swedish Cherry Hill is proposing a maximum build-out of approximately 2.75 million square feet.

Planned and potential projects would occur throughout the life of the Master Plan. No Master Plan term is proposed and timing is only an estimate. The planned uses include hospital beds,

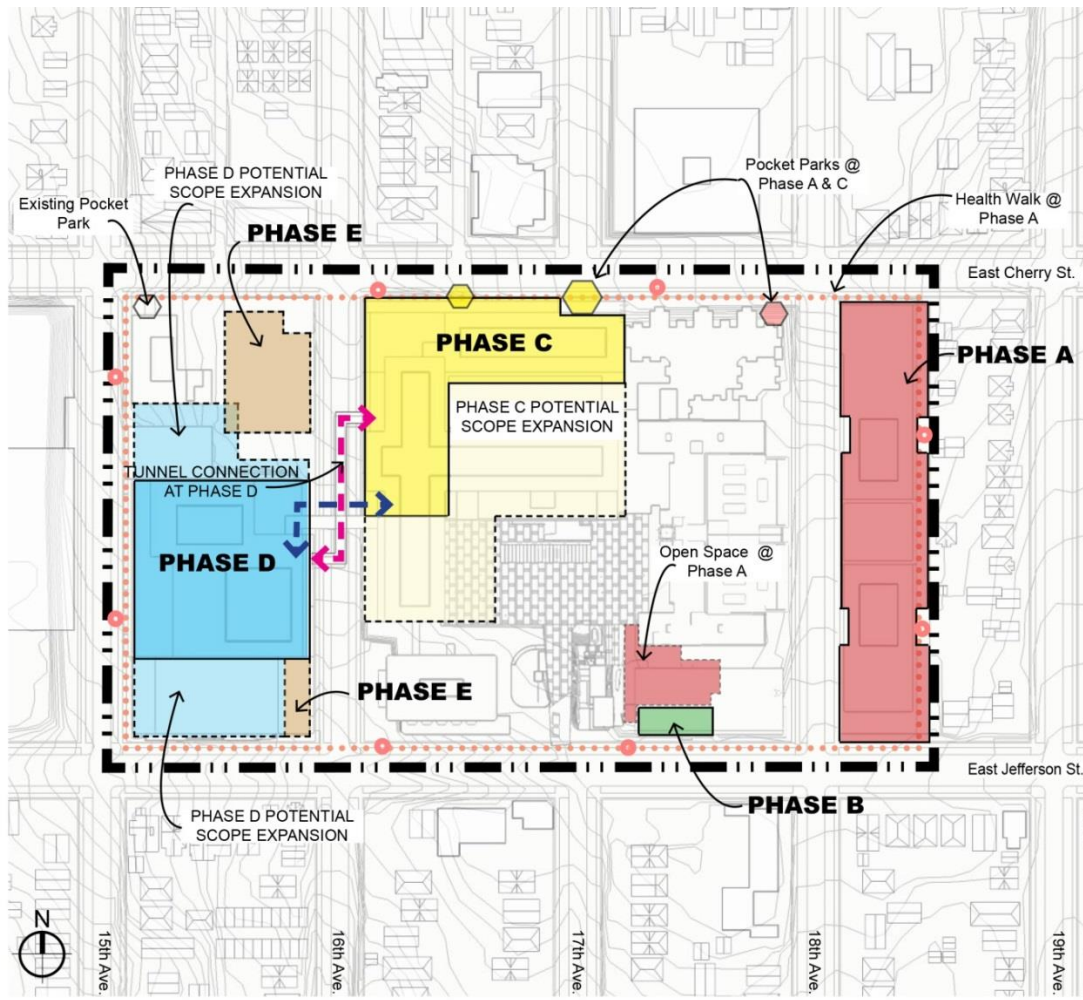
clinic, research, education, long-term care, parking and other institutional uses supporting Swedish Cherry Hill's campus functions. The Swedish Cherry Hill Master Plan proposal includes multiple projects that may evolve as programming and planning are developed. It is possible that the planned projects could be completed by 2023, and the proposed projects could be completed by 2040.

### **Phasing of Planned and Potential Development**

According to the Swedish Cherry Hill Master Plan, the timing of projects on the Cherry Hill Campus is subject to variability due to the uncertainty of funding and the rapid changes in the healthcare environment. Planned and potential development projects will occur over the lifetime of the Master Plan to accommodate the need for replacement, renovation and expansion of the inpatient hospital, the supporting medical clinics, research/ educational facilities and parking.

Swedish Cherry Hill has identified the first project to be a medical office building located on the eastern campus, on the half-block between 18th and 19th Avenues. The timing of the projects described below is an estimate and will be driven by market/ facility needs, funding sources and the availability of the "open chair" on campus. The titles of A, B, C, D, and E shown on Figure 3 are not intended to convey a particular order. Each project will be initiated in response to demand and financial feasibility.

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**Figure 3. Potential Construction Sequencing**

Phase A: The 18th Avenue half-block is the only “empty chair” to begin the process of replacing aging buildings, increasing parking, and addressing use demands without demolishing existing buildings and displacing uses. The new building could allow clinical/administration uses to move out of the existing Cherry Hill Professional Building (CHPB) and West Tower in preparation of Phase C build-out and provide space for additional clinical/research/education uses. The development would include underground parking. The Campus Healthwalk may be implemented in this phase along with 18th Avenue pedestrian/bike improvements. Phase A could begin with approval of the Swedish Cherry Hill Master Plan in 2015. Construction could occur in 2016 with completion of construction and occupancy in 2017.

Phase B: Phase B could be the renovation and repurposing of the Providence Annex on E Jefferson Street into a community amenity. Potential uses and improvements could include improvement of access to E Jefferson Street and the King County Metro bus stop, day care center, street-side small scaled retail space for service retail (i.e. bicycle repair shop) or food & beverage establishment. Open space improvements between the Annex and the James Tower would occur with this redevelopment.

Phase C: The new hospital replacement tower on the corner of 16th Avenue and E Cherry Street (to replace space occupied by the CHPB/West Tower and expand hospital need) could occur as Phase C. The new hospital tower would include below-grade parking under the building. Scope and/or additional subphases of this project would depend on funding, timing of need and constructability issues. The 17th Avenue pedestrian connection improvement would occur in this phase. Upgrades to the campus central utility plant will be included in the medical center system updates as new utility services are planned for the northwest corner of the site. Central Utility services may be decentralized and incorporated into the future development of each new phase.

Phase D: Phase D would likely be the demolition of the 1977/81 west parking garage and its replacement with more parking, clinical / research / education space, community health retail, and long term care facilities. The size of each use would depend on the demand needs of the medical center. Scope and/or additional sub-phases of this project would depend on funding, timing of need and constructability issues. The East/West pedestrian interior pathway extension would occur in this phase.

Phase E: The last phase would likely be the redevelopment of the Seattle Medical and Rehabilitation Center on the corner of E Cherry Street and 16th Avenue. Uses would depend on the needs at that time of Master Plan development.

### **Skybridge and Tunnel**

Swedish Cherry Hill is proposing at a future date the application for term permits for a new two-story skybridge across 16th Avenue to replace the existing one-story skybridge and a new tunnel to be constructed under 16th Avenue. Applications for the term permits would occur with Phase D development. See Figure 3.

Swedish anticipates the future need of the skybridge and tunnel to connect and provide circulation between buildings located on either side of 16th Avenue for patients and materials. Environmental impacts of the skybridge have been identified in the FEIS, however future environmental studies, specific mitigation and public benefits will be reviewed separately and are not included in this Master Plan.

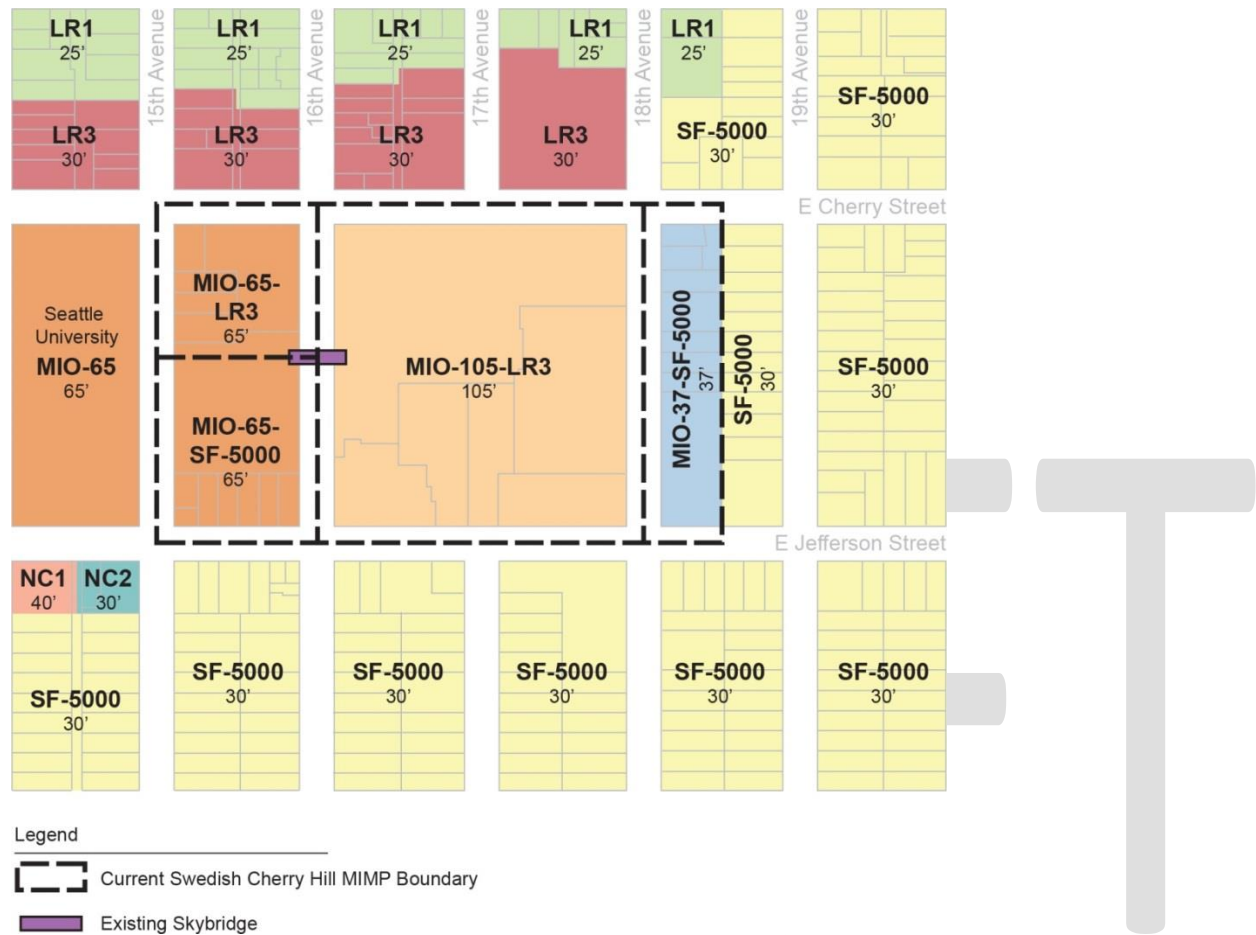
If deemed needed at the time of new development, Swedish will submit applications for the skybridge and/or tunnel in conformance with SMC 15.64 Skybridge Term Permits, SDOT Director's Rule 2-06 Skybridge Permits, Client Assistance Memo 2207 Skybridge Permitting Process and Client Assistance Memo 2207 Term Permit Fee Methodology, or as those documents may be amended or superseded in the future.

### **III. C. DEVELOPMENT STANDARDS**

The Master Plan discusses Swedish Cherry Hill's proposed development standards on pages 20-46. Consistent with SMC 23.69.030, the development standards would modify and supersede the underlying zoning standards. Specifically, Swedish Cherry Hill proposes to replace the underlying SF5000 and LR3 zoning development standards with the Master Plan development standards pursuant to the major institutions code (SMC 23.69).

### Existing Underlying Zoning

The existing MIO has an underlying zone of SF5000 and LR3. See Figure 4.

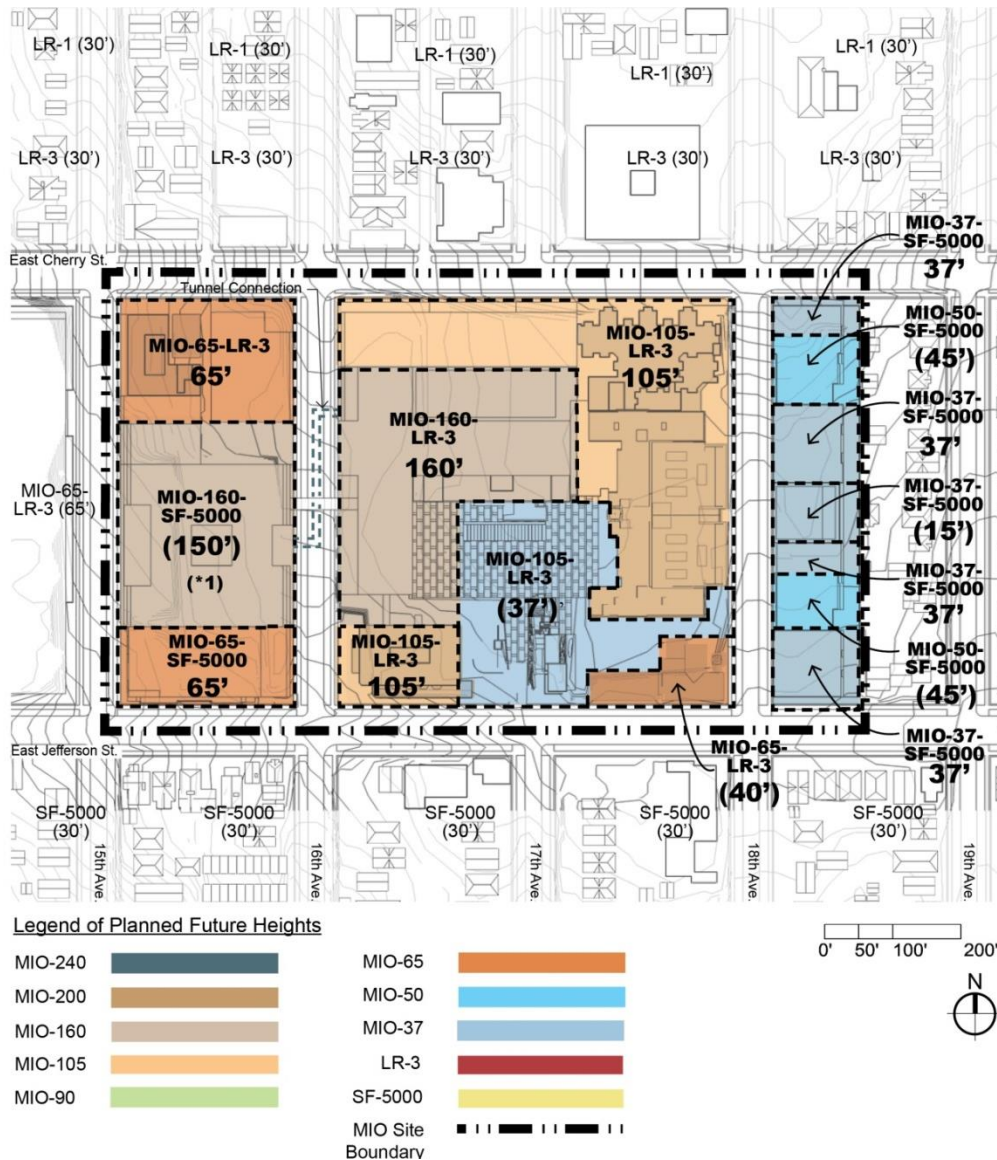


**Figure 4. Underlying Zoning**

SF5000 and LR3 are both residential zones, each with a height limit of 30 feet. Swedish does not propose to change the underlying zones.

### Height

Swedish Cherry Hill is proposing to maintain the existing MIO-65, -105 and -37 on most edges of the campus, and increasing heights in the center of the West Campus, the western portion of the center of the Central Campus, and two sections of the half-block that is the East Campus. Figure 5 identifies both the MIO height districts listed in SMC 23.69.004, and shows in parenthesis lower heights on certain sites that Swedish has agreed to maintain for the duration of the Master Plan. Those lower heights are denoted as “conditioned heights”



**Figure 5. Proposed Major Institution Overlay Districts (Conditioned heights are shown in parenthesis)**

### **Setbacks**

The underlying SF5000 zoning has minimum depths for front, rear and side yards in lieu of setbacks. Yards are required for every lot in a single-family zone. The yard depths are:

- ◆ Front Yards – Average of front yards of single-family structures on either side or 20 feet, whichever is less
- ◆ Rear Yard – 25 feet
- ◆ Side Yard – 5 feet

For the portions of the campus with underlying SF5000 zoning (south-half of West Campus and all of East Campus), Swedish is requesting a modification to allow the establishment of building

setbacks in lieu of yards. Front setbacks would vary by street and would range from 0' to 20' at ground level and from 10' to 80' at upper levels. Swedish is proposing a rear setback of 25' at ground level along the half-block of 18th Avenue. Upper level setbacks would range from 25' to 30'.

The underlying zoning of the remainder of the campus is LR3. Setback requirements for institutions located in Lowrise zones are found in SMC 23.45.570:

- ◆ Front Setback - The minimum depth of the required front setback is determined by the average of the setbacks of structures on adjoining lots, but is not required to exceed 20 feet. The setback shall not be reduced below an average of 10 feet, and no portion of the structure may be closer than 5 feet to a front lot line.
- ◆ Rear Setback - The minimum rear setback is 10 feet.
- ◆ Side Setback
  - The minimum side setback is 10 feet from a side lot line that abuts any other residentially zoned lot. A 5-foot setback is required in all other cases, except that the minimum side street side setback is 10 feet.
  - When the depth of a structure exceeds 65 feet, an additional setback is required for that portion of the structure in excess of 65 feet. This additional setback may be averaged along the entire length of the wall. The side setback requirement for portions of walls subject to this provision shall be provided as shown in Table C for 23.45.570.

In Table C for SMC 23.45.570, side setback requirements vary based on structure height and structure depth. Side setbacks are measured from side lot lines, or side lot lines that abut a residentially zoned lot. There are no side lot lines or side lot lines abutting residentially zoned lots on the Swedish Cherry Hill campus, and side setback requirements would not apply. The Swedish lot line abutting the single-family lot line at the east edge of the campus on the east side of 18th Avenue is considered a "rear lot line" and rear setback requirements would apply.

Swedish Cherry Hill is proposing to meet the underlying front and rear setback requirements for the underlying LR3 zoning.

Proposed street front setbacks are shown for each block in Figures B-2 through B-10 on pages 25 through 33 and summarized in Table B-2 of the Master Plan. Structure setbacks from street rights-of-way will allow for additional landscaping and pedestrian amenities. (See Figures B-13 and B-14 on pages 40-41 of the Master Plan).

Architectural features, structural projections, weather protection, window overhangs and similar elements may extend into the public right-of-way as long as standards are met as determined by Seattle Department of Planning and Development and permits are obtained from Seattle Department of Transportation.

**Maximum Lot Coverage in SF5000 Zone**



A 35 percent lot coverage only applies to campus areas with an underlying SF5000 zone. Swedish has proposed to eliminate the lot coverage requirement of the underlying single-family zone and measure lot coverage for the entire campus. The Master Plan identifies a 76.5 percent maximum lot coverage for the entire campus.

### **Façade Width and Structure Depth in LR Zones**

Section 23.45.570 Institutions, D. Structure Width in Lowrise Zones, Table A for 23.45.570: Width Limits for Institutions in Lowrise zones identifies that in LR3, the maximum structure width without green factor is 60 feet; with green factor, the maximum width is 150 feet.

Swedish Cherry Hill is requesting a modification to this requirement. Swedish Cherry Hill is proposing unmodulated facades be limited to a maximum façade width of 125 feet to allow for efficient development of hospital uses.

The maximum permitted depth of institutional structures in LR3 zones is 65 percent of the lot depth. Swedish Cherry Hill is requesting a modification to this requirement and proposing that structure depth be limited by setbacks measured between the structure and street right-of-way.

### **Exemptions from Floor Area Ratio (FAR)**

Floor area ratio (FAR) limits in the underlying LR3 zone do not apply to Major Institutions. However SMC 23.69.030.E.2 requires Master Plans to identify an overall FAR for the campus. Typical to other Major Institution Master Plans, specific exemptions from gross floor area when used to calculate FAR are requested in the Master Plan on page 55. The Master Plan identifies the following spaces to be exempt from the calculation of gross floor area:

- ◆ Portions of structures below grade
- ◆ Above and below-grade parking.
- ◆ Mechanical areas (floors, levels, penthouses, mechanical closets, and interstitial space that is not occupiable (mechanical floors/levels).
- ◆ Electrical areas (generators, transformers, electrical closets, electrical servers and spaces that is not occupiable).

### **Existing and Proposed Landscaping and Open Space**

In the Master Plan, Swedish has stated that their priority will be to maintain existing landscape patterns in the street level landscape areas. Landscaping will be provided in structure setbacks and roof top gardens when practical. Street trees will be provided in planting strips. Trees, shrubs, groundcover, grass and flowers would reinforce the open space concept and existing vegetation. Seattle's Land Use Code requirements for Green Factor will be used in directing the quantity and quality of new landscaping and the Green Factor score sheets will be completed during the MUP process for individual planned projects.

Future buildings at the corner of 16th and E Cherry, 18th and E Cherry, 16th Avenue and E Jefferson, and 18th Avenue and E Jefferson will be set back from the corner to allow visibility.

Any proposed landscaping at these locations will not obscure visibility around the corner. Landscaping will be proposed to benefit the neighborhood pedestrian experience and promote pedestrian security and safety.

The Swedish Cherry Hill campus transitioned to an organic, sustainable maintenance program in 2012 and received a 5-star EnviroStar award from King County. This change eliminated the use of pesticides for the health and safety of patients, visitors, staff and community, as well as that of the environment.

The existing MIO landscaping and screening reflect the urbanized character of the Cherry Hill campus, which is dispersed, and generally smaller varied spaces in the perimeter setbacks and building separation spaces. The designated open space is the central plaza and main hospital entrance off E Jefferson Street. The existing open space is approximately 31,065 SF, or 5.35 percent of the existing campus.

Swedish has proposed that the future campus contain a minimum of 74,025 SF of open space, or approximately 12.75 percent of the campus. Swedish has proposed the minimum percentage of open space to provide flexibility for the individual projects, which will comprise the proposed future development of the MIO. The landscaped open space calculation applies to the entire MIO campus and not to individual project sites.

The main entry plaza with its integrated landscaped areas plus the landscaped courtyard between the Annex and James Tower will be set aside as designated open space and not future building footprints. Swedish has proposed that the drop-off zone on the plaza be included in this area because it can be closed to auto traffic for campus events. They have not included the western +/-60 feet of the plaza in the designated area because it has the structural capacity for a future two-story building on top of it.

The Master Plan contains the areas at the campus perimeter (landscape and sidewalks) plus the cross campus connectors and open space areas as landscaped community amenities. With the purpose of adding community amenities to increase safety and provide increased aesthetic enjoyment, Swedish is proposing to include education markers for health and exercise, provide respite and contemplation areas, and to clarify the pedestrian pathways and bicycle routes through the campus.

Swedish is proposing that the following would be located within the public right-of-way:

- ◆ The perimeter pedestrian sidewalk and landscaping would include: widening sidewalks to SDOT standards, infilling missing street trees, adding pedestrian lighting, creating landscaping that will remain low and meet the CPTED (Crime prevention through environmental design) guidelines, adding pedestrian respite areas on the hill climb areas of E Cherry and E Jefferson Streets, and adding dog waste bag dispensers/waste receptacles.
- ◆ The perimeter Health Walk path on E Cherry Street, 15th Avenue, E Jefferson Street and 18th/19th Avenue landscape buffer would include sidewalk markers and information stops.

Swedish is proposing that the following would be located on property within the institutional boundary:

- ◆ Improvements to the 17th Avenue pedestrian (internal/external) connector with a new entry/landscaped area at 17th Avenue and E Cherry Street.
- ◆ Conversion of the Providence Annex into a daycare center.
- ◆ Creation of an east-west interior pedestrian path extension to a new view node / lookout above 15th Avenue and 18th Avenue.
- ◆ Maintenance of the internal public gardens (at the Annex and plaza Zen Garden).
- ◆ Improvements to the eastern campus edge (18th Avenue half-block) with landscape, privacy walls, and landscape terraces.

Swedish is proposing that the following improvements may be made to the King County Metro bus stop on E Jefferson Street. The concept streetscape design will be reviewed and approved by SDOT, and further design coordination with SDOT/Metro will be necessary. Possible improvements to the E Jefferson bus stop include:

- ◆ Installation of Real Time information signs (RTIS)
- ◆ Expansion of the covered waiting area and seating for passengers
- ◆ Installation of pedestrian scale lighting
- ◆ Extension of the inbound paved passenger boarding area to the east to accommodate space for two buses at the bus zone.

Swedish is proposing that the following improvements would be located on both public property and private property within the institutional boundary.

- ◆ Pocket parks located along the perimeter health walk will have criteria developed to ensure that the spaces will be sites adequately scaled and effectively spaced to offer usable public spaces. Design elements of the proposed perimeter landscaping and health walk must be reviewed and approved by SDOT.

### **Lot Coverage**

The underlying SF5000 zone limits lot coverage to 35 percent of the lot area. Both the 19th Avenue half-block and the southern half of the west campus between 15th and 16th Avenues are zoned SF5000. Swedish is requesting a modification to remove the maximum lot coverage of 35 percent. The underlying LR3 zoning does not have a lot coverage limit.

The current campus lot coverage is 52 percent. Swedish has stated that the underlying zoning lot coverage is insufficient for institutional buildings and required institutional needs to be accommodated within the existing campus boundaries. Swedish is proposing a maximum lot coverage for the campus of 76.5 percent.

### **View Corridors**

There are no designated scenic routes near the Swedish Cherry Hill campus. There are no views of water or mountains in this area that new construction will block.

Existing rights-of-way provide view corridors through the campus and buildings will have street level and upper level setbacks. One new skybridge is proposed to replace the existing skybridge across 16th Avenue. Swedish has proposed that the new skybridge be limited to single corridor, two-story and be transparent.

Views of the James Tower will be maintained along 18th Avenue and from the central plaza. The Master Plan maintains some neighborhood views from the north, east and south to the historic James Tower bell tower. No specific view standards are provided.

### **Transit Access**

King County Metro operates several routes within the vicinity of Swedish Cherry Hill. There are eight King County Metro Transit routes within a half-mile (or 10- to 12-minute) walking distance of Swedish Cherry Hill. The service areas, operating hours, and headways are summarized in Table 2 in Appendix C of the Final EIS. The headways range from five to 30 minutes during the weekday peak periods. Routes 3/4, 64, 84, 193, 211, and 303 serve Swedish Cherry Hill directly with a stop in each direction along E Jefferson Street at 17th Avenue adjacent to the campus. Nighttime service is provided by Route 84 (from 2:00 PM to 4:30 AM) and Route 34 (from 5:00 AM to 1:30 AM). All of the routes serving the campus have remaining capacity to accommodate additional riders during the weekday peak periods; Appendix C in the Final EIS provides additional detail.

The inter-campus shuttle operated by Swedish serves the Swedish First Hill campus, Swedish Cherry Hill campus, and the Metropolitan Park offices. This service is offered free to staff and patients and runs Monday through Friday, except on holidays. This service operates between 6:30 AM and 5:30 PM. The service operates with 20-minute headways within the core hours of 10:00 AM to 2:00 PM and 40 minutes outside those hours.

King County Metro is currently experiencing a funding shortage. In September 2014, route 211 serving the Swedish Cherry Hill campus was eliminated. It is anticipated that in 2015 there may be additional service cuts and changes to bus service that may affect routes 4, 64, and 193 serving the Swedish Cherry Hill campus. The impact of the changes in transit capacity is reflected in the No Build analysis contained in Section 3.7 of the Final EIS.

### **Loading and Service Facilities**

Swedish Cherry Hill currently has five service entrances and loading docks (shown on Figure A-7 on page 15 of the Master Plan): Kitchen and James Tower service comes to the dock at the north end of 18th Avenue. Hospital service comes through the dock at the north end of 16th Avenue. The Central Utility Plant has service access at the south end of 18th Avenue. The NW Kidney Center has service access off 15th Avenue. Seattle Medical & Rehabilitation Center has service access from both 15th Avenue and 16th Avenue to a point in the middle of the block.

Swedish has stated in their Master Plan that congestion and mixing with other services brings confusion and lack of maneuvering space for the service docks. Moving them away from emergency services and allowing more room to manipulate trucks and creating a separation from patient services is high on Swedish's goals of future service areas.

Swedish is proposing six future service locations by maintaining four of the existing locations, moving the service entrance for the Seattle Medical & Rehabilitation Center to an access off of 15th Avenue, and adding a new service location on the east side of 18th Avenue with the development of that half-block.

SMC 23.54.035 describes the required number of loading berths based on the size of a facility and its demand. Hospitals are considered to be high demand. With 2.75 million gross square feet proposed at build out of the Master Plan, City development standards would require 78 off-street loading berths. Since multiple campus buildings share common central loading/supply/waste facilities, Swedish Cherry Hill is requesting that DPD waive or modify quantity and space standards during specific project reviews.

### **Preservation of Historic Structures**

The MIO has two designated City Landmarks within its boundary, the James Tower and Carmack House. The Carmack House is not owned by Swedish or Sabey and there are no plans to develop this property. The Landmarks Preservation Board approved placing no controls on the Carmack House, and therefore a Certificate of Approval would not be required for changes to or demolition of the Carmack House.

The Landmarks Preservation Board approved placing controls and incentives on the James Tower and its site, which are contained in City Ordinance 121588. The James Tower Ordinance is located in Master Plan Appendix B. Future projects adjacent to the James Tower will be referred to the City's Historic Preservation Officer for review.

Proposed demolition or substantial alteration to buildings that are 50 years old or older will be referred to the Department of Neighborhood's Historic Preservation Officer as per SMC 25.05.675H on a project by project basis.

### **Parking**

Swedish Cherry Hill would continue to provide parking in existing parking facilities on campus and in new parking facilities on the campus that are accessory to both planned and potential buildings. The existing parking supply is 1,510 parking spaces with 1,293 spaces located in garages and 217 located on surface parking lots. Swedish Cherry Hill proposes to increase parking with each new building to a total of 2,245 spaces at full build-out of the Master Plan. The projected parking supply is within the Seattle Municipal Code identified minimum and maximum parking supply range of 1,887 to 2,547 spaces. See Section D.2a of the Master Plan.

Changes in transportation travel modes due to changes in transit access, implementation of services that allow improved electronic communication between patients and physicians, and

increases in the cost to operate a vehicle may reduce the number of parking stalls needed to serve the increased demand resulting from Master Plan projects. Provision of new parking stalls associated with the development of any proposed or potential projects will be assessed during the project planning, programming and design phases.

### **III. D. TRANSPORTATION MANAGEMENT PROGRAM**

The Master Plan gives details of the proposed TMP on pages 74-84 and in Section 3.7 of the Final EIS. The proposed TMP modifies the current TMP. The plan describes required details consistent with the major institution code, including the intent, location, authority, goals, HOV incentive, program elements, participants' responsibility, evaluation criteria and procedures.

Swedish currently has a SOV commute rate goal of 50 percent. The most recent CTR survey results (fall 2014) show an average SOV rate of 57 percent. Swedish has proposed a 44 percent SOV rate to be achieved at full build-out. The TMP components are consistent with DPD Director's Rule 10-2012.

### **III. E. PHASING AND EIS ALTERNATIVES**

The Master Plan proposes project phasing, dependent on funding and need. The potential development sequences are described under Section III.B of this report. The Master Plan would remain in place until Swedish Cherry Hill completes the Plan's scope and constructs 2.75 million gross square feet.

The Final EIS includes three alternatives:

- ◆ Alternative 1 – No Build
- ◆ Alternative 8 – Addition of approximately 1.9 million gross SF; change in heights to MIO-50, -65, -105 and -240
- ◆ Alternative 11 – Addition of approximately 1.55 million gross SF; change in heights to MIO-37, -50, -65, -105, and -160
- ◆ Alternative 12 - Addition of approximately 1.55 million gross SF; change in heights to MIO-37, -50, -65, -105, and -160

Swedish Cherry Hill has selected Alternative 12 as its Final Master Plan.

## IV. ANALYSIS – MAJOR INSTITUTION MASTER PLAN

### IV. A. PURPOSE AND INTENT

This section addresses the Purpose and Intent of Seattle's land use regulations for Major Institutions pursuant to SMC 23.69.002. Each criterion is shown in **bold** and analysis follows each criterion, and relies upon all sources of information developed as part of the referenced code requirements, which includes the Final Master Plan and Final EIS.

#### **A. Permit appropriate institutional growth within boundaries while minimizing the adverse impacts associated with development and geographic expansion;**

Swedish Cherry Hill currently has approximately 1.2 million square feet of hospital, offices, clinics and related uses. The original hospital dates back to 1910, opened as Providence Hospital. The Central Utility Plant became operational in 1909. The most recent upgrades were made in 2008 with the Main Entry Plaza and South Addition to the Center Building. See Figure A-3 on page 8 of the Master Plan. According to Swedish, much of the clinic, office and surgery space dates from the 1970s and 1980s and needs to be replaced to meet modern health care requirements.

Swedish Cherry Hills' stated needs are described on pages 4 – 6 of the Master Plan and include: *"Swedish Cherry Hill is more than 100 years old and includes a patchwork of facilities, many of which must be replaced to meet new standards for patient care. Growth is constrained by the fact that there are few spaces on campus to place a new building without demolishing an existing, still functioning building."*

Swedish has stated that their total needs for new hospital, clinical/research, education long term care, and hotel space for patients and their families would total approximately 3.1 million gross SF over the next thirty years.

Swedish Cherry Hill's February 2013 Concept Plan included potential boundary expansions to the north across E Cherry Street, to the east to include the half-block on the west side of 19th Avenue, and to the south across E Jefferson Street. The Concept Plan also included the potential street vacations of 16th and 18th Avenues between E Cherry and E Jefferson Streets. In response to public and CAC comments, Swedish Cherry Hill eliminated alternatives that would expand its campus boundaries, eliminated alternatives that would include street vacations, and agreed to maintain its existing MIO boundaries.

To achieve the growth that they say is needed, Swedish has proposed higher MIO Overlay heights in lieu of campus expansion or street vacations. Swedish and their architects have presented the CAC with 11 different Build Alternatives, moving heights into different areas of the campus. In response to comments, the Final Master Plan includes only one Alternative, Alternative 12, which concentrates development into the center of the campus, and maintains existing MIO heights on the north and south edges of campus, and maintains the majority of the existing MIO height on the east half-block.

The primary area available for redevelopment without demolishing existing functional buildings is the half-block on the east side of 18th Avenue between E Cherry and E Jefferson Streets. The existing MIO is MIO-37, and Swedish has proposed to maintain that MIO for all but two sections (totaling approximately 30 percent of the land). For those two sections, Swedish has proposed MIO-50 conditioned down to a maximum structure height of 45 feet. In addition, they have proposed conditioning the height of the center section of MIO-37 down to a maximum structure height of 15 feet. Swedish has proposed a setback at ground level of 25 feet with an additional 5-foot setback for the two building sections that would extend above 37 feet.

The Master Plan includes increased heights to accommodate an increase in development capacity for the campus while maintaining the existing MIO boundaries. The increased development capacity achieved through the additional heights will accommodate the majority of Swedish's stated anticipated infrastructure replacement and service needs. This program will result in a significant increase in the amount of total gross square footage of the campus. The impacts of redevelopment and new development associated with the increased development capacity within the MIO were analyzed in the FEIS. The FEIS includes mitigation for short-term and long-term adverse impacts from planned and potential growth outlined in Master Plan. (See Section VI of this report for analysis of the environmental impacts and mitigation.) In addition, the Master Plan identifies a development program that includes street level and upper level setbacks, modulation requirements, open space, on and off-site community amenities, Design Guidelines and a Transportation Management Plan, which mitigate impacts of the increased development capacity.

Swedish has proposed higher MIO height toward the center and western edge of the campus in lieu of an expansion of the boundaries. The Director concludes that the proposed Master Plan as conditioned allows appropriate institutional growth by accommodating Swedish Cherry Hill's anticipated infrastructure replacement and service needs while minimizing impacts associated with future development through mitigation identified in this report and FEIS, therefore meeting the purpose and intent of SMC 23.69.

**B. Balance a Major Institution's ability to change and the public benefit derived from change with the need to protect the livability and vitality of adjacent neighborhoods;**

Swedish Cherry Hill currently has approximately 1.2 million square feet of hospital, offices, clinics and related uses. The original hospital dates back to 1910. Swedish Cherry Hill has stated on pages 4 – 6 of their Master Plan that there are seven drivers of its need for growth:

- ◆ Aging Campus with Limited Area for New Development: Swedish Cherry Hill is more than 100 years old and includes a patchwork of facilities, many of which must be replaced to meet new standards for patient care. Growth is constrained by the fact that there are few spaces on campus to place a new building without demolishing an existing, still functioning building.
- ◆ Regional Demand: The Puget Sound's growing populations will place a greater demand for services offered at Cherry Hill.
- ◆ Aging Population: The aging of the regional population will result in an increased need for specialty services of the type offered at the Cherry Hill campus, particularly disorders



of the heart, brain and spine, as well as chronic diseases such as Coronary Artery Disease, Multiple Sclerosis, Parkinson's and Alzheimer's. When the James Tower was built in 1910, the life expectancy was 51.5 years. Today, the average life expectancy in Washington is 80.3 years.

- ◆ Healthcare Reform: The Patient Protection and Affordable Care Act will likely result in an increased volume of patients to the campus starting in 2014 as over half a million previously uninsured residents of Washington state become insured.
- ◆ Technological and Patient Care Changes: Innovations in healthcare techniques, such as the use of robots in surgery, require larger operating rooms. In addition, market demands, healthcare regulations and building code requirements tend to require significantly larger patient rooms than in previous years.
- ◆ Cost Pressures: Healthcare providers will be challenged to continue providing quality care to an more people seeking services at a cost that is affordable and sustainable. Swedish will be looking to reduce the cost of care through efficiency and cutting out waste. The current campus configuration and aged facilities creates inefficiencies in the delivery of care and requires replacement or remodeling of older, inefficient buildings.
- ◆ Safety and Quality as Drivers Toward New Facility Design: Over ten years ago, a movement started in the healthcare industry to focus on patient safety and quality care based on facility design. Facility design can also promote patient healing, reduce the need for pain medications, and shorten the length of stay in the hospital.

The public benefits provided by Swedish Cherry Hill are summarized in Section C.12 of the Master Plan, beginning on page 69. Swedish has stated: *Development enabled by the MIMP will allow Swedish Cherry Hill to continue providing excellent care to the region and allow it to meet the expanding health needs of a growing and aging population. The Swedish Cherry Hill campus provides a significant benefit to the surrounding community beyond the world-class care it provides patients. Swedish believes being a good community steward is a critical element to accomplishing its mission of improving the health and wellbeing of everyone it serves. As a nonprofit organization, Swedish is committed (and required) to re-invest income beyond its costs to support its mission and achieve a true benefit to the surrounding community. Swedish Cherry Hill provides this support through community outreach efforts, free and subsidized health care, direct services for local residents and nonprofit organizations and several other strategies.*

Benefits include:

- ◆ Patient Care: The Swedish Cherry Hill campus is a regional specialty center that serves over 150,000 patients each year. Cherry Hill is one of the most modern and technologically advanced medical facilities in our region. In addition to the Swedish Neuroscience Institute and the Swedish Heart & Vascular Institute, the Cherry Hill campus houses an Emergency Department, a comprehensive family care clinic booking more than 32,000 visits a year and a medical training residency program for family physicians that in 2012 cared for 20,000 patients.
- ◆ Direct Community Benefit: On a system-wide basis, Swedish Medical Center provided more than \$142 million in community benefit in 2013. This included: over \$37 million in charity care; over \$64 million in Medicaid subsidy; over \$3 million in non-billed services;

over \$17 million in research programs; and over \$2 million in community building activities.

- ◆ Country Doctor: In partnership with Swedish Medical Group, Swedish Cherry Hill provides residency staff time to the newly opened Country Doctor after-hours community health center located next to the Cherry Hill Emergency Department. In 2013, Swedish Cherry Hill provided \$44,000 in physician and resident salary dedicated to providing free care directly to community athletes in the form of back to school physicals and concussion education.
- ◆ Reversing Negative Health Trends: Swedish is also working to reverse negative health trends in the local population such as obesity, diabetes, low birth rates, cancer, HIV and AIDS, hypertension, and cholesterol. Swedish is addressing these trends by offering community classes, professional education, easy access to health screenings and culturally specific outreach programs.
- ◆ Community Education: Cherry Hill hosts and provides support groups, health education and training. These include Essential Tremor Support, Bereavement Support; Caregiver Support, Young Adults Social Group; Young Adults with MS; and LGBT MS Connection. Exercise and movement classes include aerobics for MS-affected people, relaxation and stress reduction, music therapy, and gentle yoga and wellness skills. Educational workshops include MS, health fairs, CPR and first aid training, First Responder training, AARP safe driving, health screenings, health walks/runs/cycling/swimming events, and newborn and breast feeding classes.
- ◆ Community Volunteering, Sponsorships and Donations: In 2013, Swedish provided more than \$545,000 system-wide in community sponsorships and donations. Locally this included food donations to local food banks and hot meal programs in Central and Capitol Hill neighborhoods; Cherry Hill Employee donation drives for food, baby items, and a patient clothing bank; and sponsorship and funding donations to a variety of local groups and agencies including the Squire Park Council, the food bank at St. Mary's church, youth and community education and CPR/first aid training to Cappy's boxing, Mother's Day baskets to the Garfield Community Center, the 12th Avenue Stewards, Garfield High School athletic program and concussion seminars, Red Cross Blood Drives, and mobile mammography services.
- ◆ Squire Park Community Participation: Swedish is a standing member on the Squire Park Community Council and sponsor of the Summer Squire Park Quarterly meeting and Barbeque. Swedish Cherry Hill campus has provided meeting space at its James Tower and Casey Room space for many organizations including Squire Park's quarterly meetings.

The Master Plan describes future Planned and Potential development all to be located within the existing MIO boundaries. The FEIS analyzed impacts of the Master Plan under the Proposed Action (Alternative 12) in comparison to Alternative 1 (No Build) and Alternatives 8 and 11, and identified adverse impacts associated with the increased development capacity and the impact associated with increased height, bulk and scale and associated traffic. The FEIS includes mitigation for short-term and long-term adverse impacts from planned and potential growth outlined in the Master Plan. (See Section VI of this report for analysis of the environmental impacts and mitigation.) In addition, the Master Plan identifies a development program that includes street level and upper level setbacks, modulation requirements, open space, Design

Guidelines, on and off-site community amenities, and a Transportation Management Plan, which mitigate impacts of the increased development capacity.

Growth and change represented by the Master Plan will affect the nearby neighborhoods. The Plan represents more vehicle trips on existing roadways, more active use of the more densely developed campus, and potential of more substantial buildings (greater height, bulk and scale) in areas currently occupied by lower-scaled structures and surface parking areas. In the FEIS, DPD recognizes the adverse impacts associated with Swedish's Master Plan. With implementation of the Master Plan, Swedish Cherry Hill will have the ability to replace aging infrastructure to meet modern health care requirements; and respond to an increase need for hospital, clinic, specialty care and research facilities due to an increasing aging population.

DPD concludes expanding development capacity within the Swedish Cherry Hill campus boundaries to respond to changing health care needs and infrastructure requirements, and the public benefits to the citizens of Seattle and the region resulting from these changes can be adequately balanced with the need to protect the livability and vitality of the adjacent neighborhood. Due to the conceptual nature of the Master Plan and to ensure continued community involvement in implementation of the Master Plan, DPD recommends the following condition.

***DPD Recommendation -- These conditions are reiterated in Section VII.***

- ① The Standing Advisory Committee (SAC) will review and comment during the schematic and design stage of all proposed and potential projects intended for submission of applications to the City as follows: Any proposal for a new structure greater than 4,000 square feet or building addition greater than 4,000 square feet; and proposed street use term permits for the new skybridge and tunnel. Design and schematics shall include landscaping, building materials and future mechanical rooftop screening.

As conditioned, the Master Plan meets the purpose and intent of SMC 23.69.

**C. Encourage the concentration of Major Institution development on existing campuses, or alternatively, the decentralization of such uses to locations more than two thousand five hundred (2,500) feet from campus boundaries;**

Swedish has proposed in its Master Plan to concentrate the development of the Cherry Hill campus on its existing campus and no boundary expansions are proposed. Swedish Cherry Hill has identified a need to accommodate 3.1 million gross square feet at this campus. To reduce impacts to the surrounding community Swedish has proposed a Master Plan with 2.753 million gross square feet, which is 347,000 less than the stated need. Swedish has proposed a reduction of uses on this campus and has not identified that this would result in these uses being located outside of the campus boundaries.

The Swedish Health Care System's decentralization plans, which the Swedish Cherry Hill Campus is part of, are described in Section C.11 of the Master Plan (beginning on page 67). As described by Swedish, the Swedish Cherry Hill campus and the Swedish First Hill campus, located half a mile

apart, together offer the most advanced care within the Swedish Health System and to some degree, within the region. The Swedish Cherry Hill campus houses the Swedish Heart and Vascular Institute as well as the Swedish Neuroscience Institute, two of the most advanced specialty care institutes in the region. These tertiary and quaternary services are not available within a community hospital and so are vital to a growing and aging population with increasingly advanced healthcare needs. Cherry Hill also houses at least two primary care clinics, providing access to primary care for local residents.

Only those cases requiring the most specialized care come to one of the two medical centers (Cherry Hill and First Hill). This allows Swedish to concentrate its most expensive health services, such as brain and heart surgery, to make those services as effective and efficient as possible.

In addition to the two specialized regional medical centers, Swedish operates 21 primary care clinics located throughout Puget Sound and a clinic in Cle Elum (eastern Washington), five community hospitals and emergency/urgent care centers four of which are located north or east of Seattle, and specialty and internal medicine physicians in Bellevue, Seattle, Issaquah and Mercer Island.

The Master Plan concentrates development on the existing campus and is therefore consistent with the purpose and intent of SMC 23.69. Any uses that will not be accommodated on site due to a decrease in development capacity will need to meet the requirements of major institutional uses located outside of but within 2,500 square feet of the campus boundary. Swedish has not identified any future uses within 2,500 square feet of campus as part of the Final Master Plan.

**D. Provide for the coordinated growth of major institutions through major institution conceptual master plans and the establishment of major institutions overlay zones;**

The proposed Master Plan and supporting documents meet the purpose and intent of SMC 23.69.

**E. Discourage the expansion of established major institution boundaries;**

Swedish has proposed in its Master Plan to concentrate the development of the Cherry Hill campus on its existing campus and no boundary expansions are proposed. The Master Plan is consistent with the purpose and intent of SMC 23.69.

**F. Encourage significant community involvement in the development, monitoring, implementation and amendment of major institution master plans, including the establishment of citizen's advisory committees containing community and major institution representatives;**

The Mayor and City Council appointed members of the CAC after outreach to the surrounding business and residential community. Through public notice, public meetings, acceptance of public comment, and a public hearing, Swedish Cherry Hill, the CAC, the Department of Neighborhoods and DPD have encouraged significant involvement in the evolution of the Master Plan and scoping and analysis of the Environmental Impact Statement.

Swedish Medical Center Cherry Hill submitted its Notice of Intent to DPD on November 11, 2011, as required by SMC 23.69.032 B. In addition, Swedish Cherry Hill conducted outreach to stakeholders in the residential and business community. The following is the list of CAC members, including City and Swedish staff as it existed in January 2015:

**Table 2. Citizens Advisory Committee (CAC) Membership**

CAC Member	Neighborhood	Category
Katie Porter, Chair	Squire Park	Near Neighbor
Ashleigh Kilcup		General Citywide Representative with Design Experience
Patrick Angus	Squire Park	General Neighbor
Laurel Spelman	Squire Park	General Neighbor with Development Experience
Dylan Glosecki	Squire Park	Near Neighbor
Linda Carroll		Swedish Non-Management Appointee
David Letrondo		General City-wide Representative with Design Experience
Raleigh Watts	Squire Park	General Neighbor with Development Experience
Maja Halock	Squire Park	Near Neighbor
J. Elliot Smith	Squire Park	Near Neighbor
Leon Garnett	Squire Park	General Neighbor
James Schell	Squire Park	Near Neighbor
Dean Paton	Squire Park	Near Neighbor
<b>Ex-Officio Members</b>		
Steve Sheppard	N/A	Department of Neighborhoods
Stephanie Haines	N/A	Department of Planning and Development
Cristina VanValkenburgh	N/A	Department of Transportation
Andy Cosentino	N/A	Swedish Cherry Hill Vice President, Swedish Neuroscience Institute

See Resolution 31384 (September 24, 2012) approving composition of CAC. Prior to and during the development of the Director's Report, The CAC held 22 meetings to review and comment on the development of the Master Plan and EIS, and six meetings in 2015 to develop the CAC recommendations. Meetings were open to the public and each meeting provided an opportunity for public comment. The public process required by the Land Use Code meets the intent and purpose of SMC 23.69.

**G. Locate new institutions in areas where such activities are compatible with the surrounding land uses and where the impacts associated with existing and future development can be appropriately mitigated;**

Not applicable; Swedish Medical Center Cherry Hill is an existing Major Institution.

**H. Accommodate the changing needs of major institutions, provide flexibility for development and encourage a high quality environment through modifications of use restrictions and parking requirements of the underlying zoning;**

The Master Plan development program and standards are intended to meet Swedish Cherry Hill's changing needs over the life of the Master Plan. For additional information on development standards and modifications to standards of the underlying zoning, please see discussions under Sections IV.A.I, IV.A.J, IV.A.K, and IV.A.L below.

**I. Make the need for appropriate transition primary considerations in determining setbacks. Also setbacks may be appropriate to achieve proper scale, building modulation, or view corridors;**

The Master Plan identifies structure setbacks at the campus boundaries on pages 25 - 34. Ground level and upper level setbacks have been proposed in consideration of the potential height, bulk and scale of future buildings, with uses and permitted heights of property located adjacent to the campus boundaries. The Director's analysis must consider the extent to which setbacks of the institutional development at ground level or upper levels of a structure from the boundary of the MIO District or along the public rights-of-way are provided for and the extent to which these setbacks provide transition between the institutional development and adjoining areas. This analysis is contained in Section IV.B, page 47 of this report and therefore meets the intent and purpose of SMC 23.69.

**J. Allow an increase to the number of permitted parking spaces only when it is 1) necessary to reduce parking demand on streets in surrounding areas, and 2) compatible with goals to minimize traffic congestion in the area;**

The Master Plan identifies parking quantities of pages 74 -76. Parking requirements for Major Institutions are found in SMC 23.54.016, which establishes minimum long-term and short-term parking requirements based on the number of hospital-based doctors, staff doctors, and other employees, number of hospital beds, average daily outpatients and fixed auditorium seating. In addition, this code provides a maximum parking allowance of 135 percent of the minimum parking requirements. No parking increase above what is allowed by the Land Use Code has been requested by Swedish or required by DPD. The Master Plan is consistent with this policy.

The Director's analysis must also consider the extent to which the limit on the number of total parking spaces allowed will minimize the impacts of vehicular circulation, traffic volumes and parking in the area surrounding the MIO District. This analysis is contained in Section IV.B, page 46 of this report.

**K. Use the TMP to reduce the number of vehicle trips to the major institution, minimize the adverse impacts of traffic on the streets surrounding the institution, minimize demand for parking on nearby streets, especially residential streets, and minimize the adverse impacts of institution-related parking on nearby streets. To meet these objectives, seek to reduce the number of SOVs used by employees and students at peak time and destined for the campus;**

The Transportation Management Plan (TMP) requirements are discussed in Section D of the Master Plan (beginning on page 74) and in Section 3.7 of the FEIS. The stated goal for the existing TMP (adopted with the prior Master Plan) was to reduce the percentage of employees of the Major Institution who commute to work by SOV to 50 percent. Swedish has not been able to attain this rate of single occupancy vehicle commutes, and the most recent CTR survey results for Fall 2014 show the current rate to be approximately 57 percent.

The goal for the TMP in the Master Plan is to achieve the SOV rate of 50 percent and to continue to lower this rate to 44 percent by complete build out of the Master Plan development. The new TMP would maintain all of the primary elements of the existing TMP and include several new initiatives.

Key elements of the proposed TMP include the following (see Master Plan beginning on page 78):

- ◆ Transit Incentives – Increased levels of incentives, communication regarding schedules, and enhanced facilities
- ◆ Alternative Modes – promote the use of alternative travel modes, such as bicycle and walking through improved on-site facilities and incentive programs
- ◆ HOV Incentives – promote HOV programs through incentives for carpools/vanpools/vanshare, preferred parking, and utilization of rideshare programs
- ◆ Parking Management Programs – consider alternative payment technologies, parking policies, review of RPZ designations, and other programs to reduce spillover into the adjacent neighborhoods.
- ◆ Intercampus Shuttle – increase free shuttle service between First Hill, Met Park, Westlake Center and Cherry Hill campuses.
- ◆ Parking Policies & Enforcement – new proposed policy for employees, enforce vendor parking areas and review patient parking to promote parking in designated on-campus areas

To meet the purpose and intent of the SMC 23.69, DPD concludes that Swedish Cherry Hill's TMP must be more stringently enforced to achieve the employee SOV rate of 50 percent, and must be further enhanced to reduce the number of vehicle trips by decreasing the SOV rate of employees, and to minimize demand for parking on nearby streets.

DPD recommends the following conditions:

***DPD Recommendation -- These conditions are reiterated in Section VII.***

- ❶ The goal for the TMP in the Master Plan will be to achieve the employee SOV rate of 50 percent prior to approval of the first building permit (all phases including demolition) allowed under the Master Plan.
- ❷ The goal will apply to everyone who works within the Swedish-Cherry Hill MIO at least 20 hours/week.

- ③ The TMP SOV goal of 50 percent shall be further reduced by 1 percent every two years to a maximum 38 percent SOV goal after 25 years (estimated time of full build-out of the Master Plan). Swedish shall be allowed a higher SOV rate in any year in which the First Hill neighborhood average Commute Trip Reduction (CTR) goal is found to be higher than the calculated Swedish SOV rate reduction, not to exceed the First Hill average CTR goal. The First Hill CTR area is identified by SDOT as an area generally located between I-5 on the west and Lake Washington on the east. The northern boundary is generally the north end of Capitol Hill. The southern boundary is in the vicinity of, but north of I-90.
- ④ To facilitate achievement of the 50 percent SOV goal, the first Transit TMP element shall be modified to read, "Provide all tenants with access to a 100% subsidy of transit pass cost including ferry and rail."
- ⑤ When the Pronto Bikeshare Program is extended to the Swedish Cherry Hill neighborhood, as determined by the Seattle Department of Transportation, Swedish shall install and pay for a bikeshare station within the campus boundaries, and offer discounted bikeshare memberships to all campus employees covered by the TMP.

**L. Through the master plan:**

- 1) give clear guidelines and development standards on which the major institutions can rely for long-term planning and development;**

The Master Plan establishes development standards governing institutional boundaries, maximum development capacity, setbacks, height, lot coverage, open space and other related development standards. Swedish Cherry Hill will be able to rely on the guidelines and standards of the Master Plan to plan the long-term functionality of the campus.

- 2) provide the neighborhood advance notice of the development plans of the major institution;**

Following the appointment of the CAC by the City Council, DPD published and distributed notice of opportunities for comment, in accordance with the Land Use Code. Outreach included large signs located along each property frontage, mailing to property owners within 300' of the project site, and publication in the City's Land Use Information Bulletin. See Section I.C Procedural Milestones of this report. Over the course of the Master Plan's execution, the process provides for advance notice as individual projects proceed through their respective Master Use Permit reviews. Once the Master Plan has been adopted a Standard Advisory Committee will be established who will review and comment on development proposals. Notice of Standing Advisory Committee meetings will be provided to the neighborhood similar to the methods used to provide notice of Citizen Advisory Committee meetings. These methods include both e-mail notification to those on DON's mailing list (including those who sign-in at the committee meetings) and publication on DON's website at [http://www.seattle.gov/neighborhoods/mi/miac/swedish\\_cherry/](http://www.seattle.gov/neighborhoods/mi/miac/swedish_cherry/).



**3) allow the city to anticipate and plan for public capital or programmatic actions that will be needed to accommodate development;**

As required by the Major Institution code, DPD sent notices of the Draft and Final EIS and Master Plan to City departments, including Fire, Transportation, Neighborhoods, Public Utilities, City Light and Human Services. On various occasions, DPD involved staff from SDOT during its review of the proposed TMP and associated transportation mitigations. Specific elements of the Master Plan have been updated to address capital and programmatic actions and conditions have been recommended to ensure compliance with these actions.

**4) provide the basis for determining appropriate mitigating actions to avoid or reduce adverse impacts from major institution growth; and**

The master planning process includes citizen involvement as well as the involvement of agencies with jurisdiction in drafting and commenting on the Master Plan and EIS. This includes disclosure of impacts and evaluation of mitigation, leading to the recommended conditions. This report lists recommended conditions below in Section VII.

**M. Encourage the preservation, restoration and reuse of designated historic buildings.**

The MIO has two designated City Landmarks within its boundary, the James Tower and Carmack House. Swedish does not own the Carmack house. The Master Plan does identify the potential for future development of the site. The Landmarks Preservation Board approved placing no controls or incentives on the Carmack House, and therefore no Certificate of Approval would be required for changes or demolition to the landmark by the property owner.

The Landmarks Preservation Board approved placing controls and incentives on the James Tower, which are contained in City Ordinance 121588. The James Tower Ordinance is located in the Master Plan Appendix. The Master Plan identifies the James Tower as remaining and not being considered for demolition. Therefore, the purpose and intent of SMC 23.69 is met.

**IV. B. REPORT AND RECOMMENDATION OF THE DIRECTOR**

This section shows in **bold** the requirements of the Director's Report and recommendation on the Final Master Plan pursuant to SMC 23.69.032 E. Analysis follows each criterion, and relies upon all sources of information developed as part of the referenced code requirement, including both the Master Plan and Final EIS.

**E1. Within five (5) weeks of the publication of the final master plan and EIS, the Director shall prepare a draft report on the application for a master plan as provided in Section 23.76.050, Report of the Director.**

DPD published its notice of availability of the Final EIS and Master Plan on December 11, 2014. DPD completed this draft and submitted it to the CAC on January 15, 2015.

- E2. In the Director's Report, a determination shall be made whether the planned development and changes of the Major Institution are consistent with the purpose and intent of this chapter, and represent a reasonable balance of the public benefits of development and change with the need to maintain livability and vitality of adjacent neighborhoods. Consideration shall be given to:**
- a. The reasons for institutional growth and change, the public benefits resulting from the planned new facilities and services, and the way in which the proposed development will serve the public purpose mission of the major institution; and**
  - b. The extent to which the growth and change will significantly harm the livability and vitality of the surrounding neighborhood.**

The planned development and changes of the Major Institution, with the Director's recommendations, are consistent with the purpose and intent of Chapter 23.69. Provided that the proposed Master Plan is appropriately mitigated, approval would foster a reasonable balance of the public benefits of development and change with the need to maintain livability and vitality of adjacent neighborhoods. This report summarizes mitigation in the form of recommended conditions to be included in approval of the Master Plan.

Swedish Cherry Hill has identified a need to increase development capacity at its existing campus to replace existing aging facilities, to accommodate increasing regional demand and increasing patient volumes from healthcare reform, and increase services to an aging population. An increased need in development area on campus is also due to technological and patient care advances resulting in larger space requirements, cost pressures to increase efficiencies in facility design, patient safety and quality of care influencing facility design, and programmatic needs including specialty care, educational, and clinical research. As an affiliate of Providence Health System, services will be consolidated and coordinated where appropriate to avoid duplication and the Cherry Hill Campus will become a Regional Referral Center for the Providence Health System. A Master Plan, will allow Swedish to proceed with facility planning to meet future needs and the public purpose mission of the institution.

Swedish's stated mission (page 2 of the Master Plan):

*"For more than a century, Swedish has been at the forefront of technology and innovation, providing world-class healthcare to those who live and work in Seattle and the surrounding Puget Sound region. Swedish's mission is to improve the health and well-being of each person we serve.*

*Swedish was founded in 1910 by Dr. Nils Johanson, a surgeon and Swedish immigrant who brought together doctors and nurses who shared his passion for being on the leading edge of medical practice and patient care. Dr. Johanson's legacy of constant innovation and compassionate care continues today. Swedish is recognized nationally for the safety and quality of the care it delivers to more than 150,000 patients each year.*

*True to the intent of its founder, Swedish has been dedicated to being the best community partner possible. It does this by providing a wide range of community benefits, strategies*

*and solutions that meet people's healthcare needs. That means covering the cost of medical care for those who can't pay, offering free health screenings, assisting patients with their rent in times of healthcare crisis, and supporting research projects that help to create valuable medical advances, both here at home and across the world. In 2013, Swedish's community benefits and uncompensated care totaled more than \$142 million, of which more than \$37 million was provided for uncompensated care."*

Currently, Swedish Cherry Hill has approximately 1.2 million square feet of development located on the campus. To carry out its mission and meet its projected replacement and growth needs, Swedish Cherry Hill has stated that it requires a total of 3.1 million gross square feet. The Master Plan identifies approximately 1.55 million square feet over the next 30 years, bringing the total campus development to approximately 2.75 million gross square feet- 347,000 less than their stated need.

The public benefits resulting from the planned development identified in the Master Plan will allow replacement of aging facilities including the replacement and expansion of inpatient beds, improved efficiency, maintaining and providing for state of the art services, and upgrading institutional facilities to meet safety requirements. Other public benefits identified are an increase in inpatient facilities, outpatient services, and research and educational uses. Specialty services will expand on site, specifically the Swedish Neuroscience Institute (SNI) which provides advanced, progressive treatment for a wide range of brain, spine and central nervous system conditions will be located on the Cherry Hill Campus. As a nonprofit health care system Swedish in 2012 provided \$130,526,640 in community benefits in the form of free health care, Medicaid subsidies, community services, education and other services. Services to the community are currently planned to remain on site including primary care, family medicine, and the Country Doctors After Hours Clinic.

In order to achieve Swedish Cherry Hill's mission and meet concerns over expansion of boundaries, the Institution focused meeting its mission and stated need by increasing MIO heights and increasing development capacity within the existing campus boundaries. This has resulted in the Institution eliminating 347,000 of its stated gross square foot need in order to mitigate the increased development capacity on the surrounding neighborhood. The analysis below will consider the extent to which the proposed growth and change will significantly harm the livability and vitality of the surrounding neighborhood.

**E3. In the Director's Report, an assessment shall be made of the extent to which the Major Institution, with its proposed development and changes, will address the goals and applicable policies under Education and Employability and Health in the Human Development Element of the Comprehensive Plan.**

The following policies and goals specifically pertain to the development and implementation of the Master Plan:

- ◆ *HDG4 Promote an excellent education system and opportunities for life-long learning for all Seattle residents.*

- ◆ *HD15 Strive to support families so their children can be ready to learn as they enter school. Help coordinate service delivery to families and their children through school-linked programs and support services.*
- ◆ *HD20 Work with schools and other educational institutions, community-based organizations, and other governments to develop strong linkages between education and training programs and employability development resources.*
- ◆ *HDG6 Create a healthy environment where community members are able to practice healthy living, are well nourished, and have good access to affordable health care.*
- ◆ *HD21 Encourage Seattle residents to adopt healthy and active lifestyles to improve their general health and well-being. Provide opportunities for people to participate in fitness and recreational activities and to enjoy available open space.*
- ◆ *HD22 Work toward the reduction of health risks and behaviors leading to chronic and infectious diseases and infant mortality, with particular emphasis on populations disproportionately affected by these conditions.*
- ◆ *HD23 Work to reduce environmental threats and hazards to health. Make use of the City's building and fire codes, food licensing and permit processes, and hazardous materials and smoking regulations for fire and life safety protections. Collaborate through joint efforts among City agencies, such as fire, police, and construction and land use to address health and safety issues in a more efficient manner.*
- ◆ *HD24 Seek to improve the quality of, and access to, health care, including physical and mental health, emergency medical and addiction services. Collaborate with community organizations and health providers to advocate for quality health care and broader accessibility to services. Pursue co-location of programs and services, particularly in under-served areas and in urban village areas.*
- ◆ *HD25 Work with other jurisdictions, institutions and community organizations to develop a strong continuum of community-based long-term care services.*

Appendix C of the Master Plan (on pages 91-95) describes how the Master Plan meets the goals of the Human Development element of the Seattle Comprehensive Plan goals listed above.

As stated in its Master Plan (page 91):

*“As a nonprofit health-care provider, Swedish takes seriously our responsibility to provide access to the services, expertise and facilities needed by our communities.*

*Our commitment to improving the health of our region extends beyond normal patient care. Whether through physician clinics, health education, charity care, our mobile mammography program or other means of outreach, we're committed to caring for the people of our region and beyond.*

*We are a pioneer in healthcare service and in contributing to dialogue around health care reform. We provide access to information for our community and for our industry about everything from economic challenges to how to handle changing care needs. We host symposiums on healthcare issues and connect thought leaders with evolving information.*

*Healthcare impacts everyone, and it is our responsibility to lead the healthcare discussion in our community. It's a responsibility we take seriously."*

Swedish meets the intent of the Education and Employability and Health sections of the Human Development Element of the Comprehensive Plan in that they strengthen and promote educational opportunities for Seattle residents and students and create a healthy environment to community members by providing access to affordable healthcare. To the extent that Swedish's community contributions are described on pages 69-72 of the Master Plan and includes \$142 million in community benefits in 2013. Those benefits included uncompensated care, Medicaid subsidies, non-billed services, research and over \$545,000 in community sponsorships and donations. Swedish Cherry Hill volunteers provided approximately 30,000 hours of service in 2012 to the Squire Park and surrounding neighborhood including: food donations to local food banks; hot meal programs; employee drives for food, baby items, and patient clothing banks; sponsorship and donations to community groups such as Squire Park Council, Garfield Community Center, Bailey Gatzert and Madrona K-8 School Nurse Programs; Garfield High School programs; free meeting space for community groups; community education; community healthcare outreach; and environmental services and strategies to move people from driving alone to the Cherry Hill campus.

Swedish anticipates an increasing need for educational capabilities at the Cherry Hill campus and for further collaboration with Seattle University around clinical education, particularly in nursing. Education space needs include staff orientation, in-service continuing education, training on new technology and data/record systems, training in simulation labs where mechanical devices/robots simulate real patient situations, residency programs, and education programs for the community.

**E4. The Director's analysis and recommendation on the proposed master plan's development program component shall consider the following:**

- a) The extent to which the Major Institution proposes to lease space or otherwise locate a use at street level in a commercial zone outside of, but within two thousand, five hundred (2,500) feet of the MIO District boundary that is not similar to a personal and household retail sales and service use, eating and drinking establishment, customer service office, entertainment use or child care center, but is allowed in the zone. To approve such proposal, the Director shall consider the criteria in Section 23.69.035 D3;**

Swedish does not propose to lease space or otherwise locate a use at street level in a commercial zone outside of, but within 2,500 feet of the MIO District boundary as part of this Master Plan. Currently, within 2,500 feet of the campus boundary, Swedish leases the majority of the 600 Broadway Building at Broadway Ave. and James Street. (See Figure A-1 in the Master Plan). Swedish Cherry Hill has no specific plans for additional leasing. Future leasing is permitted within 2,500 feet of a MIO, if the proposal meets SMC 23.69.035.D3.

- b) The extent to which proposed development is phased in a manner which minimizes adverse impacts on the surrounding area. When public**

**improvements are anticipated in the vicinity of proposed Major Institution development or expansion, coordination between the Major Institution development schedule and timing of public improvements shall be required;**

The Master Plan identifies project phases on pages 62-63. In the Master Plan, Swedish Cherry Hill has anticipated construction of a medical office building on the east side of 18th Avenue between E Cherry and E Jefferson Streets to occur approximately two years after Master Plan approval.

Swedish Cherry Hill has stated that the timing of projects on the Cherry Hill Campus is subject to variability due to the uncertainty of funding and the rapid changes in the healthcare environment. Planned and potential development projects will occur over the lifetime of the Master Plan and will proceed in a way to accommodate the need for replacement, renovation and expansion of the inpatient hospital, the supporting medical clinics, research/ educational facilities and parking. The timing of the 18th Avenue Medical Office Building is an estimate and will be driven by market/ facility needs, funding sources and the availability of the “open chair” on campus. There are no planned infrastructure improvements at this time. Existing utilities appear to have the capacity needed to provide services to the campus, and no system expansions are contemplated by SPU or SCL at this time. See Section 3.8.3 of the Final EIS. The adequacy of utilities will be reevaluated as part of the SEPA review and permitting process for each individual project.

Each Master Use Permit application shall include an updated traffic and transportation analysis. See SEPA Condition 83 in Section VII.C below,

At the time of project-level permitting, Swedish Cherry Hill will coordinate with any public agencies constructing improvements in the vicinity of the MIO. DPD requires that concept streetscape design improvement plans be developed for 18th Avenue, a potential City Greenway, and submitted to SDOT for review and acceptance prior to Master Use Permit submittal for development on this block. The plan elements are described in the recommended conditions below. DPD further requires that Concept Streetscape Design Plans be submitted for all street frontages containing pocket parks as each street frontage is redeveloped with future buildings.

***DPD Recommendation -- These conditions are reiterated in Section VII.***

- ① **Concept Streetscape Design Plan for 18th Avenue.** Prior to Master Use Permit submittal of the 18th Avenue Medical Office Building, submit to SDOT for review and acceptance a concept streetscape design plan for both sides of 18th Avenue between E Cherry and E Jefferson Streets. Swedish Cherry Hill shall submit a draft of the Plan to the Standing Advisory Committee for its review and comment concurrent with its review by SDOT. The plan shall be prepared consistent with the provisions of the Seattle Right-of-Way Improvements Manual, and Seattle Greenway standards if 18th Avenue is designated as a Seattle Greenway. Elements of the concept streetscape design plan for 18th Avenue must include, but are not limited to: wayfinding for both pedestrians and bicyclists, pedestrian scale lighting and landscaping along building frontages. If the street is designated as a Greenway, the design must include speed humps to slow traffic and

pavement markings to designate shared vehicular and bicycle usage. Stated elements and design requirements may be modified by SDOT.

- ② **Concept Streetscape Design Plan for Each Street Frontage Containing Pocket Parks.** Prior to Master Use Permit submittal for each development abutting a street frontage that will contain a pocket park, submit to SDOT for review and acceptance a concept streetscape design plan for the street frontage adjacent to the campus. Swedish Cherry Hill shall submit a draft of the Plan to the Standing Advisory Committee for its review and comment concurrent with its review by SDOT. The plans shall be prepared consistent with the provisions of the Seattle Right-of-Way Improvements Manual. Elements of the concept streetscape design plans must include, but are not limited to: the elements of the pocket park, wayfinding for both pedestrians and bicyclists, pedestrian scale lighting and landscaping. Stated elements and design requirements may be modified by SDOT.

- c) The extent to which historic structures which are designated on any federal, state or local historic or landmark register are proposed to be restored or reused. Any changes to designated Seattle Landmarks shall comply with the requirements of the Landmarks Preservation Ordinance. The Major Institution's Advisory Committee shall review any application to demolish a designated Seattle Landmark and shall submit comments to the Landmarks Preservation Board before any certificate of approval is issued;**

The MIO has two designated City Landmarks within its boundary, the James Tower and Carmack House. The Landmarks Preservation Board approved placing controls on the James Tower and its site, which are contained in City Ordinance 121588. The James Tower Ordinance is located in the Master Plan Appendix B. The Master Plan identifies retention of this historic building. Any changes to the James Tower will need to comply with the requirements of the Landmarks Preservation Ordinance. Future development adjacent to the James Tower will be referred to the City's Historic Preservation Officer for review. The Landmarks Preservation Board approved placing no controls on the Carmack House, and therefore no Certificate of Approval would be required for changes to the Carmack House.

- d) The extent to which the proposed density of Major Institution development will affect vehicular and pedestrian circulation, adequacy of public facilities, capacity of public infrastructure, and amount of open space provided;**

The FEIS addresses the impacts on vehicular and pedestrian circulation, adequacy of public facilities, capacity of public infrastructure, and open space. The impacts of the proposed density of Swedish Cherry Hill on circulation, public facilities, infrastructure, and open space will be adequately mitigated in the Master Plan and by SEPA mitigation identified in the FEIS. Each element is discussed below.

## **Proposed Density**

In accordance with the Major Institutions Code at SMC 23.69.030.E.2, density on campus is calculated using Floor Area Ratio (FAR). The Master Plan calculates FAR over the entire campus and does not apply specific FAR limits to individual sites, consistent with other master plans. Currently, the FAR for the campus is 2.07. At full build-out under the Master Plan, the FAR will increase to 4.74 (approximately 2.75 million square feet). Increased density on campus will affect vehicular and pedestrian circulation, adequacy of public facilities, capacity of public infrastructure and amount of open space provided. See discussion below.

## **Vehicular and Pedestrian Circulation**

Circulation issues are primarily discussed in the Master Plan on page 11 (existing pedestrian and bicycle circulation) and on pages 44-46 for future circulation. Circulation is discussed in the FEIS, specifically in the Transportation Section 3.7, in Subsection 3.7.3.3. Swedish Cherry Hill's campus is crossed by 16th and 18th Avenues.

Pedestrian circulation occurs on two levels; internal within and external around the Swedish Cherry Hill campus. Being an urban campus, the street grid sidewalk system defines how the campus relates to the surrounding community. The Master Plan's intent is to maintain and enhance this system with all future projects in the MIO district. Maintaining the north/south pedestrian and bicycle routes within the street R.O.W.'s will be a priority component within the plans. The enhancements recently approved by DPD (2013) of the 17th Avenue internal/ external corridor will be added to the standards (clear pathway signage and public access, public amenities, sufficient pathway lighting and places for rest along the accessible route).

Bike circulation (see Figure A-10 in the Master Plan) occurs currently within the street right-of-way because there are no dedicated bike lanes in the direct surrounding neighborhood or MIO. The City of Seattle Neighborhood Greenway Plan is evaluating a proposal to make 18th Avenue into a Greenway Street. This proposal is in draft stages, and Swedish will be an active participant in the discussion on the various options under consideration for the greenway.

Swedish has stated that they will work with the City for pedestrian-oriented capital improvements: painted crosswalks, curb bulbs, special paving, new signals, bus stop plazas, street trees, bicycle routes. A bicycle and pedestrian wayfinding plan, including directions to the soon to be operating streetcar and bicycle facility locations will be developed.

Potential capital improvements at key locations near the campus are identified in Table 3.7-17 of the Final EIS. To ensure that the environment for pedestrian circulation is enhanced as development under the Master Plan proceeds, the first seven projects in this table (16th Avenue/E Cherry Street through 17th Avenue/E Jefferson Street) shall receive concept approval from SDOT prior to issuance of the first Master Use Permit for development under this Master Plan. The capital improvements at these locations shall be constructed prior to issuance of the Certificate of Occupancy for the first building associated with this MUP.

The proposed Swedish expansion will increase traffic in the immediate neighborhood and in the corridors leading to regional roadways (I-5, I-90 and SR 520). With or without the proposed



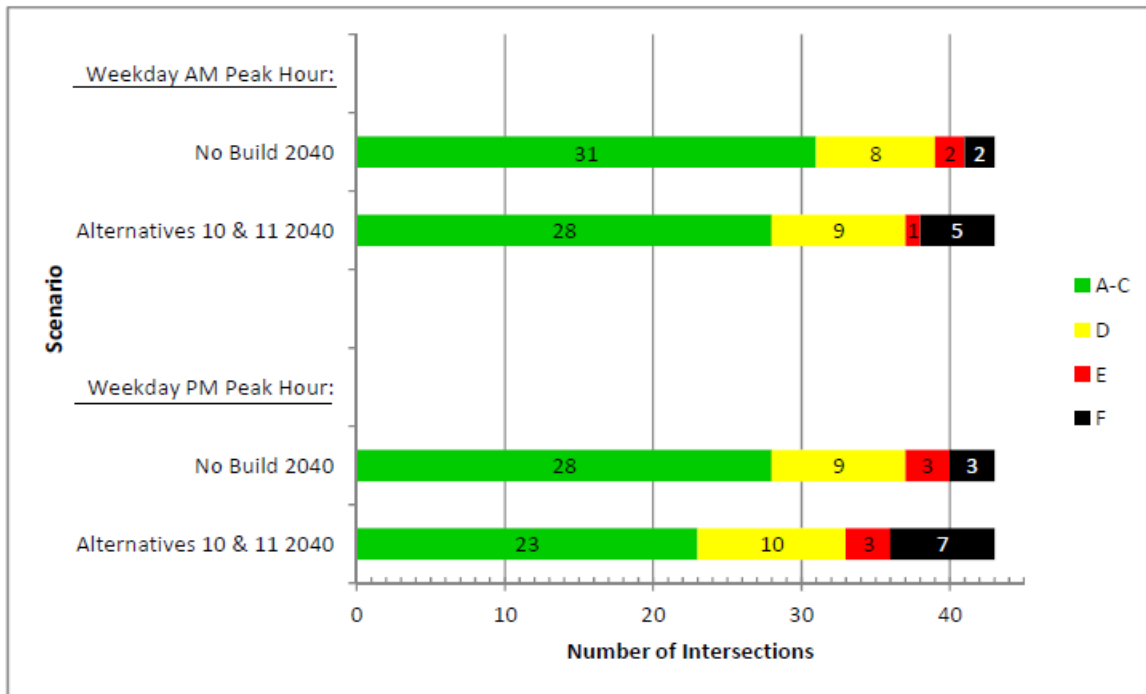
expansion, traffic volumes in the neighborhood are anticipated to grow and intersection operations are anticipated to worsen.

Section 3.7 of the EIS contains an analysis of future traffic volumes and intersection impacts for the years 2023 and 2040 for both the No Build Alternative and the Proposed Action. Table 3.7-3 on page 3.7-22 of the FEIS identifies the number of projected daily trips and shows a reduction in trips for the No Build Alternative over existing daily trips due to a reduction in the current 57 percent SOV rate to a rate of 50 percent. Even with this reduction in trips to the campus for the No Build Alternative, traffic volume estimates for the surrounding area are anticipated to grow. Estimates of background traffic growth by year 2023 have included 12 projects (identified as "pipeline projects" on page 3.7-22 of the FEIS). During the AM peak hour, growth attributed to pipeline projects and general increases in background traffic is estimated to result in traffic volume increases of between 0 and 31 percent in the study area, with the largest percentage increase forecast to be along James Street west of Broadway and along Broadway. Traffic along the two adjacent streets of E Cherry and E Jefferson Streets is anticipated to increase by 14 to 16 percent based on background traffic growth and the pipeline projects.

Under the No Build conditions, there would be a continued decline in intersection level of service within the study area. Under existing conditions, approximately 80 percent of the study intersections currently operate at LOS C or better. By 2023, during both the AM and PM peak hours, four intersections would operate at LOS E or worse. By 2040, continued growth in background traffic volumes would result in two additional intersections operating at LOS E or worse during the PM peak hour and four continuing to operate at LOS E or worse during the AM peak hour. One of the intersections operating at LOS E or worse under 2040 conditions is the 16th Avenue/E Cherry Street which is projected to operate at LOS E during the weekday AM peak hour. As shown on Figure 19 on page C-47 of Appendix C to the FEIS, currently in the AM peak hour, all intersections operate at LOS D or better; by 2040, two intersections would degrade from LOS D to LOS E and two intersections would degrade from LOS D to LOS F. In the PM peak hour, currently one intersection operates at LOS E and one intersection operates at LOS F. By 2040, it is projected that there would be three intersections operating at LOS E and three intersections operating at LOS F.

In comparison, with the Proposed Action, by the year 2040, one intersection would degrade from LOS D to LOS E (as compared to two intersections at LOS E for the No Action) and five intersections would degrade from LOS D to LOS F (as compared to two intersections at LOS F for the No Action). In the PM peak hour, by 2040, it is projected that there would be three intersections operating at LOS E (the same as for the No Action) and seven intersections operating at LOS F (as compared to three intersections for the No Action).

This information is summarized on Figure 46 (page C-99) of Appendix C to the FEIS.



**Figure 46 No Build and Alternatives 11 and 12 Weekday Peak Hour Intersection Level of Service Comparison**

These projects were modeled using a 50 percent SOV commute goal for both the No Action and Proposed Action Alternatives. A sensitivity analysis performed for the EIS shows that by improving the SOV rate from 50% to 38% there will be a decrease in vehicles driven to and from the campus, however intersection operations may not be measurably improved.

By 2040 it is projected that a total of seven intersections will operate at LOS F. Three of the seven intersections will operate at LOS F without the development identified in the Master Plan and an additional four intersections will operate at a LOS F with the full build out of the Master Plan. This represents a potential significant adverse environmental impact to the surrounding neighborhood at full build out of the Master Plan, which is anticipated in 2040.

Both DPD and SDOT reviewed and identified mitigation focused on multi modal improvements to intersections in order to reduce the impacts of future development on the surrounding community. In order to reduce single- occupancy trips, DPD has conditioned approval of the Master Plan requiring that Swedish meet the SOV goal of 50% prior to approval of the first building permit and a stepped improvement of at least 1% every two years to a goal of 38% by year 2040.

Table 20 in Appendix C (page C-116) to the FEIS and Table 3.7-17 of the FEIS provide identical lists of intersections to be reviewed for potential capital improvements at the project-level review stage. DPD is requiring that the intersections be analyzed prior to the issuance of each building permit as part of an updated traffic and transportation analysis. If impacts are identified, specific mitigation and the level of responsibility for each location would be identified as a condition of

MUP approval. Potential improvements for each location are identified in Table 3.7-17. The level of responsibility could include, but is not limited to, construction of physical improvements, or a proportional cost contribution to improvements.

To the extent that significant environmental impacts could result from the maximum build out of the Master Plan, future development will be required to undergo separate environmental analysis where specific traffic impacts will be identified and appropriate mitigation identified, as discussed above. Future mitigation could result in improved level of service at identified intersections. The Final Master Plan as conditioned strikes a reasonable balance between the public benefits of development and change with the need to maintain livability and vitality of adjacent neighborhoods. To improve transportation in the immediate neighborhood, the Final Master Plan has been conditioned that prior to final occupancy of the first building permit for development under the Final Master Plan the institution will be required to install pedestrian and bicycle safety improvements, an improved bus stop along E Jefferson Street, and install traffic signals at 14<sup>th</sup> Avenue/E James Street and 16<sup>th</sup> Avenue/E Cherry Street.

***DPD Recommendation -- These conditions are reiterated in Section VII.***

- ① Prior to submittal of the first Master Use Permit application for development under the Master Plan, submit to DPD for review and approval a comprehensive wayfinding plan that both identifies the goals of the wayfinding plan (including safety and legibility) and incorporates entry points to and through the campus for pedestrians, bicyclists and motorists. DPD shall consult with SDOT in its review. Swedish Cherry Hill shall submit a draft of the Plan to the Standing Advisory Committee for its review and comment concurrent with its review by SDOT. Approval of this plan is required prior to issuance of the first building permit for development under this Master Plan.
- ② As part of each project, ensure that pedestrian and vehicular circulation needs are addressed in a manner consistent with the campus wayfinding plan.
- ③ As part of each project, provide frontage improvements to ensure that pedestrian facilities meet established city standards at the time of redevelopment. The extent of such improvements should take into account 'priority design features' as described in the SDOT Right of Way Manual and the intent of the Swedish Cherry Hill Master Plan Design Guidelines.
- ④ Prior to issuance of the first Master Use Permit for development under the final Master Plan, receive SDOT concept approval for capital improvements at the first seven intersections listed in Table 3.7-17 of the Final EIS. The capital improvements at these locations shall be constructed prior to issuance of the Certificate of Occupancy for the first building associated with this MUP.
- ⑤ As part of the review process for master plan projects, review the intersections identified on Table 3.7-17 of the Final EIS to assess potential project impacts. If impacts are identified, specific mitigation and the level of responsibility for each location would be identified as a condition of MUP approval. Potential improvements for each location are identified in Table 3.7-17. The level of responsibility could include, but is not limited to,

construction of physical improvements or a proportional cost contribution to improvements

- ⑥ Evaluate proposed bicycle parking facilities through the following design elements :
- Bicycle parking access should be ramped and well lit.
  - Bicycle parking should be located close to building entrances or elevators if in a parking structure.
  - Short-term general bicycle parking areas should be sheltered and secure
  - Long-term staff bicycle parking should be located in enclosures with secure access.
  - Staff lockers for bicycle equipment should be provided in long-term bicycle parking areas.
  - Bicycle racks should be designed to allow a U-lock to secure the frame and wheels to the rack.
  - Bicycle parking should be separated from motor vehicle parking.
  - Shower facilities and locker rooms should be close to the bicycle parking area.
- ⑦ As part of the Master Use Permit review process for future projects developed under this Master Plan:
- a) Apply updated TMP elements and assess TMP performance
  - b) Update Master Plan parking requirements and reassess long-term campus parking supply recommendations
  - c) Assess operational and safety conditions for proposed garage accesses and loading areas
  - d) Assess pedestrian, truck, and vehicular circulation conditions, and identify safety deficiencies that could be remedied as part of the project under review.
  - e) Assess loading berth requirements and where possible consolidate facilities so that the number of berths campus wide is less than the code requirement.

### **Adequacy of Public Facilities**

Transit access direct to the campus is provided along E Jefferson Street with stops next to the main entry at 17th Avenue and stops west down the hill near 15th Avenue. The current service levels are limited to routes 3 and 4 by Metro. Swedish has shuttle service from the main plaza that circulates between First Hill, Cherry Hill and Metropolitan Park campuses. King County Metro proposed service cuts may delete Route 4 in Feb. 2015. Boardings at the campus are expected to increase as a result of the proposal. Therefore, DPD and SDOT recommend the following condition.

Swedish has proposed that concept streetscape design will be reviewed and approved by SDOT. Possible improvements to the E Jefferson Street bus stop include:

- ◆ Installation of Real Time information signs (RTIS)
- ◆ Expansion of the covered waiting area and seating for passengers
- ◆ Installation of pedestrian scale lighting
- ◆ Extension of the inbound paved passenger boarding area to the east to accommodate space for two buses at the bus zone.

***DPD Recommendation -- These conditions are reiterated in Section VII.***

- ① Swedish Cherry Hill will coordinate with King County Metro to ensure the existing transit stops are not impacted by development.
- ② Current transit stops along E Jefferson Street shall be incorporated into street improvement plans submitted with the first Master Use Permit application proposed under the Master Plan. Transit stop design shall include; installation of Real Time information signs (RTIS); expansion of the covered waiting area and seating for passengers; Installation of pedestrian scale lighting; and extension of the inbound paved passenger boarding area to the east to accommodate space for two buses at the bus zone. Amenities such as benches, landscaping should be provided and maintained by Swedish Cherry Hill.
- ③ Swedish Cherry Hill shall provide and maintain recycling and trash receptacles at any bus stop directly abutting Swedish Cherry Hill campus development.

**Capacity of Public Infrastructure**

There are no planned infrastructure improvements at this time. Existing utilities appear to have the capacity needed to provide services to the campus, and no system expansions are contemplated by SPU or SCL at this time. The adequacy of utilities will be reevaluated as part of the SEPA review and permitting process for each individual project.

**Open Space**

The Master Plan discusses open space and landscaping, landscape plans and designated open spaces on pages 39-42. Swedish Cherry Hill currently has approximately 31,065 square feet (5.35 percent of the campus) in landscaped and designated open space within the MIO boundaries. Paved areas that are open, such as parking lots, drives, service areas, and sidewalks were not included in this calculation of open space.

They are proposing that at full build-out the campus would contain 12.75 percent open space, or 74,025 square feet. The main entry plaza with its integrated landscaped areas plus the landscaped courtyard between the Annex and James Tower will be set aside as designated open space. The drop-off zone on the plaza will be reduced to allow for greater open space in the central plaza. The western +/-60 feet of the plaza is not included in the designated area because it has the structural capacity for a future two-story building on top of it.

Open space would be provided at the northwest corner of 15th Avenue and E Cherry Street, north of the NW Kidney Center building, additional pocket parks along E Cherry Street, landscaped open

space within the 18th/19th Avenue eastern setbacks; and at the main entry plaza south of the Center Building. Additional open space is proposed as a new courtyard shown in Figures B-13, B-14, B-15 of the Master Plan between the Annex Building and the James Tower.

In addition to the identified open space areas described above, as Swedish Cherry Hill develops designs for future buildings, they will incorporate landscaping into the building setbacks.

Development under the Final Master Plan will not impact any designated open space in the vicinity of the campus. Development of the eastern half-block will remove surface parking lots and landscaping around existing structures. New development will include a 25 foot deep landscaped buffer between the structure and residential homes adjacent to the eastern boundary of the campus. New structures may be located closer to property lines adjacent to street rights-of-way, but improved landscaping within the rights-of-way and pocket parks located on private and public property along the rights-of way will improve the pedestrian experience along the campus edges.

***DPD Recommendation -- These conditions are reiterated in Section VII.***

- ❶ Prior to approval of the first Master Use Permit for development in the central campus, Swedish Cherry Hill shall present the open space plan for the main entry plaza and courtyard between the Annex and James Tower to the Standing Advisory Committee for review and comment. DPD shall review and approve the plan prior to issuance of the Mast Use Permit. The open space shall be improved prior to final occupancy of the issued building permit for the development.

- e) The extent to which the limit on the number of total parking spaces allowed will minimize the impacts of vehicular circulation, traffic volumes and parking in the area surrounding the MIO District.**

The Seattle Municipal Code restricts parking supply to 135 percent of the minimum required amount. Swedish Cherry Hill would continue to provide parking in existing parking facilities on campus and in new parking facilities on the campus that are accessory to both planned and potential buildings. The existing parking supply is 1,510 parking spaces with 1,293 spaces located in garages and 217 located on surface parking lots. Swedish Cherry Hill proposes to increase parking with each new building for a total of 2,245 spaces at full build-out of the Master Plan. The projected parking supply is within the Seattle Municipal Code identified minimum and maximum parking supply range of 1,887 to 2,547 spaces. See Section D.2a of the Master Plan.

Based on the current facilities and staff as detailed in SMC 23.54.016, the minimum parking requirement for the Swedish Cherry Hill campus is 987 spaces and the maximum is 1,333 spaces. The documented existing (2014) supply of 1,510 falls above the required range. Based on the proposed 2.75 million square feet and the proposed uses, the minimum parking required by code will be 1,887 spaces and the maximum 2,547 spaces. Swedish Cherry Hill has proposed a parking supply at full build out of the Master Plan of approximately 2,245 stalls to meet Swedish's operational requirements to ensure patient access to facilities and still minimize the amount of parking provided for employees. The proposed 2,245 spaces is within the Land Use Code

required parking supply. The analysis in the FEIS supports the amount of parking to be provided to address both parking and transportation impacts. The FEIS discloses traffic and parking impacts.

Changes in transportation travel modes due to changes in transit access, implementation of services that allow improved electronic communication between patients and physicians, and increases in the cost to operate a vehicle may reduce the number of parking stalls needed to serve the increased demand resulting from Master Plan projects. Provision of new parking stalls associated with the development of any proposed or potential projects will be assessed during the project planning, programming and design phases.

In order to reduce the impacts on the surrounding community from spill over parking resulting from an increase in staff the Transportation Management Plan has been modified to include new strategies under the Parking, Neighborhood Parking Reduction, Shuttle, and Implementation and Monitoring Elements of the Plan. DPD has further conditioned the TMP to have a more aggressive SOV rate.

**E5. The Director's analysis and recommendation on the proposed master plan's development standards component shall be based on the following:**

- a) The extent to which buffers such as topographic features, freeways or large open spaces are present or transitional height limits are proposed to mitigate the difference between the height and scale of existing or proposed Major Institution development and that of the adjoining areas. Transitions may also be achieved through the provision of increased setbacks, articulation of structure facades, limits on structure height or bulk or increased spacing between structures;**

Increased MIO heights and increased development capacity could result in construction of structures with significantly greater height, bulk and scale than the structures located in the surrounding primarily residential neighborhood. A combination of existing street rights-of-way, transitional height limits, setbacks and upper-level setbacks are proposed to mitigate the difference between the height and scale of proposed development and that of the adjoining areas. In some instances specific modulation standards and reduced heights have been required to mitigate transitions between the institutional development and adjoining areas. Design Guidelines have been incorporated into the Final Master Plan. Design Guidelines discuss Height, bulk and scale, street scale, building block scale, and architectural and facade composition.

## **Western Block**

The western block of campus is located between E Cherry Street and E Jefferson Street and on the west by 15th Avenue, which represent the MIO boundary. 16th Avenue is adjacent to the east boundary of the block and is internal to the campus. Currently the entire block is within the MIO with a 65 foot height limit. Under the Final Master Plan, the south 100 feet of the western block will remain MIO 65. Future development may occur as additional stories on the existing parking garage adjacent to E Jefferson Street. Directly across E Jefferson Street are residential uses located in a SF 5000 zone with a 30 foot height limit (pitched roofs may extend to 35 feet). Future additions to the parking garage along E Jefferson St will be required to setback 10 feet from E Jefferson right-of-way. E Jefferson Street has 78-foot wide right-of-way. A structure setback of five feet measured from 16th Avenue is required for structures up to 37 feet in height and a 10-foot setback for facades between 37 feet and 65 feet. The maximum structure height would be 65 feet and be located 88 feet from the single family properties located on the south side of E Jefferson Street.

The central portion of the western block, measured approximately 320 feet north of the MIO 65 will require a rezone to modify the existing MIO 65 height to MIO 160 (conditioned down to 150). A majority of the anticipated development will occur in this portion of campus. The edge of the MIO 160 (150) will measure 178 feet from the single family properties located on the south side of E Jefferson Street. The portions of the western block within the MIO 160 (150) is adjacent to the Seattle University (SU) MIO. The SU MIO height is 65 feet. This portion of campus contains athletic buildings and future development along this block will have a 15 foot setback measured from 15th Avenue. On the Swedish campus, new development within the MIO 160 (150) will be located adjacent to the property line, east of 15th Avenue. A zero setback will be required for structures up to 37 feet in height. For portions of structure between 37 feet and 65 feet in height, a setback of 10 feet is required. For portions of structure between 65 feet 150 feet in height, a setback of 15 feet is required. The 15th Avenue right-of-way measures 66 feet in width, providing some transition between the SU 65 foot MIO and the Swedish campus. The height and bulk of development will be seen by the surrounding neighborhood. Transitional MIO heights located north and south of the MIO 160 (150), and upper level setbacks will reduce the appearance of bulk and scale.

The eastern property line of the western block within the MIO 160 (150) is adjacent to 16th Avenue and internal to the campus. Upper level setbacks are less on this internal façade measuring five feet for facades heights between 37 and 65 feet, ten feet for facade heights between 65 feet and 105 feet and 15 feet for the remaining of the structure.

The northern portion of this block will remain MIO 65. This portion of MIO measures a distance of approximately 180 feet south of E Cherry Street. Existing structures could be redeveloped to a height of 65 feet. Setbacks along E Cherry Street will remain at the existing 20 feet. A structure setback of five feet measured from 16th Avenue is required for structures up to 37 feet in height and a 10 foot setback for facades between 37 feet and 65 feet. E Cherry Street has a right-of-way width of 71 feet. Structures located within the MIO 65 on the northern portion of the central block will be located at least 100 feet south of these residential uses.



DPD recommends the following condition.

***DPD Recommendation -- These conditions are reiterated in Section VII.***

- ❶ New structures or additions to existing structures shall be located 10 feet from the property line located adjacent to E Jefferson Street on the western block.

**Central Block**

The northern 80 feet of the central block adjacent to E Cherry Street and the James Tower will remain MIO 105. The James Tower will retain MIO 105. A rezone will be required to increase the MIO height to 160. The majority of the plaza (except the west 60 feet, which will be located within the MIO 160) will remain 105 but conditioned down to 37 and contain designated open space. The southwest corner (the existing Jefferson Tower) will remain MIO 105 and the southeast corner (the Annex and Central Utility Plant) will be rezoned from MIO 105 to MIO 65 and conditioned down to 40 feet in height.

The hospital core structure will be located within the MIO 160. All of the hospital beds will be located within this building. Currently there are 196 hospital beds, by 2040 Swedish anticipates the need for 385 Hospital beds. Swedish Cherry Hill has a license with the State Department of Health for 385 beds. The facilities that house the current beds were built in 1960s, 1970s and 1980s. Since then, according to Swedish, the amount of square feet per bed in new bed units has increased due to changes in code, shifting from predominately semi-private rooms to all private rooms and provision for technology in the room. Square feet per bed can vary based on a number of conditions. According to Swedish, hospitals that have a number of specialty bed types like Swedish Cherry Hill tend to have higher square feet per bed than those with typical medical and surgical beds. Swedish is anticipating the need for 3,500 building gross square feet (BGSF) per bed. The BGSF represents all square feet within a building including useable medical and public space, mechanical and electrical needs, internal horizontal and vertical circulation, internal and external wall widths. This results in 1,350,000 BGSF for 2040.

The hospital core structure will be the tallest building on site. Upper level setbacks will be provided from E Cherry Street. A five foot setback will be required for facades heights up to 37 feet. For portions of the façade between 37 feet and 105 feet a 20 foot setback will be required. For portions of façade between 105 feet and 160 feet an 80 foot setback will be required. Portions of the structure above 65 feet in height will measure 91 feet from residential uses north of E Cherry Street and for portions of facades greater than 105 feet and up to 160 feet will be setback a 151 feet from residential uses. On the south side the existing MIO height of 105 feet will be located between the MIO 160 and the southern boundary of the campus adjacent to E Jefferson Street.

In order to accommodate the needed BGSF for the hospital core, minimum setbacks have been provided on the western portion of the MIO 160 adjacent to 16th Avenue. This portion of right-of-way is located internal to the campus boundary. The right-of-way measures 66 feet in width providing separation from development located on the western block. Along 16th Avenue for the central block located within the MIO 160 a five foot setback is provided for portions of the façade 37 feet and greater. The bulk of the building is mitigated by the remaining central block

consisting of the James Tower, which will remain, the entry plaza and MIO 65 conditioned down to 40 for the Annex and Central Utility Plant. New structures located along E Jefferson on the Central Block will be setback five feet from the property line for facades up to 37 feet and 10 feet for facades between 37 feet and 105 feet. New structures within the MIO 105 adjacent to 16th Avenue will have a 10-foot setback – no upper level setbacks are proposed. The E Jefferson Street 78-foot right-of-way provides an additional setback between the central block's southern boundary and residential uses located south of E Jefferson Street. Along the eastern edge of the central block the existing James Tower and East Tower will remain and maintain the existing five foot setback from the property line adjacent to 18th Avenue.

### **Eastern Half Block**

A key area of concern for transition is along the eastern boundary of the half-block located on the east side of 18th Avenue between E Cherry and E Jefferson Streets. The existing MIO is MIO-37. The underlying zoning is SF5000 and the campus boundary edge abuts a SF 5000 zone. The height limit for SF5000 is 30 feet. Swedish has proposed maintaining the MIO-37 for approximately 70 percent of the block and increasing heights of approximately 30 percent to MIO-50 conditioned down to a maximum height of 45 feet. Swedish has proposed a setback at ground level of 25 feet, equal to the required rear yard setback for SF5000, and an additional 5 feet of setback (total of 30 feet) for portions of structures above 37 feet. In order to mitigate the transition in heights between the MIO District and the abutting single family residential zone and to mitigate the bulk and scale resulting from the half block development the Master Plan shall be updated to include the following conditions.

#### ***DPD Conditions -- These conditions are reiterated in Section VII.***

- ① Future development shall comply with setbacks and design guidelines contained within the Swedish Cherry Hill Master Plan.

The Master Plan shall be updated to include the following requirements for the half block, east of 18th Avenue.

- ② The half-block, east of 18th Avenue, shall have a MIO height of 37 feet. A portion of this half block shall be conditioned down to 15 feet in height as shown on page 53 of the Master Plan.
- ③ The half-block, east of 18th Avenue, shall have a 25-foot setback measured from the east property line. No structures, except fencing, shall be located within this 25-foot setback.
- ④ Facades facing the east property line of the 18th Avenue half block, shall have no unmodulated facades greater than 40 feet, excluding the façade within the portion of MIO conditioned down to 15 feet in height. Required modulation on the east facade shall have a depth no less than five feet and width no less than ten feet.

The Master Plan contains design guidelines for campus development, listed in Appendix H to the Final Master Plan. Ultimately, future development must address concerns about how Swedish Cherry Hill interfaces with its streetscapes and the neighborhood, by incorporating human-scaled elements, modulation, and architectural features that communicate attention to human proportion and an appropriate transition from buildings with greater height, bulk and scale to

existing development in the immediate area. In addition to building setbacks, façades greater than 125 feet in width will be modulated and design guidelines have been developed with the Master Plan and are detailed in Appendix H. The FEIS notes that design guidelines and development standards of the Master Plan will guide redevelopment of the campus. These regulations and standards, along with individual project review will serve to ensure compatibility among land uses.

Section B of the Design Guidelines (Appendix H, beginning on page 158 of the Master Plan) provides guidance for architectural character of new buildings on campus. Design considerations relate to visually reducing the scale and form of the buildings into smaller scaled elements and using materials that complement the existing historic architecture and neighboring structures within the same visual field. Specific attention is given to: reducing perceived mass by using secondary architectural elements to reduce the perceived mass of larger projects; consideration of creating recesses or indentations in the building envelope; adding facade details that create shadows along the surface; using punched or projecting windows, porches, canopies or other elements; and/or highlighting building entries; and considering stepping down the building to reduce the mass of the building.

Elements intended to make new structures relate to the pedestrian scale at street level include: incorporating architectural features, elements, and details that are of human scale into the building facades, entries, retaining walls, courtyards, and exterior spaces in a manner that is consistent with the overall architectural concept; paying special attention to the first floor of the building in order to maximize opportunities to engage the pedestrian and enable an active and vibrant street front; and including elements within one's field of vision along the street level.

***DPD Recommendation -- These conditions are reiterated in Section VII.***

- ❶ With the exception of the facades facing the east property line of the 18th Avenue half block, no un-modulated façade shall exceed 125 feet in length. Modulation shall be achieved by stepping back or projecting forward sections of building facades. (See condition above and in Section VII regarding modulation on Eastern Block)
- ❷ Design of new structures shall include special provisions to activate the streetscape along E Cherry Street, 15<sup>th</sup> Avenue, 16<sup>th</sup> Avenue and the east side of 18<sup>th</sup> Avenue through transparency, visible activity, and defined entries at grade level.
- ❸ Elevator penthouses and screened rooftop mechanical equipment may extend 10 feet above the MIO 37 foot height limit and 15 feet above the MIO 65, 105 and 160 MIO height limits.

- b) **The extent to which any structure is permitted to achieve the height limit of the MIO District. The Director shall evaluate the specified limits on the structure height in relationship to the amount of MIO District area permitted to be covered by structures, the impact of shadows on surrounding properties, the need for transition between the Major Institution and the surrounding area, and the need to protect views;**

The development program laid out in the Master Plan identifies potential building massing with enough specificity that some of their potential impacts can be anticipated. The Master Plan discusses building heights of Alternative 12 on pages 35-36 and 52-53. Chapter 3.4 of the FEIS presents a detailed shadow analysis for various times of day and year. Impacts from shadows will increase with new development within the existing MIO heights and additional shadow impacts will result from increased MIO heights in the western and central portions of the campus. The Master Plan discusses building setbacks on pages 25-34. The Master Plan includes a set of design guidelines (Appendix H) that will help address how building design will mitigate impacts from additional bulk and scale of new construction at specific sites. If necessary, additional consideration of potential bulk and scale impacts will occur at the time of MUP review of future projects.

As described above, Figure 2 of this report identifies both the MIO height districts listed in SMC 23.69.004, and show in parenthesis lower heights that Swedish Cherry Hill has proposed to maintain for the duration of the Master Plan. Those lower heights are denoted as “conditioned heights.”

There are no designated scenic routes in the vicinity of the Swedish Cherry Hill Medical Center campus although limited views do occur along public rights of way.

DPD concludes that the proposed MIO height districts of MIO-37, -65, 105, and 160 with lower heights conditioned as shown on Figure 2 of this report, and on Figure B-2 through B-10 of the Master Plan, and the proposed setbacks as shown on Figures 10-18 and described in Table B-2 of the Master Plan, as conditioned, fosters an appropriate transition both to the lower neighborhood zones (SF5000 and LR3) to the north, south and east, as well as to the MIO-65 zoning of the Seattle University campus that faces the Swedish Chery Hill campus across 15th Avenue.

The campus is located outside of an Urban Center Village, in a neighborhood characterized by primarily single family and lowrise residential with some institutions and commercial uses. Swedish has proposed to maintain the existing MIO heights along most edges of the campus and has located higher building heights into the central portions of the campus. The height and density, as conditioned, of the Swedish Cherry Hill campus is appropriate in the context of a Major Institution. As currently proposed with the recommended conditions, DPD considers the Master Plan's design guidelines (Appendix H to the Master Plan) to be appropriate for this stage of the planning process. The combination of the development standards and design guidelines will help shape the design of future development; however continued community based public participation is essential in considering the integration of future development. DPD recommends that this continued participation utilize the Standing Advisory Committee (SAC) structure and that this style of review comports with the duties and function typical of a SAC.

- b) The extent to which setbacks of the Major Institution development at the ground level or upper levels of a structure from the boundary of the MIO District or along public rights-of-way are provided for and the extent to**

**which these setbacks provide a transition between Major Institution development and development in adjoining areas;**

Setbacks are discussed in the Master Plan on pages 25-34. Swedish is proposing structure setbacks along public rights-of-way and boundary of the MIO District that are defined in this standard. Setbacks establish an appropriate pedestrian scale and transition to surrounding neighborhood. Any existing encroachments into the setbacks would be allowed to remain. Landscaping would be provided within setback areas as described in this section.

The existing north and south boundaries of the Swedish Cherry Hill campus coincide with two neighborhood arterials (E Cherry Street to the north and E Jefferson Street to the south). The western boundary is 15th Avenue. Seattle University's MIO is located on the west side of 15th Avenue facing Swedish Cherry Hill's western boundary. Swedish is proposing to maintain the existing MIO heights on the northern and southern boundaries. Front setbacks would vary by street and would range from 0' to 20' at ground level and from 10' to 80' at upper levels.

The rights-of-way of existing streets and the maintenance of existing MIO heights in those areas provide a transition from uses outside the MIO boundary.

A key area of concern for transition is along the eastern boundary of the half-block located on the east side of 18th Avenue between E Cherry and E Jefferson Streets. The existing MIO is MIO-37. The underlying zoning is SF5000 and the campus boundary edge abuts a SF 5000 zone. The height limit for SF5000 is 30 feet. Swedish has proposed maintaining the MIO-37 for approximately 70 percent of the block and increasing heights of approximately 30% to MIO-50 conditioned down to a maximum height of 45 feet. Swedish has proposed a setback at ground level of 25 feet, equal to the required rear yard setback for SF5000, and an additional 5 feet of setback (total of 30 feet) for portions of structures above 37 feet. To provide appropriate transition DPD has recommended that the MIO remain at 37 feet along the eastern half block. See condition 29.

The Master Plan contains design guidelines for campus development, listed in Appendix H to the Final Master Plan. The FEIS notes that design guidelines and development standards of the Master Plan will guide redevelopment of the campus. These regulations and standards, along with individual project review will serve to ensure compatibility among land uses. New structures and or additions will meet setback requirements of the Master Plan. The proposed buildings at the corner of 16th and E Cherry, 18th and E Cherry, 16th Avenue & E Jefferson, and 18th and E Jefferson will be set back from the corner to allow for visibility. Any proposed landscaping at these locations will not obscure visibility around the corner.

Generally, the Master Plan proposes to meet the underlying front and rear setback requirements for the underlying LR3 zoning, but Swedish is requesting a modification to the side setback requirements for institutional structures greater than 65' in depth. No specific requested minimum dimension for side setbacks has been made in the Final Master Plan and would likely not be known until buildings are designed in future phases of the Master Plan development.

Proposed street frontage setbacks are shown for each block in Figures B-2 through B-10 on pages 25 through 33 and summarized in Table B-2 of the Master Plan. Structure setbacks from street rights-of-way will allow for additional landscaping and pedestrian amenities. (See Figures B-13 and B-14 on pages 40-41 of the Master Plan).

Architectural features, structural projections, weather protection, window overhangs and similar elements may extend into the public right-of-way as long as standards are met as determined by Seattle Department of Planning and Development and permits are obtained from Seattle Department of Transportation.

- c) The extent to which the allowable lot coverage is consistent with permitted density and allows for adequate setbacks along public rights-of-way or boundaries of the Major Institution Overlay District. Coverage limits should ensure that view corridors through Major Institution development are enhanced and that area for landscaping and open space is adequate to minimize the impact of Major Institution development within the Overlay District and on the surrounding area**

The Major Institutions Code does not set a limit on allowable lot coverage, but the Master Plan establishes an upper limit of 76.5 percent (Table B-4 of the Master Plan). The Master Plan discusses lot coverage on page 37. The lot coverage of the existing campus is 52 percent; at full build-out that number is expected to increase to 76.5 percent, with an increase in open space from the existing 5.35 percent to a minimum of 12.75 percent. The proposed ground level setbacks from property lines at street frontages and the rear setback of 25-feet along the half-block on the east side of 18th Avenue allow for adequate setbacks along public rights-of-way and MIO boundaries. It also allows Swedish Cherry Hill to provide for landscaping, open space, and pedestrian amenities along the sidewalk areas. The proposed lot coverage limit would work in concert with proposed setbacks, FAR, open space, and height limits to provide for improved transitions in height, bulk, and scale to surrounding neighborhoods.

Generally, the plan calls for setbacks that are equal to or greater than those required by the underlying zoning. Taken together with recommended conditions, the proposed development standards, siting considerations, and the distribution of MIO height limits represent a reasonable strategy for mitigating the impact of Swedish Cherry Hill development. As discussed above Floor Area Ratio (FAR) together with lot coverage, regulates the building area in relation to the amount of lot area. Although, the total campus build out is limited to the 2.75 million gross square feet a total FAR has also been established for the campus. The maximum FAR as stated in the Final Master Plan is 4.74. Typical to other institutions certain areas are exempt from the FAR calculations (but not exempt from the total allowed GSF)

***DPD Recommendation -- These conditions are reiterated in Section VII.***

Page 55 of the Final Master Plan shall be amended to state:

- ❶ Exemptions from FAR shall include:
  - ◆ Portions of structures below grade
  - ◆ Mechanical penthouses located on the rooftop

- ◆ A 3.5 percent reduction in gross square feet located above grade to accommodate mechanical and electrical areas accessory to the structure.

**d) The extent to which landscaping standards have been incorporated for required setbacks, for open space, along public rights-of-way, and for surface parking areas. Landscaping shall meet or exceed the amount of landscaping required by the underlying zoning. Trees shall be required along all public rights-of-way where feasible;**

The Master Plan addresses landscaping on pages 39-41. Swedish Cherry Hill has stated that the priority of the open space and landscaping of the Swedish Cherry Hill Master Plan is to maintain existing landscape patterns in the street level landscape areas. Landscaping will be provided in structural setbacks and roof top gardens when practical. Street trees shall be provided in planting strips in the rights-of-way. Trees, shrubs, groundcover, grass and flowers would reinforce the open space concept and existing vegetation. The Seattle DPD Green Factor guidelines will be used in directing the quantity and quality of new landscaping and the Green Factor score sheets will be completed during the MUP process for individual planned projects. The proposed buildings at the corner of 16th and E Cherry, 18th and E Cherry, 16th Avenue and E Jefferson, and 18th and E Jefferson will be set back from the corner to allow visibility. Any proposed landscaping at these locations will not obscure visibility around the corner. Landscaping will be proposed to benefit the neighborhood pedestrian experience and promote pedestrian security and safety.

Figures B-13 and B-14 on pages 40-41 of the Master Plan locates the existing and future landscape and open space features on campus. Landscaping is also discussed in the Design Guidelines (Appendix H), on page 157 of the Master Plan. It notes that: *"The hospital campus should be composed of a rich and varied landscape and plant palette."* General landscaping guidelines include: coordinate plant locations with adjacent building functions; focal point features such as building entries, and gardens; and reinforce intuitive wayfinding.

DPD recommends the following condition.

***DPD Recommendation -- These conditions are reiterated in Section VII.***

- ❶ Swedish Cherry Hill shall submit a landscaping plan with each Master Use Permit application to the SAC for review and comment prior to submittal to DPD for approval. Provide landscaping and open space for pedestrian interest, scale, partial building screening and building contrast. The SAC shall use the Design Guidelines as a benchmark for review and comment on proposed landscaping.
- ❷ Prior to the approval of the Master Use Permit for the 18th Avenue Medical Office Building, Swedish Cherry Hill shall develop a detailed landscaping and fencing plan for the rear setback area. Swedish Cherry Hill shall submit the landscaping and fencing plan to the SAC for review and comment prior to submittal to DPD for approval.

**e) The extent to which access to planned parking, loading and service areas is provided from an arterial street;**

Local access to the Swedish Cherry Hill campus is from arterials and local streets. There are no existing restricted left turns or limitations on driveways. Swedish Cherry Hill's existing and proposed parking access/egress, patient drop-off/pick-up, and emergency access/egress locations are shown on Figures C-5, C-6, and C-7 of the Master Plan.

Entries to parking facilities are distributed around the campus to disperse traffic and avoid conflicts with major traffic flows. The most likely vehicle access/egress locations are identified on Figure C-5 of the Master Plan, but other locations may be developed without Master Plan amendment. Additional environmental impact review may be necessary with specific project permitting.

***DPD Recommendation -- These conditions are reiterated in Section VII.***

- ① With each subsequent Master Use Permit application, Swedish Cherry Hill shall provide an analysis of impacts of parking, driveways, loading and service area drives, and pick-up/drop-off areas on pedestrian and vehicular flow on the surrounding sidewalks and streets. Appropriate design measures shall be identified and implemented to avoid adverse impacts to pedestrians, bicyclists and motorists.
- ② No more than two access drives shall be located along the east side of 18th Avenue.
- ③ Assess truck delivery routes between Swedish Cherry Hill and I-5 and along E Cherry Hill and E Jefferson Street to identify potential impacts to roadways along those routes.
- ④ Reduce the impact of truck movements on local streets and potential conflicts with pedestrians by consolidating loading facilities and managing delivery schedules.
- ⑤ Review of future projects would include an evaluation of truck access and loading berths. Evaluate means and methods to ensure relevant Seattle noise regulations are met.
- ⑥ Develop a campus wide dock management plan to coordinate all deliveries to the loading berths along 15th, 16th, and 18th Avenues. This plan shall be developed and submitted to DPD and SDOT for review no later than submittal of the first Master Use Permit application for development under this Master Plan. Approval of this plan is required prior to issuance of the first building permit for development under this Master Plan. The dock management plan would provide protocols on scheduling and timing of deliveries to assist in minimizing on-street impacts of trucks waiting to access loading berths. Other elements that should be considered in the management plan include:
  - Truck size would be limited to 65 feet' in length or less, assuming loading berths could accommodate this size.
  - Work with vendors to minimize the number of deliveries to and from the site such as by using a larger delivery truck.
  - Work with multiple vendors to encouraged consolidating loads prior to delivery so as the reduce truck demand.
  - Explore commercial vehicle loading opportunities in the off-street parking facilities (such as proposed for the 18th Avenue Garage), to relieve the on-street commercial vehicle load zones.



- Explore time of delivery management tools such using secure drop boxes and secure rooms to store deliveries during times when staff are not available to accept deliveries.

- f) The extent to which the provisions for pedestrian circulation maximize connections between public pedestrian rights-of-way within and adjoining the MIO District in a convenient manner. Pedestrian connections between neighborhoods separated by Major Institution development shall be emphasized and enhanced;**

The Master Plan identifies the current (page 11) and proposed system of pedestrian circulation (pages 44-46).

Circulation issues are primarily discussed in the Master Plan on page 11 (existing pedestrian and bicycle circulation) and on pages 44-46 for future circulation. Circulation is discussed in the FEIS, specifically in the Transportation Section 3.7, in Subsection 3.7.3.3. Swedish Cherry Hills's campus is crossed by 16th and 18th Avenues.

Pedestrian circulation occurs on two levels; internal within and external around the Swedish Cherry Hill campus. Being an urban campus, the street grid sidewalk system defines how the campus relates to the surrounding community. The Master Plan's intent is to maintain and enhance this system with all future projects in the MIO district. Maintaining the north/south pedestrian and bicycle routes within the street R.O.W.'s will be a priority component within the plans. The enhancements recently approved by DPD (2013) of the 17th Avenue internal/ external corridor will be added to the standards (clear pathway signage and public access, public amenities, sufficient pathway lighting and places for rest along the accessible route).

To improve the pedestrian experience and promote safety, the Institution will work with the City for pedestrian-oriented capital improvements: painted cross walks, curb bulbs, special paving, new signals, bus stop plazas, street trees and other landscaping, and bicycle routes. A bicycle and pedestrian wayfinding plan, including directions to the soon to be operating streetcar and bicycle facility locations will be developed.

See earlier recommended condition regarding development of a wayfinding plan and repeated in Section VII.

- g) The extent to which designated open space maintains the pattern and character of the area in which the Major Institution is located and is desirable in the location and access for use by patients, students, visitors and staff of the Major Institution;**

Open space is discussed in the Master Plan (pages 42-43). Currently, open space constitutes approximately 5.35 percent of the campus area. The Master Plan anticipates open space to increase to approximately 12.75 percent. The main entry plaza with its integrated landscaped areas plus the landscaped courtyard between the Annex and James Tower will be set aside as

designated open space and not future building footprints. The Master Plan proposes public amenities located within or adjacent to street right-of-way to connect buildings with the surrounding public spaces around the campus. The Master Plan also stated that future open space will continue to be provided at structural setbacks and at building separations. Landscaping located around structures and between structures and existing rights-of-way will maintain the existing pattern on campus and in the surrounding community. The open space plan for the main entry plaza and courtyard between the Annex and James Tower will be required with submittal of the first Master Use Permit for development on the Central block. See earlier recommended condition and repeated in Section VII.

All open space and public amenity improvements will be designed to accommodate the special user needs of the physically frail, medically challenged/handicapped, elderly and less mobile populations. Features will seek to reduce barriers and make the amenities truly accessible and usable to all, including application of ADA requirements, whichever version is current at the time of development.

**h) The extent to which designated open space, though not required to be physically accessible to the public, is visually accessible to the public;**

Swedish Cherry Hill's existing designated open space is primarily the main entry plaza and plaza Zen Garden off of E Jefferson Street. Both are visually and physically accessible to the public. Swedish Cherry Hill is proposing to expand this area with a connection between buildings to 18th Avenue. Pocket parks located along the perimeter health walk will have criteria developed to ensure that the spaces will be sites adequately scaled and effectively spaced to offer usable public spaces.

The proposal contains the areas at the campus perimeter (landscape and sidewalks) plus the cross campus connectors and open space areas. With the purpose of adding community amenities to increase safety, provide increased aesthetic enjoyment, include education markers for the health and exercise, provide respite and contemplation areas, clarify the pedestrian pathways and bicycle routes through the campus. Swedish proposes to enhance open space through the enhancement, replacement, creation and renovations of: a perimeter pedestrian sidewalk and landscaping plan including widening sidewalks to SDOT standards; new landscaping pedestrian connectors, and landscaping along the eastern campus edge.

**i) The extent to which the proposed development standards provide for the protection of scenic views and/or views of landmark structures. Scenic views and/or views of landmark structures along existing public rights-of-way or those proposed for vacation may be preserved. New view corridors shall be considered where potential enhancement of views through the Major Institution or of scenic amenities may be enhanced. To maintain or provide for view corridors the Director may require, but not be limited to, the alternate spacing or placement of planned structures or grade-level openings in planned structures. The institution shall not be required to reduce the combined gross floor area for the MIO District in order to protect views other than those protected under city laws of general applicability.**

As discussed above, there are no designated scenic routes or views in the vicinity of the Swedish Cherry Hill Medical Center campus.

The two designated landmark structures within the existing campus that could be potentially affected by redevelopment are the James Tower and the Carmack House.

James Tower (Providence 1910 Building, Ordinance 121588) is a Seattle Landmark. The building would not be altered by the Master Plan, but consideration is given to this building's designation as a landmark relative to public view protection policies. According to this policy, the landmark must be assessed for "prominence of location or contrasts of siting, age, or scale, are easily identifiable visual features of their neighborhood or the City and contribute to the distinctive quality or identity of their neighborhood" (SMC 25.05.675.P.2.b.i). Due to increased building heights, redevelopment would block some public views of James Tower from adjacent streets. James Tower may be visible in the distance from the east (in the vicinity of Garfield High School), but would not be visible from Seattle University. Views of James Tower may remain from some viewpoints to the south.

The CAC recommended that the central block height be lowered to 140 feet to preserve distant views of the James Tower. Reducing the central block will impact Swedish's defined need for inpatient hospital services. According to Swedish, hospital beds must be located within the licensed hospital central block structure. Hospital beds must be located within direct vertical access to critical inpatient care support services of emergency, surgery, and diagnostic imaging. Reduction of the height would result in the loss of two floors containing 96 hospital beds. The 96 hospital beds could not be located on the west or east portions of the campus due to the vertical access requirements and the cost of duplicating critical inpatient care support. Therefore DPD has not recommended that the central block MIO height be reduced from 160 feet to 140 feet (see discussion above in the MIO criteria).

Although some public views of the James Tower may be obstructed with an increase in the MIO height from 105 to 160 feet on the central block of campus, it is not possible to protect all views of the James Tower and allow Swedish to expand its services on site. The majority of the views from the northeast, east, south and southeast will not be impacted by increased MIO heights.

Swedish Cherry Hill has identified in the Master Plan, for future review and decision, the replacement of the existing one-story skybridge across 16th Avenue with a two-story skybridge in approximately the same location, and one below-ground tunnel also under 16th Avenue. The approvals for term permits for the skybridge and tunnel will occur separately from the Master Plan application process, and are subject to their own procedures and policies. The FEIS analyzes the environmental impacts from the skybridge, specifically bulk and scale, and view impacts. Further information on the environmental impacts may be required when the specific applications for the term permits for the skybridge and tunnel are made with the City.

***DPD Recommendation -- These conditions are reiterated in Section VII.***

- ① The future skybridge shall be designed and constructed with materials that would contribute to transparency of the skybridge to the extent possible in order to minimize potential impacts to view corridors on campus. Height and width of skybridges will be

limited to accommodate the passage of people and supplies between buildings. Approval of the location and final design of any skybridges will occur through the City's Term Permit process.

**E6. The Director's report shall specify all measures or actions necessary to be taken by the Major Institution to mitigate adverse impacts of Major Institution development that are specified in the proposed master plan.**

Those measures found necessary to mitigate adverse impacts of the Major Institution are listed in Section VII of this report.

**RECOMMENDATION – MAJOR INSTITUTION MASTER PLAN**

The Director recommends **CONDITIONAL APPROVAL** of the proposed Major Institution Master Plan as conditioned in Section VII.

**V. ANALYSIS – REZONE**

**V. A. BACKGROUND**

The proposed Master Plan includes increasing MIO height limits in several areas of the campus. Existing MIO heights are MIO-65 on the West Campus, MIO-105 on the Central Campus and MIO-37 on the East Campus.

The following changes are proposed to the MIO districts for the campus under Alternative 12 (See Figure C-4 in the Master Plan and Figure 3.3-8 in the Master Plan).

1. On the west side of campus, the center portion of the block would be changed from MIO-65 to MIO-160 (conditioned down to a height of 150 feet). The Northwest Kidney Center site on the northwest corner would remain MIO-65; and the height district on the Seattle Medical and Rehab Center site would remain at MIO-65. The south portion would remain at MIO-65 including the MIO-65 height district on the Carmack parcel.
2. In the central block of the campus, the center-west portion would change from MIO-105 to MIO-160, and the northeast portions facing E Cherry Street and 18th Avenue, as well as the southwest corner (at 16th Avenue and E Jefferson Street) would remain MIO-105. The southeast portion would change from MIO-105 to MIO-65 (conditioned down to a height of 40 feet). The MIO height district of the plaza would remain at MIO-105, but the height would be conditioned down to 37 feet.
3. On the east side of campus on the half-block located on the east side of 18th Avenue, two portions (one in north and one in south) would change from MIO-37 to MIO-50, both conditioned to 45 feet. The other portions of the block would remain MIO-37. The

centermost portion of the east campus would have a height conditioned down to a maximum of 15 feet.

## **V. B. ANALYSIS – GENERAL REZONE CRITERIA**

The code sections from SMC 23.34.008 General rezone criteria are highlighted below in bold, with analysis following:

### **1. To be approved a rezone shall meet the following standards:**

- 1. In urban centers and urban villages the zoned capacity for the center or village taken as a whole shall be no less than one hundred twenty-five percent (125%) of the growth targets adopted in the Comprehensive Plan for that center or village.**

Swedish Cherry Hill is not located in an urban center or an urban village. This criteria does not apply.

- 2. For the area within the urban village boundary of hub urban villages and for residential urban villages taken as a whole the zoned capacity shall not be less than the densities established in the Urban Village Element of the Comprehensive Plan.**

Swedish Cherry Hill is not located within an urban village boundary of hub urban villages. This criteria does not apply.

- 2. Match Between Zone Criteria and Area Characteristics. The most appropriate zone designation shall be that for which the provisions for designation of the zone type and the locational criteria for the specific zone match the characteristics of the area to be rezoned better than any other zone designation.**

Swedish Cherry Hill is not proposing to expand its existing boundaries, or to change the underlying zoning of SF5000 and LR3. The existing MIO boundary is adjacent to SF5000 on its east side, and across the street from LR3 on the north and from SF5000 on the south. The west side of the MIO faces the MIO-65 of Seattle University.

Existing MIO height districts are MIO-65 on the West Campus, MIO-105 on the Central Campus and MIO-37 on the East Campus. Swedish is proposing to maintain its existing MIO height districts along its northern boundary (from 15th Avenue to the mid-block between 18th and 19th Avenues). Swedish is also proposing to maintain its existing MIO height districts along the southern boundary with the exception of the southeast corner of the Central Campus where they propose to lower the MIO from MIO-105 to MIO-65, and further condition the height down to 40 feet.

Additional height is proposed for three areas of the campus (see Figure 2 of this report). On the West Campus, Swedish Cherry Hill is proposing MIO-160 conditioned down to 150 feet for the central portion of the block. On the Central Campus, Swedish is proposing MIO-160 for a central

portion of that block that faces onto 16th Avenue. On the north and south portions of the east half-block Swedish is proposing to increase the MIO height from 37 feet to 50 feet, conditioned down to a 45 height.

**3. Zoning History and Precedential Effect. Previous and potential zoning changes both in and around the area proposed for rezone shall be examined.**

The currently proposed Master Plan represents the second Major Institution Master Plan that has been prepared for Swedish Cherry Hill to satisfy requirements of the City's Major Institution Code, as well as to fulfill Swedish's need for a comprehensive campus development plan. Ordinance 117238, adopted in 1994, established the current MIO boundary and height limits of MIO-65, MIO-105, and MIO-37. That Master Plan expired in 2011. The underlying zoning has not changed since Ordinance 117238 was adopted. No change to the underlying zoning is requested. The future land use map in the Comprehensive Plan identifies the surrounding area as single-family and multi-family, and the existing campus as major institution.

**4. Neighborhood Plans.**

- 1. For the purposes of this title, the effect of a neighborhood plan, adopted or amended by the City Council after January 1, 1995, shall be as expressly established by the City Council for each such neighborhood plan.**

The Swedish Cherry Hill campus is located within the Central District Neighborhood Planning Area, which encompasses three Urban Villages/Centers: Madison-Miller to the north, 23rd Avenue South at Jackson-Union to the east and south, and 12th Avenue in the western portion of the neighborhood. Swedish Cherry Hill campus is surrounded by these urban villages/centers but is not located within an urban village or urban center.

- 2. Council adopted neighborhood plans that apply to the area proposed for rezone shall be taken into consideration.**

The following goals and policies from the Central Area Neighborhood Plan are the most applicable to proposed development of the Swedish Cherry Hill campus:

***Overall Central Area Community Identity & Character Goal***

***CA-G1 A community that celebrates the Central Area's culture, heritage, and diversity of people and places.***

***Overall Central Area Community Identity & Character Policies***

***CA-P1 Enhance the sense of community and increase the feeling of pride among Central Area residents, business owners, employees, and visitors through excellent physical and social environments on main thoroughfares.***

***CA-P2 Recognize the historical importance and significance of the Central Area's single-family residential housing stock, institutional buildings (old schools, etc.), and commercial***

*structures as community resources. Incorporate their elements into building design guidelines, housing maintenance programs, and possible designation of historic and cultural resources.*

**CA-P3** *Seek opportunities for community-based public improvements that would create a sense of identity, establish pride of place, and enhance the overall image of the Central Area.*

**CA-P4** *Create opportunities for public spaces, public art, and community gateways (e.g., Lavizzo Amphitheater, I-90 Lid).*

**CA-P5** *Support the development of CAAP\*IT CAN (Central Area Action Plan \* Implementation Team Community Action Network) for coordination of volunteerism and economically viable community building programs, projects and collaboration.*

### **Central District Transportation and Infrastructure Goals**

**CA-G2** *A community where residents, workers, students and visitors alike can choose from a variety of comfortable and competitively convenient modes of transportation including walking, bicycling, and transit and where our reliance on cars for basic transportation needs is minimized or eliminated.*

**CA-G3** *A community that is served by a well-maintained infrastructure and the most up to date communication technology.*

### **Central District Transportation and Infrastructure Policies**

**CA-P6** *Facilitate movement of residents, workers, visitors, and goods within the Central Area with a particular focus on increasing safety, supporting economic centers, encouraging a full range of transportation choices, and creating social gathering places that improve the quality of life and serve as the heart of the community.*

**CA-P7** *Encourage use of travel modes such as transit, bicycles, walking and shared vehicles by students and employees, and discourage commuting by single occupant vehicle. Minimize impacts of commuters on Central Area neighborhoods and neighborhood cut through traffic to and from the regional highway network. Work with institutions/businesses to develop creative solutions for minimizing auto usage by employees and students.*

**CA-P8** *Promote capital improvements that encourage “pedestrianism” among residents, employees, and shoppers. Use all area streets and sidewalks as avenues to walk to work, school, recreational facilities, shopping districts, and visit neighbors. Provide for pedestrian convenience and priority at signalized intersections using Transportation Strategic Plan strategies. Preserve residential area street ends and stairways for public access.*

**CA-P9** *Identify key pedestrian streets and areas where neighborhoods can be linked together.*

**CA-P10** *Central Gateway project: Strive to provide excellent pedestrian and bicycle links between the Central Area and adjacent neighborhoods. Facilitate bicycle and pedestrian safety, and transit and traffic flow and access. Minimize neighborhood cut-through traffic.*

**CA-P11** *Coordinate project planning with affected neighborhood planning areas including the Central Area, the International District, and First Hill.*

**CA-P12** *Strive to provide safety for pedestrians needing to cross Central Area arterials to reach schools, parks, businesses, services, and transit. Operate pedestrian signals to facilitate pedestrian movement and safety.*

**CA-P13** *Facilitate residents' access to Central Area businesses, services, and institutions by using public transportation, thereby encouraging patronage of area businesses and reducing the need for cars. Encourage community-based transit service with transit hubs at primary business nodes and community anchors.*

**CA-P14** *Facilitate access to employment centers for Central Area residents who use public transit. Maintain efficiency of direct transit service to downtown, improve north-south transit service to regional job centers, and improve access to eastside transit service.*

**CA-P15** *Encourage shared parking at business nodes in order to meet parking requirements while maximizing space for other uses with a goal to reduce the need for surface parking lots especially along Key Pedestrian Streets.*

**CA-P16** *Encourage coordination of construction work within the street right of way in order to maximize the public benefit and minimize the disruption of the street surface.*

**CA-P17** *Improve the visual quality of the neighborhoods by encouraging undergrounding of utilities including service lines for all new construction and remodel projects and minimizing the impact of new telecommunication facilities such as towers.*

Redevelopment under the Master Plan would include the replacement of aging facilities to meet the demands of regional growth within the medical community. The need to meet technological demands and is a key driver for the growth and redevelopment of the existing campus. Upgrading hospital facilities to meet seismic requirements is of special concern in the Seattle area as it sits on a significant fault line and may be at risk in the event of an earthquake. The Master Plan proposal for new development and future building operations incorporates sustainable buildings practices as a goal for the future campus.

Redevelopment would increase the amount of employment on the campus and enhance street-level retail uses.



Existing and proposed open space areas and enhancements to the pedestrian streetscape on the campus and along campus boundaries would serve not only the employees of and visitors to the campus, but the surrounding community as well. In an effort to reduce the number of trips to the campus, the Master Plan includes a TMP that would encourage the use of transit, bicycling, and walking as a means to access the campus. Proposed development under the Master Plan would also include an increase in the amount of underground parking provided on campus.

Transit access is on E Jefferson Street with stops next to the main entry at 17th Avenue, and stops west down the hill near 15th Ave. Swedish Cherry Hill would maintain the shuttle service from the main plaza that circulates between First Hill, Cherry Hill and Met Park campuses. Enhancement to the shuttle service is currently being considered as a means of improving the SOV rate.

The Master Plan would enhance pedestrian circulation. Maintaining the pedestrian and bicycle circulation within the street right-of-way will be a priority component within the plan. The enhancements recently approved by DPD of the 17th Avenue internal/ external corridor will be added to the standards (e.g., clear pathway signage and public access, public amenities, sufficient pathway lighting and places for rest along the accessible route).

Swedish would work with the City for pedestrian-oriented capital improvements: painted cross walks, curb bulbs, special paving, new signals, bus stop plazas, street trees and other landscaping and bicycle routes.

Bike circulation occurs currently within the street right-of-way since there are no dedicated bike lanes in the direct surrounding neighborhood or MIO. The City of Seattle Neighborhood Greenway Plan is proposing 18th Ave to be a Greenway street. Similar to the pedestrian circulation system, Swedish would work to maintain and improve the current connections through the campus through plans described in the Master Plan.

This redevelopment would be consistent with the transportation and infrastructure goals and policies of the adjacent Central Area Neighborhood Planning Area.

### ***Central District Economic Development Goals and Policies***

***CA-G5 Central Area as one business district offering a series of successful economic niche neighborhoods within the overall community.***

***CA-P22 Encourage minority and locally owned businesses in the Central Area to grow and expand.***

***CA-P23 Facilitate and support business associations for primary business districts.***

***CA-P24 Create a viable business base that will attract investment, focusing on neighborhood retail, professional and personal services, restaurants, and entertainment. Support the urban design element of the Central Area Neighborhood Plan that strengthens development and enhances the pedestrian nature of each area.***

*CA-P25 Support linkages between job training and services and jobs available.*

*CA-P26 Develop organizational capacity within the community to stimulate economic development.*

*CA-P27 Support crime prevention programs that involve the community such as Community Police Teams, Block Watch, Youth Advisory Council.*

The Swedish Cherry Hill campus is located within the Central District Neighborhood Plan Area but is not within an Urban Center or Village. Housing goals and policies are not applicable to this Master Plan.

Redevelopment under the Master Plan would include the replacement of aging facilities to meet the demands of regional growth within the medical community. Implementation of the Master Plan would increase the amount of employment on the campus.

The Swedish Cherry Hill campus is located between two main thoroughfares (E Cherry and E Jefferson Streets) and near other Central area community-based institutions (e.g., Seattle University, Garfield Community Center). A goal of the Master Plan and the Design Guidelines is to improve the physical environment along all street frontages adjacent to the campus, and Swedish is working with the CAC to consider amenities and uses along the street frontages that would increase interaction between the neighborhood and the medical center using CPTED design principles to support crime prevention programs in the neighborhood.

- 3. Where a neighborhood plan adopted or amended by the City Council after January 1, 1995 establishes policies expressly adopted for the purpose of guiding future rezones, but does not provide for rezones of particular sites or areas, rezones shall be in conformance with the rezone policies of such neighborhood plan.**

The Central Area Neighborhood Plan as adopted by the City Council does not include policies expressly adopted for the purpose of guiding future rezones.

- 4. If it is intended that rezones of particular sites or areas identified in a Council adopted neighborhood plan are to be required, then the rezones shall be approved simultaneously with the approval of the pertinent parts of the neighborhood plan.**

Not applicable.

**5. Zoning Principles. The following zoning principles shall be considered:**

- 1. The impact of more intensive zones on less intensive zones or industrial and commercial zones on other zones shall be minimized by the use of transitions or buffers, if possible. A gradual transition between zoning categories, including height limits, is preferred.**

The Swedish Cherry Hill campus is separated from other uses on the north, south and west sides by streets. Along the north and south boundaries, Swedish is not proposing to change the existing MIO heights.

Along the west side, Swedish's existing MIO is MIO-65 and it faces the MIO-65 of Seattle University across 15th Avenue. Swedish is proposing to increase the height of the center portion to MIO-160 conditioned down to a height of 150 feet. Seattle University uses that portion of its campus for athletic facilities, and those facilities would not be impacted by the proposed higher heights of the Swedish campus in that area.

The central block of the campus is currently MIO-105. Swedish has proposed to maintain the MIO-105 on the north, northeast and southwest edges, to increase the west-center portion to MIO-160, and to reduce the height of the southeast corner to MIO-65 conditioned down to 40 feet.

On the east side of campus, the existing MIO is MIO-37. The MIO-37 ends at mid-block and abuts SF5000 zoning with a height of 30 feet. Swedish is proposing to maintain the MIO-37 in approximately 70 percent of the half-block, to increase the heights in approximately 30 percent of the half-block to a MIO-50 conditioned down to a height of 45 feet, and to condition down the center portion of MIO-37 to a height of 15 feet. They have proposed a 25-foot setback at ground level, and an additional 5-foot setback for portions of structures above 37 feet.

The proposed MIO-37 foot height limit for the east half-block along the east side of 18th Avenue provides a gradual transition between the MIO-105 on the west side of 18th Avenue and the SF5000 with height limits of 30 feet on the east side of the half-block, however the MIO 50 foot height conditioned down to 45 does not provide a transition to the abutting single family zoned property. The proposed 25-foot setback along the rear property line, will provide a buffer between the Major Institution and the adjacent single-family uses.

**2. Physical buffers may provide an effective separation between different uses and intensities of development. The following elements may be considered as buffers:**

***a. Natural features such as topographic breaks, lakes, rivers, streams, ravines and shorelines;***

Not applicable. No such features exist here.

***b. Freeways, expressways, other major traffic arterials, and railroad tracks;***

E Cherry and E Jefferson Streets, abutting the campus on the north and south are designated arterials. Both serve as effective separations between the different zoning heights on either side of these streets. 15th Avenue on the west provides transition between the Swedish Cherry Hill MIO and the facing Seattle University MIO.

***c. Distinct change in street layout and block orientation;***

Not applicable.

***d. Open space and greenspaces.***

There are currently landscaped areas and setbacks, as well as street trees that provide limited separation and transition between different zone intensities. Swedish is proposing landscaping within the 25-foot setback along the eastern campus boundary.

**3. Zone Boundaries.**

Swedish Cherry Hill is not proposing to change its existing boundaries.

***a. In establishing boundaries the following elements shall be considered:***

**(1) Physical buffers as described in subsection E2 (5.2) above;**

See above, under 5.2.

**(2) Platted lot lines.**

The proposed MIO height districts follow streets and platted lot lines.

***b. Boundaries between commercial and residential areas shall generally be established so that commercial uses face each other across the street on which they are located, and face away from adjacent residential areas. An exception may be made when physical buffers can provide a more effective separation between uses.***

Not applicable.

**4. In general, height limits greater than forty (40) feet should be limited to urban villages. Height limits greater than forty (40) feet may be considered outside of urban villages where higher height limits would be consistent with an adopted neighborhood plan, a major institution's adopted master plan, or where the designation would be consistent with the existing built character of the area.**

Swedish Cherry Hill is located outside of an urban village. The proposed heights are part of a proposed Major Institution Master Plan, and if approved, would be consistent.

**6. Impact Evaluation. The evaluation of a proposed rezone shall consider the possible negative and positive impacts on the area proposed for rezone and its surroundings.**

**1. Factors to be examined include, but are not limited to, the following:**

***a. Housing, particularly low-income housing;***

No direct impacts to housing would occur. With implementation of the Master Plan, staffing and patient levels would increase over current levels. The number of hospital based doctors would increase from 165 (year 2012) to 385 at full build out. Staff doctors would increase from 115

(year 2012) to 155 at full build out. Other staff present during peak hours would increase from 2,123 to a range of 4,154. These staffing increases would occur incrementally over the next 30 years as new projects are developed. Housing needs relative to these increases are expected to continue to be a small percentage of the area's housing stock.

Since there are no occupied housing units within the MIO boundary, there would be no direct impacts to housing or displacement of residents. Implementation of the Master Plan would require demolition of two vacant residential structures on 18th Avenue and permanently remove these units and the rest of the east side of the campus from the potential future housing stock.

Implementation of the proposed Master Plan may eventually affect the vacant house located at 1522 E Jefferson Street. The property is not currently owned by Swedish or Sabey and there are no plans within the proposed Master Plan to redevelop the site.

Swedish is proposing to increase the size of the long-term care facility. The current size of the nursing home is 43,000 gross SF and contains 99 beds. The total size would be 93,000 gross SF, and would include approximately 149 beds.

Swedish is proposing to expand the hotel accommodations for families and patients awaiting care at the patient family hotel. Swedish proposes to increase the square-footage of the hotel to 40,000 gross SF, and provide 40 rooms.

***b. Public services;***

An expanded population of doctors, staff, patients and visitors would increase the potential for calls to fire and police, increase water supply and discharge needs, and increase solid waste disposal and energy consumption. The FEIS concluded that these impacts are not likely to be significant.

***c. Environmental factors, such as noise, air and water quality, terrestrial and aquatic flora and fauna, glare, odor, shadows, and energy conservation;***

DPD has prepared a Draft and Final EIS that considers potential impacts of the Master Plan (Proposed Action) on the environment. See Section VI for a summary of the short-term and long-term environmental impacts identified in the FEIS. Adverse impacts from construction and operational noise was identified. New structures will cast further shadows on some homes north, northwest, east and northeast of the campus. An increase in the intensity of uses on site will increase glare from new lighting sources and façade materials. Considered in its urban context, the Master Plan's proposed growth is likely to cause minimal impacts to local water resources, terrestrial and aquatic flora and fauna. Conditions in Section VII of this report will mitigate adverse impacts identified in the environmental document.

***d. Pedestrian safety;***

Section 3.7, Transportation, Circulation and Parking of the Final EIS discusses pedestrian safety and notes that the increase in vehicular and pedestrian traffic could result in increased potential

for conflicts at road crossings and even midblock locations. To improve connections for pedestrians, Swedish Cherry Hill is proposing to strengthen existing pedestrian connections at street level through the campus. Whenever individual blocks or frontages are developed along any of the streets within the MIO, pedestrian facilities (sidewalk plus planting strips) that do not meet established city standards shall be improved to current standards at time of development and sidewalk bulb-outs will be provided at intersections along the north and south perimeter of the campus to shorten the pedestrian crossing distances across E Cherry and E Jefferson Streets. Conditions in Section VII of the report identify required pedestrian safety improvements at surrounding intersections.

***e. Manufacturing activity;***

Not applicable

***f. Employment activity;***

The aim of the Master Plan is to achieve several goals, including replacing aging infrastructure and providing growth of medical services. Staffing levels could incrementally increase over current levels with each new or replacement development project that is implemented under the Master Plan. The expansion in employment could be anticipated to support secondary employment opportunities at nearby businesses.

***g. Character of areas recognized for architectural or historic value;***

The Swedish Cherry Hill campus is located within Seattle's Squire Park neighborhood, an area that was initially developed in the 1880s and 1890s. Squire Park is defined in this analysis as the area bordered by East Union Street on the north, 23rd Avenue on the east, South Jackson Street on the south, and 12th Avenue on the west.

The Squire Park Neighborhood, as one of Seattle's earliest residential neighborhoods, presently contains 10 designated City Landmarks, including the original 1910 Providence Hospital (see page 3.6-7 of Final EIS). Three properties within the neighborhood are listed in the National Register of Historic Places. They are also designated City Landmarks: Washington Hall, 153 14th Avenue; Seattle Fire Station #23/Center Stone, 722 18th Avenue; and Yesler Houses/Prevost Dr. Houses, 103, 107, and 109 23rd Avenue.

The FEIS discusses in Section 3.6 the potential impacts of Master Plan development on properties with potential historic value. Based on the City's current procedures, at the time a Master Use Permit application is submitted for a project that would affect any of these buildings, an analysis would be required by the City to determine the historical significance of the building. At that time, the City's Historic Preservation Officer can request supplemental information and, if appropriate, can recommend that the structure be reviewed by the City's Landmark Preservation Board for possible designation as a landmark subject to controls. The James Tower would be retained.

***h. Shoreline view, public access and recreation.***

Not applicable. The proposed Master Plan and overlay changes would not affect any shoreline.

**2. Service Capacities. Development which can reasonably be anticipated based on the proposed development potential shall not exceed the service capacities which can reasonably be anticipated in the area, including:**

***a. Street access to the area;***

The existing street network provides adequate access to the Swedish Cherry Hill campus, including access on two arterials (E Cherry Street and E Jefferson Street).

***b. Street capacity in the area;***

The EIS evaluates the potential impact on the street capacity in the vicinity of the Swedish Cherry Hill campus from the development proposed in the Master Plan. Based on expected trip generation from the development, the EIS predicts the level of service at approximately 43 intersections in the vicinity (see Figure 3.7-1 in Final EIS). Increased development capacity associated with the Master Plan will have a significant adverse impact on two intersections during the AM peak hour and four intersections during the PM peak hour in the area. Specific mitigation has been identified and conditioned in Section VII of this report.

The Master Plan includes a Transportation Management Program that is intended to encourage commuting to campus by means other than single occupant vehicles (SOV). Swedish Chery Hill is currently not meeting its SOV goal of 50 percent. Increased development capacity associated with the Master Plan would have a significant adverse impact on street access and appropriate mitigation has been identified in Section VII of this report.

***c. Transit service;***

The number of patients, visitors and staff travelling to and from the Swedish Cherry Hill campus would be anticipated to increase with implementation of the Master Plan over time. A TMP would be implemented; one strategy identified in the TMP is increasing transit ridership through subsidies, improved access, and the marketing of program benefits. The following actions are among those that would be taken in order to improve transit access and utilization:

- ◆ Improvements to the existing King County Metro transit stops along E Jefferson Street
- ◆ Increased shuttle access from the campus to other major transportation hubs.

The First Hill Streetcar will be operational in 2015. The streetcar will provide access to the new Sound Transit Link light rail, with stations on Capitol Hill and Downtown. The presence of light rail and the streetcar will help increase opportunities for Swedish Cherry Hill's staff that now commute by single occupancy vehicle (SOV) or bus to shift to light rail and street car. Also see conditions of approval detained in Section VII of this report discussing transit stops within the MIO boundary.

***d. Parking capacity;***

The EIS describes in Section 3.7 the existing campus parking supply and predicts future demand. It is not anticipated that the build out of the Master Plan would have a significant adverse impact on parking supply or demand. A comparison of the calculated maximum number of allowed spaces and the number of recommended spaces shows that the recommended supply falls within the code required minimum and maximum limits. The TMP includes Parking Strategies. The Master Plan has been conditioned to achieve an aggressive SOV goal by the year 2040.

***e. Utility and sewer capacity;***

The Swedish Cherry Hill campus is adequately served with utilities including sewers. It is not anticipated that either alternative would have a significant effect on utility and sewer capacity or demand. The adequacy of utilities will be reevaluated as part of the SEPA review and permitting process for each individual project.

***f. Shoreline navigation.***

Not applicable.

***g. Changed Circumstances. Evidence of changed circumstances shall be taken into consideration in reviewing proposed rezones, but is not required to demonstrate the appropriateness of a proposed rezone. Consideration of changed circumstances shall be limited to elements or conditions included in the criteria for the relevant zone and/or overlay designations in this chapter.***

Many of Swedish Cherry Hill's existing campus buildings are aging and need to be replaced in order to meet modern health care requirements. For example, larger care teams need more support space, additional and more complex equipment is needed at patient bedsides, patient privacy and disease control require single-patient rooms, and seismic, fire and life safety codes have expanded. Overall, the spaces needed to provide medical services are larger than they were in the past. This, in combination with regional population growth and an aging population, means that the demand for health care services will steadily increase in the coming years. To support the expected growth and to address significant current deficiencies in space, new facilities need to be added to the Swedish Cherry Hill campus.

***h. Overlay Districts. If the area is located in an overlay district, the purpose and boundaries of the overlay district shall be considered.***

Swedish Cherry Hill Medical Center is located within a Major Institution Overlay (MIO) District. Swedish has not requested a change in boundaries, however they have requested a change in heights. The City is considering the proposed MIO height district changes identified in the Master Plan. See analysis under Section V below.



- i. *Critical Areas. If the area is located in or adjacent to a critical area (SMC Chapter 25.09), the effect of the rezone on the critical area shall be considered.*

No critical areas have been identified. Any development in a steep slope or potential slide area would be subject to the City's critical area regulations (SMC 25.09).

## **V. C. ANALYSIS – MIO CRITERIA**

The Land Use Code addresses criteria specific to designation of MIO districts or changes in allowed heights per SMC 23.34.124. This reports states the criteria in **bold**, with analyses below.

- A. Public Purpose. The applicant shall submit a statement which documents the reasons the rezone is being requested, including a discussion of the public benefits resulting from the proposed expansion, the way in which the proposed expansion will serve the public purpose mission of the major institution, and the extent to which the proposed expansion may affect the livability of the surrounding neighborhood. Review and comment on the statement shall be requested from the appropriate Advisory Committee as well as relevant state and local regulatory and advisory groups.**

Swedish Cherry Hill addresses the reasons for seeking the change in MIO height districts, and also addresses other required factors listed above. This discussion is found in the following locations in the Master Plan:

- A. Introduction
  - Background, Purpose and process
  - Swedish Medical Center's Mission
  - Cherry Hill Campus Needs
  - Cherry Hill Campus Vision
  - Neighborhood Context and Existing Campus

Swedish Cherry Hill discussed the expanded clinic, specialist and research facilities that will be needed to support the region's aging population, as well as the space that is required to replace aging and outdated facilities.

The proposed height changes were presented to the CAC as part of the Master Plan presentations and discussions. The CAC delivered comments on these proposed changes as part of their comments on the preliminary Draft Master Plan and the preliminary Draft EIS. Public notices of the availability of the Draft Master Plan and the Draft EIS were issued and comments from agencies, organizations, and members of the public were considered as part of the decision-making process on the Master Plan. The CAC reviewed and provided comment on the **Draft Director's report in a letter dated \_\_\_\_\_, 2015. Comment have been addressed and incorporated into this final Director's report.**

- B. Boundaries Criteria**

- 1. Establishment or modification of boundaries shall take account of the holding capacity of the existing campus and the potential for new development with or without a boundary expansion.**

Swedish has not proposed a modification or expansion to their existing boundaries.

- 2. Boundaries for an MIO district shall correspond with the main, contiguous major institution campus. Properties separated by only a street, alley or other public right-of-way shall be considered contiguous.**

The existing boundaries correspond to the main, contiguous major institution campus. No modification is requested.

- 3. Boundaries shall provide for contiguous areas which are as compact as possible within the constraints of existing development and property ownership.**

The existing boundaries correspond to the main, contiguous major institution campus. No modification is requested.

- 4. Appropriate provisions of this Chapter for the underlying zoning and the surrounding areas shall be considered in the determination of boundaries.**

Swedish Cherry Hill has not requested a modification to the existing boundaries.

- 5. Preferred locations for boundaries shall be streets, alleys or other public rights-of-way. Configuration of platted lot lines, size of parcels, block orientation and street layout shall also be considered.**

Swedish Cherry Hill has not requested a modification to the existing boundaries. Existing boundaries are along streets and platted lot lines.

- 6. Selection of boundaries should emphasize physical features that create natural edges such as topographic changes, shorelines, freeways, arterials, changes in street layout and block orientation, and large public facilities, land areas or open spaces, or green spaces.**

Swedish Cherry Hill has not requested a modification to the existing boundaries. There are no significant other physical features applicable here.

- 7. New or expanded boundaries shall not be permitted where they would result in the demolition of structures with residential uses or change of use of those structures to non-residential major institution uses unless comparable replacement is proposed to maintain the housing stock of the city.**

Swedish Cherry Hill has not requested a modification or expansion of the existing boundaries.

- 8. Expansion of boundaries generally shall not be justified by the need for development of professional office uses.**

Swedish Cherry Hill has not requested an expansion of the existing boundaries.

### **C. Height Criteria.**

#### **1. Increases to height limits may be considered where it is desirable to limit MIO district boundary by expansion.**

Swedish Cherry Hill submitted its Concept Plan in February 2013. The Concept Plan included potential boundary expansions to the north across E Cherry Street, to the east to include the half-block on the west side of 19th Avenue, and to the south across E Jefferson Street. The Concept Plan also included the potential street vacations of 16th and 18th Avenues between E Cherry and E Jefferson Streets.

In response to the comments it received from the public and the CAC and the City's desire to maintain residential uses, Swedish Cherry Hill agreed in its Draft Master Plan to eliminate alternatives that would expand its campus boundaries, to eliminate alternatives that would include street vacations, and to instead increase heights within the existing campus in order to achieve their stated need of 3.1 million gross square feet. Further reductions to proposed MIO heights and new Alternative 12 has reduced the total gross square footage of the Final Master Plan to a total of 2.75 million gross square feet.

#### **2. Height limits at the district boundary shall be compatible with those in adjacent areas.**

Height limits at the district boundary will be maintained, with the exception of the central portion of the western block of campus. The MIO height will increase from MIO 65 to MIO 160 (conditioned down to 150). Existing right-of-way width and upper level setbacks will mitigate height, bulk and scale impacts associated with significantly higher MIO height than the adjoining Seattle University MIO 65 foot height. Existing MIO height limits of 65 feet on the north and south sides of the MIO 160 will provide for transitional heights to adjoining residential zones located north of E Cherry Street and South of E Jefferson Street. Swedish has proposed an increase to the northern and southern portions of the east half block from MIO 37 to MIO 50, conditioned down to 45 feet. An increased MIO height to 50 feet (conditioned down to 45) along the eastern half-block is not compatible with the 30 foot height limit in the abutting single family zone. See discussion above in Section 5.1.

#### **3. Transitional height limits shall be provided wherever feasible when the maximum permitted height within the overlay district is significantly higher than permitted in areas adjoining the major institution campus.**

Existing MIO heights have been maintained where feasible along campus boundaries to maintain transitional height limits with surrounding residential zones. In order to accommodate Swedish's stated needs and increase the development capacity on the site, the central portions of the western block and central block of campus will increase existing MIO heights from 65 feet to 160 feet (conditioned down to 150 feet) on the western block and from MIO 105 to 160 feet on the central block. Transitional heights have been provided on the north and south sides of the MIO 160 located in the central block. Transitional heights have been provided on the north and south

boundaries of the MIO 160 located on the western block, however no transitional height has been provided along the western boundary between the MIO 160 (conditioned down to 150) and the adjoining Seattle University MIO District. Although, the MIO 160 is significantly higher than the adjacent Seattle University MIO 65, it is not feasible to maintain transitional heights along all the edges of campus and still meet the needs of the institution.

Swedish has requested a portion of the MIO 37 foot height limit abutting the single family zone on the eastern boundary be rezoned to 50 feet and conditioned down to 45 feet to allow continuous floor plates along the northern and southern portions of the structure. DPD has recommended denial of this portion of the rezone request since the requested height does not provide an adequate transitional height between the MIO boundary and abutting single family zone. By maintaining the existing MIO 37 height limit along this eastern edge, an appropriate transition in height between 37 feet and 30 feet is achieved in the most sensitive area of campus.

**4. Height limits should generally not be lower than existing development to avoid creating non-conforming structures.**

Proposed height limits are not lower than existing development.

**5. Obstruction of public scenic or landmark views to, from or across a major institution campus should be avoided where possible.**

There are no designated scenic routes or views in the vicinity of the Swedish Cherry Hill Medical Center campus. There are two designated landmark structures within the existing campus that could be potentially affected by an increase in the MIO heights they are the 1910 Providence Hospital (James Tower) and the Carmack House.

No view impacts from areas immediately adjacent to the campus are associated with the Final Master Plan, as all primary views of the Carmack House and James Tower and the attached southern solarium from adjacent public right-of-ways of the eastern, southern, and western facades remain essentially the same. Distant views of the James Tower from west of campus will be altered or in some places blocked by the increase in MIO heights up to 160 feet. Views of the building from areas east of campus would be partially blocked by the development along the east side of 18th Avenue of up to 37 feet in height. The view to the northern façade of the building is presently nearly completely blocked by the adjacent East Tower building. Views from adjacent public right-of-ways of the Carmack House are unaffected.

The CAC recommended that the central block height be lowered to 140 feet to preserve distant views of the James Tower. Reducing the central block will impact Swedish's defined need for inpatient hospital services. According to Swedish, hospital beds must be located within the licensed hospital central block structure. Hospital beds must be located within direct vertical access to critical inpatient care support services of emergency, surgery, and diagnostic imaging. Reduction of the height would result in the loss of two floors containing 96 hospital beds. The 96 hospital beds could not be located on the west or east portions of the campus due to the vertical access requirements and the cost of duplicating critical inpatient care support. Therefore

DPD has not recommended that the central block MIO height be reduced from 160 feet to 140 feet (see discussion above in the MIO criteria).

Although some views of the James Tower may be obstructed with an increase in the MIO height from 105 to 160 feet on the central block of campus, it is not possible to protect all views of the James Tower and allow Swedish to expand its services on site. The majority of the views from the northeast, east, south and southeast will not be impacted by increased MIO heights. Therefore this criterion is met.

**D. In addition to the general rezone criteria contained in Section 23.34.008, the comments of the Major Institution Master Plan Advisory Committee for the major institution requesting the rezone shall also be considered.**

Consistent with the provisions of Section 23.69.032 of the City's Land Use Code, Swedish Cherry Hill has established a Citizens Advisory Committee (CAC) for purposes of the Master Plan consideration. The CAC heard presentations regarding the Draft Master Plan including that of the proposed increased heights associated with the Proposed Action. The CAC discussed issues that arose as part of the Master Plan and associated EIS processes, and the CAC has provided comments to Swedish Cherry Hill and the City concerning each of these issues.

**RECOMMENDATIONS - REZONE**

The Director recommends **CONDITIONAL APPROVAL** of the proposed modifications to MIO height districts on the western and central blocks as shown on Figure 2 of this report, and include MIO-37, MIO-65, MIO-105, and MIO-160 subject to conditions outlined in Section VII. The Director recommends **DENIAL** of the MIO – 50 (conditioned down to 45) on the east half block as shown on Figure 2 of this report.

**VI. ANALYSIS – SEPA**

**VI. A. INTRODUCTION**

Environmental review resulting in a Threshold Determination is required pursuant to the State Environmental Policy Act ("SEPA"), Chapters 43.21C RCW and 197-11 WAC, as well as the Seattle SEPA ordinance at Chapter 25.05 SMC. It was determined that the non-project action has a potential to result in significant adverse impacts to the following areas of the environment:

- ◆ Air Quality and Greenhouse Gas Emissions
- ◆ Noise
- ◆ Land Use and Relationship to Plans/Policies/Regulations
- ◆ Aesthetics (Height, Bulk and Scale, and Light, Glare and Shadows)
- ◆ Housing
- ◆ Historic Resources
- ◆ Transportation, Circulation and Parking
- ◆ Public Services
- ◆ Construction-Related Impacts

Accordingly, a Determination of Significance was published on March 7, 2013 and sent to parties of interest. A scoping meeting pursuant to SMC 25.05.410 was held on March 21, 2013, in conjunction with the scoping process. The Draft Environmental Impact Statement was published on May 22, 2014. Public notice of the availability of this document, along with the Notice of Public Hearing was published concurrently. In addition, a Notice of Availability of the Draft Major Institution Master Plan was published concurrently on May 22, 2014. The comment period ended on July 6, 2014. During the public comment period on the DEIS, the public and affected agencies submitted over 100 comment letters, e-mails or postcards. On June 12, 2014, a public hearing was held on the project, as required under SMC 25.05.502, at which 45 people testified. A Final EIS, which includes additional information on the project as well as responses to the comments, was published on December 11, 2014.

An environmental impact statement is used by agency decision makers to analyze environmental impacts, along with other relevant considerations or documents, in making final decisions on a proposal. The SEPA Ordinance contemplates that the general welfare, social, and other requirements and essential considerations of state policy will be taken into account in weighing and balancing project alternatives and in making final decisions. The FEIS and supplemental documents provide a basis upon which the responsible agency and officials can make the balancing judgment mandated by SEPA, because it provides information on the environmental costs and impacts. However, additional environmental review may be required at the time of seeking permits for any planned or potential project disclosed in the Master Plan, as well as any of the proposed skybridge and tunnel term permits. Such authority is provided in SMC 25.05.055 and 25.05.600.

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 part, "Where City regulations have been adopted to address an environmental impact, it shall be presumed that such regulations are adequate to achieve sufficient mitigation" subject to some limitations. Under such limitations/circumstances (SMC 25.05.665) mitigation can be considered.

The future development has not been designed and the December 2014 Final EIS is a non-project EIS for which there is normally less detailed information available. Individual future projects that exceed the SEPA thresholds for the underlying Single-Family 5000 (SF5000) or Lowrise 3 (LR3)<sup>1</sup> zoning will require project-specific environmental review at the time of the Master Use Permit (MUP) application.

## **VI. B. SHORT - TERM IMPACTS**

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<sup>1</sup> See SMC 25.05.800 Categorical exemptions, Table B for 25.05.800: Exemptions for Non-Residential Uses. Non-residential uses under 4,000 gross SF are exempt from SEPA review in SF-5000 and LR3 zones located outside of urban centers and urban villages. Projects larger than 4,000 gross SF must go through SEPA review.

Adoption of the Master Plan does not itself authorize construction; therefore short-term environmental impacts resulting from the adoption of the Master Plan are not expected to be significant. The FEIS does evaluate potential short-term impacts resulting from future construction identified in the Development Program section of the Master Plan, including air, noise, environmental health, and traffic. The analysis concludes that no significant adverse short-term impacts are expected with future development. However, as discussed below, the FEIS did propose limited mitigation for some short-term impacts.

Several adopted codes and/or ordinances provide mitigation for some of the identified impacts. The Grading Code and Stormwater Code regulate site excavation for foundation purposes and require that soil erosion control techniques be initiated for the duration of construction. The Street Use Ordinance requires watering streets to suppress dust, on-site washing of truck tires, removal of debris, and regulates obstruction of the pedestrian rights-of-way. Puget Sound Air Pollution Control 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.

The following temporary or construction-related impacts are expected: decreased air quality due to suspended particulates from building activities and hydrocarbon emissions from construction vehicles and equipment; increased dust caused by drying mud tracked onto streets during construction activities; noise from demolition and construction activities; increased traffic and demand for parking from construction equipment and personnel; increased noise; and consumption of renewable and non-renewable resources.

### **Air Quality**

Typical air pollution sources in the Swedish Cherry Hill area include vehicular traffic on numerous roadways, retail/commercial facilities, and medical/office facilities, and possibly residential wood-burning devices. While many types of pollutant sources are present, the single largest contributor to most criteria pollutant emissions in urban settings such as this is on-road mobile sources (i.e., carbon monoxide - CO).

Construction activities will generate air pollutants as a result of fugitive dust from demolition activities associated with the buildings and the surface parking areas, earthwork, and emissions from construction vehicles. The primary types of pollutants during construction would be particulates and hydrocarbons. Gasoline or diesel-powered machinery used for demolition, excavation, and construction emit carbon monoxide and hydrocarbons. Trucks transporting excavated earth and/or construction materials would emit carbon monoxide and hydrocarbons along truck haul routes used by construction vehicles. Such emissions, however, would be temporary in nature and localized to the immediate vicinity of the construction activity. By taking steps such as minimizing on-site diesel engine idling, construction-related diesel emissions would not likely substantially affect air quality on the project site or in the site vicinity.

Demolition of existing structures could require the removal and disposal of building materials that could possibly contain asbestos and lead-based paint. Demolition contractors would therefore be required to comply with EPA and PSCAA regulations related to the safe removal and disposal of any asbestos-containing materials.

Although some construction phases may cause odors, particularly during paving operations using tar and asphalt, any odors related to construction would be short-term. Construction contractor(s) would have to comply with PSCAA regulations that prohibit the emission of any air contaminant in sufficient quantities and of such characteristics and duration as is, or is likely to be, injurious to human health, plant or animal life, or property, or which unreasonably interferes with enjoyment of life and property.

Several adopted City codes and/or ordinances provide mitigation for identified impacts. Specifically these are: Puget Sound Clean Air Agency (PSCAA), Stormwater Code; Drainage Code; Street Use Ordinance; and Building Code. Compliance with these applicable codes and ordinances will eliminate or reduce short-term impacts to the environment to the extent that they will be sufficient without conditioning pursuant to SEPA policies. While some construction-related air quality impacts would be unavoidable, due to the temporary and intermittent nature of construction impacts, no significant adverse impacts are anticipated. Mitigation measures for construction activities are detailed in Section 3.9.4 of the Final EIS and shall be applied at project specific review. Participation in the Seattle 2030 District Challenge could lead to future facilities that are resource-efficient and help reduce emissions and improve air quality in this area; therefore Swedish Cherry Hill will be required to participate in the 2030 District Challenge.

***DPD Conditions -- These conditions are reiterated in Section VII.***

- ❶ Construction activities will generate air pollutants that could impact the surrounding residential neighborhood. DPD therefore conditions its approval of the Master Plan as follows:  
  
The mitigation measures in Section 3.9.4 of the Final EIS shall apply and are reiterated in Section VII.
- ❷ Swedish Cherry Hill shall participate in the Seattle 2030 District Challenge

**Groundwater**

Construction can alter the subsurface soil conditions, and create new drainage pathways for groundwater. With each site-specific development, a geotechnical analysis would be performed that would include soil borings that would identify depth to groundwater and subsurface conditions that may affect groundwater flow. The geotechnical report would include recommendations for soil strengthening and means of addressing groundwater. These reports would be included in MUP and building permit applications for site-specific buildings.

***DPD Conditions -- These conditions are reiterated in Section VII.***

- ❶ Construction activities can alter subsurface soil conditions, and create new drainage pathways for groundwater. DPD therefore conditions its approval of the Master Plan as follows:



The mitigation measures in Section 3.9.4 of the Final EIS shall apply and are reiterated in Section VII.

### **Noise**

Noise from demolition and construction activities for new or expanded facilities have the potential to impact nearby receivers, particularly sensitive uses such as residences and health care facilities on the Swedish Cherry Hill campus. For daytime construction activities, the Seattle Noise Ordinance allows temporary construction noise levels to exceed the noise limits applied to long-term operations by set amounts. This allows for noisier construction activities to occur while still controlling the potential for noise impacts to nearby receivers. During nighttime hours (which in residential receiving zones in the city are defined as between 10 PM and 7 AM on weekdays and between 10 PM and 9 AM on weekends and legal holidays), however, allowed increases are not applied to construction activities, and the stricter nighttime noise limits (e.g., 45 dBA for sources in residential zones affecting receivers in residential zones) would apply. Because it is difficult for construction activities to meet these stricter nighttime noise limits, construction activities are generally limited to daytime hours unless granted a noise variance from the City.

The temporary nature of construction coupled with its restriction to daytime hours minimizes the potential for significant impacts from construction activities and equipment. The greatest potential for noise impacts related to construction activities would be to the residential uses surrounding the existing MIO boundary, and more so to the single family residences located immediately adjacent to the half-block located on 18<sup>th</sup> Avenue between E Jefferson E Cherry Street and that abut the east MIO boundary. Conceivably, construction-related noise also could affect other portions of the Swedish Cherry Hill campus. Construction activities within 50 to 100 ft. of sensitive receivers have the potential to exceed 80 to 85 dBA. In order to control noise impacts, construction noise management plans would need to be developed and implemented prior to construction activities on site. The details of such plans would be dependent on the proximity of sensitive receivers. Construction hours may be limited based on the distance to sensitive receivers.

In addition to showing overall hourly noise levels from various construction activities in Table 3.9-1 of the Final EIS, the range of sound levels (i.e., minimum to maximum levels) emitted by individual pieces of equipment would vary based on activity being performed. Because this equipment would not necessarily operate for an entire hour, it is not appropriate to compare these levels to the Seattle noise limits. However, these levels give an idea of the relative sound levels that can be expected from different kinds of equipment. In the absence of intervening terrain or structures, sounds from construction equipment and activities (usually point sources) decrease about six dBA for each doubling in distance from the source. Construction noise would occur with the development of projects during each of the planned construction phases over the estimated 30-year Master Plan build-out period.

#### ***DPD Conditions -- These conditions are reiterated in Section VII.***

- ❶ Construction related noise will impact the surrounding residential neighborhood. DPD therefore conditions its approval of the Master Plan as follows:

The mitigation measures in Section 3.9.4 of the Final EIS shall apply and are reiterated in Section VII.

### **Transportation**

The construction impacts associated with the proposed Swedish Cherry Hill Master Plan on the transportation system elements; including the street system, campus access and circulation, pedestrian and bicycle transportation, transit service/facilities, traffic volumes, traffic operations, traffic safety and parking; are described below.

**Street System:** Construction impacts related to the street system would depend on the location of the construction within the Swedish Cherry Hill campus. The streets that would be most impacted would include E Cherry Street, E Jefferson Street, 15th Avenue, 16th Avenue, and 18th Avenue along the campus frontages. A Construction Management Plan (CMP) would mitigate these impacts. The plan could include scheduling street closures and other disruptions to the street system during off-peak periods to minimize impacts to the system.

**Campus Access and Circulation:** Construction impacts related to campus access and circulation would depend on the location of the construction within the Swedish Cherry Hill campus. Impacts could include the need to reroute traffic and close parking access and/or lots/garages. A CMP could be developed to mitigate impacts. Protocol could be included in the plan related to safe campus access and circulation adjacent to the construction site through the detours, signs, and providing information ahead of time to patients and employees on potential parking access or facility changes.

**Pedestrian and Bicycle Transportation:** Construction impacts may result in intermittent sidewalk and bicycle facility closures and re-routing along E Cherry Street, E Jefferson Street, 15th Avenue, 16th Avenue, and 18th Avenue depending on the specific location of construction within the campus. A CMP could be developed to mitigate impacts. Protocol could be included in the plan related to safe pedestrian and bicycle circulation adjacent to the construction site through the use of temporary facilities, detours, and signs.

**Transit/Shuttle Services:** Construction impacts could result in some increase in ridership as a result of construction workers traveling to and from the site. Based on the review of transit capacity, presented in the Final EIS, there would be capacity at the campus to accommodate additional demand related to construction workers. In addition, construction-related activities could impact nearby transit routes and stops as well as pedestrian accessibility to these facilities. A CMP could be prepared and impacts to transit could be coordinated with the transit agency in advance and appropriate relocation and signage provided.

**Traffic Volumes:** Construction of the Build Alternatives would result in an increase in traffic volumes due to construction workers traveling to and from the site, delivery of material, and truck hauling.

**Traffic Operations:** As described for traffic volumes, construction impacts related to traffic operations would occur as a result of increased traffic levels. To minimize impacts to operations, a CMP would be developed and could include scheduling the most intensive construction

activities such that they are spread out over time, and prohibiting material deliveries from leaving or entering the area during AM and PM peak hours when feasible.

Potential haul routes during construction are anticipated to be between Swedish Cherry Hill and I-5 or I-90 depending on where materials will be delivered to or from. Possible routes could be via E Jefferson, E James or Rainier Ave S. Specific haul routes would be defined as part of the CMP.

**Traffic Safety:** Construction would increase vehicular traffic within the study area, which could result in increased conflicts between vehicular, pedestrian, and bicycle traffic. It is anticipated that safety impacts related to construction would be less than build-out of the Master Plan because construction traffic levels would be lower than levels at full operation.

**Parking:** Parking impacts due to construction would include increased parking needs related to workers, as well as parking facility closures or access changes with the construction. As discussed in the campus access and circulation construction impacts discussion, impact-related closures and changes to onsite parking could be minimized by providing the information ahead of time to patients and employees as well as through detours and signs. Construction worker parking would be accommodated onsite and secured in nearby parking lots and the use of alternative modes would be encouraged. In addition, construction activities could result in the need to close on-street parking adjacent to the site. These closures would be coordinated with SDOT and appropriate notices and signs would be provided.

***DPD Recommendation -- These conditions are reiterated in Section VII.***

- ① Construction related traffic and parking impacts may affect the neighborhood. DPD therefore conditions its approval of the Master Plan as follows:  
The mitigation measures in Section 3.9.4 of the Final EIS shall apply and are reiterated in Section VII.
- ② To reduce impacts of construction parking on adjacent streets the Construction Management Plan shall replace the Construction Parking Management section with the following:  
Construction Parking Management – Areas for construction worker parking will be identified on-site. Construction workers will be required to park in these areas or in other off-street parking facilities.

**Public Services**

**Fire:** During construction activities under the Build Alternatives, there could be an increase in demand for fire services. Seattle Fire Department (SFD) would respond to service calls related to inspection of specific construction projects onsite and could need to respond to potential construction-related accidents and injuries. Existing SFD staffing and equipment are expected to be sufficient to handle any potential service needed for workers during onsite construction.

**Police:** During construction activities of the Build Alternatives, there could be an increase in Seattle Police Department (SPD) service calls due to construction site theft and vandalism.

Existing SPD capacity would be expected to be sufficient to handle any increased service needed for construction activities.

**Solid Waste:** Implementation of the Build Alternatives would generate solid waste by both demolition and construction activities. To the extent feasible, impacts related to construction-generated solid waste could be reduced by diverting construction-generated solid waste from landfills and sent to recycling or composting facilities via the South Transfer Station. Other means of reducing the solid waste generated by redevelopment of the campus include: onsite source separated recycling, potential reuse of demolition materials onsite, and salvage and reuse of building components.

Building materials would be tested as part of demolition activities in order to determine the potential levels of contamination present, such as lead or asbestos. The test results would be used to determine whether building materials would be sent to a landfill or to a specialized facility that handles hazardous waste.

***DPD Conditions -- These conditions are reiterated in Section VII.***

- ① Construction related activities could impact public services. DPD therefore conditions its approval of the Master Plan as follows:  
  
The mitigation measures in Section 3.9.4 of the Final EIS shall apply and are reiterated in Section VII.

**VI. C. LONG-TERM/CUMULATIVE IMPACTS**

Long-term or use-related impacts are anticipated as a result of approval of the Master Plan including: increased noise from operation, height, bulk and scale impacts; demolition of buildings older than 25 years or older; increased light and glare; increased shadows on public spaces; potential impact to a city landmark; increased traffic in the area and increased demand for parking; impacts to pedestrian and bicycle circulation; impacts to local streets from truck loading facilities; and increased demand for public services and utilities. The analysis concludes that significant adverse impacts are limited to three street intersections which are forecasted to operate at LOS-F under future condition; and, intensification of institutional uses and displacement of existing and potential residential and commercial uses. However, as discussed below, the FEIS did propose mitigation for some long-term impacts which are adverse but not significant.

Several adopted City codes and/or ordinances provide mitigation for some of the identified impacts. Specifically these are: the Land Use Code; Noise Ordinance; Historic Preservation Ordinance; and Street Use Manual. Compliance with these codes and ordinances where applicable is adequate to achieve sufficient mitigation of most long-term impacts that are not considered significant.

The FEIS examines potential impacts of nine elements of the environment, including:

- ◆ Air Quality and Climate Change (Greenhouse Gas Emissions)

- ◆ Noise
- ◆ Land Use and Relationship to Plans/Policies/Regulations
- ◆ Aesthetics, Light, Glare and Shadows
- ◆ Housing
- ◆ Historic Resources
- ◆ Transportation, Circulation, and Parking
- ◆ Public Services
- ◆ Construction-Related Impacts

### **Air Quality**

Modeling performed for FEIS (Section 3.1) indicates that model-calculated carbon monoxide (CO) concentrations at the worst-performing project affected intersection (Sixth Avenue at Spring Street) would be below the levels allowed by the 1-hour and 8-hour ambient air quality standards for CO (35 ppm and 9 ppm respectively), for both the near-term and the future analysis scenarios. Therefore, no significant air quality impacts associated with the future traffic conditions are anticipated and no mitigation measures are proposed.

### **Greenhouse Gas Emissions**

The FEIS (Section 3.1) acknowledges that Master Plan adoption may result in increased greenhouse gas emissions, but because the causes and the effects of climate change are global in scale, the incremental contribution of any single project, even one as large as the development program described in the Master Plan, cannot be measured or mitigated. With each specific development project, a new Greenhouse Gas calculation will be performed based on an actual building design. No significant adverse impacts are anticipated.

#### ***DPD Conditions -- These conditions are reiterated in Section VII.***

- ① A variety of mitigation measures are available to reduce energy use, increase sustainable building design, and reduce Greenhouse Gas emissions. DPD therefore conditions its approval of the Master Plan as follows:

The mitigation measures in Section 3.1.4.2 of the Final EIS shall apply and are reiterated in Section VII.

### **Noise**

The FEIS (Section 3.2) evaluates the long-term noise impacts of the proposed alternatives. The Swedish Cherry Hill campus currently experiences background noise levels typical of a semi-urban residential setting. Noise on and around the campus is driven by automobile traffic on the nearby surface roads, aircraft overflights, pedestrian activity and other typical urban activities. It is expected that, as new buildings are developed onsite, noise levels due to heating, ventilation, and air conditioning (HVAC) systems would remain approximately constant or be reduced due to the advent of new, quieter system technologies. An analysis of each new building's HVAC system will be performed to confirm compliance with the City Noise Ordinance. These analyses will be submitted as part of future building permit applications and reviewed by DPD's Noise Abatement

section to ensure compliance with the Noise Ordinance. The adoption of the Master Plan is not anticipated to produce significant noise impacts.

Noise levels from increased development at the Swedish Cherry Hill campus would increase due to increased traffic volumes, noise from new parking locations, noise from building mechanical systems, noise from loading docks, noise from solid waste and recycling collection or compaction equipment, noise from emergency vehicles, and noise from maintenance activities. All construction and operational noise activities must meet the City of Seattle Noise Objective Standards.

Noise from HVAC systems would be subject to the Noise Ordinance, and compliance with these limits would be considered during design and permitting. Operational noise from loading dock and refuse handling facilities would be subject to the Noise Ordinance, so the potential for noise generating activities to comply with daytime and nighttime limits would need to be considered during siting and design. While noise from emergency vehicle sirens is exempt from the Noise Ordinance, such noise could nonetheless cause relatively high, but short-term sound levels at noise sensitive uses near the emergency department access routes.

Medical facilities are required to have emergency generators for backup in the event of a power failure. Generators are usually tested for a short period about once a month and noise related to such testing is subject to the Seattle noise limits. During actual emergency use of such generators, the noise limits do not apply.

Outdoor maintenance activities including lawn mowing, landscaping/gardening, and leaf blowing would be subject to the Noise Ordinance. Any such effects would be temporary and are unlikely to rise to the level of a significant impact. Sound emissions from maintenance activities include noise from leaf blowers, power washers, and other mechanical equipment. While newer equipment can produce lower sound levels, if equipment is not properly maintained or used in early morning or evening hours when ambient noise levels are lower, noise could be heard by neighboring residents. These noises are regulated and are limited to occurring between 7:00 AM and 7:00 PM on weekdays, and between 9:00 AM and 7:00 PM on weekends and holidays.

***DPD Recommendation -- These conditions are reiterated in Section VII.***

- ① Impacts from mechanical equipment noise, operational noise, and noise from outdoor maintenance activities may affect the neighborhood. DPD therefore conditions its approval of the Master Plan as follows:  
  
The mitigation measures in Section 3.2.4 of the Final EIS shall apply and are reiterated in Section VII. The following mitigation is also required:
- ② No mechanical equipment shall be located at grade between the structure and residential uses adjacent to the east property boundary of the campus.
- ③ All garage venting shall be directed away from residential uses adjacent to the east property boundary of the campus.

**Land Use**

Land use impacts are discussed on pages 3.3-1 – 3.3-27 of the FEIS. Implementation of the Proposed Action would result in the intensification of institutional uses on-campus as a result of new building development, more intensive use of existing buildings, and the modification of existing parking areas. The pattern and types of land uses on campus would not change significantly; however, building density, intensity, and existing building heights would change as a result of the Master Plan. Land use changes under the Master Plan would occur incrementally over time—full implementation of the Master Plan will involve new construction of approximately 1.55 million square feet over approximately a 30-year time period.

To accommodate development under the Master Plan, the first phase would likely be the redevelopment of existing surface parking lots and structures located on the half-block on the east side of 18th Avenue between E Cherry and E Jefferson Streets into a medical office building. Future phases could include: the renovation and repurposing of the old Providence Annex on E Jefferson Street as a community amenity space (day care, street side retail, food and beverage, or other institutional uses allowed within the MIO or the underlying zone); demolition and building replacement on the southeast corner of 16th Avenue and E Cherry Street for a new hospital tower; and demolition of the 1977/81 west parking garage currently located on the west side of 16th Avenue between E Cherry and E Jefferson Streets. The garage would be replaced with new structured parking, clinical/research/education space, and long term care facilities.

Construction activities would be phased to ensure that existing hospital/medical uses that are temporarily displaced can be relocated to existing or new onsite facilities prior to redevelopment. The MIO District would continue to recognize Swedish Cherry Hill functions under the new Master Plan, and the existing land use would not change. The institutional development standards proposed would apply which would allow more intensive development than what would be allowed pursuant to the underlying SF5000 and LR3 zoning. Swedish is proposing a significant increase in height, bulk and scale over the size of existing development, and the impacts of those increases must be mitigated. Those impacts are discussed in Section 3.4 Aesthetics/Light, Glare and Shadows in the Final EIS. See discussion below under “Aesthetics” for mitigation to height, bulk and scale.

#### **Land Use – Relationship to Plans/Policies/Regulations**

The FEIS addressed the relationship of the Master Plan to several adopted land use plans, policies, and regulations at pp. 3.3-28 – 3.3-73, including:

- ◆ City of Seattle Comprehensive Plan;
- ◆ Central Area Neighborhood Plan;
- ◆ City of Seattle Land Use Code;
- ◆ City of Seattle Skybridge and Tunnel Term Permits
- ◆ Seattle University Major Institution Master Plan; and
- ◆ Swedish Medical Center - First Hill Campus Major Institution Master Plan.

The discussion in the FEIS establishes that the Master Plan is generally consistent with the planning goals of the various plans, policies, and regulations. The skybridge and tunnel term

permits are not part of the Master Plan. Separate applications and reviews will be required for these permits.

The Master Plan will guide redevelopment of the Swedish Cherry Hill campus over the long term. This plan, and campus-specific development standards, along with individual project review by the City and the Standing Advisory Committee (SAC), will serve as mitigation to preclude potential significant land use impacts from future redevelopment and ensure compatibility among site uses and uses in the vicinity. No further conditioning under SEPA for these impacts is warranted in excess of those proposed under the Master Plan and re-zone analyses, Section IV and V earlier in this report.

### **Aesthetics**

Aesthetics, including bulk and scale impacts, are discussed in Section 3.4 of the FEIS. To illustrate the potential impacts, the FEIS includes architectural renderings and section drawings showing potential building envelopes. DPD generally considers mitigation of bulk and scale impacts under SMC 25.06.675.G when the proposed development site is significantly larger than the prevalent development pattern in an area and/or when adverse impacts may occur with transition in height, bulk and scale between development in adjacent zones.

The visual appearance of Swedish Cherry Hill would be altered with implementation of the Master Plan by the proposed buildings becoming taller, denser, and in some cases, wider than what would be permitted in the underlying zone.

The following changes to the existing MIO height Districts are proposed for the campus under the Proposed Action (Alternative 12) (also see Figure 3.3-8 in Section 3.3 Land Use of the Final EIS).

- ◆ On the west side of campus, the center portion of the block including the surface parking lot immediately north of the parking garage would be changed from MIO-65 to MIO-160 (conditioned down to a height of 150 feet). The Northwest Kidney Center site on the northwest corner would remain MIO-65; and the height district on the Seattle Medical and Rehab Center site would remain at MIO-65. The south portion would remain at MIO-65 including the MIO-65 height district on the Carmack parcel.
- ◆ In the central block of the campus, the center-west portion would change from MIO-105 to MIO-160, and the northeast portions facing E Cherry Street and 18th Avenue, as well as the southwest corner (at 16th Avenue and E Jefferson Street) would remain MIO-105. The southeast portion would change from MIO-105 to MIO-65 (conditioned down to a height of 40 feet). The MIO height district of the plaza would remain at MIO-105, but the height would be conditioned down to 37 feet.
- ◆ On the east side of campus on the half-block located on the east side of 18th Avenue, two portions (one in north and one in south) would change from MIO-37 to MIO-50, both conditioned to 45 feet. The other portions of the block would remain MIO-37. The centermost portion of the east campus would have a height conditioned down to a maximum of 15 feet.



Development under the Master Plan would have greater bulk than surrounding development due to larger development sites and modification of the underlying development standards for setbacks, lot coverage, façade width and building separation. The use of lower and upper level setbacks, and modulation requirements for facades greater than 150 feet will mitigate the height, bulk and scale of new development. Existing rights-of-way, lower MIO heights and upper-level setbacks will provide a transition between the MIO district and off site uses on the north, west, and south sides of the campus. The 37- to 45-foot heights, modulation and the proposed 25-foot setback for structures up to 37 feet in height, and additional 5-foot setback for portions of structures above 37 in height, along the east MIO boundary will provide a transition between the MIO and the single-family zone abutting the east property line.

The height, bulk and scale of new development would be greater under Alternative 12 as compared to existing conditions and existing surrounding development. Swedish has proposed to use several measures to reduce or eliminate aesthetic impacts including use of scale-reducing design elements such as secondary architectural elements to reduce the perceived mass of larger buildings, creating recesses, indentations, or façade details in the building envelope to create shadows along the surface, incorporating human-scale elements into building facades especially at the first floor, , and the use of landscaping and open space. With adherence to the Swedish Cherry Hill design guidelines and the employment of suitable architectural treatments such as articulation, indentations, façade treatments, greenwalls and building setbacks, no significant adverse impacts would be anticipated with the exception along the east MIO boundary where the MIO abuts single-family zoning. DPD recommends conditions related to mitigation of height, bulk, and scale impacts as addressed in the analysis and conditions of the proposed MIO, as outlined in Section IV, and in the analysis and conditions of the proposed rezone, as outlined in Section V. DPD recommends that Council condition its approval of the Master Plan, as outlined in Section VII below.

***DPD Conditions -- These conditions are reiterated in Section VII.***

- ① Future development shall comply with setbacks and design guidelines contained within the Swedish Cherry Hill Master Plan.

The Master Plan shall be updated to include the following requirements for the half block, east of 18th Avenue.

- ② The half-block, east of 18th Avenue, shall have a MIO height of 37 feet. A portion of this half block shall be conditioned down to 15 feet in height as shown on page 53 of the Master Plan.
- ③ The half-block, east of 18th Avenue, shall have a 25-foot setback measured from the east property line. No structures, except fencing, shall be located within this 25-foot setback.
- ④ Facades facing the east property line of the 18th Avenue half block, shall have no unmodulated facades greater than 40 feet, excluding the façade within the portion of MIO conditioned down to 15 feet in height. Required modulation on the east facade shall have a depth no less than five feet and width no less than ten feet.

**Light/Glare**

The FEIS addresses light and glare at pages 3.4-54 – 3.4-55. Swedish Cherry Hill has fixed sources of light, including buildings with interior and exterior lighting, reflective surfaces such as windows, as well as mobile sources such as vehicles entering and exiting parking facilities. Swedish Cherry Hill's light and glare sources are generally typical of commercial stationary sources of lighting. The light and glare impacts of Master Plan approval are not expected to be significant, however mitigation is necessary to avoid impacts.

***DPD Conditions -- These conditions are reiterated in Section VII.***

- ❶ Future development would affect light and glare impacts; therefore DPD conditions its approval of the Master Plan as follows:

The mitigation measures in Section 3.4.3.4 of the Final EIS shall apply and are restated in Section VII.

**Shadows**

The FEIS includes a complete shadow analysis at pp. 3.4-55 – 3.4-110. The analysis was based on preliminary estimates of building footprints and heights, each of which will likely change as project-level planning proceeds in the next 30 years. The analysis shows that some shadow impacts would result from development in accordance with the Master Plan. Shadow impacts, however, are only protected by SEPA policies for publicly owned parks, public schoolyards and private schools which allow public use of schoolyards during non-school hours and publicly owned street ends in shoreline areas. The Firehouse Mini Park, located at 712 18th Avenue, is the only applicable public space within the vicinity of Swedish Cherry Hill.

Shadows currently exist off campus during times when the sun is low on the horizon. At 9:00 AM during the winter solstice, shadows extend northwest over existing Cherry Hill buildings, Seattle University Connolly Center building, and onto buildings 1-block north of E Cherry Street (E Columbia Street). At 3:30 in the winter afternoon, shadows extend north across 20th Avenue and E Marion Street to residential area (approximately 2 blocks beyond MIO boundary) including Firehouse Mini Park. West of 18th Avenue, shadows from existing buildings extend a half-block beyond buildings.

Proposed heights for on-campus development would vary from 15 feet in the center of the East Campus to heights of 160 feet on the western portion of the Central Campus. Development of taller structures would cast shadows that are greater than those cast by buildings on the existing Swedish Cherry Hill campus. Shadows would be longest during winter when the sun is low on the horizon. Because of the low angle of the sun above the horizon on Winter Solstice, shadow impacts would extend greater distances than existing structures. As noted above, Firehouse Mini Park is the only public open space proximate to the Swedish Cherry Hill campus. It is located north of E Cherry Street, mid-block on the east side of 18th Avenue. Shadow impacts to Firehouse Mini Park already occur during Winter Solstice only as a result of the existing buildings on the Swedish Cherry Hill campus and other buildings adjacent to the Park. At 9:00 AM on December 21, shadows currently extend onto Firehouse Mini Park from the southeast (see Figure 3.4-86 in the Final EIS). Those shadows would not be changed by the Proposed Action. At 3:30 PM on December 21, the Firehouse Mini Park is currently entirely in shadow (see Figure 3.4-94 in the

Final EIS), and would remain so with the Proposed Action (see Figure 3.4-97 in the Final EIS). As shadow impacts on the Firehouse Mini Park would not be changed by the Proposed Action, no mitigation is required.

### **Housing**

The FEIS (Section 3.5) evaluates the impacts on housing. Since there are no occupied housing units within the MIO boundary, there would be no direct impacts to housing or displacement of residents.

With Master Plan development, there would be a greater need for permanent housing within the City due to the increased employment on the Swedish Cherry Hill campus. Patient visitors and families may increase demand for hotel rooms in the area. It is possible that increases in employment associated with redevelopment of the campus could result in an increased demand for housing in the vicinity. It is likely that permanent housing demand would be dispersed throughout the region. Swedish is considering offering an incentive to employees to live in the neighborhood as a means of increasing the number of staff who could walk or bike to work instead of driving. Depending on the level of incentive and the number of staff involved, this could have a secondary effect of increasing the housing demand in the Squire Park neighborhood, and potentially increasing rental or sale prices.

Redevelopment of the Carmack House site at 1522 E Jefferson Street and the eastern portion of the campus (the half-block within the existing MIO between 18th and 19th Avenues between E Jefferson and E Cherry Streets) for institutional uses would permanently remove approximately 1.87 acres of land area from available supply<sup>2</sup> that could be redeveloped for residential uses in the future.

As the employment increase would occur gradually over time, the City of Seattle housing stock and nearby residential communities within commuting distance to Swedish Cherry Hill campus would be expected to be adequate to meet any resulting increased housing demand.

No mitigation is required.

### **Historic Resources**

The FEIS analyzes the historic resources within and surrounding the Swedish Cherry Hill MIO boundaries in Section 3.6.

There are two Seattle landmarks within the MIO, the James Tower and the Carmack House. In addition, there are other buildings on campus that are over 50 years of age. Based on the City's interdepartmental procedures, at the time of a MUP application for development that would

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<sup>2</sup> The Carmack House lot is 4800 square feet (SF) and could accommodate one single-family house. The total square-footage of the underlying parcels along the east side of 18th Avenue is 76,401 square feet (SF). The underlying zoning (MIO-37-SF-5000) could accommodate from 10 to 15 single-family lots: 10 lots if the existing structures were to remain and the undeveloped area used as parking (50,801 SF) were developed; up to 13 lots if the total area were redeveloped for single-family housing.

involve demolition of a building that is 50 years or older, a referral must be made from DPD to the City's Historic Preservation Officer for consideration as to whether the building would meet the City's Landmark criteria.

In February 2014, DPD and the DON, which administers the City's Historic Preservation Program, updated and amended their inter-local agreement relating to the review of potential historic resources during the environmental review process of a project. The environmental review threshold of non-residential projects applicable to the Swedish Cherry Hill Campus is 4,000 gross SF for non-residential projects. In general, the referral "SEPA Appendix A," contains information regarding the building design and construction, the architect, builder, and noteworthy events that may have occurred at a site. Based on this and supplemental information, the Historic Preservation Officer determines if the building appears to meet any of the criteria for landmarks designation. DPD transmits the project "SEPA Appendix A" to DON's Historic Preservation Program, for the City's Preservation Officer's (CHPO). The CHPO may request additional information, or reply that the resource appears to either meet or not meet designation criteria. If the CHPO indicates that the resource is potentially eligible for designation, a Landmark Nomination must be prepared for review by the City's Landmarks Preservation Board. No additional mitigation for protection of historic structures beyond following the established referral process is required.

Distant views of the 1910 Providence Hospital building from west of campus will be altered or in some places blocked by the increase in MIO heights up to 160 feet. Views of the building from areas west of campus would be partially blocked by the development along the east side of 18th Avenue of up to 45 feet in height. No view impacts from areas immediately adjacent to the campus are associated with the proposed Master Plan, as all primary views of the 1910 Providence Hospital building and the attached southern solarium from adjacent public right-of-ways of the eastern, southern, and western facades remain essentially the same. The view to the northern façade of the building is presently nearly completely blocked by the adjacent East Tower building. Views from adjacent public right-of-ways of the George Washington Carmack House are unaffected.

Master Plan adoption is not expected to have any significant effect on any other designated landmark buildings in the vicinity of campus. View impacts to historic buildings will be considered during DON's review of future projects and conditions imposed pursuant to the City's Landmark regulations if appropriate. No further mitigation under SEPA for view impacts to historic buildings is required.

### **Transportation, Circulation, and Parking**

An integral part of the evaluation of the environmental impacts of this project included an assessment of the traffic and transportation impacts of the project (Section 3.7 of FEIS).

**Campus Access.** Access to parking facilities would be located along 15th and 16th Avenues similar to the locations that exist today. The Proposed Action is not anticipated to increase the number of access points to parking along 15th and 16th Avenues. New underground parking of approximately 490 parking spaces would be developed along the east side of 18th Avenue

replacing the existing surface lots. Only one garage entrance/exit is proposed to the new parking garage along the east side of 18th Avenue, resulting in a decrease in access points as compared to the number of existing curb cuts on the east side of 18th Avenue. While the overall circulation and access patterns associated with the campus would generally stay the same, the new underground parking garage on 18th Avenue would result in a shift of travel patterns with more activity focused on the east side of campus. Access to parking will be further evaluated when a specific project is proposed identifying the specific access locations and proposed project uses. Emergency vehicle access would remain in its current location with the emergency department adjacent to 16th Avenue; however, emergency patient parking could be expanded to the 15th/16th Avenue garage.

**Loading.** The Master Plan seeks relief from city code requirements for loading berths to allow for the consolidation of facilities and reduce the number of loading berths required by code. With the proposed 2,753,000 gross SF of building area served, a total of 78 loading berths would be needed on campus to meet the code requirement for 'high demand' uses as described in SMC 23.54.035. Applying the existing 0.003 berths per 1,000 gross SF to the proposed 2,753,000 gross SF of development would result in a future need for eight loading berths.

Swedish has identified six locations for future loading docks and service locations (See Figure C-7 on page 59 of the Master Plan). Additional analysis at the project level will be required to more accurately assess operational needs and establish appropriate loading berth quantities and sizes. The location and access to future loading areas would be evaluated when a specific project is proposed to ensure that loading facilities:

- ◆ Are adequately sized and consolidated when possible
- ◆ Traffic impacts and impacts to pedestrian circulation are identified and mitigated
- ◆ Locate accesses on minor streets where possible
- ◆ Are designed to minimize or preferably eliminate the need to make backing maneuvers within public rights of way or block sidewalks

These elements will be defined further in a campus-wide dock management plan targeted at minimizing impacts to the community. The management plan should include delivery scheduling to minimize impacts on the adjacent street system and neighborhood, including but not limited to minimizing the amount of time trucks wait on-street to access loading areas.

The arterial routes used by trucks to access Swedish Cherry Hill are not anticipated to change from existing conditions. Truck traffic serving the campus will likely increase and may be noticeable in the context of all truck traffic serving land uses east of Broadway Avenue in the First Hill and Squire Park area. Access to parking and loading should be evaluated when a specific project is proposed; with the goal of minimizing the number of access points on street to reduce conflicts with bicycles and pedestrians while maintaining adequate service levels for accessing parking and loading/service areas.

**Pedestrian and Bicycle.** There are existing sidewalks surrounding the campus, and sidewalk connections to and from the surrounding on-street parking and transit stops. Where it bisects

the Swedish Cherry Hill campus, 18th Avenue has been identified as a potential neighborhood greenway in the 2014 Council Adopted Bicycle Master Plan, providing enhancements for pedestrians and bicyclists.

Swedish has proposed to create a “health walk” or walking path around the Swedish Cherry Hill campus along 15th Avenue, E Cherry Street, 18th Avenue, and E Jefferson Street. Along 18th Avenue, the health walk could be incorporated into the proposed neighborhood greenway. A direct pedestrian connection is proposed through the campus that would connect 17th Avenue between E Cherry and Jefferson Streets. The pedestrian environment would also be enhanced along the E Cherry Street frontage with improved sidewalks and landscaping as well as public open green spaces with seating areas.

With the additional and expanded facilities on campus, the number of pedestrians on campus and those circulating to and from transit facilities and parking is anticipated to increase. Future bicycle facilities on the arterials adjacent to the campus under the new Master Plan would be similar to existing conditions. No modification to the adjacent street system is anticipated with the proposed development. The Master Plan acknowledges potential development of the 18th Avenue greenway; however, the existing curb lines are maintained since the specific cross-section for the 18th Avenue greenway is unknown. The proposed 18th Avenue cross-section would not preclude future development of the neighborhood greenway.

Although the Master Plan would reduce the number of driveways along the east side of 18th Avenue between E Cherry and Jefferson Streets, the intensity of vehicular traffic to and from the access points along the east side of 18th Avenue would increase. The garage is forecasted to have approximately 90 to 160 vehicles during the AM and PM hour peak hours, which means traffic levels would approximately double when compared to existing conditions. The parking garage would cause greater and more frequent conflicts with the pedestrian and bicycle facilities than the loading area.

The 18th Avenue neighborhood greenway is still in the planning process; the SDOT Neighborhood Greenway Work Plan, July 2014, indicates study related to the 18th Avenue greenway would occur in 2016. Through the outreach process other alternatives may be considered such as 19th Avenue where traffic volumes are lower and which is outside the MIO Boundary.

The Swedish Cherry Hill campus currently provides bicycle racks for visitors and employees. In addition, lockers and showers are provided to employees. These amenities would continue with the Master Plan. The SMC requires medical institutions to provide bicycle parking equivalent to 2 percent of the employees, including doctors. Based on future population projection of 6,390 employees in 2040, the plan would require 128 bicycle parking spaces by 2040. The campus currently provides 132 bicycle parking spaces; therefore, bicycle parking code requirements for the proposal are already satisfied.

**Transit/Shuttle Services.** Transit ridership is anticipated to increase with the expansion of the campus population. The existing campus transit stops along E Jefferson Street should be enhanced to accommodate increased ridership. Enhancements could include expansion of the

covered waiting area and seating capacity for passengers, installation of pedestrian scale lighting, extension of the passenger boarding loading area to accommodate space for two buses in the loading zone, installation of Real Time Information Sign (RTIS) to alert waiting passengers of bus arrival times, including electric conduit for a transit information kiosk, or accommodation for the electricity to signs on a free standing pole.

An inter-campus shuttle service currently serves Swedish First Hill Campus, Swedish Cherry Hill Campus, and the Metropolitan Park office buildings. With the proposed Transportation Management Program, this service will expand to main transportation hubs or areas with higher transit service, such as King Street Station, Coleman Ferry Dock, and Westlake Center. Consideration should be given to also providing a connection between Swedish Cherry Hill and the streetcar and light rail to supplement service cuts and continue to encourage transit use to and from campus and better integrate with regional transit improvements.

**Traffic Operations.** The alternatives analyzed in the Draft and Final EIS included an analysis of the AM and PM peak hour level of service at intersections within the vicinity of the project. The analysis compares the anticipated impacts of the Proposed Action and the No Action alternative in 2023 and 2040. The alternatives analyzed in the Draft and Final EIS include an analysis of PM peak hour level of service at 43 intersections within the vicinity of the project (see Figure 3.7-1 in Section 3.7 of the Final EIS). The Proposed Action (in the year 2040) shows that one signalized intersection is forecasted to operate at LOS-E and five intersections are forecasted to operate at LOS-F during the AM peak hour. In comparison with the No Action Alternative, the Proposed Action would result in three additional intersections operating at LOS F and one fewer intersection operating at LOS E during the weekday AM peak hour. In the PM peak hour, the Proposed Action is forecast to result in three intersections operating at LOS E and seven at LOS F; this represents four additional intersections operating at LOS F compared to the No Action Alternative.

The Draft and Final EIS also assess project impacts on traffic operations through a comparison of projected travel times on key roadway corridors near the Swedish Cherry Hill campus. Development of the Proposed Action is expected to slightly reduce speeds and increase travel times on these corridors. The most noticeable impact is forecast for westbound traffic on the James Street corridor during the PM peak hour, with a forecast increase in travel time of three minutes in 2040. Other corridors are forecast to experience increases in travel time of less than a minute.

**Traffic Safety.** Increased traffic along the E Cherry Street and E Jefferson Street corridor increases the potential for conflicts between pedestrians and vehicles. Along E Cherry Street several signalized crossings are provided at key intersections. Additional signalized crossings could be considered in the future to provide additional vehicular capacity and pedestrian safety enhancements at key neighborhood connection points. Projects to address intersection capacity and pedestrian/vehicle safety are discussed in the mitigation Section 3.7.4 in the Final EIS.

With the improvements related to the First Hill Streetcar, including additional signalized crossings and bicycle lanes, the safety of pedestrian and bicyclist would likely improve along that

alignment. Pedestrian and bicycle enhancements would be provided along the campus frontage as described in the Pedestrian and Bicycle section.

**Parking.** Based on the current facilities and staff as detailed in SMC 23.54.016, the minimum parking requirement for the Swedish Cherry Hill campus is 987 spaces and the maximum is 1,333 spaces. The documented existing (2014) supply of 1,510 falls above the required range (Table D-1 of the Master Plan, page 75).

For planned projects, the minimum parking required by code will be 1,887 spaces and the maximum 2,547 spaces. Swedish Cherry Hill has proposed a parking supply at full build out of the Master Plan of approximately 2,245 stalls to meet Swedish's operational requirements to ensure patient access to facilities and still minimize the amount of parking provided for employees.

For planning purposes, a parking supply of approximately 2,245 parking stalls is recommended for full build out of the Master Plan, which is between the Code minimum and maximum of 1,887 – 2,547 spaces (Tables 3.7-14 and 3.7-15 on page 3.7-46 of the Final EIS). Swedish proposes constructing new parking with each new development on the campus. Analysis for individual development proposals will include updated traffic and transportation information, updated parking demand, and information that will identify how garage ingress/egress will be managed.

***DPD Conditions -- These conditions are reiterated in Section VII.***

- ① Traffic and parking impacts would affect the neighborhood and local corridors. The extent and duration of the impacts may be substantial. DPD therefore conditions its approval of the Master Plan as follows:

The mitigation measures in Section 3.7.4 of the Final EIS shall apply and are restated in Section VII below.

**Public Services**

**Fire.** Increases in onsite employment and the number of visitors/patients to the Swedish Cherry Hill campus would be incremental and would be accompanied by an increased demand for all types of services provided by SFD, including fire protection, BLS, and EMS. The SFD indicates that they have sufficient capacity and resources to absorb potential increased calls related to fire suppression and EMS services at Swedish Cherry Hill<sup>3</sup>.

All new and renovated buildings would be constructed in compliance with the fire codes in effect at the time of building permit review. Adequate fire flow to serve the proposed redevelopment would be provided as required by fire code. Specific code requirements would be adhered to regarding emergency access to structures.

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<sup>3</sup> Source: Leonard Roberts, SFD email 11/8/2013, 2013c



**Police.** Increases in onsite employment and campus visitors/patients over the build-out of the Swedish Cherry Hill Master Plan would be incremental and would be accompanied by increases in demand for police services. There should be no difference between the alternatives in the level of calls for service and no mitigation is required.

**Parks and Other Open Space.** There would be no effects to parks, other recreation, or open space off-campus. Visitation to the existing parks and open space may increase relative to the increase in employment, patients, and visitors at the Swedish Cherry Hill campus. The amount of landscaped areas providing open space on campus would be replaced or relocated based on the building design. Swedish has proposed to construct a “Health Walk” or walking path around the perimeter of campus with informational signs, public pocket parks, and green spaces with seating areas. Seattle DPD Green Factor guidelines would be used in directing the development of new open spaces.

Currently, the designated open space on campus is the central plaza and main hospital entrance off East Jefferson Street. The existing open space is approximately 31,065 SF, or 5.35 percent of the existing campus. Future open space will continue to be provided at structural setbacks and at building separations. The main entry plaza with its integrated landscaped areas plus the landscaped courtyard between the Annex and James Tower will be set aside as designated open space and not future building footprints. Landscaping will be provided in structural structure setbacks and roof top gardens when practical. Street trees will be provided in planting strips. Trees, shrubs, groundcover, grass and flowers would reinforce the open space concept and existing vegetation. The Master Plan contains the areas at the campus perimeter (landscape and sidewalks) plus the cross campus connectors and open space areas as landscaped community amenities. Swedish has proposed that the future campus contain a minimum of 74,025 SF of open space, or approximately 12.75% percent of the campus. The landscaped open space calculation would apply to the entire MIO campus and not to individual project sites.

Overall, open space on campus will increase.

**Water/Sewer/Stormwater.** With the increase of 1.55 million SF of gross building area on the site, the water demand is expected to increase to 71.6 million gallons per year, based on average consumption per SF of gross building area, from the current 20.4 million gallons of annual consumption. There appears to be adequate capacity in the current system to handle an increase in water consumption, as well as sanitary sewer and stormwater discharge. The Master Plan development would occur over the next 30 years and existing capacity could change. With each new building proposed, an evaluation of the infrastructure would be performed and improvements identified if needed. The evaluation would be submitted to DPD as part of a permit application.

As the water pressure in the public system is static, Swedish Cherry Hill neighbors would not experience changes in their water pressure. The only time a reduction in water pressure could be noticed is during a fire flow event (e.g., when fire hydrants are in use to battle a fire or potentially during the testing of a fire hydrant). The Proposed Action is not anticipated to have an impact on water services or local domestic water pressure.

**Solid Waste.** There would be an increase in solid waste production. No forecast has been calculated on the future waste stream upon full build out. Swedish Medical Center indicates that the amount and content of the waste stream would depend upon the services offered at the campus (e.g., obstetrics services would increase red bag waste and recycling) and building design with sustainability in mind would reduce the potential increase in waste production and increase opportunities for recycling. The campus would continue efforts to reduce waste and increase the recycling rate (Swedish 2013d). No impacts are anticipated.

***DPD Conditions -- These conditions are reiterated in Section VII.***

- ❶ Future development would increase the demand for public services; therefore DPD conditions its approval of the Final Master Plan as follows:  
  
The mitigation measures in Section 3.8.5 of the Final EIS shall apply and are restated in Section VII.

**VI. RECOMMENDATIONS – SEPA**

The Director recommends approval of the proposed Final Master Plan, subject to the conditions outlined in Section VII.

**VII. SUMMARY AND RECOMMENDATIONS**

The above report addresses criteria pursuant to Land Use Code Chapter 23.69 (Major Institution Overlay District), Chapter 23.34 (rezones), and Chapter 25.05 (SEPA). DPD recommends that conditional approval of the proposed Final Master Plan is warranted. This report identifies impact mitigations below.

DPD expects that planned projects will require additional SEPA reviews, when DPD may impose further conditioning. In short, development pursuant to the proposed Master Plan, as conditioned below, would be consistent with the framework policy of the City's Major Institutions Policies and represent a reasonable balance of the public benefits of development and change with the need to maintain livability and vitality of the adjacent neighborhoods.

All page numbers used in the following recommendations refer to the Master Plan – December 11, 2014 document. In certain instances, page numbers or figures from the Director's Report are also referenced and are specified as contained within this document. These page numbers are provided for the purpose of tracking future revisions across these two documents, as well as to include cross-references within the Master Plan itself. It is expected that these page numbers may differ from those noted below as a result of formatting revisions to the Master Plan.

**VII. A. RECOMMENDED CONDITIONS – MAJOR INSTITUTION MASTER PLAN**

The Director recommends approval of the proposed Major Institution Master Plan, subject to the following conditions. The recommended conditions in this section are divided into two parts, conditions of approval, and revisions to the Master Plan text:

### **Conditions of Master Plan Approval**

#### **Design Review:**

1. The Standing Advisory Committee (SAC) will review and comment during the schematic and design stage of all proposed and potential projects intended for submission of applications to the City as follows: Any proposal for a new structure greater than 4,000 square feet or building addition greater than 4,000 square feet; and proposed street use term permits for the new skybridge and tunnel. Design and schematics shall include future mechanical rooftop screening.

#### **To reduce traffic:**

2. **TMP Goal Prior to First Building Permit** - The goal for the TMP in the Master Plan will be to achieve the employee SOV rate of 50 percent prior to approval of the first building permit (including demolition) allowed under the Master Plan. The goal will apply to everyone who works within the Swedish-Cherry Hill MIO at least 20 hours/week. The final Master Plan gives details of the proposed TMP elements on pages 80-84; the FEIS also describes the proposed TMP in Section 3.7. To facilitate achievement of the 50 percent SOV goal, the first Transit TMP element shall be modified to read, "Provide all tenants with access to a 100% subsidy of transit pass cost including ferry and rail."
3. **TMP Goal Reduction Over Life of Master Plan:** The TMP SOV goal of 50 percent shall be further reduced by 1 percent every two years to a maximum 38 percent SOV goal in 25 years (estimated time of full build-out of the Master Plan). Swedish shall be allowed a higher SOV rate in any year in which the First Hill neighborhood average Commute Trip Reduction (CTR) goal is found to be higher than the calculated Swedish SOV rate reduction, not to exceed the First Hill average CTR goal. The First Hill CTR area is identified by SDOT as an area generally located between I-5 on the west and Lake Washington on the east. The northern boundary is generally the north end of Capitol Hill. The southern boundary is in the vicinity of, but north of, I-90.
4. **Project Level Traffic Safety Evaluation and Implementation** - As part of the review process for master plan projects, review the intersections identified on Table 3.7-17 of the Final EIS to assess potential project impacts. If impacts are identified, specific mitigation and the level of responsibility for each location would be identified as a condition of MUP approval. Potential improvements for each location are identified in Table 3.7-17. The level of responsibility could include, but is not limited to, construction of physical improvements or a proportional cost contribution to improvements.
5. **Pronto Bikeshare Program** - When the Pronto Bikeshare Program is extended to the Swedish Cherry Hill neighborhood, as determined by the Seattle Department of Transportation, Swedish shall install and pay for a bikeshare station within the campus boundaries, and offer discounted bikeshare memberships to all campus employees covered by the TMP.
6. **18th Avenue Access** - No more than two access drives shall be located along the east side of 18th Avenue.
7. **Transportation Review as Part of Future MUP Review** - As part of the Master Use Permit review process for future projects developed under this Master Plan:
  - a) Apply updated TMP elements and assess TMP performance

- b) Update Master Plan parking requirements and reassess long-term campus parking supply recommendations
- c) Assess operational and safety conditions for proposed garage accesses and loading areas
- d) Assess pedestrian, truck, and vehicular circulation conditions, and identify safety deficiencies that could be remedied as part of the project under review.
- e) Assess loading berth requirements and where possible consolidate facilities so that the number of berths campus wide is less than the code requirement.
- f) Develop a campus wide dock management plan to coordinate all deliveries to the loading berths along 15th, 16th, and 18th Avenues. This plan shall be developed and submitted to DPD and SDOT for review no later than submittal of the first Master Use Permit application for development under this Master Plan. Approval of this plan is required prior to issuance of the first building permit for development under this Master Plan. The dock management plan would provide protocols on scheduling and timing of deliveries to assist in minimizing on-street impacts of trucks waiting to access loading berths. Other elements that should be considered in the management plan include:
  - ◆ Truck size would be limited to 65 feet' in length or less, assuming loading berths could accommodate this size.
  - ◆ Work with vendors to minimize the number of deliveries to and from the site such as by using a larger delivery truck.
  - ◆ Work with multiple vendors to encouraged consolidating loads prior to delivery so as the reduce truck demand.
  - ◆ Explore commercial vehicle loading opportunities in the off-street parking facilities (such as proposed for the 18th Avenue Garage), to relieve the on-street commercial vehicle load zones.
  - ◆ Explore time of delivery management tools such using secure drop boxes and secure rooms to store deliveries during times when staff are not available to accept deliveries.
- g) Assess truck delivery routes between Swedish Cherry Hill and I-5 and along E Cherry Hill and E Jefferson Street to identify potential impacts to roadways along those routes.
- h) Reduce the impact of truck movements on local streets and potential conflicts with pedestrians by consolidating loading facilities and managing delivery schedules.
- i) Review of future projects would include an evaluation of For truck access and loading berths, evaluate means and methods to ensure relevant Seattle noise regulations are met.
- j) Evaluate proposed bicycle parking facilities through the following design elements :
  - ◆ Bicycle parking access should be ramped and well lit.
  - ◆ Bicycle parking should be located close to building entrances or elevators if in a parking structure.
  - ◆ Short-term general bicycle parking areas should be sheltered and secure
  - ◆ Long-term staff bicycle parking should be located in enclosures with secure access.
  - ◆ Staff lockers for bicycle equipment should be provided in long-term bicycle parking areas.
  - ◆ Bicycle racks should be designed to allow a U-lock to secure the frame and wheels to the rack.
  - ◆ Bicycle parking should be separated from motor vehicle parking.

- ◆ Shower facilities and locker rooms should be close to the bicycle parking area.

**To improve vehicular, pedestrian and bicycle circulation:**

- 8. Concept Streetscape Design Plan for 18th Avenue.** Prior to Master Use Permit submittal of the 18th Avenue Medical Office Building, submit to SDOT for review and acceptance a concept streetscape design plan for both sides of 18th Avenue between E Cherry and E Jefferson Streets. Swedish Cherry Hill shall submit a draft of the Plan to the Standing Advisory Committee for its review and comment concurrent with its review by SDOT. The plan shall be prepared consistent with the provisions of the Seattle Right-of-Way Improvements Manual, and Seattle Greenway standards if 18th Avenue is designated as a Seattle Greenway. Elements of the concept streetscape design plan for 18th Avenue must include, but are not limited to: wayfinding for both pedestrians and bicyclists, pedestrian scale lighting and landscaping along building frontages. If the street is designated as a Greenway, the design must include speed humps to slow traffic and pavement markings to designate shared vehicular and bicycle usage. Stated elements and design requirements may be modified by SDOT.
- 9. Concept Streetscape Design Plan for Each Street Frontage Containing Pocket Parks.** Prior to Master Use Permit submittal for each development abutting a street frontage that will contain a pocket park, submit to SDOT for review and acceptance a concept streetscape design plan for the street frontage adjacent to the campus. Swedish Cherry Hill shall submit a draft of the Plan to the Standing Advisory Committee for its review and comment concurrent with its review by SDOT. The plans shall be prepared consistent with the provisions of the Seattle Right-of-Way Improvements Manual. Elements of the concept streetscape design plan for 18th Avenue must include, but are not limited to: the elements of the pocket park, wayfinding for both pedestrians and bicyclists, pedestrian scale lighting and landscaping. Stated elements and design requirements may be modified by SDOT.
- 10. Wayfinding Plan** - Prior to submittal of the first Master Use Permit application for development under the Master Plan, submit to DPD for review and approval a comprehensive wayfinding plan that both identifies the goals of the wayfinding plan (including safety and legibility) and incorporates entry points to and through the campus for pedestrians, bicyclist and motorist. DPD shall consult with SDOT in its review. Swedish Cherry Hill shall submit a draft of the Plan to the Standing Advisory Committee for its review and comment concurrent with its review by the City. Approval of this plan is required prior to issuance of the first building permit for development under this Master Plan.
- 11. Wayfinding Plan** - As part of each project, ensure that pedestrian and vehicular circulation needs are addressed in a manner consistent with the campus wayfinding plan.
- 12. Capital Improvements** - Prior to issuance of the first Master Use Permit for development under the final Master Plan, receive SDOT concept approval for capital improvements at the first seven intersections listed in Table 3.7-17 of the Final EIS. The capital improvements at these locations shall be constructed prior to issuance of the Certificate of Occupancy for the first building associated with this MUP.
- 13. Updated Parking, Loading and On-campus Circulation Plan** - With each Master Use Permit application, Swedish Cherry Hill shall provide an analysis of impacts of parking driveways, loading and service area drives, and pick-up/drop-off areas on pedestrian and vehicular flow

on the surrounding sidewalks and streets. Appropriate design measures shall be identified and implemented to avoid adverse impacts to pedestrians, bicyclists and motorists.

14. **Pedestrian and Bicycle Safety** - With each subsequent Master Use Permit application, Swedish Cherry Hill shall provide an analysis of impacts of parking driveways, loading and service area drives, and pick-up/drop-off areas on pedestrian and vehicular flow on the surrounding sidewalks and streets. Appropriate design measures shall be identified and implemented to avoid adverse impacts to pedestrians, bicyclists and motorists
15. **Pedestrian Facilities** - As part of each project, provide frontage improvements to ensure that pedestrian facilities meet established city standards at the time of redevelopment. The extent of such improvements should take into account 'priority design features' as described in the SDOT Right of Way Manual and the intent of the Swedish Cherry Hill Master Plan Design Guidelines.

**To maintain and increase transit ridership:**

16. **King County Metro Transit Stops** - Swedish Cherry Hill shall coordinate with King County Metro to ensure existing transit stops are not impacted by development.
17. **King County Metro Transit Stops** - Current transit stops along E Jefferson Street shall be incorporated into street improvement plans submitted with the first Master Use Permit application proposed under the Master Plan. Transit stop design shall include; installation of Real Time information signs (RTIS); expansion of the covered waiting area and seating for passengers; Installation of pedestrian scale lighting; and extension of the inbound paved passenger boarding area to the east to accommodate space for two buses at the bus zone. Amenities such as benches and landscaping shall be provided and maintained by Swedish Cherry Hill.
18. **Recycling and Trash Receptacles** - Swedish Cherry Hill shall provide and maintain recycling and trash receptacles at any bus stop directly abutting Swedish Cherry Hill campus development.

**To reduce the impacts of height, bulk and scale:**

19. **Features Exceeding MIO Height Limits** – Elevator penthouses and screened rooftop mechanical equipment may extend 10 feet above the MIO 37 foot height limit and 15 feet above the MIO 65, 105 and 160 MIO height limits.
20. **Modulation** – With the exception of the facades facing the east property line of the 18th Avenue half block, no un-modulated façade shall exceed 125 feet in length. Modulation shall be achieved by stepping back or projecting forward sections of building facades. Facades facing the east property line of the 18th Avenue half block, shall have no un-modulated facades greater than 40 feet, excluding the façade within the portion of MIO conditioned down to 15 feet in height. Required modulation on the east facade shall have a depth no less than five feet and width no less than ten feet.
21. **Western Block** - New structures or additions to existing structures shall be located 10 feet from the property line located adjacent to E Jefferson Street on the western block.
22. **Eastern Block** - The half-block, east of 18th Avenue, shall have a 25-foot setback measured from the east property line. No structures, except fencing, shall be located within this 25-foot setback.
23. **Eastern Block** - Future development shall comply with setbacks and design guidelines contained within the Swedish Cherry Hill Master Plan.

24. **Open Space Plan** - Prior to approval of the first Master Use Permit for development in the central campus, Swedish Cherry Hill shall present the open space plan for the main entry plaza and courtyard between the Annex and James Tower to the Standing Advisory Committee for review and comment. DPD shall review and approve the plan prior to issuance of the Mast Use Permit. The open space shall be improved prior to final occupancy of the issued building permit for the development.
25. **Detailed Landscaping Plan** - Swedish Cherry Hill shall submit a landscaping plan with each Master Use Permit application to the SAC for review and comment prior to submittal to DPD for approval. Provide landscaping and open space for pedestrian interest, scale, partial building screening and building contrast. The SAC shall use the Design Guidelines as a benchmark for review and comment on proposed landscaping.
26. **Detailed Landscaping and Fencing Plan for Rear Setback** - Prior to the approval of the Master Use Permit for the 18th Avenue Medical Office Building, Swedish Cherry Hill shall develop a detailed landscaping and fencing plan for the rear setback area. Swedish Cherry Hill shall submit the landscaping and fencing plan to the SAC for review and comment prior to submittal to DPD for approval.
27. **Streetscape Activation** - Design of new structures shall include special provisions to activate the streetscape along E Cherry Street, 15<sup>th</sup> Avenue, 16<sup>th</sup> Avenue and the east side of 18<sup>th</sup> Avenue through transparency, visible activity, and defined entries at grade level.
28. **Future Skybridge** – The future skybridge shall be designed and constructed with materials that would contribute to transparency of the skybridge to the extent possible in order to minimize potential impacts to view corridors on campus. Height and width of skybridges will be limited to accommodate the passage of people and supplies between buildings. Approval of the location and final design of any skybridges will occur through the City's Term Permit process.

#### **Revisions to Master Plan Text**

29. **Eastern Block** - The half-block, east of 18th Avenue, shall have a MIO height of 37 feet. A portion of this half block shall be conditioned down to 15 feet in height as shown on page 53 of the Master Plan.
30. **Eastern Block** - Facades facing the east property line of the 18th Avenue half block, shall have no un-modulated facades greater than 40 feet, excluding the façade within the portion of MIO conditioned down to 15 feet in height. Required modulation on the east facade shall have a depth no less than five feet and width no less than ten feet.
31. **Exemptions from FAR** - Page 55 of the Final Master Plan shall be amended to state: Exemptions from FAR shall include: Portions of structures below grade; Mechanical penthouses located on the rooftop; and a 3.5 percent reduction in gross square feet located above grade to accommodate mechanical and electrical areas accessory to the structure.

#### **VII. B. RECOMMENDED CONDITIONS – REZONE**

See Condition 29 above requiring that the Master Plan be revised to change the MIO height on the half-block, east of 18<sup>th</sup> Avenue, to MIO 37.

#### **VII. C. CONDITIONS – SEPA**

### **During Construction for Future Development**

32. **Construction Management Plan** - To mitigate potential construction-related impacts, Swedish shall develop a CMP in conjunction with site-specific developments. This plan would be coordinated with the DPD Noise Abatement Office and SDOT, and must be submitted and approved prior to issuance of a building permit. The plan would include the following elements:

- ◆ Construction Communication – Including a Contact and Community Liaison. The chair of the Standing Advisory Committee will be included in the Construction Communication Plan associated with site-specific development along with the Contact person and Community Liaison.
- ◆ Construction Hours and Sensitive Receivers – Identifying demolition and construction activities within permissible construction hours.
- ◆ Construction Noise Requirements – All demolition and construction activities shall conform to the Noise Ordinance, except as approved through the variance process.
- ◆ Measures to Minimize Noise Impacts – List measures to be implemented to reduce or prevent noise impacts during demolition and construction activities during standard and non-standard working hours.
- ◆ Construction Milestones – A description of the various phases of demolition and construction, including a description of noise and traffic generators, and anticipated construction hours for each phase.
- ◆ Construction Noise Management – Identify techniques to minimize demolition and construction noise including: timing restrictions, noise reduction construction technologies, process modifications.
- ◆ Construction Parking Management – Areas for construction worker parking would be identified on-site. Construction workers will be required to park in these areas or in other off-street parking facilities.
- ◆ Construction Traffic/Street and Sidewalk Closures – Demolition, earthwork excavating, concrete and other truck routing plans will be developed and submitted for approval through SDOT for site-specific development. The Construction Management Plan shall identify potential sidewalk and bicycle lane closures or rerouting, and shall consider the need for construction truck traffic to avoid peak traffic periods (e.g., 6-9 AM, 3-6 PM).

### **During Construction for Future Development – Air Quality**

33. Swedish Cherry Hill shall participate in the Seattle 2030 District Challenge.

34. Site development would adhere to Puget Sound Clean Air Agency's regulations and the City's construction best practices regarding demolition activity and fugitive dust emissions, including the following:

- ◆ Spray water (when necessary) during demolition, grading, and construction activities to reduce emissions of particulate matter
- ◆ Cover dirt, gravel, and debris piles to reduce dust and wind-blown debris
- ◆ Cover open-bodied trucks to reduce particulate matter blowing off trucks or dropping on roads while transporting materials. Alternatively, wetting materials in trucks or providing



adequate freeboard (space from the top of the material to the top of the truck) could be used to reduce dust and deposition of particulate matter

- ◆ Provide wheel washers at construction sites to remove particulate matter from vehicle wheel wells and undercarriages before they exit to decrease deposition of particulate matter on area roadways
- ◆ Promptly sweep public streets (when necessary) to remove particulate matter deposited on paved roads and subsequent wind-blown dust
- ◆ Monitor truck loads and routes to minimize dust-related impacts
- ◆ Turn off construction trucks and engine-powered equipment during long periods of non-use, instead of being left idling, to reduce exhaust emissions and odors
- ◆ Require emission-control devices on construction equipment and using relatively new, well-maintained equipment to reduce exhaust emissions of CO, GHGs, and particulate matter from engine exhaust
- ◆ Provide quarry spall areas onsite prior to construction vehicles exiting the site
- ◆ Schedule the delivery and removal of construction materials and heavy equipment to minimize congestion during peak travel time associated with adjacent streets.

#### **During Construction for Future Development – Groundwater**

35. The applicant shall submit a geotechnical report for each future site-specific building as part of the MUP application. The report would identify subsurface soil and groundwater conditions and would include measures for mitigating any identified impacts.

#### **During Construction for Future Development – Noise**

36. Develop and implement a CMP that includes site-specific sound level reduction measures.
37. Use engine enclosures and mufflers on construction equipment.
38. Locate portable equipment as far as possible from sensitive receptors.
39. Turn off equipment during periods of nonuse.
40. Use ambient sensitive broadband backup alarms.
41. Place stationary equipment as far away from sensitive receiving locations as possible. Where this is infeasible, or where noise impacts are still significant, portable noise barriers could be placed around the equipment with the opening directed away from the sensitive receiving property.
42. Place construction staging areas expected to be in use for more than a few weeks as far as possible from sensitive receivers as possible.

#### **During Construction for Future Development – Traffic and Parking**

43. Development and Implementation of a CMP for proposals that require demolition and/or construction that would effect on- or off-site parking, existing pedestrian, bicycle, and vehicular circulation patterns or transit routes or stops. See Condition 24 above. The following elements shall be included in the CMP if applicable.
  - ◆ Schedule the most intensive construction activities such that they are spread out over time and prohibiting material deliveries from leaving or entering the area during AM and PM peak hours when feasible.

- ◆ Schedule street closures and other disruptions to the street system during off-peak periods to minimize impacts to the system.
- ◆ To ensure safe campus access and circulation adjacent to the construction site for patients and employees, provide information to patients, staff and visitors ahead of time regarding detours, signs, and potential parking access or facility changes.
- ◆ Provide safe pedestrian and bicycle circulation adjacent to the construction site through the use of temporary facilities, detours, and signs.
- ◆ Coordinate with Metro transit relative to construction activity that could affect transit service proximate to the project site.
- ◆ Include a parking provision in construction contracts between Swedish Cherry Hill and the general contractor and between the general contractor and subcontractors, such as specifying where construction workers should park, shuttles, etc. Areas for construction worker parking will be identified on-site. Construction workers will be required to park in these areas or in other off-street parking facilities.
- ◆ If construction activities cause the need to close on-street parking adjacent to the site, coordinate such closures with SDOT and obtain appropriate street use permits.

#### **During Construction for Future Development – Public Services**

44. Fence and light the portions of the site that are under construction during phased redevelopment, as well as monitor by surveillance cameras to help prevent construction site theft and vandalism.
45. During demolition and construction, recycle construction and debris waste to the extent feasible, based on the existence of hazardous materials.
46. Consult SFD to plan fire access routes to and on the site.
47. Review fire flow requirements and hydrant location/capacity with SFD to ensure adequate capacity.
48. During major development on the Swedish Cherry Hill campus, Swedish shall examine and report to DPD the impact of development on the public sewer infrastructure from the development site to where SPU's collection system connects to King County interceptors (approximately 3,300 linear feet downstream).
49. In the event that a tunnel is constructed across 16th Avenue, Swedish Cherry Hill shall relocate public sewer and water mains that are impacted to carry flows around the impacted area in other parallel street rights-of-way.
50. Use low-impact development measures such as bio-retention cells or bio-retention planters to reduce the demand on stormwater infrastructure.
51. In addition to Low Impact Development measures, major development on the Swedish Cherry Hill campus would trigger the need for flow control and water quality measures as part of the storm drainage design requirements for the site. Required water quality measures would involve following the Seattle stormwater design guidelines and using the BMPs for water quality that would work effectively on the site while meeting the necessary requirements. BMPs that would likely be used include bio-filtration tree wells, stormwater filter units, or water quality vaults. There are also several other possible measures that could be used, but it will depend on site constraints and the amount of stormwater that needs to be treated.

## **During Operation**

### **During Operation - Greenhouse Gas Emissions**

Swedish should implement the following potential mitigation measures during future design and construction of buildings on campus:

52. **Natural Drainage and Green Roofs** – Where feasible, provide green roofs to provide additional open space, opportunities for urban agriculture, and decreased energy demands by reducing the cooling load for the building. As development planning occurs in conjunction with specific buildings on-campus, consider incorporation of green roofs associated with that building where feasible. Green Stormwater Infrastructure (GSI) would be developed for flow control and water quality treatment to the maximum extent feasible.
53. **Tree Protection** – The City has aggressive urban forest goals in order to help restore tree cover which has been lost due to development. Trees can provide stormwater management, habitat value, noise buffering, air purification, carbon sequestration, and mitigation of the urban heat island effect. Trees also have a positive effect on property values and neighborhood quality. Protect existing trees, as feasible, and pay careful attention to new tree planting to help meet the Seattle Comprehensive Urban Forest Management Plan Goals for multi-family residential and commercial development by achieving 15 to 20 percent overall tree canopy within 30 years.
54. **Native Plants** – Native plants are adapted to the local climate and do not depend upon irrigation after plant establishment for ultimate survival. Use native plants in landscaping to reduce water demand and integrate with the local ecosystem. Create green spaces that use native, non-invasive plants, to reduce water and fertilizer consumption, and align with good urban landscaping design practices.
55. **Waste Management and Deconstruction** – When existing buildings are demolished, identify opportunities to reduce the amount of waste being sent to the landfill with sustainable waste management strategies and by implementing aggressive demolition recycling. Some of the options that could mitigate waste generated by redevelopment on the Swedish Cherry Hill campus include onsite source separated recycling, potential reuse of demolition materials onsite, deconstruction of existing buildings, and salvage and reuse of building components.
56. **Building Design** – Building design on the Swedish Cherry Hill campus should integrate a wide variety of green building features, including energy and water conservation, waste reduction, and good indoor environmental quality. Tools and standards that are used to measure green building performance could be used. Some options include: Built Green, LEED, and the Evergreen Sustainable Development Criteria. Develop custom green building guidelines to guide building design and construction. Some of the specific building design strategies that could be considered include solar panels for electricity generation or domestic solar hot water; energy star rated appliances; water conserving fixtures beyond code; low toxic materials, finishes, and flooring; energy and water sub-metering for individual units; high-efficiency fixtures such as dual flush toilets; toilet flushing and irrigation supplied by recaptured wastewater or rainwater; dual plumbing systems for all new buildings to accommodate water reuse; and wind-generated alternative energy.

### **During Operation - Noise**

57. No mechanical equipment shall be located at grade between the structure and residential uses adjacent to the east property boundary of the campus.
58. All garage venting shall be directed away from residential uses adjacent to the east property boundary of the campus.
59. Alternatives to mechanical maintenance equipment (e.g., leaf blowers, power washers, etc.) should be explored (such as sweeping or using a hose to wash driveways where feasible) or equipment that produces lower sound levels used.
60. Depending on the location of loading docks relative to residences, restrictions should be implemented to limit noisy deliveries to daytime hours.
61. Exhaust vents for all underground parking facilities should be located and controlled to reduce noise at both on- and offsite residential locations and to ensure compliance with the City noise limits. Mechanical equipment operating at night has a 45 dBA limit at the adjacent residential zone.
62. If mechanical maintenance equipment is needed for a specific task (e.g., power washing prior to painting), it should be scheduled during the weekday during normal business hours (9:00 AM to 5:00 PM) to coincide with higher ambient noise conditions.
63. Loading docks should be designed and sited with consideration of nearby sensitive receivers and to ensure that noise from truck traffic to and from the docks and from loading activities would comply with the City noise limits.
64. Solid waste, compacting, composting, and recycling collection should (to the extent feasible) be designed to minimize or eliminate line-of-sight from collection/pickup points to nearby sensitive receivers.
65. Solid waste, compacting, composting, and recycling collection times should be scheduled for daytime hours.
66. To minimize noise impacts associated with HVAC and air-handling equipment, equipment should be selected and positioned to maximize noise reduction to the extent possible. When conducting analyses to ensure compliance with the Seattle noise limits, facility designers would assess sound levels as they relate to the nearby residential uses.
67. To minimize the potential for noise impacts resulting from regular testing of emergency generators, the location of such equipment should be considered during building design relative to residences, and equipped with noise controls to minimize noise intrusion.

#### **During Operation - Aesthetics**

Conditions for Master Plan approval are included to reduce or eliminate aesthetic impacts. See Section VII.B above.

#### **During Operation - Light and Glare**

68. Use low-reflective glass and other materials, window recesses and overhangs, and façade modulation.
69. Use landscaping, screens, and “green walls” to the extent practicable to obstruct light from shining to offsite locations.
70. Restrict nighttime illumination of the site and selected buildings to provide lighting only when function or safety requires it.

71. Equip interior lighting with automatic shut-off times. Install automatic shades installed where lighting is required for emergency egress.
72. Use screens or landscaping as part of parking or structure design to obstruct glare caused by vehicle headlights.

**During Operation – Transportation**

Conditions for Master Plan approval are included to reduce or mitigate transportation impacts. See Section VII.B above.

**During Operation - Public Services - Police**

73. Include permanent site design features to help reduce criminal activity and calls for service, including: orienting buildings towards sidewalks, streets and/or public open spaces; providing convenient public connections between buildings onsite and to the surrounding area; and, providing adequate lighting and visibility onsite, including pedestrian lighting.
74. Apply Crime Prevention Through Environmental Design (CPTED) principles to the development of its open space and public amenities to enhance the safety and security of the areas.
- 75.

**During Operation - Public Services – Solid Waste**

76. Continue implementation of waste reduction and recycling measures including an informational website, efficient use of materials and supplies, food and yard waste composting, hazardous waste recycling, and general office recycling.

Signature: \_\_\_\_\_ Date: \_\_\_\_\_

Stephanie Haines, Land Use Manager  
Department of Planning and Development