Fircrest Campus Excess Property Master Plan

PHASE TWO – FINAL MASTER PLAN

WASHINGTON STATE DEPARTMENT OF SOCIAL AND HEALTH SCIENCES

JANUARY 6, 2010

AHBL

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Executive Summary

The Fircrest Campus is an approximately 90-acre State-owned property in Shoreline, Washington, with 35.5 underutilized acres defined by the State as Excess Property, and a large number of mature trees and several forested areas. Under direction of the State Legislature, a Master Plan was developed that applies to approximately 83 acres of the Campus. The remaining 7 acres are currently utilized by the Washington State Department of Health (DOH) for its public health laboratory. The Excess Property provides substantial opportunities for new sustainable, mixed-use development; walking and bicycle trails with connections to the broader community and nearby parks; public open space; and restoration of a natural drainage system. Future development under the Master Plan is intended to be a prime example of sustainable, green development in the region.

The Master Plan was completed in two phases. Phase 1 planning was directed by Chapter 520, Laws of 2007, Section 2037 (Capital Budget proviso), which required DSHS to complete a master plan of the portion of the Fircrest Campus not utilized by the Fircrest School or the Department of Health (DOH), with recommendations for alternative uses such as:

- Affordable housing, and
- Smart growth options

Phase 1 included development of a set of Project Goals, three land use alternatives for the Excess Property, two public open houses, and a recommended Hybrid Option for new land uses based on the alternatives. A report to the Legislature in January 2008, titled Fircrest Excess Property Report – Land Use Options and Recommendations, presented the Hybrid Option and marked the end of Phase 1.

The Legislature authorized Phase 2 planning during the 2008 Supplemental Legislative Session, by amending the Capital Budget proviso to direct DSHS to prepare a more detailed plan based on the recommended Hybrid Option. ESHB 2765, Section 2004 (Chapter 328, Laws of 2008) requires that DSHS complete the Master Plan for the future of the property, and that:

- The Hybrid Option as described in the Fircrest excess property report dated January 14 [sic], 2008, must be used for the purposes of the master plan.
- The development of the master plan must not prohibit the potential future expansion of the Public Health Laboratory by the Department of Health.
- The Department must report to the appropriate committees of the Legislature and the Office of Financial Management by December 1, 2010.

Phase 2 planning included: environmental analysis; planning for access and circulation, and natural systems; development standards; and one public open house. The resulting Master Plan fulfills the Legislature's direction for sustainability and community benefit, provides a long-term vision for the Excess Property and its relation to the Fircrest School, and includes measures to ensure a positive environmental impact. The document that follows represents the completion of Phase 2.

I. Vision and Purpose

1.1 Opportunity for Smart Growth, Sustainability and Community Benefit

The Fircrest Campus is an approximately 90-acre State-owned property in Shoreline, Washington, with 35.5 under utilized acres defined by the State as Excess Property, and a large number of mature trees and several forested areas. Of the 90 acres, this Master Plan applies to approximately 83 acres. The remaining 7 acres are currently utilized by the Washington State Department of Health (DOH) for its public health laboratory. The Excess Property on the Fircrest Campus provides substantial opportunities for new sustainable, mixed-use development; walking and bicycle trails with connections to the broader community and nearby parks; public open space; and restoration of a natural drainage system. The Campus is located in an already urbanized area, adjacent to a major arterial street and served by bus transit, and adjacent to a large amount of park land and two schools. It is the desire of the Washington State Legislative, Department of Social and Health Services (DSHS), and the City of Shoreline to utilize the Excess Property within the Campus in an environmentally responsible manner that provides a variety of benefits to multiple communities while allowing for continuation of the existing Fircrest School, a Residential Habilitation Centers (RHC) for the developmentally-disabled operated on the Campus by DSHS. The opportunities that exist for the Excess Property will contribute to a healthy community where people drive less and walk more, live in energy efficient buildings with green features that contribute to their overall health, have access to nearby social services, and have reduced impact on the natural environment.

1.2 Campus Location, Current Use and History

Current uses on the Fircrest Campus include buildings associated with the Fircrest School, one of five Residential Habilitation Centers (RHCs) for the developmentally-disabled operated by DSHS, and two non-profit organizations which lease buildings from DSHS. In addition to its residential, administrative and support facilities, the Fircrest School includes an Activities Building and a Chapel; the Chapel is open to the public, and the Activities Building has previously been open for public use but has been closed due to State budgetary considerations. The Washington State Department of Health (DOH) operates a public health laboratory on 7 acres that is part of the Fircrest Campus but not part of the site for this Master Plan. The surrounding neighborhood includes a mix of single-family and multi-family residential, office, commercial, school, park and institutional uses. A commercial corridor with supermarkets, restaurants and a variety of retail uses extends south from the Campus along 15th Avenue NE.

The Campus has been used as a RHC for the past 50 years. Prior to that it was a U.S. Navy Hospital-Seattle, established in 1942, a Tuberculosis Sanatorium, established in 1949. The DOH laboratory was built in 1985. The current layout of the Campus' roads and buildings is a remnant of historical uses. It is based on both topography and typical Navy planning from the 1940s, which included a parade ground and a series of single-story buildings. Continued use of this layout during incremental changes to Campus buildings has resulted in redundant circulation and inefficient use of land.

1.3 Milestones in Master Planning Process

The Master Plan was developed through a two-phase process that began in 2007. The major milestones in that process are described below. This document represents the completion of Phase 2.

1.3.1 Phase 1 Legislative Directive

DSHS began master planning for new uses on the Campus based on the direction of the State Legislature in 2007. Chapter 520, Laws of 2007, Section 2037 (Capital Budget proviso), required DSHS to complete a master plan of the portion of the Fircrest Campus not utilized by the Fircrest School or the Department of Health (DOH). DSHS's plan is required to include recommendations for alternative uses such as:

- Affordable housing, and
- Smart growth options.

In developing the master plan, DSHS was asked to consult with: the City of Shoreline; the Department of Natural Resources (DNR); the Department of Health (DOH); Representatives of institutions of higher education with whom DSHS has a partnership; and Representatives of the Shoreline community and neighboring communities. The Proviso directed DSHS to provide a report to the Legislature by January 1, 2008. The Capital Budget proviso is included in Appendix A, Legislative Directive, 2007 and 2008.

1.3.2 Project Goals

The Master Plan is built on a set of Project Goals, developed early in Phase 1 in consultation with the City and community stakeholders. These goals reflect the Legislative directive, the site's current uses and unique features, and the community context. The goals were presented to the public via the project web page on the City of Shoreline's website and at several public open houses. The first of two public open houses in Phase 1, held in October 2007, focused on the Project Goals and criteria for consideration of new land uses and other potential master plan features.

1.3.3 Excess Property Definition

State regulations require DSHS to assess its properties every five years and determine what portion, if any, is excess to its operations. Approximately 35.5 acres of the Fircrest Campus were identified as Excess Property in 2007, as shown in Figure 3 on page 86. The primary focus of the Master Planning process was to determine the best use of the Excess Property.

1.3.4 Land Use Recommendations Definition

Phase 1 included development of three land use alternatives for the Excess Property in response to the Capital Budget Proviso and Project Goals. These options were presented at the second public open house in Phase 1, in November 2007, and posted on the project web page, in order to get public input. Following the open house, a recommended Hybrid Option was defined based on those alternatives and presented to the Legislature in the January 24, 2008 report entitled "Fircrest Excess Property Report – Land Use Options and Recommendations." The Project Goals and Hybrid Option provide the vision for the Master Plan. The report to the

Legislature also describes the three initial land use options and the process for defining future land uses.

As part of providing a long-term vision consistent with Smart Growth principles, the Hybrid Option shows potential new uses for a future phase of development on a portion of the Campus that is not currently defined as Excess Property. This area is located in the northwest of the Campus and contains the Fircrest School Nursing Home buildings, known as the Y Buildings. The long-term vision for sustainable development includes potential re-use of the Y-buildings area, if it is determined that the function of these buildings can be relocated to a more efficient facility on the Main Fircrest School Campus.* See Appendix B for further information on the Y Buildings.

1.3.5 Phase 2 Legislative Directive

The Legislature authorized Phase 2 planning during the 2008 Supplemental Legislative Session, by amending the Capital Budget proviso to direct DSHS to prepare a more detailed plan based on the recommended Hybrid Option. ESHB 2765, Section 2004 (Chapter 328, Laws of 2008) requires that DSHS complete the Master Plan for the future of the property, and that:

- The Hybrid Option described in the Fircrest excess property report dated January 14 [sic], 2008, must be used for the purposes of the master plan.
- The development of the master plan must not prohibit the potential future expansion of the Public Health Laboratory by the Department of Health.
- The Department must report to the appropriate committees of the Legislature and the Office of Financial Management by December 1, 2010.

The Legislature's authorization of Phase 2 and requirement for it to be based on the Hybrid Option reflects a policy decision to provide a balance of public benefits that include benefits to the community, to governmental operations, and both financial costs and returns to the State.

Phase 2 planning included development of the Master Plan Elements, including access and circulation, natural systems and development standards. A public open house was held in September 2008 to present the further development of the Master Plan. Phase 2 also included environmental analysis. The complete text of the amended Capital Budget proviso is included in Appendix A.

1.4 Master Plan Vision and Concept

This Master Plan, which is result of both Phase 1 and Phase 2 and fulfills the Legislature's direction for sustainability and community benefit, provides a long-term vision for the Excess Property and its relation to the Fircrest School. That vision reflects both Smart Growth principles and the Project Goals developed at the outset of the planning process. The Excess Property is envisioned as an urban, mixed-use, pedestrian-oriented extension of the broader Shoreline community, with significant natural features, tree preservation and a daylighted stream segment; a mix of housing choices that supports a range of income levels and potentially housing supported with social services; excellent access to parks and open space; reduced auto use; transit access; convenient, walkable access to goods, services and employment; and a variety of green building techniques. Because of these features, the Master Plan will provide benefit to

the local community, and to the region by reducing sprawl. Further, the Master Plan includes measures to ensure a positive environmental impact. The new uses will be sited and designed to relate to existing, adjacent uses in terms of bulk and scale, impervious surfaces will be reduced and natural drainage systems restored, and environmental impacts associated with new uses will be minimized through walkability and sustainable building techniques. The Master Plan development is intended to be a prime example of sustainable, green development in the region.

The Master Plan Map shown below builds on the Hybrid Option by more specifically defining new uses, and by defining access points for vehicles and for pedestrians

and bicycles, suggested road alignments to serve the uses on the Campus, tree preservation and open space areas, and drainage features. A Green Infrastructure Plan further articulates these green features, including a conceptual plan for daylighting a segment of Hamlin Creek located within the Excess Property. Table 1 is a summary of new land uses in the Master Plan. The green features and their relation to the new uses, as well as the relationship between new and existing land uses on and adjacent to the Campus, is further articulated in Section 5.5.7 of this Master Plan.

TABLE 1 – SUMMARY OF MASTER PLAN USES, ENTIRE CAMPUS

USE	EXISTING USE	NEW USE	TOTAL
Activities Building	27,286 SF	11,700 SF	38,986 SF
Fircrest School	454,444 SF	45,556 SF	500,000 SF
Non-Profit Uses	37,000 SF	0	37,000 SF
Residential	0	862 Units	862 Units
Retail	0	34,900 SF	34,900 SF
Office	0	255,000 SF	255,000 SF
Civic/Social Service	0	27,000 SF	27,000 SF
Trails		1.3 miles	1.3 miles

1.5 Summary of Key Benefits

Below is a brief overview of the benefits of the Master Plan:

- Improved walkability achieved through and mix of uses and 1.3 miles of new trails connecting on and across the Campus

- Active recreational opportunities provided by new trails and passive recreation provided by 15.3 acres of designated open space
- Retention of areas of urban forest on the Campus, providing ecological and aesthetic benefits
- Increased canopy coverage and improvement management of trees on the Campus
- Long-term environmental stewardship as part of future management of new uses
- Hamlin Creek daylighting and enhancement will result in a demonstrable improvement in water quality, habitat quality and other measures of ecological function. The project will restore important aspects of stream function which are now largely absent, including facilitating food chain production, providing nesting, rearing and resting sites for aquatic, terrestrial and avian species, maintaining the availability and quality of water (such as purifying water and acting as recharge and discharge areas for ground water aquifers), moderating surface water and stormwater flows, and maintaining the free-flowing conveyance of water, sediments and organic matter.
- Hamlin Creek restoration will provide benefits to downstream fish habitat in fish-bearing sections of the North Branch and main stem of Thornton Creek, based on improved water quality.
- Hamlin Creek buffer will exceed City minimum buffer requirement
- Improvements to water quality and reduced potential for flooding because stormwater management will be provided where no or minimal facilities currently exist
- Reduction of redundant and obsolete impervious surface area within the Excess Property
- Infiltration of stormwater runoff to the extent practical given soil conditions
- Reduced potential for downstream flooding and erosion based on new stormwater management and Hamlin Creek restoration
- The trail within the buffer of the restored Hamlin Creek segment will provide opportunities for passive and active recreation, wildlife viewing, and educational enrichment through interpretive signage.
- Proximity to transit and transit-supportive housing and employment densities encourages energy-saving and transportation options
- Housing choices that work for families
- Retention of the Healing Garden and the National Register of Historic Places (NRHP)-eligible Chapel within designated open space
- Area traffic operations would continue to meet City standards
- Street frontage along 15th Avenue NE and NE 150th Street would be improved for pedestrian-friendliness and aesthetics, and would include street trees

1.6 Use of Master Plan and Next Steps

This Master Plan will be used by the State in future decisions regarding management of Campus land and development of the Excess Property, and as the basis for pursuing a City of Shoreline Master Development Plan permit, the primary land use regulatory approval required for implementation. In addition to providing a long-term vision, this Master Plan provides the basis for future, individual Capital budget requests related to the Campus. The Master Plan also provides some guidance regarding facilities that are part of the Fircrest School, although its primary purpose is not a facilities plan for the School. Finally, the Master Plan reflects ongoing

coordination with the Department of Health (DOH), which manages and uses 7-acres of Fircrest Campus land adjacent to, but excluded from, the Master Plan area.

City approval of the Master Plan to allow for its implementation will be a two-step adoption process because the Master Plan contains uses that will be new to the Campus (City of Shoreline Comprehensive Plan Policy LU 43). The process, defined in City Ordinance 507, adopted in December 2008, will consist of:

- Council approval of a Comprehensive Plan and Development Code amendment to authorize new uses, and;
- Council approval of a Master Development Plan permit.

DSHS will determine when to pursue adoption through the two-step process. See Section 2.6 on City of Shoreline regulations and Section 6.1 on master plan adoption for further discussion of City adoption.

The following pages of the Master Plan contain:

- Information on the framework for planning, including the State's purpose, site management, City of Shoreline land use regulatory framework and planning process.
- A review of existing conditions.
- Further detail on the Master Plan Map and Elements, including land use, density, design guidelines, access and circulation, natural environment, Hamlin Creek restoration, and low impact development (LID).
- A discussion of issues for consideration during City adoption and future implementation.
- Appendices providing further information on existing conditions, environmental and technical analyses, planning work conducted in 2007, and public and stakeholder involvement.
- Additionally, Appendix C is a list of acronyms and definitions of planning and development terms used in this document.

2. Planning Framework

2.1 State's Purpose in Master Planning

In addition to responding to the Capital Budget proviso, the State initiated this Master Plan to:

- Provide a long-term vision to facilitate re-use of underutilized State-owned land in ways that benefit the public and State government.
- Further State Smart Growth initiatives and the goals of the Growth Management Act.
- Simplify the process for compliance with City of Shoreline land use regulations applying to the Campus, through City adoption of the Master Plan.
- Facilitate future improvements at the Fircrest School by making the School a conforming use, through City adoption of the Master Plan.
- Provide guidance for management of underutilized Campus land and its potential transfer of ownership between State agencies.
- Provide guidance for future, individual Capital budget requests related to the Campus, for both the Fircrest School and the Excess Property.

2.2 Relation to GMA and Smart Growth Strategy

Given its location in an urbanized area, existing and planned transit access, proximity to parks and open spaces, and unique site characteristics, the Fircrest Campus presents opportunities that directly address the objectives of the Washington State Growth Management Act (GMA) (Chapter 36.70A RCW). GMA calls for focusing a mix of housing, retail, and civic uses within urban areas that are accessible by transit and incorporate open space. In addition, the Master Plan calls for developing non-motorized transportation facilities, and reducing environmental impacts of developed sites, which are also consistent with the GMA.

The State is currently developing a Smart Growth Strategy for the 21st Century to complement and further implement GMA. Smart Growth is also being discussed at a national level. The Master Plan directly supports Smart Growth principles by proposing a walkable mix of uses for an underutilized property within already urbanized area.

2.3 State Advisory Committee

A State Advisory Committee was formed at the outset of the project and met at key points during both phases. The Committee's purpose was to ensure that State goals were met and that the Master Plan was consistent with the State planning framework. The Committee consists of representatives from DSHS, DNR, DOH, OFM, and State Legislators representing the Campus area or members of their staff.

2.4 Existing Site Management

The Fircrest Campus is currently managed by two state agencies: DSHS and DNR. As stated above, the Washington State Department of Health (DOH) manages the 7 acres where its

facilities are located, although this acreage is not part of the Fircrest Campus Excess Property Master Plan. Existing land management is shown in Figure 6 on page 89.

Approximately 53 acres of the Fircrest Campus are managed by DNR for the Charitable, Education, Penal and Reformatory Institutions (CEP&RI) Trust. Trust land must be managed for the Trust beneficiaries, although the land could be exchanged or sold under appropriate circumstances. The CEP&RI land is currently leased to DSHS for the Fircrest School.

DSHS manages approximately 30 additional acres (non CEP&RI Trust land) for Fircrest School operations. DSHS leases approximately two acres to two tenants: Firland Sheltered Workshop, a non-profit light manufacturing facility that provides employment to persons with a range of physical or developmental disabilities; and Food Lifeline, the largest hunger-relief organization in the State, which distributes food to food banks across Western Washington.*

This Master Plan does not in itself change how the Campus is managed. Neither would its future adoption by the City. However, implementation of the Master Plan would likely require changes to the lease agreements between DNR and DSHS.

2.5 Relation to DOH Master Plan

DOH has undertaken a separate master planning effort to plan for future growth of the Public Health Laboratory. Based their facility planning needs and on ongoing coordination with DSHS, DOH master plan alternatives that were shared with the public on March 5, 2009 show DOH ultimately expanding to include a portion of the Fircrest Campus (existing non-profit use area, described as Area 4 in Section 5.5.3 on area-specific standards), as shown in Figure 7 on page 90. No land transfer from DSHS to DOH may occur without Legislative direction or approval from the Governor's office. This area is considered Excess Property; however, the Fircrest Campus Excess Property Master Plan does not envision new land uses on it. The two existing non-profits have long-term leases and will continue to operate in this area for the foreseeable future. There is potential for some facilities shown in the Fircrest Campus Excess Property Master Plan, such as roads and stormwater management features, to be shared with DOH. See Section 6.2 on Master Plan Implementation.

2.6 City of Shoreline Policies, Initiatives and Applicable Regulations

The City of Shoreline is the local land use regulatory agency for the Campus. Building activity on the Campus, including new development, expansions, renovations, and infrastructure improvements, requires City approval. In addition to its Comprehensive Plan and the zoning regulations of the Shoreline Municipal Code, the City also has a number of strategy initiatives, including the Shoreline Environmental Sustainability Strategy, and the Comprehensive Housing Strategy, both adopted in 2008.

2.6.1 Comprehensive Plan Designation and Zoning, and Requirement for a Master Development Plan

When the master planning process was initiated, the applicable Comprehensive Plan land use designation was Single Family Institution, and the applicable zoning classification was R-6:

Residential 6 units per acre. While amending its master plan policies and regulations in December 2008, the City changed the Comprehensive Plan land use designation and zoning classification to Campus, a new designation at the time. The Campus designation requires development to be governed by a City-adopted Master Development Plan. However, a limited amount of development or expansion can occur with a Conditional Use Permit (see Non-Conforming Use Regulations below). The current zoning is Fircrest Campus Zone (FCZ), which also specifies that a Master Development Plan is required.

Uses allowed through a Master Development Plan may include existing uses, or if a master plan allowing new uses is to be adopted, a Comprehensive Plan Amendment must first be approved to authorize those new uses, as described above. Uses currently allowed by City policies and regulations as part of a master plan for the FCZ include food storage, repackaging, warehousing and distribution; maintenance facilities for on-site maintenance; residential habitation centers and support facilities; social service providers; State-owned/operated office or laboratory uses; and support uses and services for the Institution on site.

2.6.3 Consistency with City Comprehensive Plan Policies

The uses and guidelines for development defined in this Master Plan are consistent with a large number of City of Shoreline Comprehensive Plan policies, as summarized below.

Land Use Patterns - Goals LU I and LU V relating to call for: encouraging needed, diverse, and creative development; promoting efficient use of land; encouraging alternative modes of transportation; assuring a mix of uses on arterials or within close walking distance of high frequency transit. The proposed Master Plan would re-use property in an already urbanized area to include a mix of uses in close proximity to transit and existing commercial uses.

Natural Environment - Goal LUXVIII and Policies LU96, LU 142, LU 146, CD 23, and CD 53 call for: preserving, protecting, and restoring surface water and ecological processes and natural drainage systems; encouraging green building to reduce impacts; preserving significant trees and mature vegetation and the natural character of neighborhoods. The proposed Master Plan would preserve many existing treed and vegetated areas of the Campus, restore and enhance a natural drainage system, and incorporate LID techniques for managing stormwater and other approaches to environmental sustainability.

Trails, Recreation and Alternative Travel Modes – Goals TIV, TVII, and PRV call for a safe accessible pedestrian system; encouraging alternative modes; and developing a trails system liking parks, transportation nodes, and community businesses. The proposed Master Plan would provide non-motorized connections to and across the Campus, connecting parks, schools, residences, commercial areas, and transit. It would also concentrate new residences in walking distance to these features while providing the necessary pedestrian connections.

Housing Choices – Goal LU III and Policies LU8 and H1 call for: encouraging a variety of quality housing opportunities for present and future Shoreline residents; ensuring that land is designated to accommodate a variety of types and styles of housing units; and encouraging a variety of residential design alternatives that are compatible with existing character. The proposed Master Plan would encourage a variety of housing choices, innovative designs, and

compatibility with existing residential and commercial development. Existing site topography and vegetation would be retained and would reduce the visibility of new uses from adjacent areas.

Amenities – Policy CD6 encourages development to provide public amenities, such as public and pedestrian access, pedestrian-oriented building design, mid-block connections, public spaces, activities, openness, sunlight and view preservation. The proposed Master Plan would provide pedestrian access, pedestrian-oriented building design, mid-block connections, and public spaces, where these currently don't exist. It would also preserve open spaces, and potentially could allow for future expansion of the existing Activities Building to accommodate increased public use if the building were to be re-opened.

While the Master Plan shows new uses that are not consistent with the currently authorized uses in a Master Development Permit for the FCZ, members of the City Council indicated in 2007 and 2008 that they support new uses on the Excess Property, provided the new uses are authorized through policy amendments to the Comprehensive Plan.

2.6.4 Shoreline Environmental Sustainability Strategy

The City adopted this strategy in July 2008 to address climate protection and provide measures for improving environmental conditions and indicators to track those conditions. Low impact development, preserving and enhancing the urban forest, reducing greenhouse gas emissions and increasing walkability are key aspects of the strategy. The Master Plan would contribute to all of these sustainability measures.

2.6.5 Shoreline Comprehensive Housing Strategy

The City adopted this strategy in March 2008 to guide the future of housing development toward a range of housing choices. The Master Plan would contribute to this range, consistent with the vision, strategies, and implementation methods described in the Comprehensive Housing Strategy.

3. Master Planning Process

3.1 City of Shoreline Partnership

In 2007, during Phase 1, DSHS worked with the City of Shoreline to develop a mutual understanding of the project purpose, define the planning process, and ensure that local community stakeholders were engaged in the process. The City Council also established as one of its goals the adoption of a master plan for the Fircrest Campus. DSHS and the City used the partnership to actively address the State legislative directive, Smart Growth principles, the Council's goal and the Project Goals that were developed at the outset.

Throughout Phases 1 and 2, meetings were held with City staff and the Planning Commission and Council were briefed at key decision points. DSHS responded to the City's planning goals while sharing its analyses and findings related to defining the land use options in 2007. Additionally, the City hosted the project web page, which was updated throughout the planning process (see Section 3.2 on public and stakeholder involvement). The partnership with the City also addressed the approach to satisfying environmental review requirements of the State Environmental Policy Act (see Section 3.3 on environmental review). Review under SEPA will be needed as part of City adoption of the Master Plan.

In 2008, during Phase 2, DSHS decided to postpone City adoption due to concerns about the State budget and poor overall economic climate for development. See Section 2.6 on City regulations and 6.1 on master plan adoption for further discussion of future City adoption.

3.2 Public and Stakeholder Involvement

Public involvement was a key part of ensuring the Master Plan addresses Project Goals, particularly the goal of community benefit. Outreach and opportunities for public input included a project web page, three public open houses, and briefings at neighborhood and other stakeholder group meetings by DSHS and City of Shoreline staff.

The State is currently developing a Smart Growth Strategy for the 21st Century to complement and further implement GMA. Smart Growth is also being discussed at a national level. The Master Plan directly supports Smart Growth principles by proposing a walkable mix of uses for an underutilized property within already urbanized area.

The mailing list for the open houses included formal stakeholder lists from the City of Shoreline, DSHS and Friends of Fircrest and the Association of Retarded Citizens (ARC). The list of stakeholders included representatives of the Ridgecrest, North City, Briarcrest and Parkwood neighborhood associations; the Shoreline Council of Neighborhoods; the Fircrest School educational partners (for example Shoreline Community College Dental Clinic, the University of Washington School of Pharmacy, and others), State representatives for the Campus area, property owners within 500 feet of the Campus, the Shoreline Chamber of Commerce, Shoreline Planning Commission, Shoreline City Council, local utility districts and service providers, King County Housing Authority, Washington Department of Ecology, Shoreline/Lake Forest Park Arts Council; City of Seattle, Thornton Creek Alliance, Forward Shoreline, the

Filipino-American Association of Shoreline, and the Shoreline/Lake Forest Park Senior Activity Center, and other interested parties. The list was updated during the planning process to include attendees at the open houses and persons/organizations who submitted comments via the project web page or by mail. Stakeholders received mailed notification of the open houses. Notification also occurred via the project web page. In addition, an ad was placed in the Shoreline edition of the Enterprise weekly newspaper prior to the second (Phase 1) and third (Phase 2) open house.

DSHS, City staff and project staff also met with existing site users and community stakeholders, including Fircrest School, DOH, Food Lifeline, Firland Sheltered Workshop, Friends of Fircrest, ARC, and the Shoreline Economic Development Council one or more times during the course of the project to share project information and gather stakeholder input. City and project staff also provided briefings at several City Council and Planning Commission meetings during both phases of the project. Additionally, the State Advisory Committee provided input from other State governmental agencies and legislative staff throughout the process.

The project web page was initiated in early fall 2007 and continues to be hosted by the City. The web page is a repository for project information, including open house materials and the Phase 1 report. The web page also includes project contact information and an email link for submitting public comments.

The master planning effort included a total of three public open houses (two in Phase 1 and one in Phase 2) with more than 200 attendees total. Each open house was preceded by ads in the Enterprise, a local newspaper, announcement on the web page, and a direct mailing to property owners and neighbors within a 500 foot radius of the property. The planning effort has been publicized and documented on the City of Shoreline web page which contains a comment link. Over 100 written comments were submitted to the project team from the open houses and the web. Public comments were considered and helped shape the development of the Fircrest Campus Master Plan.

The first open house in Phase 1 provided the public with a project overview and schedule, an opportunity to provide input regarding Project Goals, and information about the Excess Property and potential uses on the Campus. The second open house in Phase 1 was focused on presenting land use options based on the highest and best use as defined for state operations, community benefit, and market return. The open house in Phase 2 consisted of a presentation of a conceptual site plan, green infrastructure plan, land use plan, and access and circulation plan, in addition to presenting material from Phase 1 to provide the public an understanding of the master planning process. Table 2 provides a summary of the number of attendees and comments received at each open house. Public comments received throughout both phases are included in Appendix D.

Phase 2 included an analysis of environmental impacts, with detailed technical analyses of trees, traffic, stormwater management and Hamlin Creek. These analyses contributed to the development of the Master Plan, ensuring that it reflects Project Goals by increasing walkability, improving drainage systems, retaining key natural features, and providing positive environmental impacts and minimizing the potential for negative impacts. It also is intended to fulfill the requirements for environmental review under the State Environmental Policy Act

(SEPA). SEPA review is needed for City adoption of the Master Plan. The project team confirmed during Phase 2 that NEPA review will not be required for adoption of the Master Plan by the City.

The partnership with the City addressed the approach to satisfying SEPA requirements. Based on agreement between DSHS and City staff during Phase 2, the City will serve as the lead SEPA agency during Master Plan adoption. Also based on DSHS and City staff agreement, the environmental analysis followed for format of an Expanded SEPA Checklist and with several detailed technical appendices.

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TABLE 2 – NUMBER OF OPEN HOUSE ATTENDEES AND COMMENTERS

PLANNING PHASE	OPEN HOUSE PURPOSE	DATE	ATTENDEES	COMMENTS	EMAIL AND LETTERS
Phase 1	Project Overview	10/10/2007	54	20	30
	Land Use Options	11/7/2007	82	19	
Phase 2	Conceptual Master	9/24/2008	67	16	51

3.3 Environmental Review

The SEPA Checklist format addresses impacts to air, water, earth, wildlife, plants, historic resources, energy and natural resources, environmental health, public services, utilities, adjacent land uses, and aesthetics. In addition, the technical reports (tree management report, transportation impact study, conceptual stormwater and low impact development analysis, and Critical Areas Report and Conceptual Restoration Plan for Hamlin Creek) served a dual purpose of refining the Master Plan concept and documenting environmental analysis. Appendix E provides a summary of impacts and measures to reduce or minimize environmental impacts.

Key points are:

- Positive impacts to walkability and measures to reduce energy use.
- Benefits to Hamlin Creek and stormwater management.
- Increased public open space, and 1.3+ miles of new urban trails, increasing connections to area recreational resources.
- Retention of remnant forest and benefits to tree preservation, which would also minimize affects on wildlife habitat.

- Urban development visible in areas that are already the most urbanized; other areas screened from view by topography, trees and buffers included in the Master Plan.
- No significant off-site traffic impacts, and measures to improve street frontage and address traffic at site access intersections are included.
- Retention of the Healing Garden and NRHP-eligible Chapel within designated open space.
- Increased housing choices and population capacity that is consistent with City of Shoreline goals and policies.
- No existing residents would be displaced. Any decision to replace the Y Buildings would be a separate action that would need to be authorized by the State Legislature.
- New development would contribute to City revenues which would partially or fully fund public services to address increased demand.
- Increased demand on schools would be long term and can be incorporated into School District planning; new development would contribute to District tax revenues.
- Asbestos-containing materials from demolished buildings would be removed and disposed of in accordance with all applicable regulations.

The complete SEPA Checklist and technical reports are included in Appendices F through K. A cover sheet in Appendix F (SEPA Checklist) provides further explanation regarding use of the Checklist during the City's Master Plan adoption process.

The Checklist may be adequate for both steps of the City adoption process; however, City will need to issue a SEPA threshold determination based on the Checklist. It is possible the City may request additional information in either or both steps of the adoption process.

4. Existing Conditions

Existing conditions on the Campus, particularly as related to the Excess Property, were evaluated at the outset of the project and again in during environmental review. The evaluation allowed the project team to understand the opportunities that exist on Campus to meet Project Goals and Smart Growth principles, and where there are constraints that affect those opportunities. A summary of opportunities and constraints is included at the end of this section.

4.1 Topography

The Campus includes flat areas, areas with gentle slopes, and smaller areas of steeper slopes. The highest elevations are located in the northwest of the Campus, and the lowest in the southern portion of the Campus. There are three areas of steep slopes: the first is a forested area separating 15th Avenue NE from the northern portion of the Campus; the second is a slope that separates higher portions of the Campus in the northwest from lower portions in the east and south; the third is a slope running generally along the eastern edge of the Campus that separates the lowest portions of the Campus from properties to the east. These slopes create ridges that define a broad valley with a flat floor in the northeastern and southern portions of the Campus.

While the Campus' topography puts some constraints on development of roads, trails, and new buildings, it also offers opportunities for buffering new uses from Fircrest School uses, as well as screening parking areas from nearby uses.

4.2 Trees and Vegetation

The Campus includes areas of remnant forest with understory of native plants, perimeter treed areas, and a number of mature landscape trees in various locations. The January 29, 2009 Tree Management memo by Tree Solutions, Inc., (Appendix G) described trees on the Campus, estimated existing canopy coverage, and assessed tree health at a gross level. The main treed areas of the Campus consist of mixed, deciduous and coniferous native vegetation and include:

- a treed perimeter at the northwest corner, in good to excellent health;
- a large interior area around the chapel with connectors forming borders along the west edge of the Fircrest School site, in good health except for hemlocks; and
- a buffer along the southeast corner of the Campus, in fair to good health.

There are also perimeter tree plantings consisting of:

- a row of topped Douglas fir trees along 15th Avenue NE. These are healthy, but will eventually pose problems and require on-going management to control the height for wire clearance; and
- twelve Douglas firs that act as a screen along NE 150th Street, for which health was not assessed.

Existing canopy coverage on the Campus, including both natural and developed areas, is approximately 20 percent. See Appendix G for further information.

4.3 Existing & Adjacent Land Use, Designations and Zoning

4.3.1 Land Use

The Campus contains the Fircrest School, and two non-profit uses including light manufacturing and food distribution. DOH is an institutional use. Surrounding land uses are shown in Figure 9 (page 92) and include:

- North – Hamlin Park.
- East – Hamlin Park, Shorecrest High School and South Woods Park.
- South – Uses across NE 150th Street include office, multifamily and single-family residential.
- West – Uses across 15th Avenue NE include multi-family residential, duplexes, single-family residential, church, commercial, and office.

4.3.2 Comprehensive Plan Designations

The City of Shoreline's Campus designation applies to the Fircrest Campus and to the DOH property. Adjacent designations are shown in Figure 10 (page 93) and include:

- North – Public Open Space.
- East – Public Open Space and Public Facilities.
- South – Paramount Special study Area, for which there currently is no specific land use designation. The City is conducting a neighborhood planning process to determine the long range vision.
- West – Paramount Special Study Area, Mixed Use and Low Density Residential.

4.3.3 Zoning

The existing zoning is Fircrest Campus Zone (FCZ), which is a sub-zone of Campus. FCZ allows all existing uses on the Fircrest Campus through a City-approved Master Development Plan. New uses other than what currently exist on the Campus require an amendment to both the Comprehensive Plan and Development Regulations prior to Master Development Plan adoption. The DOH property is zoned Public Health Lab (PHL), which is also a sub-zone of Campus. Adjacent zoning is shown in Figure 11 (page 94) and includes:

- North – City Park.
- East – City Park and R-6 (R-6 applies to Shorecrest High School)
- South – NB: Neighborhood Business, R-48: Residential (48 units per acre), R-18: Residential (18 units per acre), R-12: Residential (12 units per acre) and R-6: Residential (6 units per acre).
- West: R-48: Residential, O: Office, R-12: Residential, NB: Neighborhood Business and R-6 Residential.

4.4 Historic Resources

There are currently no places, buildings or other resources listed on or proposed for national, state or local preservation registers on or next to the Campus. However, the U.S. Naval Hospital Chapel in the north portion of the Campus is eligible for the National Register of Historic Places (NRHP) because of its age, design quality and significance to the U.S Naval Hospital. Figure 5,

Master Plan Map on page 88, shows the location of the Chapel. The Chapel is located within a portion of the Campus that would be designated as open space under the Master Plan. See Section 6.2.10 on Chapel preservation during implementation and Appendix F (SEPA Checklist) for more information. The Historic American Buildings Survey (HABS) Report (December 2005), which was prepared for King County prior to demolition of the North-end Rehabilitation Facility (NRF) on the Fircrest Campus also contains additional detail about the Campus; this report is available from DSHS.

The Fircrest Campus could potentially be considered historically significant given its role in the WW II history of Western Washington as the site for the U.S. Naval Hospital, Seattle. However, owing to site alterations, building demolitions, and recent construction, the property lacks the integrity required for listing as a historic district at the national or state level.

4.5 Existing Access and Circulation

Access to the Fircrest Campus is currently from 15th Ave NE at NE 155th St, and from NE 150th St at 17th Ave NE and further east at 20th Ave NE. The NE 150th St/17th Ave NE access is also used by DOH. (DOH has a secondary access from NE 150th Street approximately 200 feet east of 15th Ave NE that does not serve other areas of the Campus.) There are also gated, unimproved former access points from NE 160th Street into the northeast portion of the Campus. There are currently no formal pedestrian-only access points.

Existing circulation within the Campus is provided via a network of local access drives, including a primary north-south drive that provides access to the Fircrest School, DOH facilities, Firland workshop, and Food Lifeline. The existing circulation pattern is a remnant of the historical use of the site, and includes considerable unused impervious surfaces, redundant and obsolete roadways, and inefficient connections. The existing system also lacks sidewalks in some areas, is difficult from a wayfinding perspective, and does not separate cars from service vehicles. There is currently no formal pedestrian-only circulation system. Existing circulation is visible on the aerial photos in Figures 1, 2 and 3. See Appendix H, Transportation Impact Study, for further description.

4.6 Existing Drainage

4.6.1 Soils

Soil types that are known to exist on the Campus have limited potential for infiltration of stormwater. Appendix F, SEPA Checklist, includes a description of existing soils, including natural soils and locations of fill.

4.6.2 Stormwater Management

The existing stormwater system was originally installed in 1941 and has been expanded and upgraded as needed with the addition of some limited detention facilities and conveyance pipe sections. The site generally drains from north to south, mostly in a 30-inch storm drain along NE 150th St. A second 12-inch concrete pipe along 15th Avenue NE also drains the site. Flows discharge to the City of Shoreline stormwater system, which discharges to the City of Seattle

system south of the Campus and eventually to outfalls in Lake Washington. Appendix I, Stormwater Analysis, includes a more detailed description of existing stormwater management infrastructure. (Appendix L contains a map of the existing stormwater conveyance system.)

4.6.3 Hamlin Creek

Hamlin Creek originates upstream (north) of the Fircrest Campus. Within the Campus, it consists of two tributaries, the first of which alternates between piped and ditched sections along the eastern property boundary. The other tributary exists as a swale near the north property boundary, and then runs underground in a pipe southward until it connects with the culverted eastern tributary on the Campus near the southern property line. Hamlin Creek is a tributary of Thornton Creek, which it joins approximately 20 blocks south of the Fircrest Campus within the City of Seattle. Flows within the Campus are ephemeral and do not support fish populations. See Appendix J, Stream Critical Area Memo and Restoration Guidelines Report, for further information.

4.7 Existing Utilities

The Campus has utility infrastructure in place, including sanitary sewer, water, gas, electrical, and in the south portion of the Fircrest School area, a steam distribution and condensate recovery system. Puget Sound Energy (PSE) supplies natural gas to the Campus from the southeast corner of the site by a 6-inch gas mainline.

4.7.1 Water

Water is provided by the Shoreline Water District. DSHS currently has a wholesale agreement with the Water District; however, this is the subject of a separate ongoing discussion between the two parties. The water distribution system has two supply locations, one at the northwest corner of the site off of 15th Ave NE, and the other at the south end of the site offer of NE 150th St. See Appendix K for further description, and Appendix L for a map of the existing water distribution system.

4.7.2 Sewer

Ronald Wastewater District provides sanitary sewer service to the Campus. A 12-inch to 15-inch sewer mainline runs through the middle of the Fircrest Campus and connects to a 15-inch concrete sewer pipe under 20th Ave NE. This pipe is owned by DSHS. Flows discharge into the King County system and ultimately to County wastewater treatment facilities. See Appendix L for a map of existing sewer infrastructure.

4.7.3 Steam Plant

A steam plant on the Campus currently provides heat to Campus buildings. DSHS will be reviewing the long-term viability of the steam plant and its relationship to the Master Plan. See Appendix L for a map of the existing steam conveyance infrastructure.

4.7.4 Electricity and Natural Gas

Maps of existing infrastructure for electricity and natural gas distribution on the Campus are included in Appendix L.

4.8 Existing Easements

A map of existing easements on the Campus is included in Appendix L. Easements that would remain with re-use of the Excess Property would have limited or no effect on new development.

- Easements for the City of Seattle and Pacific Northwest Bell (now Qwest Communications) in the northern portion of Campus are assumed to remain and would not be affected by the proposed Master Plan.
- Existing right-of-way (ROW) easements are not shown as property controlled by DSHS or DNR in this Master Plan and would not be affected by the Master Plan. Adjacent streets, which include these ROW easements are considered fixed features.
- The access easement from DOH to DSHS in the south-central portion of the Campus can be replaced by a Campus entrance in a more practical location to serve existing and proposed Campus uses.
- The easement to Washington Natural Gas (now Puget Sound Energy) in the southeast portion of the Campus is for a natural gas line that serves the existing steam plant.

4.9 Summary of Opportunities and Constraints

The Campus includes a number of fixed features, consisting of buildings to remain; trees and vegetation that have been identified for preservation based on their size, species, health; viability and location; remnant forest areas; unique topographic features; and the historic Chapel. These are shown in the Master Plan Map (Figure 5, page 88), or Figure 12, page 95) below, which is a larger version of the same map). Areas shown in green include vegetation and areas with unique topographic features to be preserved. Figure 5 also shows opportunities for non-motorized connections to adjacent parks and recreational resources. Based on the Project Goals, these were identified as features common to all options during Phase 1 planning and have been considered fixed features during the planning process, although the alignment of trails has been given some flexibility. The existing conditions on the Campus can be summarized in terms of the following opportunities and constraints for use of the Excess Property:

4.9.1 Opportunities

- Numerous healthy, mature trees provide environmental and aesthetic value, and the Campus offers opportunities to preserve trees and remnant forest while re-using the Excess Property.
- There are opportunities to reduce redundant impervious surfaces by providing a cohesive plan for the Campus and defining more functional access and circulation.
- The Campus's location along arterials presents an opportunity to site urban uses in areas with the most direct access where they can serve both on and off-Campus populations.
- Topography provides opportunities for buffering new uses from the western boundary of Fircrest School, and may also provide some advantages in developing tuck under parking. Topography can be utilized in many parts of the

Campus to provide natural buffers between uses and between the Campus and adjacent uses where appropriate.

- There are opportunities to significantly improve pedestrian circulation. New sidewalks and trail infrastructure can be built as the Excess Property is developed.
- Adjacency to South Woods Open Space and Hamlin Park can provide new development with access to open space and recreational resources. There are opportunities to develop pedestrian connections across the Campus between surrounding residential and recreational uses.
- There are opportunities to improve drainage conditions, enhance natural drainage features, provide low-impact development features, and provide onsite detention and water quality treatment with new development.
- The piped segment of Hamlin Creek on the Excess Property could be restored, improving water quality, habitat and drainage conditions, and providing an amenity.
- The community and natural environment can benefit from all of the above features and opportunities.

4.9.2 Constraints

- Topography on the site creates some development constraints in terms of building and roadway placement, as well as, sidewalk placement along 15th Ave NE in the northern portion of the Campus.
- Soil types limit the potential for infiltration of stormwater in areas where they are known.
- Long-term leases on buildings located on the Excess Property within Area 4, and DOH's desire to utilize this area for their future expansion once the leases expire, preclude the potential for new non-institutional uses in this area.

5. Master Plan Elements

The Master Plan defines future use of the Excess Property in an integrated approach that considers the whole Campus. The Excess Property is envisioned as an urban, mixed-use, pedestrian-oriented extension of the broader Shoreline community, with significant natural features and tree preservation; a mix of housing choices that supports a range of income levels and potentially housing supported with social services; excellent access to parks and open space; reduced auto-ownership; transit access; convenient, walkable access to goods, services and employment; and a variety of green building techniques.

Use of the Excess Property will contribute to a healthy community where people drive less and walk more, live in energy efficient buildings with green features that contribute to their overall health, have access to nearby social services, and have reduced impact on the natural environment. It will also provide a balance of benefits to the local community, State governmental operations, and potential financial benefit to the State that would occur by making use of this underutilized land asset. In defining the future of the Excess Property for these uses and benefits, the Master Plan meets the Capital Budget Provisos from both Phase 1 and Phase 2 (adopted by the State Legislature in 2007 and 2008). The Master Plan retains the land uses from the Hybrid Option that the Legislature authorized in the 2008 Proviso, and considers Smart Growth options and affordable housing as called for in the 2007 Proviso.

5.1 Guiding Principles

The Project Goals developed at the beginning of Phase 1 provided the basis for defining a set of Guiding Principles to direct the development of the Master Plan Map and policies during Phase 2. These Guiding Principles are shown below.

Healthy Community

- Encourage walking and biking by providing safe and comfortable sidewalks, trails, and bicycle facilities that provide connections between the surrounding neighborhood and adjacent parks and schools.
- Encourage the development of buildings with “green” features that contribute to the health of building occupants.
- Promote the accessibility of the Activities Building to the public and Fircrest School (if it is re-opened in the future) by linking it to new community uses on the campus.

Green Infrastructure

Restore and develop “green infrastructure” to reduce environmental impacts of development and create a livable community. Address the following green infrastructure elements:

- Conserve and enhance the urban forest, including remnant forests in the northern portion of the campus and significant and landmark trees throughout the campus.
- Reduce stormwater run-off by using low impact development (LID) techniques for new roadways, buildings, driveways and parking areas.

- Integrate natural drainage systems with public and private open spaces to the extent practical.
- Utilize LID techniques to improve water quality.
- Daylight Hamlin Creek within the Excess Property, both as an amenity for Campus users and as a component of a natural drainage system.

Fircrest School

- Retain Fircrest School as an “open campus” while ensuring the safety and privacy of residents by clearly defining the school’s boundaries for non-residents.
- Improve access to Fircrest School by establishing a main vehicle and pedestrian entrance.
- Establish clear boundaries for the Fircrest School through the use of landscaping and other design techniques.
- Allow for future modification to Fircrest School buildings so the school can continue to serve the existing level of residential population.
- Enhance exterior Campus lighting as redevelopment of excess property occurs in order to further define Campus boundaries and improve security of residents.

Neighborhood Compatibility

- Ensure compatibility of the Campus with surrounding neighborhoods through quality, context-sensitive design of buildings and infrastructure.

Access and Circulation

- Further increase the safety of Fircrest School residents by separating vehicle transportation from pedestrian facilities on the Campus, by creating a system of sidewalks and urban trails.
- Establish an access and circulation system that provides safe and efficient access to all portions of the Campus, encourages walking, reduces impervious surface, and minimizes impacts on the surrounding neighborhood.
- Reduce dependence on single-occupant vehicles by fostering a mix of uses, compact development, and a system of trails and sidewalks that promote walkability.
- Improve wayfinding on the campus through a variety of techniques such as signage, landscaping and definition of public spaces.
- Promote safe circulation and reduce potential impacts from trucks serving campus uses by defining specific truck access and circulation.

Energy and Smart Growth

- Foster Smart Growth on the campus to reduce climate change impacts, and to increase housing choices in proximity to transit and services.
- Minimize the amount of land area used for surface parking and make optimal use of the parking that will be provided through measures such as shared parking to the extent practical.
- Integrate green building principles into new development in order to reduce energy consumption and green house gas emissions.

- Balance low impact development (LID) and conservation of vegetation with the smart growth principle of focusing density within urban areas.

Community Benefits

- Contribute to the vitality of the surrounding neighborhood by encouraging a mix of uses and high quality development, and by providing a variety of public amenities.
- Provide uses that could potentially increase revenues to the City of Shoreline, via property taxes and other existing taxes that accrue to the City.
- Ensure that open space on the Campus is accessible to the public.
- Explore ways to encourage the development of affordable housing.
- For non-residential areas, give priority to social service and governmental uses to the extent practical.

Responsiveness to Governmental Directives

- Balance financial return to the State with benefits to the local community.
- Plan for the Campus as a whole, with the exception of the Department of Health's property.
- Coordinate master planning for the Excess Property with Department of Health's (DOH) separate master planning effort.

The Master Plan Elements consist of maps and policies that define future land use; access and circulation, including street and trail standards; green infrastructure such as parks, tree retention and canopy coverage, creek restoration, and low impact development stormwater management features; densities and amount of development for each development area; and both Excess Property-wide and area-specific site and building standards. Policies for pedestrian orientation, gateways and signage, and landscaping and screening and also included. The Master Plan Elements reflect Smart Growth principles, the Project Goals developed at the outset of the planning process, and Guiding Principles developed in Phase 2. The Master Plan Elements will implement all of these more general goals and principles.

5.2 Applicability of Fircrest Campus Excess Property Master Plan

The Fircrest Campus Excess Property Master Plan applies to approximately 83 acres bounded by NE 150th St to the South, 15th Ave NE to the West, South Woods Open Space and Shoreline School District property to the east, and Hamlin Park to the North, but not including the approximately 7-acre DOH property. The Master Plan addresses both the Excess Property and the Fircrest School area, which is non-excess Campus land, because of the value of planning for the Campus as a whole, and because the City has defined the Campus as including both the Fircrest School and Excess Property and will likely only consider future adoption of a Master Development Plan that addresses both areas in a coordinated manner. Further, future City adoption of a Master Development Plan is the legal mechanism for making the Fircrest School a conforming use. While this would not affect the operations of the Fircrest School, it would more easily allow DSHS to maintain, renovate, and possibly expand Fircrest

School facilities without the need for obtaining Conditional Use Permits from the City. However, the Master Plan is not a facilities plan for the Fircrest School.

5.3 Level of Detail

The Master Plan defines future land uses and maximum amounts of building development in housing units and square feet. It also defines open space areas to be preserved. Further, the Master Plan includes policies to guide those uses and future site design, buildings and open space, but it does not show specific building placement, or architectural or landscaping design. Regarding access and circulation, the Master Plan shows access points to the Campus, and conceptual circulation within the Campus including the location of principal circulation corridors. It is assumed that the exact placement of roadways within the Campus would be determined based on further engineering studies, and could include some additional smaller roadways for circulation within development areas. Access points are more definite because they must connect appropriately with the off-Campus road network and generally align with existing intersections, and because the traffic analysis was based on these access points; however, there could be minor changes in the location of access points that do not align with intersections.

State needs, State priorities and methods for serving persons with developmental disabilities, State financial requirements, City of Shoreline goals, sustainable building practices, and local market conditions may change over time, and the Master Plan provides a broad framework with many features that can respond to these changes. This Master Plan is intended to provide the bulk of information needed for the first step in the City of Shoreline's two-step adoption process. Review of and development of more detail for some components of the Master Plan will be needed for the second step in the City of Shoreline approval process. See Section 6.2, Master Plan Implementation, for further discussion.

5.4 Master Plan Map and Area Key

The Master Plan Map (Figure 12, page 95) is based on the Hybrid Option defined in Phase 1 and authorized by the State Legislature. The land uses, trails, open space and natural features balance State growth management goals with benefits to the local community, benefits to State operations and some degree of financial return to the State. The Map shows the Campus divided into five development areas, the Fircrest School area, and open space preservation areas. It also shows proposed circulation and access, trail system, Hamlin Creek, and conceptual stormwater detention facilities that double as site amenities. The Map was developed based on analysis of site features such as topography, significant trees, existing and potential site access and circulation, and the needs of existing Campus uses; public and stakeholder input; and input from the State Advisory Committee. More detailed information regarding access and circulation, the open space and green infrastructure system, stormwater management, and other features can be found in the Master Plan Policies (left).

The five development areas were defined by topography, existing built and natural site features, and site design considerations such as access, circulation, and compatibility of future and existing uses. Table 3 shows the acreage and purpose of each Master Plan area.

TABLE 3 – ACREAGE AND PURPOSE OF MASTER PLAN AREAS

MASTER PLAN	AREA USE	ACRES[2]	PURPOSE
Area 1	Residential	14.1	To provide for the continuation of the existing Fircrest School Nursing Home facility (Y-Buildings) as a conforming use and allow for future re-use for mixed-density residential development, separated from adjacent uses by existing natural areas. Mixed-density residential development shall include: small-lot single family, multi-story residential, live work units, townhouses, rowhouses, carriage house units, and combined parking either in structures or limited surface lots
Area 2a	Mixed Use Civic & Residential	4.9 (includes market garden / pea-patch)	To provide for the continuation of the existing Activities Building as a conforming use and allow for development of additional civic and residential uses. Civic and residential uses include: mixed civic/residential buildings and a "market garden".
Area 2b	Office	4	To allow for multi-story office uses.
Area 3	Mixed Use Retail & Residential	5.4	To allow for high-density residential and retail uses within mixed-use buildings.
Area 4	Existing Non-Profits & Future DOH	5.2	To provide for the continuation of the Food Lifeline lease and Department of Health facility as conforming uses, and to allow for the expansion of the DOH facility within Area 4. No land transfer from DSHS to DOH may occur without Legislative direction or approval from the Governor's office.
Area 5	Residential	5.6	To allow for medium-density residential uses, including townhouses, row houses, carriage houses, and small-lot single-family on smaller lots accessed via a pedestrian-focused roadway, or "woonerf."
Open Space Areas		15.3	To allow for new and existing open space, public infrastructure, and the chapel as conforming uses.
Fircrest School Area		26.7	To allow for the continuation of the Fircrest School as a conforming use.

Area 1, where the Y-buildings are currently located, is not considered Excess Property; however, because the Master Plan is intended to provide a long-term vision for the Fircrest Campus. This long-term vision includes utilizing this area if it is determined that the function of the Y buildings can be relocated to a more efficient facility on the Main Fircrest School Campus. Any decision to relocate the Y-buildings would need to be made by the State Legislature, and is not part of this master planning process.

5.5 Master Plan Policies

The Master Plan Policies section contains maps, goals, policies, and standards that will guide development on the Campus consistent with the Master Plan vision. This section is intended to provide adequate detail for the first step in the City adoption process—a Comprehensive Plan amendment to authorize new uses on the Campus. The Master Plan Policies aim to maintain flexibility to accommodate the changing needs of the State and market conditions prior to DSHS's application for a Master Development Plan permit (Step Two in the City adoption process). The standards are articulated in terms of dimensions and policy-type language, but precise regulatory code language will need to be written for City adoption Step Two.

5.5.1 Purpose of Policies, Standards and Guidelines

The policies, standards and design guidelines contained in Sections 5.5.2 through 5.5.8 are intended to:

- Provide guidance for the development and redevelopment of the Master Plan Areas consistent with the City's Comprehensive Plan, Council Goals, and State Legislative direction;
- Ensure that development is consistent with the circulation, land use, and green infrastructure plans that are part of the Master Plan;
- Ensure that impacts, including but not limited to, affects on the natural environment, land use, aesthetics, recreation, transportation, utilities, and public services, will not be greater than those identified during the master planning process;
- Ensure that development meets the Master Plan goals for walkability, environmental sustainability, tree canopy cover, and retention of natural areas;
- Promote development that is compatible with adjacent uses or sufficiently buffered from those uses;
- Encourage a range of housing choices;
- Protect the functions and values of ecological systems and natural resources important to the public; and
- Encourage attractive, high quality development.

Section 5.2 contains Smart Growth Goals, and Section 5.5.3 contains a description and area-specific policies and standards for building and site design for each of these areas. Sections 5.5.4 though 5.5.8 contain policies that are applicable to all of the development areas, including policies addressing: Affordable and Supported Housing; Design Guidelines for Site Design, Building and Landscaping, which cover building orientation and scale, pedestrian orientation, parking area design, and gateways and signage; Access, Circulation and Parking, including street and trail standards and off-street parking standards; Green Infrastructure including tree

canopy cover, low impact development and creek restoration; and Utilities. As stated previously, a detailed table of contents for the Master Plan Elements follows the main table of contents at the beginning of this document.

5.5.2 Smart Growth Goals

Intent

The Legislature's direction to follow Smart Growth principles is consistent with Growth Management Act goals, City goals, and the Campus's location in an Urban Growth Area to achieve a level of use that supports transit use. The Master Plan calls for this level of use in its mix of uses and range of housing types.

Policies

SGG-1. Given its location adjacent to transit, adjacent to a large amount of park and open space land, proximate to existing commercial areas, and its suitability to support a mix of uses including retail and office, residential uses, the Fircrest Campus should be developed at a level of use that supports transit, a mix of uses, and a vibrant community.

SGG-2. The most intensive, most urban uses, such as office and retail/residential mixed use, are to be located adjacent to 15th Avenue NE and the westernmost portion of NE 150th St in the southern half of the Campus, where they are most readily served by transit and are closest to other nearby retail and multi-family uses.

SGG-3. Uses in Areas 1 and 5 should have an overall lower density/intensity than areas 2 and 3, but should still be focused on achieving densities that support transit, a mix of uses and a vibrant community.

SGG-4. The average gross density of new development areas should be approximately 28 units per acre. New development in each area should be consistent with the density ranges identified in Table 4: Area Development Standards in Section 5.5.3 below.

5.5.3 Area-Specific Land Use, Site and Building Standards

Each development area is different in terms of its intended land use and intensity, and relationship to adjacent uses both on and off-Campus, including the Fircrest School, existing parks and open space, new Master Plan uses, and neighborhoods to the west and south of the Campus. The standards shown in Table 4 establish a maximum number of dwelling units or square footage of non-residential development, range of densities, maximum building heights, expected green infrastructure features and maximum effective impervious coverage for each development area. These standards are intended to encourage development that is transit supportive, more efficient in terms of land consumption and infrastructure utilization, and results in less impervious surface, and thus less stormwater runoff than traditional less-compact development. The range of densities is intended to provide flexibility for building footprints. The maximum number of housing units or square feet of other uses shown in the table have been analyzed for their traffic and stormwater impacts, and conceptual designs for access, circulation

and stormwater management/low impact development are consistent with these maximums. See Sections 5.4 through 5.8 for further policies that apply to all development areas.

TABLE 4 – AREA DEVELOPMENT STANDARDS

MASTER PLAN AREA	AREA USE	NO. OF UNITS	NET RESIDENTIAL DENSITY IN DWELLING UNITS PER ACRE (DU/AC) (AREA-WIDE)	MAXIMUM SQUARE FEET NON-RESIDENTIAL USES	MAXIMUM HEIGHT	BUILDING SETBACKS	LOW IMPACT DEVELOPMENT FEATURES	MAXIMUM EFFECTIVE IMPERVIOUS COVERAGE
Area 1	Residential	379	22-31 du/ac	n/a	55' for Multiple Stories; 35' for Ground Related	50' from Fircrest School. 7' from Designated Open Space. 20' from Property Line of Hamlin Park.	Pervious driveways, dispersion for roof runoff and rain gardens. 10% green roof area for multiple story buildings.	40%
Area 2a	Mixed Use Civic & Residential	100	18-23 du/ac	27,000 SF Residential; 39,000 SF Activities Building/Community Center Uses	45'	Minimum 7' from Designated Open Space. Setbacks from streets may be 0-feet	Pervious driveways, vegetated roofs and rain gardens. 10% green roof for multiple story building(s).	50%
Area 2b	Office	n/a	n/a	225,000 SF	45'	Minimum 7' from Designated Open Space. Minimum 12' from urban trail between Area 2 and 3. Setbacks from street may be 0-feet.	Pervious driveways, vegetated roofs and rain gardens. 50% green roof area.	70%
Area 3	Mixed Use Retail & Residential	202	38-43 du/ac	34,900 SF	55'	Maximum 5' for 80% of frontage along 15th Avenue NE, except that greater setback within the 80% is allowed for a public plaza with seating. 0' setback permitted; any non-plaza setback within the 80% must be used for seating and/or landscaping. 12' from urban trail between Area 2 and 3.	Vegetated roofs (10% of roof area).	80%
Area 5	Residential	181	20-37 du/ac	0	35'	Minimum 7' setback from Designated Open Space or 35' from the daylighted Hamlin Creek segment, whichever is greater. Minimum 50' from Fircrest School Area. 0' from streets	Pervious driveways, rain gardens, reduced roadway width.	50%

Area 1: Residential

Intent

Because trees and topography limit the visibility of Area 1 from outside of the Campus, it is envisioned as a mix of residential housing in a park-like setting. The number of units envisioned can be accomplished through combination of building types. Area 1 is located in the northern part of the Campus adjacent to less intensive uses such as Hamlin Park, the Fircrest School, and single-family residences across 15th Ave NE, and because it contains a significant number of trees and tree groves, Area 1 is envisioned to contain more landscaping and tree cover than other development areas. Outdoor space includes a mix of small yards and common spaces, with access to trails and the adjacent designated open space. The area of mature trees along 15th Avenue NE will be retained and will provide a buffer between Area 1 and off-Campus uses to the west. A vegetated buffer will also be provided adjacent to Hamlin Park. Because of this buffer, Area 1 offers an opportunity for multi-story residential structures up to five stories, and the use of these building types, to be sited around trees, will allow more of the existing trees to be retained. Multi-story buildings surrounded by landscaping will be sited along the road connecting Area 1 to Area 2, and will transition to two-to-three story ground-related residential uses as the road continues east toward to the Fircrest School. The multi-story buildings will contain structured parking, and their ground floor may be skirted by townhouse-style units. Minimally sized surface lots for guest parking may be accommodated to the rear or side of buildings.

The lower intensity, ground-related residential building types, which may include townhouses, duplexes, and small-lot single family structures two- to three stories in height, will provide a transition between the multi-story structures and the Fircrest School. Parking for these uses is provided in attached or detached garages, or within small common parking areas. Landscaping and trees screens these uses from the Fircrest School and Hamlin Park. Standards for Area 1 allow for flexibility to achieve the maximum number of units through a mix of multi-story and ground-related housing types. The number of units in each building type will be determined at the project design stage. Because the capacity of onsite soils for infiltration is limited, Area 1 will include one or more stormwater ponds that also serve as amenities.

Policies

The following policies are specific to Area 1. See Sections 5.4 through 5.8 for further policies that apply to all development areas.

LU-Area 1-1. Area 1 can be re-used for residential uses under this Master Plan if and when the nursing home functions of the existing Y Buildings are relocated. The Master Plan Map shows where a new nursing home facility could be located within the Fircrest School area, where the Adult Training Program (ATP) building is currently located. Because this new facility would replace the structures currently used as the ATP, the Plan also shows a new ATP facility. Both the configuration and location of these facilities are conceptual and are subject to change. Figure 12 Master Plan Map (page 95) shows the potential relocation of these two facilities.

LU-Area 1-2. Existing institutional uses (nursing home facilities) should be considered a conforming use in Area 1 and the Y Buildings conforming structures until DSHS determines that they will be relocated and/or replaced.

LU-Area 1-3. Non-residential uses should be prohibited, except for trails, home occupations provided they have a minimal number of visiting clients and do not generate more parking demand than can be accommodated by the parking supply.

LU-Area 1-4. The visibility of new residential uses within Area 1 will be screened from nearby single-family areas and the Fircrest School by topography and retention of existing trees.

LU-Area 1-5. The building height limits in Area 1 are designed to allow for multi-story structures of up to 5 stories, including any above-ground parking stories, and ground-related residences of up to 3 stories.

LU-Area 1-6. Multi-story residential buildings should be located generally in the western portion of Area 1.

LU-Area 1-7. For multi-story buildings, where townhouse-style units don't skirt the parking floors, parking floors will be screened using vegetative walls or other features.

LU-Area 1-8. Multi-story buildings should be oriented to maximize solar access for residents and include modulation as needed to ensure solar access.

LU-Area 1-9. Townhouse/duplex/small-lot single family development should incorporate variations in height and setback to provide visual variety.

LU-Area 1-10. Parking for townhouse/duplex/small-lot single family development should be provided in attached or detached garages.

LU-Area 1-11. If surface parking lots are provided, they should be no larger than 20 stalls and should not be located between the street and the building. Surface parking lots also shall not be located contiguously. Instead they must be separated by a building or landscape area.

LU-Area 1-12. Where fronting a street, garages for townhouse/duplex/small-lot single family uses should be de-emphasized architecturally and driveways should be oriented to the sides of structures to the extent possible.

LU-Area 1-13. Driveways should be no more than ten (10) feet wide and no less than twenty (20) long.

LU-Area 1-14. Tandem parking may be used for townhouse/duplex/small-lot single family uses.

Area 2: Civic/Office

Intent

Area 2 contains the primary entry point for the Fircrest Campus, which is also the main entry for automobile access to the Fircrest School and the primary entry for vehicle access to Areas 1 and 2. The northern portion of Area 2, known as Area 2a, will contain a mixed-use civic/residential building and a market garden with an adjacent public gathering space, as well as the existing Activities Building (potential expansion of the Activities Building could occur in the future). Ground floor uses are social services uses that are easily accessed by Campus residents and people from the larger community. Residential uses on the upper stories of this building could include market-rate, affordable and/or supported housing (see Section 5.5.4). A community pea-patch/market garden is also located in Area 2a. Awareness that the Activities Building is open to the general public (if it is re-opened in the future) is increased through an improved connection to 15th Avenue NE and through the inviting character of urban form and public open spaces.

The south portion of Area 2, known as Area 2b, will contain office uses, which are envisioned as State offices for office functions of DSHS or other agencies and could be built by a public agency or through a public-private partnership. Area 2b will contain three- to four-story buildings around one or more urban plazas or integrated driveway/public space with unique paving materials. Pedestrian orientation and building form that is compatible with the surrounding neighborhood are important considerations within this area. Parking is enclosed in a structure with architectural or landscape treatment to enhance its visual character. Upper level floors of parking are architecturally integrated with the rest of the building. Low impact development features to manage stormwater in a way that mimics nature will be a key part of Area 2. Office uses will include green roofs, and may include terraced plazas where practical based on how buildings fit into the topography. It is expected that considerable grading may be needed in portions of Area 2 to improve connections between 15th Avenue NE and the Activities Building, and to allow for office development with structured parking. Due to its urban character, stormwater detention beyond what can be accommodated through LID techniques will be located in an underground facility in Area 2b.

Policies

The following policies are specific to Area 2. See Sections 5.4 through 5.8 for further policies that apply to all development areas.

LU-Area 2-1. Civic/social service uses in the structure envisioned for Area 2a may include customer-oriented social services, social service offices, government offices or other government uses that serve customers, and service uses that provide a public benefit and are operated by a non-profit. A food bank, clothing bank or neighborhood service center are examples of possible civic/social services uses. Warehousing and distribution uses, even if operated by a non-profit, are not allowed.

LU-Area 2-2. Development in Area 2a should incorporate an urban public gathering space. This space should be activated with uses that are oriented toward the space,

such at the civic/social service use and market garden. It should be inviting to the public and signal that uses in Area 2a are intended for the public.

LU-Area 2-3. A community pea patch/market garden should be developed within Area 2a and should be available for public use. This facility should provide space, water for irrigation, and potentially other facilities, that allow individuals or groups to cultivate fruits, vegetables, and other plants for recreation, consumption, and sale. A stall for selling this produce to the public may be included.

LU-Area 2-4. Uses in the Area 2b should be limited to offices. Government offices are encouraged.

LU-Area 2-5. Area 2b should contain an urban plaza/internal circulation courtyard to serve employees in the new office uses, allow for vehicle circulation for pick up/drop off, and provide for daylight within office uses.

LU-Area 2-6. Area 2 serves as the main gateway to the Campus for vehicles and pedestrians, and the extension of NE 155th Street onto the Campus should be designed so this is clear to the public.

LU-Area 2-7. The building height limit in Area 2 (both Areas 2a and 2b) is designed to allow for up to 4 stories, including any above-ground parking stories.

LU-Area 2-8. The scale and bulk of buildings in Area 2 should be controlled by articulating vertical and horizontal elements of the building façade. Incorporating a range of building materials and color may also help to control the perceived bulk and scale of buildings.

LU-Area 2-9. To ensure their usability, urban public spaces in Area 2 should be a minimum of 400 square feet with no dimension less than 20 feet.

LU-Area 2-10. Seating, landscaping, public art, low impact development features, and other treatments should be incorporated into urban public spaces.

LU-Area 2-11. A minimum of 50% of new roof area in Area 2 should be green roofs.

LU-Area 2-12. Ground-level floors of parking that are contained within the building or a separate structure should be wrapped with usable ground-level civic space or treated architecturally with artistic elements or vegetative walls so there are no blank walls or large untreated wall openings.

LU-Area 2-13. A small amount of parking for short-term visits to civic uses may be located on-street or in a narrow, previously paved surface lot adjacent to the Activities Building, market garden or mixed-use building in Area 2a. Any surface parking lots should be minimally sized and should be located to the rear or side of buildings, not between the sidewalk and building entrance.

Area 3: Mixed-Use Retail/Residential

Intent

Because of its prominent location on a corner along a major arterial, and proximity to higher-intensity uses, Area 3 will contain mixed-use structures with street-related ground-floor retail and higher density residential uses on upper floors. These structures will be urban in character and will be up to five stories. Single use multi-story residential structures could be located in portions of Area 3 that do not front on 15th Ave NW. Parking is provided primarily within structures and is treated architecturally or with landscape features to ensure a compatible visual character. Some surface parking is provided for retail uses and visitors. Surface parking is located behind the building and a small amount of on-street parking will be provided along drives internal to Area 3. Development in Area will include a distinctive “corner architectural feature” at 15th Avenue NE/NE 150th Street. Due to its urban character, stormwater detention in Area 3 beyond what can be accommodated through LID techniques will be located in an underground facility.

Policies

The following policies are specific to Area 3. See Sections 5.4 through 5.8 for further policies that apply to all development areas.

LU-Area 3-1. Ground-floor uses should be limited to general retail, eating and drinking establishments, and retail and professional services. Neighborhood-serving retail is encouraged, but larger scale retail uses may be allowed provided they fit within the envisioned mixed-use structures and approach to parking.

LU-Area 3-2. The building height limit in Area 3 is designed to allow for up to 5 stories, including any above-ground parking stories.

LU-Area 3-3. Ground-level facades of structures fronting 15th Ave NE should include a high degree of transparency, allowing for a direct visual connection between pedestrians on the sidewalk and ground floor uses.

LU-Area 3-4. The building located at the corner of 15th Avenue NE and NE 150th Street should include a distinctive architectural corner feature on that corner. The feature should be oriented to the street intersection.

LU-Area 3-5. Seating, landscaping, public art, low impact development features that may be integrated with landscape beds or planter boxes, and other treatments should be incorporated into public areas and/or walkways within Area 3.

LU-Area 3-6. Ground-level floors of parking adjacent to 15th Ave NE or NE 150th should wrapped with usable ground-level commercial space designed with pedestrian-scale detailing, or otherwise screened using artistic elements or vegetative walls. Upper level floors of parking should be architecturally integrated with the rest of building.

LU-Area 3-7. Where surface parking is needed, for example as short-term parking for retail uses, lots should be minimally sized and should be located to the rear or side of buildings, not between the sidewalk and building entrance. All surface parking areas associated with uses fronting 15th Ave NE and NE 150th St should be located behind buildings, away from these two streets.

Area 4: Existing Non-Profits and Future DOH

Intent

Area 4 is reserved for future use by DOH, and for the continuation of existing non-profit uses. Area 4 could potentially contain a shared stormwater detention facility with other portions of the Campus. While this Master Plan encourages increasing tree canopy coverage and reducing impervious surfaces in Area 4, it recognizes that Area 4 may be utilized by DOH according to their master plan. No land transfer from DSHS to DOH may occur without Legislative direction or approval from the Governor's office.

Policies

LU-Area 4-1. The primary access to Area 4 should be from the future boulevard between Areas 4 and 5 (see Figure 12, Master Plan Map, page 95).

LU-Area 4-2. Existing non-profit uses (Firland Sheltered Workshop and Food Lifeline) should be considered conforming uses and conforming structures for the duration of their leases.

LU-Area 4-3. A joint stormwater detention facility to serve Area 4 and portions of the Fircrest Campus is encouraged to be located in Area 4.

LU-Area 4-4. For future DOH development, reduced impervious surface, an urban design character of multi-storied buildings with structured parking, and increased tree canopy coverage are encouraged in Area 4 in order to meet the Fircrest Campus Excess Property Master Plan Goals and Guiding Principles, because this area is Excess Property.

LU-Area 4-5. Compatibility with Area 5 in terms of scale and visual appearance should be considered during any changes to the two existing non-profit uses, and during the design and implementation of new uses in Area 4.

Area 5: Residential

Intent

Area 5 is envisioned to be a medium density area that contains a variety of residential housing types, including townhouses/rowhouses, carriage house units, and/or duplexes, in buildings of up to 3 stories. It is separated from Area 4 by a boulevard with street trees and a landscaped median. The boulevard provides access to Areas 4 and 5, and is also the service vehicle entrance for the Fircrest School. Area 5 residences will accessed from an internal street, alley or pedestrian paths with visible entryways, rather than from the boulevard.

The internal street within Area 5 is envisioned as a “woonerf.” Woonerf is a Dutch word for a residential street designed to put the needs of drivers second to the needs of users of the street as a whole. The woonerf includes such elements as a narrow, one-way meandering travel lane, special pavement, no curbs, and pedestrian elements such as benches, planters, and trees. Users of the street are primarily residents of the area. The street is a safe environment for pedestrians and bicyclists as well as a place for residents to interact with each other.

The townhouses/rowhouses, carriage house units, and/or duplexes in Area 5 are modulated to reinforce the appearance of individual units. Garages may be attached or detached, and may be shared or separate. Garage exteriors give them the appearance of livable space, and most garages have living space above them. A few single story structures may be included for visual variety. Outdoor space includes a mix of small yards and common spaces. Development responds to Hamlin Creek daylighting by incorporating appropriate setbacks, incorporating low impact development strategies, and providing access to the creek area and trail within its buffer. The south end of Area 5 may include a stormwater detention pond that is designed as a public amenity and provides a buffer between Area 5 and single-family uses across NE 150th Street from the Campus. This could potentially be a shared facility with DOH. Alternatively, stormwater detention needed for Area 5 could be located on Area 4.

Policies

The following policies are specific to Area 5. See Sections 5.4 through 5.8 for further policies that apply to all development areas.

LU-Area 5-1. Uses in Area 5 should be limited to residential uses and trails.

LU-Area 5-2. Pedestrians within Area 5 should be given preference over cars through the use of a woonerf-style internal roadway (see policies on street design in Section 5.5.6).

LU-Area 5-3. The building height limit in Area 5 is designed to allow for up to 3 stories.

LU-Area 5-4. Buildings in Area 5 that do not front a street but instead front an alley, courtyard or pedestrian path may have entrances that are not visible from the street, but should have a clear walkway connection to the street.

LU-Area 5-5. Townhouse/rowhouse development should incorporate variations in height and setback distance to provide visual variety and compliment the character of the existing neighborhood.

LU-Area 5-6. Landscaped rain gardens should be located along the eastern edge of Area 5 such that they appear integrated with the trail and buffer of the daylighted creek near the eastern edge of the Campus.

LU-Area 5-7. Parking should be provided in attached or detached garages. Access from the “woonerf” or via alleys is preferred.

LU-Area 5-8. Where fronting a street, garages should be deemphasized architecturally and driveways should be oriented to the sides of structures to the extent possible.

LU-Area 5-9. Driveways should be no more than ten (10) feet wide and no less than twenty (20) long

LU-Area 5-10. Tandem parking may be used in Area 5. Driveways should use Hollywood strips or pervious pavement materials to reduce stormwater runoff.

Fircrest School Area

Intent

The Fircrest School Area is not Excess Property, and is reserved for continued operation of existing Fircrest School facilities. It is intended for existing uses and structures, but may also include a replacement Nursing Home Building, a replacement Adult Training Program Building, and other new, replaced, expanded or renovated facilities. The Master Plan allows for future expansion of facilities over the current total square footage of all existing Fircrest School facilities. The square footage limit shown in the policies below is equal to approximately 10 percent more than all existing square footage within the Fircrest School Area plus the square footage of the Activities Building and Y Buildings.

Policies

LU-FS-1. Existing uses and structures within the Fircrest School Area should be considered conforming uses and conforming structures.

LU-FS-2. A total of up to 500,000 square feet of floor area for institutional facilities is allowed in the Fircrest School Area.

LU-FS-3. The primary visitor and client access will be re-routed from NE 150th Street to be from NE 155th Street/15th Avenue NE via Area 2.

LU-FS-4. Service vehicle access is via the boulevard between Areas 4 and 5.

LU-FS-5. The Fircrest School Area is envisioned as a safe place for residents to walk.

LU-FS-6. The Fircrest School area has pedestrian connections via trails and sidewalks to other parts of the Campus; however, landscaping, signage and other treatments provide a clear definition between the Fircrest School Area and other portions of the Campus.

LU-FS-7. The entire perimeter of the Fircrest School Area will be clearly defined by topography, landscaping treatments and buffers. Fences will be allowed but should not be emphasized.

LU-FS-8. Direct vehicle and pedestrian access between the Fircrest School Area and the Activities Building in Area 2 will be preserved and enhanced.

LU-FS-9. While this Master Plan does not direct future changes to Fircrest School facilities, the following strategies toward meeting overall goals for the Campus articulated in this Master Plan are recommended during long-term management of the Fircrest School Area:

- Reductions in impervious surface and increases in tree canopy covered area encouraged.
- Enhancement of ditched segments of Hamlin Creek through the Fircrest School Area could occur if redevelopment of adjacent buildings occurs.
- If and when new buildings or other improvements that trigger stormwater detention requirements are constructed, LID stormwater management techniques could be utilized to the extent practical.

Open Space Areas

Intent

The 15.3 acres of Open Space Areas comprises discontinuous areas that include urban forest and treed areas, the Healing Garden, the Chapel, roads and trails as shown in Figure 12 (page 95), hillsides that serve as buffers between uses and passive open space. A network of public multi-use trails and sidewalks will connect Open Space Areas to the rest of the Campus and to the surrounding community, including connections to Hamlin Park, South Woods Open Space, and potentially playing fields associated with Shorecrest High School and Kellogg Middle School. The trails also serve as linear open spaces.

The designated open spaces are recommended for public ownership and use, but their specific management, i.e. City, State, private homeowner's association, or other, would be determined with Master Plan implementation. See Section 6.2 Master Plan Implementation regarding responsibility for developing and maintaining these public open spaces.

The policies below apply specifically to the Open Space Areas. See Sections 5.4 through 5.8 for further policies that apply to all Master Plan areas, particularly policies in Section 5.5.5 regarding Landscaping, Screening and Buffers, and the Green Infrastructure policies in Section 5.5.7.

Policies

LU-OS-1. Open Space Areas should be retained for public use.

LU-OS-2. Parks, roadways, trails, stormwater facilities, the Chapel and Healing Garden are acceptable uses in the Open Space Areas, provided they conform with the intent of this Master Plan, including Figures 13 through 24. Other types of uses or development should be prohibited, except for features that are necessary accessories to these functions, for example public restrooms or picnic structures.

LU-OS-3. The Chapel is National Register of Historic Places (NRHP)-eligible and should be retained in a condition that maintains its eligibility. Its use should continue to be available to the public.

LU-OS-4. The Healing Garden may be fully or partially relocated within the Open Space Areas.

LU-OS-5. With the exception of trails, the Open Space Areas are envisioned as providing primarily passive recreation, providing visual character, and habitat and

ecosystem values. Active recreational facilities, if proposed, would need to show that they do not create environmental impacts (such as additional vehicle trips) beyond those identified in the environmental analysis for this Master Plan (Appendices F through K).

LU-OS-6. Trees are a key component of the Open Space Areas. Trees within the Open Space Areas should be retained, maintained, and protected per the Tree Retention and Canopy Cover policies in Section 5.5.7 of this Master Plan.

LU-OS-7. Open Space Areas should be landscaped with drought-tolerant, native species maintained without the use of chemical pesticides and fertilizers.

LU-OS-8. Soft-surface trails in addition to those shown on the Master Plan Map (Figure 12, page 95) may be developed within the Open Space Areas to access specific existing or new features, provided they are compatible with the features and consistent with the policies of this Master Plan.

5.5.4 Affordable and Supported Housing

Intent

In accordance with the Capital Budget Proviso that provided the Legislative direction for this Master Plan, the Master Plan supports a range of housing opportunities, including affordable, supported, and workforce housing. Affordable housing is defined as housing with rents that are affordable to households whose annual income is 80% or less of the median income range for the county in which the property is located (the Fircrest Campus is located in King County). Because the Master Plan area is State-owned, there may be partnership opportunities for the development of supported housing for low-income and/or disabled individuals. Lastly, the higher densities envisioned for portions of the Campus offers more housing choice, including opportunities for workforce housing – housing that is affordable to those households whose annual income 80-120% of county median income (median income is adjusted for family size).

Supported housing is housing that is provided along with social services for special population. This includes housing for developmentally disabled persons living independently, transitional housing and housing to serve other special populations.

Policies

AH-1. Inclusion of housing that is affordable to those households with annual incomes that are 80% or less of the median income in King County should be encouraged through public-private/non-profit partnerships, within development areas of the Campus identified for residential use.

AH-2. Inclusion of supported housing through public-private/non-profit partnerships, within development areas of the Campus identified for residential use, is encouraged. Areas 1 and 2 are the preferred areas for this type of housing because of the proximity to Fircrest School, where there may be clients who could occupy such housing, and planned government/social services.

AH-3. During implementation, the State should explore requiring the development of workforce housing as part of the lease or sale agreements for Areas 3 and 5.

AH-4. The degree to which affordable, supported, or workforce housing is provided on the Campus will be determined with implementation (see Section 6.2 for further discussion).

5.5.5 Campus-Wide Design Guidelines for Site Design, Building and Landscaping

The following policy elements address different aspects of site and building design that apply to all Excess Property areas. The policies are intended to become development standards upon City adoption of the Master Plan. These Campus-wide policies supplement the area-specific land use, building and site design standards and policies above.

Building Orientation and Entries

Intent

New development on the Fircrest Campus should be oriented to enhance the overall visual quality of the Campus and contribute to a safe, comfortable, and inviting pedestrian environment.

Policies

BOE-1. The siting of buildings should respond to specific site conditions and opportunities such as location on prominent intersections, unusual topography, significant vegetation and views, or other natural features.

BOE-2. Buildings should respect adjacent properties by being located on their sites to minimize disruption of the privacy of residents in adjacent buildings.

BOE-3. Buildings should be sited and oriented to take advantage of natural light in interior space.

BOE-4. Buildings should be sited and oriented to maximize solar access.

BOE-5. Building entries should be clearly identifiable and visible from the street or access drive, except where area-specific standards allow for entries from alleys, courtyards or pedestrian paths (see area-specific standards in Section 5.5.3).

BOE-6. Convenient and attractive access to the building's entry should be provided from the sidewalk network and parking areas. To ensure pedestrian comfort and security, paths and entry areas should be sufficiently lighted and entry areas should be protected from the weather.

Building Scale

Intent

New development on the Fircrest Campus should be visually inviting to pedestrians, and visually compatible with adjacent uses where it is visible from those uses.

Polices

BS-1. Except where topography or trees reduce their visibility, new higher intensity development should provide a sensitive transition to near-by, less-intensive uses. Higher intensity projects should be developed in a manner that creates a step in perceived height, bulk and scale where adjacent to less intensive development.

BS-2. The scale and bulk of buildings should be controlled by articulating vertical and horizontal elements of the building façade. Incorporating a range of building materials and color may also help to control the perceived bulk and scale of buildings.

Green Building Design

Intent

New uses are envisioned to utilize sustainable design and construction, in keeping with the Project Goals and Guiding Principles. The U.S. Green Building Council's Leadership in Energy and Environmental Design (LEED) Green Building Rating System is one method of evaluating the sustainability of new development, and is the method currently used by the State for new State agency building projects that meet certain size thresholds.

Policy

GBD-1. All new construction on the Excess Property, whether developed by the State or another party, should strive to meet LEED Silver standards or equivalent.

Landscaping, Screening, and Buffers

Intent

Landscaping and vegetated buffers should be used to increase compatibility between uses that may vary in terms of bulk and scale. Vegetated buffers shown on the Master Plan Map (Figure 12, page 95) are permanent features within the designated Open Space Areas and should be managed according to the Tree Retention and Canopy Cover policies in Section 5.5.7, in addition to the policies below. Buffers within designated Open Space Areas include: a buffer between Area 1 and Hamlin Park, a buffer between Area 1 and 15th Avenue NE, a buffer between Area 2 and the Fircrest School Area, and a buffer between Area 5 and South Woods Park. Landscaping in other areas should be used to enhance visual quality, and screening should be used for elements that detract from the overall visual quality of the Campus. While some landscaping features have low impact development (LID)/stormwater management functions, landscaping features that do not have a clear or calculated LID function, such as green walls and trees, should also be utilized to enhance livability while providing other ecological benefits.

Policies

LSB-1. All new structures on the Fircrest Campus should be a minimum of 50 feet from the Fircrest School Area boundary.

LSB-2. The 50 foot buffer around the Fircrest School should include densely-planted trees, shrubs, and ground cover.

LSB-3. Public trails may be located within buffer areas, but a continuous vegetated barrier should exist between the trail and the Fircrest School boundary except where there are defined gateways. Vegetated barriers may vary in size, shape and degree of screening and are not envisioned as a full-screen barrier.

LSB-4. Service vehicle areas, loading areas and dumpster/recycling areas should incorporate landscaping and other screening methods.

LSB-5. While surface parking is discouraged, in some locations small amounts of it may provide short-term parking for visitors of uses. Surface parking areas should have a minimum six (6) foot landscaped buffer separating cars from an adjacent right-of-way. Where a sidewalk is present this buffer should be between the sidewalk and the parking area. Such a buffer should contain both deciduous and evergreen species with a variety of heights.

LSB-6. To enhance the visual quality of residential areas, narrow landscape screening, such as trellises or small green wall features, should be utilized to screen parking for ground-related units where it is located on alleys in Areas 1 and 5.

LSB-7. Landscaping throughout the Campus should take advantage of special on-site conditions such topography, view corridors, existing significant trees and native plant communities, and off-site conditions such as natural areas, and parks.

LSB-8. Landscaping should emphasize the use of drought-tolerant, native species that can be maintained without the use of chemical pesticides and fertilizers.

LSB-9. Coniferous trees are encouraged where practical because they contribute to the identity of the Fircrest Campus and also provide LID benefits. See Tree Retention and Canopy Cover policies in (Also see Section 5.5.7.)

LSB-10. If fencing is to be used to define the Fircrest School Area boundary or future DOH boundary, it should be constructed of low visibility, durable, low-maintenance materials. Vinyl fencing should be prohibited. Large expanses of opaque fencing should be avoided. Any portion of fencing above 4 feet should be semi-transparent.

LSB-11. Fencing of other areas of the Campus, other than decorative fencing for individual townhouse/duplex/small lot single-family lots, should be prohibited.

LSB-12. For landscaping topics on which this Master Plan does not provide direction, City of Shoreline landscaping standards or an alternative that has been demonstrated to work should apply.

Pedestrian Orientation

Intent

Master Plan uses should create a comfortable and inviting pedestrian environment, with continuous pedestrian connections and visual interest. Features that create unsafe or uncomfortable pedestrian conditions should be discouraged.

Policies

PO-1. No blank walls greater than 50 feet in length should be permitted on building facades visible from a sidewalk, internal walkway, or parking area. Where blank walls are unavoidable, they should receive design treatment such as vegetation or public art to increase visual interest of the pedestrian environment.

PO-2. Retaining walls near a public sidewalk that extend higher than eye level should be avoided where possible. Where high retaining walls are unavoidable, they should be designed to reduce their impact on pedestrian comfort and to increase the visual interest along the streetscape.

PO-3. Where small short-term surface parking areas are located near sidewalks, they should provide adequate security and lighting, avoid encroachment of vehicles onto the sidewalk, and incorporate a landscaped area between the sidewalk and the parking area edge.

PO-4. Sidewalks and walkways should be provided to connect all building entries, open spaces, and parking to public streets and to each other.

PO-5. Stoops that provide semi-private space and facilitate interaction among neighbors are encouraged for townhouse and rowhouse structures oriented towards a street, courtyard or pedestrian walkway.

Parking Area Design

Intent

New development should minimize the visual and environmental impacts of parking areas and ensure that their design is consistent with the pedestrian-orientation of new Campus uses. See Section 5.5.6 for parking ratios for each use and strategies for reducing the amount of parking required for new development.

Policies

PAD-1. The majority of parking for all new uses, including offices, retail, civic, and residential uses, should be in structures or located under buildings whenever possible. (See the area-specific policies for more detail.)

PAD-2. Where used, surface parking areas should be sited to respond to the site’s existing and future topography and landscape characteristics.

PAD-3. Where used, surface parking areas should consist of pervious paving materials.

PAD-4. For parking area design topics on which this Master Plan does not provide direction, City of Shoreline parking area design standards or an alternative that has been demonstrated to work should apply.

Gateways and Signage

Intent

A system of wayfinding signage should be provided to more fully integrate new uses on the Campus with the surrounding neighborhood. Such signage should point the general public and site users to key site features as well as adjacent uses such as Hamlin Park. Signage also should clearly differentiate between public areas of the Campus and uses such as the Fircrest School and DOH laboratories.

Policies

GS-1. Signage that provides directional, distance, and potentially historical or interpretive information should be placed along the trail network, particularly at entrances, gateways, and junctions.

GS-2. Signage should be placed at roadway intersections to direct vehicles to Campus uses, including the Fircrest School, Activities Building, Chapel, community pea-patch/market garden, State office and laboratory uses, service entrances, and civic, social service and residential uses.

GS-3. The system of wayfinding and interpretive signage should have a consistent look throughout the Campus.

GS-4. Business or building signage may have a more distinctive look.

GS-5. Gateway features that provide distinct visual cues, site information, and clearly demarcate the Fircrest School and DOH areas from other uses should be strategically placed at major road and trail entrances to those uses.

GS-6. Interpretive signage should be placed in Open Space Areas and development areas to highlight innovative low impact development and site restoration features such as the daylighted portions of Hamlin Creek, bioswales, rain gardens, pervious pavement, and green roofs.

GS-7. New development in Area 1 should incorporate signage that identifies a trail entrance at the northern most part of the Campus where the trail connects to Hamlin Park.

GS-8. New development in Area 2 should incorporate signage that identifies a trail entrance where NE 155th St turns north near the Activities Building.

GS-9. New development in Areas 2 and 3 should incorporate signage that identifies where the trail entrance is along 15th Ave NE between those two areas.

GS-10. New development in Area 5 should incorporate signage that identifies trail entrances both at the southernmost trail entrance at NE 150th St and where the site plan shows a trail through the northern portion of the Area.

GS-11. For signage placement and installation topics on which this Master Plan does not provide direction, City of Shoreline sign standards or an alternative that has been demonstrated to work should apply.

5.5.6 Access, Circulation and Parking

Description of Vehicle Access and Circulation

Figure 14 (page 97) is the Access and Circulation Plan for the new development areas. It shows access points and the conceptual location of principal circulation corridors. The Plan retains some existing access points and internal roadways, but also calls for substantial improvements to create a better separation between site uses, eliminate redundant impervious surfaces, and improve conditions for pedestrians and bicycles. The exact placement of roadways within the Campus will be determined at the time of development, and could include some additional smaller roadways and alleys for circulation within development areas. Access points are more definite because they must connect appropriately with the off-Campus road network and generally align with existing intersections, and because the traffic analysis was based on these access points; however, there could be minor changes in the location of access points that do not align with intersections.

Figure 15 (page 98) shows access for Fircrest School under the Master Plan. The Master Plan separates visitor and service vehicle access to Fircrest School, provides clearly defining entrances for both. It also includes an additional emergency entrance from NE 160th Street. The Fircrest School main and service access roadways are also used for access to the new development areas.

Proposed vehicular access points to the Campus, shown in Figures 14 (page 97) and 15 (page 98) are as follows:

- The access at 15th Ave NE / NE 155th St will become the main access to Fircrest School via improvement of an existing roadway between the Administration Building (Building 500) and the Activities Building. The NE 155th Street access will also serve new office uses and the Activities Building in Area 2, and future new residential uses in Area 1 if DSHS were to replace the Y Buildings and allow for residential development in that area.
- When Area 1 is developed with residential uses in the future, a secondary access will be provided from NE 160th Street approximately 150 feet east of 15th Ave NE.
- Area 3 will have two access points; one on 15th Ave NE approximately at NE 152nd St, and a second from NE 150th St approximately 150 feet east of 15th Ave NE. Area 3 access is considered an internal access drive rather than a street. Vehicles exiting onto 15th Avenue NE from Area 3 will be restricted to right turns.
- A boulevard will be established going northward into the Campus from NE 150th St approximately 900 to 1,000 feet east of 15th Avenue NE between Areas 4 and 5. This will be the service vehicle entrance to the Fircrest School allowing access

to the existing main roadway within the School. It will also provide access to Firland Workshop and Food Lifeline (Area 4 Existing Non-Profit Uses) both of which require truck access, and will eventually provide access to DOH if their separate master plan is implemented. (For the near future, it is expected that DOH will continue to be served by the existing access point at NE 150th St / 17th Ave NE.) Additionally, the new boulevard will serve new townhouse/rowhouse residential uses in Area 5.

- There will be an emergency vehicle access point from NE 160th St into the northeast portion of the Campus to serve Fircrest School. There is currently an unimproved gated access in this location.

Vehicle circulation will include movement between Areas 1, 2 and Fircrest School, ensuring that Fircrest School residents can get to the Activities Building (if it is re-opened in the future). It will largely separate service vehicle circulation associated with the Fircrest School from automobile access to the School. While Areas 3 and 5 will not have direct vehicular connections to other new use areas, they will have direct bicycle/pedestrian access via a network of new trails. Additionally, a secondary access to these areas for emergency vehicles will be provided along a planned trail running east from 15th Ave NE north of Area 3, DOH, and Area 4.

Changes to access and circulation will occur in phases as portions of the master plan are implemented. However, it is expected that the new primary access to the Fircrest School from 15th Ave NE / NE 155th St and the new service access to the School from NE 150th St between Areas 4 and 5 will be improved in an early phase of the development to ensure continuous access to Fircrest School and continuous circulation from Fircrest School to the Activities Building.

Description of Non-Motorized Circulation

Providing safe and convenient access and connectivity to and across the Campus for pedestrians and bicyclists is a key component of the Master Plan. The Access and Circulation Plan includes a system of multi-use trails and sidewalks that will provide access to on-site uses, as well as establish connections between adjacent neighborhoods and destinations such as Hamlin Park, South Woods Open Space, and potentially, Ridgecrest High School and Kellogg Middle School (see Figure 15, page 98).

The specific location of the proposed trail running north-south along the eastern edge of the Campus has not been determined, and will need to be negotiated between DSHS and the Shoreline School District to determine if it would be on DSHS or School District property. Access points for this trail would be located at NE 153rd St and east of Area 5, approximately at 25th Ave NE.

Street, Sidewalk and Alleys

Intent

The street, sidewalk and alley policies are intended to minimize impervious surfaces, support LID features, emphasize a quality environment for pedestrians, and enhance the visual character of the Campus. The policies below address street width, sidewalks, paving and other

features. Alleys and secondary streets within development areas are not shown on the Access and Circulation Plan; their location would be determined at the project design stage.

Policies

SSA-1. Campus access points should be located as shown on the Access and Circulation Plan; however, onsite roadways may vary from the alignments shown when actual development occurs. Variations could be due to engineering considerations or layout of individual development areas in order to achieve planned densities. Any variations should result in the same connectivity shown in the Access and Circulation Plan or better, and should strive to maximize preservation of landmark trees and healthy significant trees, and to enhance the viability of preserved trees and new tree planting areas. Variations should also strive to minimize impervious surface in keeping with the principles of LID.

SSA-2. The width of local residential streets should be minimized to the extent practical in order to reduce the amount of impervious surfaces and development costs, recognizing that emergency vehicles need unobstructed access.

SSA-3. Pervious paving should be used for travel lanes to the extent practical.

SSA-4. All non-travel lane paved areas should use pervious paving materials.

SSA-5. Street trees should be provided on both sides of streets to the extent practical, except in already forested areas or where existing trees are retained.

SSA-6. Drainage along roadways should include bio-swales for conveyance of stormwater and for infiltration to the extent practical, and right-of-way width should accommodate swales on one side of the street.

SSA-7. All streets should have a sidewalk on at least one side, except where a sidewalk would duplicate the function of a trail segment shown in the Access and Circulation.

SSA-8. All sidewalks should be a minimum of 6 feet wide and consist of pervious pavement materials.

SSA-9. On-street parallel parking should be provided where practical for convenience and guest parking, to reduce the need for convenience/guest surface lots, although on-street angle parking may be considered for the Activities Building and community pea-patch/market garden.

SSA-10. To emphasize the pedestrian environment, curb cuts should be limited and driveway consolidation is encouraged.

SSA-11. One-way streets may be considered for internal circulation in new development areas where practical.

SSA-12. Streets and intersections should be designed and constructed to allow for the necessary emergency access based on discussion with the City of Shoreline but flexibility should be emphasized for the “woonerf” street in Area 5.

SSA-13. The “woonerf” street in Area 5 provides a unique opportunity to demonstrate the effectiveness of de-emphasizing vehicles in favor of pedestrians, bicyclists and the daily interaction of Area 5 residents. The “woonerf” design should include a narrow, one-way meandering travel lane which is used by pedestrians, for play, gatherings, etc. in addition to vehicle use; special pavement; no curbs; and pedestrian elements such as benches, planters, and trees.

SSA-14. The incorporation of alleys into project-specific designs for ground-related units in Area 1 and for the northernmost and southernmost portions of Area 5 is encouraged. Alleys should have minimal pavement width and utilize pervious paving materials to the extent practical.

SSA-15. For street design standard topics on which this Master Plan does not provide direction, City of Shoreline street standards or an alternative that has been demonstrated to work should apply.

Trails

Intent

The urban trail network shown in the Access and Circulation Plan will enhance pedestrian and bicycle access and connections both within and through the Campus. Trail design will allow the Fircrest School to continue as an “open campus” ensuring the safety and privacy of Fircrest School and residents of new development areas, while encouraging non-motorized transportation and convenient access to transit for neighborhood residents, and Campus residents, employees, clients and visitors.

Policies

T-1. All trails should have a minimum 10 to 12 feet of pavement and two feet of gravel on either side, with the exception of the easternmost north-south trail adjacent to the restored segment of Hamlin Creek (between Area 5 and South Woods Park). Paved surfaces should consist of pervious materials.

T-2. The trail segment adjacent to the restored Hamlin Creek segment (between Area 5 and South Woods Park) should be designed consistent with guidance within the Critical Areas Report and Conceptual Restoration Plan for Hamlin Creek report (Appendix J) and standards established by SCC 20.80.480 (D) (3) of the City of Shoreline Code for trails within stream buffers, which are as follows:

a. Trails should be constructed of pervious materials;

b. Trails shall be designed in a manner that minimizes impact on the stream system;

c. Trails shall have a maximum trail corridor width of 10 feet; and

d. Trails should be located within the outer half of the buffer, i.e., that portion of the buffer that is farther away from the stream.

T-3. All public trails adjacent to the Fircrest School and Department of Health should have densely planted vegetated buffers. Where there is inadequate room for such a vegetated buffer, or there are additional security requirements, fencing in combination with a vegetative screen should be used.

T-4. Street crossings should include stop signs for trail users, trail crossing signs for vehicular traffic, and painted markings that delineate the crossing area.

T-5. Trail junctions and crossings should have directional signage that points users to nearby destinations, i.e. Hamlin Park, South Woods, etc. (See the Gateways and Signage policies in Section 5.5.5).

Parking Supply

Intent

The overall intent of the Master Plan is to create a walkable, healthy environment where single-occupant vehicle use is reduced compared to traditional development. Land should be used efficiently to allow for transit-supportive densities and to maximize walkability. The amount of land devoted to parking should be minimized in order to reduce walking distances and create a visually interesting environment where pedestrians feel safe and comfortable. Minimum parking ratios ensure that adequate parking for this type of environment will be provided, while maximum parking ratios ensure that the amount of parking will not adversely affect the intent of the Master Plan. Reductions in the minimum required parking will be allowed in order to encourage more features that support transit and non-motorized travel and reduce single-occupant vehicle use and ownership. The Master Plan allows for a total amount of off-street parking ranging from 1,426 to 2,901 stalls based on minimum and maximum parking ratios with all available reductions; plus approximately 180 to 220 on-street parking spaces depending on the configuration of land uses within Area 2. See Appendix H, Transportation Impact Study, for further detail on parking supply and demand. The policies below addresse parking supply. See Section 5.5.5 for Parking Area Design standards.

Policies

PS-1. Parking regulations will emphasize reduced parking and flexibility to allow for features that support Smart Growth principles and Project Goals, while ensuring that demand for parking does not impact adjacent neighborhoods.

PS-2. Maximum parking ratios are based on the current Shoreline Municipal Code, and minimums assume reduced demand based on the mix of land uses, walkability, transit-supportive densities and proximity to existing transit, as well as additional reductions for features that promote reduced auto use and/or ownership.

PS-3. A reduction of up to 20 percent below the base minimum parking ratios may be considered allowed for residential developments. The allowed reductions shown below may be combined to achieve the 20 percent reduction.

a. Unbundled parking: 10 percent reduction. The cost of parking for residential uses is often passed on to the occupant indirectly through the rent or purchase price rather than through a separate charge. Unbundling these costs and charging for parking separately provides a wider range of choices for renters or purchasers who do not want or cannot afford to pay for parking, and thus allows developers to provide less parking.

b. Car sharing: 10 percent reduction. Car sharing programs allow people to have occasional access to a vehicle without having to own one. Members or a car sharing program are charged based on usage which often includes the cost of gas, insurance, maintenance and parking. Car sharing works best in higher-density, mixed-use developments where there are other transportation alternatives. Developments may dedicate several conveniently located parking spaces for a car sharing program and be allowed a reduction in the total number of spaces provided for residents. Zipcar, a for profit car sharing program that operates in Seattle and a number of other locations, reports that one Zipcar can replace over 15 privately-owned vehicles.

PS-4. A reduction of up to 15 percent below the base minimum parking ratios may be considered for office uses. The allowed reductions shown below may be combined to achieve the 15 percent reduction.

a. Parking pricing/cashout: 10 percent. Parking cash out programs are provided by employers who may offer employees who choose not to drive to work a cash payment equivalent to the value of a parking space. This offers a financial incentive to employees not to drive and reduces the overall demand for parking. The effectiveness of a parking cash-out program is directly related to the presence of other transportation alternatives.

b. Bicycle facilities (storage and changing room): 5 percent.

PS-5. A reduction of up to 10 percent below the base minimum parking ratios may be considered for retail, civic services and community center developments that incorporate shared parking management strategies. Shared parking means that multiple destinations share one parking area. This requires multiple destinations within walking distance of the same parking facility, and is most effective when those destinations either share patrons, so that people park once and visit multiple destinations, or have different periods when parking demand is highest. Shared parking can be effective in mixed use developments, either when there is a mix of uses on a single site or when sites with different uses are located

suitably close together. Establishing the number of spaces required in a shared parking situation requires consideration of the following factors:

a. The physical layout of the development (especially ease of pedestrian access from the parking spaces to the different uses);

b. The type of users typically parking at each type of facility, and their parking patterns (e.g. employees who park for a full day vs. customers who park for an hour or two); and

c. The total accumulation of parked vehicles expected for each use during different time periods.

TABLE 5 – OFF-STREET PARKING RATIOS

AREA	AREA USE	BASE OFF-STREET PARKING RANGE (MINIMUM & MAXIMUM RATIOS)	REDUCTIONS	MINIMUM AND MAXIMUM RATIOS WITH REDUCTIONS
Area 1	Residential	1.0-2.0/residential unit	Up to 20%: A) 10% for unbundled; B) 10% for dedicated stalls for a car sharing program	0.8-2.0/residential unit
Area 2a	Mixed Use Civic & Residential	2.3-3.3/1,000 SF for civic uses. 1.0-2.0/residential unit.	Up to 10% for shared parking for civic uses. Up to 20% for residential uses.	2.1-3.3/1,000 SF for civic uses. 0.8-2.0/residential unit.
Area 2b	Office	2.7-3.3/1,000 SF	Up to 15%: A) 10% for parking pricing/cashout B) 5% for bike storage facilities and changing room	2.3-3.3/1,000 SF
Area 3	Mixed Use Retail & Residential	2.3-3.3/1,000 SF for retail uses. 6.0-10.0/1,000 SF for retail food uses. 1.0-2.0/residential unit.	Up to 20% for residential uses. Up to 10% for retail uses.	2.1-3.3/1,000 SF for retail. 5.4-10/1,000 SF for retail food uses. 0.8-2.0/residential unit.
Area 5	Residential	1.0-2.0/unit	Up to 20% for residential uses	0.8-2.0/residential unit

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5.5.7 Green Infrastructure

Major goals of the Master Plan include environmental sustainability, reducing climate change impacts, and preserving and enhancing the environmental functions and values of the Fircrest Campus, while also creating a sense of place and providing amenity for site users and the public. The Green Infrastructure Plan, shown in Figure 16 (page 99), is a key part of the Master Plan. It features open space preservation, tree preservation and planting objectives, the daylighting of a portion of Hamlin Creek, and the use of low impact development (LID) techniques in new infrastructure, trail and building development. More specifically, the Green Infrastructure Map also shows urban forest preservation, and potential locations for pervious paving, bioswales, green roofs, and rain gardens.

Tree Retention and Canopy Cover

Intent

Trees are part of the history of the Fircrest Campus, and the Campus has a number of forested areas, as well as healthy individual trees and tree clusters throughout. The trees help to create a sense of place and are an asset that the Master Plan maintains and enhances. The Master Plan contains tree canopy cover goals, which include retention of many areas of trees while increasing the overall canopy cover on the Campus, in order to take advantage of the numerous health and ecological benefits trees offer, and to maintain and improve the overall visual quality and livability of the Campus and surrounding neighborhoods. New development should retain existing groves and individual trees identified as priority for retention on the Green Infrastructure Map and will also include new street trees and landscape trees.

Tree retention and planting will be measured primarily by canopy cover. Canopy cover is the percent of a fixed area covered by the crown of an individual plant species or delimited by the vertical projection of its outermost perimeter; small openings in the crown are included. Because each defined development area will contain different development types and intensities, the degree to which trees can be retained and/or planted may vary. The tree retention and canopy cover policies allow for a flexible approach to site design that facilitates meeting the canopy cover targets for the overall campus and each individual development area. Figure 17 (page 100) shows the canopy coverage target for each development area.

Appendix G is a tree study that provides further detail on healthy landmark and significant trees and how the canopy cover targets were developed.

Policies

TRCC-1. The following objectives should guide decisions about forest management, conservation, site design, and environmental stewardship on the Campus:

- The achievement of increased tree canopy,
- The preservation and enhancement of native forest remnants, and;
- The preservation of the best tree specimens in the developed portions of the campus where possible.

TRCC-2. A canopy cover target of 40% on the entire Fircrest Campus over the next 20 years should be used to guide forest management and conservation efforts. The Campus-wide canopy cover measure includes both development areas as well as preserved Open Space Areas.

TRCC-3. The following canopy cover targets should be used to guide urban forest conservation and management in each of the identified Development Areas:

TRCC-4 A four-tiered approach to achieving the canopy cover target over time should be used to guide forest management and conservation efforts:

1) Open Space Areas have been identified in Figures 12 (page 95) and 16 (page 98) (Master Plan Map and Green Infrastructure Map). These areas are intended to preserve the largest and least fragmented forest remnants. Vegetation management in these areas should focus on tree and understory retention and forest health improvement activities. Limited removals to accommodate infrastructure and to mitigate trees which pose a tangible hazard to life or property should be allowed with tree and understory replacement, provided such mitigation achieves no net loss of ecological function over time. The management goal for these areas should be to achieve a mature forest condition and improved forest health.

2) The Master Plan Map (Figure 12, page 95), Green Infrastructure Map (Figure 16, page 99) and Canopy Cover Targets Map (Figure 17, page 100) are intended to: promote tree conservation and achievement of the canopy cover targets and retention of the best tree specimens through the conceptual location and design of infrastructure, planned land uses and development intensities. Any further refinement and/or modification of the Master Plan Map should also give substantial weight to these considerations. Tree conservation policies and standards contained in this Master Plan are intended to establish a framework to guide future development design, regulatory decisions and stewardship activities on the Fircrest Campus in a manner consistent with the policies identified herein.

3) Consistency with the policies and standards contained in the Master Plan should be determined during the review of proposed development. Proposals should include a vegetation management plan prepared by a qualified professional that demonstrates compliance with policies and standards contained herein, including how the proposal addresses priority retention trees, protects native forest remnants and achieves the canopy cover target over time.

TRCC-5. Site design for new development should give priority to retention of trees identified in the Canopy Cover Targets Map (Figure 17, page 100) and as “Priority for Retention” in the Table of Trees (Appendix G), as well as “significant” trees that have the following characteristics, functions, or location:

- Trees which exceed 50 feet in height
- Trees and tree clusters which form a continuous canopy
- Trees that have a screening function
- Trees providing habitat value, particularly riparian habitat
- Trees having a significant land stability function
- Trees adjacent to public parks, open space, and sensitive area buffers

TABLE 6 – TARGET CANOPY COVER BY AREA

DEVELOPMENT AREA	AREA USE	TARGET CANOPY COVER
Area 1	Residential	40%
Area 2a	Mixed Use Civic & Residential	35%
Area 2b	Office	25%
Area 3	Mixed Use Retail& Residential	25%
Area 5	Residential	30%
Open Space Areas	Open Space Areas	95%

TRCC-6. A certified consulting arborist should be involved in early development planning and site design for new uses, and opportunities for retaining and planting groups of trees should be considered as part of site design of specific development projects.

TRCC-7. Coniferous trees intercept and retain larger volumes of stormwater during the winter months when rain events occur most often. Coniferous trees also contribute to the identity of the Fircrest Campus. Thus, coniferous trees should be incorporated into the Fircrest Campus as LID features. Coniferous trees should be retained and/or planted in mini groves, including around rain gardens, and other locations where appropriate.

TRCC-8. Individual development projects should consider integrating the design of large, new planting spaces, where space for tree roots is planned into construction details, such as super planting pits, use of structural soils, rubber and/or elevated sidewalks, and meandering paved surfaces.

TRCC-9. Any healthy tree that is greater than 30” DBH or greater, over 120 years old, or is particularly impressive or unusual due to species, size, shape, age, historical

significance and/or are an outstanding row or group of trees should be considered a “landmark” tree and retained.

TRCC-10. Area 1 includes several islands of high quality remnant forest, consisting of mature groves of Northwest native conifers and related understory species. These should be retained to the extent possible in order to maintain canopy cover while also providing screening for adjacent uses such as Fircrest School and Hamlin Park. Multi-story buildings planned for Area 1 are intended to be sited around clusters of healthy trees.

TRCC-11. Area 2a has several significant trees located near 15th Ave NE close to Area 1. There may be some limitations to tree retention in this area if significant grading is done for new development. Building and site design should integrate these trees to the extent possible, and the focus in achieving the canopy cover target should be on planting in other portions of Area 2a.

TRCC-12. Area 2b has limited existing trees, and will require significant grading for development. Tree planting is the primary strategy to achieve the canopy cover target, and the focus should be on integrating planting with the adjacent open space/trail buffer area.

TRCC-13. Area 3 contains several retained, mature, deciduous specimen trees that are good candidates for protection and inclusion into new development plans. Based on the urban street edge planned along 15th Avenue NE, the focus should be on preserving trees in the eastern portion of this area and integrating new trees into LID features.

TRCC-14. Area 5 has several significant trees that were retained during previous demolition activity. Because of the level of use planned for this area, strategies to achieve the canopy cover target should focus on enhancing the creek buffer and adjacent rain gardens with tree planting, and integrating existing and new trees into the stormwater amenity feature in the southern portion of this area.

TRCC-15. While the Fircrest School Area was not assessed for tree health, it is recommended that DSHS eliminate redundant impervious surfaces and plant new trees in these areas as it manages school facilities over time.

TRCC-16. A certified consulting arborist should be present during site development work in and around trees, including any earthwork and/or ground-disturbing activities.

TRCC-17. Stewardship should be a key component of ongoing property management in all areas of the Campus. A qualified person should include in site management team(s) to preserve and enhance trees over time.

Low Impact Development and Stormwater Management

Intent

Low impact development (LID) strategies are ways to reduce potential effects of stormwater and to retain or improve water quality in the watershed. They typically mimic natural stormwater processes more closely than traditional curb and gutter solutions. They also slow the flow of stormwater runoff, resulting in less need for detention and less potential for erosion or flooding downstream. The Master Plan emphasizes LID strategies for stormwater management, including minimizing impervious surfaces where practical, bioretention swales along new or rebuilt roadways and parking lots, rain gardens, storm detention systems with enhanced habitat and/or public open space features, and daylighting/restoration of a segment of Hamlin Creek on the Excess Properties. Because the soils found on the Campus generally have limited capacity for infiltration, the LID strategies identified in the Master Plan focus on reducing and slowing runoff. These strategies aim to provide onsite infiltration to the extent practical, while recognizing that the capacity for infiltration may be limited.

Because LID technologies and best practices are constantly evolving and improving, as is the acceptance of such technologies and practices, the Master Plan avoids defining specific LID measures, and instead offers general guidelines and expectations. It is expected that specific approaches to LID and engineering details for implementation will be designed at the time when development occurs. Further soil investigations at the time of specific project design will determine the applicability of specific LID infiltration techniques. A discussion of detention needs for stormwater runoff beyond what can be managed through LID techniques is included below, followed by policies which define the general approach and expectations for LID within the Excess Property.

Stormwater Analysis Overview

Development of new uses and facilities in the State Master Plan will trigger the need for stormwater management features, including detention to control the quantity of stormwater flows beyond what can be accommodated through LID techniques, and water quality treatment. Detention requirements were estimated based on the 2005 Department of Ecology (DOE) Stormwater Manual for Western Washington (Manual), with estimates made to accommodate up to the 100-year storm. Stormwater facilities will need to be provided for each development area as it develops. If joint stormwater management features are proposed, the downstream features will need to be developed before upstream areas are developed (e.g., if a joint facility is to serve both Areas 2 and 3, the detention facility would need to be developed in Area 3 before Area 2 buildings can be developed). Appendix I contains the complete stormwater analysis.

Stormwater Basins

Based on the proposed new uses and development areas, rough-grading of the new use areas was diagramed and the areas were divided into five basins. The basins are shown in Figure 18 (page 101).

Hamlin Creek, with its proposed daylighted segment, would continue to drain off-site areas to the north of the Campus, rather than collecting on-site flows. No changes to the stormwater

management system serving the Main Fircrest Campus or Area 4 (existing non-profit use area) are proposed as part of this Master Plan.

Detention Locations and Conceptual Sizing

Estimated stormwater detention needs for new development areas were modeled assuming known soil conditions on the Campus, and LID measures such as pervious paving for sidewalks and driveways and a percentage of green roofs and dispersion for runoff from other roofs. Detention is needed in each basin because soils have limited infiltration capacity.

For each basin, a total detention requirement was estimated. However, for large basins such as Basin B, it is expected that the estimated detention would be spread over more than one facility. Additionally, during design development, rain gardens, biodetention swales and flow-through planter boxes could be incorporated into the stormwater design potentially reduce the estimated detention facility size. Table 7 shows the estimated detention facility size for each basin if raingardens, biodetention swales and flow-through planter boxes are not used. See Appendix I for further detail on the estimates.

Detention for Basin A is recommended to be located in two facilities, one in the unforested open space near the Healing Garden, and a second along the roadway where it runs adjacent to the Fircrest School. This second detention facility is needed due to topography. The conceptual sizing of detention for Basin A shown in Table 8 is the total for these two facilities.

The location of detention for Basin A-1 is shown adjacent to the Fircrest School because of existing topography. However, an existing stormwater detention pond is located on the Campus northeast of Basin A-1, and could potentially serve as Basin A-1's detention, if further studies are conducted. Studies would need to determine the current service area and capacity of the existing pond, and whether it can be expanded to serve Basin A-1. It should be noted that if the existing pond is altered, it would likely be required to be upgraded to meet current standards for detention, which may be considerably larger than its current size.

TABLE 7 – CONCEPTUAL SIZING OF STORMWATER DETENTION[1]

BASIN[2]	DEVELOPMENT AREA	TOTAL ESTIMATED DETENTION FACILITY SIZE FOR BASIN (ACRE-FEET)	TOTAL ESTIMATED DETENTION FACILITY SIZE FOR BASIN (LENGTH-WIDTH-DEPTH IN FEET)
A	Part of Area 1	1.25 ac-ft	128' x 43' x 9'
A-1	Part of Area 1	0.25 ac-ft	38' x 13' x 9'
B	Part of Area 1;	3.00 ac-ft	218' x 73' x 9
C	Area 3	1.45 ac-ft	140' x 47' x 9'
D	Area 5	1.45 ac-ft	140' x 47' x 9'

1. See Figure 18 .(page 101)
2. Estimated sizing assumes a single facility per basin. However, design development would likely spread this need over more than one facility in large basins such as Basin B. Facilities would be either vaults or ponds based on area-specific policies, and the addition of raingardens, biodetention swales and flow-through planter boxes during design development would reduce the needed facility sizes.

Policies

LID-1. Uses proposed in the Master Plan reflect compact development. The densities and intensities of new development are a major component of LID because they result in less impervious surface per resident or occupant than traditional development.

LID-2. In addition to density/intensity, LID principles will be implemented by minimizing impervious surfaces (as compared with traditional development), through the use of: narrower pavement widths for roads, minimizing surface parking areas, the use of pervious pavements, and green roofs.

LID-3. Roads, alleys, sidewalks driveways, parking and loading areas, pedestrian paths and paved trails should use pervious paving materials to the maximum extent practical, to reduce stormwater runoff.

LID-4. Stormwater runoff associated with parking areas will be minimized through a combination of approaches, including tuck under and structured parking, reduced parking supply, pervious pavement where appropriate, and using surface parking only in limited instances.

LID-5. All new development will manage a portion of its stormwater runoff using LID techniques, including, but not limited to Bioretention swales, rain gardens, stormwater planters, filter strips, green roofs, and biodetention cells. While exact LID measures will be determined during project design, the portion is estimated based on detention needs (compared to traditional development), and is shown in Table 8. These targets are considered minimums and should be re-evaluated at the time of project design based on current LID technologies and understanding.

LID-6. Uses other than ground-related residential area required to provide 10% of roof area as green (vegetated) roof, except that public buildings such as governmental offices in Area 2b have a target of 50% of roof area to be green (vegetated) roof (see Table 4, Area Development Standards). These uses are encouraged to exceed this requirement, particularly as new technologies reduce the cost or increase the feasibility of green roofs.

LID-7. Ground-related residential uses (eastern portion of Area 1 and all of Area 5) are encouraged to use green roofs to the extent practical, particularly if green roof technologies reduce the cost or increase the feasibility of green roofs.

TABLE 8 – LID GOALS BY AREA

Master Plan Area	Area Use	Estimated Minimum Reduction in Detention Needs though LID Techniques
Area 1	Residential	Multi-story development: 34% Ground-related Development: 20%
Area 2	Civic & Office	30%
Area 3	Mixed Use Retail & Residential	3.5%
Area 4	Existing Non-Profits	Not estimated
Area 5	Residential	16%

Hamlin Creek Conceptual Restoration Design

Intent

Hamlin Creek originates in the watershed areas upstream (north) of the Fircrest Campus and consists of piped and open-channel sections within the Fircrest Campus. The creek has been significantly impacted by past and present land activities and currently has intermittent flows and is non-fish-bearing. The Master Plan includes a conceptual design and policies for the restoration of a segment of Hamlin Creek within Excess Property, between Area 5 and South Woods Park. The approach of the channel restoration concept is to improve habitat and function by daylighting a presently piped section. The creek daylighting is intended to largely restore natural stream headwater functions including biofiltration, water infiltration and storage, wildlife habitat, and, in general, to provide high-quality, less flashy flows to downstream fish and wildlife habitat areas.

This Master Plan also recommends that, if future redevelopment of Fircrest School facilities were to occur in the eastern portion of the Fircrest School Area, two segments of Hamlin Creek in that area should be restored to improve functionality with respect to biofiltration and habitat for birds and other wild-life species, as well as, provide an opportunity for wildlife viewing and passive recreation where practical.

Figure 19 (page 102) shows the proposed creek daylighting/restoration concept for the segment adjacent to Area 5. The policies below address this segment plus the two segments adjacent to

the Fircrest School Area. See the Critical Areas Report and Conceptual Restoration Plan for Hamlin Creek report included as Appendix J provides detailed analysis of Hamlin Creek.

Policies

HC-1. The proposed daylighted segment of Hamlin creek, located east of Area 5, should occur within a 70' stream corridor, as shown in Figure 21 (page 105). The corridor should include a 20' meander zone and 25' buffers, exceeding City requirements of 10' minimum buffers for daylighted streams, to allow for more planting of native vegetation and greater ecological and habitat benefits. The stream should run generally along the toe of the slope adjacent to South Woods Open Space.

HC-2. The daylighted segment should be planted to provide an enhanced habitat area primarily for various birds and small mammals, and may also include supplemental habitat structures including bird and bat boxes, snags, logs, and root wads.

HC-3. The design of the daylighting restoration project should attempt to achieve and/or integrate the following:

- Native vegetation for food production, cover, refuge and resting areas, and nesting sites;
- Biofiltration for downstream water quality, especially for the downstream fish bearing sections of North Branch and main stem Thornton Creek;
- In channel and side channel storage to increase detention capacity; and
- Opportunities for infiltration to supplement groundwater and dry season flows and reduce flow volatility.
- Passive recreation opportunities that include a soft-surface trail located in the western stream buffer, wildlife viewing platforms, interpretive signage, and potentially a pedestrian footbridge.

HC-4. If and when redevelopment occurs within the Fircrest School area that is adjacent to the Hamlin Creek channel (north of Area 5), the two additional segments identified in the Restoration Plan in Appendix J should be re-formed to provide an approximate 6-foot-wide channel at the bottom, with side slopes ranging from their current steepness (over 50%) to approximately 30% depending on topography and setback requirements of nearby structures. In addition, supplemental native buffer vegetation should be planted along the channel as space allows. The proposed buffer widths and site amenities shown for the daylighted segment in Area 5 would not likely apply in full in these segments due primarily to spatial constraints, however buffers would have to comply with City of Shoreline code requirements.

5.5.8 Utilities

Utilities serving the excess property will be upgraded as required by new development. It is most likely that utility services will be installed and directed to the specific excess property development areas rather than the current situation of a single utility system serving the entire

Campus. Any utility system improvements made for new development would have to ensure that the Fircrest School campus remains served to the current, or even an improved, level.

Water System

Water system demand will be determined largely by fire flow needed to serve new buildings. Based on existing water system conditions, AHBL's recommendation is to coordinate the fire flow requirements for the Campus improvements with the Water District and the Fire Marshal to determine if system improvements are required. It is expected that, if improvements are needed, DSHS or future developers of new uses would pay a proportional share of these improvements in addition to paying connection fees when developing the new uses. See Appendix K for further discussion.

Sewer System

Based on estimates of demand from proposed new uses, it is expected that 8" sewer lines would be sufficient to serve the new uses. A 12-inch to 15-inch sewer mainline runs through the middle of the Fircrest Campus and connects to a 15-inch concrete sewer pipe under 20th Ave NE. Appendix M shows calculations of estimated sewer demand and pipe size for new Master Plan uses.

In its 2009 district-wide comprehensive analysis, the District accounted for proposed Master Plan uses on the Fircrest Campus. According to the District's consulting engineer, the analysis showed that an off-site segment of pipe southwest of the Campus may be over-capacity with proposed new uses. Other District conclusions related to the area were analyzed at a more general level of detail because the District does not own the pipe that runs north-south through the Campus. [Footnote: AHBL staff conversation with Darrel F. at CHS Engineers, June 2, 2009]

Future Decommissioning of Steam Plant

The Fircrest School steam plant currently provides heat for buildings in the southern portion of the Campus. Prior to 1998, this system served the entire Campus. DSHS will be reviewing the long-term viability of the steam plant and its relationship to the Master Plan. It is possible that new uses proposed in this Master Plan would provide their own heating.

6. City Master Plan Adoption and Future Implementation

This chapter identifies regulatory review issues related to future Master Plan adoption by the City of Shoreline, and issues related to implementation of the Master Plan following adoption, whether by the DSHS, a combination of State agencies, or public-private partnerships. DSHS would need further direction and funding from the Legislature to pursue City of Shoreline adoption of the Master Plan. The time frame during which DSHS will pursue City adoption and future implementation is currently unknown.

The discussion of City adoption in this chapter outlines the adoption process and criteria for both Step One, a Comprehensive Plan and Development Code amendment to authorize new uses, and Step Two, Master Development Plan permit review and approval. It addresses the range of issues that may require further information, analysis or discussion with the City.

The discussion of implementation in this chapter describes a recommended approach to phasing, provides background on potential State roles in property development, and outlines decisions that will need to occur with implementation, such as those related to housing affordability; opportunities for partnerships with other public agencies for development, ownership and maintenance of public amenity features; and specific LID techniques. It also briefly describes other considerations such as Chapel preservation, the Healing Garden, and asbestos remediation. It ends with a summary of State considerations for implementation.

6.1 City Adoption

NOTE: The City Adoption Process outlined below is what is currently in place as of publication of this Master Plan. However, the City is continuing to review and amend their Master Plan adoption process and adoption criteria or requirements could likely change in the near future.

6.1.1 City Adoption Process

In order for the Master Plan to be implemented, DSHS will need to gain approval of the Plan through a Master Development Plan permit by the City of Shoreline. The City has jurisdiction over land use and is the regulatory agency responsible for review and approval of land use decisions and building permits on the Campus. Based on City of Shoreline Ordinance 507, adopted December 8, 2008, approval of the Master Plan will be a two-step process, requiring a Comprehensive Plan and Development Code Amendment to authorize new uses on the Campus, followed by approval of a Master Development Plan permit. (Shoreline Municipal Code refers to master plans as Master Development Plans.)

Step One, Comprehensive Plan and Development Code Amendment to authorize new uses on the Campus, is a Legislative process, and will include review of an initial application for consideration for the annual Comprehensive Plan amendment docket, followed by more detailed review of the proposal. The Step One approval process will take up to one year, requiring submittal of the initial amendment application in the first month of the year and concluding with a decision by the Council most likely near the end of the year. The process will include review and recommendation by the Planning Commission, and review and a decision by the City Council. The process will also include public hearings.

Step Two, Master Development Plan permit, is a quasi-judicial process lasting 120 days from submittal of the application. It will include review and a recommendation by the Planning Commission, and review and a decision by the City Council. The decision will be based on criteria for adoption of Master Development Plans as specified in the Shoreline Municipal Code. At least one public meeting, to be held by DSHS, will be required as part of the Step Two process. DSHS will be required to record the public meeting and document how public comments are addressed in the Master Development Plan.

Below is a summary of City criteria for each step. The issues discussed in Sections 6.1.2 through 6.1.12 would need to be revisited prior to submittal of the Master Plan for either Step One or Step Two of Master Development Plan adoption.

6.1.2 CIty Decision Criteria for Step One: Comprehensive Plan and Development Code Amendment

A Comprehensive Plan Amendment to authorize new uses on the Campus is required to meet at least one of the Comprehensive Plan Amendment Decision Criteria of Shoreline Municipal Code (SMC) Section 20.30.340:

1. The amendment is consistent with the Growth Management Act and not inconsistent with the Countywide Planning Policies, and the other provisions of the Comprehensive Plan and City policies; or

2. The amendment addresses changing circumstances, changing community values, incorporates a sub area plan consistent with the Comprehensive Plan vision or corrects information contained in the Comprehensive Plan; or

3. The amendment will benefit the community as a whole, will not adversely affect community facilities, the public health, safety or general welfare.

A concurrent amendment to the Development Code to authorize new uses on the Campus would need to meet the Development Code Amendment Decision Criteria (SMC Section 20.30.350):

1. The amendment is in accordance with the Comprehensive Plan; and

2. The amendment will not adversely affect the public health, safety or general welfare; and

3. The amendment is not contrary to the best interest of the citizens and property owners of the City of Shoreline.

While Step One would not involve a rezone per se, it would authorize new uses within an existing zone. It is possible that the City Council could apply the criteria for zoning map amendments (rezones). If so, the amendment would be required to meet all of the following decision criteria (SMC Section 20.30.320):

1. The rezone is consistent with the Comprehensive Plan; and

2. The rezone will not adversely affect the public health, safety or general welfare; and

3. The rezone is warranted in order to achieve consistency with the Comprehensive Plan; and

4. The rezone will not be materially detrimental to uses or property in the immediate vicinity of the subject rezone; and

5. The rezone has merit and value for the community.

6.1.3 City Decision Criteria for Step Two: Master Development Plan Permit

In Step Two, the proposed Master Plan would be required to meet the following criteria, from SMC 20.30.353(B) as adopted on December 8, 2008 through Ordinance 507:

B. Decision Criteria. A Master Development Plan shall be granted by the City, only if the applicant demonstrates that:

1. The project is designated as either Campus or Essential Public Facility in the Comprehensive Plan and Development Code and is consistent with goals and polices of the Comprehensive Plan.

2. The Master Development Plan includes a general phasing timeline of development and associated mitigation.

3. The Master Development Plan meets or exceeds the current regulations for Critical Areas if critical areas are present.

4. The proposed development uses innovative, aesthetic, energy efficient and environmentally sustainable architecture and site design (including LID stormwater systems and substantial tree retention) to mitigate impacts to the surrounding neighborhoods.

5. There is either sufficient capacity and infrastructure (e.g. roads, sidewalks, bike lanes) in the transportation system (motorized and nonmotorized) to safely support the development proposed in all future phases or there will be adequate capacity and infrastructure by the time each phase of development is completed. If capacity or infrastructure must be increased to support the proposed Master Development Plan, then the applicant must identify a plan for funding their proportionate share of the improvements.

6. There is either sufficient capacity within public services such as water, sewer and stormwater to adequately serve the development proposal in all future phases, or there will be adequate capacity available by the time each phase of development is completed. If capacity must be increased to support the proposed Master Development Plan, then the applicant must identify a plan for funding their proportionate share of the improvements.

7. The Master Development Plan proposal contains architectural design (including but not limited to building setbacks, insets, façade breaks, roofline variations) and site design standards, landscaping, provisions for open space and/or recreation areas, retention of significant trees, parking/traffic management and multi modal transportation standards

that minimize conflicts and creates transitions between the proposal site and adjacent neighborhoods and between institutional uses and residential uses.

8. The applicant shall demonstrate that proposed industrial, commercial, or laboratory uses will be safe for the surrounding neighborhood and for other uses on the Campus.

Additionally, the Master Plan should be reviewed for consistency with City's Vision, Goals, Strategies (such as the Economic Development Strategy, Housing Strategy, Environmental Sustainability Strategy), Comprehensive Plan and other sections of the Development Code, in case those may have changed between the time this Master Plan was written and City adoption pursued.

6.1.4 Responding to City Requests for Information

Issue: Further detail will be needed for Step Two to meet City criteria. This will include: crafting regulatory code language from the policies in this Master Plan; providing more detailed analysis of water and sewer capacity and potentially needed improvements (analysis of water capacity is discussed in Section 6.1.8 below); and potentially providing more detail on building design or visual changes, depending on how the City's adoption criteria is interpreted.

However, the City could also potentially request that DSHS provide further detail during Step One on a level more consistent with Step Two. Further, depending on the timing of adoption, updates to environmental analysis, including the Transportation Impact Study, could be needed for either Step One or Step Two. If City critical area regulations were to change, an update to the Hamlin Creek study could potentially also be needed. Applicable stormwater management requirements are discussed in Section 6.1.11 below. Also see Section 6.1.9, Update of Environmental Information.

Risks: Requests for additional information could require DSHS to provide considerable detail and analysis, particularly as related to utilities and building design.

Tasks to be done: Provide further detail for the City as requested during the adoption process in both Steps One and Step Two.

6.1.5 Review of State Priorities for Y Buildings Area

Issue: In 2007 and 2008, future re-use of the Y Buildings Area (the majority of Area 1) raised public concerns about potential closure and replacement of those buildings. The Master Plan show future re-use of this area for new uses, provided that the Nursing Home function of the Y Buildings is replaced with a new building in the Fircrest School Area. This replacement would require a State decision and authorization by the Legislature.

Risks: Issues related to re-use of the Y Buildings area could be raised during the adoption process.

Tasks to be done: It is recommended that the State revisit this issue and, if possible, reach closure on its position on the future of the Y Buildings, prior to submittal of an application for either step of the City adoption process.

6.1.6 Eastern Boundary Trail Location (School District or DSHS property)

Issue: This Master Plan recommends a pedestrian trail that runs north-south near the eastern site boundary. The southern portion of this trail would be a soft-surface trail running along the west side of the proposed daylighted segment of Hamlin Creek, within the creek buffer on the Campus. The northern portion of this trail is recommended to run partially on Shoreline School District property and partially within the City of Shoreline's Hamlin Park. This trail would connect the neighborhood south of the Campus to South Woods Park, Hamlin Park, and potentially to Shorecrest High School and Kellogg Middle School. However, the School District has expressed concern over locating the trail on its property and providing access to the school properties from the west for school security reasons. Alternatively, the northern portion of this trail could be located on DSHS property within the Fircrest School Area. However, this area has limited room for landscaping to buffer the trail from the Fircrest School and more area would not be available unless this portion of the Fircrest School is redeveloped in the future. There are currently no plans for redevelopment of this portion of the Fircrest School.

Risks: Minimal risk associated with adoption. The trail could be removed from the Master Plan Map without affecting the plan for the Excess Property.

Tasks to be done: It is recommended that DSHS and the School District work with the City to agree upon an appropriate location for this trail prior to or concurrent with the City adoption process. If an agreement cannot be reached among these parties, an alternative would be to remove the trail from the Master Plan Map or consider how other trail connections proposed for the Campus and/or planned or provided by the City could fulfill the connection of Hamlin Park with Area 5 of the Campus and areas further south.

6.1.7 Regulatory Code Language

Issue: Based on Criteria 7 for Step Two (Master Development Plan permit approval) and the role of a City-adopted Master Development Plan in providing regulatory guidance for land use, the Master Plan Policies (Section 5.5) would need to be further developed into regulatory code language that can be administered as part of the Shoreline Municipal Code, prior to Step Two of City adoption (Master Development Plan permit). The Master Plan Policies are written at a policy level of detail, but provide considerable guidance and dimensional standards that could be transformed into the regulatory code language necessary for City permit approval.

Risks: No risk provided preparation of development code language is done prior to initiation of Step Two (application for a Master Development Plan permit).

Tasks to be done: Further develop the Master Plan Policies into regulatory code language concurrent with Step One.

6.1.8 Further Water System Analysis

Issue: In order to meet Criteria 6 for Step Two (SMC SMC 20.30.353(B)(6)), additional coordination with the Shoreline Water District and Shoreline Fire Marshal will need to occur. The Water District has suggested that it and DSHS enter into an interlocal agreement to provide analysis and determine needed improvements to support proposed Master Plan uses. This Master Plan identified critical issues and provides an overview of expected needs.

Fircrest Campus currently has a wholesale agreement with the Water District to serve the Campus. DSHS has been contacted by the Water District to discuss termination of the wholesale agreement and negotiation of a new agreement.

Risks: No risk if further analysis is undertaken prior to initiation of Step Two. There is some potential that the City could request additional information during Step One.

Task to be done: Further discussion with the Shoreline Water District to determine how needed improvements to serve new master plan uses would be identified and funded, and conduct the appropriate analysis to identify needed improvements.

6.1.9 Update of Environmental Information

Environmental analysis was conducted for the Fircrest Campus Excess Property Master Plan during the summer of 2008 through early 2009. These analyses utilized both new information and prior information from a 2002 planning process for the Campus.

Issue: The analysis takes the form of an Expanded SEPA Checklist, using the City of Shoreline's Checklist format. When the planning process was initiated, it was assumed that the plan prepared would be adopted by the City under their Master Plan Permit process. However, the Master Plan Permit process was being created at the time and has not been finalized as of this report. DSHS decided to complete the Master Plan for use by the State in its decision-making processes; the Master Plan can ultimately be adopted by the City at a later date. DSHS would need further direction and fundng from the Legislature to pursue City of Shoreline adoption of the Master Plan.

Discussions with City staff at the beginning of the Phase 2 planning process in spring and summer 2008 indicated that the City's preferred environmental review document was an Expanded SEPA Checklist with separate technical reports for several key elements of the environment, including transportation, stormwater, creek restoration/critical areas, and trees. It was confirmed that NEPA review was not required for adoption of the Master Plan by the City. It was also determined that the City would serve as lead agency for SEPA review.

When DSHS determined that City adoption would be postponed, it decided to complete the environmental analysis, which was already underway. Therefore, an Expanded SEPA Checklist with several technical reports is presented in Appendices F through K, even though the need for the City or State to circulate a Checklist or issue a SEPA threshold determination will not occur until Step One of City adoption is initiated.

The Expanded Checklist was written with the assumption that the proposed action would be adoption of the Master Plan by the City of Shoreline. It is expected that this Expanded Checklist will be utilized and a threshold determination (Determination of Non-Significance [DNS] or Mitigated Determination of Non-Significance [MDNS]) issued when DSHS seeks approval of the Master Plan by the City.

Risks: The SEPA Checklist may need revision if substantial changes to the Master Plan are proposed prior to either step of City adoption. Further, the City could potentially issue a threshold determination that would require a greater level of environmental review, such as an EIS (however, the determination would need to be tied to the City's review of the Checklist). An

EIS would entail analyzing alternatives, with the minimum being a “no action” alternative; however, a “no action” alternative is comparable with existing conditions which are discussed in the SEPA Checklist

Tasks: Some sections of the Checklist will need to be reviewed prior to circulating it, as decisions made during the intervening time could affect the analyses.

6.1.10 Review of Cumulative Impacts with DOH

Issue: The DOH master plan was under development at the time of the Fircrest Campus Excess Property Master Plan. While background traffic assumptions for the Fircrest Campus Master Plan accounted for the existing DOH facility, a cumulative traffic impact analysis was not conducted because information on DOH planned uses was not available at the time.

Risk: The City could potentially request a cumulative traffic impact analysis during or prior to its adoption process. A cumulative review of stormwater impacts could also potentially be requested by the City.

Tasks: If required by the City for adoption, in partnership with DOH provide a cumulative analysis of traffic and/or stormwater, or based on DOH data and analyses that may have been conducted by the time of adoption, show that a cumulative analysis is not necessary.

6.1.11 Vesting of Stormwater Manual

Issue: The stormwater analysis that accompanies this Master Plan was based on Washington State Department of Ecology’s (DOE) 2005 Stormwater Management Manual for Western Washington (2005 DOE Manual). It was chosen because it is the most stringent manual in effect in Western Washington at the time of this writing, and because the Campus is a State-owned property. Subsequently, in 2009, the City adopted the 2005 DOE Manual as its stormwater management and design manual.

Risks: Depending on how long adoption is postponed, a new manual could supersede the 2005 DOE Manual. Since the City adopted the 2005 DOE Manual in 2009, this risk is relatively low. However, if adoption occurs while the 2005 DOE Manual is still in effect in the City, but a new manual is adopted prior to implementation, the City may not to allow the Master Development Plan Permit to vest to the 2005 DOE Manual because there is no specific provision for vesting to the stormwater manual in effect during Master Development Plan adoption. (The City’s Master Development Plan Permit regulations require review of adopted master plans for consistency with City policies and Development Code after 10 years; this would occur if portions of the Master Plan are to be implemented more than 10 years after the Master Development Plan permit is issued.) If the City is not willing to vest to the manual, stormwater will need to be re-evaluated with individual development permits if an updated manual is adopted. This is an important risk, because detention requirements could potentially become more stringent in the future. However, because LID technology is changing, it is possible that a later manual would grant credit for LID techniques based on more current science, which could be beneficial to all parties. Unknowns related to LID techniques are discussed in more detail further in Section 6.2.6.

Tasks: Upon adoption, DSHS should discuss whether the Master Plan will vest to the 2005 DOE Manual.

6.1.12 Parking Reductions

Issue: The master plan suggests parking ratios and potential further reductions. Specific amounts of parking will be determined with development permits.

Risks: Minimum parking ratios are low compared to those required in the Shoreline Municipal Code for similar uses. The City could potentially request a more detailed assessment of parking supply and demand for Step Two of the City adoption process, and for individual development permits.

Tasks: If needed, provide the City with additional information if requested during adoption to support the proposed parking ratios, or negotiate with the City such that decisions about minimum parking could be deferred to the individual development permit stage when potentially more transit facilities are in place (such as future light rail that would run near the Campus). In the second case, further documentation, such as a parking study, may be required of individual developments. Alternatively, DSHS could choose to increase the minimum parking ratios.

6.2 Master Plan Implementation

This section discusses issues such as transfer of management of Excess Property that may be needed for development to occur, a recommended approach to phasing, potential State roles in development of new uses on the Excess Property and how best to make a decision regarding that role. It also outlines further decisions that will need to occur with implementation, such as those related to housing affordability; opportunities for partnerships with other public agencies for development, ownership and maintenance of public amenity features; and the evolution of LID and green building techniques. Further, it discusses the Healing Garden and Chapel, provides an overview of asbestos remediation that may be needed with implementation, and ends with a summary of State considerations for implementation.

6.2.1 Existing Site Management and Development Implications

It is expected that inter-agency lease agreements applying to the designated Excess Property (see Section 2.4, Existing Site Management) would be terminated to enable the Excess Property to be re-used as specified in the Master Plan. At present, the Excess Property is controlled by multiple entities/State agencies, which could burden the redevelopment potential of the Excess Property. Development potential would be enhanced by a change in management of the Excess Property to one single entity.

6.2.2 Recommended Phasing Approach

The Master Plan makes a very general phasing recommendation which includes implementing the southern portion of the Campus (Areas 2, 3 and 5) prior to Area 1. The reason for this recommendation is that the State would need to replace the Y Buildings and define the land under them as Excess Property before the majority of Area 1 could be redeveloped with the uses shown in the Master Plan.

However, this general phasing recommendation does not specify which of Areas 2, 3 and 5 would develop first. It also does not define the order for completion of pedestrian connections through the Campus and their timing in relation to development of new land uses. It is possible that the City would request additional information on phasing to support Master Plan adoption.

A phased approach to the implementation of Areas 2, 3 and 5 could be beneficial. An initial demonstration project would provide a test case for the State's role in implementation of the Master Plan (see Section 6.2.3 below). It is recommended that, following Master Plan adoption, the State initially develop one distinct area of the Excess Property as a demonstration project. This would showcase the type of Smart Growth development and public amenity features that are intended for the Campus. Such an approach would support State and City goals for the Campus.

The portion of Excess Property located in the southeast corner of the site (Area 5) would be a good fit for an initial demonstration project because:

- It is managed by DSHS and is not complicated by management issues related to the DNR CEP&RI Trust.
- It is identified for medium density housing uses for which there is sufficient near-term market demand.
- Its relatively flat topography means fewer technical issues than hillier portions of the Campus.
- New stormwater management features in this portion of the Campus will need to be developed prior to other portions of the Excess Property.
- The primary access to this area will be via a multi-use boulevard, the cost of which could be shared among several parties. The boulevard would be used by Fircrest School, existing lease tenants Food Lifeline and Firland Sheltered Workshop, new development in Area 5, and potentially Department of Health.
- Partnerships for development of the infrastructure to serve Area 5 should be pursued.
- DOH could potentially be a partner for development of the boulevard.
- The City of Shoreline could potentially be a partner for development of the trail adjacent to Area 5.
- Terms can be established to ensure that a portion of the costs of any stormwater facilities that will ultimately serve other new uses on the Campus (in addition to serving Area 5) can be recouped through future agreements for lease or sale of other Excess Property areas.

6.2.3 State's Role in Development

The State is not accustomed to the role of funding, managing and/or building the mix of uses, amenities and infrastructure envisioned in the Master Plan. Typical State agency roles in property development are contrasted with private developers in Table 9.

The State could potentially take a variety of roles in implementing the Master Plan. The role the State chooses should be based on its tolerance for risk and desire for financial return. Potential roles/scenarios are outlined in the Table10. They are shown in order of highest financial risk to lowest financial risk.

However, rather than a single scenario for the entire Excess Property, it may be practical to use different scenarios for specific portions of the Excess Property. This would entail a phased approach, by which portions of the Excess Property are developed in an order supported by market conditions, land management issues, and technical issues. The scenario for each phase should be chosen based on risk and expected return, with assistance of an owner's representative to determine appropriate financing and terms for involvement of a private developer in a way that benefits the State and is financially feasible.

Development of new land uses in the area recommended as an initial demonstration project would likely occur by a private developer, who would be selected by the State through a competitive Request for Proposals (RFP) process, similar to other public-private developments that have been implemented in the region.

TABLE 9 – TYPICAL DEVELOPMENT ROLES

TYPE OF DEVELOPER	TYPICAL ROLES
State Agency such as DSHS	• Typically develops facilities owned and operated by a government agency • Not accustomed to fronting construction costs for infrastructure associated with residential and commercial land uses • Not accustomed to assuming financial risk for infrastructure associated with new development • Responds to Legislative direction and agency missions; for Fircrest Campus, committed to providing public amenities such as trails
Private Developer	• Developer of buildings and infrastructure, including speculative development • Owner/manager throughout the development process • Assumes a high level of risk • Puts together funding sources and commitments • May or may not be committed to infrastructure and public amenities, except as required by the land use regulatory agency or other agreement

6.2.4 Lease or Sale of Excess Property

With implementation of the Master Plan, portions of the Excess Property will likely be developed with privately-operated uses. These include any market-rate housing, and potentially affordable or supported housing if operated by a non-governmental agency. As stated above, the State will need to determine whether it will sell the land under these future buildings, or provide a long-term ground lease to the developer/building operator. It is recommended that this issue be considered separately for each area of the Excess Property as it is developed. Financial analysis specific to each area should be performed, as well as an analysis of qualitative benefits and disadvantages, in order to reach a decision for each area.

6.2.5 Issues related to Selection of Developers and Occupants

Housing Affordability and Supported Housing

This Master Plan identifies areas of the Excess Property suitable for new residential uses. In keeping with the Legislative directive, it is anticipated that some of the housing may be affordable market-rate and/or subsidized housing. Workforce housing, which assumes market-rate affordability without a subsidy, is generally considered to be housing affordable to people earning between 80 and 120 percent of area median income, adjusted for households size, may be achieved through density and variety of housing types. The densities and housing types shown in the Master Plan are expected to achieve at least some market-rate affordability.

A subsidy is generally needed to supply housing affordable to people earning less than 80 percent of area median income. Subsidies would need to be identified by prospective developers of new housing on the Campus. Because the developers and available subsidies are not know, and because the Master Plan focuses on land uses, it does not define a specific amount of affordable housing or its location; this would need to be determined during the developer selection process for each area. The developer selection process could identify specific criteria, thresholds or priorities for housing affordability, based on further direction from the State. It is assumed that affordable housing would be located in areas mixed with market-rate housing.

The inclusion of supported housing (housing with social services for special populations) is also recommended. As with affordable housing, the amount and location would be determined during the developer selection process, or thresholds could be established by the State as criteria for developer selection.

Choosing Specific Developers, Architects and Contractors

This Master Plan does not identify specific developers, architects or contractors. Those would be identified as part of the developer selection process; or, architects and contractors could potentially be identified by developers subsequent to developer selection. As stated above, specific thresholds could be established for affordable and/or supported housing as part of the selection process. Thresholds could also be established for minority participation or other factors.

TABLE 10 – BENEFITS AND DISADVANTAGES OF POTENTIAL STATE ROLES IN DEVELOPMENT

STATE ROLE/SCENARIO	BENEFITS	DISADVANTAGES
1 – State develops infrastructure, then sells or leases building areas to private developers; a development consultant/owner's representative could be utilized to manage infrastructure development.	Increases market value and marketability of land Predictability and certainty Possibly greater financial return than other scenarios[1]	Up-front cost Staff time Financial and market timing risk
2 – State leases Excess Property to a Master Developer, then Master Developer develops for its own account or sub-leases building areas to private developers	Fee for infrastructure development instead of full up-front cost Shared risk Less staff time	Possibly less financial return than Scenario 1.[1]
3 – State sells the property and leases back the portion it wishes to control; State also executes an agreement with the purchaser requiring that development occur consistent with the Master Plan	Similar to Scenario 2 Less risk to State	Less State control Lower predictability and certainty, depending on the terms of the agreement Implementation may be less likely because proposed public benefit features may not be viable for a private builder Possibly less financial return than Scenarios 1
4 – State sells all interests in Excess Property, executing an agreement with the purchaser requiring that development occur consistent with the Master Plan	Least risk to State Least staff time	Least control Predictability and certainty, and likelihood of implementation similar to Scenario 3 Possibly less financial return than other

Choosing Specific Tenants or Buyers

This Master Plan does not identify specific occupants (tenants or buyers) of new uses on the Excess Property, except in that it identifies that offices in Area 2 would be occupied by governmental agencies. It is assumed that specific occupants would be determined by the developer during or after the developer selection process. As stated above, the State could establish specific criteria for the types of occupants it envisions for use in selecting the most appropriate developer(s) for each Excess Property area.

6.2.6 Green Building Requirements and LID Techniques

As green building techniques are evolving rapidly, standards and practices will need to be re-assessed at the time of development of new uses. As such techniques gain greater acceptance among builders, the State could decide to require a greater commitment to green building for new uses on the Campus. Following are several examples of LID techniques that should be re-evaluated at the implementation stage.

Green roofs: This master plan assumes a relatively low use of green roofs, even in the State office building area. If green roofs become more attractive to builders due to lower costs or changes in technology or required maintenance, it is possible a greater proportion of green roofs could be used. This would reduce the need for stormwater detention from the estimated amount shown in this Master Plan.

Rainwater harvesting and gray water systems: Rainwater harvesting can be used to reduce runoff. Typically, harvested rainwater is used for gray water systems (i.e., a building would have two plumbing systems for water supply, one for potable uses and a gray water system for non-potable uses). This is generally only financially feasible in a large building with a relatively high density of occupants, such as an office building. However, if the cost of gray water systems goes down, they could be implemented in more places, such as multi-story residential buildings.

Pervious paving technology: types of pervious surfaces are continually evolving. As use of these surfaces in actual projects increases, the City and State may choose to pave new public roadways with pervious surfaces, further reducing calculated stormwater runoff.

Stormwater credits for specific techniques: LID technology and the understanding of it is continually evolving. The 2005 DOE Manual grants specific credits against runoff calculations for certain LID techniques, for example, a 50% credit for pervious paving. It is possible that the amount of credit will change with newer technology or improved understanding of existing technology. This could have effect the volume of stormwater detention needed.

6.2.7 Potential Partnership Opportunities for Facilities, Open Space and Amenities

There are a number of opportunities on the Fircrest Campus to develop facilities and amenities that would benefit Campus users as well as the general public. Developing these features should be a shared responsibility so that no single group is burdened with the costs associated with construction. Partnerships among State agencies, the City of Shoreline, and other groups will be an integral component of developing site features and amenities that benefit the public as a whole. Partnerships could also occur for maintenance of these facilities. Items that will require coordination and have potential for partnerships are discussed below.

Boulevard

A boulevard is proposed between Areas 4 and 5 to provide truck access to the Fircrest School, access to existing uses in Area 4, future access to DOH if it ultimately expands into Area 4, and access to Area 5. It is recommended that the boulevard be a public road, dedicated to the City. It is recommended that DSHS explore arrangements for sharing its construction cost with DOH and any private developer(s) of Area 5.

Stormwater Detention Facility

A stormwater detention facility is proposed in the southernmost portion of Area 5 as part of this Master Plan. The size of this facility would be determined by the amount of detention that could be accommodated by rain gardens within Area 5 and the engineering-level stormwater analysis that would need to occur with implementation. The facility is expected to be an open pond, landscaped to serve as a site amenity. The Master Plan stormwater analysis accounts for stormwater runoff generated from uses on the Fircrest Campus Excess Property (excluding DOH). However, if DOH expresses interest a combined facility could be located within Area 5 or in Area 4 (existing non-profit area). A combined facility could potentially benefit both DSHS and DOH. However, unless DOH also incorporates LID features into its master plan, a combined facility might disproportionally benefit DOH.

Roads

New roads would be located throughout the Excess Property and are anticipated to be built as public roads. As a public road, the new road right-of-way would be dedicated to the City of Shoreline. It is recommended that DSHS explore arrangements for sharing the cost of road construction with the City and future developers of new uses. Maintenance would likely be provided by the City but could potentially be shared by agreement. Public roads would be open to the public and would benefit the local community, employees, residents and visitors Campus uses in terms of access to new uses, open space and trails.

Open Space and Trails

Trails and areas designated as Open Space are intended to be improved and maintained for public use. DSHS should discuss ownership, funding of improvements, and maintenance with the City of Shoreline. Long term public use should be ensured by either dedication of the trails and open space to the City, or through granting a conservation easement to the City.

Activities Building

The Activities Building is currently owned by DSHS. While it was close due to State budgetary considerations, in the past it has been operated by DSHS for Fircrest School residents and the general public. DSHS should explore partnerships or transfer opportunities for re-opening and operating the Activities Building, and potentially for construction of a future addition. This could include transfer of the building to another agency, or continued ownership by DSHS with an agreement about its operation.

Pea Patch/Market Garden

A community garden is proposed in Area 2 near the existing Activities Building and the proposed civic/residential mixed-use building. It is envisioned that the garden may allow some people to grow produce for sale, and a small structure or stall where sales could occur. This garden would need to be developed and operated, preferably by a public agency such as the City of Shoreline. It would likely benefit the local community, and residents, employees and visitors to the Campus.

Need for Utilities Easements

It is expected that implementation of the Master Plan would include granting new utility easements to the Ronald Wastewater District, Shoreline Water District, and the City of Shoreline (for stormwater conveyance lines). Easements would allow for maintenance of new utility lines that would be required to serve Master Plan uses.

6.2.8 Healing Garden

This Master Plan suggests that minor relocation of the Healing Garden would occur with future re-use of Area 1. The existing Healing Garden is adjacent to and partially within Area 1. Re-use of Area 1 would only occur if and when the State decides to relocate the Nursing Home function of the Y Buildings to another part of the Campus. At that point, the DSHS should determine whether the Healing Garden should be located in the Fircrest School area or more publicly accessible within the designated open space (as shown in the Master Plan). It is possible that the City could specify a new location for the Healing Garden as a condition of approval of a Master Development Plan permit.

6.2.9 Asbestos Remediation

Construction activities that would occur with implementation of the Master Plan have the potential to encounter asbestos-containing materials from buildings that were demolished prior to the late 1970s, as well as abandoned steam and condensate pipe found throughout the site. State regulations require the clean-up of asbestos-containing materials as part of the sale or lease of land and before any development occurs.

Where the presence of asbestos is suspected based on records of prior buildings and demolitions, a sampling program would be conducted prior to the start of construction activities including earthwork if asbestos is suspected underground (from buildings demolished prior to the late 1970s). If encountered, asbestos-containing materials would be removed and disposed of in accordance with applicable state and federal regulations. Asbestos remediation, provided by an asbestos remediation specialist, may be required. It is expected that this would be provided as part of construction activities. Cleanup would comply with all applicable regulations.

6.2.10 Chapel Preservation

This Master Plan shows preservation of the area surrounding the Chapel as designated open space. With City adoption, preservation of the open space would become a requirement of Master Plan implementation. However, neither City adoption nor implementation of the Master Plan by DSHS and other parties would include designation of the Chapel with landmark status. The Chapel is eligible for the National Register of Historic Places (NRHP) and could potentially

be designated a State landmark and/or added to the NRHP if a separate process is pursued by DSHS or another entity.

Ongoing ownership and management of the Chapel may also become an issue for further evaluation, particularly if the area surrounding it is designated as public open space consistent with the Master Plan. DSHS would need to determine whether it wishes to continue owning and managing the Chapel or would prefer to transfer it to another entity.

6.2.11 Future Re-Use of Area Leased to Non-Profits (Area 4)

Upon expiration of existing leases to Firland Workshop and Food Lifeline, Area 4 is expected to be used for DOH expansion based on their master plan. If DOH does not use the area, it could be used for additional residential uses. In this case, if the Master Plan has been adopted by the City, an amendment to the Master Development Plan permit would be required. If City adoption has not occurred and Area 4 is to be used for more residential uses, the Master Plan should be revised to reflect changes to proposed uses for this area prior to submittal for the City adoption process. Ideally this should occur prior to Step One of City adoption.

6.2.12 Summary of State Considerations for Implementation

As the State moves forward with implementation of the Master Plan, direction from the Advisory Committee will be needed on the following questions:

Limitations based on Existing Land Management

1. At present, the Excess Property is controlled by multiple entities/State agencies, which could burden the redevelopment potential of the Excess Property. Development potential would be enhanced by a change in management of the Excess Property to one single entity. Would the State be interested in consolidating the management of the Excess Property to a single agency or entity?

2. Do the existing land management status and associated statutory requirements in any way limit the State's ability to fulfill development conditions likely to be required by the City, such as timing of infrastructure so that it is sufficient to serve new land uses? Timing would likely be tied to levels of buildout of new land uses (for example, certain road improvements may be needed when a percentage of new residential units are developed). Is the Legislature willing to fund the development of infrastructure to support redevelopment of the Excess Property?

3. A Development Agreement between the State (as owner) and the City (as land use regulatory agency) would provide certainty for the City regarding the timing of infrastructure development. Are DSHS, DNR and DOH interested in, and able to, enter into such an agreement?

4. If the State is interested in transferring portions of the Excess Property designated for open space to the City, do the existing status and requirements limit the State's ability to grant a conservation easement, or to dedicate these areas to the City?

Desire and Ability to Act as a Developer

1. How much financial risk is reasonable for the State to assume?
2. Is the State committed to maintaining ownership of the Excess Property, or would it consider selling the property to reduce risk and needed staff time and resources required to implement the Master Plan?
3. Some uses may be difficult or not feasible for a private developer to build without infrastructure or other State contribution. Is agency willing to ask the Legislature for funds to develop infrastructure and public amenities incrementally as portions of the Excess Property are developed?

Interest in Transferring Open Space/Public Use Areas and Trails to City of Shoreline

1. Is the State interested in donating the portions of the Excess Property designated for open space and trails to the City, via dedication or a conservation easement? With either mechanism, the City could potentially fund, build and maintain the trails and other public amenities within the open space, although this needs to be discussed with the City.
2. Is the State interested in dedicating the Activities Building to the City, or transferring its operation and management over to the City?

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Figures

FIGURE 1 – VICINITY MAP

FIGURE 2 – FIRCREST CAMPUS HISTORY, 1953 & 2007

FIGURE 3 – EXCESS PROPERTY

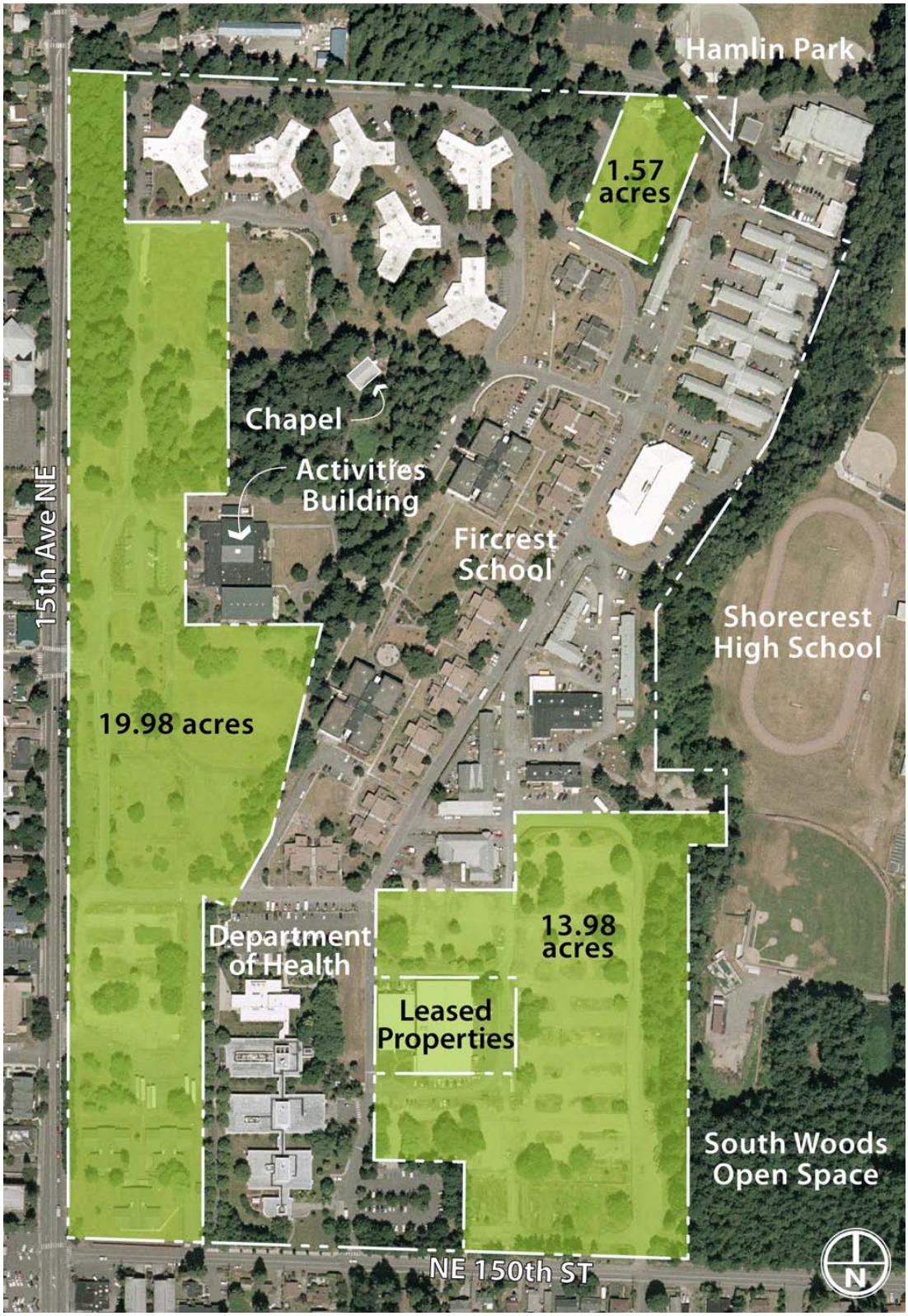


FIGURE 4 – RECOMMENDED OPTION – PHASE 1

Recommended Hybrid Option Acreage Summary	
Excess Property	43.8
Features Common to All Options	12.3
Reduction for roads and infrastucture (30%), and additional open space and retained leased area	8.1
Total Developable Area	**23.4**
Developable Area for Reconstructed Fircrest School Uses	3.1
Total Developable Area for New Uses	**20.3**

Note: The Y Buildings were originally constructed for a different use other than their current Nursing Home function. Further, their upkeep requires significant investment, and their location and their configuration result in inefficiencies in how Fircrest School staff can serve their population. While the Hybrid Option and Master Plan show potential new uses for this area, any decision to relocate the Y Buildings functions and re-use this area would need to be made by the State Legislature. Such a decision is not part of this Master Plan.

FIGURE 5 – MASTER PLAN MAP

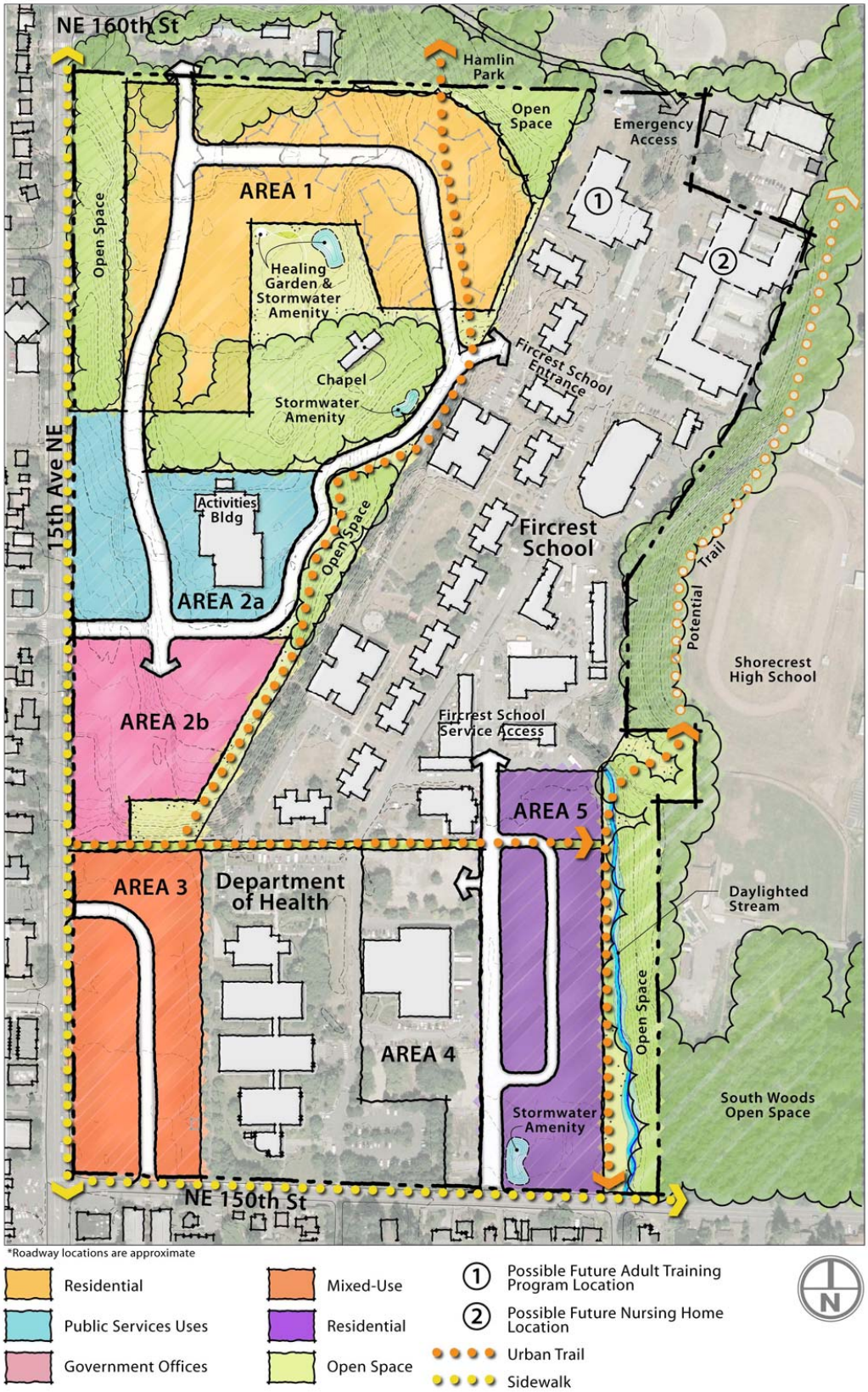


FIGURE 6 – CAMPUS LAND MANAGEMENT

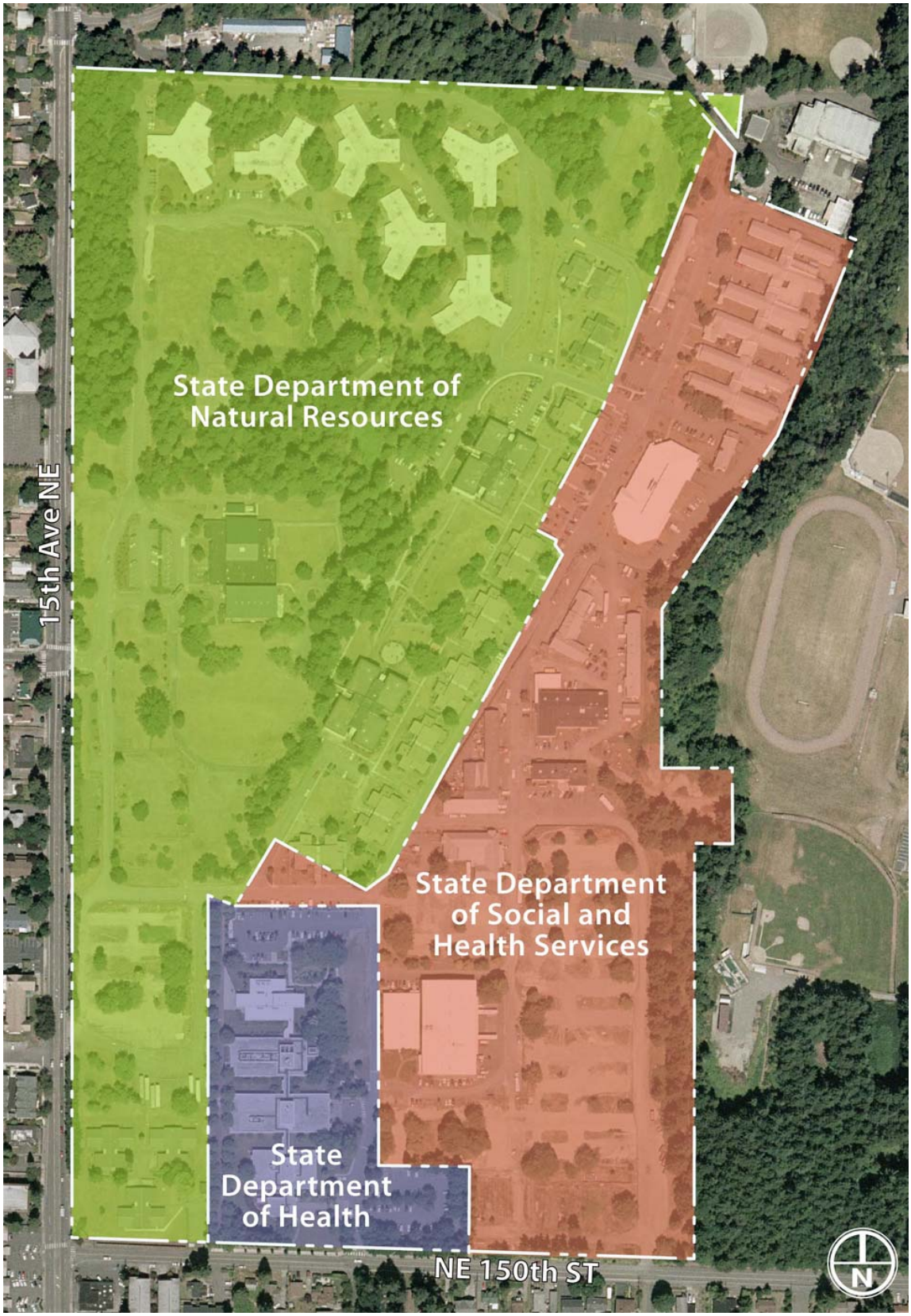


FIGURE 7 – POTENIAL ADDITION TO DOH AREA

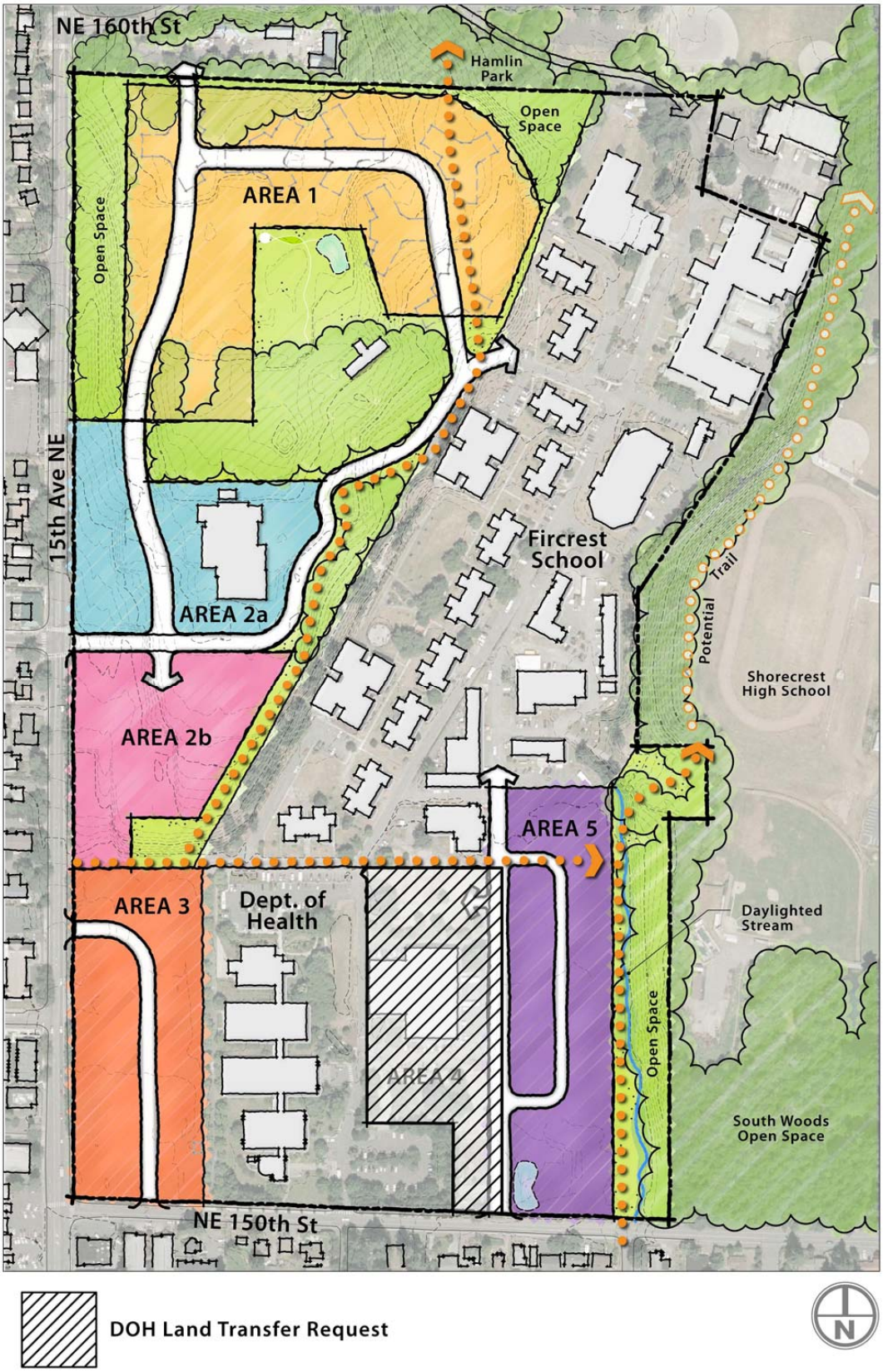


FIGURE 8 – TOPOGRAPHY

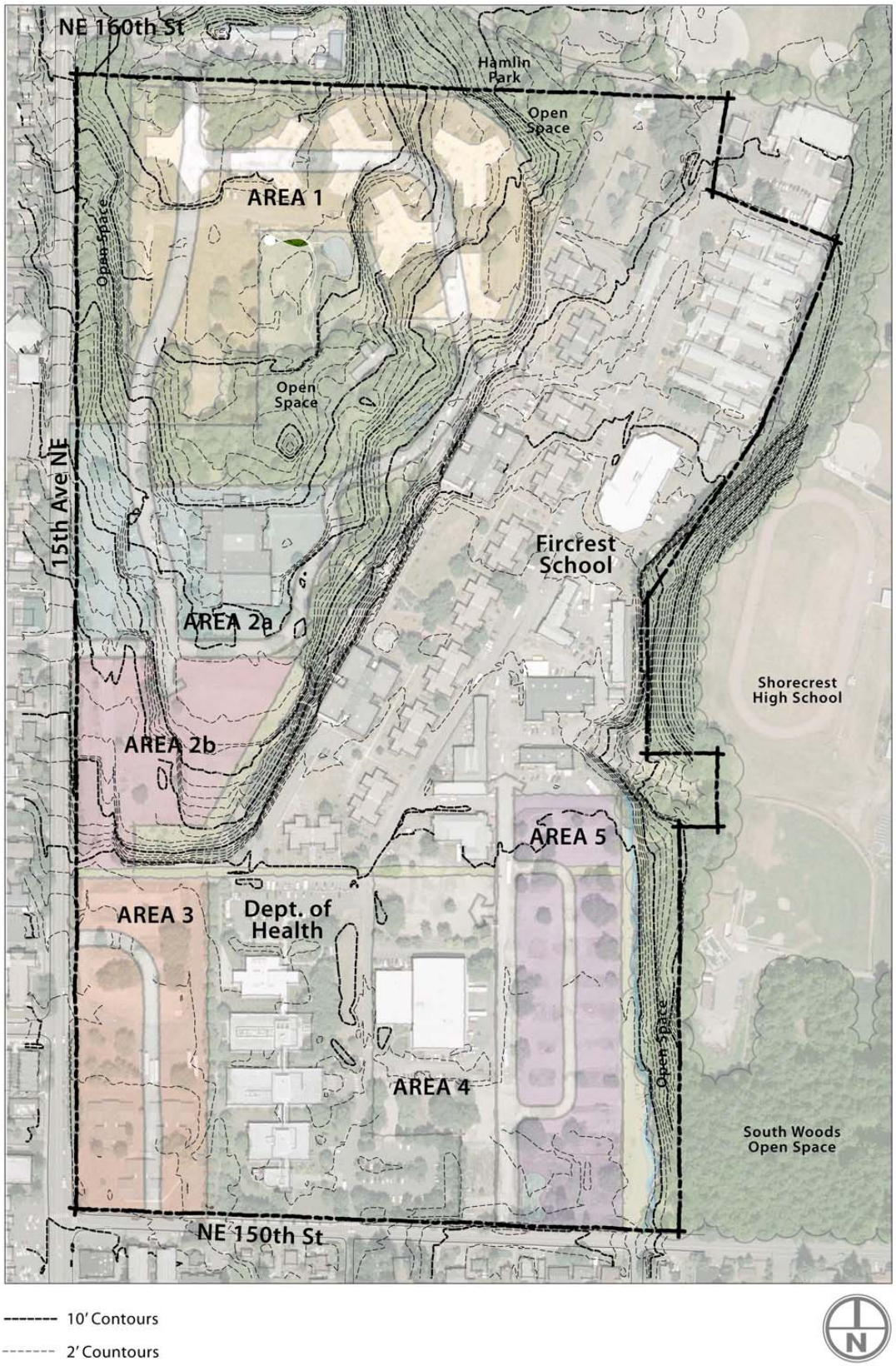


FIGURE 9 – EXISTING LAND USE

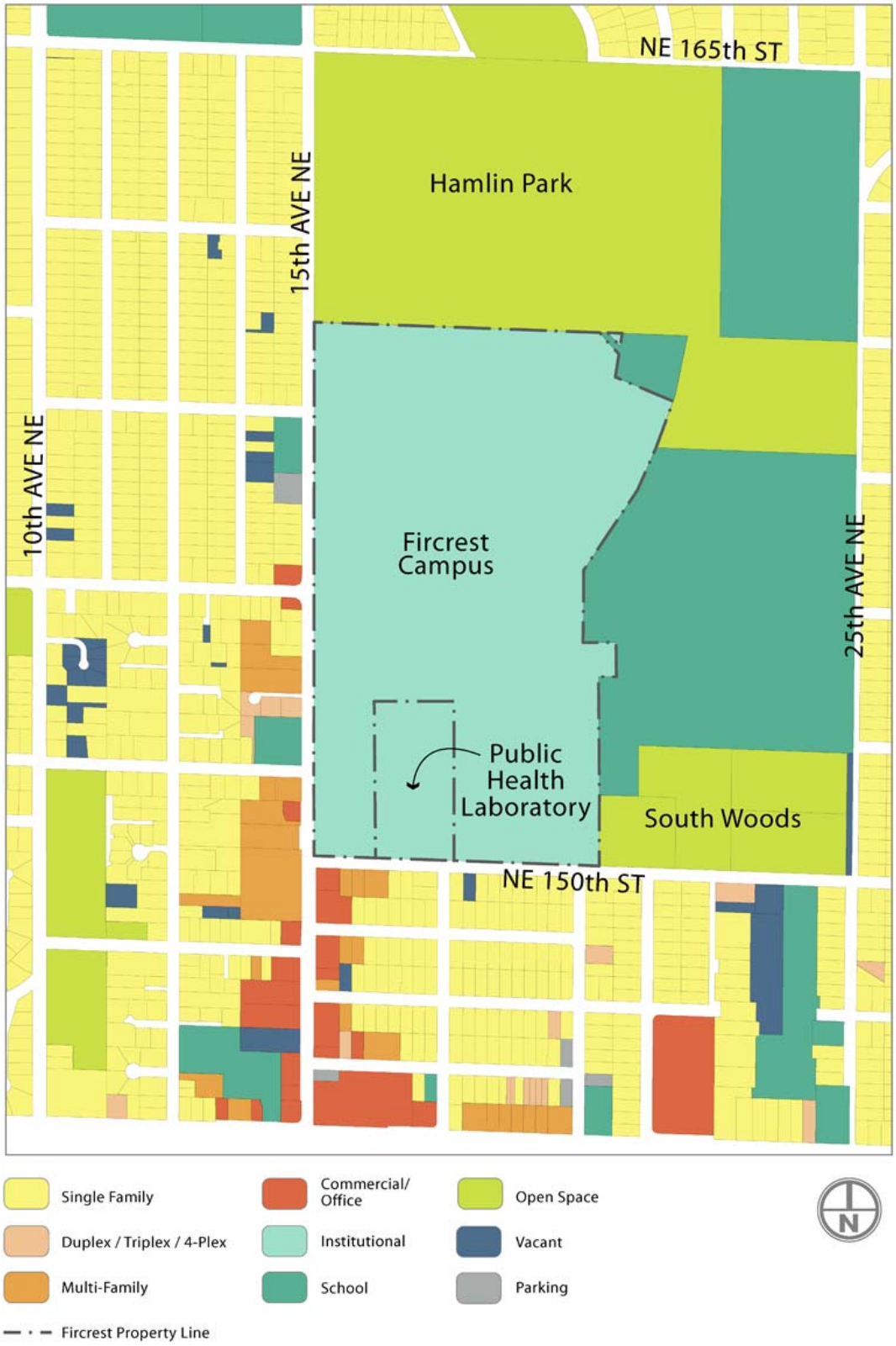


FIGURE 10 – EXISTING COMPREHENSIVE PLAN DESIGNATIONS

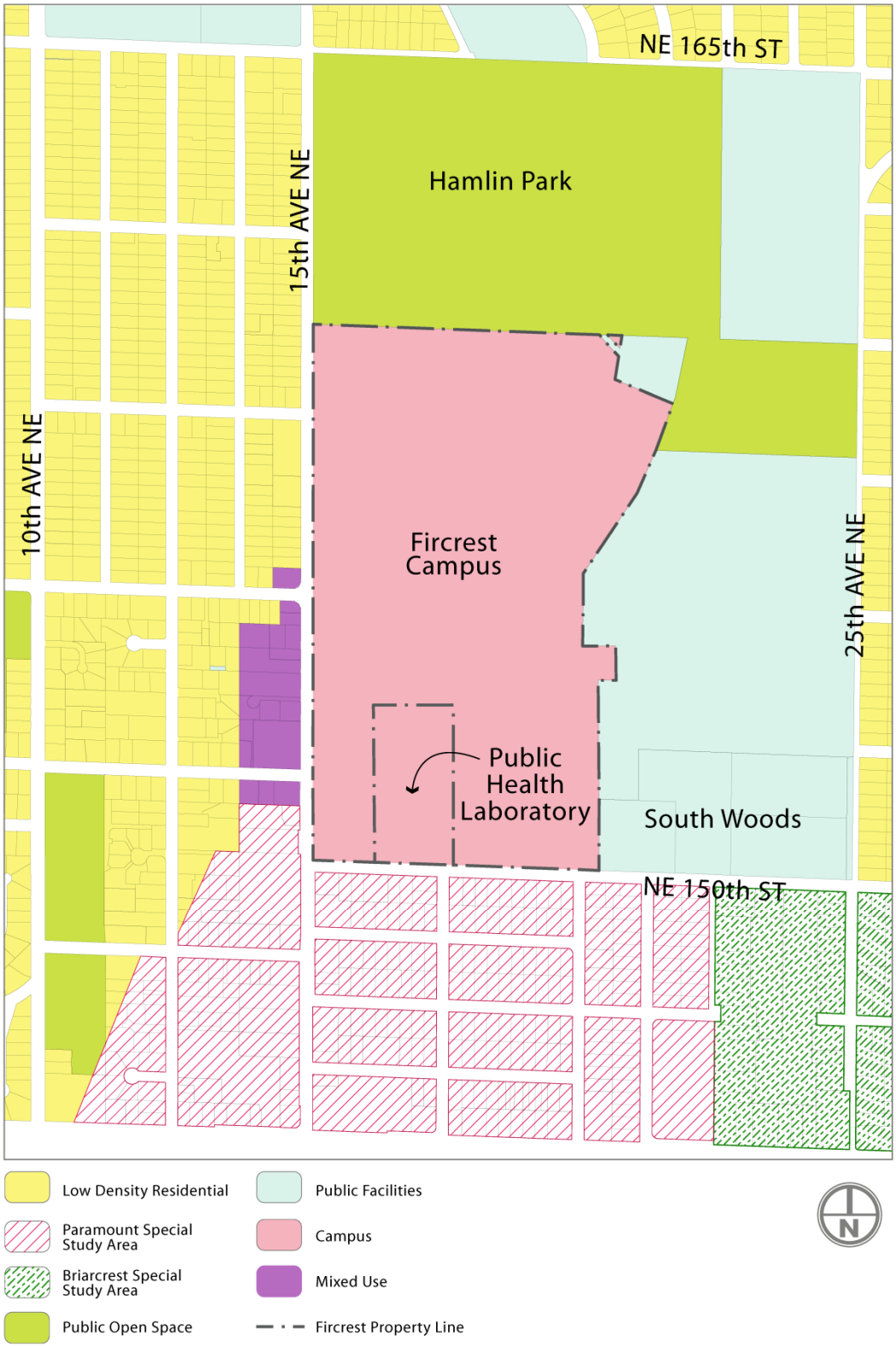


FIGURE 11 – EXISTING ZONING

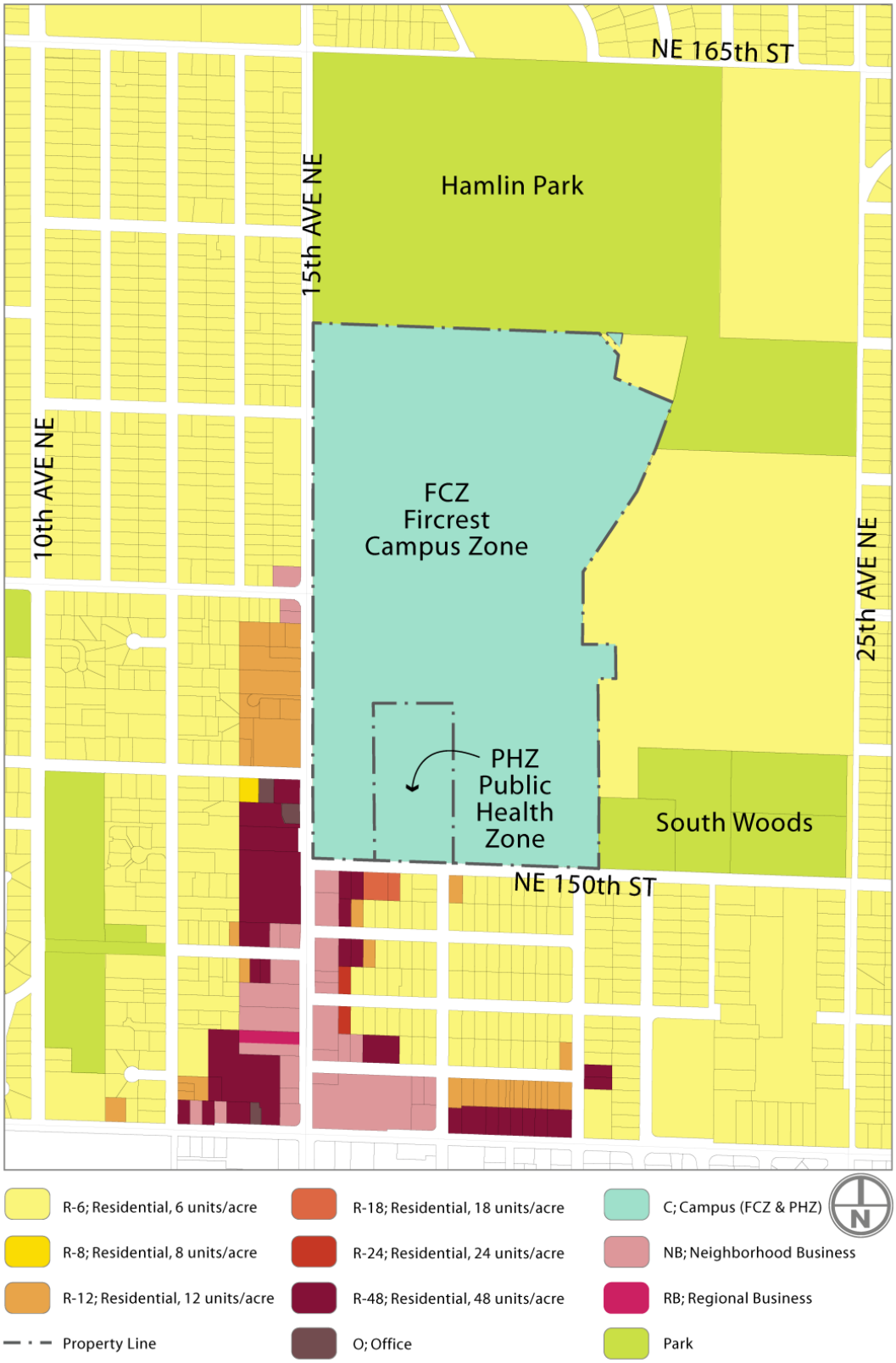


FIGURE 12 – MASTER PLAN MAP

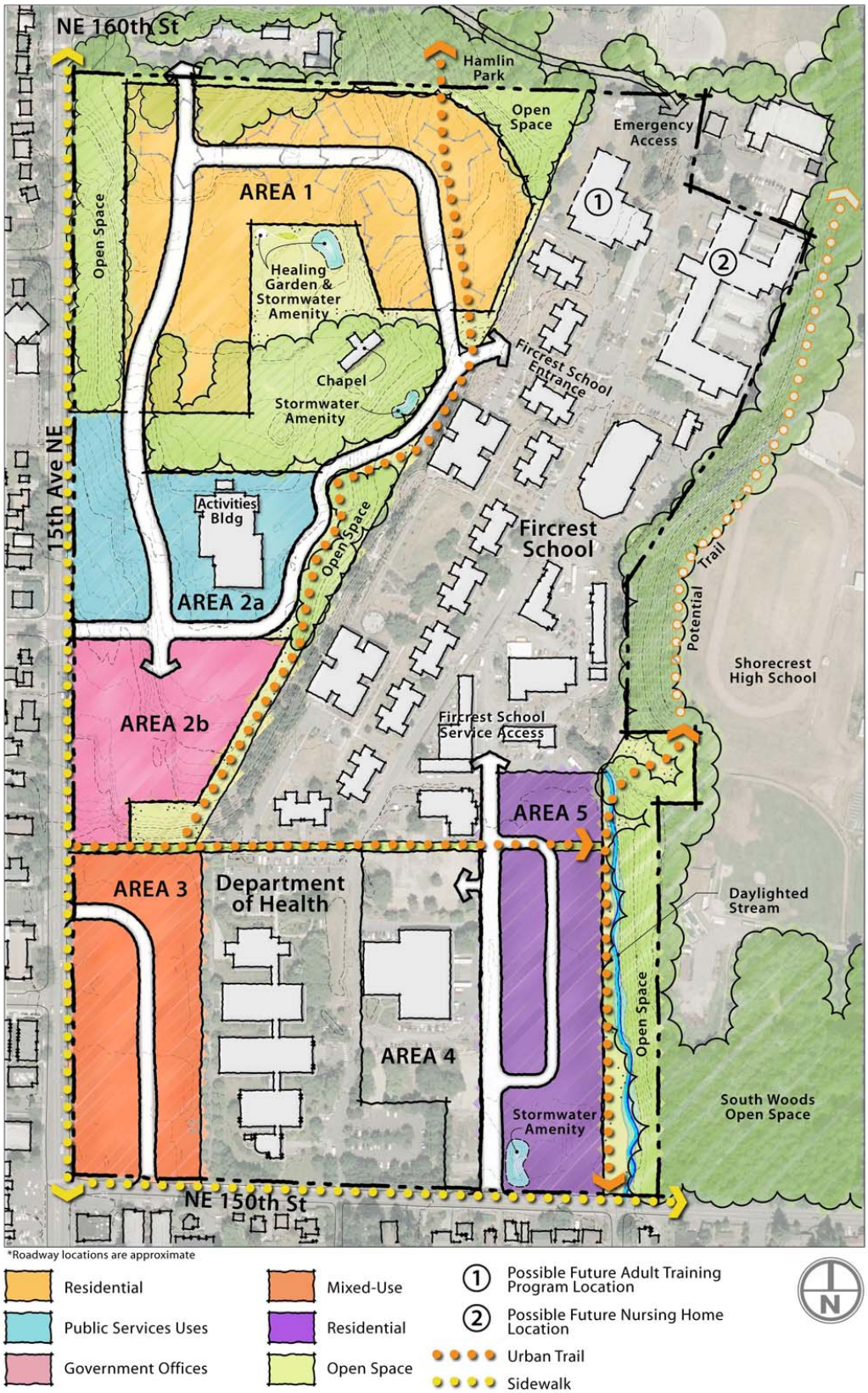


FIGURE 13 – AREA KEY

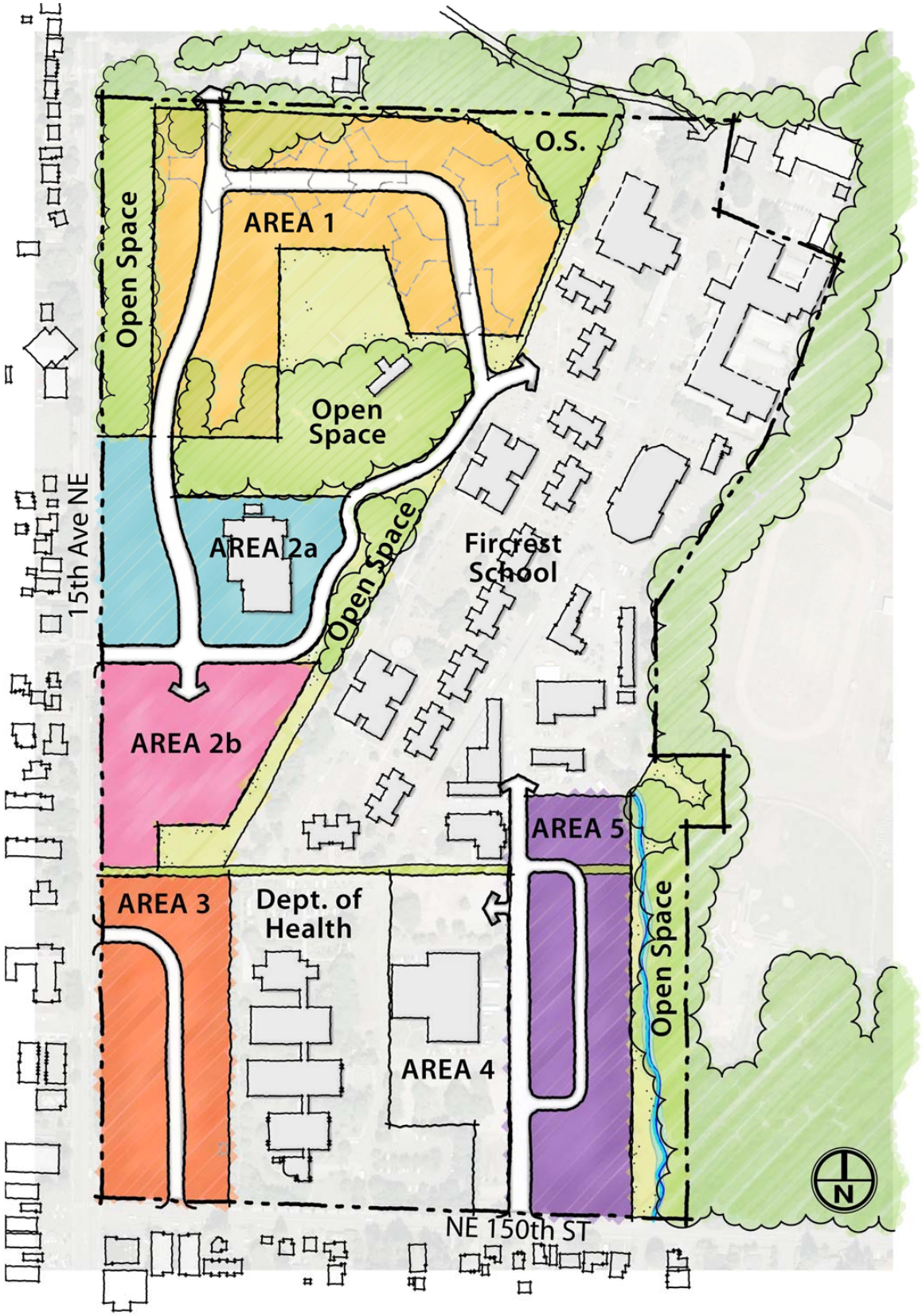


FIGURE 14 – EXCESS PROPERTY ACCESS AND CIRCULATION

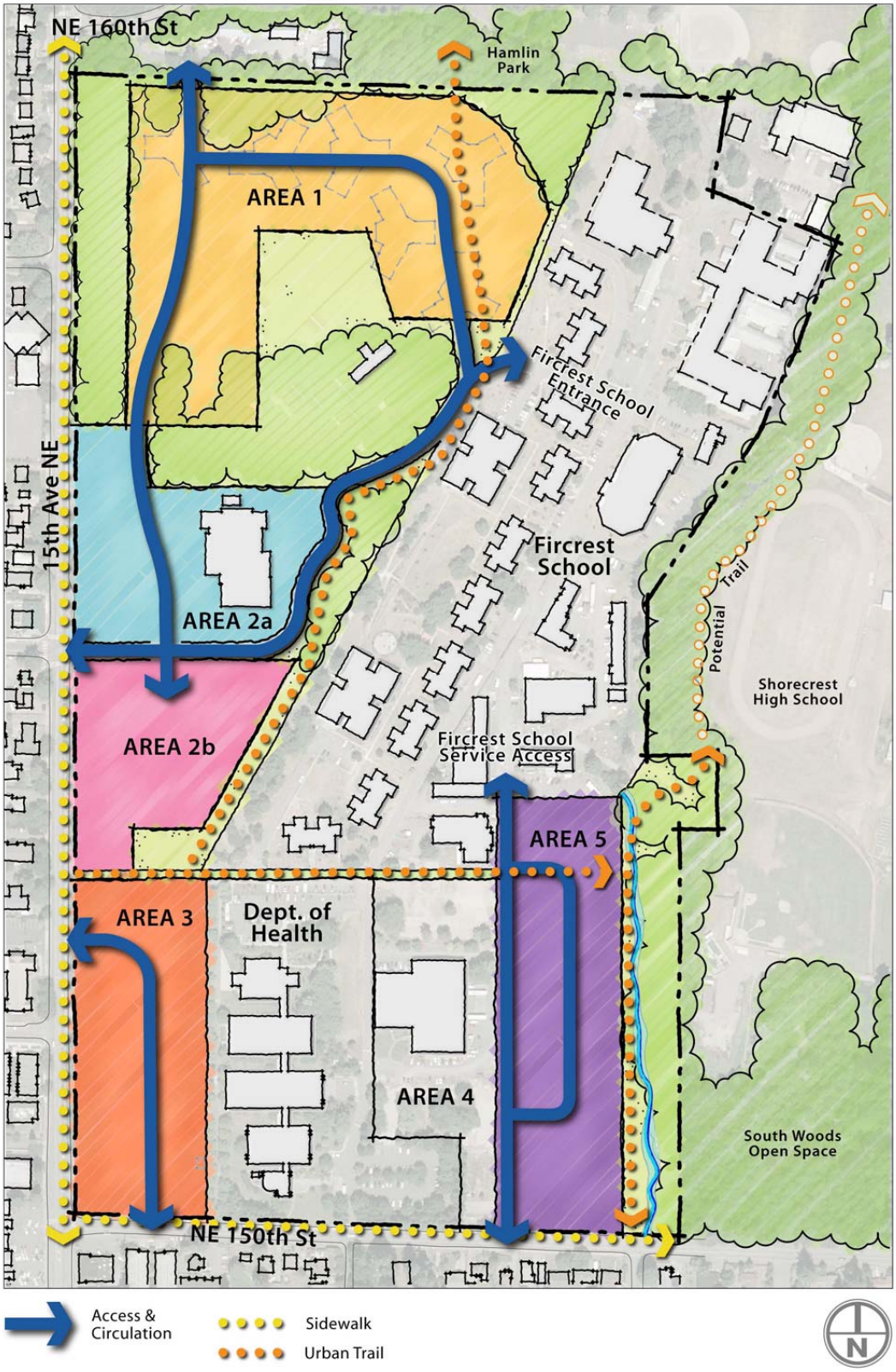


FIGURE 15 – FIRCREST SCHOOL ACCESS

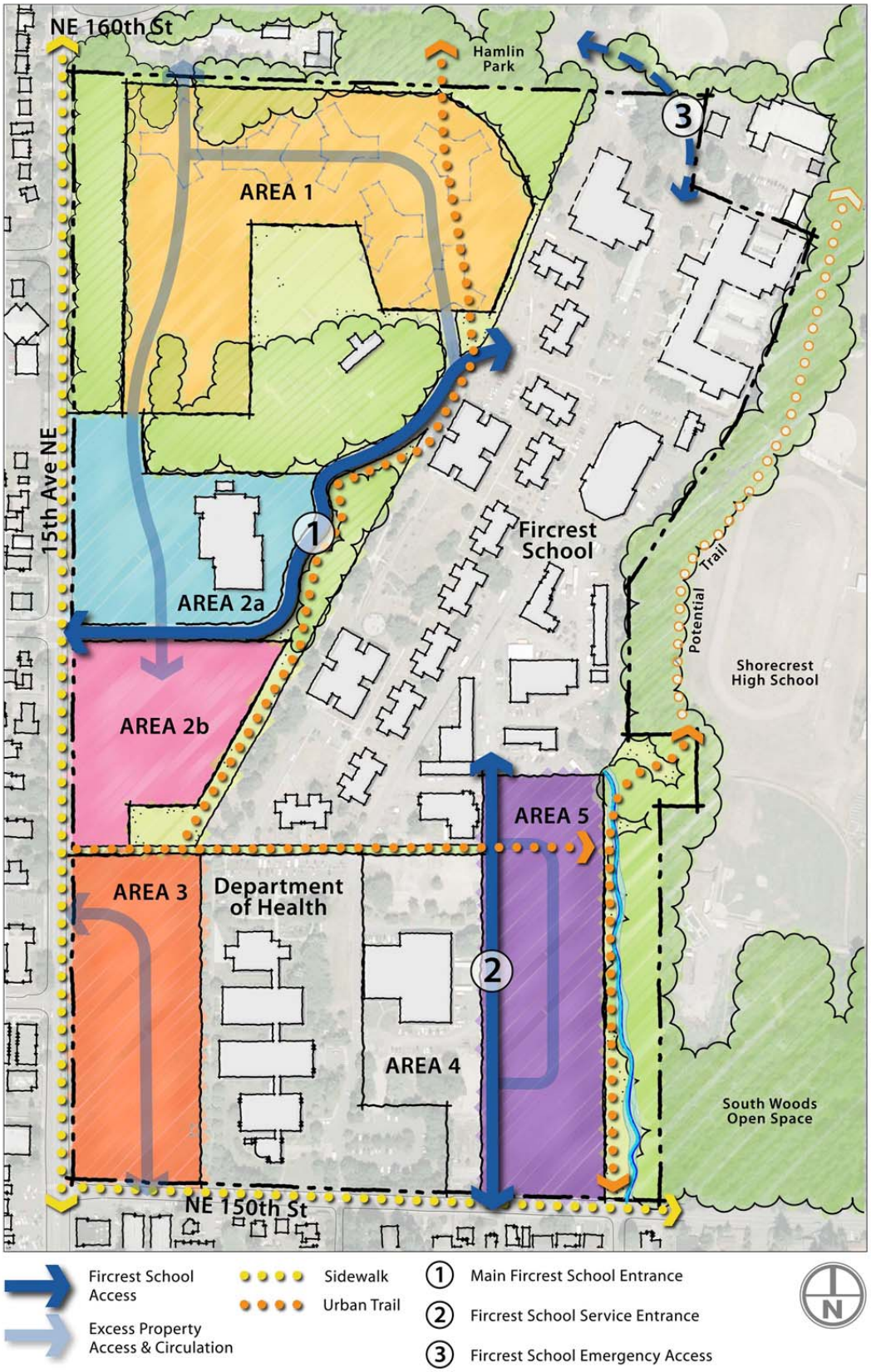


FIGURE 16 – GREEN INFRASTRUCTURE

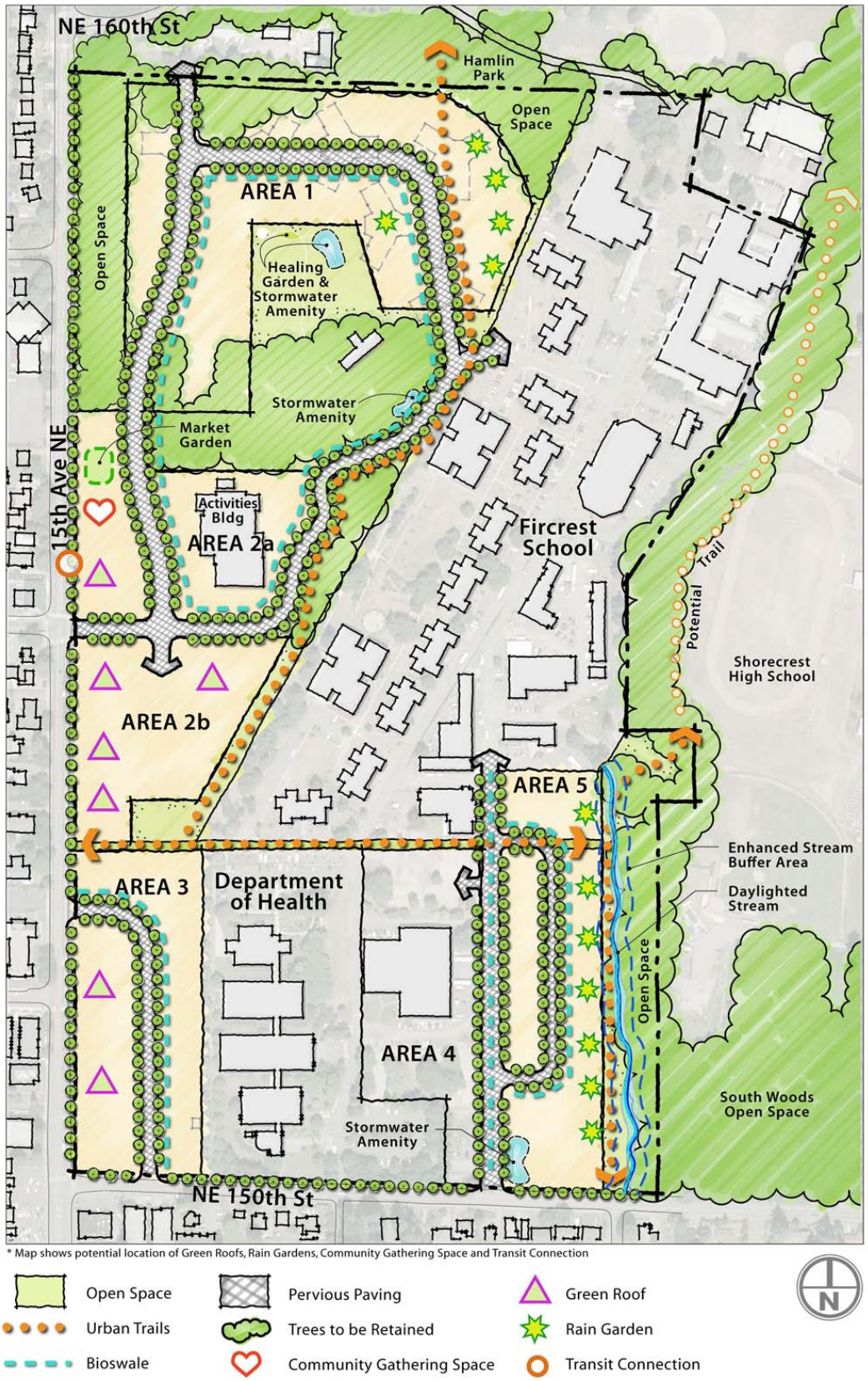


FIGURE 17 – CANOPY COVER TARGETS

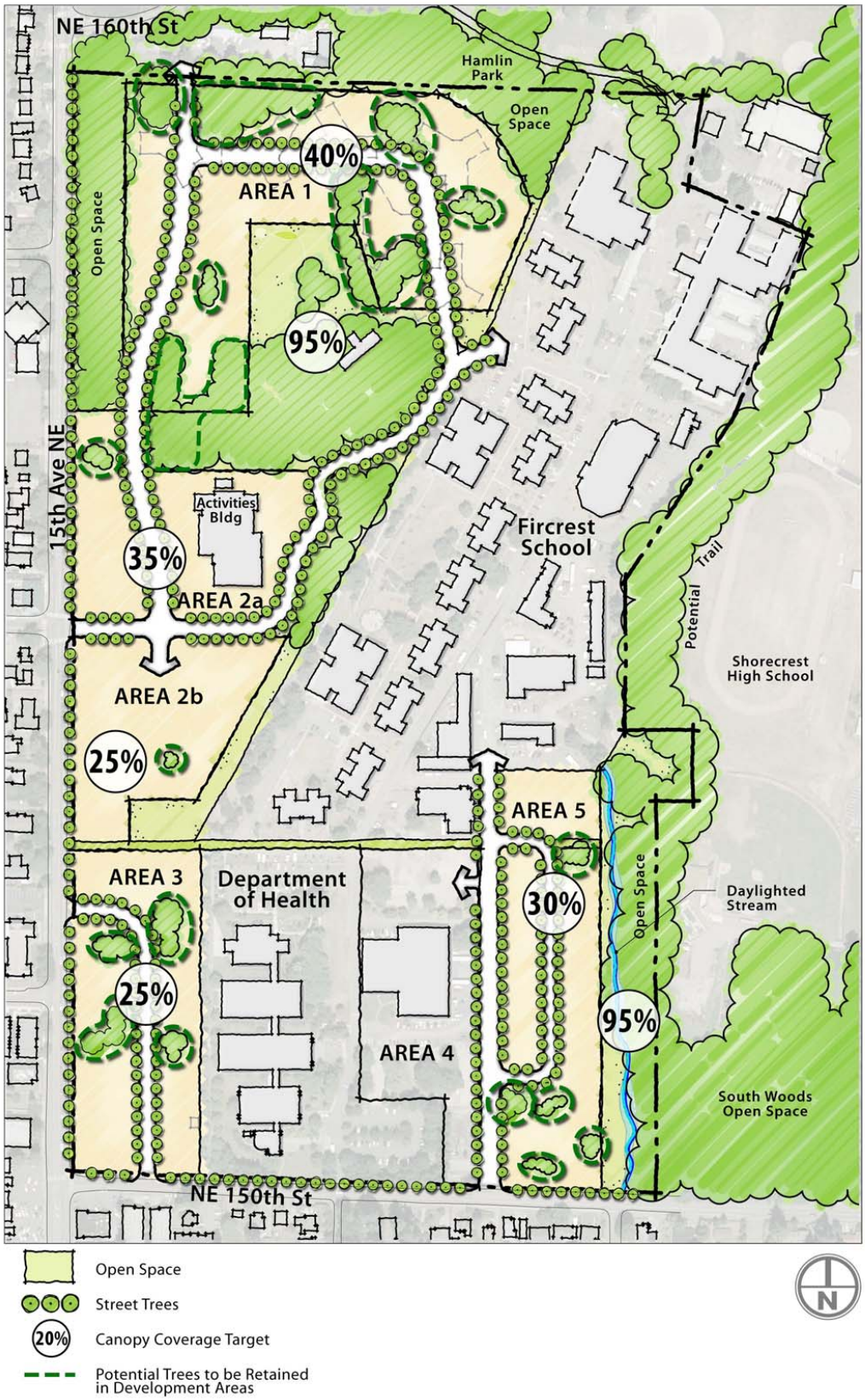


FIGURE 18 – STORMWATER BASINS

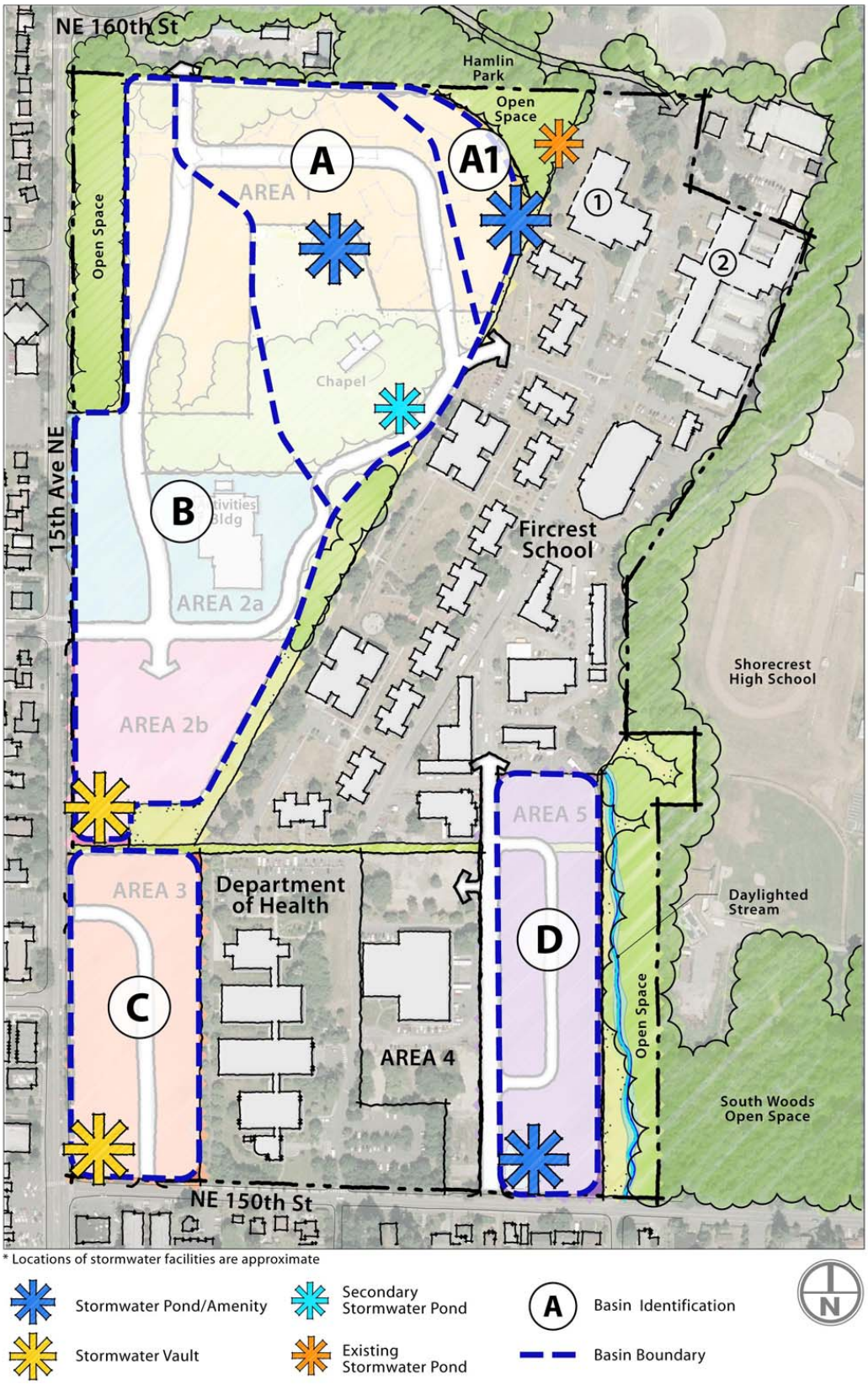


FIGURE 19 – CONCEPTUAL DESIGN FOR HAMLIN CREEK RESTORATION

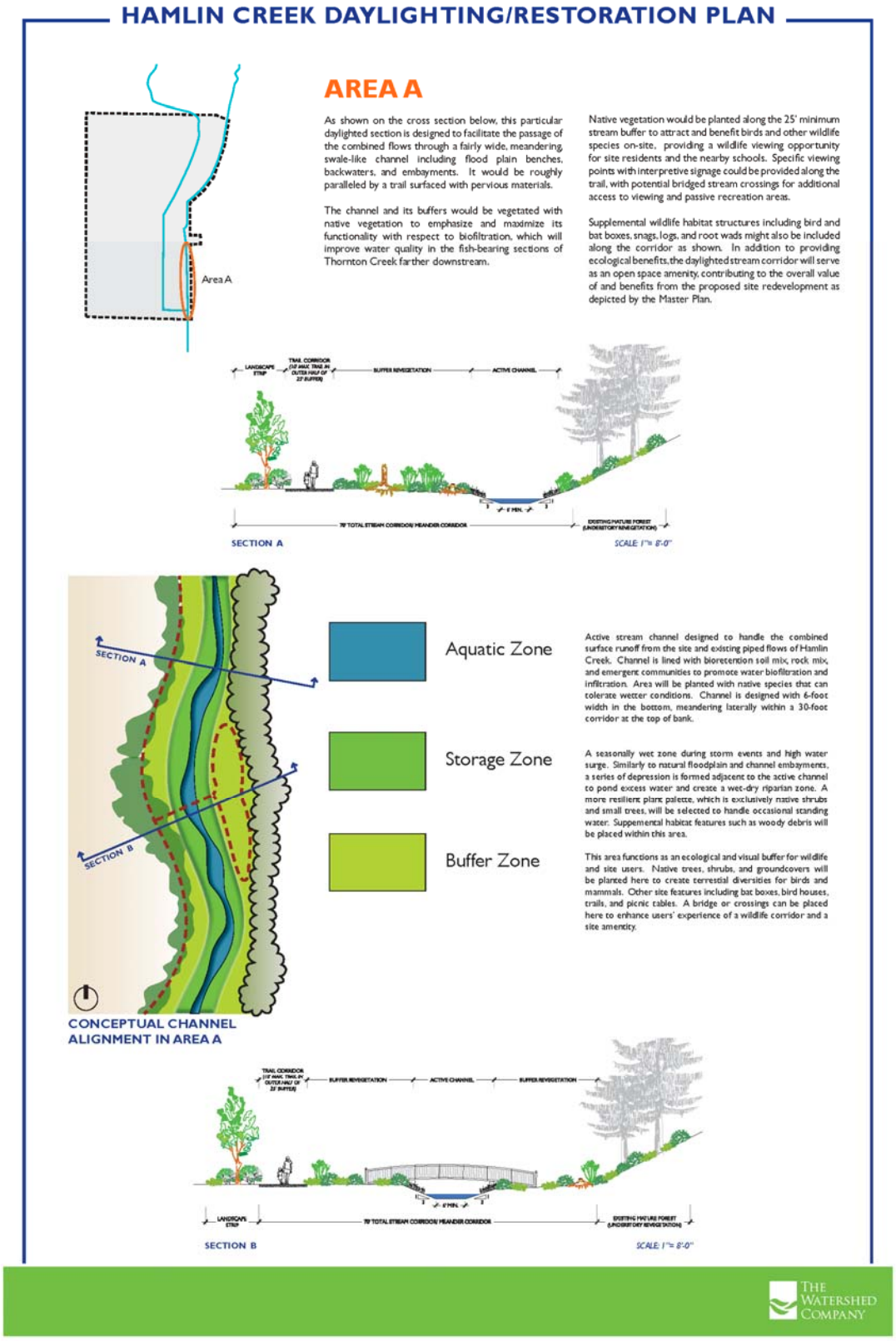
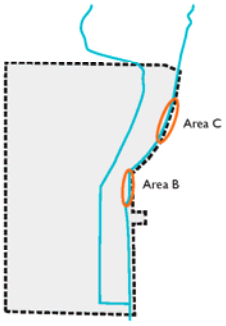


Figure 19 Continued

HAMLIN CREEK DAYLIGHTING/RESTORATION PLAN



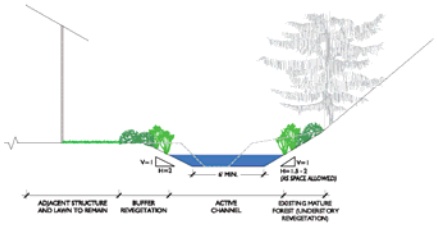
AREAS B & C

For the two already-daylighted sections in Areas B and C, their active stream channels would be widened or modified as feasible to resemble that depicted in the conceptual cross section below.

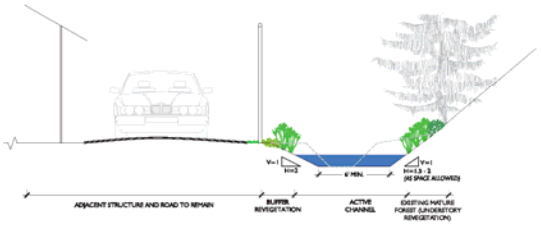
In general, they would be re-formed to provide an approximate 6-foot-wide channel at the bottom (the same as is proposed for Area A), with sideslopes ranging from their current steepness (over 50%) to approximately 30% depending on topography and setback requirements to nearby structures.

Supplemental native buffer vegetation would also be planted along the channel in Areas B and C as space allows. However, the proposed buffer dimensions and site amenities (i.e. trail system, wildlife viewing, and bridge crossing) as shown for Area A would not likely apply in full to these upper stream sections due primarily to the spatial constraints imposed by existing land uses.

The existing buffer widths and configuration would likely remain until or unless the adjacent areas were to be redeveloped, at which time updated buffers complying with current City of Shoreline code regulations would likely apply.



TYPICAL CHANNEL SECTION IN AREA 2 SCALE: 1"= 8'-0"



TYPICAL CHANNEL SECTION IN AREA 3 SCALE: 1"= 8'-0"

THE WATERSHED COMPANY

FIGURE 20 – STREAM CORRIDOR 1A

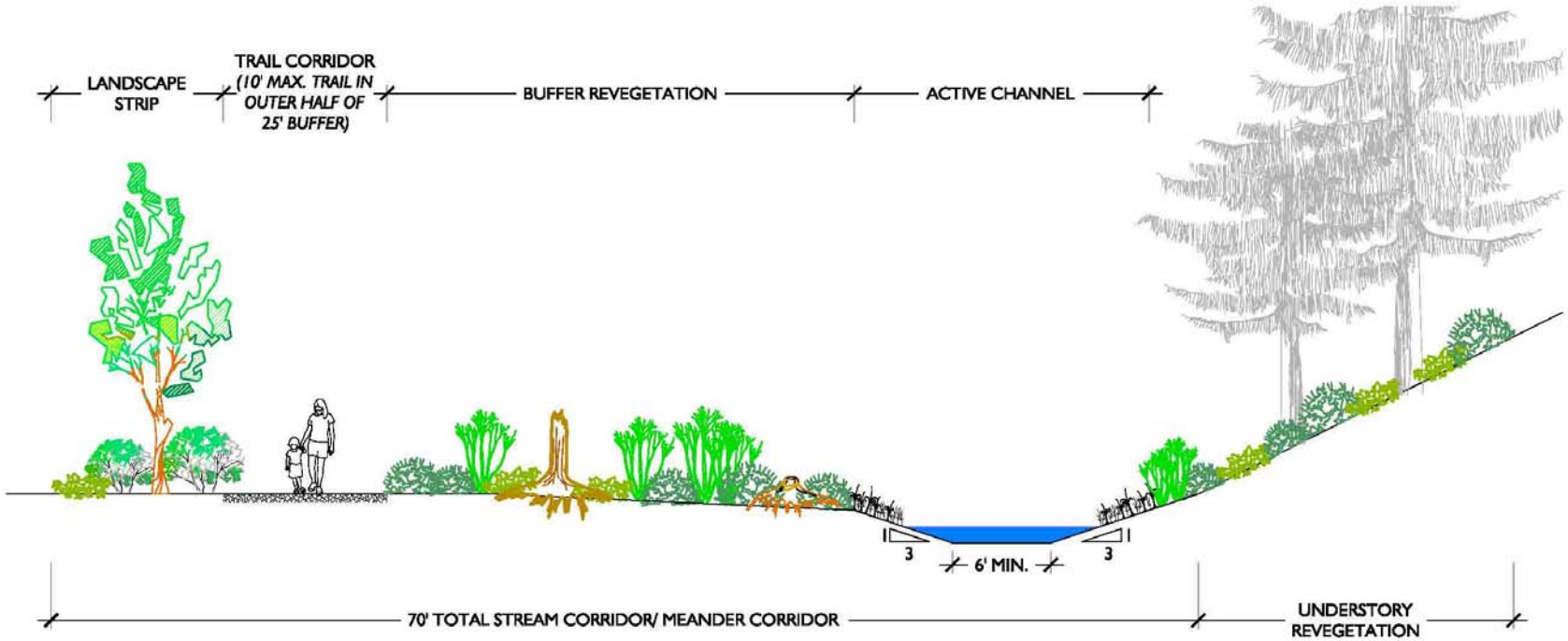
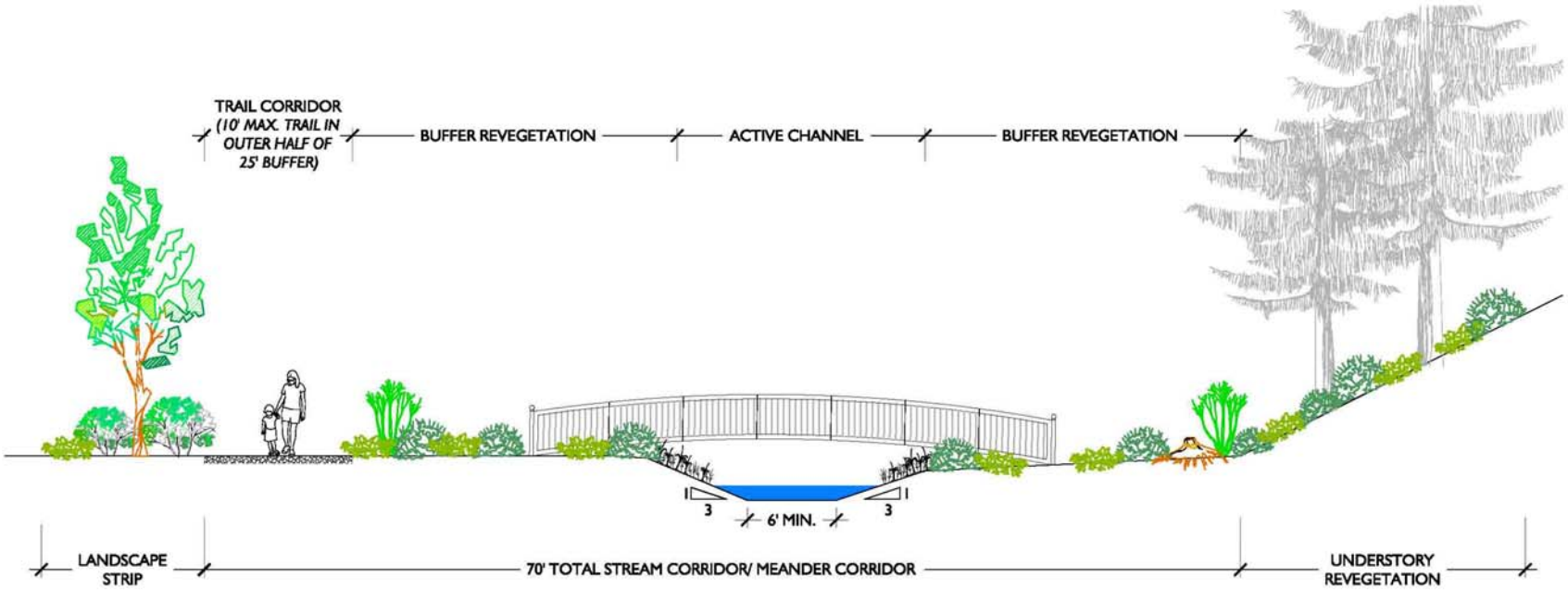



FIGURE 21 – STREAM CORRIDOR 2A