City of Seattle
Edward B. Murray, Mayor

Department of Planning and Development
D. M. Sugimura, Director

CITY OF SEATTLE
ANALYSIS AND DECISION OF THE DIRECTOR
OF THE DEPARTMENT OF PLANNING AND DEVELOPMENT

Application Number:	3017619
Council File Number:	314279
Applicant Name:	Kirsten Wild for Finance and Administrative Service Department
Address of Proposal:	901 E Roanoke Street (Fire Station 22)

SUMMARY OF PROPOSED ACTION

Council Land Use Action and to allow a new two story, 10,030 sq. ft. public facility (Fire Station 22) and to demolish the existing 4,100 sq. ft. facility in an environmentally critical area. The station will include equipment storage, offices and living quarters.

The following approvals are required:

Council Land Use Action — for concept approval and to waive or modify development standards for a City facility - (SMC Chapter 23.76.064)

SEPA — Environmental Determination - (SMC Chapter 25.05)

SEPA DETERMINATION: [ ] Exempt [ ] DNS [ ] EIS

[X] DNS with conditions

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

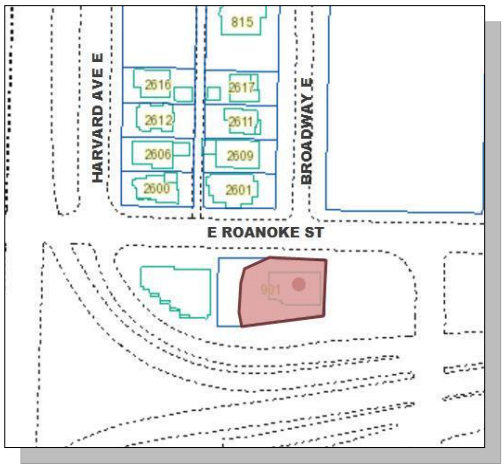
BACKGROUND DATA

Site and Vicinity Description

The 14,625 square foot site is located at 901 E. Roanoke Street. The site is zoned Single Family 5,000 (SF5000). It is currently developed with an existing one-story fire station (Number 22), built in 1964 and operational starting in 1965.

The Fire Station 22 (FS22) site is located north of Roanoke Park, between E. Roanoke St and the State Route 520 exit ramp to Interstate-5. The adjacent property to the east is an undeveloped lot,

owned by Washington State Department of Transportation (WSDOT), and to the west, a Washington State Patrol building (also owned by WSDOT). The trapezoidal site has a perimeter of 159 feet along the north side, 137 feet along the west side, 117 feet along the east side, and 160 feet along the south side. There is an environmentally critical area (ECA) steep slope to the south side of the property, the result of grading done for SR-520. There is an existing 6 foot sidewalk along E. Roanoke.



The property is adjacent to the Roanoke Park neighborhood, designated as a historic district by the National Register of Historic Places in 2009. The housing stock of the Roanoke Park Historic District was developed largely in the early 20th century. As noted in HistoryLink.org Essay 10180, *"Roanoke Park is the focal point of the Roanoke Park neighborhood. Surrounded on three sides by gracious homes and bordered on the south by 10th Avenue E, the park provides respite from the busy I-5 freeway located two blocks west and from the western culmination of SR 520, which passes the park in a hectic canyon just to the south. An overpass above this canyon carries 10th Avenue E (which transfers its arterial street function to Broadway Avenue E) farther south and into central Capitol Hill."* The FS22 site marks the northern edge of the "hectic canyon" noted above.

E. Roanoke Street and 10th Avenue E. are improved with a roadway, curb, and sidewalk.

The site is fairly level in the east/west direction, with about two feet of grade change from the northwest corner to the northeast corner. The site starts to drop just south of the the south property line, with approximately a 15-foot drop to SR 520.

Proposal Description

The project includes the demolition of the existing fire station and replacement with a new 10,030 square foot fire station building. The proposed fire station will include two apparatus bays containing one engine and one communications truck (also called an Incident Command Unit). The proposed station provides drive-through access: the two fire trucks will enter the building off E. Roanoke via a 25 foot driveway at the northwest side (the "rear apron"), and will exit the building onto E. Roanoke Street via a 25 foot driveway at the northeast side of the site (the "front apron"). The primary goal of the drive-through orientation of the station is to remove the need for back-in parking for fire apparatus at the busy E. Roanoke Street. Back-in parking requires firefighters to exit the truck and stop traffic while trucks back into the apparatus bay, putting firefighters and civilian drivers in unsafe situations; it is strongly discouraged by the Seattle Fire Department.

A two-story masonry structure will align with E. Roanoke Street, with the public entry and lobby at the northeast corner of the building. Apparatus support spaces, Officer's Office and Bunk Room, and the Station Office are at the ground floor, with living quarters at the second floor. An exterior deck is notched in at the northwest corner of the upper floor. The two-story structure includes extensive glazing at the lobby and station office areas, but minimal glazing along E. Roanoke Street at the living spaces in order to provide privacy for the users. A basement area houses storage, and

mechanical, electrical and communications rooms. The double-height apparatus bay is located to the north of the two-story structure to allow for turning radii of trucks entering from and exiting onto E. Roanoke. The apparatus bay is fully glazed from a 32-inch high stem wall to the underside of the roof. Wide overhangs at the east and west sides of the apparatus bay provide shading at the interior. A concrete hose tower located at the east side of the station mediates between the two-story potion of the building and the apparatus bay. Surface parking for five vehicles will be provided at the northwest corner of the site, accessed from the rear apron.

Seattle Design Commission

This proposal is subject to review by the Seattle Design Commission (SDC) because it is a City Facility. The Commission's role is to advise the project proponents in an effort to foster well-designed civic projects. The SDC reviewed the design on July 1, 2014, January 15, 2015, and June 18, 2015. The SDC supported the overall development proposal and program. For complete SDC actions and comments, the approved minutes from the meetings are available on the City of Seattle website located at:

http://www.seattle.gov/dpd/cityplanning/designcommission/cs/groups/pan/@pan/@designcommission/documents/web_informational/p2297853.pdf

Public Comments

Two public comments were received during the public comment period which ended on January 25 2015. One commenter expressed concern regarding noise impacts of the fire trucks on nearby residences. The other commenter requested more information about the location of the fire station and fire truck access, the number of trees removed, and how the fire station design would be viewed from the WSDOT lid over 520.

ANALYSIS — COUNCIL LAND USE ACTION

Public facilities, including fire stations and accessory structures, may be permitted in single family zones as a council conditional use pursuant to Seattle Municipal Code (SMC) sections 23.44.036 and 23.51A.002. Development standards for public facilities in single family zones are found in SMC 23.44. Section 23.76.064 includes provisions for the City Council to grant concept approval and to waive or modify applicable development standards, accessory use requirements, special use requirements or conditional use criteria for City Facilities. SMC 23.76.064 classifies this decision as a legislative action (Type V).

The Finance and Administrative Services Department seeks a Council Concept Approval under SMC 23.76.064 to allow a fire station within a single family zone and to modify three development standards, as follows:

Table A		
Development Standard	**Required**	**Proposed**
SMC 23. 44.010.C, Table B	The maximum lot coverage permitted for principal accessory structures (Residential, Single-Family) is as provided in Table B: 5,000 sf or more: 35% of lot area.	Proposed lot coverage is 50.8%
23.44.012.A.1	… the maximum permitted height for any structure not located in a required yard is 30 feet.	1) Proposed building height is 29'-11 7/8" (above average grade level) where a portion of the building is located in the front yard setback. 2) Proposed flag pole height is 25'-7" (above average grade level) within the front yard setback; flagpole does not qualify for height exemption per SMC 23.44.012.C.1. 3) Proposed hose tower is 46'-7 3/8" (above average grade level); exceeds 30'-0" height limit by 16'-7 3/8".
23.44.014.A	The front yard depth shall be either the average of the front yards of the single-family structures on either side, or 20 feet, whichever is less.	Proposed front yard setback is 8 feet.

SMC 23.76.050 requires the DPD Director to prepare a written report on Type V application, which includes the following analysis and information:

1. The written recommendations or comments of any affected City departments and other governmental agencies having an interest in the application;

No written recommendations or comments were received from affected City departments and/or other governmental agencies having an interest in the application.

2. Responses to written comments submitted by interested citizens;

As noted previously two public comments were received during the public comment period which ended on January 25, 2015. One commenter expressed concern regarding noise impacts of the fire trucks on adjacent residence. The other commenter requested more information about the location of the fire station and fire truck access, the number of trees removed, and how the fire station design would be viewed from the WSDOT lid over 520.

City staff requested proposed noise mitigation measure to minimize the impacts of the fire station and fire trucks on adjacent residential uses, clarification on the use of WSDOT ROW for driveways, and approval from Bill Ames, City Arborist, for the proposed removal of the existing street trees.

City staff acknowledged the comments by email and addressed the comments in the review of the proposal.

The proposed fire station will house two emergency vehicles – the same number as are housed at the existing station. A mid-block signal will be added to stop traffic during truck egress, which will allow trucks to egress without the use of their sirens as a traffic warning unless conditions demand otherwise. Sirens are only used when necessary to allow safe passage of emergency vehicles. Firefighters will abide by SFD Policy and Operating Guidelines on use of sirens (reference RCW 46.37.380 Horns, warning devices, and theft alarms, and RCW 46.61.035 Authorized emergency vehicles). All mechanical equipment will meet the noise control requirements of Seattle Municipal Code (SMC) 25.08.

The City's Department of Finance and Administrative Services (FAS) is coordinating with SDOT and WSDOT regarding shared use of the west driveway, and use of WSDOT ROW property for the east driveway. A Letter of Understanding will clarify property use. Plans for the Delmar Lid over SR 520 are still in flux, but the station has been designed with the expectation that the lid area will be the primary source of pedestrian and bicycle activity, and have oriented the public entry and plaza area toward the lid. The iconic red fire doors will face the lid as well, so that the east side of the station presents a welcome and opening face to the lid area. Coordination with SDOT and WSDOT regarding a future Shared Pedestrian/Bike Path proposed at the south side of E. Roanoke Street resulted in updated plans, with the station being pushed 2' to the south to accommodate the path. Tree removal was approved by SDOT's Bill Ames, with the understanding that the large London Plane tree to the north of the site will be preserved and protected during demolition and construction. Street trees and trees on the station property will be planted.

Each commenter has been added to the notice list for the proposal.

3. An evaluation of the proposal based on the standards and criteria for the approval sought and consistency with applicable City policies;

Seattle Municipal Code (SMC) 23.51A.002 B includes standards and criteria for the proposed public facility use.

The proponent of any such use shall demonstrate the existence of a public necessity for the public facility use in a single-family zone. The public facility use shall be developed according to the development standards for institutions (Section 23.44.022), unless the City Council makes a

determination to waive or modify applicable development standards according to the provisions of Chapter 23.76, Subchapter III, Council Land Use Decisions, with public projects considered as Type IV quasi-judicial decisions and City facilities considered as type V legislative decisions.

Fire station number 22 already exists at this location within a single family zone. Fire stations are essential for protecting lives and property and must be located in specific areas so that they can rapidly and adequately respond to emergencies. A large portion of the city is zoned single family thus there are large numbers of people and property within the single family zone in need of this service.

The proposed building will house the Seattle Fire Department's Engine 6 as well as the Incident Command Vehicle. The location of the station, with quick access to I-5, north Capital Hill, Eastlake, The University District, and the Montlake neighborhood make the existing site an ideal location for continued use as a fire station. Increased density in the surrounding neighborhoods both increases the public necessity of the station, and decreases opportunity for relocating in the same response area.

As noted above, the public facility utility structure requires three modifications to development standards for institutions in single family zones pursuant to SMC 23.44.022.

A modification to the 35% maximum lot coverage is requested. The proposed structure will have lot coverage of 50.8%, so a modification of 15.8% is requested.

A modification to the height limit within the front yard setback is requested. The proposed structure will be 29'-11 7/8" within the required 20 foot front yard setback. The proposed flag pole will be 25'-7" within the required 20 foot front yard setback. The hose tower will not be in the front yard setback, but will extend 16'-7 3/8" above the required 30 foot height limit.

A modification to the required 20 foot front yard is requested. The proposed structure will be located 8'-0" from the front lot line along E. Roanoke Street, so a modification of 12'-0" is requested.

Although the site is located in a residential zone (SF 5000), the station and the State Patrol building to the west occupy a virtual island, separated to the north from neighboring single-family homes by the four lane E. Roanoke Street, by SR 520 to the south, and by I-5 to the west. There are no residences immediately to the east, where the future Delmar Lid is proposed. The overall building footprint has been minimized as much as possible, with a basement and two stories proposed to house the station's required program. The Apparatus Bay is sized per Seattle Fire Department standards to accommodate current and future rigs. The oddly shaped site and the program's drive-through configuration, along with allowances for a future proposed Shared Bike/Pedestrian Path, dictate the siting of the building. Given the lot size and program, conforming to the required front yard (20 feet) would prohibit development of a fire station built to the City's current standards. The existing building is located 20'-0" to the front lot line. The proposed building location would decrease the provided front setback to 8'-0". The overall building footprint, with projection into the required front yard, is necessary to provide a secure and long-lasting building to meet the current and future needs of the Seattle Fire Department. The proposed height within the nonconforming front yard is within the 30'-0" height limit for structures within the conforming setback. The hose tower is within the conforming setback but exceeds the height limit by 16'-7 3/8". This is very close to the existing hose tower, which is approximately 45'-6" high. The new hose tower will occupy a similar

space as the existing hose tower, re-presenting an established local landmark. The new structures do not impact neighboring properties with shadows.

The proposed station will minimize impacts to adjacent properties by maintaining the existing exceptional tree on the north portion of the site and by providing a landscaped zone along the north side of the building along E. Roanoke Street. The building will be clad in brick.

4. All environmental documentation, including any checklist, EIS or DNS;

The proposed public facility is subject to a SEPA threshold determination according to SMC 25.05.800 A2c Table B, because the project proposal includes the construction of a non-residential use building that exceeds 4,000 square feet gross floor area in a single family zone. The SEPA analysis follows.

5. The Director's recommendation to approve, approve with conditions, or deny a proposal.

Based on the analysis provided above, DPD recommends approval of the proposed new fire station in a Single Family zone.

RECOMMENDATION – COUNCIL APPROVALS

DPD **recommends approval** of the proposed new fire station use in a Single Family 5000 zone.

ANALYSIS - SEPA

The initial disclosure of the potential impacts from this project was made in the environmental checklist submitted by the applicant. The information in the checklist, supplemental information provided by the applicant, project plans, and the experience of the lead agency with review of similar projects form the basis for this analysis and decision.

The SEPA Overview Policy (SMC 23.05.665) discusses the relationship between the City's code/policies and environmental review. The Overview Policy states, in part,

> *"Where City regulations have been adopted to address an environmental impact; it shall be presumed that such regulations are adequate to achieve sufficient mitigation subject to some limitation".*

The Overview Policy in SMC 23.05.665 D1-7 states that in limited circumstances it may be appropriate to deny or mitigate a project based on adverse environmental impacts.

The policies for specific elements of the environment (SMC 25.05.675) describe the relationship with the Overview Policy and indicate when the Overview Policy is applicable. Not all elements of the environment are subject to the Overview Policy (e.g., Traffic and Transportation, Plants and Animals and Shadows on Open Spaces). A detailed discussion of some of the specific elements of the environment and potential impacts is appropriate.

Short-term Impacts

The following temporary or construction-related impacts are expected: decreased air quality due to suspended particulate from building activities and hydrocarbon emissions from construction vehicles and equipment; increased dust caused by construction activities; increased traffic and demand for

parking from construction equipment and personnel; conflict with normal pedestrian movement adjacent to the site; increased noise; and consumption of renewable and non-renewable resources.

Several adopted City codes and/or ordinances provide mitigation for some of the identified construction related impacts. Compliance with these applicable codes and ordinances will reduce or eliminate most short-term impacts, but impacts such as air quality, noise, and earth require further discussion.

Greenhouse gas emissions

Construction activities including construction worker commutes, truck trips, the operation of construction equipment and machinery, and the manufacture of the construction materials themselves result in increases in carbon dioxide and other greenhouse gas emissions which adversely impact air quality and contribute to climate change and global warming. While these impacts are adverse, they are not expected to be significant due to the relatively minor contribution of greenhouse gas emissions from this project.

No further conditioning or mitigation is warranted pursuant to specific environmental policies or the SEPA Overview Policy (SMC 25.05.665).

Noise

The project is expected to generate loud noise during construction. These impacts would be especially adverse in the early morning, in the evening, and on weekends.

The Seattle Noise Ordinance permits increases in permissible sound levels associated with construction and equipment between the hours of 7:00 AM and 10:00 PM on weekdays and 9:00 AM and 10:00 PM on weekends.

The limitations of the Noise Ordinance (construction noise) are considered inadequate to mitigate the potential noise impacts associated with construction activities given the proximity of residential uses. The SEPA Policies at SMC 25.05.675 B allow the Director to limit the hours of construction to mitigate adverse noise impacts. Pursuant to this policy and because of the proximity of neighboring residential uses, the applicant will be required to limit excavation, foundation, and external construction work for this project to non-holiday weekdays between 7:00 a.m. and 6:00 p.m. It is also recognized that there are quiet non-construction activities that can be done at any time such as, but not limited to, site security, surveillance, monitoring for weather protection, checking tarps, surveying, and walking on and around the site and structure. These types of activities are not considered construction and will not be limited by the conditions imposed on this Master Use Permit.

Earth / Soils

The ECA Ordinance and Director's Rule (DR) 18-2011 require submission of a soils report to evaluate the site conditions and provide recommendations for safe construction in landslide prone areas. Pursuant to this requirement the applicant submitted a geotechnical engineering study. The study has been reviewed and approved by DPD's geotechnical experts, who will require what is needed for the proposed work to proceed without undue risk to the property or to adjacent properties.

No additional conditioning is warranted pursuant to SEPA policies.

Long-Term Impacts

Long-term or use related impacts should be mostly comparable to those already generated by the existing use. No increase in number of apparatus bays or crew is projected by the Fire Department with the additional of the accessory storage building. Hence, long-term impacts are not considered significant because they are minor in scope. The building will be larger so potential exists for height, bulk and scale impacts, which are discussed below.

Several adopted City codes and/or ordinances provide mitigation for some of the impacts. Specifically these are: the Seattle Building Code which provides prescriptive construction techniques and standards; and the Land Use Code which controls site coverage, setbacks, building height and use and contains other development and use regulations to assure compatible development. Compliance with these applicable codes and ordinances is adequate to achieve sufficient mitigation of most long term impacts.

Greenhouse gas emissions

Operational activities, primarily vehicular trips associated with the project and the projects' energy consumption, are expected to result in increases in carbon dioxide and other greenhouse gas emissions which adversely impact air quality and contribute to climate change and global warming. While these impacts are adverse, they are not expected to be significant due to the relatively minor contribution of greenhouse gas emissions from this project.

No further conditioning or mitigation is warranted pursuant to specific environmental policies or the SEPA Overview Policy (SMC 25.05.665).

Height, Bulk and Scale

The SEPA Height, Bulk and Scale Policy (Section 25.06.675.G., SMC) states that *"the height, bulk and scale of development projects should be reasonably compatible with the general character of development anticipated by the goals and policies set forth in Section B of the land use element of the Seattle Comprehensive Plan regarding Land Use Categories, …and to provide for a reasonable transition between areas of less intensive zoning and more intensive zoning."*

The proposed building will be located in a Single Family 5000 zone. The Finance and Administrative Services Department seeks a Council Concept Approval under SMC 23.76.064 to allow a fire station within a single family zone and to modify three Development Standards regarding lot coverage, height and front yard setback. The neighborhood to the north, and adjacent property to the east and west is zoned SF-5000. A wide swath of property to the south of the property is occupied by SR 520. Although the immediately adjacent properties are zoned residential, their current uses are non-residential (a State Patrol Building to the west, undeveloped WSDOT ROW to the east). All indications are that the adjacent properties will continue to be used for non-residential uses into the foreseeable future. The proposed building will be set back 8'-0" from the north property line, a modification of 12'-0" from the standard 20'-0" front yard setback. Building height at the two-story portion of the building is proposed to be 29'-11 7/8". This height is within the 30'-0" standard, but is non-conforming where the building is located within the front yard setback. Lot coverage for the proposed building is calculated to be 50.8%: an increase of 15.8% over the 30%

maximum. All efforts have been made to minimize the building's footprint. The program has been consolidated as much as possible into a two-story structure with a basement. The Apparatus Bay requirements are fixed and must remain at grade. Because of the site's separation from nearby residential uses, the height, bulk and scale of the proposed project do not impact neighboring properties. Shadow diagrams indicate that the height and scale do not adversely affect adjacent properties.

The new station will include eight trees to the north of the building on the building property. Five trees in addition to the existing exceptional London Plane tree are proposed within the ROW, although recent information from Bill Ames, City Arborist, and new signalization pole requirements may result in loss of three of these proposed trees. Three trees are proposed at the southeast corner of the site. Understory planting and groundcover is proposed at all unpaved locations. No further mitigation of height, bulk and scale impacts is warranted pursuant to SEPA policy (SMC 25.06.675.G.).

RECOMMENDED CONDITIONS - SEPA

Prior to Issuance of a Demolition, Grading, or Building Permit

1. If the applicant intends to work outside of the limits of the hours of construction described in condition #2, a Construction Noise Management Plan shall be required, subject to review and approval by DPD, and prior to a demolition, grading, or building permit, whichever is issued first. The Plan shall include the specific mitigation, and may include additional proposed management of construction related noise, efforts to mitigate noise impacts, and community outreach efforts to allow people within the immediate area of the project to have opportunities to contact the site to express concern about noise. Elements of noise mitigation may be incorporated into any Construction Management Plans required to mitigate any short -term noise impacts that result from the project. (PLANNER)

During Construction

2. Construction activities (including but not limited to demolition, grading, deliveries, framing, roofing, and painting) shall be limited to non-holiday weekdays from 7am to 6pm. Interior work that involves mechanical equipment, including compressors and generators, may be allowed on Saturdays between 9am and 6pm once the shell of the structure is completely enclosed, provided windows and doors remain closed. Non-noisy activities, such as site security, monitoring, weather protection shall not be limited by this condition. This condition may be modified through a Construction Noise Management Plan, required prior to issuance of a building permit as noted in condition #1. (COMPLAINT)

Signature: (signature on file) Date: _____

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Department of Planning and Development