

FINDINGS AND RECOMMENDATION

OF THE HEARING EXAMINER FOR THE CITY OF SEATTLE

In the Matter of the Application of

SEATTLE CENTRAL COMMUNITY COLLEGE

FILE NO. CC-84-016

for approval of its master plan

Introduction

Seattle Central Community College has requested approval of a major institution master plan which it has prepared as a revision of its 1967 plan. A public hearing was held by the Office of Hearing Examiner on the plan on March 5, 1985. Glenn Amster, Hillis, Cairncross, Clark and Martin, represented Seattle Central Community College. Ed Somers, land use specialist, represented the Director, Department of Construction and Land Use.

After due consideration of the evidence presented at the hearing and the file herein, the following shall constitute the findings of fact, conclusions and recommendation to the City Council in this matter.

Findings of Fact

1. Seattle Central Community College (SCCC) initiated a planning process in 1982 for the possible revision or update of its original master plan. Though the Major Institution Code was not yet adopted, SCCC formed an advisory committee and an attempt was made to conform the planning effort to the intent of the Major Institutions Policy.

2. The 8 year master plan, which resulted from the process and presented for approval by SCCC, includes, among other features, a statement of the need for individual proposals, site plans, a phasing schedule, open space and landscaping illustrations, a description of transportation, circulation and parking and a transportation plan. The master plan describes need for a 750 car parking garage, a student activity center, a physical education facility and new classroom, office and other campus support facilities. It proposes development or renovation at five sites within existing major institution boundaries. No change of boundaries or zoning reclassification is proposed. The selection of the proposed projects and their sites resulted from the process described at p. 5, Seattle Central Community College Master Plan.

3. Certain assumptions underlay the planning process. Those assumptions were that SCCC would not acquire additional property; that there would be no significant growth in student population; and that there needs to be flexibility in the master plan because of the uncertainty of funding by the legislature.

4. The five projects described in the master plan are: 1) at Site A located at the south end of the block located between Boylston and Harvard Avenues and East Pine and East Olive Streets a 750 car, 5 level parking garage; 2) at Site B, midblock between East Howell and East Pine Streets and Broadway and Nagle Place, a 60,000 sq. ft. student activity/physical education facility with one level, 60 spaces of basement parking for motorpool and service vehicles; 3) at Site C on the southern half of the block bounded by East Denny Way, vacated East Howell, Broadway and Harvard Avenue the existing portable classrooms would be replaced by a two level, 50,000 sq. ft. structure for classrooms, offices, retail space, and bookstore and college vocational program with one below grade parking level for 140 vehicles; 4) at Site D

located on the southwest quarter of the block bounded by East Pine and East Pike Streets and Broadway and Harvard Avenue the existing 34,000 sq. ft. parking garage would be renovated for classrooms, offices plus 8,000 sq. ft. of basement storage; and 5) classrooms and offices in Edison North in the main campus building between vacated East Howell and East Olive Streets and Broadway and Harvard Avenues would be renovated. The attached map shows the sites described above.

5. The SCCC campus is located on Capitol Hill in the Broadway district. It is located generally south of East Denny Way, north of East Pine Street and between Harvard Avenue and Nagle Place. There are two major properties outside these boundaries, one between Harvard and Boylston Avenues north of East Pine Street and one at the corner of Harvard and East Pike Street.

6. The campus is zoned I-4 (BC) and (CG) with a height limitation of 105 ft. With the adoption of the proposed Neighborhood Commercial Areas code and map the non-institutional zoning would be NC-3 with a 65 ft. height limitation. A pedestrian-oriented designation extends south along Broadway just past the beginning of the main campus building.

7. Land use north of SCCC is chiefly commercial. The parcel immediately north of Site C is a Sizzler Steak House parking lot. To the east of the campus, across Nagle Place, is a reservoir and playfield and beyond is a residential area. South of Pine Street and along the Pike and Pine corridors land use is largely commercial. To the west is a multi-family area. Directly across Boylston from Site A is a commercially zoned and occupied building and another residential building in the MR zone in non-permitted commercial use. North of Site A are multi-family residences.

8. A draft environmental impact statement (EIS) was prepared and published for the SCCC master plan. Following the comment period the final EIS was issued. No appeal was filed to challenge the adequacy of the document.

9. The EIS discloses the probable impacts on the environment from the proposed parking garage and those from the other projects that can be reasonably assessed based on general descriptions of activity and bulk. With the exception of those on transportation and energy, most impacts described in the EIS would be related to construction activities and most would be temporary.

10. Three of the projects would involve excavation of a total of 86,100 cubic yards of soils. At 100 truck trips per day the effect on local circulation would last for up to one month per project. The soil would have to be disposed of at an unspecified site or sites.

11. The campus is located in a carbon monoxide non-attainment area. CO emissions from construction equipment could further deteriorate air quality in the short term. Construction activity would increase levels of suspended particulates while it is occurring.

12. Noise levels would increase during construction.

13. The proposed development for Site B would shade the playfield during the early morning and late afternoon in winter months.

14. The proposed buildings, with the exception of the parking garage, will substantially increase SCCC's energy

consumption. To meet the new demand City Light will have to rely on expansion or addition of energy sources each of which entails further environmental costs. As City Lights charges melded rates, part of the higher costs of new resources to meet this new demand must be borne by other rate payers. The actual demand figures will be determined when subsequent environmental review is done for individual projects but conservation and energy efficiency must be emphasized.

15. Existing utility systems will be adequate to serve the new projects.

16. An extensive transportation analysis was done by consultants for the EIS and to develop a parking management strategy. Existing traffic patterns and volumes, mode split, numbers of trips, times of arrivals and departures, trip distribution and levels of service at intersections were determined and described in the EIS. Studies were done to inventory parking availability and occupancy in the area of SCCC and to survey students, faculty and staff about their travel and parking habits. The studies showed that within a two block radius of the campus there are 2,643 parking spaces, both on-and off-street, private and public. Of these 1,700 are available to the public and 313 are controlled by SCCC for the use of faculty, staff and student carpools. All of these are on surface lots except for 71 spaces at the Farwest Parking Garage. Full-time faculty and staff pay \$36 per quarter for parking. The inventory of occupancy showed that on-street parking, even four or more blocks from campus, is full at most times of the day.

17. SCCC's parking management program currently consists of an employee in charge of issuing parking permits and monitoring parking operations, the maintenance of a carpooling board to allow students to arrange ridesharing and the selling of transit passes at the bookstore at cost.

18. The proposed transportation management plan combines actions by SCCC to establish a transportation information center, adjust parking fees, favor largest student carpools in issuance of parking permits and establish closer working relationships with the Commuter Pool, City and METRO with proposed actions by the City, Commuter Pool and Metro Transit. The City would review the rates and time limits for on-street parking with an eye to making the parking more available to short-term business-related parkers without negatively affecting residents. The goal of the transportation management plan is to reduce single occupancy vehicles by increasing carpools and bus riders by 10 percent.

19. Under current pricing, populations, modal splits and vehicle occupancy, the peak total parking demand for SCCC could reach 1,465 cars within a two block radius. After various adjustments to the demand figure, the study concluded that with the 750 car garage the supply may exceed demand by 200 to 300 spaces. The parking requirement of the Major Institutions Land Use Code for SCCC's existing uses is 853.

20. A new institution the size of SCCC would have between 1,177 and 1,590 spaces to satisfy the requirements of the Major Institutions Land Use Code. For existing institutions with parking deficits under Section 23.48.18B(1), five percent of the deficit is to be made up at the time of each new development. The total required for SCCC after the four projects would be 486-568 spaces.

21. The creation of additional parking may result in some faculty, staff or students abandoning transit to drive.

22. Because of the sloping topography of Site A, the 500 car

parking garage would be no higher than 1 to 1 1/2 stories above Harvard or about the same height as the existing garage on the adjacent property.

23. Section 23.48.10 requires that the parking garage on Site A have a 10 ft. setback from the north and west property lines because the adjoining and facing properties are MR zoned. No setback is proposed in the master plan, however SCCC has agreed to the condition recommended by the Director that a 3 ft. setback be provided along the west property line. The effect on circulation within the garage from a 10 ft. west setback was deemed to be extreme and not justified at a location where most of the frontage faces commercial zoning. The smaller proportion of MR zoning determines the setback under the code, however. On the north side, because the garage on the adjacent property is built to the line, the setback would leave a 10 ft. wide, walled-in, isolated corridor which could pose a threat to pedestrian safety. Therefore, SCCC proposes a waiver of the 10 ft. requirement.

24. The Land Use and Transportation Project has voiced concern about the proposed waiver of setbacks pointing out that the parcels to the north with the garages could be redeveloped in which case the setback would allow for light and air.

25. While Pine Street is not designated "pedestrian oriented" zone or proposed to be a pedestrian district it has a retail orientation with a movie theatre, restaurants, auto dealerships, etc.

26. The Master Plan Advisory Committee began meeting in November, 1982. After thirteen committee meetings and four meetings for the public, the committee issued its report. The Committee's report focuses chiefly on the proposed parking garage because of the lack of specificity and certainty about the other proposed projects. The committee report supports a 750 car parking garage on Site A. A series of recommendations were made including setbacks and storefronts on Pine and Boylston, several of which have been incorporated into the agreed upon conditions of approval. A minority report recommended a 500 car garage alternative. When SCCC agreed to accept a condition limiting the garage to 500 cars the chairman of the committee testified that the Committee would support that decision.

27. The Director, Department of Construction and Land Use, recommends approval of the proposed master plan subject to 28 conditions. Each condition is designed to mitigate a probable environmental impact or to assure close conformance of the projects to the intent of the Major Institutions Policies. SCCC has agreed to accept all 28 conditions which are set forth below:

1. Parking for the entire SCCC campus shall be permitted to increase from the existing 313 spaces, but shall be limited to 650 spaces maximum and the parking garage shall be limited to 500 spaces maximum. It is intended that this limit allow an increase for each development and decrease the impact of the school on the on-street parking in the area.
2. The proposed parking structure shall be required to provide retail uses at ground level along at least 20% of the Pine Street frontage, with such uses turning the corners at Harvard and Boylston. Parking in the garage shall be substantially screened from the streets and from the residential-zoned properties to the north and west by an enclosing wall; SCCC shall submit plans show-

ing landscaping, art elements, and retail uses at ground level along Pine Street for Department of Construction and Land Use approval prior to issuance of building permits for the garage. Blank walls at the ground level of the parking garage should be avoided.

3. Pedestrian-interest uses shall be required at ground level in structures on Broadway and Pike Streets, and blank facades along those streets shall be minimized. The pedestrian-interest uses shall include landscaping and street furniture details, and shall include retail uses, or service- or office-activity related to SCCC operations, such as parking garage offices, commuter information center, or spaces for vendors. Plans for the treatment of these facades shall be submitted for DCLU approval prior to issuance of building permits.
4. Landscaping and screening shall be provided on the north, west and east sides of the proposed garage, according to a plan approved by Department of Construction and Land Use. Landscaping (such as planters with ivy) shall be provided along the north wall of the parking garage to establish a vegetative screening and landscaped appearance for the apartment structures to the north that will offset the loss of landscaped open space by the setback waiver. A 3-foot landscaped setback shall also be provided along Boylston opposite the MR zoned properties on the east side of Boylston. A landscape plan shall be submitted for Department of Construction and Land Use approval prior to issuance of building permits for the garage.
5. The parking garage may be made available to non-school uses during times which do not conflict with school use of the garage.
6. The full 112 bicycle parking stalls shall be provided as an encouragement to bicycle use. The full 112 spaces amount would not have to be provided all at once but could be phased as permitted (5 percent of deficit with each new development).
7. The College shall institute a transportation management program and include, as a minimum, the following elements and services to reduce parking demand:
 - a. Provide preferential parking locations in faculty, staff, student and visitor parking areas for high occupancy vehicles convenient to destinations.
 - b. Offer reduced parking rates for carpools and vanpools. Parking fees shall be restructured to make parking fees competitive with transit fees; parking fees shall be developed in cooperation with the Department of Construction and Land Use and the Seattle Engineering Department.
 - c. Establish a new commuter center staffed by a one-quarter to half-time transportation coordinator to disseminate infor-

mation regarding transit schedules and services, provide free ridematching services for carpools and vanpools, and sell transit passes. The transportation coordinator shall administer the transportation management program and coordinate transportation planning and management with other agencies.

- d. Encourage bicycling as an alternative mode of transportation by providing more convenient covered and secure bicycle parking.
 - e. Promote alternate modes of travel rather than single-occupant vehicles by extensive publication advertising, brochure distribution, a transportation orientation program for new employees and new students.
 - f. The College shall report annually in January to the Department of Construction and Land Use and the Engineering Department, describing the College's ongoing efforts to reduce College-related traffic and parking demand, describing the effectiveness of each of the above elements and recommending changes to increase effectiveness where appropriate.
8. The College is encouraged to support the formation of any residential parking zone in adjacent communities to restrict College-related parking on adjacent neighborhood streets.
9. Access to the proposed parking garage shall be from Harvard and from Boylston, and curb cuts on Pine Street shall be avoided altogether.
10. The College is encouraged to petition to change state law to allow parking fees to subsidize transit passes.

Relative to Construction Impacts

- 1. Construction operators and supervisors shall be advised in writing by the project's proponents that noise control and reduction of construction impacts is of particular importance. The letter to the construction operators and supervisors shall include the mitigating measure listed below as Conditions 2 through 18. A copy of this letter shall be forwarded to the Land Use Review Section of this Department.
- 2. A stream of water shall be directed at all sources of dust during construction.
- 3. The use of loud equipment, including but not limited to, pavement breakers, pile drivers, jack hammers, sandblasting tools, crawlers, tractors, compactors, drills, graders, compressors and other similar equipment shall be limited strictly to normal working hours Monday through Friday (8 AM to 5 PM).

4. Adequacy of mufflers should be monitored on all equipment brought to the site, and the best available muffler types should be used.
5. Scheduling of noisy operations and equipment should avoid concurrently operating sources of high noise levels, wherever possible. Off-site assembly of building components should be used whenever possible.
6. As the garage area will be constructed early in the construction period, this area shall be utilized for operation of noisy equipment as soon as possible. Small portable barriers shall be used around stationary equipment that must be placed outside the building, concentrating on baffling constant exhaust and engine housing noise.
7. Electrical and hydraulic equipment shall be employed, where practicable, in preference to diesel or pneumatic equipment. Equipment shall not be allowed to idle unnecessarily.
8. During site preparation and construction, truck routes shall be specified by the Traffic and Transportation Division of the Engineering Department. Truck trips shall be planned to avoid coincidence with peak period traffic.
9. A flagman shall be on duty during all hours of excavation and construction activities to control traffic to and from the site.
10. Care shall be taken at all times to avoid obstruction of fire exits or access to fire protection equipment on neighboring properties.
11. During construction, a temporary construction fence with a locked gate shall be provided as a public safety measure and to prevent unauthorized entry to the site during non-working hours. Signs shall also be provided which indicate names of persons to contact and phone numbers, should an emergency occur during nonworking hours.
12. Covered walkways with a minimum width of four feet shall be provided on Broadway Avenue and Pike Street to protect pedestrian traffic on sidewalks during construction. Adequate signs and railings shall be provided to direct pedestrians and vehicular traffic during construction throughout the proposal site area.
13. Scheduling of temporary street blockages and detours shall be coordinated with City Police, Fire and Engineering Departments and appropriate signage provided for rerouting of traffic.
14. Care shall be taken to prevent mud from impacting City streets by providing for on-site wheel washing during construction and designation of personnel specifically assigned to remove mud and debris from the

streets on a continual basis. Use of tarps covering excavation material while in transit is encouraged to prevent spillage onto City streets.

15. Construction workers should be encouraged to carpool and utilize public transit in commuting to work. The new garage shall be utilized as early as possible for the construction workers' vehicles.
16. During the excavation and construction period, runoff water shall be impounded on the site to permit the settling of sediment before entry in the combined sewer system. Following construction, on-site water detention shall be provided. Approval by the Drainage Section of the Engineering Department is required for method and design.
17. Excavation disposal sites shall be identified and approved prior to issuance of the grading permit.
18. Plans submitted for building permits shall comply with all requirements of the Seattle Building Code and other pertinent laws and ordinances.

28. All elements of the Master Plan and environmental issues have been adequately addressed.

29. The Director has set forth in his recommendation what factors in addition to those listed in Section 23.80.70 he will treat as minor revisions of the Master Plan and what factors he will consider major which will require a supplement or new Master Plan. While that determination is not part of the requested approval, those factors are listed here to advise the Council and interested persons.

The following shall be considered to be minor revisions:

1. The change of any non-retail or non-pedestrian-interest ground level use on Broadway, Pine or Pike to a retail or pedestrian-interest use.
2. A 10,000-square-foot or less increase beyond that shown in the Master Plan in classroom, office, retail or student use space, other than parking, within the boundaries of the Master Plan between Harvard, Nagle Place, Pine Street, and Denny Way.
3. Occupancy of office space by classroom space.
4. An increase in floor area 500 square feet or less for the structure at the corner of Pike and Harvard.

The following shall be considered substantial revisions:

1. An increase in floor area of more than 10,000 square feet of classroom office,

retail or student use space by the Master Plan.

2. Any expansion of the structure at the corner of Pike and Harvard beyond 500 square feet.
3. Any change of school use to non-school use other than that described in Minor Revisions, #1, above.

Conclusions

1. Sections 23.80.40 and 23.80.50, Seattle Municipal Code, set out the required contents of a Master Plan and the required process for approval. SCCC has substantially fulfilled both requirements. The Director, DCLU, has conducted the required review, issued his report, and has recommended that the plan be approved subject to a series of conditions. SCCC has agreed to those conditions. A public hearing was held by the Office of Hearing Examiner where no disagreement with the recommendation of the Director was voiced. The findings of fact show that all elements of the master plan and environmental issues have been addressed. Therefore, all procedural requirements have been satisfied.

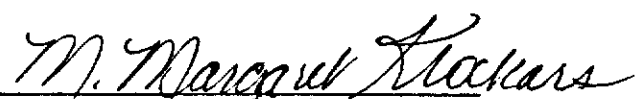
2. A major institutions master plan is consistent with the Major Institutions Policy of the Land Use Policies if it both allows for the institution's needed changes and provides protection for the surrounding neighborhoods from any negative effects of those changes. See Section 23.16.10, Seattle Municipal Code. SCCC has proposed projects with built-in flexibility that will satisfy its need for growth or change for the next eight years. Since the plan does not provide for any "growth" in terms of boundary expansion there is no encroachment into the neighborhoods which would cause a loss of housing. A careful analysis of the needs of both the college and community led to the final size for the garage agreed upon by all parties. That size reflects concern for compatibility of scale and for the effects of excess parking on the surrounding area recognizing that an overabundance could encourage greater use of single occupancy vehicles. The concern for character of the streets is reflected in the requirement for landscaping and pedestrian-interest uses. The reasons given for the setback waivers show that they are necessary.

3. With the conditions proposed by the Department of Construction and Land Use, which have been accepted by SCCC, the master plan proposes changes to the college which provide for the needs of that institution with negative effects on its surroundings reduced to the lowest possible level. Therefore, the SCCC Master Plan should be approved subject to the agreed upon conditions.

Recommendation

The City Council should approve the Seattle Central Community College Master Plan subject to the conditions proposed by the Director, Department of Construction and Land Use, accepted by Seattle Central Community College, and set forth in Finding of Fact No. 27, above.

Entered this 19th day of March, 1985.


M. Margaret Klockars
Deputy Hearing Examiner

Notice of Right To Petition
City Council For Further Consideration

Any person substantially affected by or interested in the Hearing Examiner's recommendation may submit in writing to the Council a request for further consideration of the Master Plan recommendation. Requests for further consideration shall be filed with the Council by five o'clock p.m. of the fourteenth calendar day following the date of mailing of the Hearing Examiner's recommendation. When the last day of the request period computed is a Saturday, Sunday or federal or City holiday, the request period shall run until five o'clock p.m. on the next business day. The request shall clearly identify specific objections to the Hearing Examiner's recommendation, facts missing from the record, and the relief sought.

Further information on the reconsideration process is available by reviewing Section 23.50.80(H), Seattle Municipal Code, or by contacting the City Council Land Use Committee. Section 23.50.80(H)(6) more specifically describes the Council public hearing and related procedures for this case.