



City of Seattle
Edward B. Murray, Mayor

Department of Transportation
Scott Kubly, Director

August 2, 2016

Honorable Mike O'Brien, Chair
Sustainability & Transportation Committee
Seattle City Council
600 Fourth Avenue
Seattle, Washington 98104

**Subject: Petition of Swedish Health Services for the vacation of the alley in Block 95, Terry's Second Addition, within City Council District 3, in the block bounded by Columbia Street, Minor Avenue, Cherry Street, and Boren Avenue
Clerk File 314304**

Dear Councilmember O'Brien and Honorable Members of the Transportation Committee:

We are returning the petition from Swedish Health Services ("Swedish", "SHS" or "Petitioner") for the vacation of the alley described as:

The alley lying within Block 95, Terry's Second Addition to the City of Seattle, according to the Plat thereof recorded in Volume 1 of Plats, Page 87, Records of King County, Washington; Containing an area of 3,841 square feet or 0.0882 Acres, more or less; Situate in the City of Seattle, King County, Washington.

The alley proposed for vacation includes approximately 3,841 square feet of right-of-way.

CITY COUNCIL DISTRICT

The proposed development is within the boundaries of City Council District 3.

BACKGROUND

Swedish was founded on June 1, 1910. In 1912, Swedish acquired a 40-bed private hospital located at Summit and Columbia. Over the next 50 years, Swedish added new buildings and enhanced facilities every decade. In 1980, Doctors Hospital and Seattle General Hospital closed, merging with Swedish. Providence Seattle Medical Center, founded by the Sisters of Providence, joined the Swedish system in 2000. In February 2012, Swedish and Providence finalized its affiliation agreement and joined together.

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Swedish is now proposing to update its aging facilities at First Hill. Swedish has stated its goals for this work include:

- To provide care for a rapidly growing older population;
- Respond to unprecedented inpatient growth;
- Meet the most current technology needs in appropriate space;
- Respond to pressures of health care reform; and
- Utilize clinical space effectively.

Swedish is proposing the alley vacation in connection with the development of Swedish's First Hill Campus as approved in the 2005 Compiled Major Institution Master Plan ("MIMP") adopted in 2005 in Ordinance 121965, superseding the MIMP adopted in 1984 in Ordinance 111993.

Swedish is located at the crest of First Hill which slopes down to the west to downtown Seattle, down to the east to the Madison Valley, down to the south towards Yesler Terrace, and down to the north to the Broadway/Capitol Hill area. I-5 provides direct access via James Street and Madison Street to Swedish and also separates First Hill from downtown. Boren Avenue and Broadway are arterials bordering Swedish that provide north-south access. The Major Institution Overlay ("MIO") that comprises the Swedish campus is bounded by James Street, Boren Avenue, Madison Street, and Broadway. The campus includes 11 city blocks and a land area of about 14.92 acres. Swedish owns all the parcels within the MIO district, except the:

- Block bounded by Marion/Minor/Columbia/Boren (Seattle Life Sciences Center);
- Property at 910 Boylston (small medical office);
- Medical Office Buildings (Swedish retains ownership of the land); and
- Public rights-of-way.

The First Hill neighborhood is adjacent to the downtown Seattle core and is characterized by a mixture of residential, retail/commercial, and institutional uses. The area is designated as the First Hill/Capitol Hill Urban Center and the First Hill Urban Center Village in the Comprehensive Plan. This is an Urban Center overlay that is comprised of two neighborhoods for planning and growth monitoring purposes.

The neighborhood is home to four of Seattle's major institutions; Virginia Mason Medical Center, Seattle University, and Harborview Medical Center, are all located within a two-block radius of Swedish.

As described in the 2005 MIMP, the total existing First Hill campus included about 2.3 million square feet. Of this, about 1.3 million is hospital; 800,000 square feet of medical office space; and 200,000 square feet is for other support uses. Parking garages comprise approximately 1.2 million square feet of building area, plus more than 200 surface parking spaces exist on the campus. Following adoption of the 2005 MIMP, construction was completed in 2008 for MIMP

project D, the Swedish Orthopedic Institute (SOI), at 601 Broadway. The SOI building replaced the former 75,165 square foot Broadway Annex building with a 208,653 square foot, 8-floor building including 4 floors of underground parking (217 stalls).

REASON FOR VACATION

The existing alley bisects the parcels owned by Swedish, making it more difficult to develop the site with a consolidated proposal. Without the vacation, the block could be developed with a 1/2 block rectangular building on each side of the existing alley. While this could likely provide adequate office space, it would be difficult for two rectangular buildings to meet the programmatic needs of Swedish for this site, including the consolidation of services and parking. Combining the two halves of the block through the proposed vacation of the alley will allow for a single development on the site and a more efficient way to meet the needs of the hospital.

The Block 95 project was described in the MIMP as providing for development of a central support facility and medical office tower serving the First Hill Campus, and the alley vacation was described as allowing all truck access within the proposed building so that all loading and maneuvering will be located off of the street and within the building.

The proposed alley vacation would enable parking and loading to be placed internally and below grade, providing safe access to the site. As a medical facility, the percentage of persons arriving and departing who are in wheelchairs or need ambulatory assistance is higher than a standard commercial building. The ability to drop off patients internal to the site helps to limit car and pedestrian conflicts from the building entry and facilitates ambulatory assistance to patients with mobility issues. Without direct access to the building elevator in the below-grade parking garage fragile patients would be dropped off on the street at the building entry at a sloped sidewalk and exposed to the weather. The loading dock and patient parking will be separated but both will be internal to the building.

The alley vacation could also provide an enhanced urban presence by allowing the building massing and setbacks to be designed to allow adjoining open spaces along both Boren Avenue and Minor Avenue. The space along Minor Avenue is consistent with the MIMP which designates Minor Avenue as a primary cross-pedestrian route. With the proposed alley vacation, Swedish will provide a 10-foot voluntary setback along Minor Avenue. This 10-foot is adjacent to an additional 10-foot of covered space, providing 20 feet of open space along the front of the building along Minor Avenue. With the alley vacation Swedish proposes to provide a series of green spaces that reinforce a new campus entry and enhance the pedestrian experience.

DEVELOPMENT THAT COULD OCCUR WITH A NO VACATION ALTERNATIVE

If Swedish moved forward with the same programmatic needs, a no-vacation alternative scenario would require that the central support building, parking and upper level medical office

and research uses be developed on the eastern and western lots still separated by the intervening public alley. Based on current zoning, it is likely that this could be accomplished. The buildings would be aligned parallel to Minor Avenue and Boren Avenue, one on each side of the alley and the buildings would be separated from each other by the 16-foot wide alley, which would be widened to 20 feet to meet current Land Use Code requirements.

The loading dock would have to be located on the eastern lot in order to connect with the proposed service tunnel beneath Minor Avenue and provide services to the main hospital. This service tunnel provides an essential support link with the main hospital, supplying the hospital's deliveries and mechanical, engineering, and plumbing infrastructure. In the no-vacation alternative service trucks would utilize the alley to access the loading dock on the eastern lot. Site constraints would not accommodate parking to be constructed under the loading dock, so all parking would need to be provided on the western lot.

The eastern lot would house the main entry to the Block 95 building at Level 01, located at Minor Avenue and Columbia Street. The rest of Level 01 would be the loading dock.

On the western lot, thirteen stories of parking would be provided, much of it above-grade. Patients parking in the garage would be required to exit the garage to enter the building on Block 95 or proceed further west across Minor Avenue to enter the main hospital.

The massing of the no-vacation alternative would require maximum development within the zoning envelope on the eastern and western lots without providing voluntary setbacks or other open space. Without the alley vacation, the only open space on the block would be provided by the alley itself, there would not be voluntary setbacks on Boren Avenue and Minor Avenue, and no open spaces along Columbia Street and Cherry Street, all as are proposed with the vacation alternative.

Swedish has identified that meeting the programmatic needs of the medical facility with the two buildings in the no-vacation alternative results in a less efficient, disjointed, and more expensive building design.

No public benefits would be required for the no-vacation alternative.

PROJECT DESCRIPTION

Swedish has identified the vacation alternative as the preferred approach to meeting the programmatic and planning needs for the First Hill Campus. Swedish plans to proceed with two buildings identified in the MIMP.

The first is the Northwest Tower building. This building does not require a vacation and is not a part of the review or approval for the Block 95 alley vacation. The building is discussed here to provide full information about the planned development activity at Swedish. The Northwest

Tower will occupy the southeast corner of Marion Street and Minor Avenue. The Northwest Tower building would be constructed on a portion of the block bounded by Minor Avenue on the west, Marion Street on the north, Broadway on the east, and Cherry Street on the south. Swedish describes this project as one of its most complex as it will involve replacement of many of the most complicated and systems-intensive services on the campus. The proposed 16-story, 240-foot tall Northwest Tower would include: a new emergency department with parking, critical care units, surgery and patient rooms, a retail corridor, a new food hall, and multiple levels of interventional services. Many of the support functions for the Northwest Tower will be located on Block 95.

The proposed Block 95 development is located on the block bounded by Boren Avenue on the west, Columbia Street on the north, Minor Avenue on the east, and Cherry Street on the south. The project would include: a four-story podium that occupies the entire block with a 12-story medical office tower located atop the podium on the east half of the block, at approximately 240 feet and a total of 17 stories and then stepping down to 5 stories and 90 feet midblock to the west. The office tower may be developed with only 6-stories, depending on demand. The building is planned to serve as the main logistic and supply center for the entire First Hill campus, providing parking, with a new loading dock, materials management center, and production kitchen. The hospital clinical laboratory is also planned to be included in the building. The remaining available space in Block 95 would serve either hospital-based clinics or provide leased office space for physicians. The alley vacation is proposed as part of the project to develop a building consistent with the MIMP.

The Block 95 building is intended to serve as the primary supply and logistics center for the campus, including critical MEP infrastructure that will support the entire First Hill campus.

The below grade levels will include approximately 576 parking spaces. The first level below grade will be the loading dock and materials management for the First Hill campus. The dock level will be served by three large freight elevators which permit the movement of incoming deliveries down one level to the primary materials management warehouse facility and the major production kitchen for the campus. This level connects across Minor Avenue through a service tunnel at Level D.

The main lobby will be accessed from Level 1 at the corner of Minor and Columbia streets. There will be a retail café on this level. The first floor will also include laboratory services. Level 2 will be used for diagnostic services and patient focused administrative areas. This level will be accessible by the skybridge from Level 2 of the main hospital, the primary procedures floor. Mechanical and electrical space will be located on the Boren Avenue side of building above Level 2. Levels 3 through 16 will be used for clinical and office purposes.

Also proposed are a skybridge and tunnel that would cross Minor Avenue and connect Block 95 to the main hospital. The skybridge, at level 2 of the new Block 95 building would be approximately 13 feet tall, 12 feet wide, and 210 feet long, only 66 feet of which is over the

public right-of-way. The tunnel, at two-levels below-grade would be approximately 11 feet tall, 20 feet wide, and 36 feet long. The tunnel and skybridge both require term permits from the City. The skybridge proposal has completed its review and been recommended by the Design Commission. The legislation for the skybridge is currently being forwarded to Council. The legislation for the tunnel is also proceeding through review with the goal of having the proposals available for Council consideration in a close time frame.

CIRCULATION/ISSUE IDENTIFICATION (NOT ISSUE RESOLUTION)

The proposed vacations were circulated to various City departments, outside agencies and community groups for comment. The vacation review process also includes review by the Seattle Design Commission. In addition to the vacation review the project is subject to:

- Standing Advisory Committee (SAC) Review as required by the MIMP and administered by DON,
- Master Use Permit (MUP) review,
- Preparation of a Transportation Technical Report required to support the project's Addendum to the Draft and Final Environmental Impact Statement prepared for the Major Institution Master Plan,
- Utility Major Permit (UMP) SDOT permit review for utility work in the right-of-way, and
- Street Improvement Plan (SIP) review, the SDOT process to review street design and utility issues.

The purpose of the broad review of the vacation petition is to identify issues that need to be addressed. Issues may be resolved in a variety of ways including by design revisions or changes to the project or by imposing conditions on the approval of the vacation. The comments, closely reproduced below, reflect the statements made by the reviewers and any issues identified during the initial portion of the review process. The comments reflect a "snapshot in time" when the comments were received and do not reflect any project revisions, updates or responses to comments. All the comments received are a part of the record and are not revised or amended by Seattle Department of Transportation.

The comment section does not reflect the resolution of the issue or subsequent design changes or mitigation. The analysis section will focus on the resolution of any issues, recommended project changes, or conditions to address any issues or concerns. The Petitioner has responded to some of the comments received and the *response provided by the Petitioner is included in italics.*

The following comments were received:

City Departments:

SDOT Street Improvement Permitting (SIP): the SIP process managed by SDOT includes representatives from SDOT Transportation Operations and SDOT Policy and Planning. The purpose of the SIP process is to review the right-of-way elements of a development proposal including elements of the design of the street, sidewalks, planting areas, utility infrastructure such as drainage, and access for compliance with code requirements and City Standards. Swedish proposed a number of public benefit features in the public right-of-way and the SIP review team has reviewed the plans and had a series of meetings held in February and March 2016. The proposed elements included in the plans are consistent with city requirements and will be further reviewed and defined during the SIP process and be permitted under SIP#283573.

Swedish Response: Comment acknowledged. Swedish appreciates the efforts of the SIP review team, including the willingness to meet over 10 times to review the broad scope of public benefit elements.

SDOT Capital Project and Roadway Structures (CPRS): Roadway Structures does not have concerning issues in the proposed vacation of the subject alley. Thanks for checking with our section.

Swedish Response: Comment acknowledged.

SDOT Urban Design: Urban Design Block 95 Alley Vacation Comments:

- Location of the loading bay exit looks very close to the corner of Boren and Cherry: this may create sight-distance issues for trucks/pedestrian interactions.
- Location of the loading bay entrance on Columbia may only be accessed via NB Boren or from Columbia, it looks like trucks coming from NB Boren would have a difficult time accessing the entrance, please show turn templates using the largest truck that will need access, or provide truck route alternatives.
- There are significant street trees on Boren, SDOT recommends that those be maintained by leaving in place and setting the sidewalk between the trees and building face.
- The majority of the street related uses are loading and materials handling: we don't see much attention paid to the pedestrian experience along those blank facades.
- It appears that the only at grade pedestrian entrance is at the middle of the Minor elevation; this is directly across Minor from an emergency entrance and other loading bays, this does not provide a safe level location to cross Minor; SDOT recommends shifting this or using a ramps system to provide an accessible entrance closer to the corner at Minor and Columbia.
- The plaza above the street grade at the corner of Boren and Cherry (associated with the Level 1 café) is not accessible from the public ROW; this cannot be considered a public open space.
- Figure 21 shows a decorative intersection; SDOT needs additional detail about the design for review.

- Figure 20 and 21 show a series of stairs and walls to negotiate the grade at the corner of Columbia and Minor, SDOT needs more detail to be able to review those spaces for pedestrian access and public benefit.
- From the building elevations, it appears that there is no weather protection provided over any public sidewalks or pedestrian entrances; SDOT has concerns that the project does not include an improved public realm or pedestrian experience.

Public Benefits:

- Design, build and maintain the block of Marion between Broadway and Boylston closed to traffic and complementing the public open space adjacent.
- Design to 30% the block of Boylston between Marion and Madison.
- Fund the development of a streetscape concept plan for Boylston from Madison to Seneca.
- Approve most of the benefits listed in the proposal except; need more info about improvements to Boren bus stops, bike share program not prepared at this time to offer buy-ins, need more info about proposed public open space at existing emergency entrance.

Skybridge/Tunnel permits:

- The skybridge proposal appears inconsistent with the MIMP map of proposed skybridges, how is this skybridge consistent with intents, is it a replacement for another bridge? Have anticipated uses in the building changed?

Swedish Response:

Urban Design response:

- 1. SDOT Traffic Operations and SDC have reviewed the location of the loading bay and found the location acceptable.**
- 2. Access to the loading bay entrance on Columbia was thoroughly analyzed and is designed to allow large truck access by way of Marion and then Cherry to enter the loading dock. Trucks will then exit onto Columbia. Smaller trucks will maintain their access from Boren, to Cherry and turn into the loading dock. This design plan has been reviewed and approved by SDOT Traffic and the SDC.**
- 3. A study to determine the presence of significant trees was performed and one tree qualified as significant, at the corner of Columbia and Boren. The sidewalk has been designed to preserve this significant tree.**
- 4. The current designs, which have been reviewed and approved by the SAC and the SDC, reflect significant consideration and attention to enhancing the pedestrian experiences by providing numerous improvements. These include the Boren green wall, integrated benches, landscape buffers, the Minor Avenue façade with significant setbacks and pedestrian oriented facades and amenities along Cherry and Columbia. Additionally, Block 95 has an accessible entrance at the corner of Minor and Columbia that utilized a ramp system.**

5. ***The above-grade plaza at Boren and Cherry is MIMP open space that is accessible to the public through the Level 1 lobby, through the café/retail space and from the sidewalk along Cherry. The MIMP expressly allows above-grade open space. The MIMP, p 67. This above-grade plaza is not a part of the public benefit package associated with the alley vacation.***
6. ***SDOT has conducted substantial additional review through the SIP process of the intersections, including the intersection at Minor and Columbia. This intersection is now planned to be partially raised. The SIP process for the Block 95 project, the Northwest Tower project and the public benefit features associated with the alley vacation and the skybridge have been combined into one SIP plan set.***
7. ***The public benefit offer for Columbia includes an expanded and enhanced pedestrian streetscape. To date, SDOT has reviewed these designs as a part of the SIP process, and confirmed they are adequate.***

Public Benefits response:

1. ***The block of Marion between Boylston and Broadway is no longer proposed to be closed to traffic as access is required for servicing the re-located O2 tank farm serving the Swedish First Hill campus (the O2 tanks will be located on the south side of Marion, near the intersection with Boylston). Boylston and Marion curb bulbs and sidewalks are included as public benefits.***
2. ***A 30% design for Boylston is no longer proposed as a public benefit.***
3. ***A concept plan for development of Boylston is no longer proposed as a public benefit.***
4. ***Boylston between Broadway and University is incorporated into the First Hill Mile public benefit. Included in the First Hill Mile are numerous improvements, including sidewalk & pedestrian crossing improvements, wayfinding signs, and street tree replacement. Upon further review, it was determined that rather than develop a streetscape concept plan, the First Hill Mile will be designed and improved in accordance with the Right of Way Improvements Manual.***
5. ***The Boren bus stop was deemed to be infeasible and is no longer a part of the public benefit. Bikeshare is not a part of the package at this time but Swedish is committed to future implementation. The final public benefit offer does not propose any public open space at the existing emergency department entrance.***

Skybridge/Tunnel Permits Response:

1. ***Skybridge and tunnel permits are consistent with the MIMP as the MIMP expressly anticipated both. See, MIMP p. 48, Figure 2.14; see also MIMP, p. 42 (allowing changes to the locations of projects, including additional or different skybridges).***

Seattle Public Utilities (SPU): SPU has reviewed the proposed vacation, and has the following comments and recommendation:

SPU Sewer & Drainage:

No objection to vacating the alley. Existing drain (catch basin) and outfall pipe shall be turned over to the petitioner (see attached "Exhibit A"). Petitioner may use the pipe for drainage for

their building if of sufficient capacity, or plug the end at the property line if they don't want to use it.

SPU Water:

We find no water facilities in the alley. The block is abutted by two 8" water mains and one 12" water main, so the alley does not appear to be needed for future water main grid enhancements.

Recommendations:

Seattle Public Utilities has no conditions regarding this street vacation request. However, please review all comments.

Swedish Response: Swedish confirms SPU's assessment.

Seattle City Light (SCL): SCL has no objection to the vacation. The existing SCL facilities in the alley are serving Swedish now, and will be removed at their expense as a condition of the redevelopment of that parcel and the new service(s) that will be installed by SCL.

Swedish response: Swedish confirms SCL's analysis and that the facilities will be relocated.

Seattle Parks and Recreation: Seattle Parks and Recreation supports Swedish First Hill alley vacation public benefit package, especially the generous contribution of \$500,000 for the redevelopment of a newly designed First Hill Park. First Hill Park, an unloved public space, is in need of significant community attention and investment. First Hill Improvement Association (FHIA) has acquired funding through the Department of Neighborhoods (DON) Neighborhood Matching Fund to conduct a community visioning and schematic design process for First Hill Park. The Swedish Funding will allow us to go seamlessly from design to construction without the lengthy and time-consuming process of finding funding for construction costs of the preferred design.

The DON funded public design process will occur over the next 6 months, culminating in late summer with a schematic design for the park. After the design is done, the Swedish funding would allow for development of the construction drawings and ultimately the construction of the redesigned park without delay. For this reason we request that the \$500,000 be released to Seattle Parks and Recreation before the final vacation action happens.

The budget amount of \$500,000 was determined in consultation with Seattle Parks as an appropriate amount to redevelop a park of the size, scale and use of First Hill Park. Although the design is not done yet, Seattle parks is confident that the \$500,000 offered by Swedish will be sufficient to provide a vibrant newly designed Park to the First Hill community.

Seattle Parks and Recreation has been looking for park land to acquire within the Urban Village for the past 15 years with no luck. Revitalizing this under used park will greatly enhance the recreation opportunities in First Hill.

Swedish Response: Comment acknowledged.

Seattle Design Commission (SDC): The SDC reviewed the project 5 times – twice (July 16 and September 3, 2015) for Urban Design Merit and reviewed the Public Benefit Package three times (October 1, November 19, 2015 and March 17, 2016).

July 16, 2015. No vote was taken on Urban Design Merit, as additional information was needed. The following conditions were imposed for the September 3 review:

1. Prior to the next review of urban design merit, provide a transportation and traffic impact analysis so that the Commission can better understand the site access conditions, constraints, possible scenarios, and preferred solution.
2. Prior to a public benefit review, the Standing Advisory Committee shall have convened and begun its review of the project.

The Commission also provided the following recommendations:

1. Provide vehicular access to the site from Cherry St and Columbia St via Boren Ave, not Minor Ave, unless there are compelling reasons to the contrary.
2. Clarify the need for on-street parking in the neighborhood and design accordingly.
3. Explore a pedestrian crossing of Boren Ave near the site.
4. Pay special attention to the design of the west side of the project along Boren Ave and across from the Frye Museum. The vegetated buffer is good. Elevate the design quality of this edge where the institution meets the neighborhood.

Swedish Response:

1. *Swedish prepared and presented to the SDC a traffic study detailing various elements of transportation, traffic, and access.*
2. *The SAC began meeting to review the project in August 2015.*
3. *As described in the traffic study, there are turning radius issues which compel large truck access to the site via Minor, then Cherry, with egress via Columbia and back to Minor. However, there are very few large trucks requiring this movement and most can be scheduled for non-peak hours.*
4. *As later discussed with the SDC, there is sufficient parking in the neighborhood, both with pay parking on-street and in garages that are open to public use.*
5. *The public benefit offer includes adding a pedestrian controlled signal to cross Boren at Cherry so as to enhance access for visitors and the community at large along this edge of the campus. SDOT supports this improvement.*
6. *As presented to SDC in subsequent meetings, Swedish's design of the building façade along Boren consists of signature green wall and a voluntary 5 foot setback, in addition to the required 10 foot setback, to enhance the pedestrian experience and provide a memorable streetscape.*

September 3, 2015. The SDC voted 5-2 to approve the vacation's urban design merit with the following recommendations:

1. Review parking and service driveways on Cherry and Columbia regarding pedestrian safety. Consider driveway widths, locations and design to avoid conflicts.

2. Pay special attention to the building façade along Boren Ave. in order to enhance the pedestrian experience.
3. Continue to explore limiting large truck deliveries to off peak hours.

Approval of urban design merit allowed the commission to review the public benefit package.

The reasons for the votes against were as follows:

Rachel Gleason: I'm convinced the arrangement you're proposing is the best option if the alley is vacated, but I'm not convinced that it is not creating problems of its own making that would not exist if the alley was not vacated.

Ellen Sollod: I appreciate efforts made to analyze various options. I do not feel confident that managing loading times will resolve impacts. I believe it is very important that, as the city grows, solutions that have been applied to other parts of the city outside of downtown are expanded to other neighborhoods that are becoming extremely dense. SDOT should take the lead in analyzing truck impacts outside of downtown and place appropriate restrictions to manage impacts in urban villages. The hospitals should come together to require vendors to either coordinate deliveries at specific times or to require vendors to use smaller trucks. Swedish should lead the way on this.

Swedish Response:

1. ***Swedish, its transportation engineers, and SDOT reviewed the parking garage and loading dock driveways on Cherry and Columbia regarding pedestrian safety. The driveway widths, locations, and alignments have been designed to minimize conflicts with the pedestrian environment.***
2. ***As presented in subsequent meetings, Swedish design of the building façade along Boren consists of signature green wall and a voluntary 5 foot setback, in addition to the required 10 foot setback, to enhance the pedestrian experience.***
3. ***The transportation analysis for the Block 95 project discloses that only approximately 9 to 11 large trucks per day will access the Block 95 loading dock. Swedish will continue to explore limiting the few large truck deliveries to the hospital to off peak hours. Trucks that can be time-controlled by Swedish, such as laundry service (which will continue to use a loading dock along Minor Avenue, not the Block 95 loading dock) are scheduled to avoid peak hours.***

October 1, 2015. The SDC did not vote on the public benefit package at this meeting, as additional information was needed to determine if the public benefit was sufficient. The additional information included:

1. Provide information on how and to what extent the proposed public benefits implement the First Hill Public Realm Action Plan.

2. Develop and present a larger strategy for the proposed open space and streetscape improvements for this alley vacation, any public benefit features that will be included with your skybridge permit, and what public benefit items will be proposed to meet any MIMP requirements. While there must be a clear set of public benefits specific to the vacation, the SDC needs to understand how all of the proposed public benefits result in a comprehensive approach for the campus and the surrounding areas.
3. Present the streetscape and open space designs in their architectural context, not only in plan view. The vertical building edges and their programming greatly influence the quality of the open space.
4. Look beyond the boundaries of the campus to provide public benefit features.
5. Consider and explain how ambulances and trucks will maneuver and circulate in streets designed as public space amenities, and how any requirements in the EIS addendum affect right of way designs.
6. Continue to explore designs for the proposed storm water improvements that result in designs that exceed any code requirements, enhance the streetscape and address any site challenges including slopes.
7. Before approval of the public benefit package, City staff must have determined that none of the public benefit items are required as mitigation in the EIS addendum. DPD staff must have also determined that none of the public benefit items would have otherwise been required to fulfill the intent of the MIMP.
8. Consult with the Swedish MIMP Standing Advisory Committee and the Frye Museum prior to the next SDC review.
9. Optimize and provide information on the solar exposure of the landscape improvements that are proposed as public benefit.
10. Develop the proposed public art elements to show how it will enhance the Boren Ave streetscape for the public to offset the lack of transparency and programming along this façade. Particular attention should be paid to addressing the potential for driver distraction resulting from the inclusion of art on the west façade.
11. Explain how and the extent to which you will implement the Boylston Streetscape Plan.
12. Address walkability and equity as it relates to the proposed development and public benefits.
13. Design the public benefit spaces to be welcoming and inclusive. Explain how the general public, especially those who are underserved, will be drawn to and served by these spaces.
14. The proposed crosswalks, including those crossing Boren and James, must be approved by SDOT and not be required mitigation. They must fill an identified need for pedestrian circulation through Swedish and provide connections to the surrounding area.
15. As stated in the approval of Urban Design Merit, continue to explore limiting loading times of the very large trucks.

Swedish Response:

1. ***The First Hill Public Realm Action Plan calls for an Active Loop. The First Hill Mile, proposed as part of Swedish's public benefit package builds out part of that Active Loop, and expands the concept to an additional area of First Hill.***
2. ***Swedish developed and presented to the SDC, in its subsequent meeting a comprehensive picture of the relationship between open space and streetscape improvements for the alley vacation, and the public benefit features to be included with the separate Minor Avenue skybridge petition. In addition, detailed information was prepared and presented confirming that the proposed public benefit items were not required to independently meet any existing MIMP requirements.***
3. ***Swedish developed and presented to the SDC, in its subsequent meeting, the streetscape and open space designs in their architectural context, as well as in plan view.***
4. ***Swedish specifically developed the First Hill Mile as well as the proposal to fund substantial improvements to First Hill Park so as to assure the SDC and City that the public benefit package extended well beyond the boundaries of the campus.***
5. ***Swedish developed and presented to the SDC, in its subsequent meeting, further information regarding ambulance and truck routes, related to the public space amenities. In addition, detailed information was prepared and presented confirming that the proposed public benefit items were not required to independently meet any existing MIMP requirements including MIMP requirements related to the design of the right-of-way arising from the MIMP EIS, or the EIS addendum for the Block 95 and Northwest Tower projects.***
6. ***Storm water improvements have been designed to meet or exceed code requirements, enhance the streetscape and address site challenges such as slopes.***
7. ***As described in the subsequent SDC meeting, City Staff reviewed the application and other materials and concluded that none of the public benefit features were required as mitigation in the EIS addendum.***
8. ***Swedish continued its communications with the SAC and the Frye museum, including additional meetings with each to discuss the public benefit proposal following this October SDC meeting and prior to the November SDC meeting.***
9. ***Shading studies were conducted for the MUP and shown to explain the sun and shade exposure of the landscape improvements proposed as part of the public benefit package.***
10. ***As presented to SDC in subsequent meetings, Swedish's design of the building façade along Boren consists of signature green wall and a voluntary 5 foot setback, in addition to the required 10 foot setback, to enhance the pedestrian experience and provide a memorable streetscape. The green wall also offsets the lack of transparency and programming along this façade, and avoids driver distraction.***

11. ***Swedish has included improvements to portions of Boylston within the First Hill Mile.***
12. ***Swedish designed the First Hill Mile to enhance the walkability of First Hill, and to be available to all so as to address equity. Similar development and public benefit features also are available for general public use as well as Swedish staff and patients, such as the café planned for Block 95, and the public garden spaces.***
13. ***Swedish designed the public benefit spaces to be welcoming and inclusive for general public use as well as Swedish staff and patients, paying particular attention to features that welcome and are inviting to passers-by.***
14. ***Swedish's team has had extensive meetings with SDOT staff to confirm the proposed crosswalks, including at Boren and James, meet SDOT approval and are not independently required mitigation. Per SDOT's Comment Memorandum, dated May 31, 2016, SDOT confirmed that the proposed elements included in the public benefit offer are consistent with City requirements and will be further reviewed and defined during the SIP process and permitted under SIP#283573.***
15. ***Swedish continues to explore limiting loading times of the very large trucks.***

November 19, 2015. The SDC vote was again postponed to give Swedish additional time to provide details on the proposed public benefit package. The following recommendations were provided for the design team to address before their next scheduled meeting:

1. Coordinate with SDOT to ensure the Swedish Mile is feasible and that the concepts for the Swedish Mile can be constructed as envisioned. Provide more design details and clarity on specific features for the Swedish Mile, including how the Swedish Mile will appeal to the broader community and the need that it is meeting for the community
2. Provide more detail regarding how and where Art will be integrated into the Swedish Mile. Provide a clear and well-defined vision of the artwork using the SDC guidelines on art that is included in a public benefit package
3. Provide specific details about the solutions to be included along the Boren Avenue façade that will activate and enhance that streetscape
4. Provide more detailed and specific information on how the proposed \$500,000 expenditure will be used to upgrade First Hill Park, including a specific scope of work based on neighborhood input and support from the Seattle Department of Parks and Recreation.

Swedish Response:

1. ***Swedish has coordinated with SDOT to ensure the First Hill Mile is feasible and that the concepts can be constructed as envisioned. Per SDOT's Comment Memorandum, dated May 31, 2016, SDOT confirmed that the proposed public benefit elements, including the First Hill Mile, are consistent with City requirements and will be further reviewed and defined during the SIP process and permitted under SIP#283573. The First Hill Mile will include numerous improvements to sidewalks and pedestrian crossings, including: curb bulbs,***

traffic circles, crosswalks, sidewalk replacement, companion curb ramps, plantings, seating, and new and replaced street trees. The First Hill Mile will also incorporate wayfinding signs to further enhance the pedestrian experience.

- 2. *Signature artwork will be incorporated in the First Hill Mile at the corners of Seneca & Minor and Seneca & Boylston. The artwork will be selected to honor the Swedish Art Collection mission to support wellness, healing, and respite, and using the Swedish Public Art Advisory Committee, which will include the SDC as a voting member. The artwork will also connect with neighborhood history and context, and spotlight Northwest artists.***
- 3. *As presented to SDC in subsequent meetings, Swedish's design of the building façade along Boren consists of signature green wall and a voluntary 5 foot setback, in addition to the required 10 foot setback, to enhance the pedestrian experience and provide a memorable streetscape. The SAC guided the design of the Boren green wall and approved its features when it unanimously approved the public benefit package during its March 14, 2016 meeting.***
- 4. *Swedish and the FHIA, as well as Seattle Parks, have been coordinating on the improvements to First Hill Park. FHIA has applied for and received grants to fund design of the Park. Swedish's First Hill Park Contribution will be used to upgrade the park from its current state as an area to be avoided due to drug-dealing, loitering, and overnight camping into a more vibrant open space that will provide a safe, healthy, and active environment for its visitors. The \$500,000 contribution will be managed by Seattle Parks to assist with design, documentation, and construction of the park. A selected landscape architect is leading community outreach efforts and concept design through Park ProView. Additional phases of work and project completion will be managed by Park.***

March 17, 2016.

The SDC voted to approve, 9 to 0, the public benefit package for the Swedish First Hill alley vacation with the following condition:

1. The Swedish Public Art Advisory Committee (SPAAC) will be responsible for reviewing and approving details of the design and implementation of the art plan. The SDC will be a voting member of the SPAAC.

The SDC included the following recommendation:

1. Include the selected artist(s) in the First Hill Mile project design team.

Swedish Response:

- 1. *Swedish agrees that the Swedish Public Art Advisory Committee will be responsible for reviewing and approving details of the design and implementation of the art plan, and the SDC will be a voting member of the SPAAC.***

2. Swedish has included the selected artists in the First Hill Mile project design team.

The Public Benefits accepted by the SDC are noted on the following chart, the chart notes the Broadway Avenue plantings at 3,960 square feet however this number includes hardscape features, the amount of plantings is 835 square feet:

PUBLIC BENEFITS MATRIX

PUBLIC BENEFIT	DESCRIPTION	QUANTITY	CODE	MIMP
1 - First Hill Mile	<i>Sidewalk & pedestrian crossing improvements</i>		None	None
	<i>Marion to Madison sidewalk & plantings</i>	4,800 SF		
	<i>Minor & Seneca curb bulbs, sidewalk, furnishings and plantings</i>	2,650 SF		
	<i>University & Summit traffic circle</i>	925 SF		
	<i>Boylston & Seneca curb bulbs, sidewalk, furnishings and plantings</i>	3,870 SF		
	<i>Boylston & Spring traffic circle</i>	1,130 SF		
	<i>Boylston & Marion curb bulbs and sidewalk</i>	2,715 SF		
	<i>Broadway Ave plantings</i>	3,960 SF		
	<i>Wayfinding signs</i>	11		
	<i>Street tree replacement</i>	39		
2 - First Hill Park Contribution	<i>Contribution toward improvements to First Hill Park</i>	Budget \$500,000	None	None
3 - Public Art	<i>Work with selected artists at identified locations in the ROW along the First Hill Mile</i>	Budget \$300,000	None	None
4 - Minor Ave Voluntary Setback	<i>Setback along the Minor Ave</i>	1,700 SF	None	None
5 - Boren Ave Voluntary Setback	<i>Setback along Boren Ave</i>	1,200 SF	None	None
6 - Columbia St ROW Improvements	<i>Expanded and enhanced pedestrian streetscape</i>	980 SF	None	None
7 - Cherry St ROW Improvements	<i>Expanded and enhanced pedestrian streetscape</i>	560 SF	None	None
8 - Pedestrian Controlled Signal	<i>Pedestrian controlled signal at Boren & Cherry</i>	1	None	None
9 - Pedestrian Controlled Signal	<i>Pedestrian controlled signal at Minor & James</i>	1	None	None

Standing Advisory Committee (SAC): The SAC reviewed the project on **August 26, 2015**.

Maureen Sheehan from DON gave a presentation on the Master Plan process and the formation of the SAC. The SAC bylaws were approved and Committee officers were voted in. The project team presented an overview of the proposed development. No vote was taken.

Swedish Response: at the introductory meeting, Swedish thoroughly answered questions and provided additional follow-up in subsequent meetings.

The second SAC review was on **September 17, 2015**. The goals for this meeting were confirmation from the Committee that the Block 95 design and the Northwest Tower design

met the MIMP requirements and confirmation that the proposed amenities in the Block 95 public benefit package were supported by the Committee as positive public benefits.

The Committee voted 8 – 0 to concur that the project designs for both Block 95 and the Northwest Tower met the intent of the MIMP with the condition that Swedish confirm whether the calculations and numbers about the open space at the Broadway Plaza had been evaluated and approved by DPD.

There was no vote taken on the public benefit proposal, the Committee informed Swedish that a vote would be premature. Ideas for public benefit could be sent to Mr. Brown, Mr. Tully or Ms. Sheehan.

Swedish Response: Swedish reviewed all of the comments and feedback provided by the SAC. Swedish incorporated design feedback into the design of the projects. Swedish also reviewed the open space calculation issues regarding Broadway Plaza and confirmed that SDCI did evaluate and approve the open space, and considered the Broadway Plaza to continue to count as MIMP-required open space area.

The third SAC review was on **October 8, 2015**. The Committee did not vote at this meeting. The design team presented a summary of the public benefits package presented to Design Commission and the Design Commission feedback on Oct 1. The design team presented to the Committee an updated public benefits package based on the Design Commission feedback including a 1 mile active loop, the First Hill Mile, with new pedestrian improvements. The team also presented additional information about the SDCI adopted Wayfinding Plan from 2006.

Swedish Response: Swedish reviewed all comments and feedback provided by the SAC. Swedish incorporated design feedback into the design of the projects, including the public benefit package.

The fourth SAC review was on **November 5, 2015**. The project design team requested a review and vote of support from the Committee for the detailed public benefit package for the alley vacation, two sky bridges, and tunnel.

The Committee voted separately and unanimously to support all of the proposed public benefit package that included: the Block 95 alley vacation public benefit package; the Northwest Tower public benefit package for the Marion Street Skybridge; the Block 95 public benefit package for the Minor Avenue Skybridge; the Block 95 public benefit package for the Minor Avenue Tunnel, and the Wayfinding Plan implementation milestones.

Swedish Response: Swedish reviewed all the comments and feedback provided by the SAC and continued to update the public benefit package in accordance with the SAC perspective.

The fifth SAC review was on **January 20, 2016**. The purpose of the meeting was to seek a vote from the Committee on the design for the O2 tank farm and provide project updates on the updated design of the public benefit features previously reviewed at the last meeting.

The Committee voted unanimously 7-0 to approve the design of the O2 tank farm. The Committee requested updates on the design progress for the Boren Wall design and the enclosures and a schedule for keeping track of the different projects.

Swedish Response: Swedish reviewed all comments and feedback provided by the SAC and updated the public benefit package such that the SAC approved the package at its next meeting on March 14, 2016.

The final SAC review was on **March 14, 2016**. The purpose of the meeting was to review the revised public benefit packages for the Block 95 alley vacation and the Minor Avenue Skybridge and present on the Boren façade and the Construction Management Plan (CMP).

The Committee unanimously voted to support the public benefit package and the CMP. The team was asked to provide a list of contacts for the communication section of the CMP.

Swedish Response: Swedish is working to develop a complete list of contacts for the communication plan portion of the Construction Management Plan.

Outside Agencies:

King County Wastewater Treatment Division (WTD): King County WTD does not have any existing property rights or interests that maybe impacted by this proposed alley vacation.

Swedish Response: Comment acknowledged.

King County Metro: King County Metro Transit has conducted a review of the above referenced street vacation. We've concluded that this vacation will have no effect on our facilities or operations in the vicinity of the subject alley right of way. Thank you for providing Metro with the opportunity to comment.

Swedish Response: Comment acknowledged.

CenturyLink: This letter is in response to the notice for all of the above referenced proposals. Please be advised that Qwest Corporation (d/b/a CenturyLink) currently has facilities in the area(s) addressed by these actions and wishes to retain any and all rights to remain in said area(s) and to add facilities in the future as needed. At this time, Qwest (d/b/a CenturyLink) has no issues with the proposed vacations so long as provisions are made to retain our rights by either PUE or private easement to cover our existing & future facilities.

Swedish Response: Swedish agrees that Century Link should be provided rights to cover its existing and future facilities in the area.

Puget Sound Energy: Puget Sound Energy has a commercial gas service line located in the alley to be vacated in this request. This service line connects to main located in Columbia Street. Swedish Health Services owns the property and the two structures connected to this gas service line. As Swedish owns these properties no easement would be required in the case where the street is vacated and turned over to Swedish while the gas service line is still in use. It is anticipated that the commercial service line will be cut and capped prior to the redevelopment of the site. PSE has no objection to the proposed street vacation. Please let me know if there are questions.

Swedish Response: Swedish concurs with PSE's assessment.

Community:

First Hill Improvement Association: Thank you for the opportunity to comment on the alleyway vacation requested by Swedish Medical Center as part of their development of Block 95.

The First Hill Improvement Association is the organizational caretaker of the neighborhood plan, and we traditionally seek a consensus for decision-making. To this end Eric Oliner of Providence Medical, architect for this project, presented to the Urban Design and Public Space Committee so we could learn more about their project and the public benefits offered in conjunction with the alley vacation. We also walked the site and the surrounding community with the design team, representatives from Swedish, SDOT, and DPD.

The project proposal includes six public benefits:

1. Implement the First Hill Public Realm Action Plan;
2. Develop a draft Minor Avenue Street Concept Plan and improvements from James Street to Madison Street;
3. Boren Avenue improvements: provide enhanced Metro transit shelters and pedestrian crossings;
4. Voluntary setbacks and publicly accessible open space;
5. Sponsor bike share stations; and
6. Develop an artwork plan that identifies opportunities on the Swedish Campus.

The First Hill Improvement Association is the steward, and was a founding partner and funder of the Public Realm Action Plan, and is eager to ensure that its principles are implemented in order to increase open space and improve the pedestrian environment on First Hill. It is FHIA's opinion that items #3 to #6 are best practices for any development on First Hill even if no publicly owned alley were to be vacated. We wholeheartedly support their implementation.

FHIA further agrees that the proposed benefits #1 and #2 would be a just exchange for the alley vacation provided they are implemented using the standards outlined in the original PRAP. To that end, we are pleased to see Swedish Medical Center working with SDOT and DPD to envision a highly accessible public realm surrounding Block 95.

FHIA is particularly interested in a Minor Street Concept Plan that includes tree-scaping, curb bulbs to slow vehicular traffic, voluntary setbacks to expand the public realm, low-level lighting, and benches. We also want to ensure that the setbacks along Minor will provide square footage of public area that equals or exceeds the area being vacated in the alley.

Additional public benefits that FHIA favors include:

- Proposed eateries have an external, publicly-accessible entrance,
- Rain-garden strategies in landscaping to reduce stormwater runoff,
- Expansion of existing tree canopy,
- Partnering with a community-led design process for neighborhood wayfinding,
- Public art or a vertical garden on Boren to avoid development turning a "cold shoulder" to a major thoroughfare,
- Raised pedestrian crossings along Minor at Cherry, Columbia, and Marion,
- Installation of pedestrian-activated crosswalks across Boren at both Columbia and Cherry, and;
- Retention of ZipCars, as well as bicycle storage, in the associated parking lot

The First Hill Improvement Association reiterates its intent to have continued meaningful input on the design of this project. We ask that FHIA representatives be appointed to the Standing Advisory Committee, be included in meetings between SDOT, DPD and other decision-makers during the design review period, and that representatives from Swedish Medical Center regularly attend and give status updates at the FHIA public meetings and Urban Design and Public Space committee meetings.

Thank you for this opportunity to comment. We look forward to a meaningful partnership in pursuit of a development that will provide an enhanced environment for residents, patients, employees, and visitors to Swedish Medical Center and First Hill.

Swedish Response: Many of FHIA's proposed improvements have been incorporated into the Swedish project itself, or into the public benefit offer for the alley vacation. For example, FHIA explained its view that implementation of the First Hill Public Realm Action Plan, and improvements along Minor Avenue from James to Madison would be an acceptable level of improvements in exchange for the alley vacation. The First Hill Mile specifically implements and expands the concept of an Active Loop described in the Public Realm Action Plan, and the project plans along frontages, combined with the improvements along Minor beyond the project frontages that are part of the public benefit offer, achieve the FHIA's desired improvement to Minor Avenue. In addition, other items, such as a green wall along the Boren façade have been included in the project itself. Finally, as requested by FHIA, Alex Hudson from FHIA was appointed to the SAC and there has been extensive

communication and cooperation with both FHIA and the SAC to further develop the public benefit package for the alley vacation.

End of Comment and Response Section

POLICY FRAMEWORK

Street vacation decisions are City Council decisions as provided by State statute and have not been delegated to any City department. There is no right under the zoning code or elsewhere to vacate or to develop public right-of-way. Vacation of public right-of-way requires discretionary legislative approval that must be obtained from the City Council, and the Council may not vacate public right-of-way unless it determines that to do so is in the public interest. The decisions must assure that potential development and use of the vacated right-of-way is in the public interest. The Council may be guided by adopted land use policies, but the Council is not limited by land use policies and codes in making street vacation decisions and may condition or deny vacation as necessary to protect the public interest.

Rights-of-way are dedicated in perpetuity for use by the residents of Seattle for purposes of public travel and transportation of goods. The dedication carries with it certain public rights to circulation, access, utilities, light, air, open space, and views. City government acts as the public's trustee in administering streets and alleys. The City Council first adopted Street Vacation Policies in 1986 in Resolution 27527. A few sections of the policies were revised in 1991 in Resolution 28387, 1993 in Resolution 28605 and again in 2001 in Resolution 30297. Significant revisions were made to the Vacation Policies in 2004 in Resolution 30702.

The Policies were again amended in 2009 in Resolution 31142 and the Policies are currently contained in Clerk File 310078.

ANALYSIS

The City's Street Vacation Policies provide that vacation requests may be approved only when they significantly serve the public interest. The Street Vacation Policies provide for a three-step review of any vacation petition in order to determine if the vacation is in the public interest.

The Policies define the components of public interest as:

1. Protection of the public trust;
2. Protection from adverse land use impacts; and
3. Provision of public benefit.

The Street Vacation Policies provide that during the review of the petition, the public trust and land use effects of a vacation should be weighed against the mitigating measures and the public benefits provided by the vacation to determine whether the vacation is in the public interest.

In balancing these elements of the public interest, primary importance should be placed upon protecting the public trust in rights-of-way.

Protection of Public Trust: The Policies define the public trust functions of rights-of-way as being circulation, access, utilities, light, air, open space, and views. Policy 1 of the Street Vacation Policies addresses the basic purpose of streets. Streets are created to provide for the free movement of people and goods throughout the City, to provide access to individual properties, and to provide space for utility services.

Through the vacation process, an adjacent property owner acquires public street right-of-way for private use or development purposes. Since the vacation is generally about the loss of some portion of a street, the review process must evaluate the loss of that street segment. The review normally looks at the impact on the grid pattern in the area, the impact on the provision of utility services, how the circulation pattern is altered and how that affects pedestrians, bicyclists, vehicular movements, emergency services, and commercial activity.

Transportation Impacts: The primary purpose of alleys is to provide for access to individual adjacent properties, to provide for service functions such as loading bays and access to parking and to provide space for utility infrastructure both for services to adjacent properties and as utility corridors for serving numerous blocks. In reviewing alley vacations the critical transportation question is whether the vacation pushes traditional alley functions out onto the street or otherwise impairs the function of the adjacent streets.

The alleys to the north and south of Block 95 have been previously vacated so the alley only provides for access and utilities to this specific block.

This project is being designed so that typical transportation functions of the alley will continue to be provided internal to the site and not on the public street. The project will have an internal loading dock to facilitate site deliveries and a separate access point for general vehicular traffic for parking and some patient drop-off. The access to the site is proposed to include two driveways on Cherry Street close to Boren Avenue. One driveway will provide for both entry and exit for general vehicles accessing parking or patient drop-off. A separate entry on Cherry Street will provide for access to the loading dock and services area for freight and delivery vehicles. The exit for freight will be located on Columbia Street.

While services and loading will occur within the project site, the proposed locations of access to the project has been the subject of careful review. Swedish provided the Swedish First Hill Truck Study prepared by Transpo Group on August 18, 2015. This loading dock study looked at:

- current pedestrian and vehicle traffic volumes;
- defined the current truck patterns;

- determined the existing size and frequency for various truck sizes;
- forecast future truck volumes and adjacent garage volumes; and
- reviewed truck access options.

The steep topography of surrounding streets and the high volume of vehicles, pedestrians, and transit make access to this site challenging for service vehicles. The study looked at service entries on Columbia Street, Boren Avenue, and Cherry Street. Given the pattern of truck movements as trucks move to and away from delivery service to Swedish and the constraints of the site, the Truck Study found that the proposed entry and exit points for services and vehicles provides the best alternative for access. Swedish is working to consolidate services and is working to manage delivery times where feasible. The truck study indicated that only a few large trucks will need to access the service bays, it is anticipated that only approximately 9 to 11 large trucks per day will arrive at Swedish. It appears that the proposed access plan is a functional solution to a challenging site.

Through the SIP review, SDOT will work to minimize the size of the vehicle openings and provide for clear sight lines for vehicles and pedestrians.

Swedish proposes to consolidate service functions at this site so accommodations at Block 95 will alleviate impacts in other areas of the Swedish campus. The new building will improve and centralize the many support services needed at the hospital, including a new kitchen to serve the entire campus, expanded cafeteria, and loading dock and associated facilities serving the critical supply delivery process.

Under a no-vacation alternative the alley would be utilized to provide for access to parking for service vehicles on the west block. The parking would not be as efficient and patient drop-off space would not be provided within the garage, because the garage would not be connected to the medical office building. A similar volume of vehicle and freight vehicles would be expected to access the site. The no vacation alternative has similar transportation impacts to the vacation alternative but the no vacation alternative has a less efficient design. SDOT does not find adverse transportation impacts associated with the vacation petition.

Utility Impacts: In addition to the transportation purposes, street rights-of-way provide space for utility lines and facilities. The vacation review must consider the impact on any public utilities; both current and future impacts must be assessed. If any utilities are located in the right-of-way, it must be possible for the utility to relocate or terminate those facilities or the vacation is not feasible. The utility should not be negatively impacted in its ability to deliver services, now or in the future, to access its facilities for repair or maintenance, or to update or expand services. Any proposal to relocate or alter utility services must be satisfactory to the utility provider and the costs to accommodate the utility needs are the obligation of the Petitioner.

The alley does contain some utility infrastructure but it appears that all of utilities serve the adjacent Swedish property on the block. None of the utilities provide services to other property owners or use the alley to connect to other parcels on other blocks. The alley currently provides space for Qwest, DBA Century Link, Puget Sound Energy (PSE), Seattle City Light (SCL), and Seattle Public Utilities (SPU). As the construction commences, the existing utilities would be decommissioned and removed and Swedish would work with the utility on the new service connections.

Qwest has indicated that it may need an easement until the facilities are removed. Swedish should work with Qwest to secure this easement. SPU has indicated that there is one drain in the alley that will be turned over to Swedish and Swedish may remove the drain or utilize it if needed.

SDOT does not identify any adverse utility impacts.

Light, air, open space and views: Because street right-of-way is open and undeveloped, streets and alleys can have value as open space and can be important view corridors. Streets can provide important breathing space in dense urban areas. This alley runs northeast-southwest and includes approximately 3,841 square feet. The alleys in the blocks to the north and to the south were previously vacated so there is no visual connection to the north or south. The alley is open and accessible for vehicular and pedestrian use however the vehicular access and standard alley uses prevent the alley from being utilized as public open space. The alley does not provide for important public views or open space on the block.

Following the vacation, the block will include a total of approximately 4,440 square feet of more usable street-level open space, including a setback on Minor Avenue of 1,770 square feet; enhancements on Columbia Street of 980 square feet; enhancements on Cherry Street of 560 square feet; and a setback on Boren Avenue of 1,200 square feet. The block will have more open space after the vacation than if the block was developed around the existing alley.

SDOT does not identify adverse light, air, open space and view impacts.

Protection from adverse land use impacts: The second step in the review process is to evaluate the land use impacts of the proposed vacation and subsequent development. The land use portion of the Policies, Policy 4, is concerned primarily with ensuring that post-vacation development is consistent with the land use pattern in the area and with City policies and codes. The Policies specifically state that proposed vacations may be approved only when the development potential that is attributable to the vacation would be consistent with the land use policies adopted by the City Council. The vacation decision will be based on the policies applicable for the type of area where the development is proposed.

The Street Vacation Policies also provide that for proposed vacations within major institution boundaries, the major institutions guidelines and objectives (SMC 23.16.010) will be used to evaluate the land use effects of the vacation.

If a master plan has been adopted, the vacation decision will give substantial weight to the provisions of the individual master plan. The Street Vacation Policies also note that information in the master plan should be updated if conditions have changed or a number of years have passed since the adoption of the master plan. In addition, the Street Vacation Policies state that the identification of intended vacations in a master plan shall not constitute prior approval of the vacations.

The Block 95 site is zoned MIO-90 on the west half of the block and MIO-240 on the east half of the block. The project site has an underlying zoning designation of HR (high-rise residential). The MIO zoning applies to the major institutional uses and their associated development regulations and the underlying HR designation applies to non-institutional uses. The MIMP identified the Block 95 project as a planned development designed to provide support and parking services to the First Hill campus.

The MIMP also established a density limit for the entire Swedish Medical Center First Hill Campus. The density limit, based on a Floor Area Ratio (FAR) calculation applies to the entire campus and not to an individual development. A maximum of 5.5 FAR was established in the MIMP. The number is calculated by dividing the gross square feet of building space within the MIO boundaries by the total campus acreage within the MIO boundaries. The construction of the Block 95 building and the Northwest Tower would bring the FAR to 4.51, within the density limit established by the City Council. Swedish cannot increase its allowable FAR by the addition of the alley vacation as its development must be within the 5.5 FAR established in the MIMP.

The MIMP also includes other development standards such as lot coverage, building heights and building setbacks that are subject to review during the MUP review process. As part of the planning process, the City established a Citizen Advisory Committee (CAC) to provide comments on the MIMP as it was being developed. Once the MIMP was adopted the CAC became a Standing Advisory Committee (SAC). The SAC was established by the Department of Neighborhoods in 2015, including some of the original members of the CAC. The SAC is to provide comment on the implementation of the MIMP.

The SAC met to review the proposed alley vacation and the proposed skybridge on six occasions (March 14, 2016, January 20, 2016, November 5, 2015, October 8, 2015, September 17, 2015, and August 26, 2015).

The SAC reviewed the project design and its consistency with the MIMP and the alley vacation and on September 17, 2015 and March 14, 2016 voted to confirm their approval of the design.

The building design appears to be consistent with the standards authorized in the MIMP. SDOT does not find adverse land use impacts associated with the proposed vacation.

Provision of Public Benefit: The Street Vacation Policies note that vacations must provide a long-term public benefit. Vacations will not be approved to achieve short-term public benefits or for the sole benefit of individuals. It is anticipated that the public benefit will include specific and tangible physical elements as the Policies provide that facilitating economic development, meeting code requirements for development or mitigating defined impacts is not a sufficient public benefit.

The Policies provide that there should be a balance between what the public gives up and what the Petitioner acquires through the vacation process. The review should consider the scale of the vacation, the scale of the project, and the identified impacts. If a project is significant in scale, if the vacation is large in size or if the project has significant impacts, then the Policies anticipate that the public benefit proposal must also be significant. By eliminating the alley, the Petitioner can develop the entire block in a way that best suits its programmatic needs and can consolidate functions such as parking and loading. Since the vacations make an important contribution to the project that is significant in scale, the Policies require that a significant public benefit be provided.

The public benefit elements have focused on two areas. The first is open space. The community has long identified a need for more open space in this urban neighborhood. While Swedish was not able to identify a new location for a park, they have worked with Parks to provide improvements to the existing First Hill Park. The current park is dark and not very inviting to the public but does invite unwanted activity. Swedish will provide Parks with a \$500,000 financial contribution to provide improvements to the park. This contribution is expected to provide for opening up the park visually and updating features within the park. Parks and community members have expressed strong support for the element of the public benefit. The community is working to leverage the contribution from Swedish and is working to secure additional grant funding to expand the work that can be done at the site.

The second focus has been to move the community around and through the campus in ways that are engaging and provide a variety of experiences. A main feature of this has been the walk named the First Hill Mile. This walk around the campus, and beyond the Swedish campus, will have a number of interesting features and a design that prioritizes the pedestrian experience. Swedish will provide widened sidewalks, extended curb bulbs, landscaping, art and wayfinding that identifies the 1 mile boundaries of the walk. This proposal has also had enthusiastic support. In addition to the First Hill Mile, the public benefit offer also includes two pedestrian controlled crossings of arterials in the area; one crossing Boren Avenue at Cherry Street, and the other crossing James Street at Minor Avenue.

Swedish also proposes to provide building setbacks at Block 95 and to add additional landscaping to the streetscape around the new building. Two new pedestrian controlled signals as proposed at Boren Avenue and Cherry Street and at Minor Avenue and James

Street. Together all the elements are intended to enhance street life around the Swedish campus. The amenities proposed are accessible to the general public and will likely be considered as community amenities as well as being used by visitors and staff at Swedish.

The individual elements add up to a strong package that is all focused on engagement between the community and Swedish.

In addition to addressing the scale or amount of public benefit that must be provided, the Policies are also clear that the public benefit elements proposed must clearly benefit the general public and not merely the tenants of the project. The Policies are also clear that the public benefit proposed for a vacation must be separate and above amenities provided to meet code or other requirements. The amenities listed on the public benefit chart below are not required for any other purpose.

The chart below outlines the public benefit package.

Block 95 Alley Vacation Proposal

PUBLIC BENEFIT	DESCRIPTION	CODE REQ'D	MIMP REQ'D	QUANTITY	COST
1 First Hill Mile	Sidewalk & pedestrian crossing improvements <ul style="list-style-type: none"> • Marion to Madison sidewalk and plantings • Minor & Seneca curb bulbs, sidewalk, furnishings and plantings • University & Summit traffic circle • Boylston & Seneca curb bulbs, sidewalk, furnishings and plantings • Boylston & Spring traffic circle, • Boylston & Marion curb bulbs and sidewalk • Broadway Avenue plantings Wayfinding signs Street tree replacements	None	None	4,800 SF 2,650 SF 925 SF 3,870 SF 1,130 SF 2,715 SF 830 SF 11 39	\$1,300,000
2 First Hill Park Contribution	Contribution toward improvements to First Hill Park	None	None	Parks Contribution	\$500,000
3 Public Art	Public art in the ROW along the First Hill Mile	None	None	Art Program	\$300,000
4 Minor Avenue Voluntary Setback	Setback along Minor Avenue	None	None	1,700 SF	\$125,000

5	Boren Avenue Voluntary Setback	Setback along Boren Avenue	None	None	1,200 SF	\$90,000
6	Columbia St. Row Improvements	Expanded and enhanced pedestrian streetscape	None	None	980 SF	\$40,000
7	Cherry St. Row Improvements	Expanded and enhanced pedestrian streetscape	None	None	560 SF	\$70,000
8	Pedestrian Controlled Signal	Pedestrian controlled signal at Boren & Cherry	None	None	1	\$200,000
9	Pedestrian Controlled Signal	Pedestrian controlled signal at Minor & James	None	None	1	\$200,000
TOTAL						\$2,825,000

The Policies require that the Petitioner provide some factual information about the project site to assist in the review of the public benefit proposal. The goal of including this information is to help in determining if there is an appropriate balance between what the developer achieves from the vacation and what is provided to the general public.

Public Benefit Matrix

Zoning designation	Major Institution Overlay (MIO)-240-HR and MIO-90-HR
Street classification	Alley
Assessed value of adjacent property	From approx. \$250.00/sq. ft. to \$592/sq. ft.
Lease rates in the vicinity for similar projects	Approx. \$32/sq. ft.
Size of project, in square feet	240 foot, 15 story building with 576 below grade parking spaces
Size of area to be vacated, in square feet	Approximately 3,841 square feet
Contribution of vacated area to development potential	Vacation provides for site flexibility to meet programming goals.

The public benefit elements focus on the creating a variety of ways for the public to move through the Swedish campus and provide a variety of experiences from exercising on the First Hill Mile to enjoying art elements or resting on street furniture. The variety and dispersed location of the public benefit features should appeal to the adjacent community as well as providing a benefit for those visiting or having appointments at Swedish. Members of the adjacent community have expressed support for the public benefit elements, in particular the First Hill Mile and the significant financial contribution to First Hill Park. SDOT has received comments that community members would like to see the concept of the First Hill Mile recreated throughout the area.

Overall the public benefit package is thoughtful and focused on goals identified through working with the community. SDOT supports this strong public benefit proposal.

RECOMMENDATION

It is recommended that the vacation be granted upon the Petitioner meeting the following conditions. The Petitioner shall demonstrate that all conditions imposed by the City Council have been satisfied and all fees paid, prior to the passage of the street vacation ordinance.

1. The vacation is granted to allow the Petitioner to build a project substantially in conformity with the project presented to the City Council and for no other purpose. The project must be substantially in conformity with the proposal reviewed by the Sustainability & Transportation Committee in August of 2016.
2. All street improvements shall be designed to City standards, as modified by these conditions to implement the Public Benefit requirements, and be reviewed and approved by the Seattle Department of Transportation; elements of the street improvement plan and required street improvements to be reviewed include:

Street improvement plan showing sidewalks, street trees, bike racks, street furniture, lighting, art or artist-made elements, and landscaping around the site and the off-site public benefit features, including but not limited to, these specific elements;

- Marion to Madison sidewalk and plantings;
- Minor & Seneca curb bulbs, sidewalks, furnishings & plantings;
- University & Summit traffic circle;
- Boylston & Seneca curbs bulbs, sidewalk, furnishings, & plantings;
- Boylston & Marion curb bulbs & sidewalk;
- Broadway Avenue plantings;
- Wayfinding signs and street tree replacement;
- Public art in the ROW along the First Hill Mile;
- Columbia & Cherry expanded and enhanced pedestrian streetscape;
- Pedestrian controlled signal at Boren & Cherry; and
- Pedestrian controlled signal at Minor & James.

3. The utility issues shall be resolved to the full satisfaction of the affected utility prior to the approval of the final vacation ordinance. Prior to the commencement of any development activity on the site, the Petitioner shall work with the affected utilities and provide for the protection of the utility facilities. This may include easements, restrictive covenants, relocation agreements, or acquisition of the utilities, which shall be at the sole expense of the Petitioner. Utilities impacted

may include:

- Seattle City Light;
 - Seattle Public Utilities;
 - Puget Sound Energy; and
 - CenturyLink Communications.
4. It is expected that development activity will commence within approximately 2 years of this approval and that development activity will be completed within 5 years. In order to insure timely compliance with the conditions imposed by the City Council, the Petitioner shall provide the Seattle Department of Transportation with Quarterly Reports, following Council approval of the vacation, providing an update on the development activity, schedule, and progress on meeting the conditions. The Petitioner shall not request or be issued a Final Certificate of Occupancy (C of O) until SDOT has determined that all conditions have been satisfied and all fees have been paid as applicable.
 5. Access to the buildings for vehicle parking, services, bicycles, and patient drop-off shall be provided as follows, changes to this proposal shall require the review of SDOT: three access points will be allowed; two driveways on Cherry Street with one providing an in/out driveway to the parking garage and one providing an entry to the truck loading dock; one exit-only driveway on Columbia Street will be allowed for freight vehicles exiting the parking garage.
 6. In addition to the conditions imposed through the vacation process, the project, as it proceeds through the permitting process, is subject to SEPA review and to conditioning pursuant to various City codes and through regulatory review processes including SEPA.
 7. The Petitioner is a health care facility, for which maintaining a healing environment is paramount. In the context of maintaining the healing environment, free speech activities such as hand billing, signature gathering, and holding signs, all without obstructing access to the space, the building, or other adjacent amenity features, and without unreasonably interfering with the enjoyment of the space by others, shall be allowed within the vacation public benefit features; however, the Petitioner shall retain the right to preclude any such activities in the event they interfere with the provision of healthcare services in a healing environment. Members of the public may be asked to leave for conduct that unreasonably interferes with the enjoyment of the space by others or unreasonably interferes with the provision of healthcare services in a healing environment that includes but is not limited to, activities that create noise that interferes with patients' rest and recovery, and interfere with access to care including emergency care and physician services. Signage clearly identifying public access and allowed free speech activities is required

at the public open space elements and shall require the review and approval of SDOT Street Vacations. Signage shall be consistent with signage provided for public amenity space, if any, on the site. Any violation of these conditions will be enforced through Chapter 15.90 of the Seattle Municipal Code.

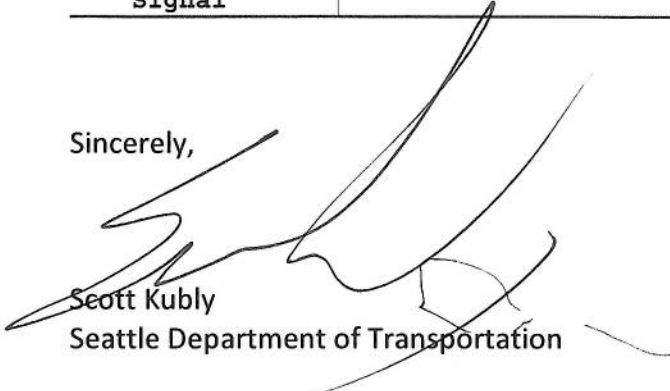
8. The Petitioner shall develop and maintain the public benefit elements as defined by the City Council. A Property Use and Development Agreement (PUDA) or other binding mechanism shall be required to ensure that the public benefit elements remain open and accessible to the public 24 hours per day, with temporary closures permitted for reasons such as maintenance, safety, or private functions and to outline future maintenance obligations of the improvements. Signage shall be provided as described in Condition 7. The final design of the public benefit elements shall require the review and approval of SDOT Street Vacations. SDOT may request additional review by the Design Commission of the implementation of the public benefit elements or the pedestrian enhancements, as necessary. Public benefit elements in the right-of-way require additional SIP review, street use permits and indemnification; public and private areas must be clearly distinguished and markers in the sidewalk shall be required. The public benefit requirements include the following features as well as corresponding development standards, including approximate square footage dimensions, which shall be outlined in the PUDA:

Block 95 Alley Vacation Proposal

PUBLIC BENEFIT	DESCRIPTION	CODE REQ'D	MIMP REQ'D	QUANTITY	COST
1 First Hill Mile	Sidewalk & pedestrian crossing improvements <ul style="list-style-type: none"> • Marion to Madison sidewalk and plantings • Minor & Seneca curb bulbs, sidewalk, furnishings and plantings • University & Summit traffic circle • Boylston & Seneca curb bulbs, sidewalk, furnishings and plantings • Boylston & Spring traffic circle • Boylston & Marion curb bulbs and sidewalk • Broadway Avenue plantings Wayfinding signs Street tree replacements	None	None	4,800 SF 2,650 SF 925 SF 3,870 SF 1,130 SF 2,715 SF 830 SF 11 39	\$1,300,000

2	First Hill Park Contribution	Contribution toward improvements to First Hill Park	None	None	Parks Contribution	\$500,000
3	Public Art	Public art in the ROW along the First Hill Mile	None	None	Art Program	\$300,000
4	Minor Avenue Voluntary Setback	Setback along Minor Avenue	None	None	1,700 SF	\$125,000
5	Boren Avenue Voluntary Setback	Setback along Boren Avenue	None	None	1,200 SF	\$90,000
6	Columbia St. Row Improvements	Expanded and enhanced pedestrian streetscape	None	None	980 SF	\$40,000
7	Cherry St. Row Improvements	Expanded and enhanced pedestrian streetscape	None	None	560 SF	\$70,000
8	Pedestrian Controlled Signal	Pedestrian controlled signal at Boren & Cherry	None	None	1	\$200,000
9	Pedestrian Controlled Signal	Pedestrian controlled signal at Minor & James	None	None	1	\$200,000
					TOTAL	\$2,825,000

Sincerely,



Scott Kubly
Seattle Department of Transportation

SK:bb

Enclosures

