



# SEATTLE CITY COUNCIL

## Legislative Summary

CB 119426

Record No.: CB 119426

Type: Ordinance (Ord)

Status: Passed

Version: 2

Ord. no: Ord 125733

In Control: City Clerk

File Created: 11/26/2018

Final Action: 12/14/2018

**Title:** AN ORDINANCE relating to land use and zoning; granting conditional approval of the University of Washington 2018 Seattle Campus Master Plan; and amending Chapter 23.32 of the Seattle Municipal Code (SMC) at pages 61, 62, 63, 77, 78, 79, 80, and 81 of the Official Land Use Map.

	<u>Date</u>
<b>Notes:</b>	
	<b>Filed with City Clerk:</b> 12/14/2018
	<b>Mayor's Signature:</b> 12/14/2018
<b>Sponsors:</b> Johnson	
	<b>Vetoed by Mayor:</b>
	<b>Veto Overridden:</b>
	<b>Veto Sustained:</b>

**Attachments:** Mayor's Letter on Returning Bill Unsigned, Att 1 – Conditions of Approval for the University of Washington 2018 Seattle Campus Master Plan v2, Att 2 – Amendments to the Official Land Use Map, Chapter 23.32 of the Seattle Municipal Code v2, Att 3 – Seattle City Council Findings of Fact Related to the University of Washington 2018 Seattle Campus Master Plan v2, Att 4 - Seattle City Council Conclusions Related to the University of Washington 2018 Seattle Campus Master Plan v2

**Drafter:** patrick.wigren@seattle.gov

**Filing Requirements/Dept Action:**

### History of Legislative File

Legal Notice Published:

Yes

No

Version:	Acting Body:	Date:	Action:	Sent To:	Due Date:	Return Date:	Result:
1	City Clerk	11/27/2018	sent for review	Council President's Office			
	<b>Action Text:</b> The Council Bill (CB) was sent for review. to the Council President's Office						
	<b>Notes:</b>						
1	Council President's Office	11/28/2018	sent for review	Planning, Land Use, and Zoning Committee			
	<b>Action Text:</b> The Council Bill (CB) was sent for review. to the Planning, Land Use, and Zoning Committee						
	<b>Notes:</b>						

Legislative Summary Continued (CB 119426)

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- 1 City Council 12/03/2018 referred Planning, Land Use, and Zoning Committee
- 1 Planning, Land Use, and Zoning Committee 12/05/2018 pass as amended Pass  
**Action Text:** The Committee recommends that City Council pass as amended the Council Bill (CB).  
**Notes:**  
In Favor: 3 Chair Johnson, Vice Chair O'Brien, Member Herbold  
Opposed: 0
- 2 City Council 12/10/2018 passed Pass  
**Action Text:** The Council Bill (CB) was passed by the following vote, and the President signed the Bill:  
**Notes:**  
In Favor: 6 Councilmember Bagshaw, Council President Harrell, Councilmember Johnson, Councilmember Mosqueda, Councilmember O'Brien, Councilmember Sawant  
Opposed: 0
- 2 City Clerk 12/12/2018 submitted for Mayor's signature Mayor
- 2 Mayor 12/14/2018 returned unsigned  
**Action Text:** The Council Bill (CB) was returned unsigned.  
**Notes:**
- 2 Mayor 12/14/2018 returned City Clerk  
**Action Text:** The Council Bill (CB) was returned. to the City Clerk  
**Notes:**
- 2 City Clerk 12/14/2018 attested by City Clerk  
**Action Text:** The Ordinance (Ord) was attested by City Clerk.  
**Notes:**
-



**City of Seattle**  
Mayor Jenny A. Durkan

December 14, 2018

Monica Martinez Simmons  
Seattle City Clerk  
600 4<sup>th</sup> Avenue, 3<sup>rd</sup> Floor  
Seattle, WA 98124

Dear Ms. Martinez Simmons,

The Mayor's Office is returning Council Bill 119426. This legislation grants conditional approval of the University of Washington 2018 Seattle Campus Master Plan.

Pursuant to SMC 4.16.070.A.1.a. and in strict compliance with the advice given by the Executive Director of the Seattle Ethics and Election Commission's interpretation of the Seattle Ethics Code, but without relinquishing any of the Powers and Duties granted to Mayor Durkan by the Charter of the City of Seattle, she has recused herself from participating in this matter. Due to her recusal, she will not be signing attached Council Bill 119426. By returning this legislation unsigned, it will become law by operation of law consistent with the City Charter.

If you have any questions, then please do not hesitate to contact me.

Very truly yours,

Michelle Chen  
Legal Counsel to the Mayor

**CITY OF SEATTLE**

**ORDINANCE** 125733

**COUNCIL BILL** 119426

AN ORDINANCE relating to land use and zoning; granting conditional approval of the University of Washington 2018 Seattle Campus Master Plan; and amending Chapter 23.32 of the Seattle Municipal Code (SMC) at pages 61, 62, 63, 77, 78, 79, 80, and 81 of the Official Land Use Map.

WHEREAS, in 1998 The City of Seattle and the University of Washington (UW) entered into an agreement regarding planning for the Seattle campus of the University of Washington, called the “City-University Agreement” (CUA); and

WHEREAS, the CUA was last amended by Ordinance 121688 in 2005; and

WHEREAS, in 2002, the City granted conditional approval of a ten-year Campus Master Plan (CMP), allowing for the development of up to 3,000,000 square feet of space on the University of Washington Seattle Campus; and

WHEREAS, on April 21, 2016, the UW filed a notice of intent to prepare a new CMP pursuant to the CUA; and

WHEREAS, the UW developed a draft CMP, held public meetings, and prepared an Environmental Impact Statement on the proposed CMP before submitting a final CMP to the City on July 5, 2017; and

WHEREAS, the CMP has been reviewed by the City/University Community Advisory Committee (CUCAC), the Seattle Department of Construction and Inspections, and the Seattle Hearing Examiner, who recommended approval of the CMP with conditions; and

WHEREAS, the City Council received petitions for further consideration of the Seattle Hearing Examiner’s decision and held a public hearing on the CMP to receive testimony from parties of record; and

1 WHEREAS, the CUA requires that the City Council prepare a preliminary decision on the CMP;

2 and

3 WHEREAS, on September 24, 2018, the City Council adopted Resolution 31839, containing the

4 Council's preliminary decision on the CMP; and

5 WHEREAS, the CUA provides that the University of Washington's Board of Regents, the City-

6 University-Community Advisory Committee (CUCAC), and any petitioning persons may

7 respond to the Council's preliminary decision by providing specific objections, the basis

8 of the objections, and reasonable alternatives to the preliminary decision; and

9 WHEREAS, the City Council has considered the responses to Resolution 31839; and

10 WHEREAS, the City Council recognizes the University's intent to increase access to child care

11 by adding space for up to 366 additional children on campus in the next eight years; and

12 WHEREAS, the City Council encourages the University and the City of Seattle Department of

13 Education and Early Learning to explore opportunities to support access to high quality

14 preschool and child care for University students, staff and faculty workers; and

15 WHEREAS, the Seattle City Council encourages the University of Washington to use a priority

16 hire program to support the hiring of residents of underserved communities to work on

17 construction projects; and

18 WHEREAS, the City Council encourages the University of Washington to explore innovative

19 ways to support local economic development and the integration of woman and minority-

20 owned local businesses into the Campus, such as the Port of Seattle's retail leasing

21 program at Sea-Tac airport; and

22 WHEREAS, the City Council encourages the University of Washington to consider amendments

23 to the CUA to bring the agreement up-to-date and respond to changes to the regulatory

1 environment, including changes to the Growth Management Act, the Seattle  
2 Comprehensive Plan, and the City Council's quasi-judicial rules;

3 WHEREAS, the City encourages the University of Washington to (1) consult with employees as  
4 it develops plans for the affordable housing it has committed to build, (2) consider the  
5 needs of a range of household types in planning for a mix of housing sizes, and (3) work  
6 with non-profit developers or other public agencies to keep rents affordable in perpetuity;

7 WHEREAS, the City encourages the University of Washington to incorporate child care  
8 facilities in projects that include family-size housing units;

9 WHEREAS, the City encourages the University of Washington to prepare a bicycle parking plan  
10 to ensure that adequate bicycle parking is provided on campus;

11 WHEREAS, the Council encourages the University of Washington to work with its employees to  
12 develop an employer/employee child care voucher program;

13 WHEREAS, the City requests that the University of Washington include information in its  
14 annual reports on the Campus Master Plan describing University actions taken to increase  
15 access to preschool and childcare, plan for and develop affordable housing, incorporate  
16 child care into housing projects, develop and implement a bicycle parking plan,  
17 implement a priority hire program, support local economic development, to integrate  
18 minority and women-owned business into the campus, and to update and revise the City-  
19 University Agreement; NOW, THEREFORE,

20 **BE IT ORDAINED BY THE CITY OF SEATTLE AS FOLLOWS:**

21 Section 1. The University of Washington 2018 Seattle Campus Master Plan, dated July  
22 2017, contained in Clerk File 314346, is conditionally approved as modified by the provisions in  
23 Attachment 1 of this ordinance. When the amendments to the proposed 2018 Seattle Campus

1 Master Plan are made as required by the conditions of approval attached to this ordinance, the  
2 Master Plan will supersede the 2002 Master Plan approved by Ordinance 121041.

3 Section 2. The Official Land Use Map, Chapter 23.32 of the Seattle Municipal Code, is  
4 amended to rezone properties identified on pages 61, 62, 63, 77, 78, 79, 80, and 81 of the  
5 Official Land Use Map as shown in Attachment 2 to this ordinance.

6 Section 3. The City Council adopts findings of fact regarding the University of  
7 Washington 2018 Seattle Campus Master Plan, Clerk File 314346, as shown in Attachment 3 to  
8 this ordinance.

9 Section 4. The City Council adopts conclusions regarding the University of Washington  
10 2018 Seattle Campus Master Plan, Clerk File 314346, as shown in Attachment 4 to this  
11 ordinance.

12 Section 5. This ordinance shall take effect and be in force 30 days after its approval by  
13 the Mayor, but if not approved and returned by the Mayor within ten days after presentation, it  
14 shall take effect as provided by Seattle Municipal Code Section 1.04.020.

15



1 Passed by the City Council the 10<sup>th</sup> day of December, 2018,

2 and signed by me in open session in authentication of its passage this 10<sup>th</sup> day of

3 December, 2018.

4 

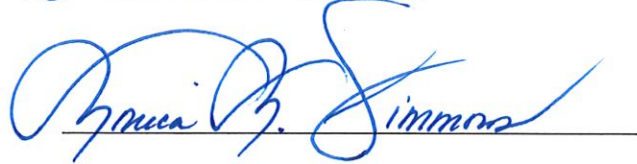
5 President \_\_\_\_\_ of the City Council

6 Approved by me this \_\_\_\_\_ day of \_\_\_\_\_, 2018.

**Returned Unsigned  
by Mayor**

8 Jenny A. Durkan, Mayor

9 Filed by me this ~~14<sup>th</sup>~~ <sup>14<sup>th</sup> & B</sup> day of December, 2018.

10 

11 Monica Martinez Simmons, City Clerk

12 (Seal)



1 Attachments:

- 2 Attachment 1 – Conditions of Approval for the University of Washington 2018 Seattle Campus  
3 Master Plan  
4 Attachment 2 – Amendments to the Official Land Use Map, Chapter 23.32 of the Seattle  
5 Municipal Code  
6 Attachment 3 – Seattle City Council Findings of Fact Related to the University of Washington  
7 2018 Seattle Campus Master Plan  
8 Attachment 4 – Seattle City Council Conclusions Related to the University of Washington 2018  
9 Seattle Campus Master Plan

Attachment 1

Conditions of Approval for the  
University of Washington 2018 Seattle Campus Master Plan

The City Council approves the University of Washington 2018 Seattle Campus Master Plan, as found in Clerk File 314346, provided that the University of Washington makes the following changes to the Plan as recommended by the Seattle Hearing Examiner and amended by the City Council.

1. Amend page 276 of the Housing section to include the statement, “The University commits to voluntarily construct no fewer than 150 affordable housing units for faculty and staff households earning less than 60% AMI and no fewer than 300 additional affordable housing units for faculty and staff households earning less than 80% AMI. The housing must be built in the City of Seattle (1) within the MIO boundary, Primary Impact Zone, or Secondary Impact Zone, (2) within ¼ mile walking distance of light rail stations, or (3) within 45 minutes of campus by public transit and located in transit-oriented communities as defined in the Seattle Comprehensive Plan. The housing must be completed prior to the completion of 6 million net new gross square feet authorized by the CMP.”

2. A condition of the Master Plan shall state: “The University commits to voluntarily construct no fewer than 150 affordable housing units for faculty and staff households earning less than 60% AMI and no fewer than 300 additional affordable housing units for faculty and staff households earning less than 80% AMI. The housing must be built in the city of Seattle (1) within the MIO boundary, Primary Impact Zone, or Secondary Impact Zone; (2) within ¼ mile walking distance of light rail stations; or (3) within 45 minutes of campus by public transit and located in transit-oriented communities as defined in the Seattle Comprehensive Plan. The housing must be constructed prior to the completion of 6 million net new gross square feet authorized by the CMP.”

3. Page 98: Amend the first paragraph under “Open Space Commitment”:

...A design and implementation plan for the West Campus Green and the West Campus section of the continuous waterfront trail shall be completed by the earlier of: the time 1.5 million square feet of net new development in the West Campus sector is completed; or the time the University submits its first permit application for development of Site W27, W29, W33, W34, or W35.

4. Page 102: Amend the second paragraph under “Open Space Commitment”:

A design and implementation plan for the South Campus Greens, as well as the South Campus section of the continuous waterfront trail shall ~~occur when construction on the first adjacent development site is completed~~ (be completed by the time the University submits the first permit application for development of Sites S50, S51, S52, S41, S42, S45, or S46).

5. Page 104: Amend the second bullet under “Open Space Commitment”:

~~Construction Completion~~ of the East Campus section of the continuous waterfront trail shall ~~align with~~ be completed by the earlier of: completion of construction of the 750,000 gross square feet of net new development allowed in East campus under the CMP; or exhaustion of the 6 million square foot growth allowance.

6. Page 240: Amend the last three sentences of the first paragraph under “West Campus Green and Plaza”:

A design and implementation plan for West Campus Green and West Campus section of the continuous waterfront trail shall be completed by the earlier of: the time 1.5 million square feet of net new development in the West Campus sector is completed; or the time the University submits its first permit application for development of Site W27, W29, W33, W34, or W35. A concept plan for all three sections of the continuous waterfront trail-West, South, and East-shall also be completed ~~at this~~ by that time. The concept plan for the continuous waterfront trail shall be reviewed by SDCI for compliance with the City’s Shoreline Management Master Program and the University’s Shoreline Public Access Plan. The continuous waterfront trail design and implementation plan for the South and East campus sectors shall include convenient pickup and drop off facilities and signage throughout the length of the trail that reflects local Native American history.

~~At the latest, e~~ Construction of the West Campus Green and the West Campus section of the continuous waterfront trail shall occur when shall be completed by the earlier of: completion of 3.0 million gross square feet of net new development in the West Campus Sector; at the completion of adjacent development sites W29, W33, and W34; or the exhaustion of the 6 million gross square foot growth allowance. The University shall complete construction of the “Plaza” prior to completion of development of Site W29. The University shall complete construction of the “Belvedere” prior to completion of development on Site W27. The Plaza and the Belvedere are identified on page 98.

7. Page 240: Amend the second paragraph under “South Campus Green”:

A design and implementation plan for the Greens, as well as the South Campus section of the continuous waterfront trail shall ~~occur when construction on the first adjacent development site is completed~~ be completed by the time the University submits the first permit application for development of Site (Sites S50, S51, S52, S41, S42, S45, or S46).

8. Page 240: Amend the third paragraph under “Continuous Waterfront Trail”:

~~Construction of the~~ The East Campus section of the continuous waterfront trail shall align with be completed by the earlier of: completion of construction of the 750,000 gross square feet of net new development allowed in East campus under the CMP; or exhaustion of the 6 million square foot growth allowance.

9. The University shall include updates about the progress of the planning and completion of the West Campus Green, the South Campus Green, and the continuous waterfront trail in the annual reports to the City.

10. Page 239: Add a new section to the beginning of the page:

#### ACTIVE STREET-LEVEL USE AND TRANSPARENCY

Active street-level uses shall be located within buildings that are adjacent to the following locations: City of Seattle right-of-way in the West Campus sector, mid-block corridors in all sectors, the West Campus Green Plaza and the Belvedere, the South Campus Green, and the continuous waterfront trail. Active street-level uses include commercial uses, child-care facilities, multi-use lobbies, lounges, study spaces, and active academic uses like classrooms, labs, libraries and hands-on collaboration spaces. All buildings with required active street-level use shall provide transparency within 2-8 feet above the sidewalk along 60% of the building façade. Where active street level uses are required, street-level parking within structures, excluding driveway access and garage doors or openings, is prohibited unless the parking is separated from street-level street-facing facades by active street level uses that comply with the use and transparency requirements of this paragraph.

11. Amend the first two paragraphs under “Parking” on pages 240 and 241 to remove the student parking requirements, as follows:

#### PARKING

Parking is planned on a campus-wide basis, and needs for parking near new development are assessed concurrently with development planning. Parking spaces may be located in any sector to accommodate need. There is no minimum parking requirement. Overall, motor vehicle parking is limited to a maximum of ~~9,000~~<sup>12,300</sup> spaces within the MIO (the “parking cap”). Service and load zones, ~~parking for student housing,~~ and accessory off-campus leased or owned spaces are not counted toward the parking cap. Above-ground parking is not counted against the net new 6 million square foot growth allowance in the CMP.

~~Minimum parking standards for new student housing will be one space per unit for family housing and spaces for up to 4 percent of total residents for single student housing.~~

12. Page 68: Under “Parking Lot Typologies,” amend the first paragraph as follows:

#### PARKING LOT TYPOLOGIES

Parking on campus is provided through surface, structured, and underground parking lots of varying sizes. As the campus has grown, surface parking lots have increasingly been replaced by buildings, sometimes without replacing lost parking capacity on that site. ~~1991, the University~~

~~agreed to a parking space cap of 12,300 in the MIO and that same cap is in place today, 25 years later. A parking limit of 9,000 spaces is established to reflect parking use and to discourage single-occupancy vehicular access to the campus.~~

13. Amend the last paragraph on page 68 as follows:

The following types of spaces are excluded from the parking space cap and the parking count in the table: bicycle, loading spaces, the UW vehicle, physical plant vehicle, shuttle, UCAR, and miscellaneous restricted parking spaces, ~~and parking associated with residence halls.~~

14. Amend Table 5 on page 68 of the Master Plan to include parking associated with residence halls.

15. Page 68: Table 5. “Existing Parking Lots within Parking Spaces Cap, 2016” amend the notes at the bottom of the table as follows:

Total – 10,667                      Parking Cap – ~~12,300~~9,000    ~~Under~~Over Cap – ~~1,633~~1,667

16. Page 120: Under “Parking,” amend the first paragraph as follows:

#### PARKING

The existing parking cap of 12,300 parking spaces ~~remains unchanged~~ is reduced to 9,000 parking spaces. All new parking shall remain within the 9,000 ~~12,300~~-parking spaces cap.

17. Page 240: Under “Parking,” amend the first paragraph as follows:

#### PARKING

Parking is planned on a campus-wide basis, and needs for parking near new development are assessed concurrently with development planning. Parking spaces may be located in any sector to accommodate need. Overall, motor vehicle parking is limited to a maximum of 9,000 ~~12,300~~ spaces within the MIO (the “parking cap”). Service and load zones, parking for student housing, and accessory off-campus leased or owned spaces are not counted toward the parking cap. Above-ground parking is not counted against the net new 6 million square foot growth allowance in the CMP.

18. Page 241: Under “Parking,” amend the paragraph in the middle of the page:

Parking access is preferred from streets owned by the University. Where necessary, parking access from streets that are not owned by the University shall be allowed based on the following hierarchy of preference (from most preferred to least preferred). ~~A determination on the~~ The final access location shall balance the need to minimize safety hazards and the feasibility of the access location

based on topography, transit operations, bike infrastructure, vehicle movement, and other considerations. A determination on the final access location shall be made by SDCI, in consultation with SDOT, based on this hierarchy:

- 1. Alley
- 2. Local Access Road
- 3. Minor Arterial
- 4. Major Arterial Street
- 5. Major transit street or street with bicycle facility
- 6. A Designated Neighborhood Green Street

19. Page 260: Under “Introduction,” amend the last paragraph on the page as follows:  
To reinforce the University’s commitment to limiting auto travel, the University shall ~~continue to~~ cap the number of parking stalls available to commuters within the Major Institution Overlay boundary to ~~12,300~~ 9,000. ~~This parking cap has remained unchanged since 1984.~~

20. Page 242: Under “Public Realm Allowance,” amend the second paragraph:

The public realm allowance refers to a minimum zone between the street curb and the edge of building facade, and is intended to provide space for a comfortable and desirable pedestrian experience. ~~The public realm allowance proposed are based upon and maintain the current street widths which the University understands to be sufficient. City of Seattle right-of-way widths are determined by SMC Chapter 23.53 and the Street Improvement Manual, or functional successor. Where required, improvements within the public realm allowance shall comply with any applicable Green Street Concept Plan.~~ The existing curb-to-curb width, plus the linear square feet associated with the public realm allowance defines the extent of impact on development sites.

21. Page 251: Under “Upper Level Setbacks,” amend the first paragraph under “First Upper Level Setback”:

~~Sites with building~~ Buildings with footprints that exceed 30,000 square feet shall maintain a minimum upper-level setback of 20’ along sides of the building where the height exceeds the 45’ podium. ~~Sites with building~~ Buildings with footprints smaller than 30,000 square feet and whose building height exceeds the 45’ podium height shall maintain a minimum upper-level setback of 20’ along at least two edges of the podium. The required upper-level setback shall be provided along the street or major public open space façade if one exists. If necessary to allow flexibility and modulation of the building form, a maximum of 50 percent of the building perimeter may extend up to 90’ without a setback.

22. Page 251: Under “Second Upper Level Setback,” amend the first paragraph as follows:

To create a more gradual transition between University and non-University property, an additional upper level setback shall be required ~~on building edges identified within the Development Standards and Design Guidance maps, pages 174, 189, 298, and 226.~~ for University property as

~~follows: sites with building~~ buildings with footprints that exceed 20,000 square feet and whose building height exceeds 160' that are located along University Way and Campus Parkway, shall ~~be~~ are required to step back an additional 20' at 90' in height along a minimum of one façade, generally the façade facing the more prominent street edge. ~~Sites with building~~ Buildings with footprints that exceed 20,000 square feet and whose building height exceeds 160' that are located along Pacific Street, shall ~~be~~ are required to step back an additional 20' at 120' in height along a minimum of one façade, generally the façade facing the more prominent street edge. The required second upper-level setback shall be provided along the street or major public open space façade if one exists.

23. Page 239: Under “Ground Level Setbacks,” amend the third paragraph:

~~Setbacks may be averaged horizontally or vertically.~~ University structures across a City street or alley from commercial, mixed use, manufacturing, or industrial zones outside the MIO boundary shall have no required ground level setbacks. Pedestrian bridges, retaining walls, raised plazas, sculpture and other site elements shall have no required setbacks requirements.

24. Page 156: Amend the paragraph under “Gateways”:

The University’s UW-Seattle campus is embedded within the larger urban fabric of the city and has multiple points of access. Gateways, including NE 45th Street at 15th Avenue NE, the “landing” of the University Bridge at NE 40th Street, and NE 45th Street at 25th Avenue NE, serve as important access points for pedestrians, bikes, and vehicles, and may provide a welcoming and clear sense of arrival on campus. Gateways also form key points of connectivity between campus sectors. Gateways should include visual enhancements that signify entries into the community, such as landscaping, signage, artwork, or architectural features that will be installed at the discretion of the University.

25. Page 232: Amend the second bulleted paragraph:

~~A new development site: A proposal for a development site not previously approved under the Master Plan is considered a proposed change to the Master Plan and will comply with the City-University Agreement Section II.C.1 – 5, Changes to University Master Plan. shall constitute an exempt Campus Master Plan change, unless the proposal requires a Plan amendment according to the provisions of the City University Agreement because the Director of SDCI (or its successor department) determines that the specific use proposed for a site, within the broad use categories permitted in tables 14 through 17, is inconsistent with the guiding principles or policies of this Campus Master Plan, or because of the use relationship to, or cumulative use impacts upon, area surrounding the University boundary.~~

26. Page 233: Remove the two bulleted paragraphs.

27. Page 261: Amend the first bulleted item and the first sentence of the third bulleted item:



“Convene a transportation agency stakeholder meeting, at least quarterly, to review progress and discuss unforeseen transportation challenges and opportunities. Meeting attendees may comment on but do not have authority to set TMP priorities.”

“Conduct an annual survey and provide the results of its efforts to the City-University Citizen Advisory Committee (CUCAC), SDOT Director, SDCI Director, Seattle City Council members, transportation agency stakeholders, and transit agency partners.”

28. Page 261: Under “Monitoring and Reporting,” amend the text following the bulleted items:

The University’s TMP SOV rate goal is 17% as of the date of this Plan. The goal shall decrease to 15% one year after the opening of the Northgate Link Extension, to 13% one year after the opening of the Lynnwood Link Extension, and to 12% by 2028 or upon the development of six million net new gross square feet, if occurring earlier than 2028 (but no sooner than the opening of the two Link extensions identified above.)

If the University fails to achieve the applicable SOV rate goal, the University shall take steps to enhance the TMP to increase the likelihood that the goal will be achieved. Additional measures will be chosen by the University and may include, but are not limited to:

- Providing a transit pass that covers all transit trips with a minimum University subsidy of 50% for faculty, staff, and students, pursuant to SDCI Director’s Rule 27-2015 and SMC 23.54.016
- Replicating the student U-Pass “opt-out” program with faculty and staff to encourage participation among campus populations less likely to use transit
- Expanding the U-Pass to integrate payment for other transportation options, such as car-share or bike-share
- Implementing performance-based parking strategies, including charging more for high-demand parking lots
- Replacing monthly parking permits with a pay-by-use parking payment model

~~In 2028, if the University has not failed to timely reached its SOV rate goal of 17%, 15%, 13%, or 12% for a period of 24 months after the deadlines identified above have been reached, the Director of Seattle Department of Construction and Inspections (SDCI) or its successor agency shall not issue master use permits or building permits shall not be issued for proposed development (other than maintenance, emergency repair, or other minor projects) within the MIO. if the University exceeds the 15% SOV goal over two consecutive years beginning in 2029. The Director of the Seattle Department of Construction and Inspections (SDCI)(or its successor agency) The SDCI Director shall withhold permits deny permit applications until the University has it has been reasonably demonstrated to the satisfaction of the Director that it will implement additional mitigation measures shall be implemented that shall meet or restore the University student, faculty,~~

~~and staff that will achieve the SOV rate to 15%. This measure shall not be applied to maintenance, emergency repair, or other minor projects proposed by the University.~~

29. Pages 50-51: Under “Movement to and from Campus” amend this section as follows:

#### MOVEMENT TO AND FROM CAMPUS

The University of Washington has an extremely desirable mode split—a term used to describe the various ways students, faculty and staff travel to and from campus. Its single occupancy vehicle (drive-alone) rate is low at ~~20~~ 17 percent of campus commutes, while walking, biking and transit collectively account for ~~72~~ 76 percent of campus commutes. The introduction of light rail is anticipated to further modify the mode split. The mode split is discussed in greater detail in the Transportation Management Plan Chapter, the University of Washington Master Plan Seattle Campus Annual Reports, and the Transportation Discipline Report in the CMP EIS.

The mode split aligns with the findings from the campus wide MyPlaces survey as part of the Campus Landscape Framework, in which individuals were asked to identify key campus gateways, or locations at which individuals enter the campus. Details of the mode split analysis methods and history are provided in the Transportation Discipline Report of the CMP EIS. In the mode split analysis, the intersection of 15th Avenue NE and Campus Parkway emerged as the primary gateway to campus, which aligns with Campus Parkway’s identity as one of two significant transit hubs near campus (the second hub is located at the Montlake Triangle). Additional gateways are also located along 15th Avenue NE and at the intersection of 45th Street and Memorial Way, which further reinforces the need to better integrate the entrances to campus with the surrounding urban context. Fewer gateways were identified along the edges of East Campus, which signals the need to improve connections between the Central and East Campus sectors generally.

The campus wide mode split for faculty, staff and students is taken from a U-Pass survey of travel modes to the campus in the morning. The 2015 survey’s results ~~are~~ were consistent with survey results from the last decade, and showed the drive alone to campus rate ~~is~~ was approximately 20%. ~~however, However,~~ the 2016 survey’s results, which represent the conditions after the opening of the Husky Stadium light rail station, indicate a drive alone rate of only ~~18%~~ 17%. The Transportation Discipline Report describes the analysis and ~~is~~ was based on the more conservative 20% drive alone mode split from 2015. The Campus Master Plan is based on the 2016 mode split of 17%.

30. Pages 51: Figure 32. 2015 Mode Split (Morning Arrivals to Campus):

Update Figure 32 to reflect the 2016 Mode Split from the 2016 U-Pass annual survey results.

31. Page 260: Under “Introduction,” amend the second paragraph:

Beginning in 1983, the University’s commitment to managing its transportation impacts was formalized in its Transportation Management Plan, which embodies the intent to expand commuting options for University students, staff, and faculty, and to shift travel habits away from single occupancy vehicles. The primary goal of the University’s TMP is to reach a 15% 12% single occupancy vehicle rate by 2028. Through its active and innovative efforts, the University has successfully kept single occupant vehicle trips under 1990 level despite a 35% increase in campus population.

**32. Page 260: Under “Transportation Management Plan Goal”**

Limit the proportion of drive-alone trips of student, staff and faculty to 15% by 2028, one year after opening of the Northgate Link Extension, to 13% one year after opening of the Lynnwood Link Extension and 12% by 2028 or the development of six million net new gross square feet, whichever is earlier (but no sooner than the opening of the two Link Extensions).

**33. Maintain the existing MIO height limitations for properties along University Way north of Campus Parkway (105’ for Site W19 and 65’ for site W20). Amend Table 10: Maximum Building Ht. Limit and Figures 125, 150, 153 and 191 to show the MIO height limitation of 105 ft. for Site W19 and 65 ft. for Site W20.**

**34. Limit structure height on development sites W31 and W32 to 30 ft. and amend Table 10 “Conditioned Down Building Heights” accordingly.**

**35.**

(a) Pages 208 – 209 (Figure 169): Change to a Secondary Access Corridor the Priority Pedestrian Connector that extends southward from the northern end of Portage Bay Vista. Also change to Secondary Access Corridors two of the three northeast-southwest-oriented Priority Pedestrian Connectors (the three that are perpendicular to NE Pacific St.). List the symbols used to identify the Secondary Access Corridors in Figure 169’s key on page 209 under “Development Standards.”

(b) Page 240: Under “South Campus Green,” add the following to the end of the second paragraph:

The design and implementation plan for the Greens and South Campus section of the continuous waterfront trail shall include the final locations and dimensions of mid-block corridors, secondary access corridors and priority pedestrian connectors represented in Figure 169.

(c) Page 244: Add the following new development standard before “Shorelines”:

**Secondary Access Corridors**

Secondary access corridors are required in the approximate locations identified in Figure 169. Secondary access corridors are to be welcoming pedestrian corridors that provide public access,

and views where possible, from NE Pacific Street into the South Campus and South Campus section of the continuous waterfront trail. These corridors shall be a minimum width of 12' and, where possible, open to the sky.

36. Page 251: After the last paragraph under “View Corridors,” add:

When proposing to develop sites adjacent to or within the 12 view corridors described on Table 19 (pages 252 and 253), the University shall provide more detailed analysis of the existing or proposed views and demonstrate how the proposed development will maintain existing or proposed view corridors.

37. Page 252: Amend the View Corridor 8 description as follows:

View: Looking south at Portage Bay. The Mercer Court Apartments frame the east edge of the view corridor, with the tower of the proposed development site W37 framing the west edge. The view is of Lake Union generally to the southwest from the west pedestrian walkway along the University Bridge, at the edge of the existing UW Northlake building.

38. Page 253: Replace the View Corridor 8 graphic with the new one the University submitted to SDCI that is consistent with other view corridor graphics in terms of formatting.

39. Page 6: Amend the third paragraph under “Purpose and Context”:

~~Work on this CMP began in 2015 so that by 2018, the 2018 CMP would be in place to accommodate the Seattle campus’ growth demands. Between 2015 and 2018, the University of Washington developed this long-term vision for the Seattle campus as well as a 10-year conceptual plan for campus growth that~~ balances provides for the preservation of historic campus assets with intensive investment.

40. Page 8: Amend the paragraph under “Guiding Principles”:

The CMP creates a framework designed to enable the UW’s continued evolution as a 21<sup>st</sup> century public higher education research and service institution. The CMP ~~balances provides for~~ the preservation of historic campus assets with increased density, and relies on the University’s strategic goals, academic, research, and service missions, and capital plan objectives, to inform the physical development of the campus. Five overarching principles guide the 2018 CMP:

41. Page 24: Amend paragraph Nos. 1, 3, and 5 under “Regulatory Authority and Planning Process”:

1. Pursuant to RCW 28B.20.130, ~~the University of Washington Board of Regents exercises full control of the University and its property has~~ “full control of the University and its property of various kinds, except as otherwise provided by State law.” Pursuant to RCW 36.70A.103 and .200,

“[s]tate agencies shall comply with the local . . . development regulations and amendments thereto adopted pursuant to this chapter,” but “[n]o local . . . development regulation may preclude the siting of essential public facilities,” including “state education facilities.” The Washington Supreme Court has ruled that the University is a state agency and that the Regents’ “full control” under RCW 28B.20.130 is limited by RCW 36.70A.103.

3. The City-University Agreement governs preparation of the CMP. Consistent with the City-University Agreement and the City’s Major Institutions Code, the CMP includes design guidance, development standards of the underlying zoning, and other elements unlike those applicable to other major institutions which differ from or are in addition to those included in the City’s Major Institutions Code, consistent with the City-University Agreement. A Major Institution Overlay (MIO) district and boundaries are established through the CMP adoption and eCity ordinance.

5. ~~The University shall comply with the provisions of the Seattle Shoreline Master Program and other applicable State or Federal laws.~~ University development remains subject to City development regulations that do not constitute development standards of the underlying zoning and do not preclude the siting of an essential public facility within the meaning of RCW 36.70A.200.

42. Page 150: Amend the paragraph under “Introduction”:

Chapter 6 contains detailed information on the 10-year conceptual plan for campus, including sector-by-sector descriptions of the design goals for each area. This Chapter further provides information on the University’s Project Review Processes, and includes non-binding design guidance. Although non-binding, design guidance will be implemented through capital project design and environmental review carried out by the Architectural Commission, the University Landscape Advisory Committee, the Design Review Board (all as applicable), and project design teams. ~~In a few places, Several figures reference development standards are referenced;~~ these standards of the underlying zoning are set out and explained further as mandatory requirements in Chapter 7.

43. Page 151: Amend the paragraph under “Demolition”:

~~Demolition is permitted prior to future development as long as sites are left in a safe condition and free of debris. Demolition may be permitted prior to future development where authorized by any required permit. Demolition permits are may be submitted in advance of a building site being selected for development and any grading work is reviewed under the Grading Code (SMC Chapter 22.170). Demolition of any structure, including any structure that is more than 25 years old or historic, is allowed if authorized by the UW Board of Regents.~~

44. Page 153: Amend the first four sentences of the first paragraph under “History of Stewardship by the Board of Regents”:

Over the last century, the University of Washington Board of Regents has been the steward of the University of Washington campus. The Regents recognize the value of the campus setting to the University, the greater University area community, the City of Seattle, the State of Washington, and future generations. The University is As a state institution of higher education and a state agency. Pursuant to RCW 28B.20.130, the Regents “have full control and authority over the development of the campus of the university and its property of various kinds, except as otherwise provided by law.” The institution is encumbered with a public purpose that is essential to the future of the State, and this purpose requires that the campus continue to be developed to meet the growing and changing education needs of the State. Pursuant to RCW 36.70A.103 and .200, “[s]tate agencies shall comply with the local . . . development regulations and amendments thereto adopted pursuant to this chapter,” but “[n]o local . . . development regulation may preclude the siting of essential public facilities,” including “state education facilities.” The Washington Supreme Court has ruled that the University is a state agency and the Regents’ “full control” under RCW 28B.20.130 is limited by RCW 36.70A.103.

45. Page 155: Amend the paragraph preceding “The Historic Resource Addendum (HRA)”:

The review of historic resources on the campus utilizes the process stated above. In 2017, the Washington State Supreme Court concluded:

The plain language of the current statutes provide that the Regents’ authority is subject to limitation by applicable state statutes, including the GMA’s provision that state agencies must comply with local development regulations adopted pursuant to the GMA. UW property that is located in Seattle is thus potentially subject to the [the City’s Landmarks Preservation Ordinance] absent a specific, directly conflicting statute.

University of Washington v. City of Seattle, 188 Wn.2d 823, 845, 399 P.3d 519 (2017), and does not include a review under the City of Seattle’s Landmark Preservation Ordinance. The University’s position is that it is not subject to the ordinance, as the University of Washington Board of Regents has full control and authority over all development on campus.<sup>†</sup>

<sup>†</sup>~~Arguments related to this topic have been heard by the Washington Supreme Court. A decision is pending.~~

46. Page 230: Amend the first paragraph under “Introduction”:

Consistent with SMC 23.69.006.B, this~~This~~ chapter outlines the development standards of the underlying zoning that guide proposed regulate development within the campus boundaries. The City-University Agreement requires that all University of Washington development within the Major Institution Overlay (MIO) boundary follow the standards outlined in this chapter. While Chapter 6 includes design guidance to be used to achieve the design intent for the campus, this

chapter includes the required development standards of the underlying zoning for campus development.

47. Page 238: Delete all text in its entirety and replace it with the following:

Subject to a Major Institution Overlay (MIO), as shown on page 26, a variety of zoning designations make up the underlying zoning of the Campus. As of the date of this Master Plan, the development standards of the underlying zoning are found in the provisions of SMC Chapters 23.43 through 23.51B, SMC 23.54.016.B, and 23.54.030 relevant to those zones.

This Chapter contains the development standards that supplant the development standards of the underlying zoning within the MIO boundary as allowed by SMC 23.69.006.B and the City-University Agreement. The development standards in this Chapter are tailored to the University and its local setting, and are intended to allow development flexibility and improve compatibility with surrounding uses.

Development standards of the underlying zoning not addressed in the Master Plan may be developed in the future by the University, provided they are consistent with and guided by the goals and policies of the City-University Agreement, the goals and policies of this Master Plan, and the process for any amendments to the Plan required by the City-University Agreement. Lack of specificity in the Master Plan development standards shall not result in application of provisions of underlying zoning.

University development remains subject to all other City development regulations that do not constitute development standards of the underlying zoning and do not preclude the siting of an essential public facility within the meaning of RCW 36.70A.200.

48. Page 241: Delete the fifth, one-sentence paragraph under “Parking”:

~~All new development shall consider opportunities for bike parking facilities.~~

49. Page 267: “Bicycle,” amend as follows:

#### Bicycle

Bicycling is a reliable, active, space-efficient, and carbon-free commute option for UW students, faculty, and staff. For neighborhoods close to campus, bicycling commuting times can rival those of transit or driving. Reliable door-to-door travel times likely contribute to the popularity (according to U-PASS survey data) of bicycling among faculty, who are otherwise more likely to drive alone. The University of Washington has long supported bicycle commuting through infrastructure and programming. Continued investment in the capacity and security of campus bicycle parking, quality of campus bicycle routes, and innovative educational and encouragement programming shall accommodate growth in the number of bicyclists reaching the growing campus.



The University of Washington currently supplies bicyclists with multiple locations for securing and storing their bicycles on campus. High security parking and showers are available at some campus locations for students, faculty and staff. Bike lockers and space in cages can be rented for a fee on a quarterly or annual basis. Bicycle routes on the Burke-Gilman Trail and University Bridge and elsewhere provide bike access to campus. The Burke-Gilman Trail provides excellent access to West, South and East Campus locations. Bike routes are outlined in the CMP. The University completed a corridor study and design concept plan for expansion of the Burke-Gilman Trail in 2012 and is working toward implementing these improvements as funding allows.

## POTENTIAL BICYCLE IMPROVEMENT STRATEGIES

1. Plan a comprehensive on-campus bicycle network that provides desirable bicycle facilities while reducing conflicts with other modes, enhancing the pedestrian experience throughout campus.
2. Work with partners to develop connections to and from key neighborhoods, regional bicycle facilities, and transit hubs.
3. Work with the City and transit agencies to improve sidewalks, transit stops, and other bicycle amenities near transit services and hubs including consideration of space for secure bicycle parking.
4. Coordinate with the City to create bicycle connectivity through the street network, particularly along the University Bridge, Montlake Bridge, Brooklyn north to Ravenna Park, and west over I-5.
5. Improve the connectivity and interfaces of the off-campus bike network, the Burke- Gilman Trail, and Central Campus.
6. Improve the capacity of the Burke-Gilman Trail as defined in the Burke-Gilman Design Concept plan as funding allows.
7. Provide adequate bike parking supply to serve demand.
8. Improve quality and security of bike parking through investments to expand covered and high-security parking, lighting, lockers, and shower facilities.
9. Develop a Bicycle Parking Plan that identifies a toolbox of parking solutions and design standards.
10. Investigate ways to reduce bicycle thefts.

11. Encourage transit agencies to identify strategies for accommodating increased bicycle travel demand on transit.
12. Consider integrating programs (like future bike share and secure bike parking) into the U-PASS and work with partner agencies to expand these mobility options with connections to transit hubs and other campus destinations.

50. Page 244: Amend the second paragraph under “Shorelines” (including the addition of a footnote) to recognize that any amendment to the Shoreline Master Program must be made by the City Council and approved by the Washington State Department of Ecology:

The Shoreline Management Act (SMA) regulates development, uses, and modifications of shorelines of the state in order to protect the ecological functions of shoreline areas, encourage water-dependent uses, provide for maximum public access, and preserve, enhance, and increase views of the water. The City of Seattle has adopted implementing regulations for the Shoreline Management Act for development and use of shorelines within the City limits. The City’s shoreline regulations, called its Shoreline Master Program (SMP), are currently found in SMC Chapter 23.60A. There are currently three shoreline environments within the MIO: the Conservancy Preservation environment, the Conservancy Management environment, and the Urban Commercial environment, as shown on pages 110 to 111. The University follows applicable SMP regulations for University development proposed within the shoreline. The applicable regulations ~~are will be~~ those in effect on the date of adoption of this Master Plan if: (1) the City amends the SMP to so provide; and (2) the Washington State Department of Ecology approves that amendment.<sup>13</sup> ~~If those conditions are not met, the applicable regulations will be those applied pursuant to City and Washington vested rights law. For existing buildings within the shoreline environment, regular repair, maintenance and restoration is allowed, provided such activity is consistent with the SMP.~~

<sup>13</sup> As of the date the University submitted a final draft of this Master Plan to the City Department of Construction and Inspections, SMC 23.60A.016.D stated: “Nothing in this Chapter 23.60A changes the legal effect of existing approved Major Institution Master Plans adopted pursuant to Chapter 23.69 or Ordinance 121041.”

51. Page 246: Amend the first sentence of the third paragraph under “Structure Height Limits”:

~~All development within the Shoreline District, which is all development within 200 feet of the shoreline and associated wetlands, is restricted to a~~ the maximum building height of 30 feet specified in SMC Chapter 23.60A.

52. Page 254: Insert a sentence after “Definitions” and before “Development”:

Where a conflict exists between the definitions in this Plan and those in SMC Chapter 23.84A or SMC Chapter 23.86, the definitions in this Plan shall apply.

53. Page 255: Amend the paragraph under “MIO” to accurately reflect legislative history:

The Major Institutional Overlay (MIO) boundary defines the extent of the campus that is governed by the City-University Agreement, and the development standards defined within this CMP. The MIO boundary was established by Ordinance 112317 and subsequently amended.

54. Page 104: clarify how waterfront trail relates to Shoreline Public Access Plan by revising the text in the last bullet point on the page to say:

The University has proposed a Shoreline Public Access Plan as part of the CMP that incorporates and supports the continuous waterfront trail. The trail’s design will incorporate the Access Plan improvements that relate to the trail shown on pages 108-111. Refer to those pages 108 to 111 for more information about the Shoreline Public Access Plan.

55. Page 108: Delete the following paragraph, because commercial uses are not public access uses.

~~Commercial water dependent uses, including moorage for private boats and boat rentals, may be included in the Urban Commercial shoreline in West Campus where their requirements do not conflict with the water dependent uses of the College of Ocean and Fishery Sciences or limit public access to the waterfront. Potential uses could include a passenger ferry dock. Uses which would require additional single purpose public parking shall be discouraged.~~

56. Delete the following statement on page 108, at the end of the South Campus discussion:

~~The public dock in South Campus would be removed.~~

57. Page 108: Clarify the approval process for the Shoreline Public Access Plan in the introduction:

This section provides the University’s Shoreline Access Plan. It is a combination of both existing and new elements. Please refer to pages 48 and 49 for information on existing shoreline access conditions. It shall be binding upon University development within the shoreline district when the City approves the Access Plan pursuant to SMC 23.60A.164.K. ~~It is a combination of both existing and new elements. Please refer to pages 48 to 49 for information on existing shoreline access conditions.~~ Any modifications to the Shoreline Access Plan will be processed pursuant to the City-University Agreement’s provisions for amendments to the CMP.

58. Page 240: Add text to the end of the final paragraph under the heading “Continuous Waterfront Trail”:

The University has proposed a Public Access Plan as part of the CMP that supports the continuous waterfront trail. Refer to pages 108 to 111 for more information about the Public Access Plan. The continuous waterfront trail design and implementation plans will show the existing and proposed shoreline public access plan improvements documented on pages 108-111 that are part of the trail.

59. Page 109: Add the following after the recommended text regarding the continuous waterfront trail:

Boat Launch Access Points

The design and implementation plan will evaluate the need for new hand-carry boat launch access points and will provide for additional signage for all existing and proposed boat launch access points.

60. Prior to issuance of any demolition, excavation, shoring, or construction permit in West, South, or East Campus, provide a Construction Management Plan that has been approved by SDOT.

The submittal information and review process for Construction Management Plans are described on the SDOT website at: <http://www.seattle.gov/transportation/cmp.htm>

61. Pages 234-237: Amend Tables 14 – 17 to list the year of construction for all existing buildings on identified development sites.

62. If SDOT determines that new traffic signals are warranted at the following intersections while the Master Plan is in effect, the University will pay the indicated proportional share of the cost of the new signals: University Way NE/NE 41st Street, 24.5%; and 6th Avenue NE/NE Northlake Way, 15.1%. The University will have one year following delivery of an itemized accounting from SDOT of the new signal cost for an intersection to pay its indicated share for that intersection. The amount of new signal cost for which the University will be required to contribute a proportional share will not exceed \$500,000 per intersection (adjusted upward by 3.5% annually from the date of final CMP approval to the date the University receives the accounting for the relevant intersection).

63. The University will contribute 9% of the costs of ITS improvements at the time of ITS implementation within the primary impact zone, and 3.3% of the costs of ITS improvements at the time of ITS implementation within the secondary impact zone. The University's contribution will be capped at \$1.6 million for ITS improvements in the primary impact zone, and \$293,000 for ITS improvements in the secondary impact zone. Both caps will be adjusted upward by 3.5% annually from the date of final CMP approval until the delivery to the University of an itemized accounting of improvement costs from SDOT. The University will have one year following delivery of an itemized accounting of improvement costs from SDOT to pay its contribution.

64. Upon development of six million net new square feet, the University will measure the demand-to-capacity ratio on routes serving Campus Pkwy near Brooklyn Ave NE. If the ratio on a route exceeds 96 percent, the University shall pay King County-Metro the operating costs for two additional bus transit coaches in both the AM and PM peak hours to provide additional capacity on routes serving Campus Pkwy near Brooklyn Ave NE. Operating costs for each additional bus transit coach is defined as the cost of the driver and the costs of maintenance and repairs.

65. The University shall fund capital improvements, proposed by SDOT in consultation with the University, to improve transit performance within the Primary and Secondary Impact Zones. Payments are due by the following dates or prior to completion of the following development increments, whichever occurs first:

- 1: Issuance of certificates of occupancy for 500,000 net new gross square feet or by January 1, 2023: \$2.5 million
2. Issuance of certificates of occupancy for 1 million net new gross square feet or by January 1, 2026: \$2.5 million
3. Issuance of certificates of occupancy for 1.5 million net new gross square feet or by January 1, 2029: \$2.5 million
4. Issuance of certificates of occupancy for 2 million net new gross square feet or by January 1, 2032: \$2.5 million
5. Issuance of certificates of occupancy for 2.5 million net new gross square feet or by January 1, 2035: \$2.7 million

Payments are listed in 2017 dollars but will be adjusted upward by 3.5 percent on January 2 of each year to account for inflation. If the University develops significantly less square footage per phase than the amount described above, the University and the City may negotiate in good faith to adjust the payment schedule.

66. The University shall dedicate space at new developments adjacent to existing and future Link light rail stations and RapidRide stops to better accommodate higher volumes of transit riders, provide better connections between modes, accommodate shared mobility services, and provide transportation information related to travel and transfer options.

67. The University shall upgrade the campus gateway at 15th Ave NE/NE 43rd Street as adjacent sites redevelop to comply with the Americans with Disabilities Act, and, without undertaking an obligation to act, consult with SDOT to identify opportunities to implement the U District Urban Design Framework streetscape concept plan connection between this campus entrance and the new U District light rail station.

68. The University shall expand, or pay SDOT for transit stop expansion, at 15th Avenue NE/NE 42nd Street and NE Pacific Street/15th Avenue NE as part of the NE 45th St/15th Ave NE/NE Pacific St RapidRide implementation.

69. The University shall separate pathways for bicyclists and pedestrians on the Burke-Gilman Trail through the campus, and install lighting following the University’s Facilities Design Guidelines and Campus Illumination Study, or successor documents, by 2024.

70. The University shall widen the Burke-Gilman Trail between Brooklyn Avenue NE and 15th Avenue NE (the Garden Reach) by 2028 or when site W27 develops. The University shall widen the Burke-Gilman Trail north of Rainier Vista (the Forest Reach) when sites C8 or C10 develop, or as opportunities permit.

71. The existing trip cap shall be maintained.

72. The University shall correct for typographical errors in the Master Plan as follows:

- a. Page 8, first sentence in top of third column: in the Development Standards ~~Chapter~~ Chapter
- b. Page 27, last sentence: For underlying zoning within the University’s MIO boundary, please refer to the City of Seattle’s Official Zoning Map, copies of which are included on pages 290 and 291 (Figures 201-204).
- c. Page 71, graphic change: remove extra line break before “Figure 55.”
- d. Page 94, last bullet: Please reference the ~~Project Review and Design Guidance~~ chapter section on page 156.
- e. Page 103, open space commitment text: The land inside the dotted line in Figure 98 is preserved for a future open space in Central Campus and East Campus, but is not intended to be completed within the 10-year conceptual plan.
- f. Page 126, Transfer of Development Capacity: The growth allowance may be moved between development sites and between sectors as outlined on page ~~255-233~~ 255-233 of the Development Standards chapter.
- g. Page 130, second to last paragraph: For more information about partnership space needs, please refer to the space needs section on pages ~~34 through~~ 34-35.
- h. Page 154, second paragraph: Registered State and Federal Historic Buildings are identified ~~in~~ on page 92 (Figure 78).
- i. Page 157, first sentence: The maps on pages 174, ~~189-195~~, 208, and 226 (Figures 137, 157, 169, and 185) identify priority pedestrian connectors....

- j. Page 207, graphic change: modify building envelopes and labels for S38, S39, S40, S41 and S45 to be 200’.
- k. Page 242, third bullet point: change “Pacific Avenue NE” to “NE Pacific Street.”
- l. Page 243, Figure 189: change “Pacific Avenue” to “Pacific Street” in figure graphic and caption text.
- m. Page 319, update description of Figure 189 to say “Section through Pacific Street.”
- n. Page 251, View Corridors paragraph: Therefore, campus development is prohibited within designated view corridors that are depicted on ~~Figures 192 to 195~~ page 257 (Figure 193); on pages 174, 195, 208, and 226 (Figures 137, 157, 169; and 185); and in the table and accompanying graphics on pages 252 to 253.
- o. Page 264, Table 21: Change the top cell under “Faculty” to \$308 instead of \$150.
- p. Page 73 and 123, figures 59 and 111: clarify that current zoning on the north side of NE 41<sup>st</sup> Street between 11<sup>th</sup> Avenue NE and 12<sup>th</sup> Avenue NE allows heights up to 105’.

73. Page 255: Amend the paragraph under “Growth Allowance” as follows:

### **GROWTH ALLOWANCE**

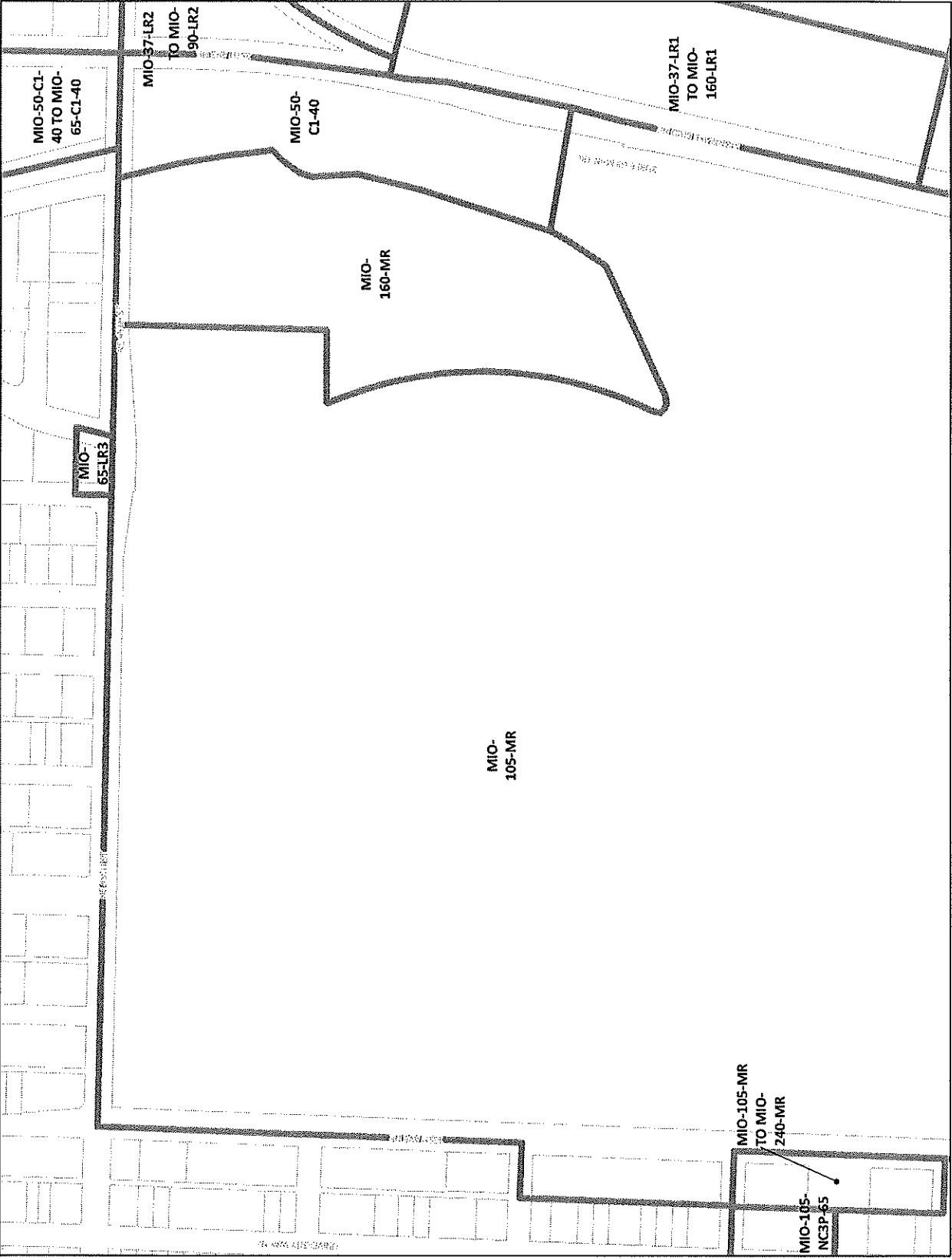
The phrase “growth allowance” refers to the 6.0 million gross square footage of net new development approved within the University’s MIO boundary and authorized by ~~under~~ this CMP. Square footage of above-ground parking, child care uses, housing that is permanently affordable to households earning less than 80% of Area Median Income, and square footage on the ground floor of buildings containing small businesses are exempt from the growth allowance limit. ~~is not counted against the net new 6.0 million square foot growth allowance in the CMP.~~

74. Page 143: Amend the last paragraph under “Storm Drainage”

There are currently no known capacity issues with the University’s storm drainage systems, but storm drainage shall be evaluated as new development occurs. If capacity issues are identified, the University will use best management practices to reduce stormwater overflows and discharges into waterways, to the extent practicable.



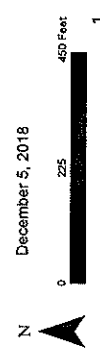
**Attachment 2:  
Amendments to the  
Official Land Use Map  
Chapter 23.32 of the  
Seattle Municipal Code  
Central Campus (North)**



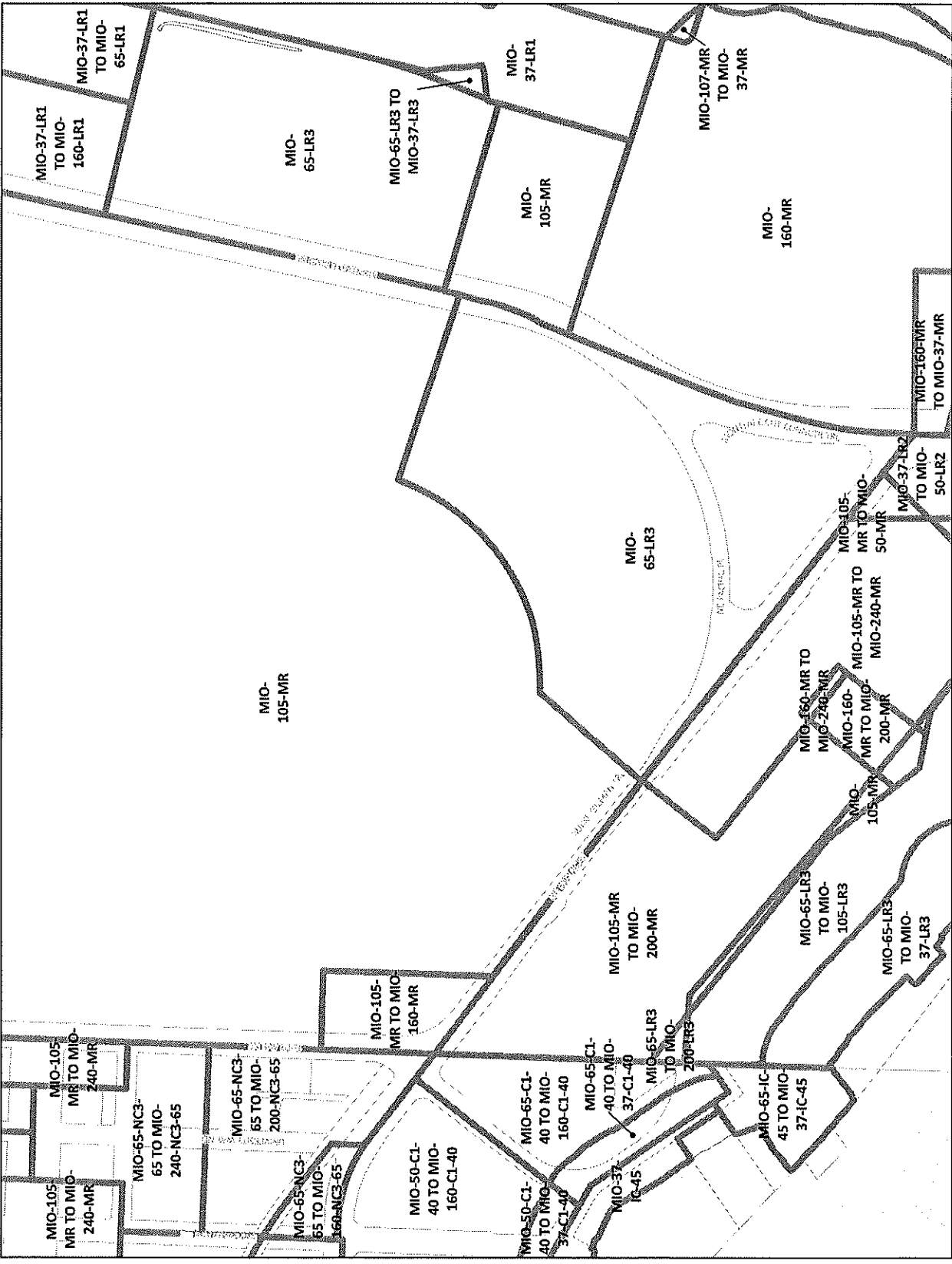
**Legend**

- Major Institution Zoning
- Parcels

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accompany this product.



December 5, 2018

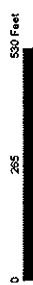


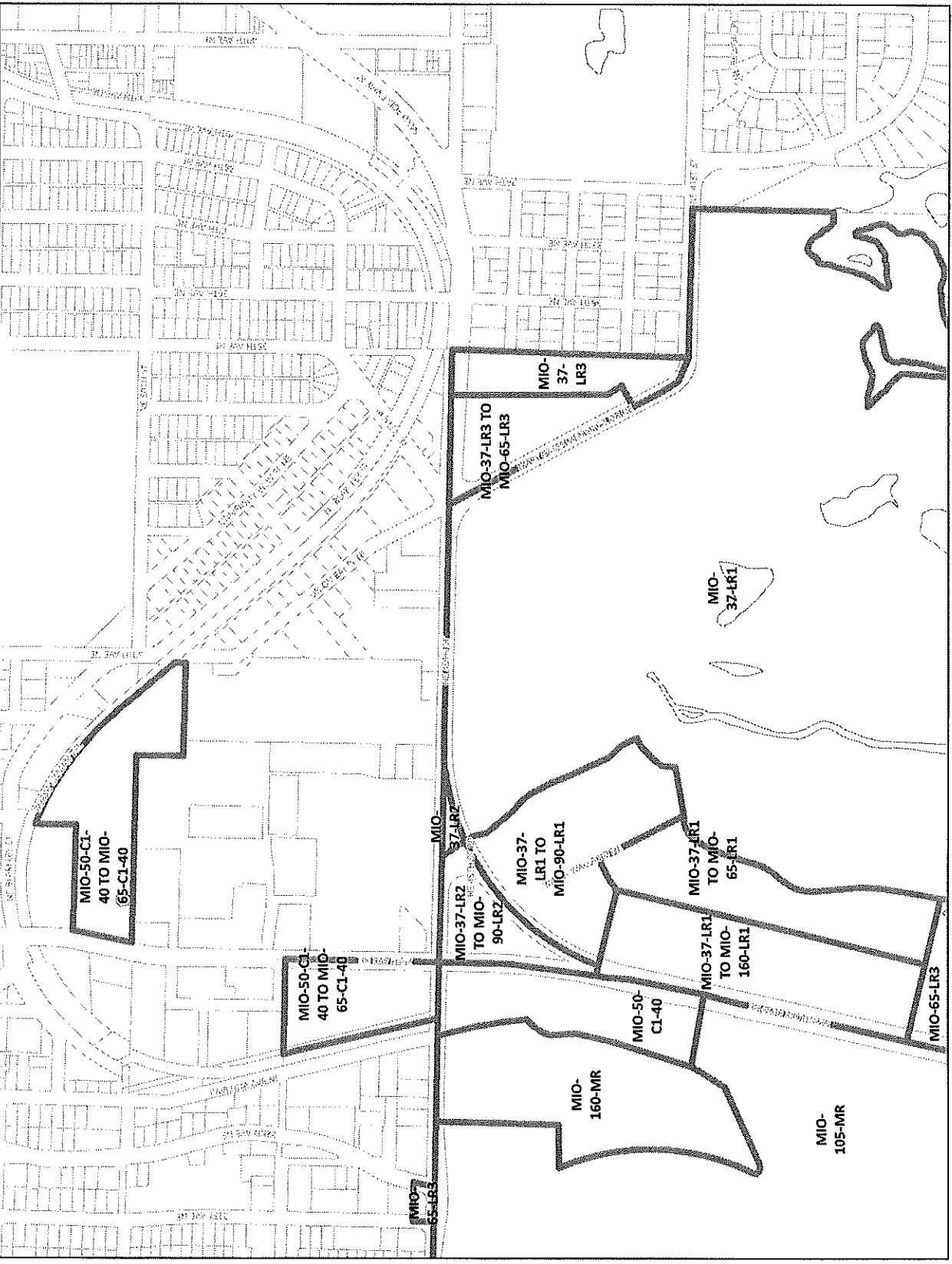
**Attachment 2:**  
**Amendments to the**  
**Official Land Use Map**  
**Chapter 23.32 of the**  
**Seattle Municipal Code**  
**Central Campus (South)**

**Legend**  
 Major Institution Zoning  
 Parcels

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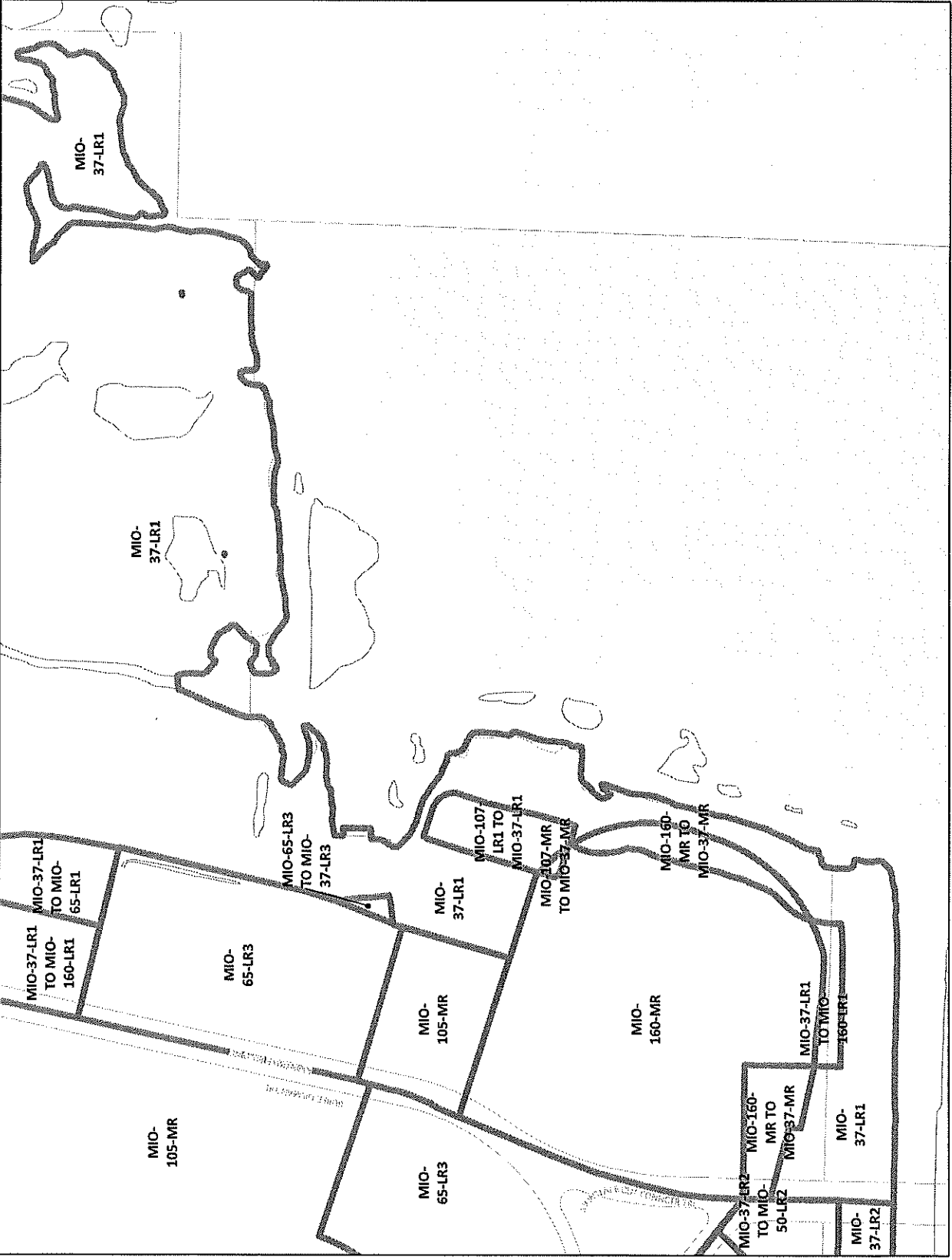


**Attachment 2:  
Amendments to the  
Official Land Use Map  
Chapter 23.32 of the  
Seattle Municipal Code  
East Campus (North)**

**Legend**  
 Major Institution Zoning  
 Parcels

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accompany this product.

December 5, 2018  
  
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**Attachment 2:**  
**Amendments to the**  
**Official Land Use Map**  
**Chapter 23.32 of the**  
**Seattle Municipal Code**  
**East Campus (South)**

**Legend**

- Major Institution Zoning
- Parcels

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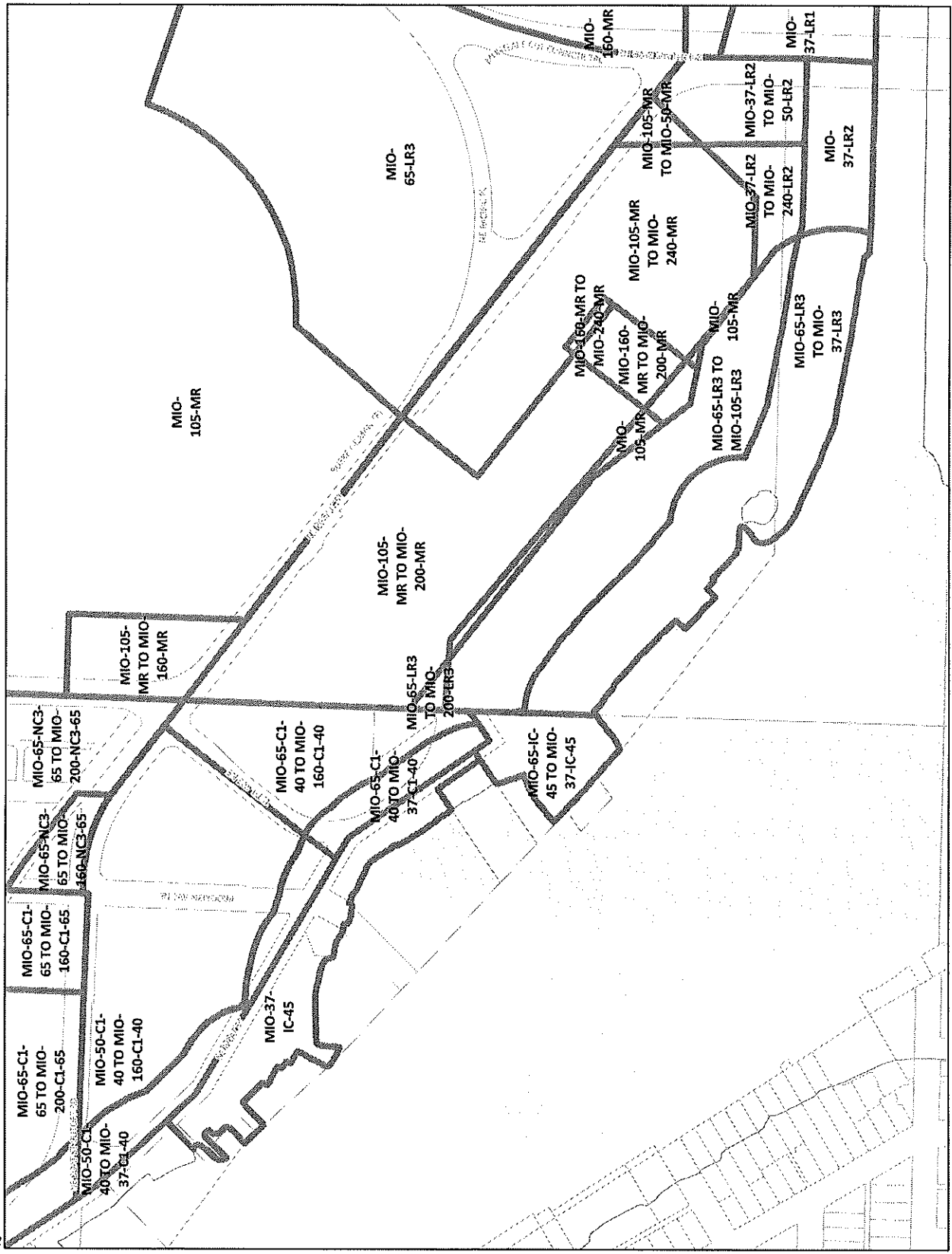
December 5, 2018

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**Attachment 2:**  
**Amendments to the**  
**Official Land Use Map**  
**Chapter 23.32 of the**  
**Seattle Municipal Code**  
**South Campus**

Att 2 - Amendments to the Official Land Use Map  
 V3



**Legend**  
 Major Institution Zoning  
 Parcels

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## Attachment 3

### Seattle City Council Findings of Fact Related to the University of Washington 2018 Seattle Campus Master Plan

The City Council adopts the following findings of fact regarding the University of Washington 2018 Seattle Campus Master Plan (Clerk File 314346), as proposed by the Seattle Hearing Examiner on January 17, 2018 and as amended by the Council.

#### BACKGROUND

##### **University of Washington**

1. The University of Washington is a state institution of higher education. The University is a fully accredited publicly-funded university. The University's primary mission is "the preservation, advancement, and dissemination of knowledge."<sup>1</sup> It carries out this mission and provides education, research and patient care.<sup>2</sup>

2. The University's academic program is divided into 14 schools and colleges (containing approximately 125 academic departments and degree programs).<sup>3</sup> The University's library system is one of the largest research libraries in North America, with over five million annual users.<sup>4</sup> In 2014, the University educated 43,724 full-time equivalent ("FTE") students on its Seattle campus, and it conferred more than 15,000 degrees.<sup>5</sup>

##### **Legal Framework for Master Plan**

3. Code. Seattle Municipal Code (SMC) Section 23.84A.025 defines a "Major Institution" as "an institution providing medical or educational services to the community. A Major Institution, by nature of its function and size, dominates and has the potential to change the character of the surrounding area and/or create significant negative impacts on the area. To qualify as a Major Institution, an institution must have a minimum site size of sixty thousand (60,000) square feet of which fifty thousand (50,000) square feet must be contiguous, and have a minimum gross floor area of three hundred thousand (300,000) square feet. The institution may be located in a single building or a group of buildings that includes facilities to conduct classes or related activities needed for the operation of the institution."

4. The SMC requires that each major institution have a Major Institution Master Plan approved by the City Council, as provided in Chapter 23.69. SMC 23.69.002 states that the purpose of the chapter is to regulate major educational and medical institutions in order to:

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<sup>1</sup> Exhibit D1 at 16

<sup>2</sup> Exhibits A26-27, A31

<sup>3</sup> Exhibit A19 at 2-9 to 2-10.

<sup>4</sup> *Id.*

<sup>5</sup> *Id.* at 3.7-2; Exhibit A26 at 3.



- A. Permit appropriate institutional growth within boundaries while minimizing the adverse impacts associated with development and geographic expansion;
- B. Balance a Major Institution's ability to change and the public benefit derived from change with the need to protect the livability and vitality of adjacent neighborhoods;
- C. Encourage the concentration of Major Institution development on existing campuses, or alternatively, the decentralization of such uses to locations more than two thousand five hundred (2,500) feet from campus boundaries;
- D. Provide for the coordinated growth of major institutions through major institution conceptual master plans and the establishment of major institution overlay zones;
- E. Discourage the expansion of established major institution boundaries;
- F. Encourage significant community involvement in the development, monitoring, implementation and amendment of major institution master plans, including the establishment of citizen's advisory committees containing community and major institution representatives;
- G. Locate new institutions in areas where such activities are compatible with the surrounding land uses and where the impacts associated with existing and future development can be appropriately mitigated;
- H. Accommodate the changing needs of major institutions, provide flexibility for development and encourage a high quality environment through modifications of use restrictions and parking requirements of the underlying zoning;
- I. Make the need for appropriate transition primary considerations in determining setbacks. Also setbacks may be appropriate to achieve proper scale, building modulation, or view corridors;
- J. Allow an increase to the number of permitted parking spaces only when it is 1) necessary to reduce parking demand on streets in surrounding areas, and 2) compatible with goals to minimize traffic congestion in the area;
- K. Use the TMP to reduce the number of vehicle trips to the major institution, minimize the adverse impacts of traffic on the streets surrounding the institution, minimize demand for parking on nearby streets, especially residential streets, and minimize the adverse impacts of institution-related parking on nearby streets. To meet these objectives, seek to reduce the number of SOVs used by employees and students at peak time and destined for the campus;
- L. Through the master plan: 1) give clear guidelines and development standards on which the major institutions can rely for long-term planning and development; 2) provide the neighborhood advance notice of the development plans of the major institution; 3) allow the city to anticipate and plan for public capital or programmatic actions that will be needed to accommodate development; and 4) provide the basis for determining appropriate mitigating actions to avoid or reduce adverse impacts from major institution growth; and

M. Encourage the preservation, restoration and reuse of designated historic buildings.<sup>6</sup>

5. The SMC establishes a Major Institution Overlay (“MIO”) District to overlay each major institution and creates nine MIO designations and corresponding height limits to be used within an MIO District.<sup>7</sup> The MIO District for the University of Washington was created in 1985 by Ordinance 112317.

6. SMC 23.69.006.A applies the major institution chapter’s regulations to “all land located within the Major Institution Overlay District “unless specifically modified by this chapter or an adopted master plan.” However, for the University of Washington, the first sentence of SMC 23.69.006.B states that “notwithstanding subsection A of this section above, the 1998 agreement between The City of Seattle and the University of Washington, or its successor, shall govern” the following matters:

- relations between the City and the University of Washington,
- the master plan process (formulation, approval and amendment),
- uses on campus,
- uses outside the campus boundaries,
- off-campus land acquisition and leasing,
- membership responsibilities of CUCAC,
- transportation policies,
- coordinated traffic planning for special events,
- permit acquisition and conditioning,
- relationship of current and future master plans to the agreement,
- zoning and environmental review authority,
- resolution of disputes, and
- amendment or termination of the agreement itself.<sup>8</sup>

The second sentence of SMC 23.69.006.B states that “[w]ithin the Major Institution Overlay (MIO) Boundaries for the University of Washington, development standards of the underlying zoning may be modified by an adopted master plan, or by an amendment or replacement of the 1998 agreement between the City of Seattle and University of Washington.”<sup>9</sup>

7. City-University Agreement. The 1998 Agreement between the City and the University (“City-University Agreement” or “Agreement”), as amended in 2003 and 2004 and adopted by Ordinance 121688 is a contract between the City and the University and a development regulation.<sup>10</sup> The agreement recites, in part, that both parties “recognize that the University is a major resource of the City, state, region and nation and that the presence of the University within

<sup>6</sup> Emphasis added.

<sup>7</sup> SMC 23.09.004.

<sup>8</sup> Reformatted for clarity; emphasis added.

<sup>9</sup> Emphasis added.

<sup>10</sup> *Laurelhurst Cmty. Club. v. City of Seattle, Central Puget Sound Growth Mgmt. Hrngs. Bd., Case No. 03-3-0016 2004 WL 327506, (“Laurelhurst II”)*

the confines of the City greatly enhances the cultural, social, and economic well-being of the City... [and that] the University will continue to develop its physical facilities and its teaching, research, and service programs.” The Agreement further states that both parties recognize that the University’s “continued development impacts the environment of the University and its surrounding neighborhoods and the City services which support the entire community,” and that there is a “need for coordinated, comprehensive planning of University development in order to allow the University to pursue its goals of instruction, research and service to Seattle and the broader society and, at the same time, to foresee, assess, and mitigate the direct, indirect and cumulative impacts of long-term development on the physical and human environment and on City services.”<sup>11</sup>

8. Section II.A of the Agreement addresses “Formulation of the Master Plan,” and states that the University will prepare:

a 10-year conceptual Master Plan and Environmental Impact Statement (“EIS”) which will include the following elements:

a. Boundaries of the University of Washington as marked on the [City’s] Land Use Maps ... and any proposed changes.

b. Proposed non-institutional zoning designations for all areas within the boundaries.

c. A site plan which will provide:

- (1) the height and location of existing facilities;
- (2) the location of existing and proposed open space, landscaping, and screening; and
- (3) the general use and location of any proposed development and proposed alternatives.

d. The institutional zone and development standards to be used by the University.

e. A general description of existing and proposed parking facilities and bicycle, pedestrian, and traffic circulation systems within the University boundaries and their relationship to the external street system.

f. A transportation plan which will include specific University programs to reduce traffic impacts and to encourage the use of public transit, carpools, vanpools, and other alternatives to single occupancy vehicles. The traffic and transportation programs included herein will be incorporated into the

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<sup>11</sup> Exhibit D5 at 2.

Master Plan, unless program revisions have been made in accordance with the provisions of this Agreement.

g. A general description of future energy and utility needs, potential energy system and capacity improvements, and proposed means of increasing energy efficiency.

h. A description of alternative proposals for physical development, including explanation of the reasons for considering each alternative.

i. Proposed development phases, including development priorities, estimated timetable for proposed developments, and proposed interim uses of property awaiting development.

j. A description of any proposed street or alley vacation.

k. Information required by Section II.E.2.<sup>12, 13</sup>

9. Section II.A.2 of the Agreement provides that the Master Plan and EIS “will include information on its proposed developments” and a “proposed development schedule in sufficient detail to permit analysis of impacts on adjacent neighborhoods and City facilities and services. The Master Plan and EIS will include boundaries surrounding the University identified as Primary and Secondary Impact Zones” as defined in the map attached to the Agreement.<sup>14</sup> “The Primary and Secondary Impact Zones will be used to assess and monitor the direct, indirect, and cumulative impacts resulting from all proposed University developments.”<sup>15</sup>

10. Section II.B of the Agreement provides the procedures for review and approval of the Master Plan, which supersede those set forth in Chapter 23.69 SMC. The procedures provide for the formation of the City-University-Community Advisory Committee (“CUCAC”), which holds public hearings on, reviews, and provides comments and recommendations on both the Master Plan and EIS.<sup>16</sup> The Agreement also states that the Director of the Department of DPD (now SDCI) is to submit to the Hearing Examiner the Master Plan, EIS, and report of CUCAC, and a written report of findings and recommendations relating to:

(1) Consistency of the proposed final Master Plan with the objectives of the City’s Major Institutions Policy, SEPA, and other adopted land use policies and regulations of the City;

(2) Comments received from affected City departments and other governmental agencies;

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<sup>12</sup> Emphasis added.

<sup>13</sup> Section II.E.2 of the Agreement concerns the conduct of University academic and research activities in leased facilities.

<sup>14</sup> See Exhibit D5, Exhibit A.

<sup>15</sup> *Id.* at 4.

<sup>16</sup> The composition of the CUCAC is addressed in Section G of the Agreement, Exhibit D5 at 13.

- (3) Proposed conditions for mitigating adverse environmental impacts;
- (4) Reasons for differences, if any, between the findings of the Director and CUCAC;
- (5) Recommendations on whether the proposed final Master Plan should be approved as proposed, conditioned, or denied.<sup>17</sup>

11. Section II.B.8.d of the Agreement states that the Director’s “review and recommendation shall be based on the provisions of this Agreement, neighborhood plans and policies adopted by ordinance, SEPA, [and] other applicable land use policies and regulations of the City,” and “shall also consider... the need for University development to allow the University to fulfill its mission of public instruction, research and services... and whether the proposed development and changes represent a reasonable balance of the public benefits of development and change with the need to maintain the livability and vitality of adjacent neighborhoods.”<sup>18</sup>

12. Section II.B.9 of the Agreement provides that following the Examiner’s hearing on the Master Plan, the Examiner is to submit “recommendations to the City Council based on the provisions of this Agreement, neighborhood plans and policies adopted by ordinance, SEPA, [and] other applicable land-use policies and regulations of the City”.<sup>19</sup>

13. Section II.B.10 of the Agreement provides that the City Council will “hold a public hearing on the University’s proposed final Master Plan. The Council held a hearing on the Master Plan on July 31, 2018.”<sup>20</sup> Under Chapter 23.76 of the Seattle Municipal Code, the City Council’s review of the Master Plan is a quasi-judicial proceeding, governed by the Council’s Rules for Quasi-Judicial Proceedings. Under those rules, the Council’s decision must be “based solely on evidence in the record.”<sup>21</sup>

14. Section II.B.11 of the Agreement provides that the City Council will “consider the record before the Hearing Examiner and the comments received at its public hearing and will prepare a preliminary decision.” That preliminary decision has been distributed and the City Council received responses from parties of record.<sup>22</sup>

15. Section II.B.12 of the Agreement provides that “After considering the responses the Council will consider and act on the University’s final Master Plan.”<sup>23</sup>

16. Section II.B.13 of the Agreement provides that “The University’s Master Plan will not become final until the ordinance adopting it has become law pursuant to the City Charter and the Master Plan has been adopted by the University’s Board of Regents.”<sup>24</sup>

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<sup>17</sup>Exhibit D5 at 4-5 (emphasis added).

<sup>18</sup> *Id.* at 6 (emphasis added).

<sup>19</sup> *Id.*

<sup>20</sup> *Id.*

<sup>21</sup> City Council Rules for Quasi-Judicial Proceedings (2015 Rules) (Resolution 31602), Section VIII.A.

<sup>22</sup> Exhibit D5 at 6

<sup>23</sup> *Id.*

<sup>24</sup> *Id.*

17. Prior Litigation. In responding to a challenge to the City’s adoption of the University’s existing (2003) Master Plan, the City and University argued to the Central Growth Management Hearings Board (“GMA Board”), and the GMA Board concluded, that the Master Plan is not a subarea plan, but instead constitutes a request for approval of a development plan that, although programmatic in nature, is a land use decision that establishes development requirements for specific pieces of property under one ownership. The Board used the analogy of a site plan approval, observing that the Master Plan “generally establishes the location, dimension, and function of major structures on the University campus.”<sup>25</sup>

18. In a subsequent challenge to a City ordinance that amended the City-University Agreement, the GMA Board rejected the City’s and University’s argument that the Agreement was not a development regulation and thus, was not subject to the goals and policies of the GMA. The GMA Board concluded that the Agreement “has the effect of being a local land use regulation”. Consequently, the Agreement met the GMA’s definition of “‘development regulations’ or ‘regulation’” (defined as “the controls placed on development or land use activities by a county or city”).<sup>26</sup> The challenge to it was therefore within the GMA Board’s subject matter jurisdiction.<sup>27</sup>

19. In a 2017 decision on the University’s challenge to the City’s authority to apply its Landmarks Preservation Ordinance to the Seattle campus, the Washington State Supreme Court determined that as a state agency, the University is included in the GMA’s requirement that state agencies “shall comply with the local comprehensive plans and development regulations ... adopted pursuant to” the GMA, but that a local development regulation could not be used to preclude the siting of an essential public facility, including state education facilities.<sup>28</sup>

### **Existing Conditions**

20. The University’s Seattle campus is generally bounded on the west by the University Bridge (with the exception of several buildings west of the bridge on the north side of the water); on the north by NE 41<sup>st</sup> Street between Roosevelt Way NE and 15<sup>th</sup> Avenue NE, and then by NE 45<sup>th</sup> Street; on the east by Union Place NE; and on the south by Lake Washington’s Union Bay, the Lake Washington Ship Canal, and Portage Bay.<sup>29</sup>

21. “Campus land uses are organized in a traditional pattern for a large and complex university. Academic, administrative, and student support activities are generally clustered in an elongated core on the Central Campus, which extends into the eastern portions of the West Campus. Instruction and research facilities are largely located to the north and south of this core, with liberal arts and social sciences predominating on the north, and physical and life sciences and engineering predominating on the south. Health Sciences, Oceanography, and Fisheries are located separately

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<sup>25</sup> *Laurelhurst Cmty. Club v. City of Seattle*, Central Puget Sound Growth Mgmt. Hrngs. Bd., Case No. 03-3-008, 2003 WL 22896421, (*Laurelhurst P*) at 5-8 (June 18, 2003).

<sup>26</sup> RCW 36.70A.030(7).

<sup>27</sup> *Laurelhurst Cmty. Club v. City of Seattle*, Central Puget Sound Growth Mgmt. Hrngs. Bd., Case No.03-3-0016, 2004 WL 3275206, (*Laurelhurst IP*) at 11-12.

<sup>28</sup> *University of Washington v. City of Seattle*, 188 Wn. 2d 823, 837-839, 399 P.3d 519 (2017).

<sup>29</sup> *See, e.g.*, Exhibit D2, 2018 Seattle Campus Master Plan, at 7 (Figure 2).

in the South Campus, with extensions into West Campus.”<sup>30</sup> Recreation and athletic facilities, as well as the Center for Urban Horticulture and the Union Bay Natural Area, are located on the East Campus, east of Montlake Boulevard.

22. “Physical plant support activities are generally located in peripheral campus areas, although a few activities occupy key central locations. Except for parking garages and scattered small parking lots, parking is also located peripherally. Parking is a major land use in both the South and East Campus sectors. Student housing is concentrated primarily in ... the West Campus and the northeast portion of the Central Campus.”<sup>31</sup>

23. The University owns approximately 639 acres within the campus boundary, which includes approximately 12,000 linear feet of shoreline. Approximately 60 acres within the boundary are owned by the City (park land and street rights-of-way) and private entities (Jensen Motorboat Company, the Church of Jesus Christ of Latter-day Saints, and the College Inn.). Much of the East Campus (east of Montlake Boulevard) is constructed on a methane-producing former landfill and seismic liquefaction zone, and the area includes submerged land and unstable peat islands.

24. The campus includes approximately 307 permanent and temporary buildings that, together, equal approximately 17 million gross square feet of development and encompass a broad spectrum of sizes and vintages. The campus also includes both private and public roads and streets,<sup>32</sup> paved and unpaved walkways, parking areas, landscaping, natural open space, and bulkhead and natural shoreline.

25. Existing MIO height districts vary from 37 feet to a small area of 240 feet and are shown in the Master Plan at page 73.

26. A detailed discussion and illustrations of existing conditions is contained in Chapter 4 of the Master Plan, at pages 38 through 146.

## MASTER PLAN

27. Under the Master Plan, the Seattle campus is forecast to add 15,676 students, faculty and staff to the 2014 campus population.<sup>33</sup>

### Potential New Development

28. Within the Master Plan, the University campus has been divided into four sectors: Central Campus, West Campus, South Campus, and East Campus. The plan identifies 86 potential development sites throughout the campus to accommodate future growth of six million net new gross square feet (the “Growth Allowance”). New construction located below grade, areas

<sup>30</sup> Exhibit D1, SDCI Director’s Analysis and Recommendations (“Director’s Report”) at 5.

<sup>31</sup> *Id.*

<sup>32</sup> See Exhibit D2 at 67.

<sup>33</sup> Exhibit A19 (FEIS), Appendix D at 2-6 (Table 2.2). This number is slightly higher than the number included in the Master Plan at page 30. The EIS analysis translates campus growth, as reflected in increased building square footage, to trips related to the three components of the campus population. *Id.* 2-5.

associated with buildings that would be demolished in conjunction with new construction, and structured parking are not included in the net new gross square footage calculation.<sup>34</sup> Each potential development site is defined in terms of maximum height and total maximum gross square feet. However, not all sites will be developed. Over the lifetime of the Plan, the University will select the actual development sites through its annual capital planning and budgeting process.

29. Although a 10-year planning horizon was used to formulate the Master Plan, it will remain in effect until development of the Growth Allowance is complete or a new Master Plan is approved.<sup>35</sup>

30. In addition to accommodating projected enrollment increases, the Growth Allowance would help reduce existing space deficits and accommodate continued growth in the areas of research and service on the Seattle campus, thereby supporting the University’s innovation and industry partnerships.<sup>36</sup>

31. The following table (Table 13) is found at p. 232 of the Master Plan:

	POTENTIAL NET NEW DEVELOPMENT (GROSS SQ. FT.)	NET NEW MAXIMUM DEVELOPMENT (GROSS SQ. FT.)	MAXIMUM DEVELOPMENT LIMIT (%)
CENTRAL	1,631,941	900,000	15%
WEST	3,762,199	3,000,000	50%
SOUTH	2,208,735	1,350,000	23%
EAST	4,293,885	750,000	12%
<b>TOTAL</b>	<b>11,896,760</b>	<b>6,000,000</b>	<b>100%</b>

32. Central Campus. Approximately 15 percent of the Growth Allowance, or 900,000 net new gross square feet of development, is allocated to Central Campus, for which there are 18 identified development sites, with a total net new development capacity of 1,631,941 gross square feet.<sup>37</sup> Potential uses could include academic, mixed-use, transportation, and housing.<sup>38</sup> Just over 1.1 million gross square feet would be demolished to accommodate full development within this sector.<sup>39</sup>

33. West Campus. Approximately 50 percent of the Growth Allowance, or 3 million net new gross square feet of development, is allocated to West Campus, for which there are 19 identified development sites, with a total net new development capacity of 3,762,199 gross square feet.<sup>40</sup> Potential uses could include academic, mixed-use, transportation, and industry

<sup>34</sup> Exhibit D2 at 124 and 255.

<sup>35</sup>Exhibit D2 at 86.

<sup>36</sup> *Id.* at 34-35; Exhibit A19 at 1-2.

<sup>37</sup> *Id.* at 162-163.

<sup>38</sup> *Id.* at 164.

<sup>39</sup> *Id.*

<sup>40</sup> *Id.* at 186-188.



partnership/manufacturing.<sup>41</sup> Approximately 800,000 gross square feet would be demolished to accommodate full development within this sector.<sup>42</sup>

34. South Campus. Approximately 23 percent of the Growth Allowance, or 1.35 million net new gross square feet of development, is allocated to South Campus, for which there are 20 identified development sites, with the total net new development capacity of 2,208,735 gross square feet.<sup>43</sup> Potential uses could include academic, mixed-use, and transportation.<sup>44</sup> Approximately 2.8 million gross square feet would be demolished to accommodate full development within this sector.<sup>45</sup>

35. East Campus. Approximately 12 percent of the Growth Allowance, or 750,000 net new gross square feet of development, is allocated to East Campus, for which there are 29 identified development sites, with a total net new development capacity of 4,293,885 gross square feet.<sup>46</sup> Potential uses could include academic, mixed-use, industry partnership/manufacturing, academic conference center, and transportation.<sup>47</sup> Approximately 360,000 gross square feet would be demolished to accommodate full development within this sector.<sup>48</sup>

### **Proposed MIO Height District Changes**

36. Master Plan Figure 111, at page 123, illustrates the building heights requested within the MIO Height Districts.<sup>49</sup> The existing Central Campus sector height of 105 feet would be maintained. Within the West Campus sector, current mapped height limits of 37 – 105 feet would change to 37 – 240 feet, and heights would increase throughout most of the sector. Within the South Campus sector, current mapped height limits of 37 - 240 feet would be maintained, and heights would increase throughout most of the sector. Within the East Campus sector, current mapped height limits of 37 – 160 feet would be maintained, but the mapped height at the E1 parking lot would increase from 37 feet to a range of 65 – 160 feet.

37. The proposals for increased height limits include self-imposed conditions reducing maximum building heights for some specific development sites. All sites within the Shoreline District would be limited to 30 feet in height to comply with the City's Shoreline Master Program.

38. The Master Plan and EIS point out that the increased height would reduce the number of potential development sites needed for building space, thereby allowing for the development of new open space areas.<sup>50</sup>

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<sup>41</sup> *Id.* at 188.

<sup>42</sup> *Id.*

<sup>43</sup> *Id.* at 203-204.

<sup>44</sup> *Id.* at 204.

<sup>45</sup> *Id.*

<sup>46</sup> *Id.* at 217-218

<sup>47</sup> *Id.* at 218.

<sup>48</sup> *Id.*

<sup>49</sup> Figure 59, on page 73 of the Master Plan, illustrates the existing MIO Height Districts on campus.

<sup>50</sup> *See, e.g.*, Exhibit A19 at 3.6-54 to 3.6-56.

39. The University’s requests for changes to MIO Height Districts were processed as rezones per Code requirements. The Director’s Report includes an evaluation of the rezone requests pursuant to the rezone criteria found in SMC 23.23.008, and the criteria found in SMC 23.34.124, “Designation of Major Institution Overlay Districts.”<sup>51</sup> The analysis is complete and accurate and is therefore adopted by reference.

40. The Master Plan also identifies “Development Areas,” which indicate responsibility for development of landscape and the public realm improvements connected with development of individual sites. Figure 113, at page 127, shows the general development area associated with each identified development site for purposes of project design and planning.

### **Open Space**

41. The Master Plan proposes new and enhanced open spaces within the West, South, and East Campus sectors, including a continuous waterfront trail. An approximately four-acre park, called the “West Campus Green,” and the West Campus section of the waterfront trail, would be constructed within the West Campus.<sup>52</sup> Within the South Campus, a four-acre open space, called the “Upper South Campus Green,” and the “South Campus Green,” as well as the South Campus section of the waterfront trail, would be constructed.<sup>53</sup> A section of the waterfront trail also would be constructed within the East Campus.

42. The Master Plan identifies a schedule for completion of the proposed open spaces, but the Department recommended conditions that would impose a more accelerated schedule. The University and the Department agreed on an alternative schedule for completion of the open space commitments, which is included within the conditions.

### **Design Guidelines and Development Standards**

43. Both design guidelines, which are discretionary, and development standards, which are mandatory, are identified in the Master Plan. Some design guidelines apply campus-wide, and others are specific to each campus sector.<sup>54</sup> Design standards apply campus-wide<sup>55</sup> and address requirements for such features as podium heights, ground and upper-level setbacks, and tower separations.

### **Transportation Management Plan**

44. 41. The Master Plan proposes to maintain parts of the University’s existing Transportation Management Plan (“TMP”) and modify others.

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<sup>51</sup> Exhibit D1 at 39-59. The EIS includes a related discussion. Exhibit A19 at 3.6-49 to 3.6-72.

<sup>52</sup> See Exhibit D2 at 98-102.

<sup>53</sup> See *id.* at 102.

<sup>54</sup> Exhibit D2. at 156-227.

<sup>55</sup> *Id.* at 232-253.

45. Trip Caps. Under the City-University Agreement, the maximum allowable number of University-generated weekday AM peak period (7AM-9AM) vehicle trips to campus, and weekday PM peak period (3 PM-6 PM) trips from campus, were capped at 1990 levels unless revised in a new master plan. The Master Plan retains the trip caps at 7,900 during the AM peak period and 8,500 during the PM peak period.<sup>56</sup>

46. Parking Cap. The Master Plan proposed to retain the cap on on-campus parking at 12,300 spaces, as established in 1990.<sup>57</sup>

47. Under SMC Chapter 23.54, off-street parking is not required in urban centers. Most of the University of Washington Campus is within the University Urban Center, except for portions of the East Campus. Portions of the East Campus that are not within the Urban Center are classified as being within a Frequent Transit Service area where frequent transit is readily accessible.<sup>58</sup>

48. On-campus parking is underutilized with only 63% peak hour occupancy of those spaces that are subject to the cap. However, parking at the south, west and central campus is heavily used.<sup>59</sup> The Master Plan notes that demand for parking is strong when small parking facilities are located next to buildings.<sup>60</sup> The Master Plan proposes to close East Campus surface parking lots and build more parking with the development of the west and south campuses.

49. The Master Plan notes that “parking resources are managed holistically on a campus-wide basis.”<sup>61</sup>

50. Single Occupancy Vehicle (“SOV”) Rate. The TMP states that its primary goal is to reach an overall 15 percent SOV rate by 2028. In 2015, the overall University SOV rate was 20 percent. However, the mode split was surveyed again in 2016, and the SOV rate was shown to have dropped to 17 percent.<sup>62</sup> The Campus Master Plan indicates that the drop is timed to the opening of the Husky Stadium light rail station.<sup>63</sup> Testimony before the Hearing Examiner ascribed the change to a very low student SOV rate (approximately 8 percent)<sup>64</sup> that is generally attributable to the University’s “U-Pass” program, which is heavily subsidized for students.<sup>65</sup> The program adds a transit pass to a University member’s Husky card. The Department’s transportation planner testified before the City Council that “A decrease from 17% to 15% doesn’t seem great, but two factors need to be kept in mind. One is that mathematically going from 17% to 15% is still a 10% to 15% reduction in SOV trips; it is not simply a 2% reduction... but probably, the more important point is that those trips as you get closer and closer to a very low number may be the trips that are hardest to shift out of auto modes, it’s not saying that a good effort shouldn’t be made, but it isn’t

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<sup>56</sup> These are addressed in Exhibit A19, Appendix D at 1-1.

<sup>57</sup> Exhibit D2 at 260.

<sup>58</sup> Seattle Department of Construction and Inspections Director’s Rule 15-2018, “Frequent Transit Service Area Map”

<sup>59</sup> Exhibit A19, Appendix D, “Transportation Discipline Report”, pages 3-82 and 3-84

<sup>60</sup> Exhibit D2, page 68

<sup>61</sup> Exhibit D2, page 265

<sup>62</sup> Exhibit A19, Appendix D at 2-11; Exhibit D2 at 265, Figures 194 and 195.

<sup>63</sup> Exhibit D2, page 51

<sup>64</sup> See Exhibit A19, Appendix D at 3-3, Table 3.2.

<sup>65</sup> See Exhibit D2 at 264, Table 21; Exhibit A19, Appendix D at 1-2.

likely to be as easy to get the last 15% of any population than it would be to shift from a higher number to a lower number if there was a higher SOV rate at the outset.”

51. The TDR notes that the share of employees who live within a quarter mile of a light rail station will more than double between the current day and 2024 when a second light rail station serving the University has opened, and light rail has been extended north to Northgate and Lynnwood, south to Federal Way, and east to Overlake and Redmond. The share of employees who are anticipated to live in zip codes adjacent to a light rail station is anticipated to increase from 24% to 59% over this time.<sup>66</sup> The Housing analysis in the FEIS indicates that when “transit access to campus is improved in the near future (and the very recent past) it is anticipated that shares of students choosing to live in neighborhoods with improved transit access will increase.”<sup>67</sup>

### **Vacations and Skybridges**

52. The Master Plan does not propose any new skybridges. It discusses a potential future vacation of NE Northlake Place, east of 8<sup>th</sup> Avenue NE, for disclosure purposes only. The University has not filed a street vacation petition for it.

### **Shoreline Public Access Plan**

53. The University has included a proposed Shoreline Public Access Plan in the Master Plan, which is intended to reflect a coordinated approach to public access for the University’s 12,000+ linear feet of shoreline.<sup>68</sup> It is not required as part of the Master Plan and would take effect if adopted pursuant to the City’s Shoreline Master Program Regulations.

## **REVIEW AND PUBLIC PROCESS**

54. As the SEPA lead agency for its Master Plan,<sup>69</sup> the University was responsible for preparation of the EIS that evaluated the Plan’s environmental impacts.<sup>70</sup> The EIS studied the “no action” alternative and five “action” alternatives that were each designed to meet the Master Plan’s objective of six million net new gross square feet. Alternative 1 in the EIS is the preferred alternative.

55. SMC 25.05.660 authorizes the City to require mitigation of adverse environmental impacts identified in an environmental document. The mitigation must be based on the City’s policies, plans and regulations designated in SMC 25.05.665 through SMC 25.05.675 (SEPA Overview Policy, SEPA Cumulative Effects Policy, and topic-specific SEPA Policies).

56. The Director analyzed the Master Plan’s short-term and long-term adverse impacts, as disclosed in the EIS and related technical support documents, as well as any proposed mitigation

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<sup>66</sup> *Id.*, page 2-9

<sup>67</sup> Exhibit A19, page 3.8-32

<sup>68</sup> Exhibit D2 at 108-111.

<sup>69</sup> WAC 197-11-926; WAC 197-11-050. In addition, the City-University Agreement required the University to prepare an EIS for the Master Plan, including alternative proposals. Exhibit D5, §II.A.1.

<sup>70</sup> Exhibit A19.

measures.<sup>71</sup> The Director’s SEPA analysis is accurate and complete and is therefore adopted by reference, except as modified below. The Director recommended numerous conditions to mitigate disclosed adverse environmental impacts. The University agreed to most of the recommended SEPA conditions. Those that are disputed are discussed below.

57. The Master Plan includes a public participation plan, which describes the various aspects of the University’s multi-year, public engagement process for the Plan.<sup>72</sup>

58. The University published the Draft Master Plan and draft EIS on October 5, 2016. A public meeting on the draft EIS was held on October 26, 2016, and the public comment period on the draft EIS ran from October 5, 2016 through November 21, 2016. The final Master Plan and final EIS were published on July 5, 2017.

59. The CUCAC held nine meetings, open to the public, to discuss the draft and final Master Plan and submitted comments on the draft Master Plan and draft EIS. The Department’s public comment period began on December 5, 2016. The CUCAC provided its final report on the Master Plan on August 30, 2017.<sup>73</sup> The University responded to the CUCAC’s recommendations on September 14, 2017.<sup>74</sup>

60. At the Examiner’s hearing, two representatives of the CUCAC testified on the CUCAC’s work and recommendations. Eleven members of the public also testified at the hearing, and the Examiner allocated an extended period of time for testimony from representatives of the U-District Alliance for Equity and Livability, a coalition of many organizations with an interest in the University and the University District. The Examiner also received numerous written public comments, including the written statements of some of those who testified, and these were combined into one exhibit, Exhibit P1.

61. The CUCAC’s report included 33 recommendations for changes to the Master Plan, all of which were addressed in the Director’s Report.<sup>75</sup> Some of the CUCAC recommendations were incorporated within the Director’s recommended conditions. Others were determined to be inconsistent with the City-University Agreement,<sup>76</sup> or beyond the scope of the review associated with the Master Plan application,<sup>77</sup> or were rejected by the Director for other reasons explained in the Director’s Report.

62. At the Examiner’s hearing, the CUCAC representatives reiterated the CUCAC’s recommendation that the TMP be revised to require a reduction in the University’s overall SOV rate to 12% over the lifetime of the Master Plan in light of the expected increase in the availability of light rail during that time period.

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<sup>71</sup> Exhibit D1 at 68-95.

<sup>72</sup> Exhibit D2 at 280-285.

<sup>73</sup> Exhibit D3.

<sup>74</sup> Exhibit A20.

<sup>75</sup> Exhibit D1 at 10-17.

<sup>76</sup> *E.g.*, requirements that the University create a plan to integrate small businesses into the footprint of the physical expansion area, and requirements relating to increasing childcare.

<sup>77</sup> *E.g.*, a requirement that the City partner with the University to address the need for affordable housing.

63. The CUCAC representatives also focused on concerns about increased heights in two specific locations on the campus. Site W22, which is west of Condon Hall, is considered by residents to be part of the gateway to the neighborhood. The proposed MIO height at that location is 240 feet, the same height allowed for high-rise development under adjacent zoning outside the MIO, but a newer multifamily residential building across the street is 65 feet high. The CUCAC recommended that site W22 be conditioned to 165 feet in height. Site W37 is directly west of the University Bridge, where the proposed MIO height is 160 feet conditioned to 130 feet. The CUCAC states that the proposed height for W37 is inconsistent with adjacent zoning and recommended that the height be reduced to protect views from the north end of the University Bridge.

64. A consistent theme in public comments was that the TMP should be revised to reduce the University’s overall SOV goal from 15 percent to 12 percent to mitigate the 6,195 new SOV trips forecast under the Master Plan. As noted, the Master Plan proposed achieving a 15 percent SOV rate by 2028 even though the present SOV rate is 17%. Based on SOV rates achieved by other Major Institutions, the Director supported the 15% SOV goal but recommended a condition that would require it to be achieved by January 1, 2024, approximately one year after the scheduled opening of Link light rail service to Lynnwood.

65. After reviewing the proposed modifications to MIO height districts in the West, South, and East Campus in accordance with the applicable rezone criteria, the Director recommended conditional approval of them, with the exception of sites W19, and W20, which are located along University Way north of Campus Parkway. The Director determined that because of their adjacency at the MIO boundary to NC3-65 zoning, those two sites should maintain the existing MIO 105 height. The Director recommended conditional approval of the Master Plan.<sup>78</sup>

#### AREAS OF DISPUTE

66. As noted above, the Director and the University reached agreement on numerous conditions that would modify the Master Plan. The areas listed below, and the related conditions, remain in dispute and are addressed at greater length in the Conclusions, contained in Attachment 4.

#### **Authority for Master Plan to Modify City Development Regulations**

67. The Director and the University disagreed on the extent to which applicable law allows the Master Plan to modify or supersede City development regulations. (Conditions 41, 42, 46, 47, and 52)

#### **Public Realm Allowance**

68. The Master Plan includes a “public realm allowance” that would provide space for “rights-of-way, streetscapes, sidewalks, street lighting, street furniture, bioswales, pedestrian paths, trails,

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<sup>78</sup> Exhibit D1 at 96.

courtyards, plazas, parks, landscapes, skybridges and pedestrian bridges, and accessible open spaces.”<sup>79</sup> The Plan states that the “public realm allowances proposed are based upon and maintain the current street widths which the University understands to be sufficient.”<sup>80</sup> The Director recommended that this sentence be deleted and replaced with the following: “City of Seattle right-of-way widths are determined by SMC 23.53, and the Street Improvement Manual, or functional successor. Where required, improvements to the public realm allowance shall be completed in accordance with adopted Green Street Concept Plan.” (Condition 20) The University objected to this revision.

### **Plan Amendment Process/Portability of Development Capacity**

69. The Master Plan’s chapter on Development Standards includes language stating that a proposal for a new development site constitutes an exempt plan change in most circumstances, and other language addressing the University’s movement of gross square footage between campus sectors.<sup>81</sup> The Director recommended that most of the language be removed and replaced with the following sentence: “A new development site: A proposal for a development site not previously approved under the Master Plan is considered a proposed change to the Master Plan and will comply with the City-University Agreement Section II.C.1-5, Changes to University Master Plan.” (Conditions 25 and 26) The University objected to this revision.

### **Housing**

70. The Master Plan’s housing chapter<sup>82</sup> restates the University’s “Student Housing Statement of Principles,” originally adopted in 1978, which provides direction for University decision-making related to providing student housing: “the primary source for student housing continues to be the off-campus private housing market.”<sup>83</sup> As of 2015, approximately 80% of students lived off campus.

71. The University currently has capacity to house approximately 9,517 students on campus.<sup>84</sup> With the completion of a student housing project on the North Campus, the University expects to increase that number to 10,870 students and has a goal of housing an additional 1,000 students during the life of the Master Plan.<sup>85</sup> In addition, the University recently completed a housing project with Seattle Children’s Hospital, for faculty and staff, that includes 184 apartments, with 37 units priced to be affordable to those making 65% to 85% of area median income. The project, called “Bridges@11th,” is fully rented.<sup>86</sup> The University also has announced a partnership with the Seattle Housing Authority to develop at least 150 units of income-restricted housing on property owned by the University outside the MIO District, but within the City’s University

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<sup>79</sup> Exhibit D2 at 242.

<sup>80</sup> *Id.*

<sup>81</sup> *Id.* at 232-233.

<sup>82</sup> Exhibit D2 at 272-277. *See, also*, Exhibit A19, Chap. 3.8.

<sup>83</sup> Exhibit D2. at 272.

<sup>84</sup> *Id.* at 272-274.

<sup>85</sup> *Id.* at 274.

<sup>86</sup> *Id.* at 276.

District. The housing would be available to University faculty and staff earning less than 60% of the area median income.<sup>87</sup>

72. The Master Plan does not propose demolition of any existing off-campus housing.<sup>88</sup>

73. In the Fall of 2014, the University’s campus population was approximately 67,155 students, faculty and staff.<sup>89</sup> Based on historic trends, the Master Plan anticipates an increase in the University’s population of 20% between 2014 and 2028.<sup>90</sup> Between 2014 and 2028, the University forecasts a student population of approximately 52,399 (an increase of 8,675 FTE students), a faculty population of approximately 8,517, (an increase of 1,410 FTE faculty), and a staff population of approximately 19,563 (an increase of 3,239 FTE staff). Between 2018 and 2028, the University forecasts an increase of 5,180 students, 842 faculty, and 1,934 staff. “In total, the on-campus population under the 2018 ... Master Plan would increase to approximately 80,479 people (an increase of 13,324 over 2015 conditions.)”<sup>91</sup> The EIS acknowledges that the increase in campus population would lead to an increase in the demand for housing and various public services.<sup>92</sup>

74. Generally, increased housing demand has the potential to displace low-income households, which find it difficult to compete in an increasingly competitive housing market. The EIS concludes that student, faculty, and staff housing demand impacts on off-campus housing can be accommodated by zoned capacity and anticipated housing growth within the University District, as well as overall housing supply in the Primary and Secondary Impacts Zones, and that additional housing supply is available beyond those zones.<sup>93</sup> The EIS also analyzed housing impacts based on the impacts of recent and anticipated investments in transit that are expected to provide increased commuting choices from areas with currently lower cost housing options. Finally, the EIS concluded that zoned capacity, anticipated growth, and City initiatives, such as the Mandatory Housing Affordability program, have accounted for the impact of increased housing demand on housing affordability.<sup>94</sup> However, City planning documents conclude that current and anticipated City regulations will not fully mitigate the affordable housing impacts of anticipated growth.<sup>95</sup>

75. The Director analyzed the Master Plan’s “[c]onsistency ... with the objectives of the City’s Major Institutions Policy, SEPA, and other adopted land use policies and regulations.”<sup>96</sup> The City’s substantive SEPA policies on housing are limited to minimizing impacts on the demolition, rehabilitation or conversion of existing low-rent housing units and minimizing the direct impacts of new commercial development.<sup>97</sup> The Director found no SEPA authority to impose conditions to mitigate the housing

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<sup>87</sup> Exhibit D14.

<sup>88</sup> Exhibit A19 at 3.8-35.

<sup>89</sup> Exhibit A19 at 3.7-1

<sup>90</sup> Exhibit D2 at 30.

<sup>91</sup> Exhibit A19 at 3.7-9.

<sup>92</sup> *Id.* at 3.7-10.

<sup>93</sup> Exhibit A19 at 3.8-26 - 3.8-36.

<sup>94</sup> *Id.* at 3.8-35 – 3.8-36.

<sup>95</sup> Exhibit 25 §3.1.4; Exhibit 26 at 3.1-20; and Exhibit 27 §3.6.3 and § 3.6.4.

<sup>96</sup> Exhibit D5 at 5.

<sup>97</sup> SMC 25.05.675.I.



impacts of new institutional development.<sup>98</sup> However, the Director identified Comprehensive Plan policy H5.19, which reads as follows: “Consider requiring provisions for housing, including rent/income-restricted housing, as part of major institution master plans and development agreements when such plans would lead to housing demolition or employment growth.” The provision of housing to reduce the impacts of the University’s proposed growth is also within the scope of the City-University Agreement.

76. The Director concluded that the Master Plan was not consistent with Policy H5.19, in that the Master Plan anticipates an increase of approximately 4,649, faculty and staff over its 10-year life, but does not provide for housing, including rent- or income-restricted housing, to accommodate that employment growth. The Director therefore recommended that the Master Plan be amended to require that the University construct 150 affordable housing units within the MIO boundary, Primary Impact Zone, or Secondary Impact Zone, for faculty and staff earning less than 60% AMI.<sup>99</sup> (Conditions 1 and 2) Although the University has publicly committed to such a project in partnership with the Seattle Housing Authority, it opposed this requirement because it claims the City lacks authority to impose the Conditions. However, the University has since volunteered to provide 450 units of housing.

## **Transportation**

75. The transportation analysis in the EIS reviewed the Master Plan’s transportation impacts assuming full buildout of six million net new gross square feet, a 20% SOV mode split, existing and future background traffic volumes, and planned and funded transportation improvements.<sup>100</sup>

76. The Director determined from the EIS that campus growth is expected to result in 17,541 new daily trips to and from the campus. Approximately 10,000 of the trips would be expected to use transit.<sup>101</sup> A key aspect of transit performance is the carrying capacity of buses relative to demand.<sup>102</sup> The EIS evaluated transit loads (the number of passengers in all buses passing a specific location, or “screenline”) across 11 screenlines in the University District. With additional transit ridership resulting from University growth, bus transit demand is expected to increase by 26 percent, and overall bus loads would increase from 41 percent to 51 percent.

77. The set of transfer routes serving Campus Parkway east of Brooklyn Avenue is forecast to have an overall demand to capacity ratio of 96%, compared to 82% in the no action alternative, as a result of 164 additional riders. The Director determined that because overall transit load is just slightly under 100 percent, reflecting both seated and standing passengers, it is reasonable to assume that the increased demand would cause some of the routes on the screenline to exceed capacity. The 164 additional riders were determined to be approximately equivalent to the capacity of three articulated Metro bus coaches. Therefore, the Director recommended that the University pay King County-Metro the operating costs for three additional bus transit coaches in both the AM and PM peak hours to provide additional capacity on routes serving Campus Parkway near

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<sup>98</sup> Exhibit D1 at 76.

<sup>99</sup> Exhibit D1 at 24.

<sup>100</sup> See Exhibit A19, chapter 3.16 and Appendix D.

<sup>101</sup> Exhibit A19 at 3.16-38, Table 3.16-11.

<sup>102</sup> Testimony of John Shaw, SDCI Senior Transportation Planner.

Brooklyn Avenue NE.<sup>103</sup> (Condition 64) The University opposed this requirement because the Condition was not tied to a trigger based on exceedance of the demand to capacity ratio. The University has since agreed to this Condition with modifications that are incorporated into Condition 64.

78. The EIS documents travel speeds on 11 corridors used by transit vehicles. Existing transit speeds range from 20 MPH on northbound Montlake Boulevard to 2.7 MPH on westbound Stevens Way NE. Transit speeds would decrease on almost all corridors under nearly all alternatives, which the Director determined would likely reduce transit reliability and thus, its desirability and the likely success of the University's TMP.<sup>104</sup>

79. SDOT anticipates that planned RapidRide investments will improve transit speed and reliability through a combination of dedicated bus-only lanes, enhanced stations, improved fare collection technology, specialized vehicles, and enhanced traffic signals. Three Rapid Ride corridors are planned in the University District: 11<sup>th</sup> Avenue NE/Roosevelt Way NE; NE 45<sup>th</sup> Street/15<sup>th</sup> Avenue NE/NE Pacific Street; and Montlake Blvd NE. In the Primary Impact Zone, the EIS projects that UW growth from the Campus Master Plan would result in an 11% reduction in transit travel speeds on the 11<sup>th</sup> Avenue NE/Roosevelt Way corridor, a 30% reduction on the NE 45<sup>th</sup> Street/15<sup>th</sup> Avenue NE/NE Pacific Street corridor, and a 25% reduction on the Montlake Boulevard NE corridor due to increased congestion. The EIS analyzed traffic volumes in the Secondary Impact Zone.<sup>105</sup> It did not analyze transit speed impacts in that zone but does identify substantial adverse impacts to intersection operations there. The Director determined that this indicates that congestion-related impacts to transit speeds would also occur in that zone. The EIS does not identify mitigation to reduce the Master Plan's impacts on transit travel speed.<sup>106</sup>

80. Based on the reductions in transit travel speeds attributable to the University's growth, the Director recommended that the University fund SDOT capital improvements to facilitate transit performance within the Primary and Secondary Impact Zones at the time the respective Rapid Ride projects are implemented for the 11<sup>th</sup> Avenue NE/Roosevelt Way NE; NE 45<sup>th</sup> Street/15<sup>th</sup> Avenue NE/NE Pacific Street; and Montlake Blvd NE corridors. Within the Primary Impact Zone, the Director's recommendation was that the University's contribution to each project would be equal to the percentage reduction in transit travel speed attributable to the growth under the Master Plan. Although impacts on transit speeds within the Secondary Impact Zone were not analyzed in the EIS, the Director determined that they would likely be less than those in the Primary Impact Zone and recommended reducing the required contributions there to half of the percentages required in the Primary Impact Zone.<sup>107</sup> (Condition 65) The University opposed these requirements on several grounds, including contending that reduction in transit speeds is not the right metric to assess the funding contribution but the University has agreed to an alternative condition that ties its funding obligation to specific development thresholds.

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<sup>103</sup> Exhibit D1 at 85-86; Testimony of John Shaw. *See also*, Exhibit D17.

<sup>104</sup> Testimony of John Shaw.

<sup>105</sup> Exhibit A19 at 5-23 – 5-24.

<sup>106</sup> Exhibit D1 at 87.

<sup>107</sup> Exhibit D1 at 87-88; testimony of John Shaw.

81. Noting that the University expects that transit will need to accommodate the majority of new trips generated by the Master Plan, the Director recommended that the University “dedicate space at new development adjacent to existing and future Link light rail stations and RapidRide stops to better accommodate higher volumes of transit riders, provide better connections between modes, accommodate shared mobility services, and provide transportation information related to travel and transfer options.”<sup>108</sup> (Condition 66) The University opposed this requirement.

82. Concerning pedestrian operations, the EIS evaluated capacities for transit riders at bus stops. With some exceptions, space available for pedestrians at transit stops is projected to remain adequate to meet both background growth and that attributable to the Master Plan. However, the transit stop at 15<sup>th</sup> Avenue NE/NE 42<sup>nd</sup> Street is forecast to operate at LOS D (characterized by severely restricted circulation and long-term waiting discomfort), and the stop at NE Pacific Street/15<sup>th</sup> Avenue NE is forecast to operate at LOS F (indicating extremely discomforting density and no possible movement). The Director therefore recommended that the University expand transit stops, or pay SDOT for transit stop expansion, at these two stops as part of the NE 45<sup>th</sup> Street/15<sup>th</sup> Avenue NE/NE Pacific Street RapidRide implementation.<sup>109</sup> (Condition 67) The University opposed this requirement but has since agreed to it.

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<sup>108</sup> Exhibit D1 at 89.

<sup>109</sup> *Id.* at 90.

## Attachment 4

### Seattle City Council Conclusions Related to the University of Washington 2018 Seattle Campus Master Plan

The City Council adopts the following conclusions regarding Clerk File 314346, as promulgated by the Seattle Hearing Examiner on January 17, 2018 and as amended by the Council.

#### **Conclusions**

1. The City of Seattle has jurisdiction over the University of Washington’s proposed 2018 Seattle Campus Master Plan pursuant to RCW 36.70A, the Washington State Growth Management Act (GMA), the 1998 Agreement between the City of Seattle and the University of Washington, as amended, Chapters 23.69, 23.76 and 25.05 of the Seattle Municipal Code (SMC), and RCW 43.21C, the State Environmental Policy Act (SEPA). All conditions of approval of the Master Plan are established pursuant to the City’s exercise of authority pursuant to the GMA, the City-University Agreement and SMC Chapters 23.69 and 23.76. Some conditions are also established pursuant to the City’s SEPA authority, RCW 43.21C and SMC 25.05.
2. The review process for development of the Master Plan met the process requirements in Section II.B of the City-University Agreement.

#### **Areas of Dispute**

3. Public Realm Allowance. The Master Plan cannot control future City decisions regarding City rights-of-way. The University expressed concern that Condition 20, which would acknowledge that the City is authorized to widen its rights-of-way, could impact the potential development capacity of the Master Plan, and that the City cannot implement development regulations that preclude the siting of an essential public facility. Although the concern is understandable, the City cannot, in the Master Plan process, appear to abdicate its authority to manage and, where necessary, expand City rights-of-way. If an expansion that reduced the University’s development capacity were proposed, the University and City could explore a Master Plan amendment to adjust public realm allowance requirements to the University’s needs.
4. The University also argues that the following sentence in Condition 20 should be removed as unnecessary: “Where required, improvements to the public realm allowance shall be completed in accordance with adopted [the] Greenstreet Concept Plan.” The Master Plan includes a statement of intent that the University “shall strive to follow the guidance provided” in the University District Green Street’s Concept Plan,<sup>1</sup> but Conditions 20 would mandate what is now written as discretionary.

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<sup>1</sup> Exhibit D2 at 182.

5. The Examiner recommended adoption of the Condition 20.
6. Plan Amendment Process/ Portability of Development Capacity. Under SMC 23.69.006.B, the Agreement is to govern “the Master Plan process (formulation, approval and amendment).” Subsection II.C of the Agreement addresses changes to the Master Plan, with provisions defining exempt changes and addressing procedures for amendments that are not exempt. Language proposed in the Master Plan’s chapter on Development Standards included procedures that conflict with those spelled out in the Agreement. The University stated that the City Council which approved the existing master plan added the provisions that the University included in the proposed Master Plan. Nonetheless, nothing in the record explains the reason such provisions would have been added, and the Master Plan should be consistent with the Code and Agreement. The Examiner recommended adoption of Conditions 25 and 26.
7. Housing. The Director concluded that the Master Plan was not consistent with Comprehensive Plan Policy H5.19 because it would lead to an increase of approximately 4,649 faculty and staff over its 10-year life without providing for housing, including rent- or income-restricted housing, to accommodate that employment growth. The University argued that the Master Plan is a specific development proposal and thus, need not be consistent with the Comprehensive Plan, but the City asserts that because the Master Plan is a nonproject action for purposes of SEPA, it is regulatory in nature and must comply with the Comprehensive Plan. The Growth Management Hearings Board has concluded that a University master plan is properly characterized as a land use decision that establishes development requirements for specific pieces of property. It is not a land use regulation that must be consistent with and implement the Comprehensive Plan, except to the extent required by Chapter 23.69 SMC and the Agreement.
8. The Agreement requires both the Director and the Examiner to assess the Master Plan based, in part, on “SEPA [and] other applicable land use policies and regulations of the City,” and the Director’s report is to include findings and recommendations on the Master Plan’s “[c]onsistency with “other adopted land use policies and regulations of the City”.<sup>2</sup> Contrary to the University’s position, nothing in the Agreement indicates that “land use policies” are limited to the policies found in the Land Use Element of the Comprehensive Plan. If the drafters of the Agreement had intended to so limit the Director’s and the Examiner’s consideration of “land use policies,” the limitation would be spelled out in the Agreement.
9. In an unchallenged statement to the Seattle Hearing Examiner, the University District Alliance stated that “about half (13,387) of the 26,318 UW classified and professional (non- academic) employees workers earned less than 80 percent of Area Median Income (AMI), and about one-sixth (4,574) earn less than 50 percent of the AMI.”<sup>3</sup> Applying those ratios to the forecast growth, the University can be expected to add 944 employees earning less than 80 percent of AMI, including 322 employees earning less than 50 percent of AMI. The FEIS for the Seattle Campus

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<sup>2</sup> Exhibit D5 at 5-6.

<sup>3</sup> Exhibit P1, “U District Alliance Comments on UW Campus Master Plan”, undated, page 10

Master Plan assumes that there will be an average of two adult residents per staff and faculty household.<sup>4</sup>

10. The University has voluntarily agreed to provide at least 450 units of housing affordable to low-income and very-low income staff in locations accessible to the University. The City’s conditional approval of the CMP is, in part, in recognition of this voluntary commitment.

11. Transportation. Subsection III.C.6 of the Agreement provides that the City and University “will continue to act in partnership with King County Metro and Community Transit to provide a high level of transit service to the campus, University area, and nearby neighborhood business districts.”

12. Conditions 64, 65, and 66 are consistent with SMC 25.05.675.R.1, the City’s Traffic and Transportation “Policy Background,” which states, in part, that “[e]xcessive traffic can adversely affect the stability, safety and character of Seattle’s communities,” and that the “University District is an area of the City which is subject to particularly severe traffic congestion problems ... and therefore deserves special attention in the environmental review of project proposals”. As noted above, the EIS documents that traffic generated by the Master Plan will cause substantial additional delay at intersections and reduce arterial speed for transit and general-purpose traffic. These impacts can reasonably be considered “excessive” within the meaning of SMC 25.05.675.R.1.a. The Master Plan anticipates major projects with substantial traffic volumes that will adversely impact surrounding areas,<sup>5</sup> and some individual projects anticipated by the Master Plan will create adverse impacts on transportation facilities serving those projects.<sup>6</sup> Further, the conditions, which mitigate the Master Plan’s anticipated growth impacts on transit facilities, would increase the use of alternative transportation modes.<sup>7</sup>

13. The conditions are also justified by the applicable SEPA transportation policies in SMC 25.05.675.R.2. Policy “a” is “to minimize or prevent adverse traffic impacts which would undermine the stability, safety and/or character of a neighborhood or surrounding areas.”

14. Condition 64 would increase capacities on likely overcrowded transit lines, thereby enhancing the University’s ability to meet its TMP goal by providing sufficient space on buses for prospective riders, thereby minimizing destabilizing and unsafe traffic impacts. However, although it is reasonable to assume that the increased demand resulting from additional University riders would exceed capacity on some routes on the screenline, it is not clear how that increased demand would be allocated across the routes in question. Thus, while it is reasonably likely that the additional 164 riders would result in the need for at least two additional bus transit coaches during the AM and PM peak hours, it is not clear that three additional coaches would be needed to maintain capacity across all routes within the screenline. The Examiner recommended that the

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<sup>4</sup> See, for example, Exhibit A19, Volume 1, page 3.8-27

<sup>5</sup> See SMC 25.05.675.R.1.b.

<sup>6</sup> See SMC 25.05.675.R.1.c.

<sup>7</sup> See SMC 25.05.675.R.1.d.

condition be revised to provide that the University pay King County Metro’s operating costs for two additional bus transit coaches in both the AM and PM peak hours to provide additional capacity on routes serving Campus Parkway near Brooklyn Avenue NE. Condition 64 has been revised to reflect this modification.

15. Condition 65 would help fund future RapidRide lines in the University District, thereby increasing transit speed and reliability, increasing the attractiveness of transit, and minimizing destabilizing and unsafe traffic impacts. Maintaining and improving transit performance is a necessary part of supporting an increase in transit service and meeting the University’s TMP goals. The University argued that this condition should be tied to the cause of an impact not the measure of its effect. The University agreed to a modified condition that ties the funding of improvements to the amount of development completed. The University has agreed to a modified condition that ties the funding of improvements to the amount of development completed.

16. Condition 66 would provide on-campus opportunities to accommodate high volumes of transit riders and shared mobility services, better connections between modes, and information related to travel and transfer options that would encourage the use of alternative modes, supporting the University’s TMP and minimizing destabilizing and unsafe traffic impacts.

17. Condition 68 would increase the size of waiting areas at two highly congested bus stops, which would encourage use of transit, supporting the University’s TMP, and thereby minimizing destabilizing and unsafe traffic impacts, by decreasing discomfort from waiting in highly congested conditions. Such conditions at transit stops could also degrade the character of a neighborhood by causing congestion and blockages for pedestrians on sidewalks.

18. The EIS documents the availability of public transit, existing vehicular and pedestrian traffic conditions, and other specific policy elements. The results of, and the impacts identified in, the EIS transportation analysis shaped conditions.<sup>8</sup> And the conditions, with the exception noted for Conditions 64 and 65, are attributable to the impacts identified in the EIS and generally based on a pro rata share of vehicle or transit trips generated by the growth anticipated under the Master Plan. The City’s SEPA authority supplements the City’s land use authority to establish development standards and conditions.

19. The City Council adopts Conditions 64, 65, 66 and 68.

### **Other Conclusions**

20. As conditioned, the Master Plan includes all elements required by Section II.A of the City-University Agreement, including appropriate development standards to regulate the University’s proposed growth.

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<sup>8</sup> See SMC 25.05.675.R.2.b; SMC 25.05.060.A.2.

21. As conditioned, the Master Plan is consistent with Section II.C of the Agreement concerning changes to the University master plan.
22. As conditioned, the Master Plan is consistent with relevant Comprehensive Plan policies.
23. As conditioned, the Master Plan appropriately establishes development standards and mitigates short- and long-term environmental impacts identified in the EIS and the Master Plan review process.
24. As conditioned, the draft Shoreline public access plan is appropriate for SDCI's consideration. If the City Council approves the Master Plan, the University may submit a final Shoreline public access plan to the Director for consideration through the review and approval process in SMC 23.60A.164.K.
25. The CUCAC's requested height reduction for Site W22 is denied. The height limit of 240' is consistent with the zoning immediately to the north and west of site W22. The development standards placed on site W22 under the CMP, and the distinctive shape of Site W22 provide opportunities for a distinctive gateway to the neighborhood at this site, without requiring a lower height limit.
26. The CUCAC's requested height reduction for Site W37 is not adopted. The University has identified a view corridor at this location, and because the topography rises to the north of the site, most of the square footage allocated to the site will be outside the view corridor.
27. The suggestion that the Master Plan be amended to reduce the University's SOV rate to 12 percent has merit, particularly in light of the facts that the SOV rate is presently 17% and dropped after the opening of a new light rail station, access to light rail is planned to improve significantly through both new University-serving light rail stations and system improvements, the University proposes to replace parking lost in demolition under the Master Plan rather than reducing the parking cap, and the University commits only to consider revising its payment system for parking to reduce demand.
28. The Council adopts the Examiner's recommendations on the proposed MIO height designations.<sup>9</sup>

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<sup>9</sup> Exhibit D1 at 45.