



AGENDA

SHORELINE CITY COUNCIL REGULAR MEETING

Monday, February 4, 2019
7:00 p.m.

Council Chamber · Shoreline City Hall
17500 Midvale Avenue North

	<u>Page</u>	<u>Estimated Time</u>
1. CALL TO ORDER		7:00
2. FLAG SALUTE/ROLL CALL		
3. REPORT OF THE CITY MANAGER		
4. COUNCIL REPORTS		
5. PUBLIC COMMENT		

Members of the public may address the City Council on agenda items or any other topic for three minutes or less, depending on the number of people wishing to speak. The total public comment period will be no more than 30 minutes. If more than 10 people are signed up to speak, each speaker will be allocated 2 minutes. Please be advised that each speaker's testimony is being recorded. Speakers are asked to sign up prior to the start of the Public Comment period. Individuals wishing to speak to agenda items will be called to speak first, generally in the order in which they have signed. If time remains, the Presiding Officer will call individuals wishing to speak to topics not listed on the agenda generally in the order in which they have signed. If time is available, the Presiding Officer may call for additional unsigned speakers.

6. APPROVAL OF THE AGENDA		7:20
7. CONSENT CALENDAR		7:20
(a) Approving Minutes of Regular Meeting of December 3, 2018	<u>7a1-1</u>	
Approving Minutes of Workshop Dinner Meeting of January 14, 2019	<u>7a2-1</u>	

8. ACTION ITEMS		
(a) Public Hearing on Ordinance No. 849 – Adopting Interim Regulations for Plat Alterations	<u>8a-1</u>	7:20

Public hearings are held to receive public comment on important matters before the Council. Persons wishing to speak should sign in on the form provided. After being recognized by the Mayor, speakers should approach the lectern and provide their name and city of residence. Individuals may speak for three minutes.

9. STUDY ITEMS		
(a) Discussing Fircrest Master Plan and Underutilized Property Land Use Options	<u>9a-1</u>	7:35
(b) Discussing the 2019 Federal Legislative Priorities	<u>9b-1</u>	8:20
10. EXECUTIVE SESSION: Litigation Update – RCW 42.30.110(1)(i)		8:35

The Council may hold Executive Sessions from which the public may be excluded for those purposes set forth in RCW 42.30.110 and RCW 42.30.140. Before convening an Executive Session the presiding officer shall announce the purpose of the Session and the anticipated time when the Session will be concluded. Should the Session require more time a public announcement shall be made that the Session is being extended.

11. ADJOURNMENT		8:55
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The Council meeting is wheelchair accessible. Any person requiring a disability accommodation should contact the City Clerk's Office at 801-2231 in advance for more information. For TTY service, call 546-0457. For up-to-date information on future agendas, call 801-2236 or see the web page at www.shorelinewa.gov. Council meetings are shown on Comcast Cable Services Channel 21 and Verizon Cable Services Channel 37 on Tuesdays at 12 noon and 8 p.m., and Wednesday through Sunday at 6 a.m., 12 noon and 8 p.m. Online Council meetings can also be viewed on the City's Web site at <http://shorelinewa.gov>.

CITY OF SHORELINE
SHORELINE CITY COUNCIL
SUMMARY MINUTES OF REGULAR MEETING

Monday, December 3, 2018
7:00 p.m.

Council Chambers - Shoreline City Hall
17500 Midvale Avenue North

PRESENT: Mayor Hall, Councilmembers McGlashan, Scully, McConnell, Chang, and Roberts

ABSENT: Deputy Mayor Salomon

1. CALL TO ORDER

At 7:00 p.m., the meeting was called to order by Mayor Hall who presided.

2. FLAG SALUTE/ROLL CALL

Mayor Hall led the flag salute. Upon roll call by the City Clerk, all Councilmembers, with the exception of Deputy Mayor Salomon, were present.

Councilmember Scully moved to excuse Deputy Mayor Salomon for personal reasons. The motion was seconded by Councilmember McConnell and passed unanimously, 6-0.

(a) Proclamation of Edwin T. Pratt Day

Mayor Hall read a proclamation declaring December 6, 2018 as Edwin T. Pratt Day in the City of Shoreline. Sarah Haycox, Shoreline resident and student, accepted the proclamation. Miss Haycox described her involvement in revitalizing awareness of Edwin Pratt's contributions to the community and in leading the initiative to honor his memory by naming the new Early Learning Center after him. She invited residents to attend the upcoming February 2, 2019 commemorative event recognizing Mr. Pratt.

3. REPORT OF CITY MANAGER

Debbie Tarry, City Manager, provided reports and updates on various City meetings, projects and events.

4. COUNCIL REPORTS

Mayor Hall informed Council that he attended a meeting of all cities along the I-405 and SR523 Bus Rapid Transit lines proposed by Sound Transit. He reported that the cities in North King County are continuing to emphasize how important it is that the 145th Street corridor changes work for busses, and that the I-405 intersection in Bothell works well for commuters to get to the

light rail. Mayor Hall also shared that it is gratifying to see the Mountains to Sound Greenway Trust recognize the Ballinger neighborhood partnership reforestation project that is generating carbon credit.

Councilmember Chang shared that she attended the Puget Sound Regional Council Regional Transit-Oriented Development Advisory Committee meeting. She said the initial discussions were about encouraging density around the light rail stations, and whether the Committee should make required density recommendations. She said she told the Committee that giving up local control was not something Shoreline would support, and that she shared examples of action that Shoreline has taken on this issue. She reported that they also discussed ways to prevent gentrification and to promote equity in future station areas. Mayor Hall added that the question of whether the State may want to impose minimum densities near transit stations will be debated with a Bill that has been introduced. He said he and Councilmember Roberts, along with City staff, have contributed to an article that will appear in the upcoming Association of Washington Cities magazine on the importance of local control in determining density around station areas.

5. PUBLIC COMMENT

John Osborne, Shoreline resident, said that seniors who walk the Interurban Trail are afraid of bicycle riders who do not obey the rules, and the lack of rule enforcement is scaring senior walkers off the trail. He also shared his disgust at the unsanitary conditions of the Echo Lake Sani-Can and displayed visual evidence. He asked for better maintenance of these public toilet facilities. Mayor Hall asked staff to follow up with Mr. Osborne.

Lathean Wene, Shoreline resident, expressed his concern about the price for the City's Breakfast with Santa and said it should be affordable for all members of the community.

6. APPROVAL OF THE AGENDA

The agenda was approved by unanimous consent.

7. STUDY ITEMS

- (a) Discussing Ordinance No. 849 - Interim Regulations Adding a New Section to SMC 20.30.420 Changes to Approved Subdivision to Address Plat Alterations Pursuant to RCW 58.17.215

Margaret King, City Attorney, explained that statutes, ordinances, and regulations all impact subdivisions, but particularly the language on the face of the plat impose certain conditions that are binding upon a local government. She shared that the City is finding that in rezoned areas a lot of the subdivisions have restrictions, which means developers are coming to the City to address these issues. She defined the rules for alteration of a subdivision and explained that Shoreline does not currently have a statutory process for changing a recorded plat. She said this means the City must follow the current provisions, which includes bringing every requested plat alteration before the City Council. She stated that staff has created the interim regulations to address this issue and to provide a process for developers and staff to follow. She outlined the

timeline, which includes a public hearing after adoption of the Ordinance. She said that staff believes they will be able to work with the Planning Commission to make a recommendation to Council and adopt final regulations within six months. She elaborated that the new regulations would establish a process for administrative approval of plat alterations, permit the Direct to issue a decision that could be appealed to the Hearing Examiner and then to Superior Court; and set an hourly rate for processing applications.

She said staff recommends adoption of Ordinance No. 849 to provide certainty and streamlining for the plat amendment process until a final provision is put in place. Additionally, she said that staff recommends this be retroactive to December 1, 2018.

Councilmember Scully asked if special emergency findings would need to be applied if the provision is retroactive. Ms. King said it could be done as part of the interim regulations. Councilmember Scully said he supports the Ordinance and that he hopes that it becomes easier to make plat alterations, since many of the existing covenants are outdated.

Councilmember McGlashan asked for clarification on the rationale behind this being an interim, rather than final, policy. Ms. King explained that approving interim regulations allows the public hearing to take place after adoption, since the interim Ordinance can go into effect immediately and stay in place for up to a year.

Councilmember Chang asked for confirmation that this Ordinance would simply permit staff to match zoning to current definitions. Ms. King said the Ordinance would allow staff to analyze plat amendments and alterations on a case-by-case basis, looking at underlying zoning and other attributes of the plat. She said the City anticipates that the majority of the plat amendments will be dealing with use, size, and subdivision restrictions that were put in place years ago. She elaborated that since areas have been up-zoned, the restrictions are now inconsistent with the zoning district. She added that the Ordinance would not allow alterations beyond approved zoning for the area.

Mayor Hall confirmed that there is no way a change to the plat could circumvent the existing zoning. Ms. King affirmed this, saying the change could only be more restrictive to the zoning, not less. She added that there may be other kinds of plat amendments that come through for analysis and recommendation, but she anticipates most them will be to adjust conformity to the current zoning.

Councilmember Roberts asked if it was anticipated that most amendments would remove outdated restrictions from the plats, not add language. Ms. King confirmed this was the case. Councilmember Roberts then asked if these changes were made property by individual property, or more broadly by plat. Ms. King responded that generally they are done by plat, although at times there may be exceptions when only part of a plat is amended, but only if the original restriction is on one portion of the plat. She said most of the restrictions will be within the entire subdivision, and the process requires noticing everyone in the subdivision. She continued that once the plat is amended, a new plat must be recorded, striking the restriction out of it, which culminates in the amendment applying to the entire subdivision.

Councilmember Roberts asked for an explanation of why this Ordinance is being applied retroactively. Ms. King said the City does not currently have a plat alteration process in place, and this Ordinance provides a process. Having the regulations be retroactive will allow the City to process applications submitted as of December 1, 2018.

Mayor Hall confirmed that only property owners within the plat could apply for amendments. Ms. King agreed and added that the City is seeing developers come in with questions about amendments, but assured Council that only owners could apply for alterations. Mayor Hall said that since the protections are in place to ensure the majority of property owners within a plat must agree to the change, he believes having an administrative, rather than Council-driven, process is appropriate. He said he supports the Ordinance, but he is not a fan of retroactivity in general. While he understands the City is trying to address an issue quickly to help people, he feels if people want to use the new process they could withdraw their application and reapply under the new rules. Ms. King said she is aware of property owners who want to use the new process, but that the request for retroactivity is simply to allow the City to move forward with the new guidelines.

Councilmember McGlashan said he supports the retroactivity so that residents currently in the application process are not burdened with the cost of having to reapply. Mayor Hall asked if many applicants would be in this position. Ms. Tarry said she was not aware of applicants in this situation, since there is not a process in place, and stated she would direct staff to advise potential applicants to wait until the regulations were in place.

Councilmember Roberts said his preference would be to declare this an emergency, so the Ordinance would go into effect upon the Mayor's signature, rather than waiting for the delay that comes with noticing. Ms. King said it could be made effective immediately, with proper noticing.

Councilmember Scully said he would probably support retroactivity, but he was fine either way.

Council agreed that the Ordinance would be placed on the Consent Calendar at the December 10, 2018 meeting, and Mayor Hall directed that it should reflect immediate, rather than retroactive, effectiveness. He thanked staff for working toward a resolution and said he looks forward to seeing the Planning Commission's recommendation on a permanent solution.

8. EXECUTIVE SESSION: Potential Litigation - RCW 42.30.110(1)(i)

At 7:40 p.m., Mayor Hall recessed into an Executive Session for a period of 30 minutes as authorized by RCW 42.30.110(1)(i) to discuss with legal counsel matters relating to agency enforcement actions, or litigation. He said the Council is not expected to take final action following the Executive Session. Staff attending the Executive Session included City Manager Debbie Tarry, City Manager; John Norris, Assistant City Manager; Margaret King, City Attorney; Randy Witt, Public Works Director; and John Featherstone, Surface Water Engineer. At 8:10 p.m. the Mayor emerged to extend the Executive Session for 10 minutes, until 8:20 p.m. At 8:20 p.m. the Mayor emerged to extend the Executive Session for 10 minutes, until 8:30 p.m.

9. ADJOURNMENT

At 8:27 p.m., Mayor Hall declared the meeting adjourned.

Jessica Simulcik Smith, City Clerk

DRAFT

CITY OF SHORELINE
SHORELINE CITY COUNCIL
SUMMARY MINUTES OF WORKSHOP DINNER MEETING

Monday, January 14, 2019

Conference Room 303 - Shoreline City Hall
17500 Midvale Avenue North

5:45 p.m.

PRESENT: Temporary Presiding Officer Scully and Councilmembers McGlashan, McConnell, Chang, and Roberts

ABSENT: Mayor Hall

STAFF: Debbie Tarry, City Manager; John Norris, Assistant City Manager; and Allison Taylor, Deputy City Clerk

GUESTS: Brian Murphy, BERK Consulting

At 5:50 p.m., the meeting was called to order by Temporary Presiding Officer Scully.

John Norris, Assistant City Manager, welcomed Brian Murphy, a Principal at Berk Consulting, and explained that Mr. Murphy will act as the facilitator for the Council Strategic Planning Workshop on March 1 and 2, 2019. Mr. Murphy said he has enjoyed participating in shaping the agenda for the workshop and looks forward to helping Council meet their planning goals.

Mr. Norris reviewed the draft agenda and said the Leadership Team is still in the process of building the study packet for the workshop. It was agreed that with the upcoming onboarding of a new Councilmember there may be a need to allocate additional time for overview and review. Debbie Tarry, City Manager, said she will spend time prior to the workshop helping the new Councilmember get up to speed, and Mr. Murphy assured Council he would pay close attention to supporting the new Councilmember. He suggested that a Role and Goal overview and reminder would serve the process well.

Mr. Norris said that the Vision 2029/Framework Goal Review would provide a good informational foundation for the new Councilmember. Councilmember Chang offered that she felt comfortable at the workshop last year as the new member because she had opportunity to study the resources beforehand and the group was supportive in answering the questions she posed.

Mr. Norris shared that Staff are still working on finalizing a guest speaker, potentially with a focus on economic development, and that this year the intent is to invite a single participant rather than build a panel. Temporary Presiding Officer Scully reflected that the past several years

had featured guests from the real estate sector and said he would appreciate a speaker with a broader perspective this year.

Ms. Tarry said the hope was that by March the Council would have had the opportunity to coalesce their decision on whether they would be moving forward with the 2019 potential ballot measure for the Community Aquatic Center. She said that it was unlikely that there would be new information about the Fircrest Surplus Property, and it was decided that since a study session on that topic is planned for February, it could be removed from the Strategic Planning Workshop schedule and the time could be reallocated.

Councilmember Chang suggested setting aside time to discuss tree retention within the Development Code. Councilmember Roberts asked if there could be a presentation covering where the Code started, where it is headed, and an explanation of the current Development Code and process. Temporary Presiding Officer Scully said he was not sure the workshop would be the appropriate time for this, and Ms. Tarry added that Staff would need time to create a robust presentation on the Development Code associated with tree removal and preservation. She said she would work with Staff on creating a high-level summary, including context and history. Ms. Tarry mentioned it might be prudent to schedule time to consider vegetation management plan guidelines, which would require Development Code amendments.

Councilmember Roberts said he had recently attended a National League of Cities workshop on how to attract the film industry to the City, and he wondered if Council was interested in asking Staff to work on a model Code for Film for Shoreline. Ms. Tarry said Staff have this topic on their long-term to-do list. Mr. Murphy said that if the Fircrest discussion was removed from the agenda there would be time to add two new 20-minute conversations, which would be enough time for surface-level discussion. Council agreed that if time allows, the topic of attracting the Film industry would be a valuable discussion.

Councilmember McConnell reminded Council that the workshop should be focused on conversation and information instead of on problem-solving, saying the workshop is the Council's opportunity for high level discussion.

Mr. Norris reviewed the Parks, Recreation, and Community Service/Tree Board recruitment and appointment process. It was confirmed that at least one current Board Member does not plan to apply for reappointment. Council agreed that an Interview Subcommittee of Councilmembers will be formed in February for the March interviews.

Ms. Tarry informed Council that the list of draft interview questions for the new Councilmember had been sent to them via email and asked that all feedback be submitted to Staff by Friday, January 18, 2019. It was agreed that each Councilmember would ask one question of each candidate. Ms. Tarry reviewed the Council Rules of Procedure and the logistics pertaining to the interviews were discussed.

Councilmember McGlashan asked if the name of the Aquatic Center could be reconsidered. He said he feels the name of the facility implies a different scope than is intended. Ms. Tarry

recommended renewing discussion of the Aquatics Center after the Funding Advisory Committee has concluded their research.

At 6:40 p.m. the meeting adjourned.

Allison Taylor, Deputy City Clerk

DRAFT

CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Public Hearing on Ordinance No. 849 - Adopting Interim Regulations for Plat Alterations
DEPARTMENT:	City Attorney's Office
PRESENTED BY:	Margaret King, City Attorney Julie Ainsworth Taylor, Assistant City Attorney
ACTION:	<input type="checkbox"/> Ordinance <input type="checkbox"/> Resolution <input type="checkbox"/> Motion <input type="checkbox"/> Discussion <input checked="" type="checkbox"/> Public Hearing

PROBLEM/ISSUE STATEMENT:

On December 10, 2018, the City Council adopted Ordinance No. 849 establishing "interim" regulations for the alteration of plats (subdivision) as authorized by state law (RCW 35A.63.220 and RCW 36.70A.390.) The regulations are effective for six (6) months. The interim regulations (Exhibit A to Ordinance No. 849) are attached to this staff report as Attachment A.

While the cited RCWs permit interim regulations, they bypass the traditional adoption process (Planning Commission review/recommendation and City Council approval/denial). Thus, the RCWs require a public hearing within 60 days of adoption, with the purpose of the public hearing being to allow public comment on the regulations. Tonight the City Council will hold the required public hearing.

RESOURCE/FINANCIAL IMPACT:

There is no financial impact at this time for the City except that permit fees will be delineated for the process of plat alterations. Interim regulations for plat alterations may increase the development timeline for some projects but may also expedite the timeline as it will provide staff a process to follow.

RECOMMENDATION

Following the Public Hearing, staff recommends that the City Council direct staff to present any and all public comment or additional City Council comment to the Shoreline Planning Commission for its consideration during the adoption process for permanent regulations. After the Planning Commission finishes its review, the permanent regulations will return to the City Council for adoption by ordinance.

Approved By: City Manager **DT** City Attorney **JA-T**

BACKGROUND

On December 3, 2018, the City Council discussed proposed Ordinance No. 849, setting forth interim regulations for plat alterations so that City Planning staff, property owners, and developers have a clear understanding of the requirements, procedures, and approval authority for plat alterations. A copy of the staff report for this Council meeting can be found at the following link:

<http://cosweb.ci.shoreline.wa.us/uploads/attachments/cck/council/staffreports/2018/staffreport120318-7a.pdf>.

On December 10, 2018, the City Council adopted Ordinance No. 849, establishing interim regulations for a six (6) month period, setting February 4, 2019 as the date for a public hearing, and directing staff to have the Shoreline Planning Commission commence the review/recommendation process. A copy of the staff report for this Council meeting can be found at the following link:

<http://cosweb.ci.shoreline.wa.us/uploads/attachments/cck/council/staffreports/2018/staffreport121018-7d.pdf>.

DISCUSSION

The Shoreline Planning Commission has begun the standard process for the adoption of regulations, holding a study session on January 3, 2019. A copy of the staff report for this Planning Commission meeting can be found at the following link:

<http://www.shorelinewa.gov/home/showdocument?id=41619>.

Based on additional staff review, the proposed permanent regulations presented to the Planning Commission were modified from those that the City Council adopted with Ordinance No. 849. The modifications were as follows with the complete proposed regulations set forth in Attachment B to this staff report:

- **Notice**
The interim regulations provided for all owners within a subdivision as well as those within 500 feet to receive notice. The proposed regulations require notice only to the owners within a subdivision. Notice is important because “any person receiving notice” can request a public hearing. Since the purpose of the alteration process is to allow those property owners subject to a plat restriction a say in whether or not it should be changed, limiting the persons who can request a public hearing to the same serves this purpose and intent. Staff also wanted clear direction on how notice of the public hearing should be provided. These modifications are shown in SMC 20.30.425(C).
- **Permit Type**
The interim regulations established two approval tracks – administrative approval by the Director of Planning & Community Development and Hearing Examiner approval if a public hearing was requested. Under the Shoreline Municipal Code, administrative approval is a “Type B” permit and Hearing Examiner approval is a “Type C” permit. Staff desired clarity so that the permit type process was clear.

This is shown in Footnote 6 to Table 20.30.050 and by the addition of Item 9 to Table 20.30.060 along with textual language in SM 20.30.425(D)(1).

The Planning Commission is scheduled to hold its Public Hearing on the permanent regulations on February 21, 2019. This public hearing will allow for both new public comment and the consideration of any public comment submitted to the City Council along with any modifications the City Council may have at this time. After the close of the public hearing, the Planning Commission will make its recommendation to the City Council.

Also, included in Attachment B to this Staff Report is a fee table. Planning Staff has given consideration to the work involved in a plat alteration and has set what it believes to be a reasonable fee. The Planning Commission has no authority over fees, but this is included so that the entire alteration structure is together.

RESOURCE/FINANCIAL IMPACT

There is no financial impact at this time for the City except that permit fees will be collected for the process of plat alterations. Regulations for plat alterations may increase the development timeline for some projects but may also expedite the timeline as it will provide staff a process to follow.

RECOMMENDATION

Following the Public Hearing, staff recommends that the City Council direct staff to present any and all public comment or additional City Council comment to the Shoreline Planning Commission for its consideration during the adoption process for permanent regulations. After the Planning Commission finishes its review, the regulations will return to the City Council for adoption by ordinance.

ATTACHMENTS

Attachment A - Interim Plat Alteration Regulations

Attachment B - Proposed Regulations before Planning Commission

EXHIBIT A - Ordinance No. 849 Interim Regulations

SMC 3.01.010 Planning and Development Fees, amended as follows:

M. SUBDIVISIONS	
1. Binding site plan	\$5,870
2. Preliminary short subdivision	\$6,694 for 2-lot short subdivision, plus (\$515.00) for each additional lot
3. Final short subdivision	\$1,957
4. Preliminary subdivision	\$15,449 for 10-lot subdivision, plus (\$721.00) for each additional lot, and public hearing (\$3,605)
5. Final subdivision	\$7,518
6. Changes to preliminary short or formal subdivision	\$3,811
7. Multiple buildings	Hourly rate, 10-hour minimum \$1,930
8. <u>Plat Alteration</u>	<u>Hourly rate</u>

SMC 20.30.050 Administrative decisions – Type B, amended as follows:

Table 20.30.050 – Summary of Type B Actions, Notice Requirements, Target Time Limits for Decision, and Appeal Authority

Action	Notice Requirements: Application and Decision ^{(1), (2), (3)}	Target Time Limits for Decision	Appeal Authority	Section
Type B:				
1. Binding Site Plan ⁽⁴⁾	Mail	90 days	HE	20.30.480
2. Conditional Use Permit (CUP)	Mail, Post Site, Newspaper	90 days	HE	20.30.300
3. Preliminary Short Subdivision ⁽⁴⁾	Mail, Post Site, Newspaper	90 days	HE	20.30.410
4. SEPA Threshold Determination	Mail, Post Site, Newspaper	60 days	HE	20.30.490 – 20.30.710
5. Shoreline Substantial Development Permit, Shoreline Variance and Shoreline CUP	Mail, Post Site, Newspaper	120 days	State Shorelines Hearings Board	Shoreline Master Program
6. Zoning Variances	Mail, Post Site, Newspaper	90 days	HE	20.30.310
7. <u>Plat Alteration ⁽⁵⁾</u>	<u>Mail, Post Site, Newspaper</u>	<u>90 days</u>	<u>HE</u>	<u>20.30.425</u>

Key: HE = Hearing Examiner

(1) Public hearing notification requirements are specified in SMC 20.30.120.

(2) Notice of application requirements are specified in SMC 20.30.120.

(3) Notice of decision requirements are specified in SMC 20.30.150.

(4) These Type B actions do not require a neighborhood meeting. A notice of development will be sent to adjacent properties.

(5) A Plat Alteration does not require a neighborhood meeting.

SMC 20.30.420 Changes to approved subdivision, subsection (B) amended as follows:

A.

B. Recorded Final Plats. An application to ~~change-alter~~ a final plat that has been filed for record shall be processed as provided for in SMC 20.30.425. ~~in the same manner as a new application. This section does not apply to affidavits of correction of lot line adjustments.~~

A new section **SMC 20.30.425 Alteration of Recorded Plats** is enacted to read as follows:

- A. Applicability** A plat alteration provides a process to alter or modify a previously recorded plat, short plat, binding site plan, or any portion thereof. The plat alteration results in changes to conditions of approval, restrictions, or dedications that are shown on the recorded plat.
1. Any person seeking to alter a recorded final plat or any portion thereof shall comply with the requirements set forth in chapter 58.17 RCW and the regulations in effect at the time the application is submitted to the City.
 2. This section shall not apply to the:
 - a. Alteration or replatting of any plat of state-granted tide or shore lands as provided in RCW 58.17.215.
 - b. Adjustment of boundary lines as provided in RCW 58.17.040(6).
 - c. Any change to a recorded final plat where an additional lot(s) is proposed shall not be considered an alteration and shall be processed as a new formal subdivision or short subdivision depending on the number of lots being created. EXCEPT, if a condition or restriction on the original plat would prohibit such a change, then the plat alteration process must first be completed before a new subdivision may be sought.
- B. Application** A request to alter a recorded plat shall be submitted on official forms prescribed and provided by the Department along with the applicable fees.
1. The application shall contain the signatures of the majority of those persons having an ownership interest of lots, tracts, parcels, sites, or divisions in the subject subdivision or portion to be altered.
 2. If the subdivision is subject to restrictive covenants which were recorded at the time of the approval of the subdivision, and the application for alteration would result in the violation of a covenant, the application shall contain an agreement signed by all parties subject to the covenants providing that the parties agree to terminate or alter the relevant covenants to accomplish the purpose of the alteration of the subdivision or portion thereof.
 3. If the application seeks to extinguish or alter an easement established by a dedication, the application must contain an agreement for the release or alteration of the easement by all of the owners or the easement.
- C. Notice** After the City has determined the application is complete, the City shall issue a notice of the complete application as provided in SMC 20.30.120 utilizing the methods specific in Table SMC 20.30.050. In addition, the notice shall:
1. Be provided by regular U.S. mail to all owners of property within the subdivision as provided in RCW 58.17.080 and 58.17.090; and
 2. Establish a date for a public hearing or provide that a hearing may be requested by a person receiving notice within 14 calendar days of receipt of the notice. The cost of the public hearing shall be the responsibility of the applicant for the plat alteration.

D. Review Criteria

1. Decision-making authority.
 - a. Director. Applications for a plat alteration are a Type B action and shall be administratively reviewed by the Director unless a public hearing has been timely requested as provided in SMC 20.50.425(C)(2) or the City determines that a public hearing is in the public interest.
 - b. Hearing Examiner. If a public hearing has been requested, an open record public hearing before the hearing examiner shall be held and the hearing examiner shall issue a decision.
2. The decision-making authority shall review the submittal materials and may approve or deny after a written determination is made whether the public use and interest will be served by the alteration and whether the alteration satisfies the review criteria set forth in SMC 20.30.410(B).
3. In any written determination approving an alteration:
 - a. If any land within the alteration is part of an assessment district, any outstanding assessments shall be equitably divided and levied against the remaining lots, parcels, or tracts, or be levied equitably on the lots resulting from the alteration.
 - b. If any land within the alteration contains a dedication to the general use of persons residing within the subdivision, such land may be altered and divided equitably between the adjacent properties.
4. The Director's decision is final unless appealed to the hearing examiner as provided in Section F below. The hearing examiner's decision on a plat alteration for which a public hearing was requested is final and may be appealed to superior court pursuant to chapter 36.70C RCW Land Use Petition Act.

E. Recording of Alteration No later than thirty (30) calendar days after approval of the alteration, the applicant shall produce a revised drawing or text of the approved alteration to the plat, conforming to the recording requirements of Chapter 58.17 RCW and processed for signature in the same manner as set forth for final plats in this chapter. The applicant shall file, at their sole cost and expense, the revision approved by the alteration to the plat with the King County Recorder to become the lawful plat of the property.

F. Appeal

1. The Director's decision on a plat alteration where no public hearing was held may be appealed to the hearing examiner as provided in SMC 20.30 Subchapter 4 General Provisions for Land Use Hearings and Appeals.
2. The Hearing Examiner's decision shall be final on an appeal of the Director's decision on a plat alteration.
3. The final decision of the Hearing Examiner may be appealed to superior court pursuant to chapter 36.70C RCW Land Use Petition Act.

Exhibit B – PROPOSED PERMANENT PLAT ALTERATION REGULATIONS

SMC 3.01.010 Planning and Development Fees, amended as follows:

M. SUBDIVISIONS	
1. Binding site plan	\$6,063.00
2. Preliminary short subdivision	\$6,914.00 for 2-lot short subdivision, plus (\$532.00) for each additional lot
3. Final short subdivision	\$2,021.00
4. Preliminary subdivision	\$15,956.00 for 10-lot subdivision, plus (\$745.00) for each additional lot, and public hearing (\$3,723.00)
5. Final subdivision	\$7,765
6. Changes to preliminary short or formal subdivision	\$3,936
7. Multiple buildings	Hourly rate, 10-hour minimum \$1,990
8. <u>Plat Alteration</u>	<u>Hourly rate, 2-hour minimum \$398</u>
9. <u>Plat Alteration with public hearing</u>	<u>Hourly rate, 2-hour minimum \$398 and public hearing (\$3,723)</u>

SMC 20.30.050 Administrative decisions – Type B, amended as follows:

Table 20.30.050 – Summary of Type B Actions, Notice Requirements, Target Time Limits for Decision, and Appeal Authority

Action	Notice Requirements: Application and Decision ^{(1), (2), (3)}	Target Time Limits for Decision	Appeal Authority	Section
Type B:				
1. Binding Site Plan ⁽⁴⁾	Mail	90 days	HE	20.30.480
2. Conditional Use Permit (CUP)	Mail, Post Site, Newspaper	90 days	HE	20.30.300
3. Preliminary Short Subdivision ⁽⁴⁾	Mail, Post Site, Newspaper	90 days	HE	20.30.410
4. SEPA Threshold Determination	Mail, Post Site, Newspaper	60 days	HE	20.30.490 – 20.30.710
5. Shoreline Substantial Development Permit, Shoreline Variance and Shoreline CUP	Mail, Post Site, Newspaper	120 days	State Shorelines Hearings Board	Shoreline Master Program
6. Zoning Variances	Mail, Post Site, Newspaper	90 days	HE	20.30.310
7. <u>Plat Alteration</u> ⁽⁵⁾⁽⁶⁾	<u>Mail, Post Site, Newspaper</u>	<u>90 days</u>	<u>HE</u>	<u>20.30.425</u>

Key: HE = Hearing Examiner

- (1) Public hearing notification requirements are specified in SMC 20.30.120.
- (2) Notice of application requirements are specified in SMC 20.30.120.
- (3) Notice of decision requirements are specified in SMC 20.30.150.
- (4) These Type B actions do not require a neighborhood meeting. A notice of development will be sent to adjacent properties.
- (5) A Plat Alteration does not require a neighborhood meeting.
- (6) If a public hearing is requested, the Plat Alteration will be processed as a Type C Action per SMC Table 20.30.060.

SMC 20.30.060 Quasi-judicial decisions – Type C

Table 20.30.60 – Summary of Type C Actions, Notice Requirements, Target Time Limits for Decision, and Appeal Authority

Action	Notice Requires for Application and Decision (3), (4)	Review Authority, Open Record Public Hearing	Decision Making Authority (Public Meeting)	Target Time Limits for Decision	Section
Type C					
...					
<u>9. Plat Alteration with Public Hearing (5)</u>	<u>Mail</u>	<u>Hearing Examiner (1), (2)</u>		<u>120 days</u>	<u>20.30.425</u>

(1) Including consolidated SEPA threshold determination appeal

...

(5) A Plat Alteration does not require a neighborhood meeting.

SMC 20.30.420 Changes to approved subdivision, subsection (B) amended as follows:

A.

B. Recorded Final Plats. An application to ~~change-alter~~ a final plat that has been filed for record shall be processed as provided for in SMC 20.30.425. ~~in the same manner as a new application. This section does not apply to affidavits of correction of lot line adjustments.~~

A new section **SMC 20.30.425 Alteration of Recorded Plats** is enacted to read as follows:

- A. Applicability** A plat alteration provides a process to alter or modify a previously recorded plat, short plat, binding site plan, or any portion thereof. The plat alteration results in changes to conditions of approval, restrictions, or dedications that are shown on the recorded plat.
 - 1. Any person seeking to alter a recorded final plat or any portion thereof shall comply with the requirements set forth in chapter 58.17 RCW and the regulations in effect at the time the application is submitted to the City.
 - 2. This section shall not apply to the:
 - a. Alteration or replatting of any plat of state-granted tide or shore lands as provided in RCW 58.17.215.
 - b. Adjustment of boundary lines as provided in RCW 58.17.040(6).

- c. Any change to a recorded final plat where an additional lot(s) is proposed shall not be considered an alteration and shall be processed as a new formal subdivision or short subdivision depending on the number of lots being created. EXCEPT, if a condition or restriction on the original plat would prohibit such a change, then the plat alteration process must first be completed before a new subdivision may be sought.

B. Application A request to alter a recorded plat shall be submitted on official forms prescribed and provided by the Department along with the applicable fees.

1. The application shall contain the signatures of the majority of those persons having an ownership interest of lots, tracts, parcels, sites, or divisions in the subject subdivision or portion to be altered.
2. If the subdivision is subject to restrictive covenants which were recorded at the time of the approval of the subdivision, and the application for alteration would result in the violation of a covenant, the application shall contain an agreement signed by all parties subject to the covenants providing that the parties agree to terminate or alter the relevant covenants to accomplish the purpose of the alteration of the subdivision or portion thereof.
3. If the application seeks to extinguish or alter an easement established by a dedication, the application must contain an agreement for the release or alteration of the easement by all of the owners or the easement.

C. Notice

1. Complete Application. After the City has determined the application is complete, the City shall issue a notice of the complete application. This notice shall: ~~as provided in SMC 20.30.120 utilizing the methods specified in Table SMC 20.30.050. In addition, the notice shall:~~

1. Be provided by regular U.S. mail to all owners of property within the subdivision as provided in RCW 58.17.080 and 58.17.090; and
2. Establish a date for a public hearing or provide that a hearing may be requested by a person receiving notice within 14 calendar days of receipt of the notice. The cost of the public hearing shall be the responsibility of the applicant for the plat alteration.

2. Public Hearing. If a public hearing is timely requested, notice of the public hearing shall be provided as set for in SMC 20.30.180.

D. Review Criteria

1. Decision-making authority.
 - a. Director. Applications for a plat alteration are a Type B action and shall be administratively reviewed by the Director unless a public hearing has been timely requested as provided in SMC 20.50.425(C)(2) or the City determines that a public hearing is in the public interest, in which case it is a Type C action.
 - b. Hearing Examiner. Applications for a plat alteration for which ~~if~~ a public hearing has been requested are a Type C action. ~~An open record public hearing before the hearing examiner shall be held and the hearing examiner shall issue a decision.~~
2. The decision-making authority shall review the submittal materials and may approve or deny after a written determination is made whether the public use and interest will be served by the alteration and whether the alteration satisfies the review criteria set forth in SMC 20.30.410(B).
3. In any written determination approving an alteration:
 - a. If any land within the alteration is part of an assessment district, any outstanding assessments shall be equitably divided and levied against the remaining lots, parcels, or tracts, or be levied equitably on the lots resulting from the alteration.
 - b. If any land within the alteration contains a dedication to the general use of persons residing within the subdivision, such land may be altered and divided equitably between the adjacent properties.
4. The Director's decision is final unless appealed to the hearing examiner as provided in Section F below. The hearing examiner's decision on a plat alteration ~~for which~~ ~~a public hearing was requested~~ is final and may be

appealed to superior court pursuant to chapter 36.70C RCW Land Use Petition Act.

E. Recording of Alteration No later than thirty (30) calendar days after approval of the alteration, the applicant shall produce a revised drawing or text of the approved alteration to the plat, conforming to the recording requirements of Chapter 58.17 RCW and processed for signature in the same manner as set forth for final plats in this chapter. The applicant shall file, at their sole cost and expense, the revision approved by the alteration to the plat with the King County Recorder to become the lawful plat of the property.

F. Appeal

1. The Director's decision on a plat alteration where no public hearing was held may be appealed to the hearing examiner as provided in SMC 20.30 Subchapter 4 General Provisions for Land Use Hearings and Appeals.
2. The Hearing Examiner's decision shall be final on an appeal of the Director's decision on a plat alteration.
3. The final decision of the Hearing Examiner may be appealed to superior court pursuant to chapter 36.70C RCW Land Use Petition Act.

CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Discussing Fircrest Master Plan and Underutilized Property Land Use Options
DEPARTMENT:	City Manager's Office Planning and Community Development
PRESENTED BY:	Nathan Daum, Economic Development Manager Rachael Markle, Planning and Community Development Director
ACTION:	<input type="checkbox"/> Ordinance <input type="checkbox"/> Resolution <input type="checkbox"/> Motion <input type="checkbox"/> Public Hearing <input checked="" type="checkbox"/> Discussion

PROBLEM/ISSUE STATEMENT:

The Fircrest Campus is a 92-acre Washington State-owned site in Shoreline, upon which the Fircrest School, one of four Residential Habilitation Centers (RHCs) in the State, is located. Washington State House Speaker Frank Chopp intends to submit legislation, through the Capital Budget process, during the 2019 State Legislative Session to repurpose some of the Fircrest Campus property for affordable housing. Based on early work by the Washington State Department of Social and Health Services (DSHS) as part of its Master Development Plan permit process, DSHS has excluded approximately ten to eleven acres of property on the south-west corner of the Fircrest Campus. The reason for this exclusion is that DSHS has not determined how the property is needed for the continued operation of the Fircrest School RHC.

Speaker Chopp held a meeting with Mayor Hall in late 2018. At that meeting, the Speaker indicated that he intends to find a way to use this underutilized area of property for affordable housing, specifically at an income threshold of 80% of Area Median Income and lower. Speaker Chopp wanted to understand the City's priorities and how the City could participate as a partner with the Speaker's Office and other State Agencies to make this affordable housing objective happen. The Speaker indicated his willingness to include a dedication of land to the City for community recreational purposes and potentially some capital dollars to support the City's recreational needs.

The City's role, if the Council chooses, would be to consider how best to move forward with land use and a development process for the underutilized property. This could range from asking the State to utilize the Master Development Plan process as provided in SMC 20.40.045 for the Fircrest Campus or by having the City lead a rezoning process, much like was done for the light rail station areas. Tonight, staff will present various options on how the City can work with the State to address the State's interests in repurposing portions of the Fircrest Campus for affordable housing and recreation and direction on how staff should proceed.

Staff has identified the following four questions to help facilitate Council's discussion:

1. ***Does the City Council want to make any changes to current policies that apply to development alternatives and priorities for underutilized property at the Fircrest Campus?***
2. ***Is Council comfortable with the current development regulations that apply to Campus Zones, and specifically to development of the Fircrest Campus?***
3. ***Does Council support continued engagement with State Agencies and the State Legislature in evaluating opportunities for development of underutilized property at Fircrest?***
4. ***Does Council have a preference for the role that the City could play in determining land use plans for underutilized properties at Fircrest?***

RESOURCE/FINANCIAL IMPACT:

This item has no direct financial impact at this time. Depending on the direction provided by the City Council, there could be financial and staff resources needed in the future.

RECOMMENDATION

Staff recommends City Council confirm its support for continued negotiations related to development opportunities for the Fircrest Campus that are aligned with the City's long-standing policy goals and direct staff to bring back a final recommendation on the best way to accomplish the City's policy goals regarding the Fircrest Campus and the stated goals of House Speaker Chopp to include affordable housing as part of the development of the Fircrest underutilized property.

Approved By:

City Manager ***DT***

City Attorney ***JAT***

BACKGROUND

The Fircrest Campus is an approximately 92-acre Washington State-owned site, upon which the Fircrest School, one of four Residential Habilitation Centers (RHCs) in the State, is located. The Fircrest School site is comprised of approximately 84 acres, with the remaining eight acres under the ownership of the Washington State Department of Health (DOH) and is used for a public health laboratory. The Fircrest School RHC is operated by the Washington State Department of Social and Health Services (DSHS).

Fifty-two (52) acres of the Fircrest Campus is owned by the Washington State Department of Natural Resources (DNR) for the Charitable Education, Penal and Reformatory Institutions (CEP&RI) Trust. This trust land must be managed for the trust beneficiaries, and the trust (through DNR) currently leases this portion of the Campus to DSHS for the Fircrest School. The current lease expires on June 30, 2044. Per the lease agreement, "... the property is leased to DSHS for constructing, maintaining and operating the improvements For use to provide state-provided residential care, custody, or the treatment for the benefit of juveniles, the blind, deaf, mentally ill, developmentally disabled, or otherwise disabled...". Said use also includes on-campus housing for the School's residents. DSHS owns and manages the other 32 acres of the campus. This property ownership division is shown on Attachment A.

The entirety of the Fircrest Campus maintains a comprehensive plan land use designation of Institution/Campus and is zoned Campus (C). Pursuant to SMC 20.40.045, there are two C zones relevant to the Fircrest Campus. The eight (8) acres that is the Public Health Laboratory is zoned PHZ, with the balance of the Fircrest Campus zoned FCZ. SMC 20.40.150 (Attachment B) provides the list of allowed land uses in these two zoning districts. Multifamily housing is not currently one of the allowed uses.

In addition, SMC 20.40.045(C) states all development with campus zones are governed by a Master Development Plan (MDP) review pursuant to SMC 20.30.060 and 20.30.353.

The City also currently leases a portion of the southeast corner of the Fircrest Campus from DSHS for use as the Eastside Off-Lease Dog Area (EOLA). EOA is one of two year-round dog parks operated by the City.

The City rezoned the property to the west and south of the Fircrest Campus as part of Phase II, which unlocks in 2033, of the 145th Street Station Subarea Plan (Attachment C).

Shoreline Policy Statements Regarding Fircrest

The following information provides the City's current policy direction about the future of underutilized property on the Fircrest Campus.

Vision 2029 Framework Goal

The City of Shoreline's *Vision 2029* is the overall policy foundation for the City's Comprehensive Plan and the official document of the City Council's vision for the future of Shoreline. The framework goals were developed through a series of community

visioning meetings and open houses in 2008-2009. Illustrating its central importance to the community and its leadership, one of the 18 Framework Goals adopted as part of *Vision 2029* is dedicated to the Fircrest Campus:

- Framework Goal: “Encourage Master Planning at Fircrest School that protects residents and encourages energy and design innovation for sustainable future development.”

From this foundational vision document, a number of more specific City of Shoreline policy statements and actions followed.

Shoreline Comprehensive Plan

The City of Shoreline Comprehensive Plan references Fircrest numerous times, recognizing its important contribution to the mix of supportive housing and services in the community, and adding specific language reflecting the community’s priorities for future redevelopment potential of underutilized property (**emphasis** added):

- *Land Use Goal #30*: Evaluate property along transportation corridors that connects light rail stations and other commercial nodes in the city, including Town Center, North City, **Fircrest**, and Ridgecrest for multi-family, mixed-use, and non-residential uses.
- *Economic Development Goal #30*: Unlock the **Fircrest** excess property to **create living-wage jobs** while respecting and complementing its existing function as a facility for people with disabilities.

City Council Annual Goal Setting Workshops

The economic potential of underutilized property at the Fircrest Campus has been a key priority for the City Council, and it has elevated over the years. In the Council’s Goals for 2007-2008 and 2008-2009, the Council had a goal to “Develop a Fircrest Master Plan in partnership with the State.” In the Council’s Goals for 2010-2011, the Council had a goal to “Expand Economic Development opportunities in Shoreline,” which included an objective to “explore development opportunities for any surplus property at the Fircrest campus with the State of Washington.” Finally, as a part of Council’s Goals for 2018-2020, the Council has a goal to “Strengthen Shoreline’s economic climate and opportunities,” which includes the commitment to identifying appropriate new industries for Shoreline.

2018-2023 Economic Development Strategic Plan

The City Council reviewed the 2018-2023 Economic Development Strategic (EDS) Plan during their 2018 Goal Setting Workshop. The EDS Plan specifically identifies four City-Shaping Areas that will be the focus of concerted Placemaking Projects designed to trigger large-scale redevelopment and growth. The Fircrest Campus is one of the four and the EDS Plan reads as follows:

- *Unlock the Fircrest Surplus Property* – establishing new uses and industries that create hundreds of new Shoreline-based jobs and economic opportunities

Parks, Recreation, and Open Space (PROS) Plan

The City of Shoreline's adopted PROS Plan Strategic Action Initiative 7 - *Ensure Adequate Park Land for Future Generations* - sets limited targets for acquisition of five new acres of park land by 2023 and an additional 20 acres by 2030. The strategy specifically calls for the identification of "underutilized public land that may be designated to serve a park and open space purpose." The full PROS Plan can be viewed at the following link:

<http://cosweb.ci.shoreline.wa.us/uploads/attachments/par/prosplan/Final/2017-2023PROSPLAN.pdf>.

In addition, Goal 4 of the PROS Plan is to "Establish and strengthen partnerships with other public agencies, non-governmental organizations, volunteers and City departments to maximize the public use of all community resources". This goal includes an Implementation Strategy to "Encourage the Fircrest Administration to enhance the community use of the Fircrest Campus."

DSHS Master Plan Process

At the direction of the Washington State Legislature, DSHS has conducted three phases of master planning for the Fircrest Campus. Phase I of the master planning process was completed in 2008. It concluded that 20.3 acres were surplus to the needs of the Fircrest School and recommended a "hybrid option" for development with a mix of uses such as a mixed-use residential neighborhood with a variety of unit types for all income levels as well as maintaining an open space area adjacent to Hamlin Park. Phase II was completed in 2010, which furthered the concept of the hybrid option and included such things as affordable housing, smart growth principles, and sustainable development.

Phase III was completed in 2017 and resulted in the Fircrest School Campus Master Plan Phase III Report (Attachment D), authored by DSHS and the consulting firm AHBL. The Phase III report provides information about how DSHS could consolidate and shrink the footprint of the Fircrest School on the campus and have additional surplus property remain for re-purposing. A proposed Phase IV, as identified in the Phase III Report, identifies a formal Master Development Plan that the State would produce to be submitted to the City as required by the Shoreline Development Code.

The Phase III Report identified two master plan alternatives for consideration by the State: Alternatives A.1 and A.2. Maps of the two alternatives can be found on Pages 56 and 57 of Attachment D with a listing for modifications and improvements on Page 58.

Current Master Development Plan Process and State Capital Budget

DSHS began working on an MDP for part of its Fircrest property in September 2018. DSHS held initial community meetings in October and November 2018. At these meetings, DSHS shared updated Concept Plans with three alternatives (Attachment E). These plans were significantly different from those in the Phase III Report, as the new Concept Plan alternatives do not have a Community Recreation Area identified and the Nursing Program is now targeted to occupy the north-west section of the Fircrest Campus. These Concept Plan Alternatives also exclude approximately ten to eleven acres, at the south-west corner of the campus, from the current MDP process. This is a section currently owned by DNR and part of DSHS's lease. DSHS has indicated that this portion of the campus is being excluded from the current MDP process as DSHS

has not determined how/if this property will be needed for the future operation of the Fircrest RHC. Within the current MDP, DSHS has identified some areas of the campus for “future uses” which include approximately twelve acres at the north-east corner (Area 1A and North Campus) and 4.4 acres (Area 5) at the south-east corner as shown in Attachment E. The City currently leases two acres of Area 5 for one of its off-leash dog parks, the Eastside Off Leash Area.

DSHS has submitted a capital request to the State to replace the Nursing facilities (Area 1B, Attachment E). The Governor’s proposed budget includes \$100M for design and construction of these facilities. Ultimately the Legislature will need to determine if this level of funding is approved.

The Governor’s budget also included some items not requested by DSHS including funding for pre-design work regarding the siting of Behavioral Health Facilities (BHF). A BHF is a state-owned and state-run community-based mental health facility providing services for clients that currently are (or would theoretically be in the future) served by Western and Eastern State Mental Health Hospitals (Hospitals). The Governor’s proposal would reduce clients in the Hospitals that are civil in nature, leaving the “forensic” cases coming from the criminal justice system and the more complex civil cases at the Hospitals. The Governor’s budget proposal calls for nine community based BHFs, of which four would be located on existing DSHS properties and four or five others on non-DSHS properties. DSHS indicated that locations will be evaluated for placement of BHFs of three potential sizes: 16-bed, 48-bed, and/or 150-beds.

The location of the Governor’s requested BHFs has not yet been decided but, DSHS expects that the Fircrest Campus could be considered. Thus, it is for this reason DSHS has put the current MDP process on hold. DSHS indicated that if the Fircrest Campus is considered, then DSHS would anticipate that the focus would be on Area 5 (Attachment E) of the Fircrest Campus for either a 16-bed or 48-bed facility. The south-west corner would be the only area on the campus to support a 150-bed facility. DSHS has also indicated that if Area 5 is not considered for siting of a BHF, then it is likely that this area could be determined to be surplus for the long-term operation of the Fircrest RHC. It is likely that DSHS will not know until the end of the 2019 legislative session if the State Legislature will fund the proposed pre-design work in whole or part and what properties will be included in the analysis.

On January 14, 2019, City Staff held a phone conference with Governor Inslee’s Senior Advisor for Behavioral Health Integration, Rashi Gupta, and Jason McGill, Senior Advisor for Health. The purpose of this phone conference was to discuss the Governor’s proposal and what this could mean for Fircrest. Both indicated that it would be up to the Legislature to determine how the Governor’s proposal would move forward. City staff took the opportunity to share the City’s current partnership with King County, Catholic Housing Services, and Community Psychiatric Clinic for siting 100-units of permanent housing and on-site behavioral health clinic at 198th/Aurora. In addition, City staff noted concerns the Shoreline community could raise if a BHF were considered at the Fircrest site given the proximity to Shorecrest High School and Kellogg Middle School. City staff denoted that if a BHF is combined with impacts of redevelopment of the south-west corner of the property community sentiment regarding the changes could become more negative. The message was intended to convey that Shoreline is a

strong partner in being part of the regional solution, but the City wants the State to consider the cumulative actions and the potential for community push-back that may create barriers for continued collaborative, solution-based actions.

Recent Engagement with the State Regarding Underutilized Fircrest Property

In August 2018, Washington State House Speaker Frank Chopp initiated contact with Mayor Hall and City staff regarding opportunities on the Fircrest Campus. The Mayor and staff subsequently met with Speaker Chopp in September 2018 to discuss Fircrest. Speaker Chopp intends to submit legislation, as part of the State's capital budget, during the 2019 State Legislative Session to repurpose property at Fircrest for affordable housing (specifically at an income threshold of '80% of Area Median Income and lower').

As DNR manages the State's CEP&RI trust lands the Speaker's Office will need to address any DNR trust restrictions that may be impacted by the repurposing of land for affordable housing or for other uses. Also, to facilitate the building of affordable housing, the Speaker indicated that the legislation he will submit this year would likely transfer property to another entity (city, non-profit, etc.) that would be responsible for building and managing the housing.

Speaker Chopp's staff identified the south/west half of the Fircrest Campus along 15th Avenue NE as the likely location for the desired affordable housing, which is part of the portion of the property owned by DNR and leased to DSHS. Originally it was thought that Speaker Chopp was looking to repurpose approximately 15-17 acres of the Fircrest Campus but, given that DSHS has drawn the MDP line south of the current Activities Building, the available acreage is closer to ten to eleven acres.

The Speaker is interested in maximizing the number of affordable housing units that could be built in this area of the Fircrest Campus. City staff has continued to advocate for mixed-market housing, which is reflective of the City's adopted housing policies. Also, there have been some successful developments built by others such as New Holly, Greenbridge, and the Yesler Terrace redevelopment which includes mixed-market housing. In the most recent discussions with the Speaker's staff, they have indicated a desire of at least 400 housing units to accommodate a significant number of affordable units. DSHS has raised concerns with the Speaker's intent to put significant housing development in proximity to the Fircrest RHC, with concerns of how this could impact the safety of the residents.

The Speaker's Office has been working with Enterprise Community Partners and GGLO Design to right-size housing options, along with opportunities to further Shoreline's policies of job development on the site currently excluded from DSHS's MDP process. The Speaker's Office's most recent conceptual layouts include 320 to 445 housing units, an early education center (pre-school) and 107,500 square feet of office/commercial space. These conceptual plans do not include a significant area for community recreational opportunities, but City staff have asked them to look at 1.2- to 1.5-acre area that could be used for a neighborhood park area.

DISCUSSION

Releasing DNR Property from DSHS Lease

To put underutilized DNR Trust property into active use, DSHS would notify DNR that DSHS wishes to release the southwest corner of the Fircrest property from the existing lease. Once DSHS requests a lease amendment to release this portion of the property, DNR can then proceed with the necessary documentation to amend the lease and survey the subject property. Once the southwest corner is released, DNR would need to determine how best to move forward with development of the property.

DNR does not hold land that will be used for residential purposes and, therefore, DNR would likely either sell or trade property used for this purpose. In contrast, DNR does hold land used for commercial purposes and can execute 55-year commercial ground leases, such as the one that is currently executed between DSHS and DNR.

If the southwest corner is released from the DSHS lease and approved for development, DNR can then, depending on the type of development, market the subject property for sale, exchange, or retain ownership for ground leasing opportunities on behalf of the beneficiary. Should a sale or exchange result, a full market appraisal at highest and best use valuation, is required.

An exchange involving state trust lands is statutorily guided by RCW 79.17.010, specifically, Sections (1) (e) and (1)(f), and Section (2), and be a two-party or three-party transaction. The properties involved must be like-for-like and/or possess similar land use characteristics. DNR cannot accept cash ('boot') in an exchange but can add 'boot' to balance the values of each asset, at the close of the transaction. Each asset involved in the exchange is appraised at current market value, for highest and best use.

Whether selling or exchanging property, market value appraisals are performed by independent, WA Certified Appraisers, under contract to DNR. Each appraisal document is reviewed by another independent, WA Certified Appraiser to ensure compliance with state and national performance standards. Each exchange transaction, inclusive of appraisals, is approved solely by the Board of Natural Resources - the governing body of DNR Trust Lands.

A real estate analysis is being prepared by DNR's Chief Appraiser, and is expected to be completed by Monday, February 11, 2019.

Commercial Uses

The Board of Natural Resources is charged with maximizing economic development potential of those Trust Lands through Forestry and Commercial Properties. Forestry is typically directly managed with DNR staff and equipment, while DNR Trust Commercial Properties are typically marketed to developers for a long-term ground lease. The DNR Commercial Real Estate Program raises about \$10.5 million in revenue every year for state trust land beneficiaries. Commercial real estate properties represent an important part of the diversified asset portfolio that DNR manages on behalf of state trust land beneficiaries. DNR currently manages eight properties with commercial buildings, including retail businesses, commercial office buildings, and commercial warehouses. DNR also currently manages 26 ground leases where DNR owns the underlying land.

Improvements (buildings and other infrastructure) on those lands become the property of DNR upon termination or early expiration of the lease.

City's Participation

The primary purpose for tonight's discussion is for staff to understand City Council's preference for the role, if any, that the Council would like the City to play in identifying uses for any underutilized properties at the Fircrest Campus. Staff has identified four primary ways (Options A-D) in which the State, future property owners, or the City could be involved in determining uses and/or zoning of the Fircrest Campus.

Option A: Master Development Plan

The DSHS and/or DNR can apply for a Master Development Plan permit. This is the process that DSHS is currently using and DSHS could determine to include the property in their current MDP. Or, in the alternative, DSHS and DNR could jointly file for an MDP or DNR could move forward with a separate MDP if DSHS relinquishes its lease of the property at the south-west corner.

The Master Development Plan permit process is only utilized in the City's Campus zoning districts. The reasoning behind this was to encourage the City's large institutions located on campus-like properties - Fircrest, Washington State Health Lab, CRISTA Ministries, and Shoreline Community College - to prepare and submit for review and approval by the City, long range development plans. As previously stated, the City's comprehensive plan land use designation for these institutions is "Campus."

The implementing zoning district for the Campus land use designation is the campus zones. The purpose of the campus zones, as stated in SMC 20.40.045, "is to provide for the location of charitable, educational, health, rehabilitative and ancillary or compatible uses to the primary institutions located on the same site." The Fircrest Campus is zoned – Fircrest Campus Zone (FCZ). SMC 20.40.150, the Campus Uses Table, includes the uses that were existing at the Fircrest Campus when the City adopted the Campus zoning. These are the only uses permitted on the Fircrest Campus.

Any property zoned Campus requires a Master Development Plan permit to redevelop or develop. New use(s) may be allowed on the Fircrest Campus if approved through a Master Development Plan permit and with a concurrent amendment to SMC 20.40.150 Campus uses.

The purpose of the Master Development Plan permit is to define the development of property zoned campus "in order to serve its users, promote compatibility with neighboring areas and benefit the community with flexibility and innovation." A Master Plan is defined as "A plan that establishes site-specific development standards for an area designated campus zone or essential public facility as defined in the Comprehensive Plan. Master development plans incorporate proposed development, redevelopment and/or expansion of uses as authorized in this Code."

Master Development Plan Permit Process – SMC 20.30.353

A Master Development Plan permit is a Quasi-Judicial decision (Type C) process. The preparation of the Master Development Plan and environmental analysis are the responsibility of the applicant. The applicant pays the City the following fees to review the Master Development Plan and environmental analysis: Master Development Plan permit fee is \$29,353; and State Environmental Policy Act (SEPA) review may be limited to SEPA Checklist process \$4,635 up to an Environmental Impact Statement review \$8,033. The target time limit for reaching a decision on a Master Development Plan permit is 120 days.

A Master Development Plan permit requires more public outreach than the other Type C actions. Specifically, the Master Development Plan includes an “Early Community Input meeting” that requires notification of property owners located within 1,000 feet of the proposal per SMC 20.30.353(F).

MDP Development Standards

Per SMC 20.30.353 (D), a Master Development Plan must also adhere to the following development standards:

1. Density is limited to a maximum of 48 units per acre;
2. Height is limited to a maximum of 65 feet;
3. Buildings must be set back at least 20 feet from property lines at 35 feet building height abutting all R-4 and R-6 zones. Above 35 feet buildings shall be set back at a ratio of two to one;
4. New building bulk shall be massed to have the least impact on neighboring single-family neighborhood(s) and development on campus;
5. At a minimum, landscaping along interior lot lines shall conform with the standards set forth in SMC [20.50.490](#);
6. Construction of buildings and parking areas shall preserve existing significant trees to the maximum extent possible. Landscaping of parking areas shall at a minimum conform with the standards set forth in SMC [20.50.500](#);
7. Development permits for parking shall include a lighting plan for review and approval by the Planning Director. The lighting shall be hooded and directed such that it does not negatively impact adjacent residential areas;
8. The location, material, and design of any walkway within the campus shall be subject to the review and approval of the Planning Director; and
9. Where adjacent to existing single-family residences, campus roadways and parking areas shall be landscaped as much as possible in the space available to provide a visual screen. The amount and type of plant materials shall be subject to the review and approval of the Planning Director.

These standards may be modified to mitigate significant off-site impacts of implementing the master development plan in a manner equal to or greater than the code standards.

Decision Making Process

The Hearing Examiner conducts the open record public hearing and is the decision-making authority. The Hearing Examiner’s decision is based on whether the applicant’s Master Development Plan meets the following decision criteria set forth in SMC 20.30.353(B):

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 policies 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 critical areas regulations, Chapter [20.80](#) SMC, Critical Areas, or Shoreline Master Program, SMC Title [20](#), Division II, if critical areas or their buffers are present or project is within the shoreline jurisdiction and applicable permits/approvals are obtained.
4. The proposed development uses innovative, aesthetic, energy-efficient and environmentally sustainable architecture and site design (including low impact development 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, facade breaks, roofline variations) and site design standards, landscaping, provisions for open space and/or recreation areas, retention of significant trees, parking/traffic management and multimodal transportation standards that minimize conflicts and create 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.

Pros/Cons of Master Development Plan

Pros:

- The State takes full ownership of proposing uses and development standards for the Fircrest campus.
- The State is responsible for all costs associated with the preparation of the application such as design work, environmental analysis, traffic analysis, public process; and is responsible for funding the City's review of the MDP application.

Cons:

- The State has attempted to complete an MDP four (4) times in ten (10) years and has not completed an MDP application.

- The development standards for MDPs may limit redevelopment, especially the provision that limits density to 48 units per acre. Depending on the perspective of a stakeholder of the process this may be a benefit or a barrier.
- The MDP is flexible to a point. Minor amendments are allowed but have not covered all requested changes for other Campus' uses. The MDP typically limits uses and the scale of development. Most notably, new uses may only be added through an MDP process concurrent with an amendment to SMC 20.40.150.

Option B: State Agency Initiated Comprehensive Plan and Concurrent Rezone

Being restricted to a Master Development Plan may be too limiting for a campus that is managed by more than one State agency with different missions. More flexibility and transparency may be achieved by designating and rezoning the property to a land use and zone that is compatible with the existing uses, anticipated future uses and surrounding uses. To address this, DSHS and/or DNR could apply for a Comprehensive Plan amendment and concurrent rezone of all or part to the area that currently comprises the Fircrest Campus.

Since the only implementing zoning district for the Campus land use designation is Campus, the Comprehensive Plan must be amended to change the land use designation allowing for rezoning of the property. Therefore, the process would be a Comprehensive Plan amendment with a concurrent rezone.

Comprehensive Plan Amendment Process

State law precludes a City from amending the Comprehensive Plan more than once a year with only a few exceptions. Applications to amend the Comprehensive Plan are accepted year-round with a deadline of December 1st of each year, or the next business day if December 1st falls on a weekend. Amendment applications received by the deadline are presented to the Planning Commission for a recommendation to the City Council and then to the City Council for a decision on whether to pursue the amendment. This process is called setting the annual Comprehensive Plan docket. While the City Council is not subject to the application deadline, it may only place amendments on the docket up to the time the final docket is set (generally in April of each year). The docket directs staff to expend resources to review, analyze and prepare a recommendation to the Planning Commission for each of the docketed amendments.

DSHS and/or DNR have missed the deadline for submitting a Comprehensive Plan amendment application for processing in 2019. The next opportunity for DSHS and/or DNR to submit a Comprehensive Plan amendment with a concurrent rezone would be by December 2, 2019 for processing in 2020. As stated above, the City Council can also add an item to the docket up until the final docket is set; the 2019 final docket has not yet been set (See Option C later in this report).

Comprehensive Plan amendments with a concurrent rezone are Legislative Decisions – Type L decisions. The Planning Commission conducts the public hearing and provides a recommendation to the City Council. The City Council is the final decision-making authority. The Planning Commission's recommendation and Council's decision are

based on the following decision criteria set forth in SMC 20.30.340(B) when considering the change in the land use designation:

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 subarea 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.

Concurrent Rezone

Staff would need to identify recommended zone(s) for the property. This likely would include zoning that would allow for mixed-use.

The Planning Commission's recommendation and Council's decision are based on the following decision criteria for an amendment to the Development Code (SMC 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.

In addition to mixed-use zones, another option could be to rezone to a Planned Area Zone (PA). SMC 20.40.050 Special Districts (A) states that: "The purpose of a PA is to allow unique zones with regulations tailored to the specific circumstances, public priorities, or opportunities of a particular area that may not be appropriate in a City-wide land use district." The City has one Planned Area labeled Planned Area 3 and applies to the Aldercrest School property. The establishment of a Planned Area to create a new unique zone would be done concurrently with the Comprehensive Plan Amendment process as previously described, with the City Council being the final decision-making authority.

Fees, Noticing, and Timing of Comprehensive Plan Amendment and Concurrent Rezone

If DSHS and/or DNR were to apply, the following fees are applicable to review the Comprehensive Plan amendment, rezone and environmental analysis: The permit fee for a site-specific Comprehensive Plan amendment with a concurrent rezone is \$20,598 and SEPA review may be limited to SEPA Checklist process \$4,635 up to an Environmental Impact Statement review \$8,033. A neighborhood meeting is required, and public notice is to be posted on site, in the newspaper and mailed to property owners within 500 feet of the subject property for the Notice of Application and Decision.

All docketed amendments for a given year must be processed together and would therefore be heard by the Planning Commission and decided up by the Council at the same time. The process takes generally a year with the Council making decisions regarding the annual Comprehensive Plan amendments in December.

Development Agreement

Another tool that could be used to help guide or restrict the development, to closer align with the City's Vision, is a Development Agreement. The Development Agreement could be a tool identified and required as part of the Comprehensive Plan amendments. SMC 20.30.355 states the purpose of a Development Agreement is: "To define the development of property in order to implement framework goals to achieve the City's adopted vision as stated in the Comprehensive Plan." Given that this is a contractual agreement, both the State and the City would need to be willing partners.

The Planning Commission conducts the public hearing and provides a recommendation to the City Council on the Development Agreement. The City Council is the final decision-making authority. The Planning Commission recommendation and the City Council decision are based on the following decision criteria in SMC 20.30.355(C):

1. The project is consistent with goals and policies of the Comprehensive Plan. If the project is located within a subarea plan, then the project shall be consistent with the goals and policies of the subarea plan.
2. The proposed development uses innovative, aesthetic, energy-efficient and environmentally sustainable architecture and site design.
3. There is either sufficient capacity and infrastructure (e.g., roads, sidewalks, bike lanes) that meet the City's adopted level of service standards (as confirmed by the performance of a transportation impact analysis) 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 development agreement, then the applicant must identify a plan for funding their proportionate share of the improvements.
4. 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 development agreement, then the applicant must identify a plan for funding their proportionate share of the improvements.
5. The development agreement proposal contains architectural design (including but not limited to building setbacks, insets, facade breaks, roofline variations) and site design standards, landscaping, provisions for open space and/or recreation areas, retention of significant trees, parking/traffic management and multimodal transportation improvements and other features that minimize conflicts and create transitions between the proposal site and property zoned R-4, R-6, R-8 or MUR-35'.
6. The project is consistent with the standards of the critical areas regulations, Chapter [20.80](#) SMC, Critical Areas, or Shoreline Master Program, SMC Title [20](#), Division II, and applicable permits/approvals are obtained.

Pros/Cons of Comprehensive Plan Amendment and Concurrent Rezone

Pros:

- Rezoning the Fircrest Campus instead of preparing a Master Development Plan permit would provide the State with more flexibility to plan and fund projects to support the agencies while providing the residents of Shoreline with the certainty

of the City's zoning and development standards. Experience working with the three property owners in the City that have Master Development Plans has demonstrated that Master Development Plans and budget allocations for a capital project do not always perfectly align. This has resulted in frustration and delays for funding and construction despite having processes for minor amendments to the MDPs.

- The State has attempted to prepare an application for an MDP at least three (3) times for the Fircrest Campus in the past ten (10) years and for largely political reasons has never applied. Rezoning may be the solution.
- If the State is the applicant for the Comprehensive Plan amendment and rezone, then the State initiates the change.
- As the applicant, the State is responsible for all costs associated with the preparation of the application such as design work, environmental analysis, traffic analysis, public process; and is responsible for funding the City's review of the rezone application.
- If the Fircrest Campus will be shifting some of the property for uses other than direct usage by State agencies, then it would be more transparent to subdivide and rezone that portion of the Campus to an applicable zone.

Cons:

- Rezoning the property may cause greater concern in the surrounding community due to a larger realm of possible uses, increased density, increased height and other development potential depending on the zone selected.

Option C: Council-Initiated Comprehensive Plan Amendment and Concurrent Rezone of All or Part of the Fircrest Campus

The City Council can initiate a Comprehensive Plan Amendment and/or a change in zoning as the City Council the authority to plan for and implement land uses within the City.

The process would be like that described in Option B but initiated by the City. There would be substantial costs to the City to complete the required environmental, public, and planning processes.

Pros/Cons of a Council-Initiated Comprehensive Plan Amendment and Concurrent Rezone

Pros:

- Rezoning the Fircrest Campus instead of preparing a Master Development Plan permit would provide the State with more flexibility to plan and fund projects to support the agencies while providing the residents of Shoreline with the certainty of the City's zoning and development standards. As stated previously, the City's experience working with the three property owners in the City that have Master Development Plans has demonstrated that Master Development budget allocations for a capital project do not always perfectly align. This has resulted in frustration and delays for funding and construction despite having processes for minor amendments to the MDPs.

- If the City Council directs that the Comprehensive Plan amendment with a concurrent rezone be added to the 2019 docket before it is finalized, the process may be completed in 2019. The State has missed the deadline for 2019 Comprehensive Plan amendments.
- DSHS has attempted to prepare an application for an MDP at least three (3) times for the Fircrest Campus in the past ten (10) years and for largely political reasons has never applied. Rezoning may be the solution.
- If the Fircrest Campus will be shifting some of the property for uses other than direct usage by State agencies, then it would be more transparent to subdivide and rezone that portion of the Campus to an applicable zone.
- If the City Council initiates the Comprehensive Plan amendment with a concurrent rezone, it could provide leverage for negotiations with the State for outcomes on the Fircrest Campus they fully align with the City's mission, vision and goals for the Fircrest Campus.

Cons:

- Instead of DSHS and/or DNR being responsible for all costs associated with the preparation of the application such as design work, environmental analysis, traffic analysis and public process; and the City's review of the rezone application; the City would be responsible for this work and associated costs.
- Rezoning the property may cause greater concern in the surrounding community due to a larger realm of possible uses, increased density, increased height and other development potential depending on the zone selected.
- If the City Council is the applicant for the Comprehensive Plan amendment and rezone, then the City takes the responsibility for initiating the changes which may or may not be controversial.

Option D: City-Initiated Comprehensive Plan and Development Plan Text Amendments Modifying Campus Land Use and Campus Zoning for Fircrest

Like Option C, the City Council could initiate a Comprehensive Plan amendment since DSHS and/or DNR have missed the deadline for submittal of a Comprehensive Plan amendment for processing in 2019. In conjunction with the comprehensive plan text amendments, the text and use table for the campus zoning would be amended.

Land Use Policy LU 21 in the Comprehensive Plan could be amended to change the process for allowing development on the Fircrest Campus. LU21 currently is as follows: "The Campus land use designation applies to four institutions within the community that serve a regional clientele on a large campus. All development within the Campus land use designation shall be governed by a Master Development Plan Permit. Existing uses in these areas constitute allowed uses in the City's Development Code. A new use or uses may be approved as part of a Master Development Plan Permit." This Comprehensive Plan policy could be amended to remove the requirement for a Master Development Plan Permit for the Fircrest Campus; and to redefine the allowed uses.

The Development Code could then be amended to reflect this policy change. Possible Development Code amendments would include:

1. Amending SMC 20.40.045 Campus Zones (C) to not require a master development plan for the Fircrest Campus;
2. Amending SMC 20.40.150 Campus Uses table to remove and add uses consistent with the City and State visions for the Campus; remove the requirement for a Master Development Plan permit and redefine uses as permitted, conditional uses, special uses or permitted with indexed criteria; and
3. Amend the “Note” below SMC 20.40.150 Campus Uses table to reflect the change in composition of the uses.

Fees, Noticing, and Timing of City Initiated Process

Comprehensive Plan and Development Code amendments are Legislative Decisions – Type L decisions. Unlike a comprehensive plan amendment which is limited to once a year, the timing of amendments to the Development Code is not statutorily restricted. For efficiency sake, both textual amendments could be processed concurrently and ensures consistency between the comprehensive plan and development regulations. The Planning Commission conducts the public hearing and provides a recommendation to the City Council, which is the final decision-making authority. The Planning Commission’s recommendation and the Council’s decision on the Comprehensive Plan amendment would be based on the following decision criteria:

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 subarea 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.

The Planning Commission’s recommendation and the Council’s decision on the Development Code amendment would be based on the following decision criteria:

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.

The timeline for this option would be tied to the Comprehensive Plan Amendment process. Therefore, this option could be completed within the year it is docketed.

Pros/Cons of a City-Initiated Comprehensive Plan and Development Plan Text Amendments

Pros:

- A legislative amendment to the uses and applicable development regulations for the Fircrest Campus zone instead of preparing a Master Development Plan permit would provide the State with more flexibility to plan and fund projects to support the agencies while providing the residents of Shoreline with the certainty of the City’s zoning and development standards.

- If the City Council directs that the Comprehensive Plan amendment with a concurrent amendment to the Development Code be added to the 2019 docket before it is finalized, the process may be completed in 2019. The State has missed the deadline for 2019 Comprehensive Plan amendments.
- DSHS has attempted to prepare an application for an MDP at least three (3) times for the Fircrest Campus in the past ten (10) years and for largely political reasons has never applied.
- If the City Council initiates the Comprehensive Plan amendment with a concurrent amendment to the Fircrest Campus Zone, it could provide leverage for negotiations with the State for outcomes on the Fircrest Campus they fully align with the City's mission, vision and goals for the Fircrest Campus.
- This option can be used to narrowly define the uses and standards that would apply on the Fircrest Campus as opposed to a rezone which includes a broad category of uses and development standards.

Cons:

- This option does not align with the intent of the Campus land use and zone. The Fircrest Campus would remain a Campus land use and zone and would largely not be subject to the provisions of the Campus zone.

It should be noted that with Options B, C or D, that a subdivision should occur to identify the portion of the Fircrest Campus that would be subject to the rezone.

SUMMARY AND COUNCIL DIRECTION

Staff is bringing this item to Council to better understand the Council's preference for the City's participation in discussions and actions that could lead to land uses, zoning, and/or development of underutilized property at the Fircrest Campus. The State and City Staff have not identified the preferred option from those listed previously in this report, as first City Staff need to understand Council's preference for City involvement. Staff is asking the Council to answer the following questions tonight:

- 1. Does the City Council want to make any changes to current policies that apply to development alternatives and priorities for any underutilized property at the Fircrest Campus?*** If Council is not comfortable with the current policies identified in the City's Comprehensive Plan, Economic Development Strategic Plan, or Council Goals regarding Fircrest, then Council should consider changes to provide clear direction to City staff on how opportunities at Fircrest should be approached.
- 2. Is Council comfortable with the current development regulations that apply to Campus Zones, and specifically to development of the Fircrest Campus?*** As discussed in this staff report there are processes to make changes if Council desires such changes.
- 3. Does Council support continued engagement with State Agencies and the State Legislature in evaluating opportunities for development of underutilized property at Fircrest?*** This may tie back to Council's responses to Question No. 1.

- 4. Does Council have a preference for the role that the City could play in determining land use plans for underutilized properties at Fircrest?** Council can provide direction to staff that the State should take the lead in determining how underutilized properties should be used and potentially developed at Fircrest (Options A – Master Development Plan or B- State Initiated Comprehensive Plan Amendment and Concurrent Rezone). The Council could also determine that there is benefit in the City taking a more active role and be comfortable with staff discussing City initiated options with the State, such as Option C – City Initiated Comprehensive Plan Amendment and Concurrent Rezone. Council may also want to identify any conditions that would go with the City taking a more proactive role in determining land use and potential development options for underutilized properties at Fircrest.

COUNCIL GOAL(S) ADDRESSED

This agenda item addresses City Council Goal 1: *Strengthen Shoreline's economic Climate and Opportunities*. Robust private investment and economic opportunities help achieve Council goals by enhancing the local economy, providing jobs and housing choices, and supporting the public services and lifestyle amenities that the community desires and expects.

RESOURCE/FINANCIAL IMPACT

This item has no direct financial impact. Depending on the direction provide by the City Council, there could be financial and staff resources needed in the future.

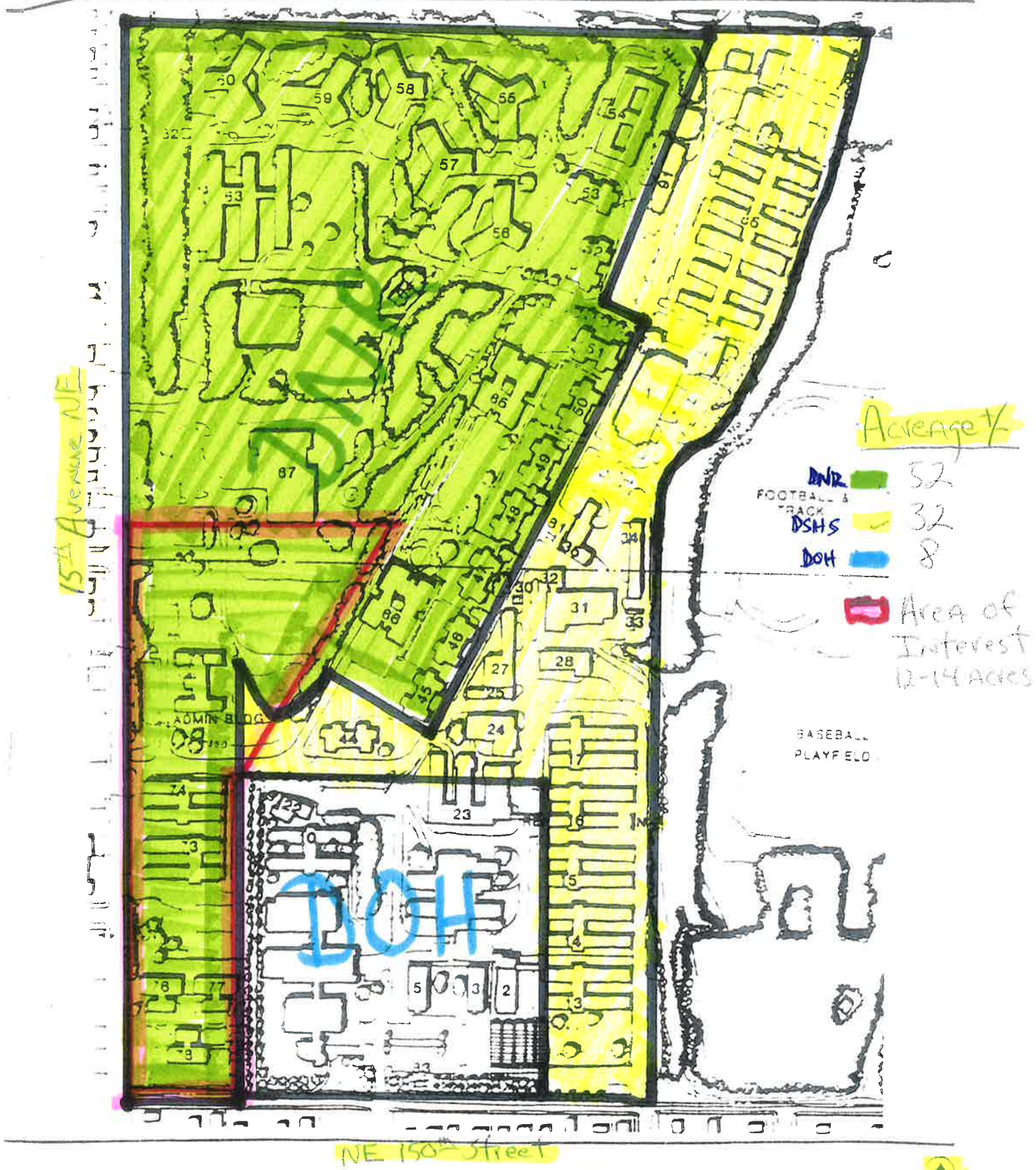
RECOMMENDATION

Staff recommends City Council confirm its support for continued negotiations related to development opportunities for the Fircrest Campus that are aligned with the City's long-standing policy goals and direct staff to bring back a final recommendation on the best way to accomplish the City's policy goals regarding the Fircrest Campus and the stated goals of House Speaker Chopp to include affordable housing as part of the development of the Fircrest underutilized property.

ATTACHMENTS

- Attachment A: Fircrest Ownership Map
- Attachment B: SMC 20.40.150 Use Table for Campus Zoning
- Attachment C: 145th Station Sub Area Zoning Map
- Attachment D: Fircrest School Campus Master Plan Phase III Report
- Attachment E: Fircrest Concept Plan Alternatives (Summer 2018)

SITE PLANS



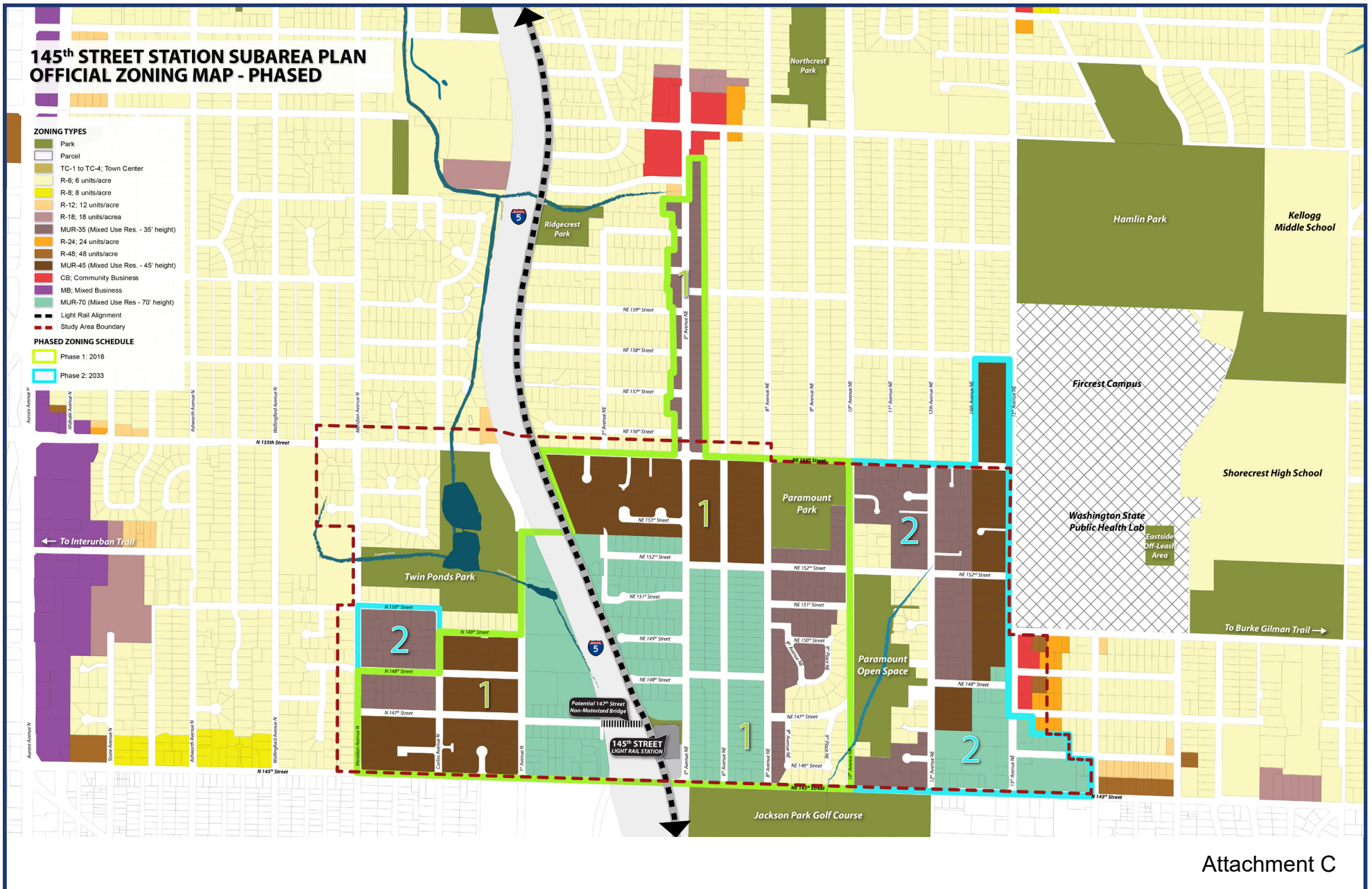
20.40.150 Campus uses.

NAICS #	SPECIFIC LAND USE	CCZ	FCZ	PHZ	SCZ
513	Broadcasting and Telecommunications	P-m			P-m
	Bus Base	P-m			P-m
	Child and Adult Care Services	P-m	P-m		P-m
	Churches, Synagogue, Temple	P-m	P-m		
6113	College and University				P-m
	Conference Center	P-m			P-m
6111	Elementary School, Middle/Junior, High School	P-m			
	Food Storage, Repackaging, Warehousing and Distribution		P-m		
	Fueling for On-Site Use Only		P-m		P-m
	Home Occupation	P-i	P-i		
	Housing for Disabled Persons	P-m	P-m		
	Library	P-m		P-m	P-m
	Light Manufacturing		P-m		P-m
	Maintenance Facilities for On-Site Maintenance	P-m	P-m	P-m	P-m
	Medical-Related Office or Clinic (including personal care facility, training facilities, and outpatient clinic)	P-m	P-m	P-m	P-m
	State Owned/Operated Office or Laboratory		P-m	P-m	P-m
	Outdoor Performance Center	P-m			P-m
623	Nursing Facility	P-m	P-m		P-m
	Performing Arts Companies/Theater	P-m			P-m
	Personal Services (including laundry, dry cleaning, barber and beauty shop, shoe repair, massage therapy/health spa)	P-m	P-m		P-m
	Power Plant for Site Use Power Generation Only		P-m	P-m	P-m

	Recreational Facility	P-m	P-m		P-m
	Recreation Vehicle	P-i			
	Research Development and Testing		P-m	P-m	P-m
	Residential Habilitation Center and Support Facilities	P-m	P-m		
6111	Secondary or High School	P-m			P-m
	Senior Housing (apartments, duplexes, attached and detached single-family)	P-m			
	Social Service Providers		P-m		P-m
6116	Specialized Instruction School	P-m	P-m		P-m
	Support Uses and Services for the Institution On Site (including dental hygiene clinic, theater, restaurant, book and video stores and conference rooms)	P-m	P-m	P-m	P-m
	Wireless Telecommunication Facility	P-i			P-i
<p>P = Permitted Use P-i = Permitted Use with Indexed Supplemental Criteria P-m = Permitted Use with approved Master Development Plan</p>					

Note: Other uses not listed in Table 20.40.150 existing within the campus zone as of the effective date of Ordinance No. 507 may be permitted as P-m through a Code interpretation.

(Ord. 824 § 1 (Exh. A), 2018; Ord. 762 § 1 (Exh. A), 2017; Ord. 731 § 1 (Exh. A), 2015; Ord. 507 § 4, 2008).



Attachment C

FIGURE 5-1: Adopted Zoning in the Subarea



FIRCREST SCHOOL

Campus Master Plan Phase III

2016-437 / June 30, 2017

Prepared for:

Department of Social and Health Services

Prepared by:

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Senator Maralyn Chase
Representative Cindy Ryu
Representative Ruth Kagi
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Dan Eernisse – Economic Development Manager
Eric Friedli – Recreation and Parks Director
Rachael Markle – Planning and Community Development Director
Steve Szafran – Senior Planner
Constance Perenyi – City of Shoreline Neighborhoods

Local community groups including but not limited to

Friends of Fircrest School,
The ARC of Washington State,
Shoreline Neighborhood Council,
Briarcrest Neighborhood Association, and
Ridgecrest Neighborhood Association

Department of Social and Health

Evelyn Perez, Assistant Secretary Developmental Disabilities Administration
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Department of Health

Terry Williams, Project Manager

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1.0 EXECUTIVE SUMMARY

The Fircrest School Campus is an approximately 90-acre State-owned property in Shoreline, Washington. The property is home to the Fircrest School which provides support to approximately 200 individuals with intellectual disabilities in a residential setting. The school programs include (i) long term nursing care for individuals with intellectual disabilities, (ii) intermediate care for individuals with an intellectual disability and (iii) an adult training program (ATP) for individuals with intellectual disabilities on campus. The campus includes several program and accessory operational buildings to support the Fircrest School function; several other buildings are located on the property that service a larger population such as the church, ATP building, and DSHS laboratories. The campus has a large number of mature trees and several forested areas.

- Under direction of the State Legislature, a 2010 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 property has several areas on the property that are underutilized by the Fircrest School function and provide substantial opportunities for future uses.
- This Master Plan explores alternatives to maintain the same level of service to Fircrest School residents through building improvements and construction options. Future development under the Master Plan is intended (a) to continue the long-term care for Fircrest School patients/residents and (b) to identify opportunity areas for future uses.

1.1 – PAST, PRESENT AND FUTURE PLANNING

Previous Work –Phase I & II

A Phase I Master plan was completed dated 1/24/08 in response to ESHB 1092, Section 2037 Chapter 520, Laws of 2007, (Capital Budget proviso), requiring the Department of Social and Health Services (DSHS) to complete a master plan of the portion of the Fircrest School campus not utilized by the Fircrest School or the Department of Health (DOH).

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 School 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.

Current Project –Phase III

This Master Plan updates the 2010 Fircrest School Campus Excess Property Master Plan by identifying the needs of the Fircrest School facility to determine its ability to efficiently implement the programmatic and preservation needs of the program, and develops a plan to systematically coordinate all capital projects at the facility over the next 10 years. This is essential to making sound decisions regarding all facilities work and coordinating work to be done in a logical, efficient sequence. The plan proposes a coordinated approach towards other major projects that will result in significantly improved facilities and improve operation efficiencies. The plan reduces the current number of buildings, building area, and campus area dedicated to the program, reduces operating costs and identifies space on the campus that could be utilized for future uses.

Future Project –Phase IV

Funding for the final Phase IV of this planning effort has been requested in the 2017-19 DSHS Capital Budget, and will be to advance the conclusions and recommendations from the previous phases to formally establish a Master Plan (with any needed zoning changes) with the City of Shoreline and receive formal approval from the Legislature. This plan will be the basis of all work on the campus moving forward.

1.2 – BUILDING ASSESSMENTS

PAT N – Nursing Program

The Fircrest School Residential Habilitation Center (aka PAT N) in Shoreline provides housing facilities for individuals with intellectual disabilities. The Fircrest School campus has six buildings totaling 83,200sf that provide long term nursing care for patients with developmental disabilities. Each building has the capacity for 16 residents. The buildings are sometimes referred to as the “Y” Buildings. Five of the buildings are used at any given time with one building being left vacant and available should one of the occupied buildings become unavailable. Opportunities exist to improve efficiency in delivering care to these patients by consolidating the program into one building (see cost option #3 below). By consolidating the program into one building, there is a space and cost savings over renovating the six “Y” buildings as each building requires duplicate spaces and staff for the patients it houses.

Program Certification: 93 residents

Current Facility:

- Six (6) individual “Y” Buildings
(Five in use, One reserve)
- 16 resident capacity each building

Needed Repairs:

- **Structural:** Does not meet seismic requirements, requires additional structural elements
- **HVAC (heating):** New boilers in each building basement; no damper controls to adjust air volumes.
- **Plumbing:** Waste plumbing is deteriorating; there is also asbestos insulation on the above grade piping in the walls.
- **Fire Sprinkler System:** The buildings have fire sprinkler systems; the campus wide water system is not adequate to serve all six buildings.
- **Building Exterior:** The exterior windows are aluminum frame, single-glazed windows without thermal breaks; the windows need to be replaced in all six buildings.
- **Energy Code:** There is little to no insulation in the exterior brick walls and roof.
- **Building Functions:** The current buildings do not provide the number of toilets required. Separate buildings require separate staff.

Costs:

- **Option #1: Renovate the Existing “Y” Buildings (All 6 Buildings):**
Renovate existing 6 buildings: 83,200 SF @ \$225/SF = \$18,720,000
- **Option #2: Relocate Nursing Facility to Building #66 (Requires Construction of New ATP Building):**

Renovate Building #66:	51,650 SF @ \$200 /SF	=	\$ 10,330,000
Expanded First Floor	10,200 SF @ \$325 /SF	=	<u>\$ 3,315,000</u>
	TOTAL	=	\$ 13,615,000

- **Option #3: Construct a New Single Story Building on Campus:**

New Building:	39,650 SF @ \$325 /SF	=	\$ 12,900,000
Site Improvements:		=	<u>\$ 2,500,000</u>
		TOTAL =	\$ 15,400,000

PAT A – Residential

The Fircrest School campus also has 10 buildings that function as Intermediate Care Facilities for Individuals with Intellectual Disabilities (ICF/ID) (aka PAT A). These facilities are commonly referred to as ‘the cottages’. These facilities have 24-hour supervision, and medical/nursing services for Medicaid eligible clients who are in need of the active treatment services. They also provide individualized habilitative services that support and enhance individual skills and strengths for patients with intellectual disabilities. The facilities have a total of 160 beds, but currently house 133 patients with intellectual disabilities, which are considered full capacity. The ten buildings have essentially the same floor plan with some variations in the bedroom configurations.

Program Certification: 160 residents

Current Facility:

- 10 individual cottages
- 16 resident capacity each building

Needed Repairs:

- **Structural:** past roof leaking
- **HVAC (heating):** Heated from central steam plant, no thermostat controls (on OR off)
- **Plumbing:** Current issues with water heaters; reported issues with drinking water (bottled water is provided to residents)
- **Electrical:** buildings are served by a single emergency generator
- **Energy Code:** There is little to no insulation in the exterior brick walls and roof

Costs:

- **Option #1 / Address Deferred Maintenance and Construct One New Cottage:**

Remodel existing cottages:	\$65,000 x 10 cottages	=	\$650,000
Construct new cottage:	6,400 SF @ \$275 /SF	=	<u>\$1,760,000</u>
		TOTAL =	\$ 2,410,000

- **Option #2 / Address Deferred Maintenance and Reduce Census to Vacate One Cottage:**

Remodel existing cottages:	\$65,000 x 10 cottages	=	\$650,000
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ATP – Adult Training Program

The ATP Building provides Adult Training Programs for individuals with intellectual disabilities on campus. The 52,633 SF wood frame building was built in 1942 as a part of the original construction as a Navy hospital. A little over half of the building space is devoted to Adult Training Programs. Non-ATP office functions occupy the residual space.

Program Certification: 100 individuals

Current Facility:

- 1 Building \ 52,633-sf wood frame \ 1-Story
- Adult Training Programs PLUS misc. Offices

Needed Repairs:

- **Structural:** Does not meet seismic requirements, has open crawl space. Requires structural elements.
- **HVAC (heating):** Heated from central steam plant, no thermostat controls (on OR off).
- **Fire Sprinkler System:** The building does NOT have fire sprinklers.
- **Building Exterior:** Wooden exterior siding and asphalt shingles. Most windows are wooden, single-glazed.
- **Energy Code:** There is little to no insulation in the exterior walls and roof.
- **Building Functions:** Disjointed building configuration; houses ATP and misc. offices.

Costs:

- **Option #1 / Relocate ATP Operations to Building #66 (Requires Construction of New Nursing Facility):**

Renovate Building #66: 22,833 SF @ \$225 /SF = \$ 5,137,425

- **Option #2 / Construct New ATP Building (to Allow Relocation of Nursing Facilities to Building #66):**

New Building: 23,800 SF @ \$325 /SF = \$ 7,735,000

- **PLUS (in addition to Option #1 and #2 above)**

Relocate non-ATP Operations (to Building #65):

Renovate Building #65: 18,356 SF @ \$225 /SF = \$ 4,130,000

1.3 – MASTER PLAN ALTERNATIVES

The Fircrest School programs can be improved according to two distinct master plan alternatives. Both alternatives will consolidate the Fircrest School operations making way for excess property and future uses. Given the current building conditions and associated renovation challenges, these alternatives also assume that the existing 'Y' Buildings and ATP building are closed and eventually demolished.

Alternative A-1

The first alternative plans for PAT 'N' to be relocated to Building #66; this will include a complete building retrofit and an addition. The ATP operations will be moved to a new building in the northeast portion of the campus. The non-ATP functions (in the current ATP building) are planned to be located to the ground floor of Building #65. A new cottage will be constructed for the PAT 'A' program. (See Section 6.3)

Alternative A-2

The second alternative plans for the Adult Training Program (ATP) to be relocated to Building #66; this will include a complete building retrofit and using two floors. Like the first alternative, the non-ATP functions (in the current ATP building) are planned to be located to the ground floor of Building #65. The PAT 'N' program will be moved to a new building in the northeast portion of campus; this will be phased after the existing ATP is demolished. A new cottage will be constructed for the PAT 'A' program. (See Section 6.3)

2.0 MISSIONS & HISTORY

2.1 - AGENCY OPERATIONS

The Fircrest School Campus is currently managed by two state agencies: Washington State Department of Social and Health Services (DSHS) and Washington State Department of Natural Resources (DNR). Approximately 53 acres of the 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. This *Master Plan* does not change how the Campus is managed, however implementation would likely require changes to the lease agreements between DNR and DSHS. DOH has undertaken a separate master planning effort to plan for further growth of the Public Health Laboratory.

Fircrest School Residential Habilitation Center (RHC)

Washington's Enabling Act 10 provides for the establishment of a trust for the support of institutions such as those now managed by the Department of Social and Health Services and the Department of Corrections. The Enabling Act calls for the state support of such institutions by designating certain lands as Charitable, Educational, Penal and Reformatory Institutions (CEP&RI) trust lands and then using those lands to generate income for the institutions, for example through timber sales or agricultural leases. The Department of Natural Resources (DNR) manages the state's CEP&RI trust lands as well as other state trust lands. DNR has certain fiduciary duties with regard to how these trust lands are managed; in general, the lands are managed for the benefit of the beneficiaries of the trust.

Most trust lands provide support for their beneficiaries through the generation of income from the property. However, in this particular situation, one of the RHCs (Fircrest School) is actually located on CEP&RI trust land. The land at the Fircrest School site was originally designated as common school trust land, granted to the state through the Enabling Act for the support of the state's K-12 schools. Prior to World War II, the U.S. Navy took over the land to construct a hospital. After the war, the Navy conveyed the property to King County to use as a tuberculosis hospital. The state of Washington reminded King County that the property did, in fact, belong to the state, and the land was conveyed back to the state shortly thereafter.

Fircrest School opened on the site in 1958. The property was still, however, designated as common school trust land. To help remedy this situation, DNR and DSHS arranged for a land exchange, trading approximately 36 acres of the Fircrest School site for a large parcel of DSHS land west of the Lakeland Village campus in Medical Lake. In 1987, DNR exchanged the remaining 51 acres of common school trust land at Fircrest School for CEP&RI trust lands elsewhere in the state in order to change the trust designation of the Fircrest School land. So, while DSHS owns a portion of the Fircrest School site, the remaining portion (51 of the 87 acres) remains in CEP&RI trust status.

2.2 - AGENCY MISSION AND CORE OBJECTIVES

Department of Social and Health Services (DSHS)

As a Department, DSHS is tied together by a single mission: to transform lives. DSHS also has overarching visions that guide its work, with the goal that people are healthy, safe, and supported, and that taxpayer resources are guarded. Each administration within DSHS has a refined focus on this mission and vision.

Developmental Disabilities Administration (DDA)

The mission of DDA is to transform lives by providing support and fostering partnerships that empower people to live the lives they want. Fully realized, this creates the department's vision: Individuals with developmental disabilities will live in, contribute to and participate in their communities; will realize their greatest potential; and will be healthy and safe.

Residential Habilitation Centers (RHC)

Residential Habilitation Centers (RHCs) are large state-operated residential settings that provide 24-hour support and habilitation training. An RHC may be certified as an Intermediate Care Facility for Individuals with Intellectual Disabilities and/or licensed as a Nursing Facility. There are four RHCs in Washington State.

2.3 - PRIOR USES

The Fircrest School has been located the Fircrest School campus since 1959. Prior to that, the campus was home to a U.S. Navy Hospital in Seattle, established in 1942, and then a Tuberculosis Sanatorium, established in 1949. The DOH public health laboratory, which also currently occupies a portion of the campus, 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. The Fircrest School Nursing Home buildings ("Y" buildings") were built in the 1960s with a dormitory-style layout. The internal layouts of these buildings is inefficient for the delivery of services necessary for their use (i.e. wheelchair movement can be difficult on the sloped areas around the buildings). The existing Adult Training Program (ATP) building was built as part of the WWII Navy Hospital and has aged beyond its useful life.

Continued use of this layout during incremental changes to Campus buildings has resulted in redundant circulation and inefficient use of land. As the campus is improved in the future, there is opportunity to cure the somewhat awkward site layout and create a working facility that is conducive to its land uses and adopted program.



Figure 1: Fircrest Campus circa 1950



Figure 2: Fircrest Campus circa 2016

3.0 PROJECT OVERVIEW

3.1 - SCOPE OF STUDY

The project intent is to review the Residential Health Center operational needs and to identify potential modifications and efficiencies to better deliver patient service. It is anticipated that the current program operations do not require the total amount of land available on the campus, and that the area and nature of the buildings may not match the program needs. The Phase III Master Plan includes the following review components:

- analyzing the current operations of the Program,
- assessing how the program is delivered in the current facilities,
- evaluating the current facility needs of the program, and
- identifying possible facility changes.

The study then evaluates how the program may change in the upcoming years, and identifies how the facilities could be further modified to support these changes. The goal of the proposed changes to buildings and land use is to identify a consolidated footprint for the program that meets its needs and is cost effective to operate. Land and buildings not needed for the current and future program operations, will be evaluated for possible alternative compatible uses that can generate income in support of the DSHS mission.

3.2 - PROJECT OBJECTIVES

This Master Plan serves to address the specific objects that will help guide future planning, funding, and operations on the property. In addition, this Plan may be used (i) to secure future land use entitlements with the City of Shoreline and (ii) to receive approval from the State legislature on the capital project needs for the next 10 years.

- Objective A - Improve the service and care for Fircrest School residents.
It is the desire of the Fircrest School Residential Habilitation Center to provide the upmost in care and service for the approximately 200 individuals with intellectual disabilities who reside at the Fircrest School campus. Through the selection of one of the master plan “alternatives” outlined in Section 6.3 of this *Master Plan*, improvements to existing buildings and infrastructure, the construction of new facilities, and improvements to the circulation and access of the Fircrest School campus seek to improve upon the care and service provided to the individuals who reside at Fircrest School.
- Objective B - Address building and service deficiencies.
Through this master planning process, deficiencies in the existing buildings and services provided at Fircrest School have been identified, and potential improvements have been evaluated in Part 5 of this *Master Plan*. Through the elimination of redundancies of services provided in multiple buildings, consolidation of facilities into fewer buildings, and enhancements to the site and circulation the Fircrest School can improve on its quality of care.

- Objective C - Identify potential programming and building operation efficiencies.
 Programming at the Fircrest School campus is one of the most crucial components of the care provided to the individuals who reside there. However, the campus is spread out and confusing and many of the areas of campus that could be providing beneficial programming (the recreation building, courtyard, trails, etc.) are underutilized and inaccessible to the residents. In addition, building operation efficiencies could be improved such that support services are consolidated into fewer buildings, and the circulation, parking and access to these buildings for staff and visitors is improved.
- Objective D - Build upon existing assets.
 The Fircrest School campus has many existing assets; this includes buildings, infrastructure, and natural areas. This objective will involve identifying existing buildings that have the potential to be repurposed to support new or expanded services. This also includes portions of the site that could be reassigned to third parties and other public purpose (e.g. the Chapel, the open space areas, etc.)
 The independent living cottages, while needing some improvements to layout and energy efficiency, are in good condition and are well equipped to serve those residents. Building 66, which mirrors building 65, the administration/medical services building, when renovated could be used as a replacement for the nursing facilities located in the "Y" buildings at the northwest end of campus.
- Objective E - Provide flexible site programming.
 One of the most attractive elements of the Fircrest School campus in regards to programming is the Adult Training Program (ATP) building. While this building has fulfilled its useful lifespan, a similar building could be constructed that provides programming for residents as well as vocational training for nonresidents in the Shoreline community. ADA and safety improvements should be made to the courtyard and trails to allow residents to fully take advantage of the campus and the natural beauty that this wooded site has to offer.
- Objective F - Identify excess properties.
 A major objective and component of this *Master Plan* is the consolidation of the Fircrest School buildings and programming to allow excess properties to be sold/leased out by the Washington State Department of Social and Health Services. The *Fircrest School Excess Property Master Plan* developed in 2010 identified excess properties, but fell short on the objective of addressing building and service deficiencies on the Fircrest School campus that could be improved through the consolidation of the campus and improving the efficiency of the support services and programming associated with the Fircrest School. By defining a "core campus" area for the Fircrest School, the master plan "alternatives" for the Fircrest School campus in Section 6.3 of this *Master Plan* identify excess property that may be sold or developed into complementary uses that can become an asset to the campus as well as the region.
- Objective G – Maintain current level of service for patient care.
 The project is intended to identify methods to maintain the current level of service for the Pat 'N', ATP, and Pat 'A' program through facility rehab, new construction, and/or repurposing existing structures.

3.3 - STAKEHOLDERS AND WORKING GROUPS

For this planning process, Department of Social and Health Services staff have been the primary stakeholder group identifying facility improvements needed for school buildings such that the schools programming can continue to function or can be improved. This group of staff comprises the “staff steering committee”, however, over the course of previous phases, a multitude of community groups, agencies and DSHS staff have been engaged in the planning for the Fircrest School and Fircrest School Campus. It is anticipated that a future phase will be explored to marry the findings of this *Master Plan* with previous planning efforts into a consolidated plan for the property; in that event, a broader stakeholders group will be convened.

Project Stakeholders

- Briarcrest Neighborhood
- City of Shoreline
- Department of Archeological and Historical Preservation (DAHP)
- Department of Ecology
- Department of Health
- Department of Natural Resources (DNR)
- Developmental Disabilities Administration (DD)
- Developmental Disabilities Council (DDC)/ Association of Retarded Citizens (ARC)
- Employees Unions
- Fircrest School
- Friends of Fircrest School (FOF)/ Action DD
- North Shore Water District
- Puget Sound Natural Gas
- Shoreline Neighborhood Council (NOC)
- Recreation Building Focus Group
- Ridgecrest Neighborhood
- Ronald Waste Water
- Seattle City Light
- Shoreline School District
- State/Legislative

**these stakeholders are identified as participants in past data gathering and campus planning efforts.

3.4 - PREVIOUS PLANNING INITIATIVES

The Fircrest School Campus as experiences multiple planning initiatives in the recent years; this *Master Plan* continues the planning focus. Thus far, two phases of planning for this project have been completed.

- PHASE I:** The first planning phase for this project occurred in 2007, culminating with a report to the Legislature being issued in January, 2008 that included a master plan for the portion of the Fircrest School Campus not utilized by the Fircrest School or the Department of Health. That plan focused on identifying new uses to be located on the excess property of the Fircrest School Campus, including a recommended “hybrid option” for development of the excess property with a mix of uses such as a mixed-use residential neighborhood with a variety of unit types for all income levels. Other uses proposed in this document include mixed-use residential uses above neighborhood-serving retail, market rate townhouses, governmental offices and public services. In addition, the recommended “hybrid option” also includes an open space area adjacent to Hamlin Park that would serve both Fircrest School residents and the broader community. Excluding land for new roads, under the recommended “hybrid option”, approximately 20.3 acres of land would be developable for new uses.



Figure 3: Previous Planning Phases

- **PHASE II:** A second phase of planning for this project occurred in 2008 following the report to the Legislature in Phase I, which was presented to the Legislature in January, 2010. This phase included a master plan that was prepared under the Legislatures direction to prepare a more detailed plan based on the “hybrid option” presented in Phase I. This Master Plan fulfills the Legislatures direction to focus on sustainability and community benefit. This plan includes provisions for green infrastructure, an emphasis on providing affordable housing on the excess property, use of smart growth principles and sustainable development techniques, in addition to creating a financial return from the sale/lease of the excess property to DSHS.
- **PHASE III:** This document constitutes the third phase of this project, which is intended to serve as a facilities *Master Plan* for the buildings and programs contained within the Fircrest School. Within this document, two master plan alternatives will be prepared for campus facilities improvements, including recommendations for relocating programs and improving the efficiency of campus buildings and operations. This document will also refine the excess property available on campus by focusing on improvements to buildings and circulation that helps to create a more efficient and sustainable campus. This document will provide the campus management and leadership group to make informed recommendations on future capital improvements and request specific funding.
- **FUTURE PHASE(S):** The subsequent phase(s) of this project will require a formal Master Development Plan to be submitted to the City of Shoreline, who has jurisdiction over the Fircrest School Campus, identifying permitted uses that may be constructed without the submittal of a conditional use permit as is currently required without an approved Master Development Plan.

4.0 FACILITIES & OPERATIONS ASSESSMENT

4.1 - CURRENT FACILITIES OVERVIEW

Fircrest School is a +/-90-acre State-owned property in the City of Shoreline, Washington. The Fircrest School Residential Health Center occupies approximately 83-acres and the Department of Health occupies the residual area.

Fircrest School provides support to approximately 200 individuals with intellectual disabilities in a residential setting. PAT 'N', which includes six buildings that provide long term nursing care for patients with developmental disabilities, is certified for 93 residents. PAT 'A', which includes 10 buildings that function as Intermediate Care Facilities for Individuals with Intellectual Disabilities (ICF/ID) is certified for 160 residents. Also included with the School is the ATP building which provides adult training programs for the individuals with intellectual disabilities on campus and has capacity for 100 residents and 25 staff.



Figure 4: Current Facilities Map

Neighborhood Context

The Fircrest School Campus is located in the City of Shoreline off of 15th Ave NE between NE 150th St and NE 160th St. This site is located in an urbanized area, adjacent to a major arterial street and served by bus transit, and adjacent to a large park and two schools. 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. It is important to consider the surrounding neighborhood context when exploring options for reuse planning on the site's periphery.

- **Southwest Corner:** There is a cluster of multifamily and limited nonresidential uses located at the intersection of 15th Avenue NE and 150th Street. Single-family homes are located on the blocks beyond.
- **Western Edge:** A mix of institutional (places of worship), multi-family and single-family are located cross 15th Avenue NE from the campus. The corridor transitions to single-family neighborhoods further to the west.
- **Eastern Edge:** The South Woods Park and Shorecrest High School immediately abut the campus to the west; these uses provide large spans of open space and tree canopies. The school has sports fields and recreational areas. More single-family residential neighborhoods are located further to the east.
- **Northern Edge:** Hamlin Park abuts the site to the north; the park has extensive tree canopies and some play fields and turf areas.



Figure 5: Regional Context Map

Land Use / Zoning

The existing zoning of the Fircrest School Campus is Fircrest School Campus Zone (FCZ). FCZ allows all existing uses on the Fircrest School 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 Laboratory Zone (PHZ), which is also a subzone of the Campus.

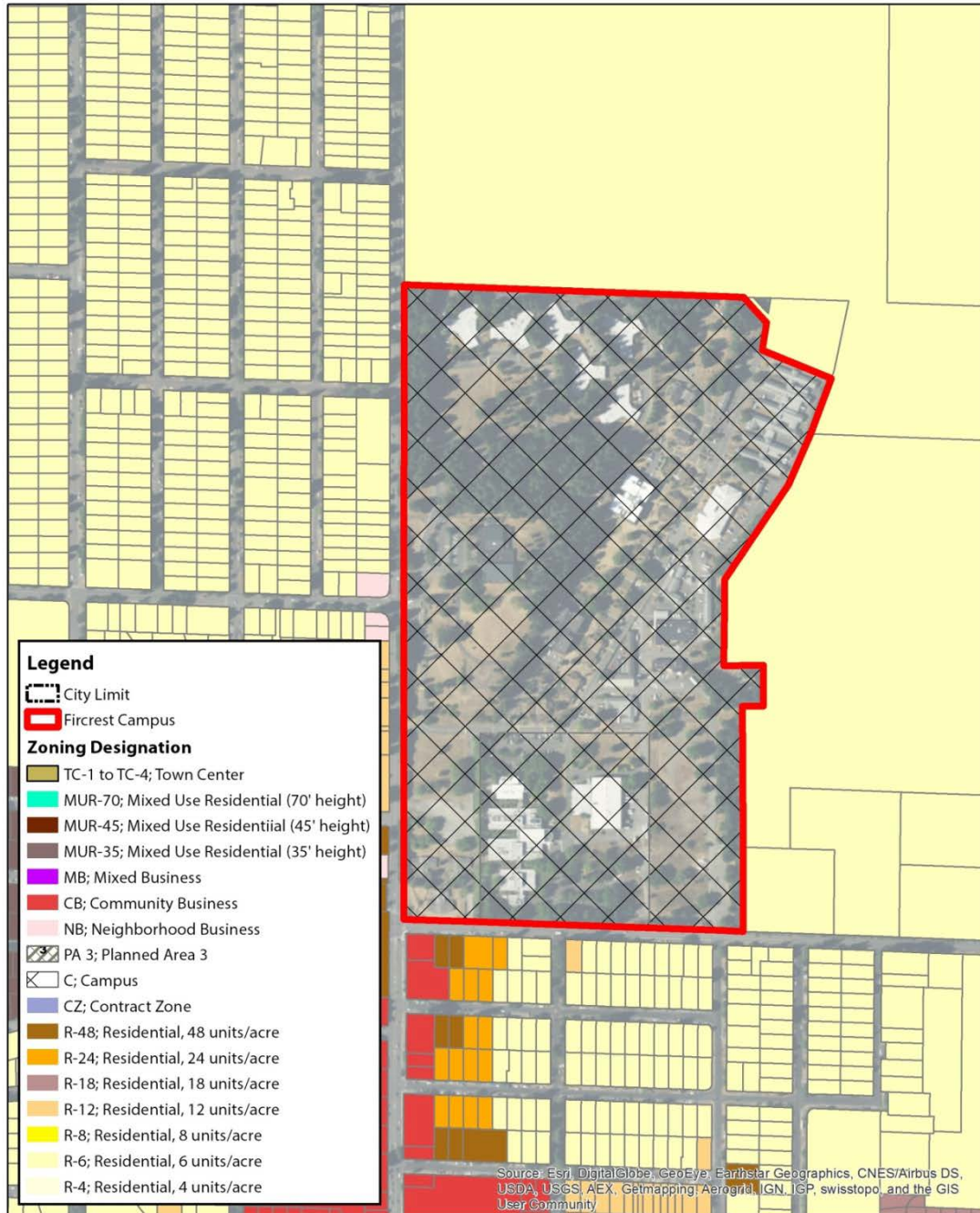


Figure 6: Fircrest Campus Zoning

Current Facilities and Uses

Current uses on the Fircrest School 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 no longer a part of the Fircrest School Campus and not a part of the site for this *Master Plan*. The DOH completed a master plan for their campus in 2010 and this *Master Plan* seeks to complement and build upon the uses currently existing as well as planned for the DOH campus property.

Fircrest School Campus Existing Facilities			
<i>Color Code</i>	<i>Facility / Operation</i>	<i>Building(s)</i>	<i>Uses/Description</i>
Yellow	PAT 'N' ("Y" Buildings)	55, 56, 57, 58, 59, 60	6 buildings used for nursing
Pink	Adult Training Program (ATP)	85, 86, 87, 88, 89, 90	52,633 SF, built in 1942
Blue	PAT 'A'	44, 45, 46, 47, 48, 49, 50, 51, 52, 53	10 Residential cottages
Lt Brown	Commissary	24	Campus receiving and distribution facility
Green	Steam Plant	28	Centralize steam/heat production facility
Green	Laundry	31	Centralized laundry facility
Green	Kitchen	39	Dining Hall for Fircrest School Village and associated uses. Seating capacity for 600
Green	Chapel	64	Place of Worship, Events
Green	Administrative/Medical	65, 66	Administrative/Medical Offices and Vacant building
Green	Activities Building	67	Leisure Activities, Event
Purple	Maintenance and Storage Buildings	25 -27, 34, 35, 43, 91	Maintenance, repair, and storage activities
Dk Brown	Sheltered Workshop	22	Leased building
Dk Brown	Food Lifeline	20	Leased building
Orange	Court C	76, 77, 78	Vacant

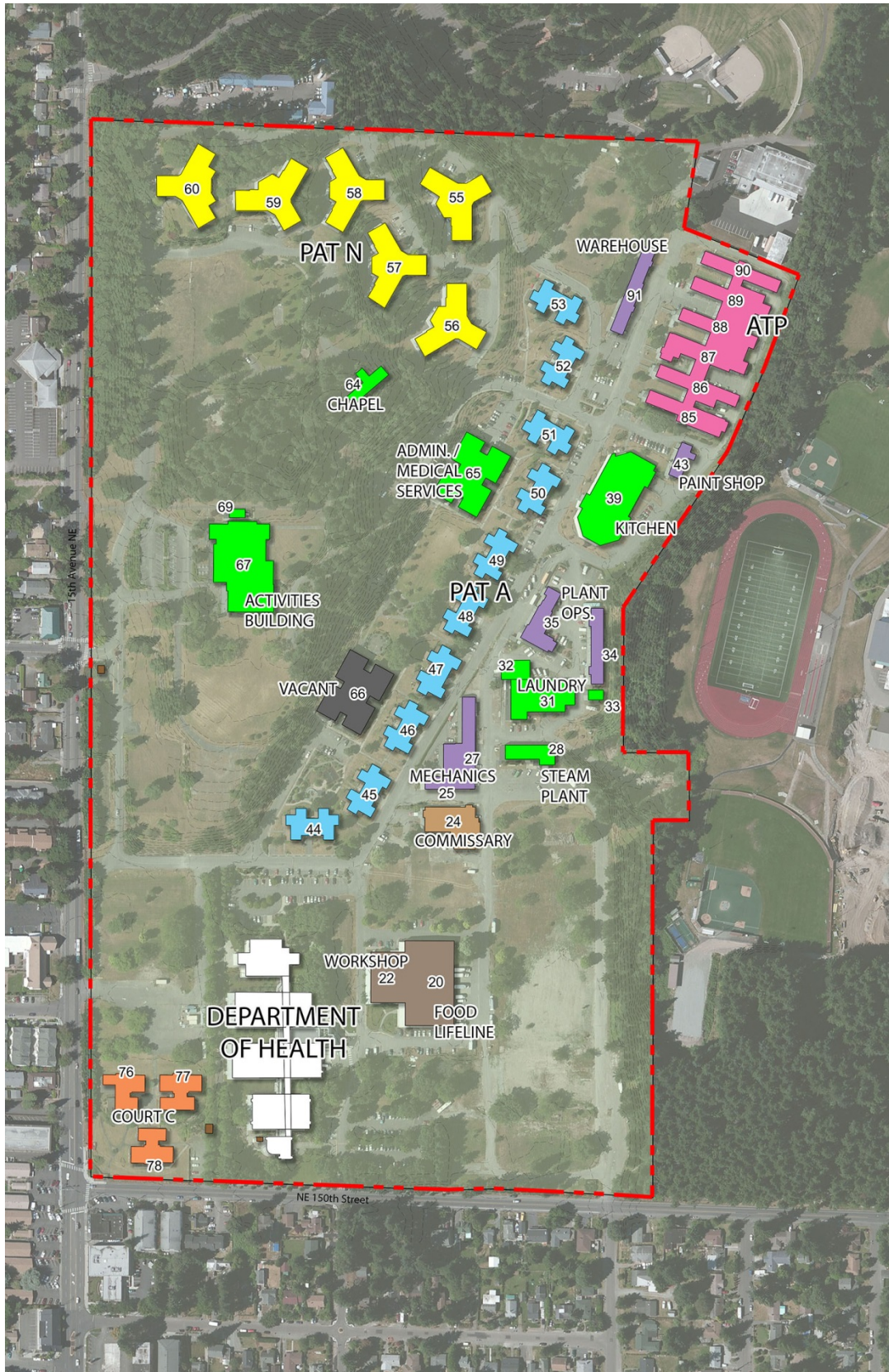


Figure 7: Existing Campus Plan

4.2 - BUILDING EVALUATION

The purpose of this section is to evaluate the existing buildings on the Fircrest School campus, identify necessary improvements, and opportunities for increases in efficiencies. The condition of many of the buildings on the campus is that of disrepair, and their layout is inefficient and confusing, resulting in duplication of services and efforts. An opportunity exists through the implementation of this *Master Plan* to enhance the flow of the campus, and create a more secure, centralized layout by relocating several of the facilities, including the “Y” buildings and combining some of the support services into fewer buildings. The building staff and programming are described in Appendix B; the existing floorplans are provided in Appendix C. Though multiple buildings are evaluated, this *Master Plan* will focus on the PAT ‘N’, Adult Training Program (ATP), and the PAT ‘A’ programs and facilities.

PAT ‘N’ (Nursing Facilities) Evaluation

The Fircrest School Residential Habilitation Center in Shoreline provides housing facilities for individuals with intellectual disabilities. The Fircrest School campus has six buildings that provide long term nursing care for patients with developmental disabilities. Each building has the capacity for 16 residents. The buildings are sometimes referred to as the “Y” Buildings. Five of the buildings are used at any given time with one building being left vacant and available should one of the occupied buildings become unavailable. Currently, the Birch Building (#56) is slated for repair and is not available for use. The following is an evaluation of the current condition of the “Y” Buildings:

- **Structural:** The buildings are constructed of structural clay brick with wood frame flat roofs. The buildings are in a “Y” configuration. The buildings are single floor with basement mechanical and electric rooms in one wing. The brick is unreinforced. Although there has not been a formal structural evaluation of the buildings it is reasonable to conclude that the buildings do not meet current building code seismic requirements. In order to meet current building code seismic requirements there will need to be additional structural elements added to the building walls (likely interior and exterior) and the roof structure. The seismic upgrades could significantly impact the building configuration.
- **HVAC:** The buildings are individually heated by steam from boilers in the basement mechanical room. The boilers in all six buildings have recently been replaced. There is air conditioning in one of the building. The buildings are heated with forced air distributed through an underfloor plenum system between concrete floor slabs with floor registers at the building perimeter.



There are no damper controls to adjust air volumes other than the floor registers resulting in uneven heating in the rooms. There are transfer grilles in the walls of the plumbing chases in the bathrooms that allow air flow through pipe spaces containing piping insulated with asbestos.

Figure 8: PAT ‘N’ Aerial View

- HVAC (continued): In 2016, repairs were made in the Birch Building to the underfloor sewer lines that had rusted through. The leaking pipes have allowed sewage to leak into the underfloor air distribution system creating a significant air quality problem. It can be assumed that similar problems exist in the other "Y" Buildings. From a comfort and air quality standpoint the current HVAC system is not adequate to serve the needs of the building occupants. A new HVAC system will need to be installed in the building and the existing under floor system abandoned. The upgrade of the heating system should include air conditioning and adequate ventilation.
- Plumbing: As discussed in the HVAC section above the underslab waste piping system is currently badly deteriorated. There is also asbestos insulation on the above grade piping in the walls. The current waste piping will need to be replaced and the asbestos insulation will need to be mitigated.
- Fire Sprinkler System: The buildings all currently have fire sprinkler systems, although the campus wide water system is not adequate to serve all six buildings.
- Electrical: The building electrical systems appear to be adequate for the building needs. The buildings have emergency power. There is a current study being conducted to upgrade the electrical distribution system on campus including emergency power.
- Building Exterior: The exterior windows are aluminum, single-glazed windows without thermal breaks. Some of the glazing has been replaced with Plexiglas. Some window glazing beads are missing. The windows need to be replaced in all six buildings.
- Energy Code: There is no insulation in the exterior brick walls. The roof has little if any insulation. The exterior windows are single pane. It is safe to assume that no perimeter insulation exists at the building perimeter. Attic ventilation is a source of heat loss from the buildings. The Washington State University Energy program has done a preliminary energy analysis of the Y-Buildings, located in Appendix A.
- Building Functions: State regulations for Nursing Homes (WAC 388-97-340) require a toilet room directly accessible from each resident's room that serves no more than two residents. The current buildings do not provide the number of toilets required. The current building staff typically transport residents to the toilet and bath facilities and do not anticipate the need for the number of toilet facilities required. This issue needs to be addressed with regulatory agencies for future remodeling of the facilities or the construction of new facilities. Adding additional toilets to the existing buildings would be very difficult and likely reduce the resident capacity of the building.
- Costs: The cost to renovate the six buildings is significant. Virtually every element of the buildings need to be addressed; the structure, HVAC, plumbing, the building envelope and energy issues. They represent code issues and as well as the functionality of the building and comfort of the patients in the building. The preliminary estimated cost to renovate the six buildings is \$18,720,000. The cost assumes a cost of \$225 per square foot.
- Summary: The "Y" Buildings are in serious disrepair and in need of upgrades in every aspect; structural, HVAC, plumbing and energy efficiency. Housing the residents in five separate buildings requires additional staff and movement of residents to other buildings on campus for treatment not available in the individual "Y" buildings. Given the estimated costs and building functional constraints, it may be infeasible to renovate the buildings.

Adult Training Programs (ATP) Evaluation

The ATP Building provides Adult Training Programs for the individuals with intellectual disabilities on campus. (See the attached floor plan for the building located in the Appendix of this document). The 52,633 SF wood frame building was built in 1942 as a part of the original construction as a Navy hospital. The building consists of a long central corridor with six narrow wings off each side. The configuration

contributes to a large percentage (29%) of the space dedicated to corridor and circulation space making it an inefficient space for the training function it currently houses.

A little over half of the building space is devoted to Adult Training Programs. The spaces are primarily used for workshops where individuals with intellectual disabilities

perform simple tasks such as shredding documents, creating coaxial cables, recycling, etc. The building also provides space for offices, administration and support services. The functions use the rooms that are available rather than having spaces that fit the function. As a result, the rooms are very inefficient with more actual square footage devoted to the uses than necessary. (See the attached square footage summary.)

Almost half of the building is occupied by functions that are not related to the Adult Training Programs. While many of the function are services that directly help the clients on campus, there are some functions such as Human Resources that do not provide services for the Fircrest School campus. These services are on the Fircrest School campus just because the space is available.

- ***Structural:*** The building is wood frame construction with pitched roofs with asphalt shingles. The building has a crawl space with the floors and walls support by wood posts on pier blocks. There are no concrete footings to support the structure. As a result, there is significant settling of the floor in the building. The exterior sides of the crawl spaces are enclosed with vertical wood siding. There are gaps and openings providing easy access for rodents and various other animals such as rabbits that inhabit the campus. While no structural analysis has been done it is readily apparent that the building does not meet current building code standards for wind or seismic and possibly snow loads.
- ***HVAC:*** The building is heated by steam from the central steam plant on campus. There are no heating controls; the system is either on or off. There is no air conditioning. Ventilation is only available through openable windows.



Figure 9: Existing ATP Building

- **Fire Sprinkler System:** The building does not have a fire sprinkler system.
- **Electrical:** The building electrical systems appear to be adequate for the building needs. There is a current study being conducted to upgrade the electrical distribution system on campus including emergency power.
- **Building Exterior:** The building has painted horizontal wood siding. The roof is asphalt shingles. Most of the exterior windows are wood, single-glazed, double-hung windows, but there are some vinyl windows in the main central corridor. The building has area separation walls that extend above the roof line by 2 feet. The floor is approximately 30" above the surrounding grade. The resulting crawl space is enclosed with vertical wood siding, but is in disrepair.
- **Energy Code:** There is no insulation in the exterior wood walls. The roof has little if any insulation in the attic. The exterior windows are single pane. The crawl space, while enclosed, is essentially open to the outside air. There doesn't appear to be any floor insulation.
- **Building Functions:** The building does not serve the need of the users. It is very disjointed with long hallways making access between functions very inefficient. ATP functions are spread out all over the building. Functions are put into rooms just because they are there, not because they function well in the space or the size is appropriate. The non-ATP functions are located in the building again because the spaces are available, not because it was the best solution to serve the needs of the individual functions.
- **Summary:** The building was built almost 75 years ago. It was not intended to serve the functions it currently houses. Given the building's state of repair it is not practical to attempt any upgrades to the building to meet current building codes.



Figure 10: Existing north end of the ATP Building

PAT 'A' (Independent Living Cottages) Evaluation

The Fircrest School campus also has 10 buildings that function as Intermediate Care Facilities for Individuals with Intellectual Disabilities (ICF/ID). These facilities are commonly referred to as 'the cottages'. These facilities have 24-hour supervision, and medical/nursing services for Medicaid eligible clients who are in need of the active treatment services. They also provide individualized habilitative services that support and enhance individual skills and strengths for patients with intellectual disabilities. The facilities have a total of 160 beds, but currently house 133 clients, which are considered full capacity. The ten buildings have essentially the same floor plan with some variations in the bedroom configurations. The following is an evaluation of the current condition of the PAT "A" buildings: (See attached floors plans for all 10 buildings located in the Appendix).

- *Structural:* The buildings are constructed of structural brick with interior walls fully sheathed with lath and plaster or wallboard. The roof structure is wood framed with cedar shingles above the brick and asphalt shingles roofing. The buildings have clerestory windows and skylights. There have been issues with leaking roofs.
- *HVAC:* The cottages have individual heating systems running off the campus wide steam system. The heating equipment is past its serviceable life and will need to be replaced. The buildings do not have central air conditioning, although there are some portable air conditioners that have been purchased by patients. The buildings have trouble maintaining consistency room temperature; it is often too hot or too cool.
- *Plumbing:* The buildings have had problems with the water heaters. The campus in general has problems with the quality of the drinking water. The campus provides bottled water for the buildings.
- *Fire Sprinkler System:* The buildings are protected by a 13-D fire sprinkler system in the living areas and an automatic fire alarm system with corridor smoke detectors.
- *Electrical:* The buildings are served by a single emergency generator.
- *Building Exterior:* The buildings have exterior patios at the rear of the duplexes for limited outdoor activities for the patients.
- *Energy Code:* The buildings do not have wall insulation, although the structural brick does have a plaster or wallboard on the interior face. It is assumed there is minimal attic insulation. The buildings do not meet the current energy code.
- *Summary:* The buildings are adequate to serve the function they are designed for, but need upgraded HVAC, roof repairs, water heater repairs, and general upgrade of the interior building finishes. Some reorganization of the existing layout could provide for a more independent living style. Some of the functions could be more efficient, including the duplication of some spaces such as the kitchen (a commercial kitchen prepares meals for residents), laundry, and trash enclosures that provide an unsightly appearance from the exterior.

Commissary Building Evaluation

The Commissary Building (Building #24) houses the purchasing and distribution center for all consumable good for the campus.

- **Structural:** The building is a dock high, slab on grade, wood frame construction with a pitched roof with asphalt shingles. The building is broken up into a number of spaces which do not function well for a warehouse with a lot of wasted space. The building is in poor condition. While no structural analysis has been done it is readily apparent that the building does not meet current building code standards for wind or seismic and possibly snow loads.
- **HVAC:** The building is heated by steam from the central steam plant on campus. There are no heating controls; the system is either on or off. There is no air conditioning. Ventilation is only available through operable windows and doors.
- **Fire Sprinkler System:** The building does not have a fire sprinkler system.
- **Electrical:** The building electrical systems appear to be adequate for the building needs. There is a current study being conducted to upgrade the electrical distribution system on campus including emergency power
- **Building Exterior:** The building has painted wood siding. The roof is asphalt shingles. The exterior windows are wood framed, single-glazed, double-hung windows. The building has loading docks on the east west sides of the building.
- **Energy Code:** There is no insulation in the exterior wood walls. The roof has no insulation. The exterior windows are single pane.
- **Summary:** The building was built almost 75 years ago. It was not intended to serve the function it currently serves. The functions and storage spaces are used because the space is available. Given the building's state of repair it would take a fair amount of work to upgrade the building to meet current building and energy codes.



Figure 11: Existing Commissary Building (far left) and several support services buildings

Support Services Evaluation

There are a number of buildings on the Fircrest School Campus that provide support services for the patients that reside on campus and the associated buildings. The following is an evaluation summary of these buildings:

- Steam Plant (Building #28):** The Steam Plant provides the centralized heating system for most of the buildings on campus; the exception being the “Y” Buildings that have been converted to individual boilers in each building. This includes the PAT ‘A’ residences, 500 Building, 200 Building, ATP, kitchen, laundry, all the maintenance shops, commissary, and the DOH Public Health Lab. The plant has four steam boilers; whereas, one boiler has been decommissioned. The functioning boilers are sized for 33%, 66% and 100% of full load. They appear to be well maintained. The building is in poor condition, but the Steam Plant needs to be maintained until another heating source is created for the individual buildings.
- Laundry Building (Building #31):** The Laundry building provides centralized laundry services for the residential buildings on campus. The residential buildings on campus do have individual washers and dryers, but do not handle the daily bedding and linen laundry needs of the buildings. The laundry facility is functional, but the current layout is ineffective for controlling contamination from the dirty clothes to the clean clothes, and inefficient for workflow. The Laundry building is in poor condition, but as with the Steam Plant building needs to continue to operate to serve the needs of the campus residential population.
- Kitchen (Building #39):** The kitchen building was built in 1987 and is the newest building on the campus. It is a 21,050 SF pre-engineered metal building. It provides food services and dining facilities for the campus residents. Most of the campus residents eat their meals in the kitchen building; however the Kitchen does deliver meals to residents that are not physically able to get to the Kitchen, mainly in the “Y” Buildings. The Kitchen has a meal capacity of about twice the meals it currently serves on a daily basis. The main freezer and coolers in the Kitchen have recently been replaced.



Figure 12: Existing Kitchen Building (middle) and Steam Plant (bottom center)



Figure 13: Existing Kitchen Building

- Chapel (Building #64): The Chapel is open for services every Sunday morning. The Chaplain also maintains office hours on a somewhat irregular schedule. Services are attended by Fircrest School residents and some family members. 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.
- Administration Building (Building #65): The administration building is a 3-story concrete and brick building that houses the campus administrative and support services for the campus. The first floor is vacant. The building has a ramp to provide second and third floor access to grade, but also has elevators. The building has had an upgraded HVAC installed. The building is in good condition.
- Activities Building (Building #67): The Activity Building is currently being used for ATP training and other programming. The brick building has a swimming pool and a gymnasium along with offices and activity spaces. The Fircrest School Campus does not currently have the funds available to operate the pool for its residents or the greater community. The pool is in good condition, but the heating, ventilation and filtration systems need to be upgraded. The remainder of the building is in good condition, although it has suffered from not being maintained for several years.



Figure 14: Chapel



Figure 15: Administration Building



Figure 16: Activities Building

Maintenance & Storage Evaluation

There are a number of buildings on the Fircrest School Campus that provide maintenance and storage services for the Fircrest School Residential Habilitation Center operations. There are five buildings that were part of the original construction on the site in 1942. The buildings house the maintenance and storage functions that support the campus operations and they are associated with the Commissary function on campus.

- *Building Functions*
 - *Plant Mechanics Shop (Buildings #25 - #27) and Warehouse (Building #91):* The Plant Mechanics Shop and the Warehouse buildings store equipment and appliances required for building operations.
 - *Carpentry & Plumbing Shop (Building #34) and Paint Shop (Building #43):* The Carpentry & Plumbing Shop and the Paint Shop store materials and parts necessary to keep the buildings and infrastructure operating.
 - *Plant Operations (Building #35):* The Plant Operations building houses the staff that maintains the physical facilities for the campus. The building also contains the motor pool that maintains the campus vehicles.
- *Shingle/Roofing:* The Carpentry and Plumbing Shop building and the Plant Operations are dock high facilities, while the remaining three buildings and the motor pool are slab on grade structures. The buildings are in poor condition. While no structural analysis has been done it is readily apparent that the buildings do not meet current building code standards for wind or seismic and possibly snow loads.
- *HVAC:* The buildings are heated by steam from the central steam plant on campus. There are no heating controls; the system is either on or off. There is no air conditioning. Ventilation is only available through operable windows.
- *Fire Sprinkler System:* The buildings do not have fire sprinkler systems.
- *Electrical:* The building electrical systems appear to be adequate for the building needs. There is a current study being conducted to upgrade the electrical distribution system on campus including emergency power.
- *Building Exterior:* The buildings have painted wood siding. The roofs are asphalt shingles. Most of the exterior windows are wood, single-glazed, double-hung windows. The Paint Shop and the Warehouse have area separation walls that extend above the roof line by 2 feet.
- *Energy Code:* There is no insulation in the exterior wood walls. The roof and/or attic have little if any insulation. The exterior windows are single pane. There doesn't appear to be any floor insulation in the crawl space of the Carpentry & Plumbing Shop
- *Summary:* The buildings were built almost 75 years ago. They were not intended to serve the functions they currently serve. The functions and storage spaces are used because the space is available. Given the building's state of repair it is not practical to attempt any upgrades to the buildings to meet current building and energy codes.

Food Lifeline Warehouse Evaluation

The Food Lifeline Warehouse was constructed in 1991 as a storage and distribution center for Food Lifeline. Food Lifeline provides 90,000 meals to persons in need throughout Western Washington by delivering donated food to food pantries, food banks and food assistance programs. Food Lifeline has recently relocated its operation to south Seattle. The former warehouse building is currently being used for temporary storage of office equipment for DSHS.

- *Structural:* The building is a dock high pre-engineered metal building with a 2-story 3,172 SF office space in the southwest corner. The building contains a 2,420 SF freezer and a 1,440 SF cooler with an under floor air circulation system to prevent freezing. The building has a 24' eave height. A 520 SF modular conference room has been added in the warehouse space.
- *HVAC:* The building's office space is heated by the campus supplied steam system with unit heaters in the warehouse spaces. A separate heating system has been added for the warehouse conference room. The building walls and ceiling are insulated.
- *Fire Sprinkler System:* The building has an automatic fire sprinkler system.
- *Electrical:* The building is served by an 800-amp, 208/120 volt, 3-phase electrical system.
- *Building Exterior:* The building exterior consists of metal wall and roof panels typical of pre-engineered metal buildings. The dock high building has four sets of stairs and two ramps for ADA access and truck access. There are seven overhead doors with a dock leveler at one of the doors. The overhead doors have a canopy for rain protection.
- *Energy Code:* The building was insulated to meet the energy code in 1991, but does not meet the current energy code requirements.
- *Summary:* The building is reasonably good condition, but shows the typical wear for a 25-year old pre-engineered metal building. It is reasonable to assume it can continue to function as a warehouse office space for Fircrest School campus uses.

Site Infrastructure Evaluation

The preliminary site infrastructure evaluation was conducted as part of the long-range planning for the campus. Generally speaking, water, sewer, and electric are distributed across the campus and services individual buildings. The current system design is somewhat challenging in the event future, third party users are introduced to the property; it is important to upgrade the systems so that Fircrest School is on its own systems and other users have their own meters.

Stormwater Management

The existing site is developed, and there are no known stormwater flow control facilities on site. This is verified by a discussion with a city planner at the City of Shoreline's Planning and Community Development Department. With the recent redevelopment of the DOH Public Health Lab, the storm infrastructure would have been updated to current drainage code. Portions of the existing site are served by an underground storm system. It is assumed that the storm system generally follows along the southerly topography and discharges to a public storm system in NE 150th Street. The remainder of the site appears to sheet flow to roadside ditches or flat lawn areas.

Geotechnical analyses conducted in 2002 as part of a prior planning process identified that that poor soil infiltration results in standing water in many of the flat areas of the Campus, especially in low-lying areas, during storm events. Future site improvements will require stormwater management facilities to comply with current requirements. The City has adopted the 2012 Stormwater Management Manual for Western Washington amended in 2014, which requires Flow Control, Water Quality Treatment as well as Onsite Stormwater Management (aka Low Impact Development / LID). This should be considered as part of any major building renovations and new site construction proposals. Furthermore, there is an opportunity to develop separate stormwater management systems for Fircrest School and other third party users.

Water

North City Water District (NCWD) is the service provider and the existing system was reviewed with district staff. The site is served presently by a water system that is looped through the site with 8" and 6" water mains. The existing system is owned by DSHS and not NCWD. The district has stated that they believe the existing water system is leaking and will need to be replaced and/or upgraded. New water improvements will be owned and maintained by NCWD with an easement granted to the purveyor. The district would also require storage tanks to be installed to ensure proper fire protection flows. The current system leaves little opportunity to assign water service separately between the Fircrest School and future third party users. There is opportunity to develop a new system that allows Fircrest School to be on its own service while resolving the water leakage issues.

Sanitary Sewer

The site is served by an existing sewer main owned and maintained by the Ronald Wastewater District (RWWD). This is verified through staff interviews with RWWD's Planning and Development Department. RWWD purchased the sewer lines from the State approximately 5 to 6 years ago. When RWWD bought the system, it was in poor condition and many maintenance procedures were performed, mostly cleaning. The campus has excellent coverage with sufficient capacity. Some system modifications are needed to place the Fircrest School on a separate system so that potential future third party users can have their own services.

Electrical Service

Electrical service extends from NE 150th Street and is distributed to the site accordingly. Seattle City Light is the electricity purveyor. DSHS currently has a comprehensive plan being developed by other consultants for current system mapping and future system needs. This includes rewiring and installing an emergency backup system. A comprehensive electrical system capital improvement plan is being studied concurrent with this report.

Natural Gas

Natural gas exists on the property and is serviced by Puget Sound Energy (PSE). A study of future needs has not been completed as a part of this master plan. Natural gas extensions will occur on an as needed basis as a result of Fircrest School and third party development.

4.3 WSU ENERGY AUDIT

Washington State University Energy Program prepared an Energy Assessment Walkthrough of the Fircrest School Campus dated July 28, 2016. They evaluated the energy inefficiencies of the school relative to similar sites in Seattle, Washington. According to the report, the maintenance and operations of the campus appear to be exceptional, especially given the age of the facility. **A copy of the full report is located in the Appendices.

However, the team from the WSU Energy Program that visited the school in July 2016 emphasize that the infrastructure is failing beyond repair. Further, it might be time to consider a complete needs assessment of those who work or live at the facility, and the best options to meet these needs. The facility has not aged well, and continuing to patch problems may not be the best path at this juncture.

This facility uses significantly more energy that it should, which provides great opportunities to save energy and reduce pollution. For comparison:

- The Fircrest School is a 440,639 square foot facility and uses about 300 kBtu/sf/yr
- The national average for a small hotel in Seattle is 69 kBtu/sf/yr
- The national average for an apartment is 38 kBtu/sf/yr
- The national average for a hospital is 139 kBtu/sf/yr

5.0 FACILITY IMPROVEMENT OPPORTUNITIES

Nearly all of the buildings on the Fircrest School campus require some level of improvement for their ongoing use as a Residential Habilitation Center. Many of the buildings date back to the 1940s; the buildings were originally designed to serve previous uses but have been incrementally modified to serve their current functions. In many cases, the building adaptive reuse has not been effectively implemented, thus, creating awkward building layouts and operations. Most buildings require some work to conform to current building codes and to increase the efficient use of the structure.

5.1 - BUILDING IMPROVEMENT SOLUTIONS/OPTIONS

The Fircrest School buildings were analyzed to determine the specific capital improvements necessary to continue to provide the intended level of service and operations well into the future. For some buildings, there are multiple options to maintain and improve upon the operations. For others, there is one recommended action for said facility based (i) operational changes that have occurred over the years or (ii) the building conditions are such that no other reasonable options are available (e.g. substantial disrepair, building code deficiencies). The following subsections provide options and recommended actions for each building to address the findings from Part 4 of this report.

PAT 'N' Potential Facility Improvements

The PAT 'N' operations that currently occur in the "Y" Buildings could be greatly improved upon with some facility improvements. Currently, there is a list of deferred maintenance items that need to occur in the near future. The administration can choose to make the capital improvements or pursue other options. There are three possible options to continue to operate long term nursing care for the residents at Fircrest School:

- **Option #1 / Renovate the Existing "Y" Buildings (All 6 Buildings):** The "Y" Buildings have serious deficiencies and are in need of upgrades in every aspect; structural, HVAC, plumbing and energy efficiency. Housing the residents in five separate buildings requires additional staff and movement of residents to other buildings on campus for treatment not available in the individual "Y" Buildings.

The renovation of the existing "Y" Buildings is the most expensive option. Regardless of the cost, this option is less desirable because of the separation of the facilities and requirement to transport residents to other buildings on campus for services. Because of space restrictions in the buildings, staff that provide services within the "Y" Buildings have offices elsewhere on campus. This option is the least desirable choice to house the residents currently in the "Y" Buildings.

- **Option #2 / Relocate Nursing Facility to Building #66 (Requires Construction of New ATP Building):** Building #66 is an un-used 3-story brick and concrete building on campus that is the same floor plan as Building #65 that was previously remodeled to provide administrative offices on campus. The 3-story building has two elevators, but also has ramp access to grade on the second and third floors. The building consists of four wings with an open core. The building can be enclosed to provide 51,650 SF of space. Interior brick bearing walls provide some limitations for functions, but a preliminary layout of spaces (*see floor plans on the following pages*) in the building indicate that the building can serve the needs of a nursing facility to replace the "Y" Buildings. Some openings will have to be made in bearing walls to accommodate circulation. Because of the WAC requirements for residents' room and Day

Rooms to be on an exterior wall, the existing building is limited to 68 beds versus the 90 beds of the current "Y" buildings. The plans assume the requirement for toilets will remain. Additional residents can be accommodated if an exception to the toilet requirements can be achieved.

In order to provide space for the 90 beds currently provided by the existing "Y" Buildings it will be necessary to expand the building to add 22 beds. The logical expansion on the first floor is to the north. The expansion provides the required exterior wall exposure required for patient rooms and day rooms. The addition provides 10,200 square feet of new space.

The renovation of Building #66 is the least expensive option. It has the advantages of providing a single building for the nursing facilities and it uses an existing building on campus that is currently vacant. Although the building has more square footage than required (much of it is open space), it has limited exterior wall space to provide the number of beds and day rooms required to replace the "Y" Building capacity. Even though this is a 3-story building it does have ground floor access with ramps at the second and the third floors. The operation of a single building may result in a reduction in staffing costs, pending a more detailed review of staffing needs.

- Option #3 / Construct a New Single Story Building on Campus:** There are two preliminary plan options that have been developed (See attached floor plan #1 and #2). As with the remodeling of Building #66, the toilet requirement has been met. The plans are preliminary and only represent space allocation of functions for the purposes of developing gross square footages for costing. The layouts reflect the WAC requirements to have residents' rooms and Day Rooms on exterior walls. Option #1 provides 39,000 SF and Option #2 has 39,650 SF.

The construction of a new building on one level satisfies all of the needs for the replacement of the "Y" Buildings. It provides a single building that can house all of the staff and functions required for the long term care of the residents. If cost were not an issue this would be the preferred option. The operation of a single building may result in a reduction in staffing costs, pending a more detailed review of staffing needs.

Costs: Preliminary estimated maximum allowable construction costs for the three options are based on 2016 SF costs. These costs do not include soft costs such as consulting fees, permitting, sales tax, etc. The square footages came from the existing building drawings included in this report and the preliminary designs prepared for the remodeled Building #66 and the new building designs.

- Option #1: Renovate the Existing "Y" Buildings (All 6 Buildings):**
 Renovate existing 6 buildings: 83,200 SF @ \$225/SF = \$18,720,000
- Option #2: Relocate Nursing Facility to Building #66 (Requires Construction of New ATP Building):**

Renovate Building #66:	51,650 SF @ \$200 /SF	=	\$ 10,330,000
Expanded First Floor	10,200 SF @ \$325 /SF	=	<u>\$ 3,315,000</u>
	TOTAL	=	\$ 13,615,000
- Option #3: Construct a New Single Story Building on Campus:**

New Building:	39,650 SF @ \$325 /SF	=	\$ 12,900,000
Site Improvements:		=	<u>\$ 2,500,000</u>
	TOTAL	=	\$ 15,400,000

Recommendations/Considerations:

- Option #1:** The renovation of the existing “Y” Buildings is the most expensive option. Regardless of the cost, this option is less desirable because of the separation of the buildings and requirement to transport residents to other buildings on campus for services. Because of space restrictions in the buildings, the PAT ‘N’ staff has offices elsewhere on campus. This option is the least desirable choice to house the residents currently in the “Y” Buildings, and if chosen, will require the construction to be phased over six phases to allow the buildings to be renovated one by one, with current patients housed in the empty building.
- Option #2:** The renovation of Building #66 is the least expensive option. It has the advantages of providing a single building and it uses an existing building on campus that is currently vacant. The building has additional square footage that cannot be used for client rooms and day rooms because of limited exterior wall exposure to provide the number of beds and day rooms required to replace the “Y” Building capacity. In order to provide the required 90 beds to replace the “Y” Buildings, an additional 10,200 SF of space needs to be added on the first floor. Even though this is a 3-story building it does have ground floor access with ramps at the second and the third floors. The operation of a single building may result in a reduction in staffing costs, pending a more detailed review of staffing needs.
- Option #3:** The construction of a new building on one level satisfies all of the needs for the replacement of the “Y” Buildings. It provides a single building that can house all of the staff and functions required for the long term care of the clients. If cost were not an issue this would be the preferred option. The operation of a single building may result in a reduction in staffing costs, pending a more detailed review of staffing needs.

Potential Floor Plans:



Figure 17: PAT ‘N’ Potential Improvements - Option 2 - Building #66 Remodel
First Floor General Layout



Figure 18: PAT 'N' Potential Improvements - Option 2 - Building #66 Remodel
 Second and Third Floors General Layout

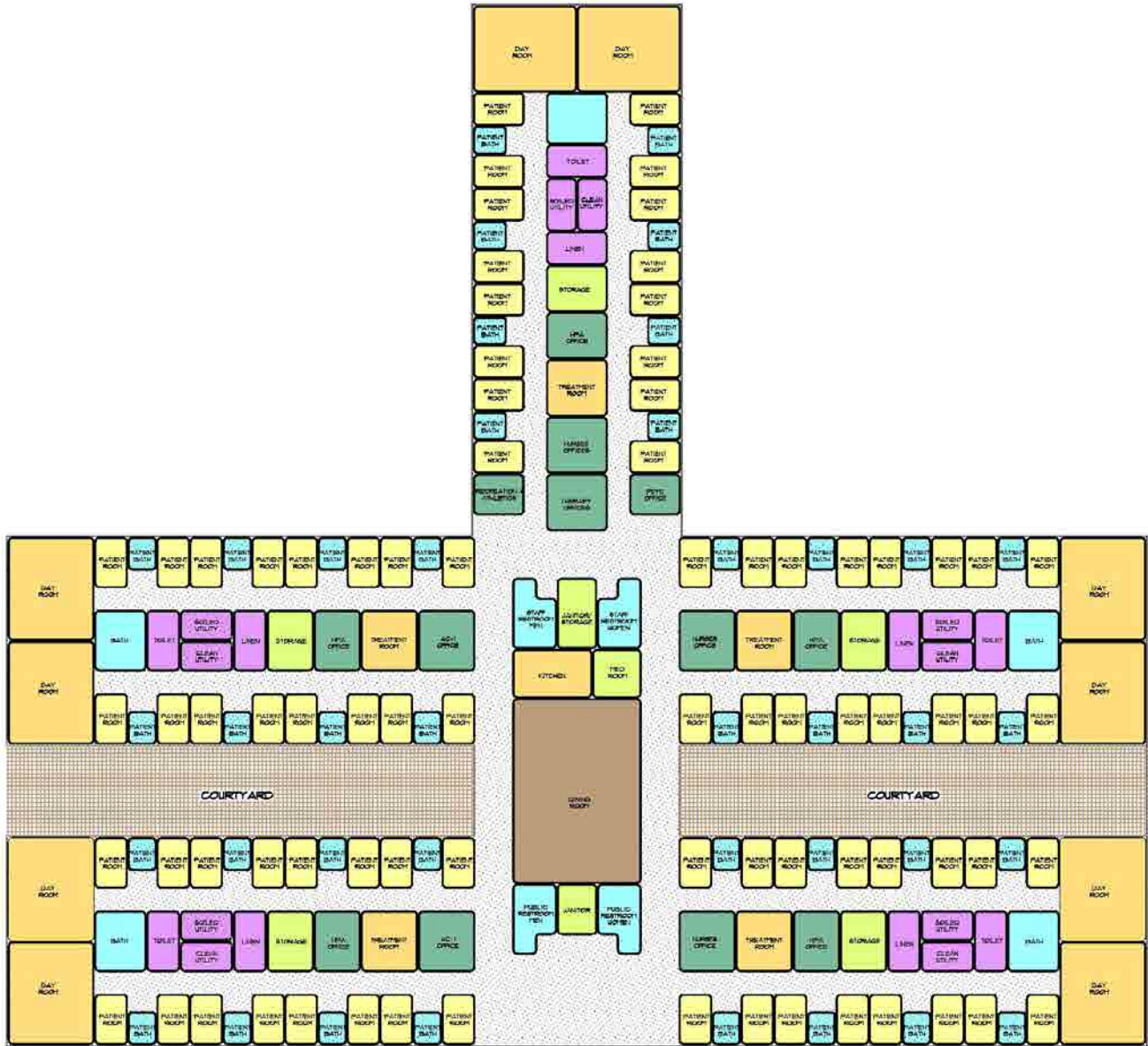


Figure 19: PAT 'N' Potential Improvements - Option 3 - New Building - Alternative A

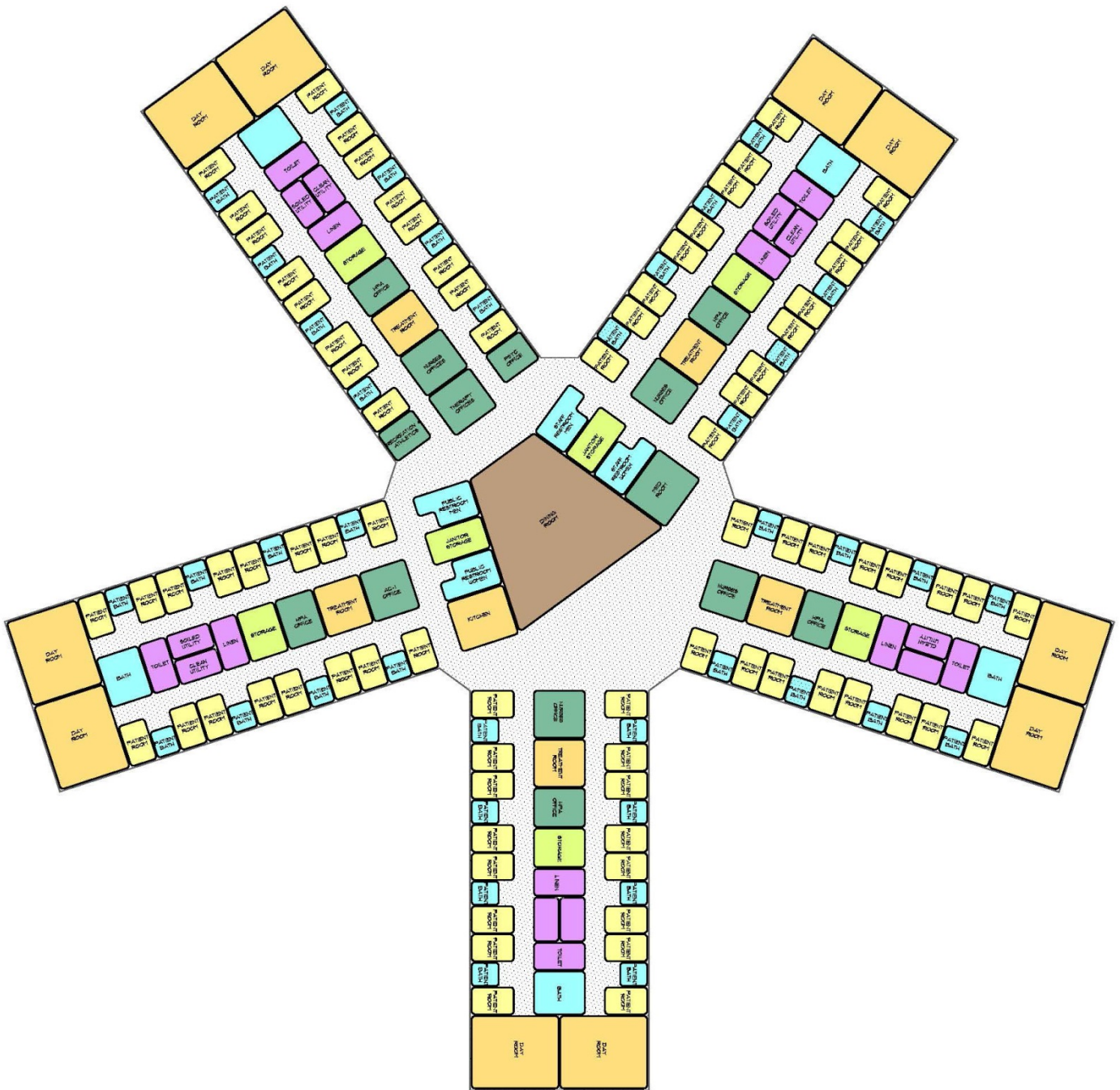


Figure 20: PAT 'N' Potential Improvements - Option 3 - New Building - Alternative B

Adult Training Programs (ATP) Potential Facility Improvements

The existing 52,633 sf ATP Building, as discussed before, is inadequate to serve the needs of the Adult Training Program. The Adult Training Program currently occupies 19,982 square feet in the existing building. The square footage is very inefficient because of the way the usage is spread out in the building in mostly small spaces. The existing building also exhibits inefficiencies as they relate to service programming and heating/cooling.

The existing ATP Building provides space for the following ATP related functions.

- **Workshops** – The workshops provide space for Fircrest School clients to perform basic tasks such as shredding documents, creating coaxial cables, recycling, etc. The workshops work best in smaller configurations allowing more individual control with ATP staff.
- **Administrative** – Space for ATP administrative office staff, contract services and office space for staff working with individual workshops.
- **Support Services** - Includes dining, laundry, classrooms, housekeeping, staff spaces, etc.
- **Storage**
- **Restrooms**

The existing ATP Building also provides space for ten additional non-ATP related functions. These non-ATP functions take up 17,430 square feet in the existing buildings. With the exception of Human Resources, all of the functions are necessary services to be provided on the Fircrest School campus.

- | | | |
|--------------------|------------------------------------|---------------------------|
| • Human Resources | • Staff Training | • Classroom |
| • Combined Therapy | • Wheelchair Repair Donation Store | • Assessment Office |
| • Audiology | • Housekeeping / Laundry | • Misc. Offices (Non-ATP) |

Potential Facility Improvements for ATP related functions:

When considering the existing operational needs and the current building deficiencies, it is assumed that the most viable option would be to move current operations to other buildings and decommission the existing building. Given the building’s age, condition and awkward layout, it is assumed that an option to retrofit the existing building would be vastly cost prohibitive; thus, a renovation analysis was not conducted. The options below lay out the facility improvements that would be necessary to move the ATP functions to an existing building on campus (Building #66) or to construct a new building to house the ATP functions. In both options, the non-ATP functions would be relocated to Building #65 (*more analysis for the non-ATP functions is in the following subsection*).

- **Option #1 / Construct New ATP Building (to Allow Relocation of Nursing Facilities to Building #66):** Rather than construct a new building there is an opportunity to use the space available in the existing vacant Building #66 on campus. The building is a 3-story brick structure similar to Building #65 that house Fircrest School’s administrative services. To provide the space necessary for the ATP function it would require using two of the three floors in the building. The building has two elevators, but the building is configured with the second floor provided at grade access by the way of ramps on the west side of the building. This is important with the limited mobility of Fircrest School’s clients.
- **Option #2 / Construct New ATP Building (to Allow Relocation of Nursing Facilities to Building #66):** A new building could be constructed to support the existing and expanded adult training programs. With a new building, additional space could provide the opportunity to develop additional adult training programs. For planning purposes, it should be assumed that a new ATP Building would need approximately 23,000 square feet to meet their current and future needs.

Costs: Preliminary estimated costs for the two options are based on 2016 SF costs. The square footages came from the existing building drawings included in this report and the preliminary designs prepared for the relocating and remodeling part of Building #65 and the new building designs.

- **Option #1 / Construct New ATP Building (to Allow Relocation of Nursing Facilities to Building #66):** The estimated cost to remodel the first and second floors of Building #66 to provide space for the ATP functions should cost in the range of \$225 per square foot. The total cost to remodel the two floors of Building #66 would be \$5,137,425 for the 22,833 square foot space.

Renovate Building #66: 22,833 SF @ \$225 /SF = \$ 5,137,425

- **Option #2 / Construct New ATP Building (to Allow Relocation of Nursing Facilities to Building #66):** The estimated cost to construct a new 23,800 square foot building on campus to provide a facility for the Adult Training Program should cost in the range of \$325 per square foot or \$7,735,000.

New Building: 23,800 SF @ \$325 /SF = \$ 7,735,000

Recommendations: The age, condition and configuration of the existing ATP Building make it unsuitable to serve the current and future needs of the Adult Training Program as well as the non-ATP related functions currently residing in the building. To properly serve the Adult Training Program’s current and future needs it is recommended Building #66 be remodeled to provide a new space for the ATP functions. A savings of over \$2.5 million and the use of an existing vacant building located centrally on campus makes this option the best choice.

Potential Facility Improvements for non-ATP related functions:

The non-ATP functions take up 17,430 square feet in the existing buildings. With the exception of Human Resources, all of the functions have a relationship with services provided on the Fircrest School campus. Rather than construct a new building on campus, Building #65, the current administration building, has a vacant first floor with 18,356 square feet of available space. The building would require remodeling, but it would be the more cost-feasible solution to provide space for these non-ATP functions.

- **Option #1 / Relocate non-ATP Operations (to Building #65):** The non-ATP operations could be relocated and consolidated in the ground floor of Building #65 / Administration Building. The first floor is vacant with 18,356 square feet of available space. The building would require remodeling, but it would be a feasible solution to provide space for these non-ATP functions.

Costs: Preliminary estimated maximum allowable construction costs for the three options are based on 2016 SF costs. These costs do not include soft costs such as consulting fees, permitting, sales tax, etc. The square footages came from the existing building drawings included in this report and the preliminary designs prepared for the relocating and remodeling part of Building 65 and the new building designs.

- **Option #1 / Relocate non-ATP Operations (to Building #65):** The estimated cost to remodel the first floor of Building #65 to provide space for the non-ATP functions in the current building should cost in the range of \$225 per square foot. The total cost to remodel the first floor of Building #65 would be \$4,130,000 for the 18,356 square foot space.

Renovate Building #65: 18,356 SF @ \$225 /SF = \$ 4,130,000

Recommendations: The ten (10) non-ATP functions can be relocated to a remodeled first floor of the existing Building #65. This will allow the new ATP building to serve the current and future needs of the Adult Training Program. The location on the first floor of the Administration Building works well for the relationship with administration and is closer to clients some of these functions serve.

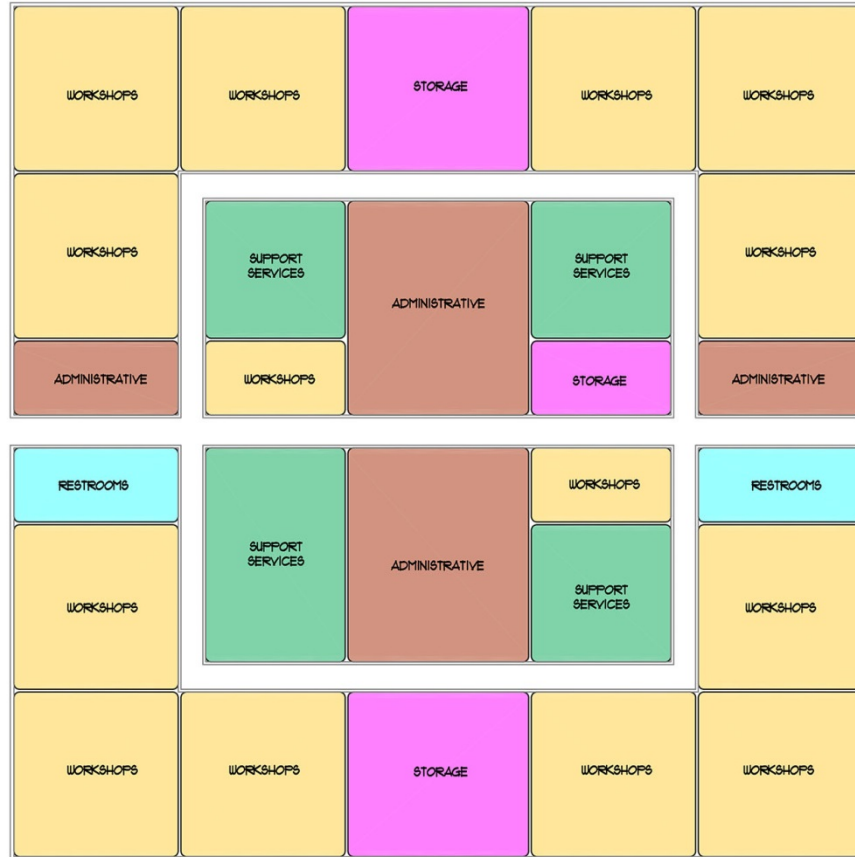
Potential Floor Plans:



Figure 21: ATP Potential Improvements – ATP Functions - Option 1 – Potential Expansion of Building #66
General First Floor Layout



Figure 22: ATP Potential Improvements – ATP Functions - Option 1 – Potential Expansion of Building #66
General Second Floor Layout



NEW ATP BUILDING

WORKSHOPS	11,486 SF
ADMINISTRATIVE SPACES	3,380 SF
SUPPORT SERVICES	7,905 SF
STORAGE	2,323 SF
RESTROOMS	808 SF
CIRCULATION	2,261 SF
TOTAL	23,844 SF

Figure 23: ATP Potential Improvements – ATP Functions - Option 2 – New ATP Building



Figure 24: ATP Potential Improvements – Non-ATP Functions - Option 1 – Relocate Non-ATP Functions

PAT 'A' Potential Facility Improvements

The cottages currently house 133 individuals with intellectual disabilities, which is considered full capacity. The buildings are an important part of function of the Fircrest School Residential Habilitation Center operations. It is imperative that they remain to continue the program. However, they need to be upgraded to provide the level of care expected on the campus. The buildings need the following upgrades:

- Replace the HVAC systems
- Reroof the buildings (8 of 10 buildings; 2 buildings were reroofed in 2017)
- Replace the water heaters
- General upgrade of the building finishes

During the remodel of the existing Cottages it will be necessary to either provide a new Cottage to temporarily house the patients from the Cottages being remodeled or to lower the census enough to vacate one cottage completely. A new Cottage will provide additional capacity for the Pat "A" function once the cottage remodeling is completed. In addition, there may be residents that require special living conditions that require more personal space and separation of other residents. A new cottage will allow for this program flexibility.

- **Option #1 / Address Deferred Maintenance and Construct One New Cottage:** This option includes several action items of deferred maintenance that should be conducted to keep these buildings in good working condition. The following actions are needed to maintain the PAT 'A' facilities:
 - **Action #1 / Replace the HVAC systems**
 - **Action #2 / Reroof the buildings**
 - **Action #3 / Replace the water heaters**
 - **Action #4 / General upgrade of the building finishes**
 - **Action #5 / Construct one new cottage**
- **Option #2 / Address Deferred Maintenance and Reduce Census to Vacate One Cottage**
This option includes several action items of deferred maintenance that should be conducted to keep these buildings in good working condition. The following actions are needed to maintain the PAT 'A' facilities:
 - **Action #1 / Replace the HVAC systems**
 - **Action #2 / Reroof the buildings**
 - **Action #3 / Replace the water heaters**
 - **Action #4 / General upgrade of the building finishes**

Costs: The estimated maximum allowable construction cost to remodel the Cottages is \$60,000 to \$70,000 per cottage for a total of \$600,000 to \$700,000 for the ten buildings. A new Cottage with a gross square footage of 6,400 SF is estimated to cost \$275 per square foot for a total cost of \$1,760,000. These costs do not include soft costs such as consulting fees, permitting, sales tax, etc.

Recommendations: It is recommended to keep the existing cottages. In doing so, it is recommended that DSHS address the deferred maintenance, upgrade the HVAC and utility elements. In addition, it is recommended that DSHS construct one new cottage to temporarily house patients whose cottages are being remodeled so as not to disrupt the level of care being provided and/or inconvenience patients and their families by relocating them to another facility. In addition, a benefit of constructing a new cottage is that the capacity of the program can be expanded once all of the renovations are completed.

Potential Floor Plans:

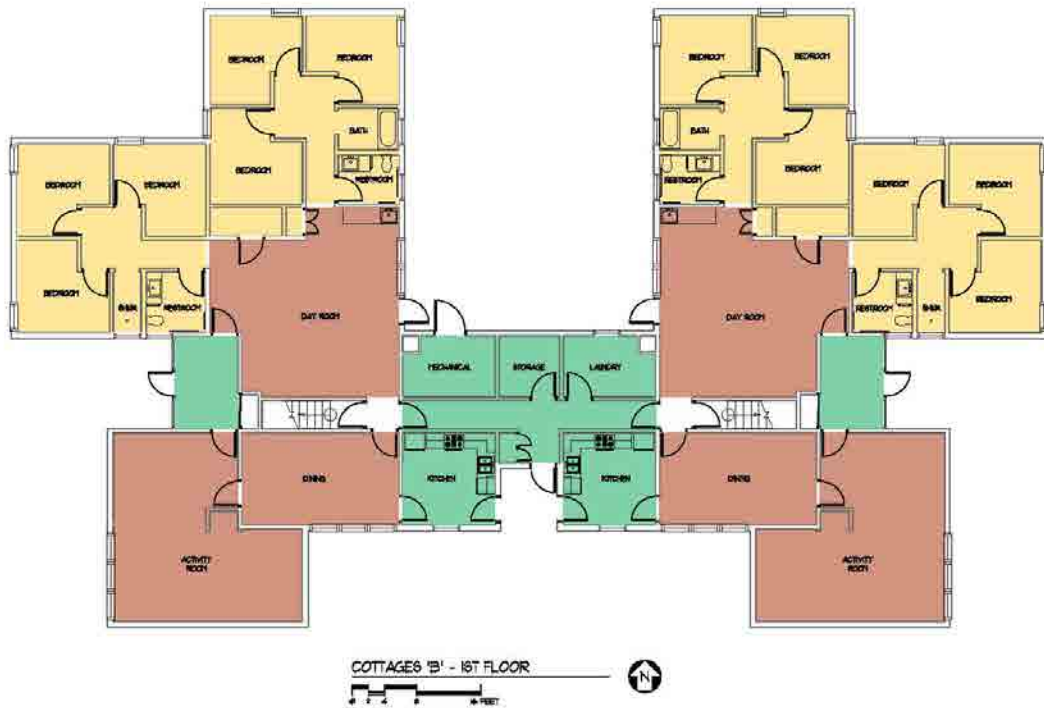
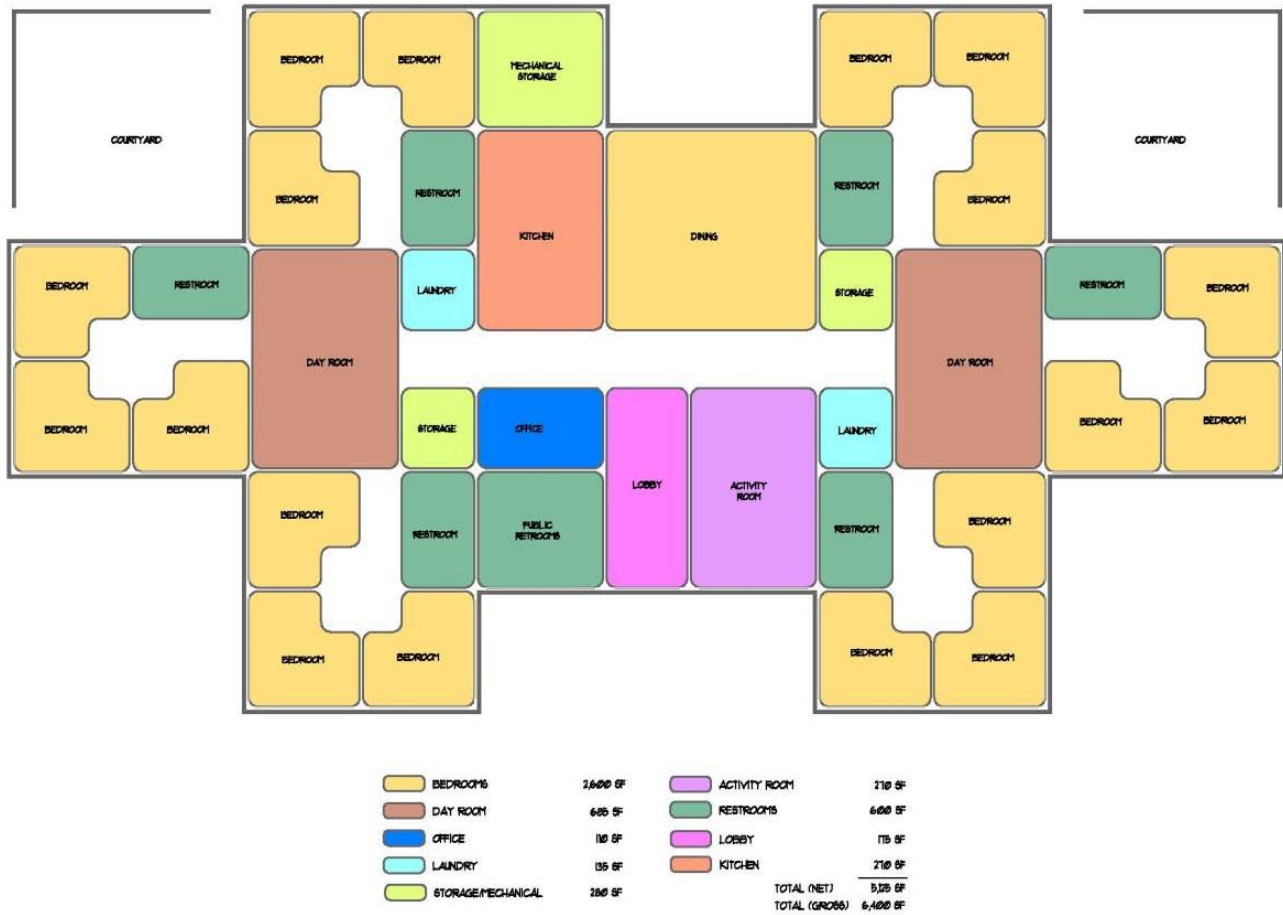


Figure 25: PAT 'A' Potential Improvements – Option 1 – Renovated Cottage Floor Plans (Cottages A & B)



NEW PAT "A" COTTAGE

Figure 26: PAT 'A' Potential Improvements – Option 1 – New Cottage Floor Plan

Commissary Potential Facility Improvements

The existing Commissary Building is a 75-year old building that is inefficient for the function it serves on campus due to its layout. Many of the support buildings on campus for maintenance store material and equipment that should be in the Commissary Building for inventory control, however as the space is broken up into a number of spaces it does not function well for a warehouse and results in a lot of wasted space. To reuse the Commissary building, it would require bringing the building up to current building code standards for wind, seismic, and possibly snow loads.

Costs: The cost to relocate the Commissary would be part of the larger renovation of the Lifeline Warehouse. It is estimated to cost \$200,000.

Recommendation: It is recommended that structural improvements occur to bring the Commissary building up to current building codes.

Support Services Potential Facility Improvements

The following is an evaluation of the potential future for the support buildings on the Fircrest School Campus:

- **Steam Plant (Building #28):** For the short-term the Steam Plant will need to remain in operation to serve the buildings on the campus. There is a potential to remove some campus buildings from the centralized steam system with their own HVAC systems. The building and boilers will continue to need maintenance and repair. There is also the possibility to provide a combined heat and power (CHP) system for the campus. The potential for a CHP system is discussed in the Energy Program developed by Washington State University (WSU) included in the appendix of this *Master Plan*.
- **Laundry Building (Building #31):** The Laundry building needs to remain to provide laundry services for the residential facilities on campus. The amount of service provided may be reduced if the "Y" buildings are replaced and laundry services become a part of any new or replaced facilities. The building and equipment will need continued maintenance and repair.
- **Kitchen (Building #39):** The Kitchen building is in good condition and is anticipated to continue to operate as it currently does. It is unlikely the Kitchen will increase the number of meals it serves to Fircrest School clients. The building and equipment will need ongoing maintenance and repair.
- **Chapel (Building #64):** The Chapel needs a new roof in addition to normal maintenance. If the Chapel is placed on the National Historical Register it will have to remain in use without significant changes.
- **Administration Building (Building #65):** The Administration Building will continue to serve its administrative function, but as with the other support buildings on campus will need normal routine maintenance and repair. It has been recommended by this *Master Plan* that the vacant/underutilized first floor be remodeled to house the non-ATP functions currently located in the ATP Building that is recommended to be demolished.
- **Activities Building (Building #67):** Fircrest School may continue to use the Activities Building; however State budgetary considerations have forced the swimming pool to be closed. The City of Shoreline would like to have the facility available to the public. It is hopeful that the Activities Building can be made available to Fircrest School and the public through a joint partnership between DSHS and the City or another State agency in the future. Further planning is recommended to determine the long-term use for the Activities Building.

Maintenance & Storage Potential Improvements

The maintenance & storage buildings include the Plant Mechanics Shop, Carpentry & Plumbing Shop, Plant Operations, Paint Shop and Warehouse. These buildings were a part of the original construction in 1942 and have been retrofitted to serve their existing uses. The buildings are not in good condition and do not effectively serve the functions they house. Prior to this study, the Fircrest School administration decided to consolidate the storage functions of these buildings into the Commissary function on campus. Given the age, condition, and layout of the existing buildings, an option to upgrade the current facilities was not explored.

Costs: The estimated maximum allowable construction cost to construct a new building for the maintenance & storage functions would be in the range of \$2.8 to \$3.0 million dollars. These costs do not include soft costs such as consulting fees, permitting, sales tax, etc.

Recommendation: It is recommended that the material receiving and storage operations be transferred to the Commissary building. In the long-term, the maintenance functions should be consolidated into a single new building on campus. The five buildings currently total 32,700 SF of space. Since much of the storage will be moved to the Commissary building, it is estimated that a new 15,000 SF building could house all of the five functions of the support services on campus.

Food Lifeline Warehouse Potential Improvements

The Food Lifeline Warehouse is no longer being used by Food Lifeline. It is the intent of DSHS to use the building for two State facilities. The warehouse function will be split roughly in 60/40 for warehouse space for the Facilities Maintenance Surplus Services for DSHS and the two-story office space in the building will be occupied by the State Department of Health which currently has their lab and office facilities on the Fircrest School site. The remodeling will include the demolition of the existing freezer and cooler in the building. Since the building conversion has already been decided, other no other options were explored for the building.

Costs: It is estimated to cost in the range of \$200,000 to remodel the space to house the three functions.

Recommendation: It is recommended that the Facilities Maintenance Surplus Services use the Food Lifeline Warehouse until another tenant is found.

5.2 – SITE INFRASTRUCTURE SOLUTIONS/OPTIONS

The Fircrest School site infrastructure was further assessed to identify potential improvements or operational modifications that would create more efficiency for the Fircrest School operations. The assessment explored opportunities to correct service deficiencies to each of the facilities and also to create a central grid that could better managed in the future years. An overarching goal is to plan for site infrastructure improvements that allow the Fircrest School facilities and any potential future third-party users to obtain utility services on their own systems. Appendix D illustrates potential improvements for stormwater, sewer, water, and electrical infrastructure.

Stormwater Management – Potential Improvements

Future site improvements on the Fircrest School property will require proportional compliance with current stormwater standards. In many cases, additional impervious site coverage will necessitate stormwater management facilities; this may include additional building footprints and parking areas. As the property is redeveloped each development area will require conformance to the current drainage code at the time of application. Currently, the City has adopted the 2014 update to the 2012 Stormwater Management Manual for Western Washington. Based on experience, new development should plan on 18,000 cubic feet of stormwater retention per acre of developed area. The current stormwater codes also generate low impact development features at a rate of about 5% of the total site area.

The future approach to stormwater management will include drainage pipes and stormwater ponds. Stormwater management plans must consider (a) the user (Fircrest School OR third-party users) and (b) the site's individual drainage basins. Considering the probable Fircrest School redevelopment, two stormwater ponds may be needed to accommodate the anticipated development; one in the North Campus and one within the Service and Maintenance area. Storm pipes will allow drainage to the outfall to the public system to the south. Future third-party users will be required to develop their own individual stormwater management systems. This will be explored in the future as part of individual site development proposals.

- Opinion of Cost Estimate: \$3,700,000 ***site construction only, these costs do not include soft costs such as consulting fees, permitting, sales tax, etc.*

Water – Potential Improvements

Consider the long-term capital improvement desires for the Fircrest School and the need to develop individual systems for the property's users, the water service requires a comprehensive upgrade. This will include new water infrastructure with new 12" main, and provide a looped system. Individual services could be connected to the different uses as the site develops. NCWD will also require additional storage tanks to be constructed on site with booster pump stations to mitigate the water needs of the site. This is especially important to maintain adequate pressure for fire protection.

- Opinion of Cost Estimate: \$1,700,000 for site improvements (pipe installation) PLUS \$2,100,000 for the storage tanks ***site construction only, these costs do not include soft costs such as consulting fees, permitting, sales tax, etc.*

Sanitary Sewer – Potential Improvements

Ronald Wastewater District (RWWD) has no concern of future capacity issues. As the campus develops, the sewer can be retained; however upgrades may be warranted depending on existing pipe connections. RWWD indicated that a standard developer extension agreement would be required at every application of a building permit.

- Opinion of Cost Estimate: \$400,000 for site improvements (pipe installation) ***site construction only, these costs do not include soft costs such as consulting fees, permitting, sales tax, etc.*

Electrical – Potential Improvements

A separate and concurrent capital improvements study is being conducted to explore/plan for electrical upgrades to the Fircrest School. This study includes both standard wiring and emergency backup. The finding of this separate report has not been completed; thus, specifics have been omitted from this plan.

Natural Gas

Natural gas exists on the property and is serviced by Puget Sound Energy (PSE). A study of future needs has not been completed as a part of this master plan; thus specifics have been omitted from this plan.

5.3 - ENERGY EFFICIENCY

Once a facility reaches a point of dilapidation, consideration of all options is prudent. We believe the site can be overhauled to better meet the needs of the residents, reduce greenhouse gas and utility costs, and exceed current regulations as they relate to the functions at this site. Given the state of the infrastructure, we believe the overhaul would also actually cost less than patching failures as they continue to occur.

The first decision must be a commitment to either maintain the central plant concept or convert to decentralize mechanical systems. The team from the WSU Energy Program advocates maintaining a central plant concept.

Converting to decentralized mechanical systems is a huge undertaking and can be very disruptive to the tenants. The existing steam boilers can only be operated at part load to a point. Beyond that, heat will need to be rejected to atmosphere, wasting energy during the transition from central to decentralized HVAC. A decentralized HVAC system means that maintenance must be performed all over the site, which would require more staff time. And the total HVAC capacity would be about 30% higher due to the inability to account for diversity of loads at any given time.

Hospitals and campuses typically choose a central system for good reasons. A summary of the advantages of a central plant include:

- Reduced maintenance costs
- Reduce utility costs
- Longer equipment life
- Diversity of loads, which allow for reduced overall capacity (on the order of 70%)
- The ability to integrate CHP, which opens the potential to:
 - Reduce pollution by 30% to 50%
 - Provide better power and thermal reliability
 - Provide thermal and power redundancy
 - Reduce utility costs

Recommendations: WSU recommends further analysis to address the best path that would include these items. Energy conservation opportunities/methods will be explored for each facility when (a) substantial facility upgrades are planned OR (b) when a new building is designed.

6.0 FIRCREST SCHOOL MASTER PLAN

This *Master Plan* is intended to illustrate the long-term property buildout and future uses of the Fircrest School Campus. The main purpose of this *Master Plan* is to provide a long-range vision and strategy document for the Washington State Department of Social and Health Service and to establish facility improvements necessary to continue the use of the Fircrest School Campus for DSHS functions.

An additional function this *Master Plan* serves is to establish future land uses and circulation for the development on the campus for the use of third-party users. This will help to formulate a Master Development Plan for the submittal of a Master Development Plan Permit (MDPP) as discussed in Section 4.1 (Land Use and Zoning) of this *Master Plan*, which is required in the City of Shoreline for the development of any new uses on a campus zoned site. A future Phase IV of this project, should it be funded in the 2017-19 DSHS Capital Budget, will further develop this concept and formally establish a *Master Plan* with the City of Shoreline that reflects public input gained during this phase of the project as well as the earlier phases and identifies improvements necessary for the development of the Fircrest School and its excess property.

6.1 – DESCRIPTION OF MASTER PLANNING PROCESS

This section describes/outlines the concept for the *Master Plan*, which is the result of the work done under the previous two phases of this project, which will fulfill the legislature’s directive for identifying the needs of the Fircrest School and determining improvements necessary to efficiently implement the program. However, it also provides a long-term vision for the property areas not needed for the operations of the Fircrest School and how that property may benefit both the campus and the community.

Previous sections of this *Master Plan* have analyzed the existing buildings on the Fircrest School Campus and identified potential improvements or new facilities that may be necessary to help continue the use of the Fircrest School Campus as a residential habilitation center. By consolidating and eliminating facilities, DSHS has the opportunity to put to use some of the other areas on the site that is underutilized or inconsequential to the use of the campus as an RHC.

Two master plan “alternatives” have then been formulated that depict development scenarios that incorporate the recommendations from Part 5. Overall these alternatives create a forward vision to (i) consolidate and collocate the Fircrest School Campus function and operations in the central location, (ii) eliminate antiquated buildings, and (iii) identify unused campus land that can be use leveraged with third party users to help finance long-term viability on the Fircrest School operations.

Through the selection of a master plan alternative outlined in this *Master Plan*, improvements to existing buildings and infrastructure, the construction of new facilities, and improvements to circulation and access within the Fircrest School campus seek to provide a plan for the Department of Social and Health Service to improve upon the care and service provided to the individuals who reside at Fircrest School.

6.2 – FUTURE PLANS BY MASTER PLAN AREA

Fircrest School Core Campus/North School Area

Future plans for the Fircrest School Core Campus and North School Area include improvements to the core functions of the School, including the long term nursing care facilities as well as the independent living cottages, administrative building and vocational training facility (ATP Building).

In order to address the goals of improving the service and care for Fircrest School residents and addressing building and service deficiencies, the proposed layout for the Fircrest School Core Campus/North School focuses on centralizing the schools facilities, eliminating redundancies in services, and simplifying the campus layout and organization.

- **Nursing Facilities:** The nursing facilities, or PAT “N” of the Fircrest School, are envisioned to be a part of the Fircrest School Core Campus/North School Area. Two alternatives are being considered and are discussed in Section 6.3 of this *Master Plan*. The first option is renovating building 66 to allow the nursing facilities to be relocated into the Core Campus Area which allows the facility to be closer to the administration and medical services provided on campus. The layout of this building could be modified for use as a nursing facility, and can allow for some increases in efficiencies through consolidating staff that is currently spread out throughout six buildings. The second option is to build a new nursing facility building within the North School Area. This option provides the ability to house all of the staff and functions required for the long term care of the residents in one, new, state of the art facility.
- **Independent Living Cottages:** The cottages in PAT “A” of the Fircrest School are in good condition aside from some necessary upgrades to the HVAC systems and roofs of the buildings. Some additional improvements are necessary to maintain the buildings and improvements could be made by altering the layout of these buildings to create more independent living spaces rather than bedrooms centralized around one living area. Construction of an additional cottage is proposed within the North School Area to allow for the residents of the cottage being renovated to be housed during construction and to provide housing environments for residents with unique living needs.
- **Administration:** The top two floors of the administration building have been recently renovated; these floors are proposed to continue to serve their administrative function for the school. Additional work will be necessary to renovate the first floor to house some non-ATP functions currently located in the ATP building that is recommended to be demolished.
- **Vocational Training:** The ATP building on campus is outdated and antiquated. Two options exist for replacing the ATP building and its functions. The first option is relocating the ATP-related functions to Building #66. The second option is constructing a new building to house the ATP-related functions. Non-ATP related functions are proposed to be relocated to the first floor of Building #65 (administration).

Community Dining

The community dining hall (Building #39) is a relatively new building necessary to the functions of the Fircrest School and thus makes sense to preserve its current operations. There is potential to open the dining hall and commercial kitchen up to the greater Shoreline community, potentially being used as a dining option for people who work nearby or for events. There is also potential for the kitchen to support future uses on the campus.

Service & Maintenance

- **Maintenance:** Maintenance facilities for the Fircrest School are spread throughout many buildings, resulting in a waste of space and energy; many of the buildings are nearing the end of their life-cycle. A new maintenance building should eventually be constructed to house all of the facilities necessary for the maintenance & storage building functions on campus. Cost estimates have been included in Part 5 of this *Master Plan* for future construction; however this has been excluded from the scope of this *Master Plan* for the purpose of developing a preferred alternative.
- **Laundry:** Eventually a new laundry building could be constructed to house all of the Fircrest Schools laundry needs in a consolidated area with other support services. This has been excluded from the scope of this *Master Plan* for the purpose of developing a preferred alternative.
- **Power:** A new power building needs to be constructed to facilitate the necessary electrical improvements for the Fircrest School (including emergency backup). Opinions of cost have not yet been conducted as a concurrent study is being conducted.

Chapel

The Chapel will be preserved and maintained to complement other uses on the campus and the greater City. No changes are proposed other than the construction of a new roof at some point in addition to normal maintenance. The Chapel is eligible to be placed on the National Historical Register.

Community Recreation Area – Area 2a

The Recreation Buildings (Buildings #67 & #69) will remain in their respective master plan areas, with improvements proposed to update the recreation building in conjunction with the City of Shoreline. It is intended in the future for this building to serve both the Fircrest School and residents of the City of Shoreline with the provision of an indoor community pool, basketball court and community spaces that can be reserved by groups for events. Further planning with the community should be explored to identify the terms and logistics.

Future Use Areas 1, 2b, 2c, 3, 4 and 5

After consolidating the Fircrest School uses, the unused areas of the property may be reserved for future uses by the State and/or third-party users. These areas are intended for uses that would complement the other services on campus, but will be further explored during the preparation of a Master Development Plan for the City of Shoreline during the future Phase IV of this master planning process.

Greenway

A greenway is planned along the historical Hamlin Creek that runs along the eastern property line. The Greenway is envisioned to provide creek buffering and also allow for future trail connections between surrounding uses and Hamlin Park. Future stream restoration and revegetation is also envisioned for the greenway corridor.

6.3 – MASTER PLAN ALTERNATIVES

The Fircrest School patient programs can be improved according to two distinct master plan alternatives. Generally speaking, the two alternatives are centered on what program is moved to the vacant Building #66; if one particular program is designated for Building #66, then a new facility will be consulted for the other program. Both alternatives will consolidate the Fircrest School operations making way for excess property and future uses. These alternatives also assume that the existing ‘Y’ Buildings and ATP building are closed and eventually demolished.

Fircrest School Campus General Use Area <i>(same for both alternatives)</i>	
Master Plan Area	Size (ac)
<i>Fircrest School Operations Areas</i>	
Core Campus	11.35
North Campus	8.65
Chapel	1.6
Community Dining	1.7
Service & Maintenance	6.6
Greenway	3.8
<i>Non-Fircrest School Operation Areas</i>	
Area 1 – Future Use	11.7
Area 2a	4.4
Area 2b	4.55
Area 2c	3.0
Area 3	5.3
Area 4 / Department of Health	-
Area 5	4.9

Alternative A-1

The first alternative plans for PAT ‘N’ to be relocated to Building #66; this will include a complete building retrofit and an addition. The ATP operations will be moved to a new building in the northeast portion of the campus. The non-ATP functions (in the current ATP building) are planned to be located to the ground floor of Building #65. A new cottage will be constructed for the PAT ‘A’ program.

Alternative A-2

The second alternative plans for the Adult Training Program (ATP) to be relocated to Building #66; this will include a complete building retrofit and using two floors. Like the first alternative, the non-ATP functions (in the current ATP building) are planned to be located to the ground floor of Building #65. The PAT ‘N’ program will be moved to a new building in the northeast portion of campus; this will be phased after the existing ATP is demolished. A new cottage will be constructed for the PAT ‘A’ program.



Figure 27: Alternative A.1

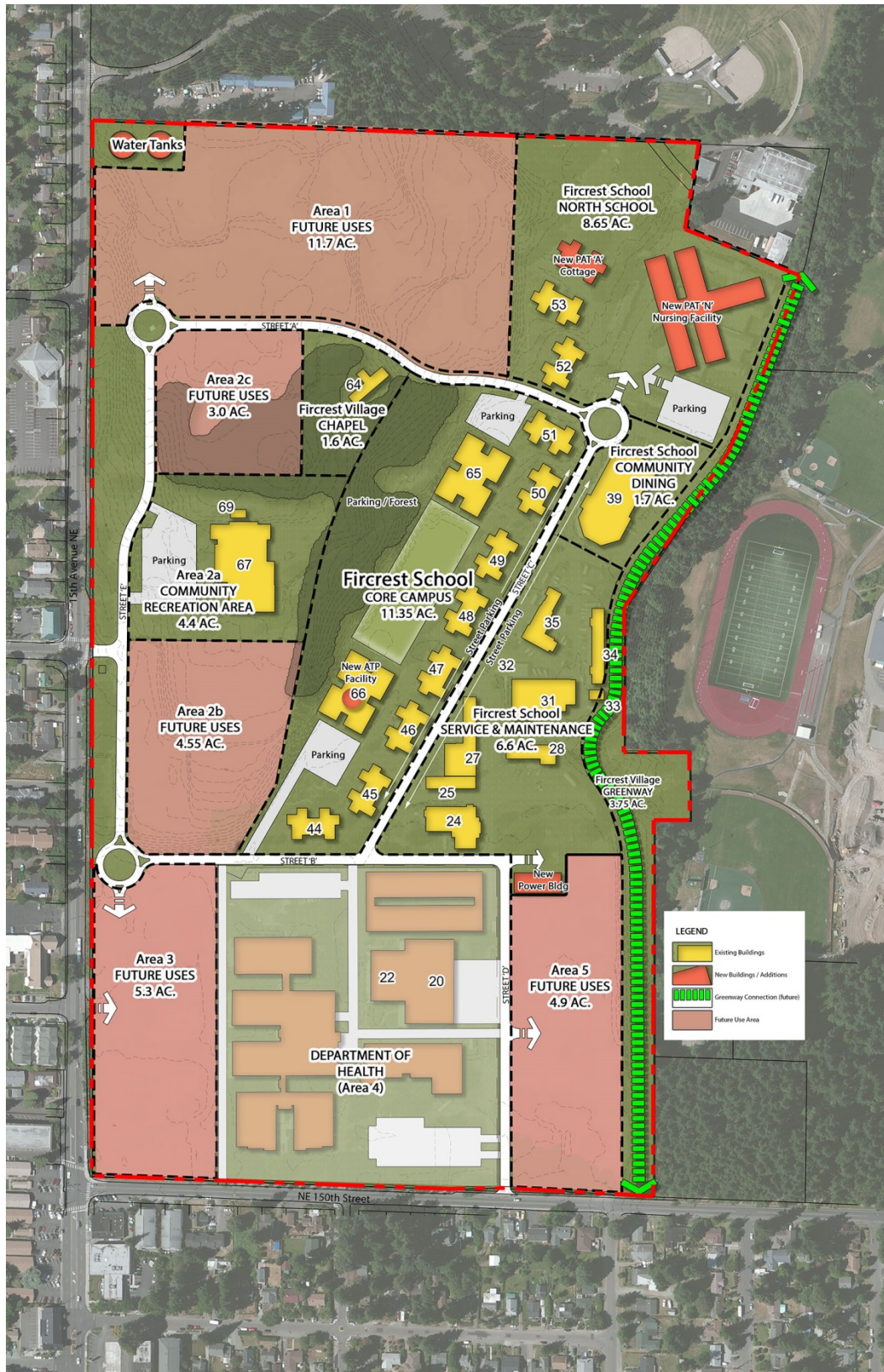


Figure 28: Alternative A.2

6.4 – OPINIONS OF COST ESTIMATES

The following table summarizes the opinions of cost for the facility improvements discussed in Chapter 5 for each master plan alternative. The opinion of cost for construction of a new power building has been excluded as a concurrent study is being conducted. All costs are broad estimates of construction and should only be used for planning purposes. Detailed cost estimates are normally explored as separate project-specific feasibility studies conducted closer to the intended construction date.

Alternative A.1	
New ATP Facility	
(A new building on campus with a gross square footage of 23,800 SF is estimated to cost \$325 per square foot)	\$7,735,000.00
Relocate non-ATP Functions to Building #65	
(Renovating the first floor of Building #65 with a gross square footage of 18,356 is estimated to cost \$225 per square foot)	\$4,130,100.00
Remodel 10 PAT 'A' Cottages	
(Estimated cost to remodel the Cottages is \$60,000 to \$70,000 per cottage)	\$650,000.00
Construct 1 New PAT 'A' Cottage	
(A new cottage with a gross square footage of 6,400 SF is estimated to cost \$275 per square foot)	\$1,760,000.00
Relocate PAT 'N' Nursing Facility to Building #66 + Addition to Expand First Floor	
(Renovating 51,650 SF of Building #66 is estimated to cost \$200 per square foot)	\$10,330,000.00
(Addition to expand first floor of Building #66 with a gross square footage of 10,200 SF is estimated to cost \$325 per square foot)	\$3,315,000.00
New Power Building	
(TBD, see concurrent study)	-
TOTAL (plus Site Infrastructure below)	\$27,920,100.00

Alternative A.2	
Relocate ATP Functions to Building #66	
(Remodeling the two floors of Building #66 with a gross square footage of 22,833 is estimated to cost \$225 per square foot)	\$5,137,425.00
Relocate non-ATP Functions to Building #65	
(Renovating the first floor of Building #65 with a gross square footage of 18,356 is estimated to cost \$225 per square foot)	\$4,130,100.00
Remodel 10 PAT 'A' Cottages	
(Estimated cost to remodel the Cottages is \$60,000 to \$70,000 per cottage)	\$650,000.00
Construct 1 New PAT 'A' Cottage	
(A new cottage with a gross square footage of 6,400 SF is estimated to cost \$275 per square foot)	\$1,760,000.00
New PAT 'N' Nursing Facility	
(A new single story building on campus with a gross square footage of 39,650 SF is estimated to cost \$375 per square foot)	\$12,886,250.00
(Site improvements necessary for the new building)	\$2,500,000.00
New Power Building	
(TBD, see concurrent study)	-
TOTAL (plus Site Infrastructure below)	\$27,063,775.00

Site infrastructure costs are anticipated regardless of Alternative chosen to upgrade the property in accordance with new stormwater, health and construction code regulations due to the scope of the redevelopment on the property and to allow for the introduction of third-party users on the excess campus property.

Site Infrastructure	
Stormwater Management	
(Drainage pipes and storm ponds to comply with current stormwater standards for future site improvements)	\$3,700,000.00
Water	
(Comprehensive upgrade of water system including a new 8" main and looped system)	\$1,700,000.00
(Additional storage tanks with booster pump stations)	\$2,100,000.00
Sanitary Sewer	
(System upgrades to separate sewer system for introduction of third party users onto property)	\$400,000.00
Electrical	
(TBD, see concurrent study)	-
TOTAL	\$7,900,000.00

7.0 – REVIEW OF 10-YR CAPITAL BUDGET PROJECTS

Agency Priority	Subproject Priority	Facility	Project	Estimated Total	2017-19 Request	2019-21 Request	2021-23 Request	2023-25 Request	2025-27 Request
2	42	Fircrest School	Minor Works 30003743 FS-Bldg 65: Elevators Replacement	725,000	725,000				
2	63	Fircrest School	Minor Works 30003748 FS-Kitchen: Plumbing Repairs	625,000	625,000				
2	75	Fircrest School	Minor Works 30003751 FS-Steam Plant: Steam Pit Drainage and Boiler Control Upgrade	375,000	375,000				
2	86	Fircrest School	Minor Works 30003749 FS-Rec Bldg: Mech Sys Repairs & Replace	900,000	900,000				
2	87	Fircrest School	Minor Works 30003750 FS-Plant Mechanics & Garden Shop: Roofing Replacement	375,000	375,000				
2	128	Fircrest School	Minor Works 30003745 FS-Chapel: Roofing Replacement	375,000		375,000			
2	145	Fircrest School	Minor Works 30003746 FS-Campus: Hazardous Tree Trimming and Removal	325,000		325,000			
11		Fircrest School	30002755 Fircrest School-Nursing Facilities: Replacement	17,415,000	17,415,000				
12		Statewide	30002746 Statewide: Telecommunication Systems Modernization*	220,000					
19		Fircrest School	30003574 Fircrest School: Land Transfer to the Department of Health	1,000	1,000				
21		Fircrest School	30003601 Fircrest School: Campus Master Plan & Rezone	200,000	200,000				
44		Statewide	30003250 Statewide: Hazards Abatement & Demolition	350,000					
57		Fircrest School	30002771 Fircrest School-Adult Training Program: Building Replacement	8,900,000	800,000	8,100,000			
76		Fircrest School	30003605 Fircrest School-Campus: Site Improvements	4,000,000		4,000,000			
79		Fircrest School	30002753 Fircrest School-Infrastructure: HVAC Decentralization	5,600,000	500,000	5,100,000			
85		Fircrest School	30002766 Fircrest School-Laundry: New Construction	6,700,000		600,000	6,100,000		
88		Fircrest School	30003609 Fircrest School-Eight Duplexes: Roofing Replacement	1,800,000		1,800,000			

APPENDICES

APPENDIX A -

WASHINGTON STATE UNIVERSITY ENERGY ASSESSMENT WALKTHROUGH, JULY 28, 2016

Fircrest School, Shoreline, WA – Energy Assessment Walkthrough on July 28, 2016



**Prepared for:
Washington State Department of Social and Health Services**

**Prepared by:
Washington State University Energy Program**



Energy Program

WASHINGTON STATE UNIVERSITY

September 13, 2016

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Acronyms and Abbreviations

cfm	cubic foot/feet per minute
CHP	Combined heat and power
DOAS	Dedicated outdoor air system
DSHS	Washington State Department of Social and Health Services
GHG	Greenhouse gas
HVAC	Heating, ventilation, and air conditioning
kBtu/sf/yr	thousand British thermal units per square foot per year
LCCAT	Life Cycle Cost Analysis Tool developed by the Washington State Office of Financial Management
SCC	Social cost of carbon
VRF	Variable refrigerant flow
WSU	Washington State University

Introduction

Washington State University (WSU) Energy Program staff attended a one-day walkthrough of the Washington State Department of Social and Health Services (DSHS) Fircrest School in Shoreline, WA, on July 28, 2016. Accompanied by Mr. Casey Moore, DSHS Facilities, and Mr. Garry Moore, Calvin Jordan Associates, we walked through the campus, which is used to support rehabilitation and care for the residents. The historical and detailed knowledge offered by Casey and Garry was invaluable to understanding the needs of the facility. Casey had in-depth knowledge of and familiarity with the deficiencies of the site, and Garry offered great historical insights about the conditions because he was involved in the design of some of the buildings.

Fircrest School is at a crossroads. Two possible yet very different avenues forward include 1) continuing to invest millions of dollars in an infrastructure that is well past useful life, or 2) making infrastructure changes to ensure that the facility:

- Is healthy and provides for a significantly higher level of comfort and quality for the residents
- Has significantly lower energy consumption
- Reduces up to 30% of greenhouse gas emissions on marginal energy generation
- Reduces maintenance-intensive technologies, and
- Has lower operating cost.

The Fircrest School is 440,639 square feet in area and uses over 300 kBtu/sf/yr. From ASHRAE (<http://cms.ashrae.biz/EUI/>) we find the Energy Use Index for many types of buildings for all the climates in the United States. **Table 1** provides a summary of how energy inefficient Fircrest is relative to similar sites in Seattle, WA.

Table 1. Energy Use Index for Similar Occupancies

Energy Use Index EUI (kBtu/sf/yr)	
Apartment	38
Small Hotel	69
Hospital	139
Outpatient Facility	247
Fircrest Rehabilitation.	>300

The first step is to decide whether to continue with a centralized mechanical and plumbing system or converting to decentralized systems. This decision will affect all other infrastructure improvement decisions.

Converting to decentralized mechanical systems is a huge undertaking and will be very disruptive to the tenants. The existing steam boilers can be operated at part load only – to a point. Beyond that, heat will need to be rejected to the atmosphere, which wastes energy during the transition from central to decentralized HVAC. A decentralized HVAC system requires maintenance over the whole site and requires more staff time. A decentralized HVAC design increases the total HVAC capacity by about 30% due to the inability to account for diversity of loads at any given time.

Hospitals and campuses typically choose a centralized system for good reasons, including:

- Reduced maintenance costs
- Reduce utility costs
- Longer equipment life
- Diversity of loads, which allow for reduced overall capacity, on the order of 70%
- The ability to integrate combined heat and power (CHP), which opens the potential to:
 - Reduce pollution by 30% to 50% on the marginal power generation

- Provide better power and thermal reliability
- Provide thermal and power redundancy
- Reduce utility costs

Table 2 provides estimates on five options. Based on research provided by the Rocky Mountain Institute of maintenance cost per square foot for a variety of building types.¹ The costs for repair and maintenance average about \$2.00 per square foot.

Table 2. Estimated Costs for Options to Maintain Central Plant or Decentralize

Option	Description of Primary Equipment	Estimated First Cost	Estimated Annual Maintenance Cost	Estimated Annual Energy Costs (1)
1	Baseline	$\$20/\text{sf} \times 440,639 + 1,000,000 = \mathbf{\$9,800,000}$	\$180,000	\$1,200,000
2	Retain steam boilers and upgrade controls, fix deficiencies in steam and potable HW	$\$20/\text{sf} \times 440,639 + 1,000,000 = \mathbf{\$9,800,000}$	\$180,000	\$1,080,000
3	Replace all but one boiler with Combined Heat and Power and fix deficiencies in steam and potable HW	$\$20/\text{sf} \times 440,639 + 2,750,000 = \mathbf{\$11,600,000}$	\$120,000	\$1,010,000
4	Decentralize HVAC - Gas Packs	$\$30/\text{sf} \times 440,639 \text{ sf} = \mathbf{\$13,200,000}$	$\$1.75/\text{sf} \times 440,639 \text{ sf} = \$770,000$	\$1,080,000
5	Decentralize HVAC and Potable HW	$\$45/\text{sf} \times 440,639 = \mathbf{\$19,800,000}$	$\$2.00/\text{sf} \times 440,639 \text{ sf} = \$880,000$	\$1,080,000

(1) Based on \$0.65/therm

For the purpose of this analysis, we assume a natural gas rate of \$0.65/therm for all scenarios, including baseline. Available utility information shows only \$0.10/therm, but that is not likely.

The financial benefit based on these estimates shows that maintaining the central system offers the most future benefit for this campus-type facility and also offers other benefits as noted above. Campuses are typically set up with a central plant.

¹ It is recommended that the ESCO perform an in-depth site assessment to provide more accurate numbers (http://www.rmi.org/RFGGraph-commercial_building_category_expenses).

Site History

Fircrest School provides care to about 200 residents, including many with serious developmental disabilities. The facilities for these residents are well maintained, but they are very old. The facility was originally built as a naval hospital during World War II, and was later used as a tuberculosis sanitarium. Local older residents recall playing basketball in the gymnasium with the residents when the facility was used to house troubled youth. The facility is now used to provide housing, individualized rehabilitative services, and 24 hour nursing care.

Building Use and Condition

The site's buildings are used to perform the following functions (described in detail below):

- Central Plant
- Laundry
- Dining
- Independent housing ("300-buildings")
- Skilled nursing, special care ("Y-buildings")
- Olympic pool, a 40 foot x 20 foot hot tub, and gymnasium
- Public health laboratory
- Chapel
- Administration
- Workshops

Central Plant

The central plant has four steam boilers. One boiler was decommissioned about 15 years ago and would be a suitable location for a gas turbine CHP system. The other 3 boilers are sized for 1/3rd, 2/3rd and 100% of full load. They appear to be well maintained.

Laundry

The laundry facility is functional, but the current layout is ineffective for controlling contamination from the dirty clothes to the clean clothes, and inefficient for workflow.

Dining

The dining building is a very large facility with capacity to feed over 200 people, although it is underused. Recently, variable speed drives on the exhaust and heated make-up air fans were added to the kitchen hood over the cooking operation so the fans would only operate at the level needed to keep the temperature below 90°F under the hood. Given the approximate 20-foot length of two hoods, and at the code-required exhaust rate of 300 cfm/foot, this system was exhausting about 12,000 cfm for 10 hours per day. To heat this much air to 65°F in the Seattle climate would consume about 8,000 therms per year. Now, with the new drives on the blowers, the new rate should be reduced to less than half.

Independent Housing

The independent housing buildings are well maintained. However, there are many relatively inefficient window-mounted air conditioning units. The cost to convert these buildings to variable refrigerant flow (VRF) with a dedicated outside air unit is estimated at \$20/sf. The VRF system will provide independent control of temperature in each person's room, and provide improved ventilation and odor control in the spaces for the occupants. VRF is a decentralized type of HVAC. We recommend adding a natural gas generator to meet the potable hot water needs associated with multi-family housing. This technology, CHP, is ideal for buildings with a thermal need all year. (A more detailed explanation of CHP is provided later in this report.)

Skilled Nursing

The nursing care buildings appear to be extremely inadequate for this use. For these buildings to meet the minimum requirements of a modern nursing facility, they would need to have 10 new bathrooms, new HVAC, seismic upgrades, and additional square footage.

- The exterior envelope is clay brick without structural reinforcement.
- Permits for the sprinkler system noting adequate water supply and pressure were not available.
- There are problems with power distribution, indicated by breakers tripping frequently.
- With six buildings, services for the patients are spread out and inefficient. Relocating this function into a single building would benefit the residents and the staff.
- The waste, heating, and potable water piping is past the useful life; they are blocked and corroded (**Figure 1**), and toilet waste has been found to enter the supply air plenum.

Detailed information and recommendations for the nursing buildings are provided under Priority #1 later in this report.

Figure 1. Waste Pipe from Skilled Nursing Building



Pool and Gymnasium

The Olympic-sized swimming pool, large hot tub, and gymnasium could benefit the residents and community, but these facilities are currently unused. Overall, the facility appears to be in good shape.

- We recommend further inspection into the thermal components because there does not appear to be attic ventilation, which could cause the insulation to mold. Attic ventilation is needed since the dew point will occur in the insulation and the moisture needs to be able to evaporate.
- The heating and potable cold and hot water piping should be inspected because all the piping on site appears to be near the end of life.
- We recommend installing a natural gas generator to serve the hot water and pool heating thermal needs, and to serve the power needs for lighting, pumps, etc. CHP technology is ideal for buildings with a thermal need all year.

Public Health Laboratory

The public health laboratory is an independent facility that is not owned by DSHS; however, it is still connected to the main campus' utilities. It is being assessed for removal from the Fircrest facilities. Doing so will very likely enable the Fircrest School to use about 30% less energy, reduce greenhouse gas emissions, and save operating budget while improving thermal and electric facility reliability. However, this is of no consequence to DSHS.

Chapel

The chapel is on the historic register. The shake roof is in need of immediate attention, but because the school is prioritizing patient health, this project is at the bottom of the list.

Administration

The administration building (called building 200) is a great example of how a three-story California style building can be improved for the Pacific NW climate. For example, the open air core has been enclosed with storefront glazing, the ramps have non-skid surfaces for the Pacific NW climate, and the atrium has solar blinds. There is ample space, it is aesthetically comfortable, and HVAC had been added to bring in fresh air. The HVAC equipment is, however, near the end of useful life and consideration could be given to upgrading to a VRF/dedicated outdoor air system (DOAS), which would significantly improve energy efficiency and comfort, or, adding to the central system.

There is a second building of this same design (called Building 500) that has not been improved for the Pacific NW climate. Building 500 is unused, but could potentially make for a suitable skilled nursing building should the existing skilled nursing buildings prove to be too costly to upgrade to current federal and state standards. Moving the skilled nursing functions to a single building will allow for better control for the staff, reduced heating costs, and an economical design for better air quality and code-compliant amenities. For example, the 9-foot ceilings in Building 500 allow for plumbing to accommodate the required “one restroom per two occupants,” and there appears to be enough space to provide the required 115 sf/person.

Workshops

The workshop buildings are large open spaces that could be used for a variety of community functions.

Projects Currently Under Consideration

Expenditures are being considered to fix the following systems in the skilled nursing/special care buildings (Y-buildings):

- Repair and replace piping infrastructure that is past the useful life.
- Replace the underfloor HVAC with an aboveground system that is not contaminated with toilet waste.
- Boiler controls upgrades

Additional projects are being considered to replace the electrical transformer and redistribute site power.

Next Steps

We recommend a holistic study where the functions at the facility and the integrity of the buildings are considered together. While considering options, thought must be given to:

- Maintenance
- Environmental stewardship
- Energy costs
- Power reliability
- First costs

A study such as this typically takes many turns as information is gathered. Based on our site visit, we are inclined to start with four priorities:

1. Priority #1 – Nursing buildings
2. Priority #2 – Decommission one boiler and replace with CHP
3. Priority #3 – Replace heating with VRF and electronic controls
4. Priority #4 – Reopen the pool using a CHP system to provide heat and energy

Priority #1

WSU Energy Program staff believes the first consideration needs to address the skilled nursing facility. The nursing staff currently provides services to the residents in six different buildings, which adds a significant and noteworthy level of complexity to providing good care. We understand funding is in place to repair the below slab waste piping. However, the buildings have deteriorated to the point that demolishing and rebuilding the nursing facility, or relocating nursing services to Building 500, should be considered rather than continuing to try to repair systems that are well beyond the useful life.

Cost and scope-of-work estimates to repair and retrofit the six buildings currently used for nursing services to the appropriate codes and regulations are listed below. The square footage of the six buildings is about 12,000 sf each. RS Means data for the single story medical office building and \$230/sf was used for the estimates. These figures are only estimates, based on RS Means square foot estimates for new construction. (further analysis is needed to substantiate these estimates):

1. **HVAC:** The waste piping has deteriorated under the floor slab, **causing waste products to get into the supply air plenum**. The plenum cannot be cleaned because the space is only 6 inches high and is sandwiched between two layers of concrete. Therefore, the buildings must be equipped throughout with a new HVAC system, and the existing underfloor supply system must be sealed and abandoned. Estimated cost for this is \$20/sf, \$240,000 per building, and \$1,440,000 for all six buildings.
2. **PLUMBING:** The waste piping is beyond repair and all the piping should be replaced. The cost to install all new waste piping is estimated at \$662,000 per building, \$3,980,000 for all six buildings (at 3% for demo and 7% for install, or 10% of new construction, plus 6% for all new concrete floors).
3. **WINDOWS:** The large storefront window systems are single pane, non-thermally broken aluminum. Some of the panes are Plexiglas that can be popped out with very little force. The cost to replace these is estimated at \$414,000 per building, \$2,484,000 for all six buildings.
4. **EXTERIOR WALLS:** The opaque exterior façade is unreinforced clay brick with no structural integrity. The buildings need a complete seismic upgrade. This upgrade is estimated to cost \$2,000,000. This estimate is based on discussion with a structural engineer who has not seen the site; however, he has been involved in seismic upgrades in our region so the order of magnitude should be within 50%.
5. **STRUCTURAL UPGRADE:** The structural upgrade will consume usable floor space. Because the available space is currently inadequate to meet state requirements for skilled nursing facilities, additional square footage would need to be built to meet the minimum floor space required per occupant and the additional bathrooms. Estimating 25% more square footage needed to meet the space requirements, or 3,000 sf per building, is estimated to cost \$1,035,000 per building, and \$6,210,000 for all six buildings.
6. **SQUARE FOOTAGE:** State and federal requirements for skilled nursing mandate one bathroom for two occupants. Therefore, 50 new bathrooms will need to be built. There is also a required minimum square footage per patient that cannot be met in the existing buildings' footprints. Additional square footage would be needed. Assume 3,000 sf/building at \$230/sf for six buildings = \$4,140,000.

Again, we recommend further analysis to provide cost estimates based on actual site conditions and not just RS Means square foot cost data. In order to be code compliant, the buildings need to be completely gutted, including interior surfaces for the seismic upgrade, the slab on grade for the waste piping, code-compliant HVAC, envelope thermal upgrades, and plumbing installation. Additional square footage

needs to be added to meet the minimum regulatory requirements. Furthermore, there are problems with the electrical distribution, resulting in breakers tripping frequently, which has not been assessed.

Based on input from Mr. Garry Moore, AIA, we believe the unused Building 500 can be retrofitted for a fraction of the cost to retrofit the existing skilled nursing buildings, while programmatically providing for significantly better care and function for the residents and staff. The options are:

1. Continue to try to stay ahead of the repairs
2. Demolish and rebuild
3. Relocate to Building 500

Options 1 and 2 would be the most disruptive to the tenants. Other items to consider include first costs, operating costs, maintenance costs, and energy efficiency. **Table 3** summarizes these estimated values.

Table 3. Summary of Path Considerations for Skilled Nursing Facility Improvements

Description	Estimated First Cost	Estimated Annual Maintenance Cost	Estimated EUI (kBtu/sf/yr)	Estimated Annual Energy Costs	Estimated CO2e Emissions (tonnes)
Fix deficiencies as noted in items 1-6 above	\$20,254,000	Highest	300	\$250,000	10,000
Demolish and rebuild(1)	\$24,840,000	Lowest	150	\$116,667	5,000
Relocate to the '500 Building' (2)	\$18,000,000	Low-Mid	150	\$116,667	5,000

(1) - New construction at \$230/sf, 90,000 sf. Demolition at 20% of New Construction

(2) - \$200/sf, 90,000 sf

Priority #2

To provide power reliability as mandated by the Center for Medicare and Medicaid Services (CMS) and reduce maintenance and operating costs, WSU Energy Program staff recommend replacing the decommissioned #4 boiler with a 1,000 kW CHP system. This technology is commonplace on the East Coast and California, where power costs are well over \$0.10/kWh. Highlights of applying CHP technology at the Fircrest School include:

1. Elimination of the diesel generators and all on-site fuel oil storage and associated maintenance,
2. Reduction in utility costs by about \$300,000 per year,
3. Reduction in greenhouse gas emissions of over 30% from the marginal power generation,
4. A simple payback of about 7 years, and
5. Installed cost estimated at under \$3,000,000.

We recommend integrating CHP into the facility to replace the potable hot water systems and provide backup power for the site. CHP technology can also help meet space heating loads. An article that provides a good overview of CHP can be found in this article: "Combined Heat & Power Really is the Answer," *Engineered Systems*, October 2015 (<http://www.esmagazine.com/articles/97365-combined-heat-power-really-is-the-answer>).

Priority #3

The heating systems appear to be inadequate and somewhat non-functional in every building, though priority should be given to the skilled nursing, administration, and resident housing buildings. There is unregulated and excessive heat in the winter and too much heat in the summer, when heat is unnecessary. Many spaces have too much heat in the winter, requiring residents to open doors and windows. There does not appear to be an effective way for building occupants to control the heat. Most controls are part of an outdated pneumatic system; starting about 40 years ago, pneumatic controls in the HVAC industry are being upgraded to electric controls.

We recommend a systematic replacement of steam radiators and fan coils. The technology to be considered should include VRF if decentralized systems are chosen, and/or two-pipe hydronic if the central plant is maintained. The most energy-efficient HVAC technology is the VRF coupled with a DOAS, which is used in about 90% of the commercial buildings in Japan, China, and Europe. When this technology was introduced in the United States, the market experienced double-digit growth due to the ease of installation, superior energy efficiency, and excellent tenant comfort. The price is very competitive and can be installed with very minimal disruption to the tenants in the buildings. For example, the Building Division for Centralia, WA, actually maintained operations while retrofitting rooftop gas/DX with VRF. Their energy use dropped by over 30% and they were much more comfortable with this HVAC technology.

Two articles that provide a good overview of VRF can be found at these links:

- “VRF Heat Pumps in the Real World,” *Engineered Systems*, September 2013 (<http://www.esmagazine.com/articles/95945-vrf-heat-pumps-in-the-real-world>)
- “VRF is Evolving,” *Engineered Systems*, February 2015 (<http://www.esmagazine.com/articles/96976-vrf-is-evolving>)

Priority #4

The pool and gymnasium are good candidates for CHP. A functioning pool would provide a constant thermal load all year that includes showers, pool heating, and heating the huge hot tub that is approximately 40 feet x 40 feet. Many hotels with indoor pools, on-site laundry, and showers have made the conversion to CHP and integrated the technology into their existing infrastructure. They do this instead of using boilers, water heaters, and/or diesel generators.

We understand the community would be very interested in having this pool recommissioned, and see it as a benefit to the community as well as the residents.

Utility Profile

Natural Gas and Electric Use

Energy costs by month for both the utility gas and electricity meters are summarized in **Figures 2 and 3**. **Table 4** summarizes the utility consumptions for CY15. This information is obtained from the Portfolio Manager database. Note that natural gas use is extremely seasonal while the electric consumption is very uniform across the year. It appears the laundry and potable hot water loads comprise about half of the peak heating season load. Such a profile is great for maximizing the benefits of CHP. We recommend analyzing actual bills to assess demand charges that can be offset with the use of CHP technology to further reduce the payback period.

Figure 2. Boiler Natural Gas Consumption for Fircrest

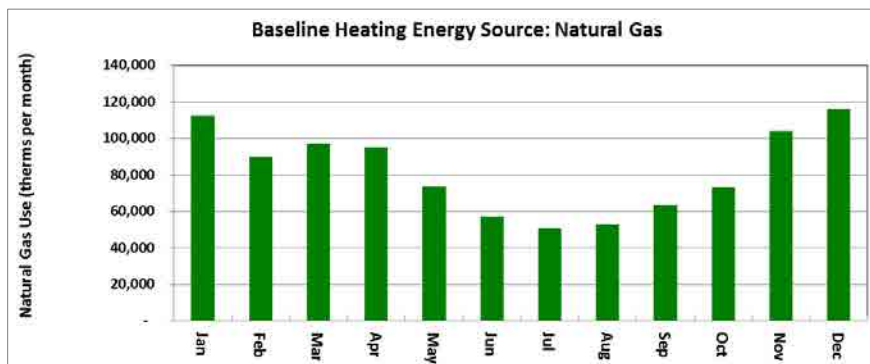


Figure 3. Monthly Electric Consumption for Fircrest

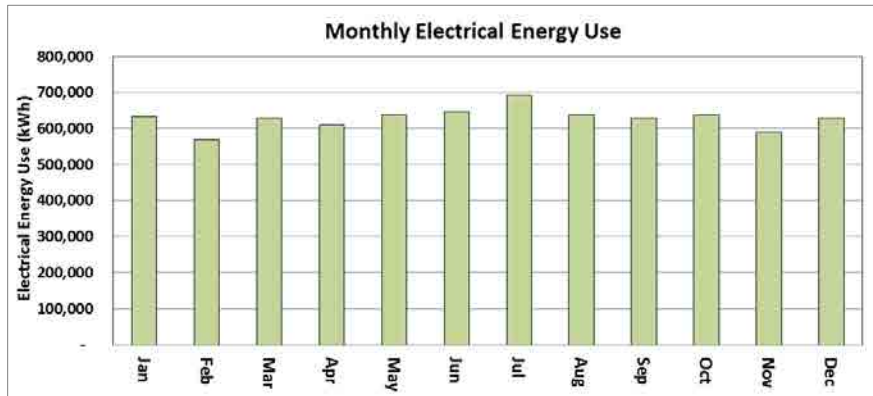


Table 4. Monthly Power and Thermal Consumption for Fircrest

ENERGY USE AND COSTS FROM BILLING RECORDS					
	Total Electricity Costs (Demand & Energy)		Natural Gas		Total Costs (\$)
	(\$)	(kWh)	(\$)	(therms)	
Jan	\$39,679	569,503	\$9,220	89,922	\$48,899
Feb	\$43,561	628,059	\$9,641	97,304	\$53,202
Mar	\$42,588	610,186	\$9,522	95,211	\$52,109
Apr	\$43,796	636,246	\$8,288	73,893	\$52,084
May	\$45,221	645,710	\$7,321	57,061	\$52,542
Jun	\$48,089	691,500	\$6,983	51,094	\$55,072
Jul	\$44,518	637,459	\$7,101	53,162	\$51,618
Aug	\$43,513	627,003	\$7,698	63,712	\$51,211
Sep	\$45,081	636,387	\$8,265	73,458	\$53,346
Oct	\$41,035	589,507	\$10,131	104,106	\$51,167
Nov	\$44,168	627,725	\$10,830	116,160	\$54,998
Dec	\$45,326	615,027	\$10,899	114,116	\$56,225
Annual Totals	\$526,574	7,514,312	\$105,900	989,198	\$632,473

CHP Feasibility

CHP is an efficient approach for generating power and useful thermal energy (heating or cooling) from a single fuel source at the point of use. Instead of purchasing electricity from the local utility and using fuel in an onsite boiler or furnace to produce needed thermal energy, the Fircrest facility can use CHP to provide both services onsite in one energy-efficient step. By recovering the heat normally wasted in power generation and avoiding transmission and distribution losses when delivering electricity from the power plant to the user, CHP reduces overall energy use, which reduces emissions and operating costs, and increases reliability for the end user.

With CHP, energy normally lost in the prime mover’s hot exhaust and/or cooling systems at the power generating facility is recovered to provide process heat, hot water, or space heating/cooling for the site. Common thermal loads for CHP applications can be cooling, heating, and humidity control systems for buildings; or domestic hot water for showers, pool heating, laundry, and other potable hot water loads.

CHP reduces pollution, reduces utility costs, and provides better power reliability. Significant evidence points to the fact that equipment needed for emergency scenarios is significantly more reliable when part of the non-emergency operation.

CHP at Fircrest

WSU Energy Program staff conducted a first-cut CHP system qualification screening for CHP equipment selection and economic viability at the Fircrest campus. Based on review of monthly electric energy and natural gas consumption along with other qualitative information, we have determined that the Fircrest School may qualify as a candidate for CHP. CHP has the potential to meet the campus' long-term energy savings, carbon emissions reduction, and other environmental impact goals while improving physical comfort levels for those who live or work at the school.

The following factors are the basis for our analysis favoring the installation and operation of a CHP system:

- The gas rate initially provided to us was \$0.1/therm. This is such a good rate that we expect there to be an error. We modeled the CHP system using a more typical gas rate of \$0.65/therm. A typical CHP system in the size range matched to meet energy requirements at Fircrest School could have an estimated simple payback of 30 years, and even lower if avoided costs are included (14 years at \$0.085/kWh and 9.7 years at \$0.10/kWh).
- Concern about electrical energy and natural gas cost increases.
- Concurrent seasonal electric and thermal loads (8,760 annual hours of operation).
- Washington State's commitment to reducing its carbon footprint through additional energy efficiency measures, including CHP.

Following are site considerations and assumptions that have been made in the analysis:

- The estimated costs for implementing future energy conservation measures were not included in this analysis. However, electricity prices are projected to increase significantly in 2020 as coal-fired plants are taken off line, the cap and trade bill becomes more fully implemented, and utilities move away from coal for power generation.
- The nameplate generation capacity of equipment (1,000 kW), fuel type (natural gas), and estimated electricity required for service loads.
- There are no estimates of avoided costs associated with any end-of life equipment replacement, or incentives that would favorably impact the financial picture of CHP. However, we understand a boiler upgrade is being discussed, and allocating funds for that project toward CHP technology will reduce the payback period. (6.8 years at \$0.10/kWh)

Description of CHP Project Appropriate for Fircrest School

One CHP alternative has been analyzed with three different potential scenarios: a CHP system at current electric rates (\$0.070/kWh), and a CHP system with electric rates increased to \$0.085/kWh and \$0.010/kWh. All scenarios assume a natural gas rate of \$0.65/therm.

The proposed CHP system would have five 200 kW micro turbines operating at 100% of rated power and designed to meet approximately 37% of the site thermal needs (100% when equipped with a duct burner with outside air firing) and 100% of emergency electricity needs.

This option allows for heat and electrical energy to be provided during a power outage. **Table 5** provides a summary of the results of this initial screening that reflects the inclusion of each aspect of the three scenarios described (prices per kWh were rounded up). The duct burner with outside air firing will allow the CHP plant to provide all the steam needs at about 92% efficiency (existing boilers are about 80% efficient), and act as a backup boiler if the power generation is completely down. **Table 5** also provides financial information.

Table 5. Fircrest Estimated Operating Savings and Simple Payback with CHP

	Baseline	5-200 kW Gas Turbines at CY15 energy rate (\$0.07/kWh)	5-200 kW Gas Turbines at \$0.085/kWh	5-200 kW Gas Turbines at \$0.10/kWh
Electricity Energy Cost	\$526,002	\$10,520	\$12,774	\$15,029
Electricity Demand Cost, Baseline	\$0	\$0	\$0	\$0
CHP Fuel Cost	\$0	\$610,572	\$610,572	\$610,572
Seattle Steam / Residual Boiler Fuel	\$642,979	\$415,427	\$415,427	\$415,427
Duct Burner (GT)/ Boiler (Engine), Supplemental Fuel Use		\$12,860	\$12,860	\$12,860
Boiler (Back Up), Back Up Fuel Use		\$402,567	\$402,567	\$402,567
COST SAVINGS				
Electricity Energy and Demand Cost Savings		\$515,482	\$625,942	\$736,403
Fuel Costs Increase		\$383,021	\$383,021	\$383,021
Total Annual O&M Costs		\$58,912	\$58,912	\$58,912
Total Operating Savings		\$73,549	\$184,009	\$294,470
SIMPLE PAYBACK				
Installation Costs		\$2,750,000	\$2,750,000	\$2,750,000
Avoided Costs		\$500,000	\$500,000	\$500,000
Incentives		\$0	\$0	\$0
Total Operating Savings		\$73,549	\$184,009	\$294,470
Payback (years), Before Incentives		30.6	12.2	7.6

Figure 4 provides the graphical representation of the payback as energy rates inflate. **Figure 5** depicts the CHP performance as its load follows on the electric load. In this capacity, it only meets about 28% of the thermal load. Therefore, we added the duct burner with outside air firing, which provides the entire thermal load needed to load follow with the duct burner. The thermal profile is depicted in **Figure 6**.

Figure 4. Simple Payback Based on Electric Rates and Incentives at Fircrest School

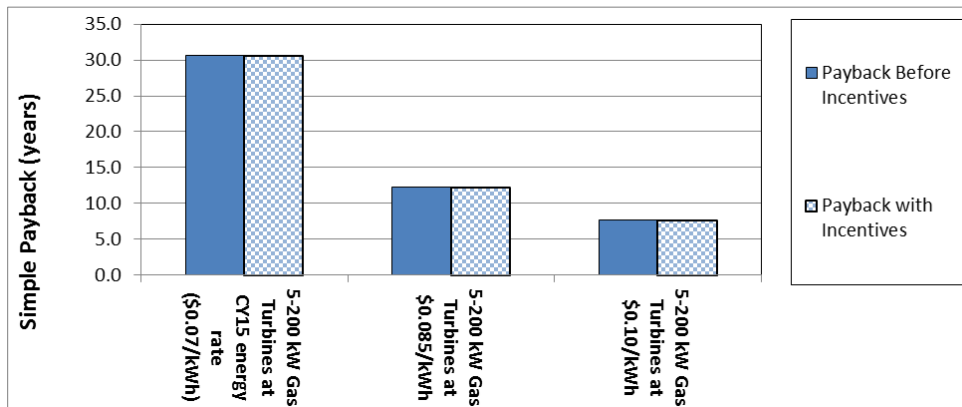


Figure 5. Monthly Electric Load and CHP Output at Fircrest School

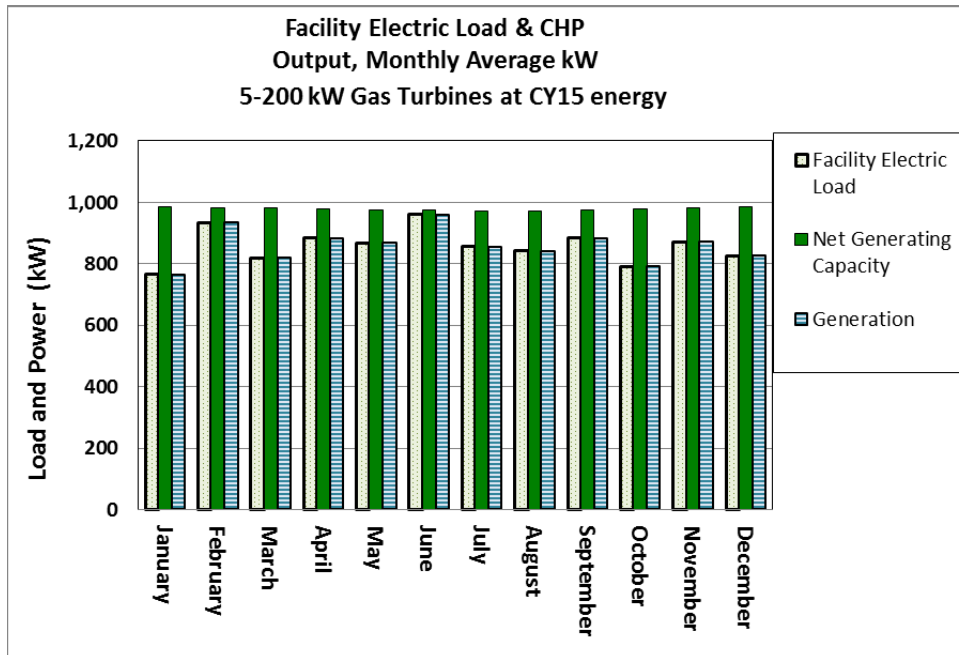
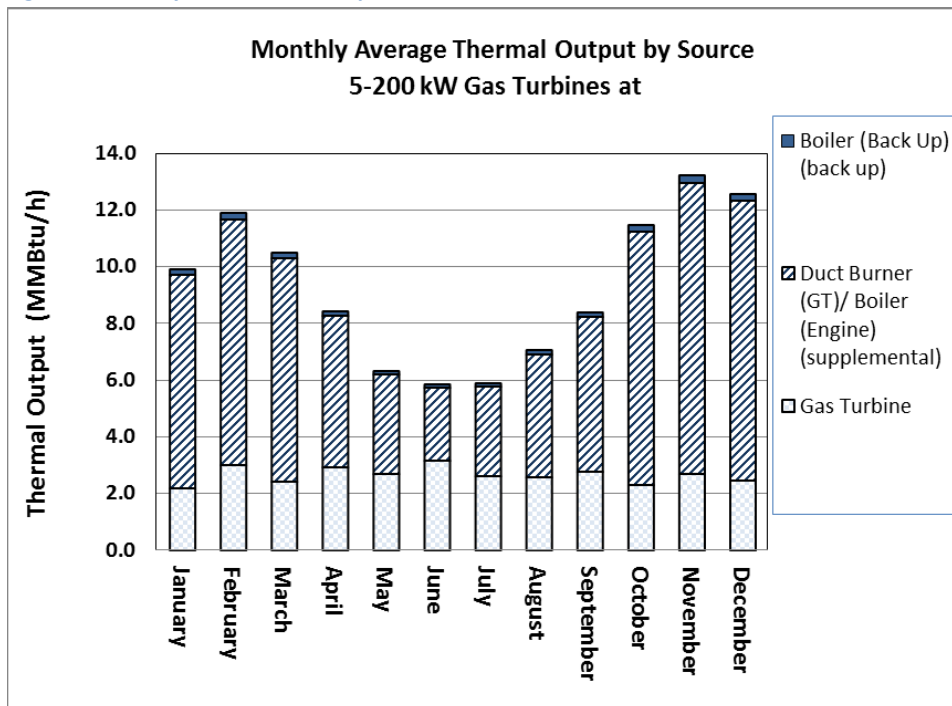


Figure 6. Monthly Thermal Consumption for Fircrest School



Specifying a 1,000 kW CHP unit instead of the 1,000 kW diesel generator will reduce pollution significantly at Fircrest School, as detailed in **Table 6**. CHP will reduce greenhouse gas emissions by almost 30%, NOx by 34%, and almost eliminate SOx emissions.

Table 6. Pollution and Greenhouse Gas Reduction Potential with CHP at Fircrest School

	Current Operation	1,000 kW CHP
Carbon Dioxide Equivalent of GHG Emissions (metric tonnes per year)		
CO2e Emissions	11,969	8,457
CO2e Emissions Reductions		3,512
Percent CO2e Emissions Reductions		29%
Number of Passenger Cars Removed **		747
Criteria Pollutants (metric tonnes per year)		
NOx Emissions	7.0	4.6
Percent NOx Emissions Reductions		34%
SOx Emissions	2.8	0.07
Percent SOx Emissions Reductions		97.4%

Based on the information currently available, further analysis is recommended. This investigation of CHP viability could include a feasibility assessment to further explore the campus’ seasonal or hourly energy usage and requirements, including overall facility planning and/or goals. The detailed site information needed for the feasibility analysis includes daily and seasonal electric and thermal load profiles, and site-specific details of any proposed expansion plans, and energy consumption increases expected by that expansion, or other factors that may impact CHP system selection or sizing. Several CHP technology or system options may be evaluated, with budgetary pricing and economic analysis developed for each option.

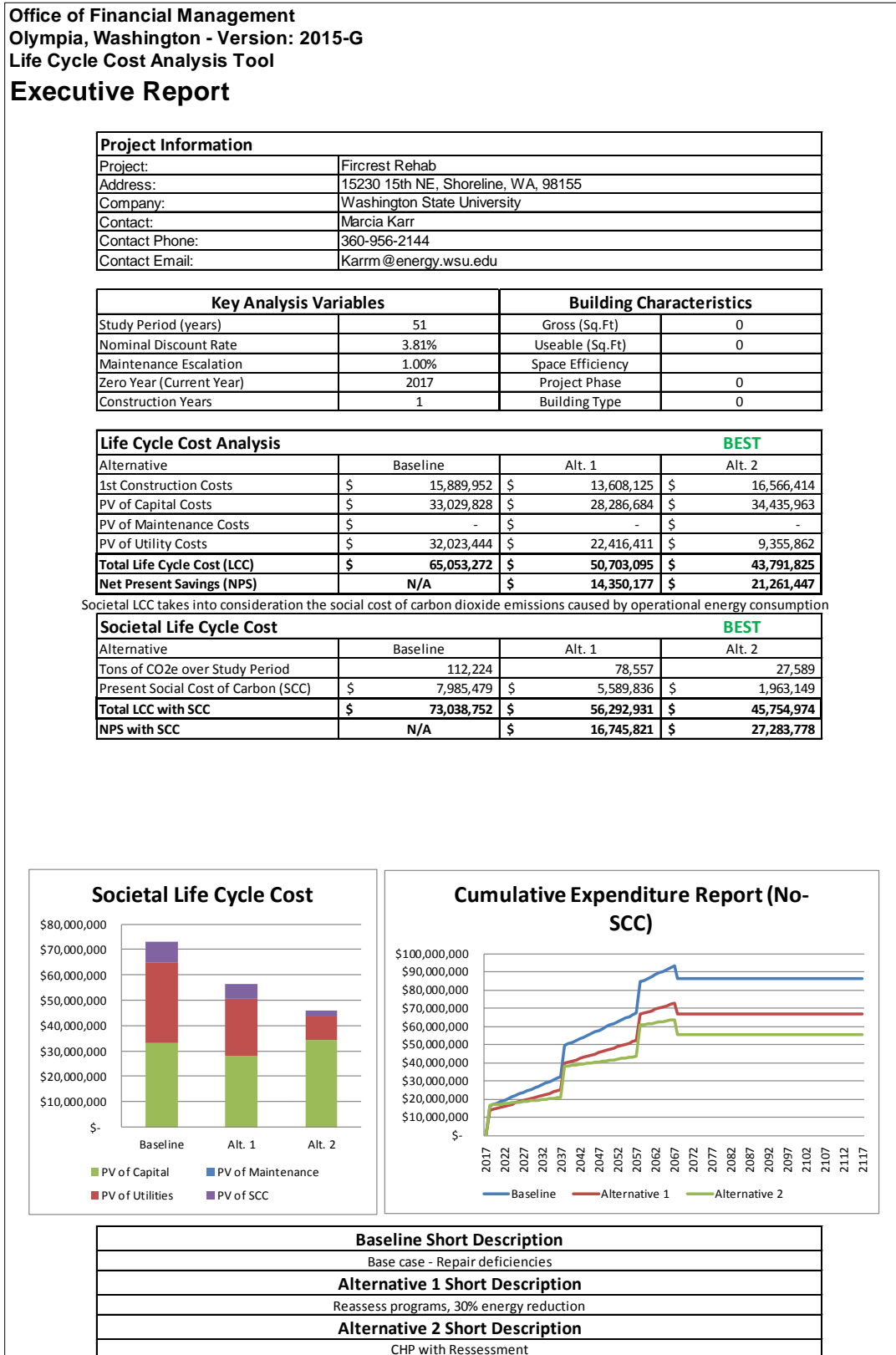
The results of the assessment will provide a more refined sense of how compelling the estimated economic and operational benefits of CHP might be to Fircrest School, and provide the information needed to make a decision about next steps, which could include the expenditure of funds for an investment grade analysis. We look forward to continuing to discuss your facility’s CHP opportunity and the next steps.

Life Cycle Cost and Societal Benefit

A Department of Commerce interagency memo from Brian Bonlender, Director, on the social cost of carbon describes the direction our state is going when making decisions on capital expenditures. On April 29, 2014, Governor Inslee signed Executive Order 14-04 on Washington Carbon Pollution Reduction and Clean Energy Action. Executive Order 14-04 requires public acquisition processes to consider the social cost of carbon (SCC) emissions. The energy efficiency section of Executive Order 14-04 stipulates that facilities managers for public buildings must “Ensure the cost-benefit tests for energy-efficiency improvements include full accounting for the external cost of greenhouse gas emissions.”

This report for the Fircrest School uses the tool created by the Washington State Office of Financial Management to show compliance with Executive Order 14-04. This tool, called the Life Cycle Cost Analysis Tool (LCCAT), accounts for the societal benefit of the proposed project. **Figure 7** is a screen shot of the results based on the assumptions noted throughout this report. Data will be re-entered into this tool after the next level of analysis occurs, but this preliminary assessment is provided here to encourage the direction of reprogramming some buildings and adding CHP.

Figure 7. Fircrest School Life Cycle Analysis



The first alternative modeled reflects a 30% reduction in electric and thermal energy use. This will result in reducing the EUI as shown in **Table 7**. Integrating CHP into the site will further reduce the EUI.

Table 7. Energy Use Index for Similar Occupancies

Energy Use Index EUI (kBtu/sf/yr)	
Apartment	38
Small Hotel	69
Hospital	139
Outpatient Facility	247
Fircrest Rehabilitation Present	300
Fircrest Rehabilitation, 30% energy	210

Conclusion

The Fircrest School performs a necessary function for residents, where people with disabilities appear to be well cared for. The maintenance and operations of the campus appear to be exceptional, especially given the age of the facility.

However, the team from the WSU Energy Program that visited the school in July 2016 emphasize that the infrastructure is failing beyond repair. Further, it might be time to consider a complete needs assessment of those who work or live at the facility, and the best options to meet these needs. The facility has not aged well, and continuing to patch problems may not be the best path at this juncture.

This facility uses significantly more energy that it should, which provides great opportunities to save energy and reduce pollution. For comparison:

- The Fircrest School is a 440,639 square foot facility and uses about 300 kBtu/sf/yr
- The national average for a small hotel in Seattle is 69 kBtu/sf/yr
- The national average for an apartment is 38 kBtu/sf/yr
- The national average for a hospital is 139 kBtu/sf/yr

Have we got an opportunity for improvement!

Once a facility reaches a point of dilapidation, consideration of all options is prudent. We believe the site can be overhauled to better meet the needs of the residents, reduce GHG and utility costs, and exceed current regulations as they relate to the functions at this site. Given the state of the infrastructure, we believe the overhaul would also actually cost less than patching failures as they continue to occur.

The first decision must be a commitment to either maintain the central plant concept or convert to decentralize mechanical systems. The team from the WSU Energy Program advocates maintaining a central plant concept.

Converting to decentralize mechanical systems is a huge undertaking and can be very disruptive to the tenants. The existing steam boilers can only be operated at part load to a point. Beyond that, heat will need to be rejected to atmosphere, wasting energy during the transition from central to decentralized HVAC. A decentralized HVAC system means that maintenance must be performed all over the site, which would require more staff time. And the total HVAC capacity would be about 30% higher due to the inability to account for diversity of loads at any given time.

Hospitals and campuses typically choose a central system for good reasons. A summary of the advantages of a central plant include:

- Reduced maintenance costs

- Reduce utility costs
- Longer equipment life
- Diversity of loads, which allow for reduced overall capacity (on the order of 70%)
- The ability to integrate CHP, which opens the potential to:
 - Reduce pollution by 30% to 50%
 - Provide better power and thermal reliability
 - Provide thermal and power redundancy
 - Reduce utility costs

We suggest further analysis to address the best path that would include these items.

Thank you for this opportunity to support your goals.

APPENDIX B - PAT "N" ("Y" BUILDINGS) BUILDING PROGRAMMING AND STAFF CALCULATIONS

Typical Pat "N" Building Programming							
#	Space		Building Staff	Patients	Rotating Staff	Visitors	Remarks
1A	Day Room	615	●	●			
1B	Day Room	497	●	●			
2	Room	135	●	●			
3	Toilet Room	164	●	●			Only one water closet
4	Storage	41	●				
5	Bath Room	188	●	●			
6	Dormitory	637	●	●		●	9 Patients - Does not meet State standards *
7	Vestibule	100	●				
8	Dormitory	636	●	●		●	9 Patients - Does not meet State standards *
9	Clean Utility	56	●		●		
10	Soiled Utility	90	●		●		
11	Medication Room	159			●		
12A	Day Room	615	●	●	●	●	
12B	Day Room	632	●	●	●	●	
13	Toilet Room	145	●	●			Only one water closet
14	Soiled Utility	92	●				
15	Clean Utility	57	●				
16	Bath Room	188	●	●			
17	Dormitory	632	●	●			9 Patients - Does not meet State standards *
18	Vestibule	100	●				
19	Dormitory	636	●	●			9 Patients - Does not meet State standards *
20	Storage	41	●		●		
21	Room	135	●	●			
22	Linen	231	●		●		
23	Toilet Room - Women	15	●				
23A	Water Closet	14	●				
24	Toilet Room - Men	33				●	
25	Toilet Room - Staff	32				●	
26	RN/LPN Office	176	●		●		Revolving staff also use this space
27	Dining Room	765	●	●	●		Used by building & revolving staff for mtgs.
28	Kitchen	241	●		●		Kitchen is under utilized
29	Soiled Linen	120	●		●		
30	Laundry	65	●		●		
31	Janitor	59			●		
34	ACM/HPA Office	193	●		●		
35	Foyer	563	●	●		●	Report desk with computer

Pat "N" Typical Occupied Area (per building)		
Total Occupied Space	9,098	80%
Circulation, Storage & Structure	2,340	20%
Gross Sq. Footage per Typical Building	11,438 **	
<ul style="list-style-type: none"> ▪ **Does not include Basement or exterior patios ▪ State Standards (WAC 388-97-340) require 80 SF per bed in existing facilities. 110 SF required for new multi-bed facilities ▪ Standards also require 1 toilet facility directly accessible to residents, per every 2 residents 		

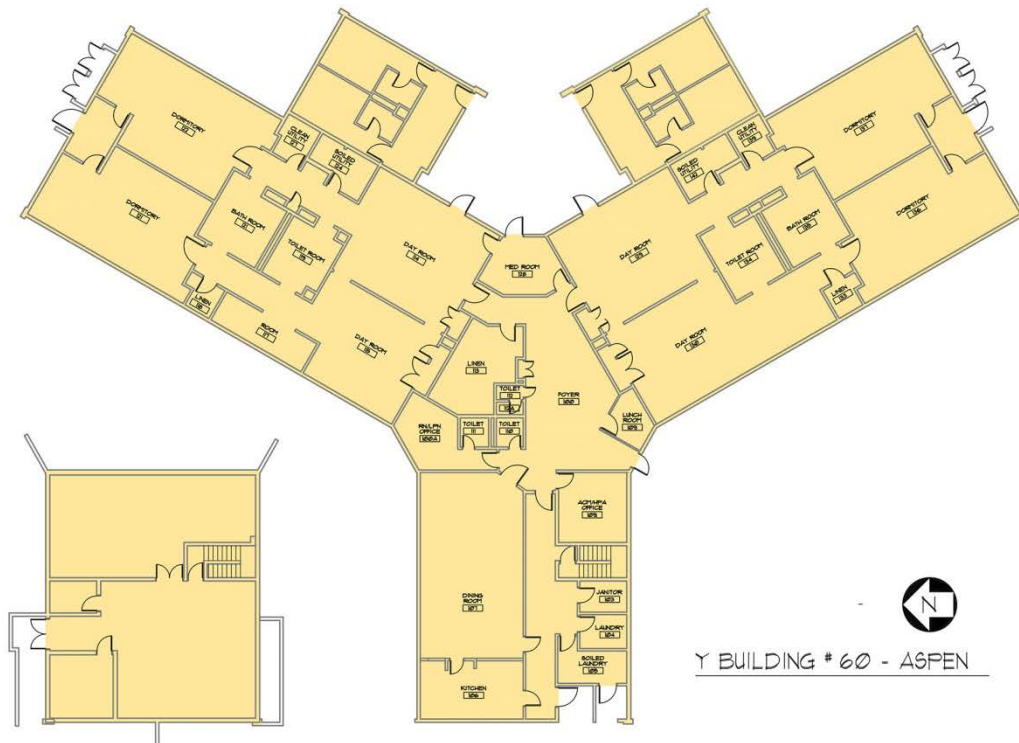
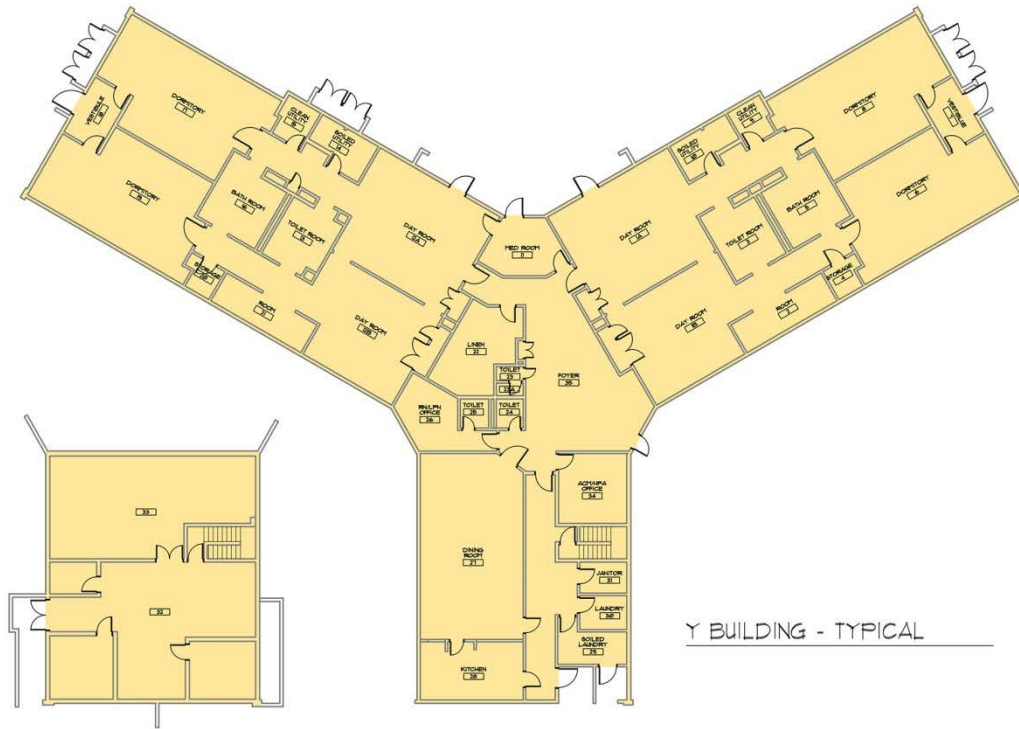
- **Pat "N" Building Staff Calculations:** The following tables provide an inventory and calculation of building staff that occupy the Pat "N" operations. Each building is assigned specific staff members that are needed to care for the residents of said buildings; these staff members work one of three daily shifts. Additionally, several staff members are rotating practitioners and provide service to all buildings.

<i>Pat "N" Building Staff Calculations Table</i>						
#55 Hickory - Building Staff				Staff Per Shift		
Total Staff				AM	PM	Night
1	Attendant Counselor Manager	ACM	Permanent in the Building	1	-	-
10	Attendant Counselor -1	AC 1	Permanent in the Building	4	4	2
5	Attendant Counselor -2	AC 2	Permanent in the Building	2	2	1
3	Attendant Counselor -3	AC 3	Permanent in the Building	1	1	1
1	Registered Nurse	RN	Permanent in the Building	1	-	-
1	Habilitation Plan Administrator	HPA	Permanent In the Building	1	-	-
#56 Junkin (Birch) - Building Staff				Staff Per Shift		
Total Staff				AM	PM	Night
1	Attendant Counselor Manager	ACM	Permanent in the Building	1	-	-
11	Attendant Counselor -1	AC 1	Permanent in the Building	5	4	2
5	Attendant Counselor -2	AC 2	Permanent in the Building	2	2	1
3	Attendant Counselor -3	AC 3	Permanent in the Building	1	1	1
0	Nursing assistant	NA	Permanent in the Building	-	-	-
1	Registered Nurse	RN	Permanent in the Building	1	-	-
1	Recreation & Athletics	RA	Permanent in the Building	1	-	-

<i>Pat "N" Building Staff Calculations Table (continued)</i>						
#57 Elm - Building Staff				Staff Per Shift		
Total Staff				AM	PM	Night
1	Attendant Counselor Manager	ACM	Permanent in the Building	1	-	-
10	Attendant Counselor -1	AC 1	Permanent in the Building	4	4	2
5	Attendant Counselor -2	AC 2	Permanent in the Building	2	2	1
3	Attendant Counselor -3	AC 3	Permanent in the Building	1	1	1
1	Registered Nurse	RN	Permanent in the Building	1		
1	Recreation & Athletics	RA	Permanent in the Building	1	-	-
#58 Cherry - Building Staff				Staff Per Shift		
Total Staff				AM	PM	Night
1	Attendant Counselor Manager	ACM	Permanent in the Building	1	-	-
11	Attendant Counselor -1	AC 1	Permanent in the Building	5	4	2
5	Attendant Counselor -2	AC 2	Permanent in the Building	2	2	1
3	Attendant Counselor -3	AC 3	Permanent in the Building	1	1	1
1	Registered Nurse	RN	Permanent in the Building	1	-	-
1	Habilitation Plan Administrator	HPA	Permanent in the Building	1	-	-
1	Recreation & Athletics	RA	Permanent in the Building	1	-	-
#58 Cherry - Building Staff				Staff Per Shift		
Total Staff				AM	PM	Night
1	Attendant Counselor Manager	ACM	Permanent in the Building	1	-	-
11	Attendant Counselor -1	AC 1	Permanent in the Building	5	4	2
5	Attendant Counselor -2	AC 2	Permanent in the Building	2	2	1
3	Attendant Counselor -3	AC 3	Permanent in the Building	1	1	1
1	Registered Nurse	RN	Permanent in the Building	1	-	-
1	Habilitation Plan Administrator	HPA	Permanent in the Building	1	-	-
Revolving Staff in all Buildings				Staff Per Shift		
Total Staff				AM	PM	Night
23	Licensed Practical Nurse	LPN	Rotates through all Buildings	9	10	4
3	Habilitation Plan Administrator	HPA	Rotates through all Buildings	3	-	-
4	Recreation & Athletics	RA	Rotates through all Buildings	4	-	-
2	Occupational Therapist	OT	Rotates through all Buildings	2	-	-
1	Occupational Therapist Assistant	OT	Rotates through all Buildings	1	-	-
2	Physical Therapist	PT	Rotates through all Buildings	2	-	-
3	Therapy Aid	TA	Rotates through all Buildings	3	-	-
2	Speech Pathologist	SP	Rotates through all Buildings	2	-	-
Pat "N" Total				Staff Per Shift		
Total Staff				AM	PM	Night
149				80	45	24

APPENDIX C - EXISTING BUILDING LAYOUTS

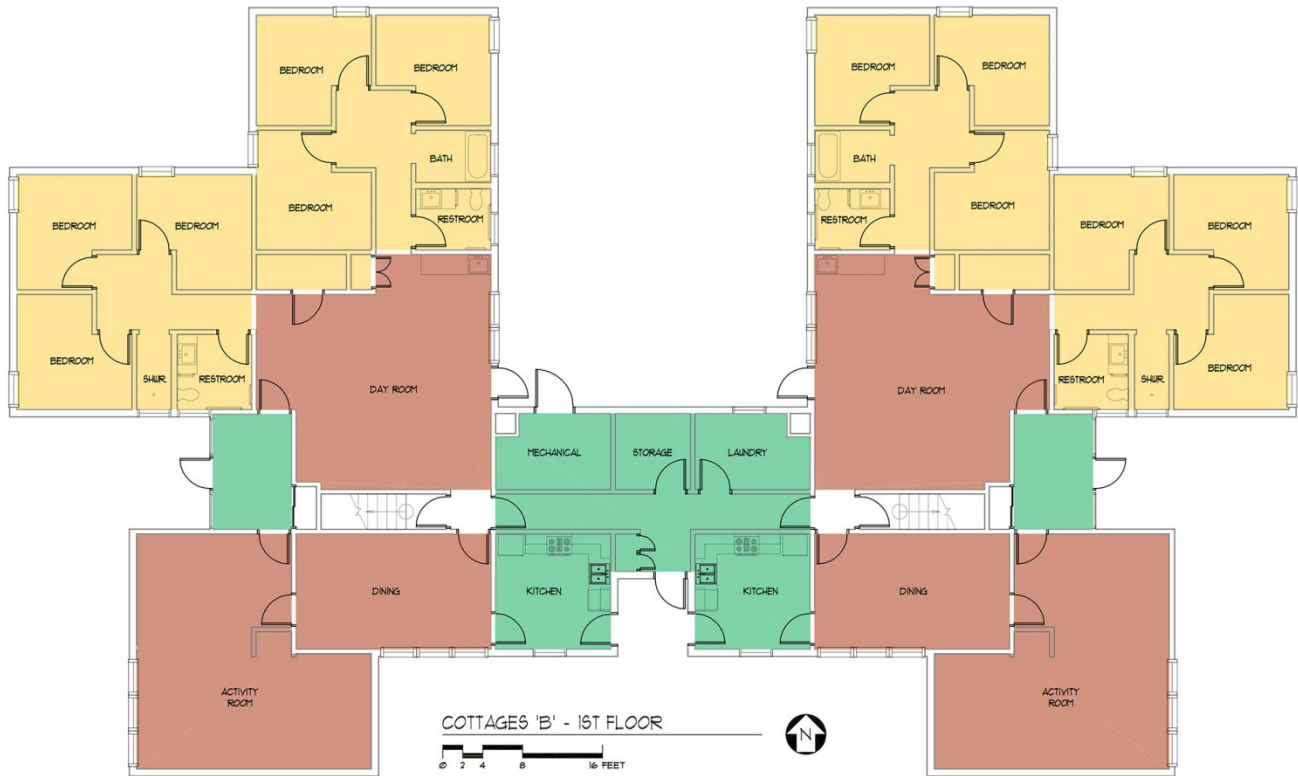
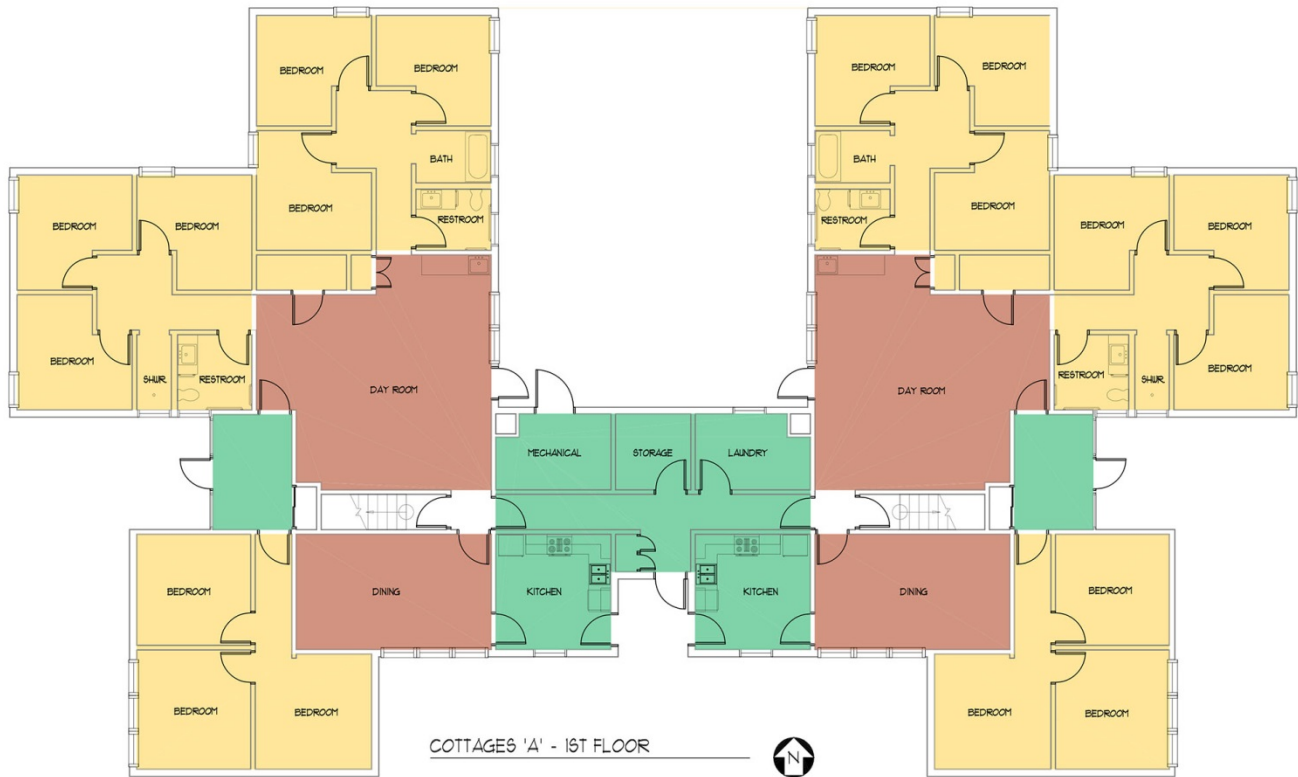
C.1 – PAT 'N' Typical Building



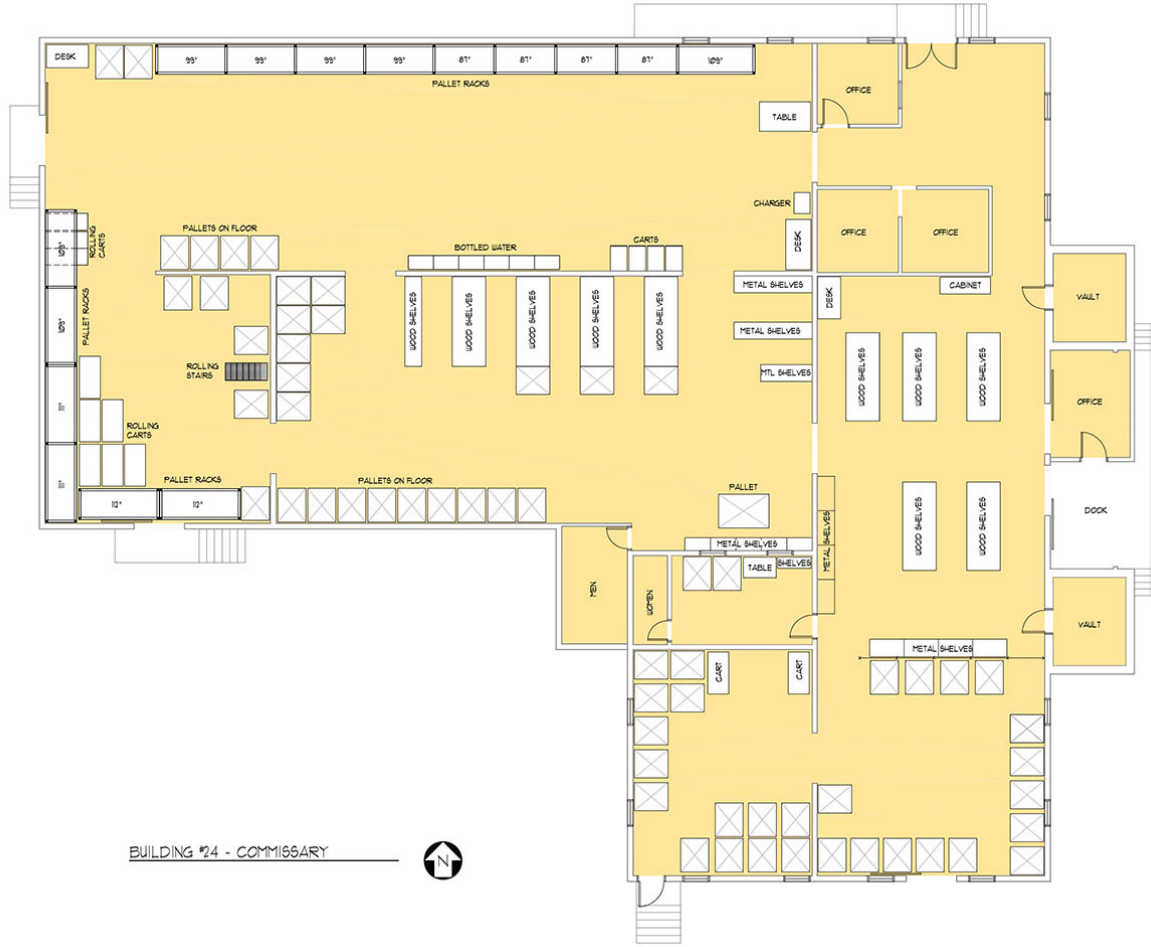
C.2 – Adult Training Program (ATP) Building



C.3 – PAT 'A' Building

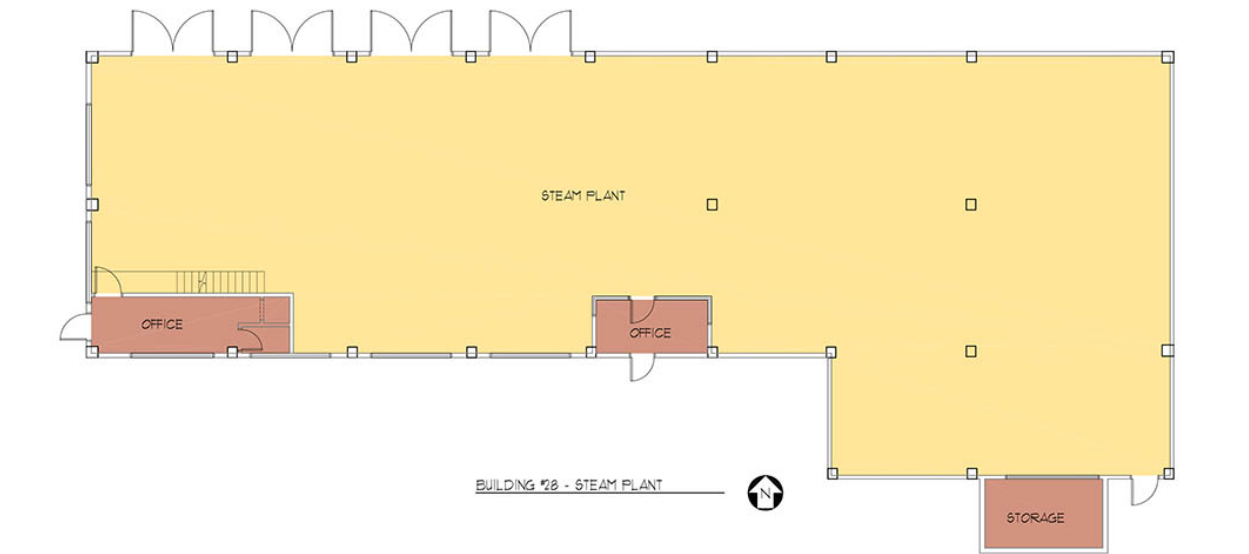
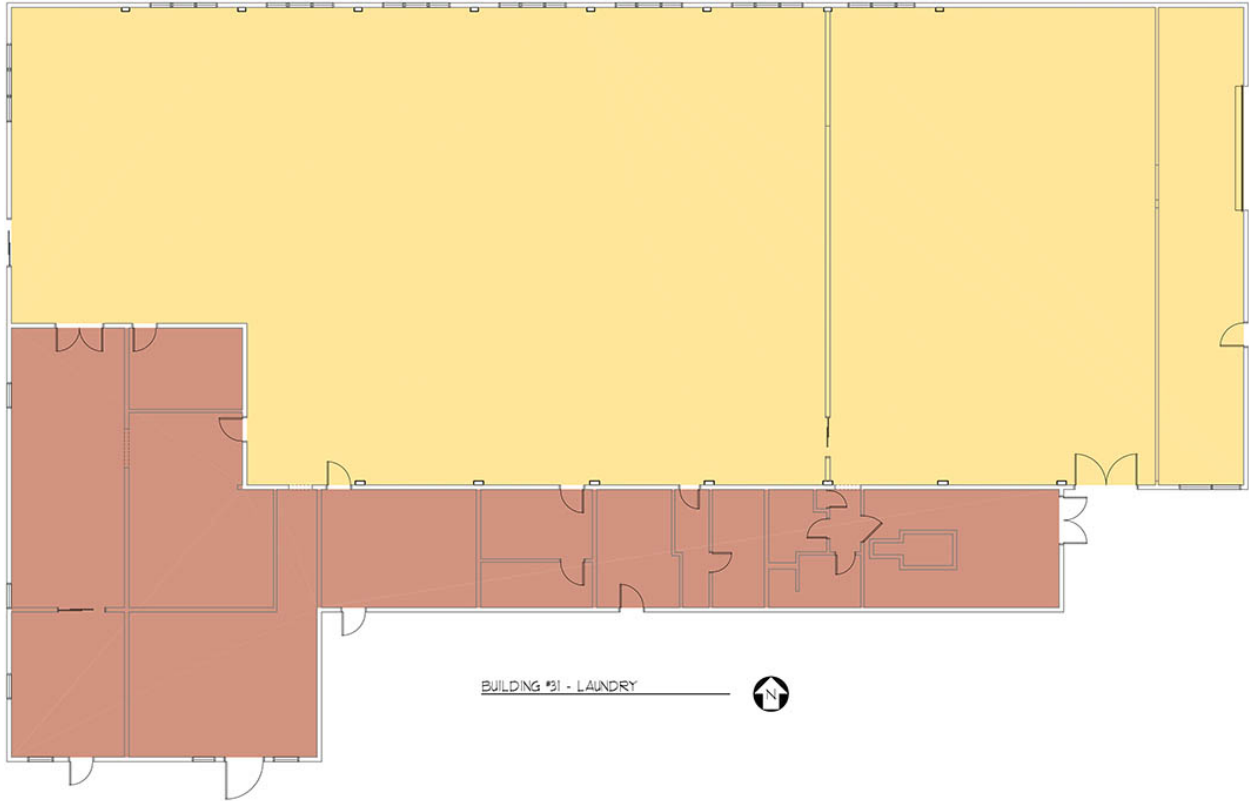


C.4 – Commissary Building

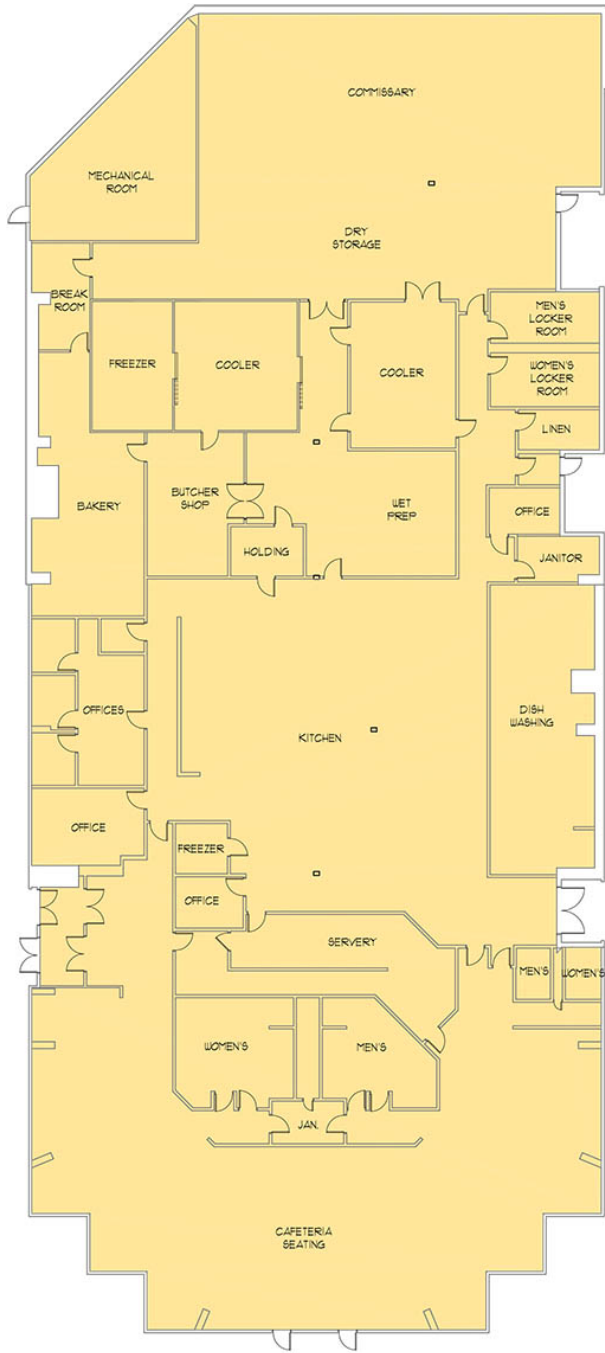


C.3 – Support Services Building Layouts

C.3.1 – Steam Plant (Building #28) and Laundry (Building #31)

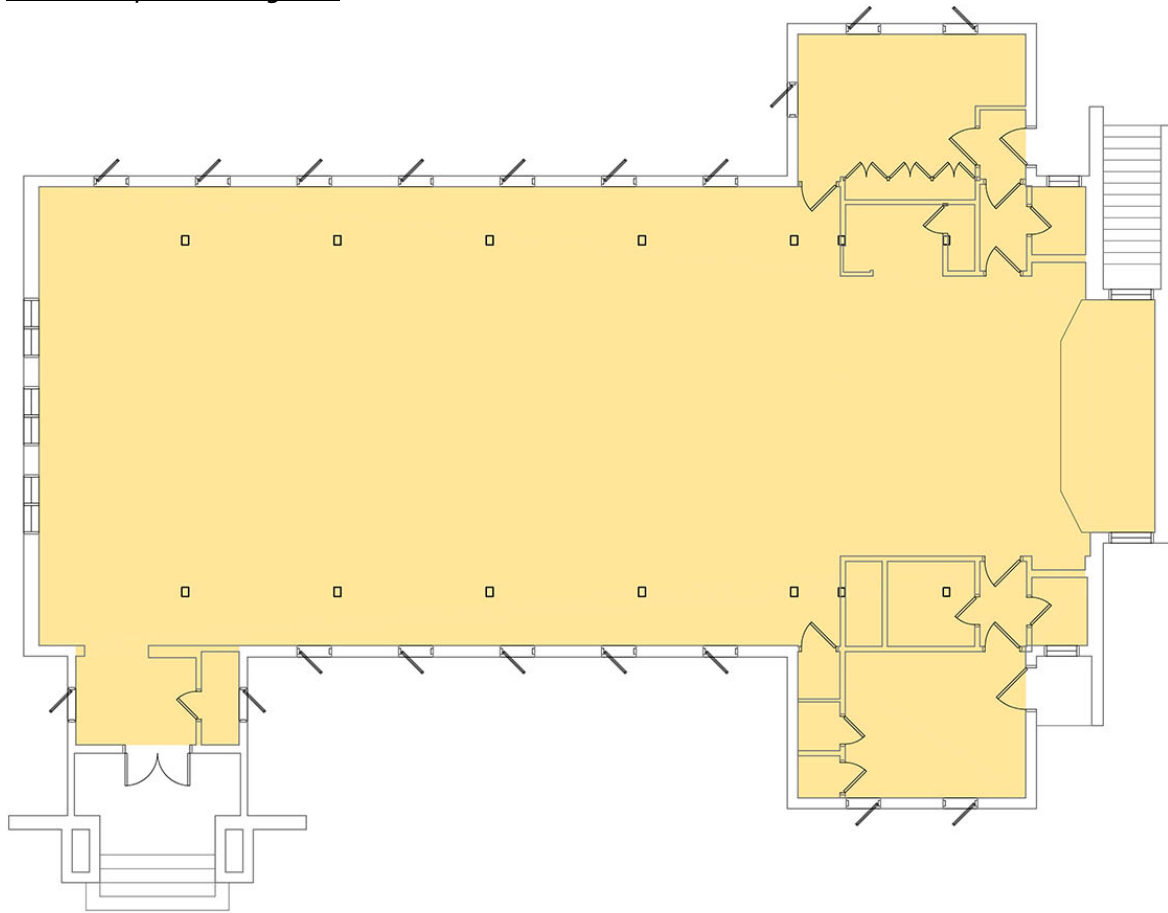


C.3.2 – Kitchen (Building #39)



BUILDING #39 - KITCHEN 

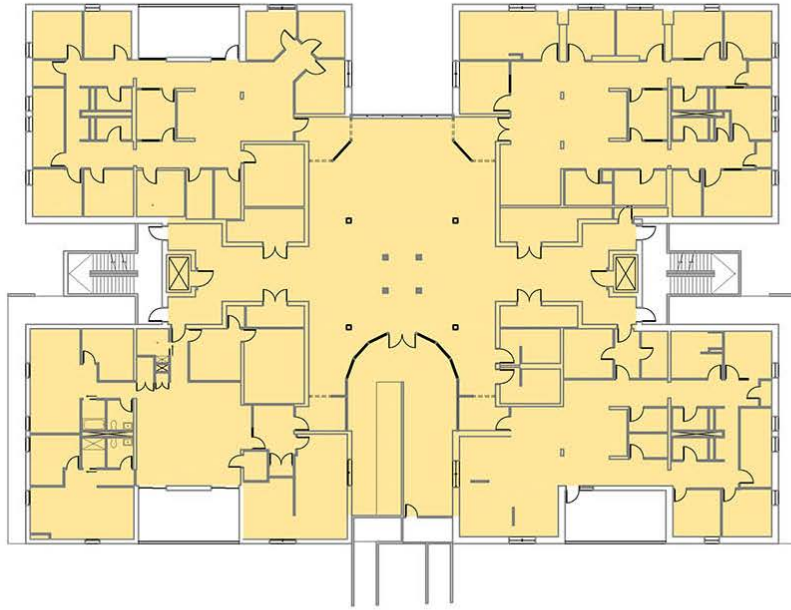
C.3.3 – Chapel (Building #64)



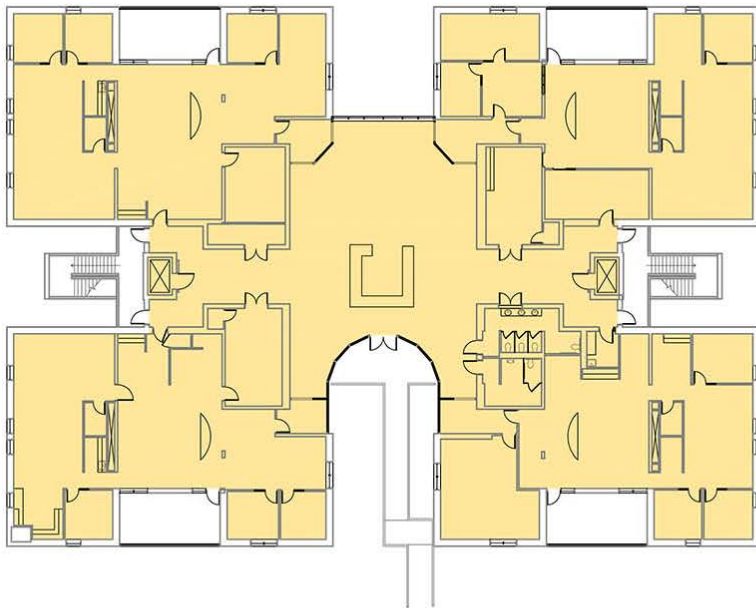
BUILDING #64 - CHAPEL



C.3.4 – Administration & Medical Services (Building #65)

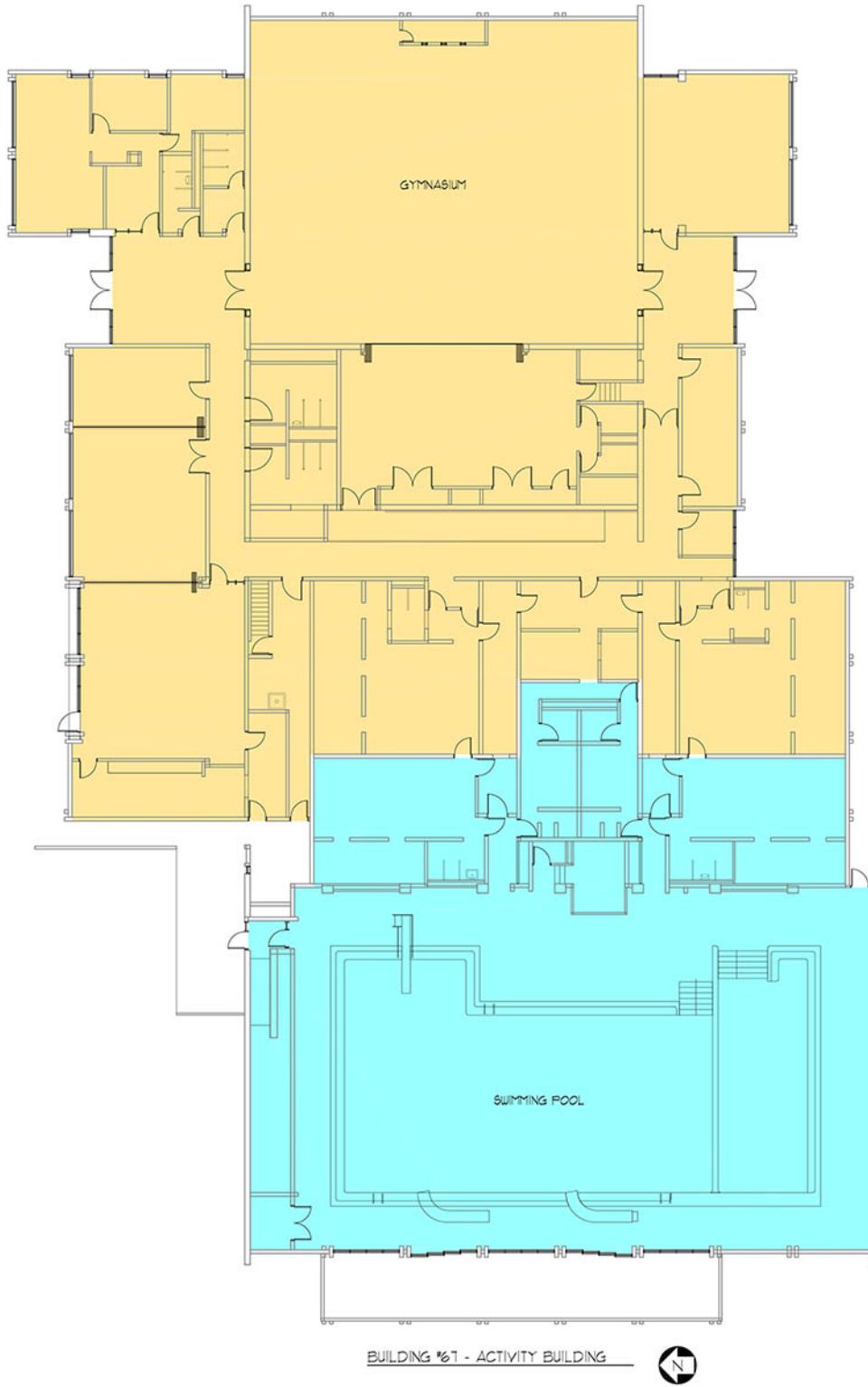


BUILDING #65 - ADMIN & MED SVCS
SECOND FLOOR



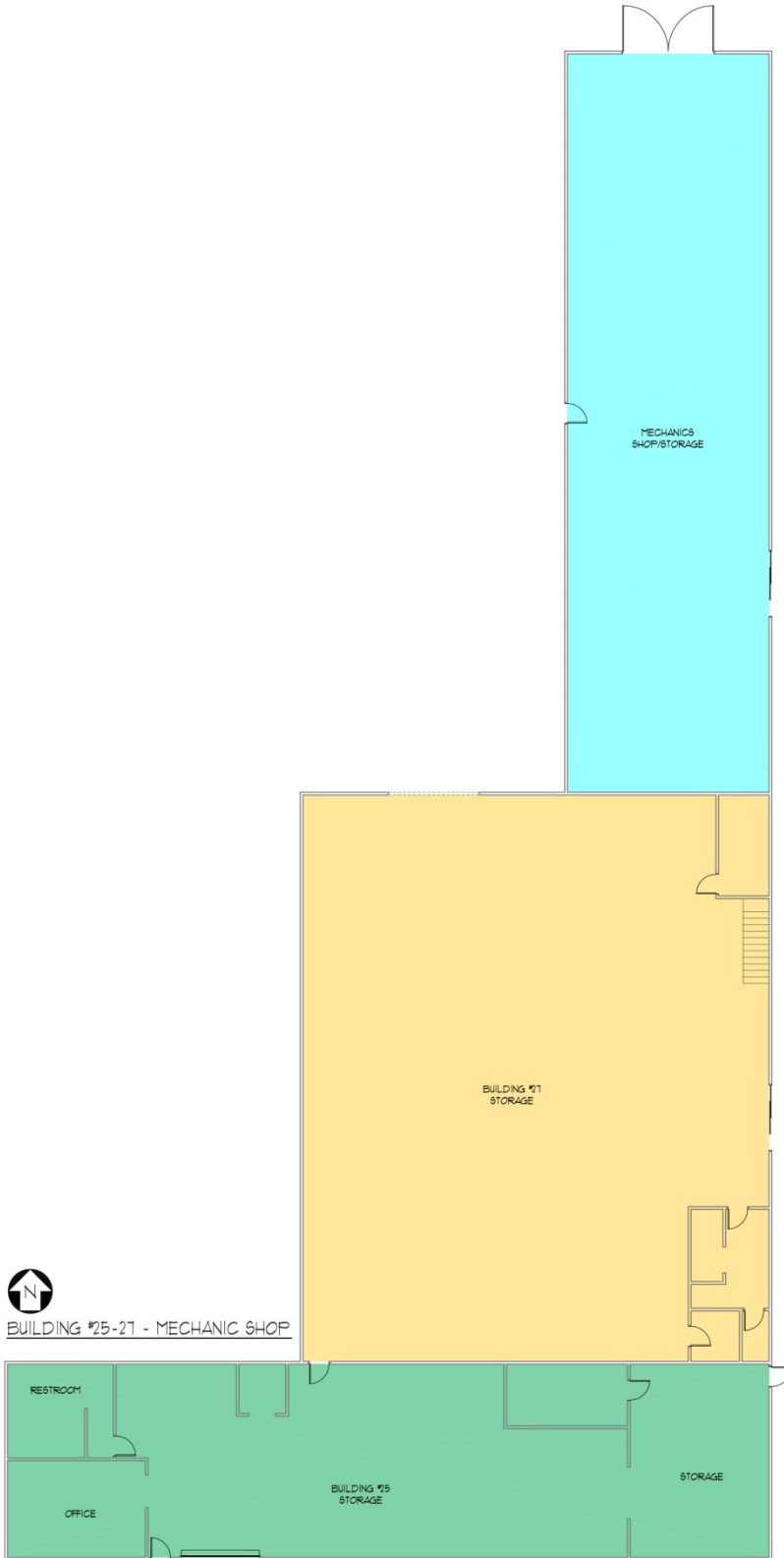
BUILDING #65 - ADMIN & MED SVCS
THIRD FLOOR

C.3.5 – Activities Building (Building #67)



C.4 – Maintenance and Storage Building Layouts

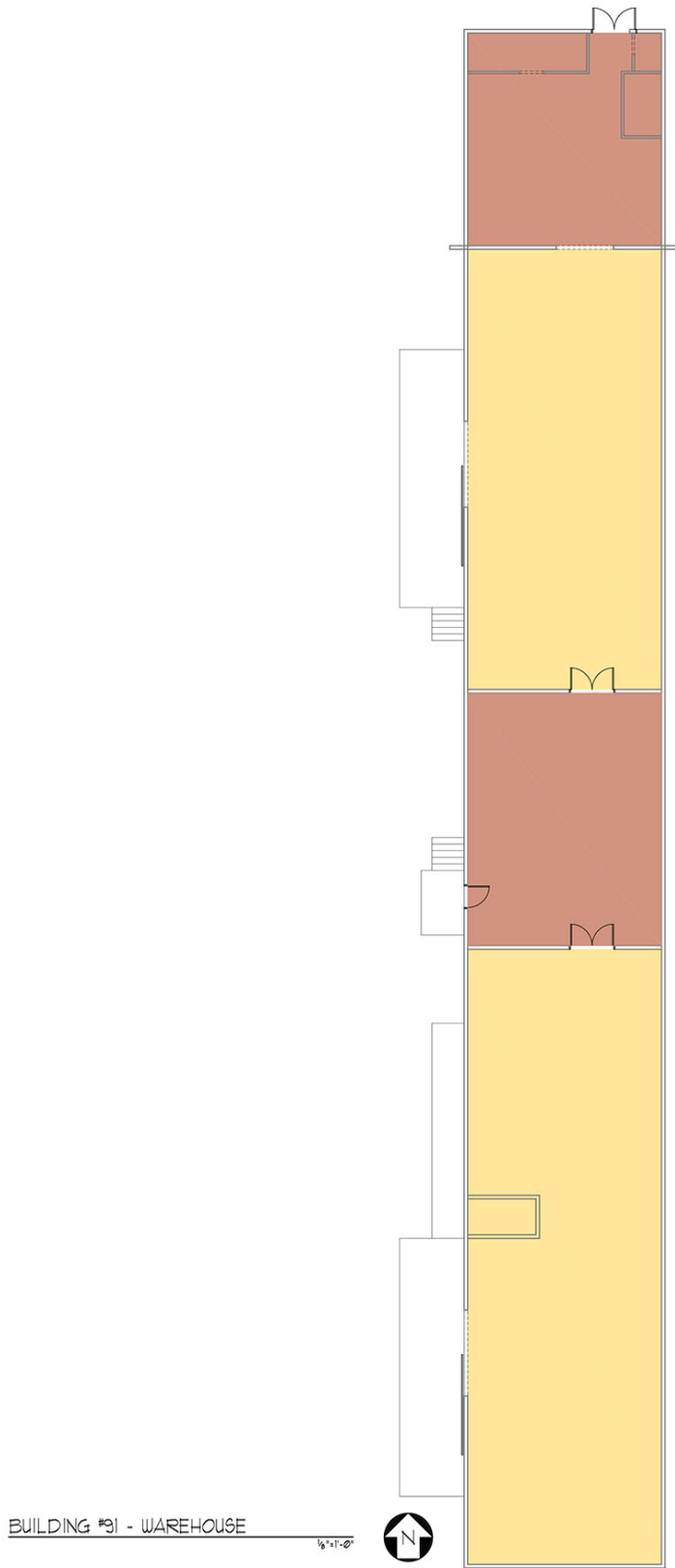
C.4.1 – Mechanics Shop (Buildings #25 - 27)



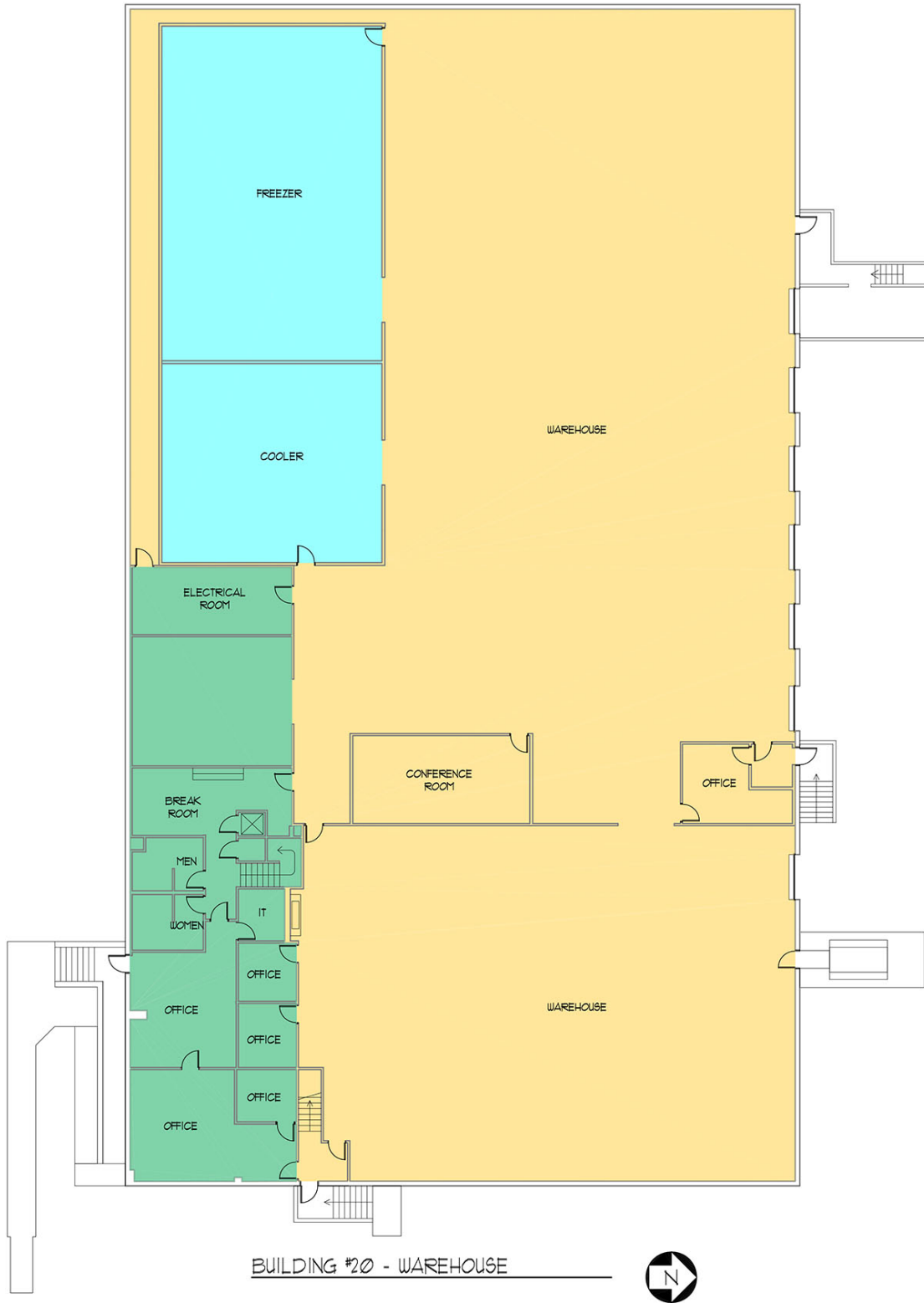
C.4.2 – Paint Shop (Building #43) and Carpentry/Plumbing (Building #34)



C.4.3 – Warehouse (Building #91)



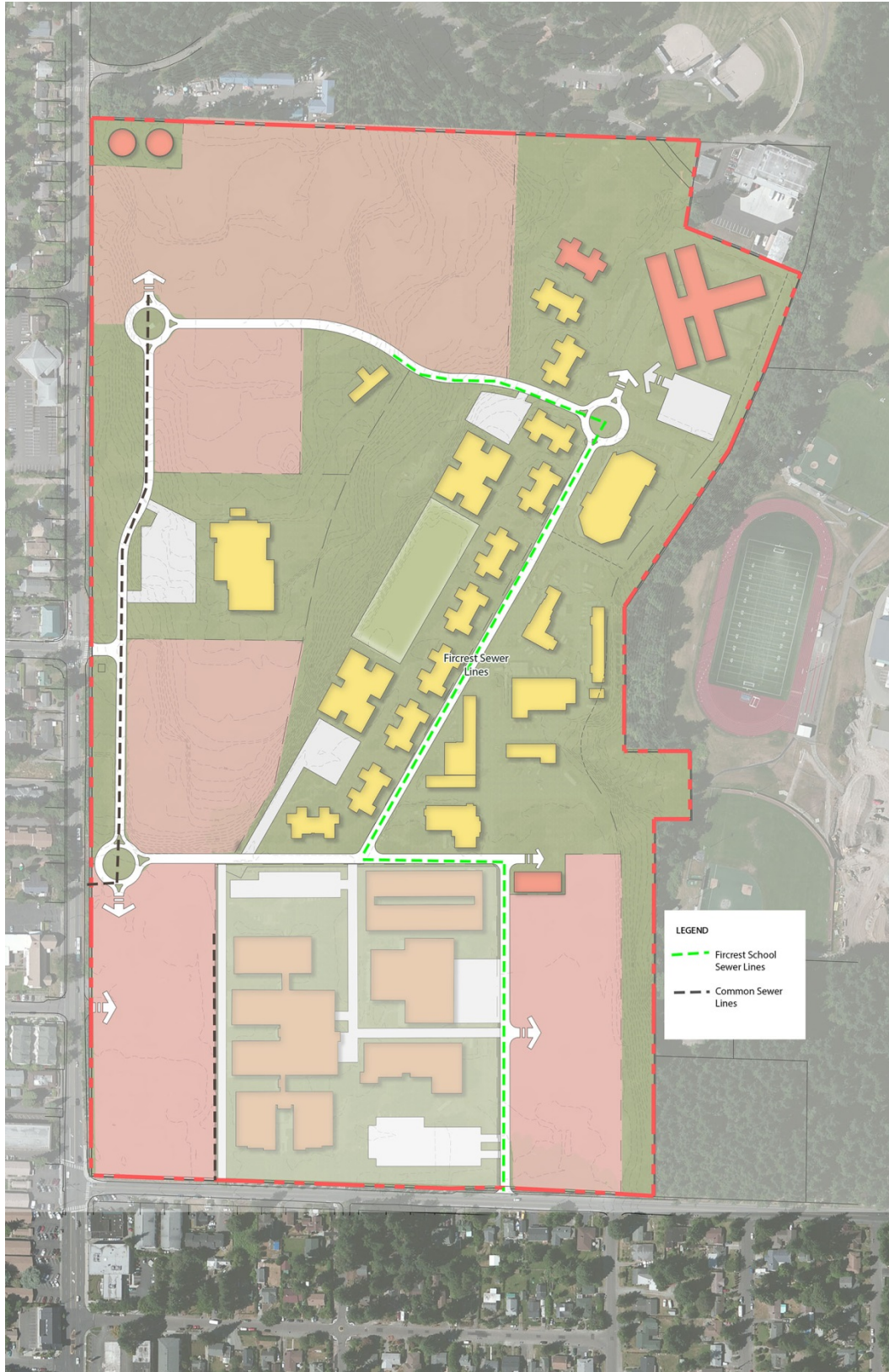
C.5 – Food Lifeline Building Layout



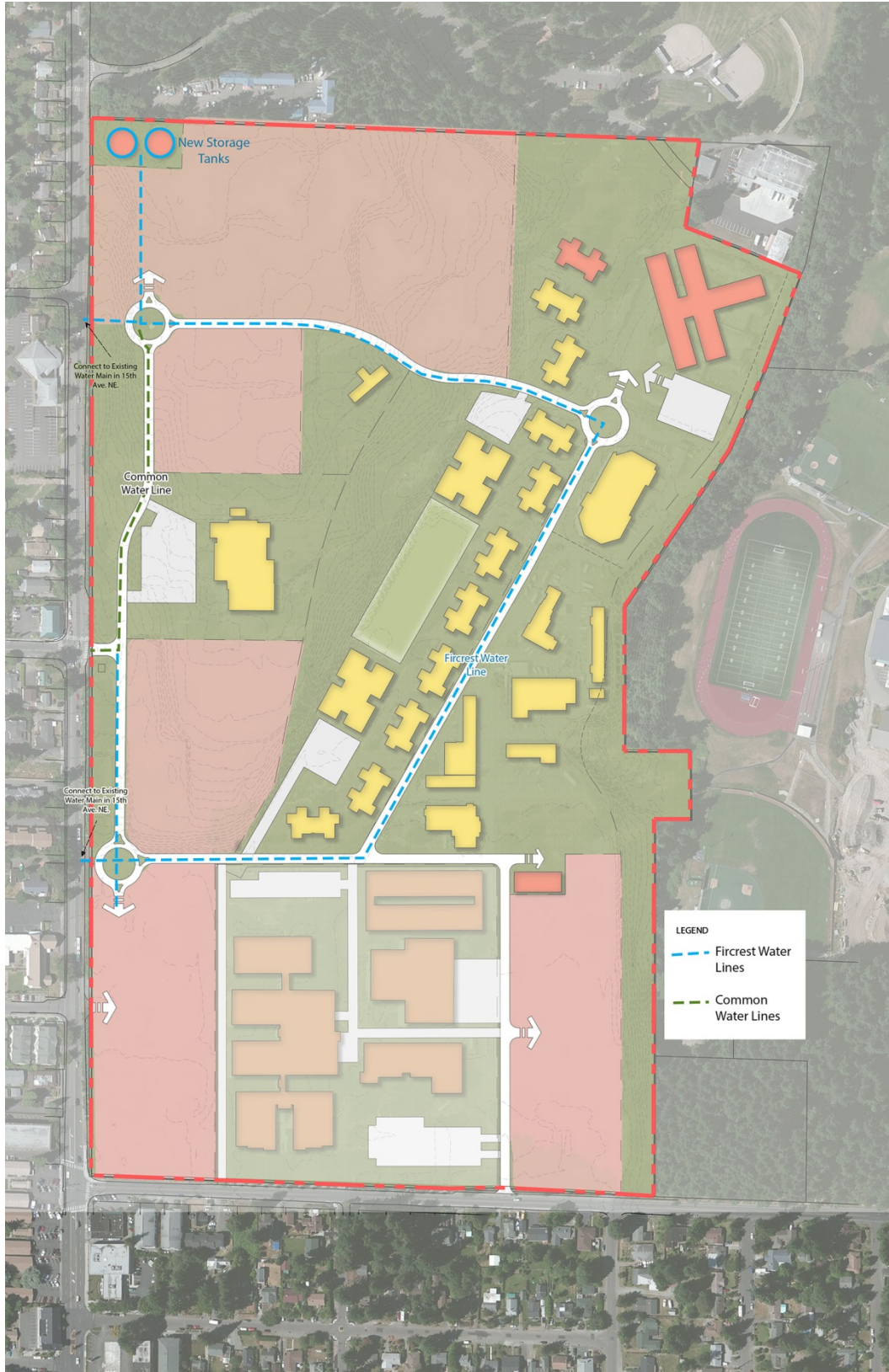
APPENDIX D - SITE INFRASTRUCTURE – POTENTIAL IMPROVEMENTS



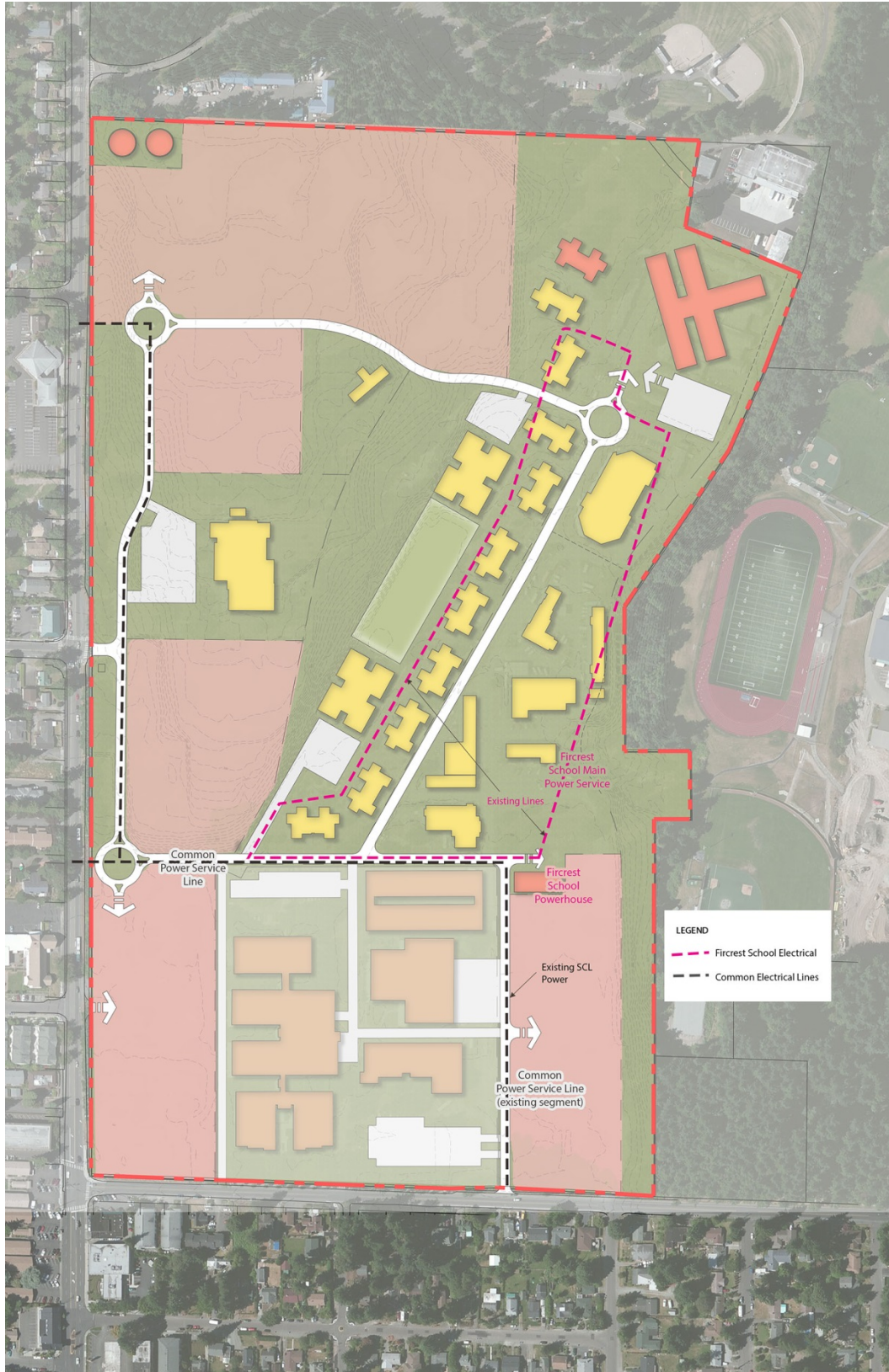
Stormwater Management – Potential Improvement Plan



Sanitary Sewer – Potential Improvement Plan



Water – Potential Improvement Plan



Electrical- Potential Improvement Plan



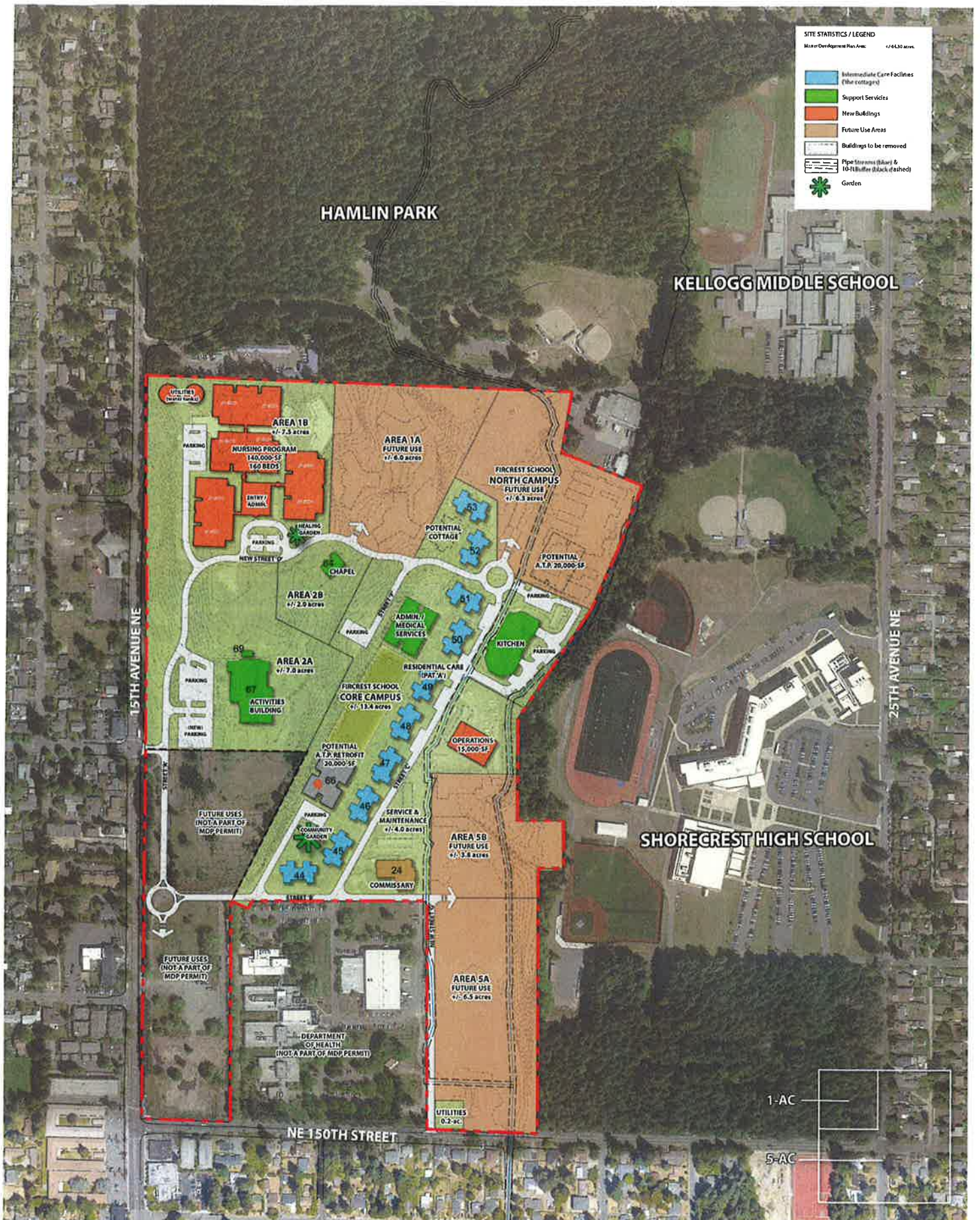
Concept Plan - Alternative A.1.
 Fircrest Campus Master Development Plan

Working Draft / For Planning Purposes only Attachment E

Date: 2018-11-18

Shoreline, Washington





SITE STATISTICS / LEGEND
 Master Development Plan Area: +/- 64.50 acres

- Intermediate Care Facilities (the cottages)
- Support Services
- New Buildings
- Future Use Areas
- Buildings to be removed
- Pipe trenches (dashed) & 10-ft Buffer (black/dashed)
- Garden

Concept Plan - Alternative B.1.

Working Draft / For Planning Purposes only

Fircrest Campus Master Development Plan

9a-138

Shoreline, Washington

Scale: 1" = 50' (1:5000)
 Date: 2/19/11/13



SITE STATISTICS / LEGEND
 Master Development Plan Area +/-44.30 acres

- Immediate Care Facilities (Blue cottages)
- Support Services
- New Buildings
- Future Use Areas
- Buildings to be removed
- Pipe Storms (Blue) & 10-ft Buffer (Black dashed)
- ✿ Garden

Concept Plan - Alternative C.1.

Architect Feasibility Study Layout (Summer 2018)

Fircrest Campus Master Development Plan

Working Draft / For Planning Purposes only

Date: 2018-11-13

Shoreline, Washington



CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Discussing the 2019 Federal Legislative Priorities		
DEPARTMENT:	City Manager's Office		
PRESENTED BY:	Jim Hammond, Intergovernmental Program Manager		
ACTION:	<input type="checkbox"/> Ordinance	<input type="checkbox"/> Resolution	<input type="checkbox"/> Motion
	<input checked="" type="checkbox"/> Discussion	<input type="checkbox"/> Public Hearing	

PROBLEM/ISSUE STATEMENT:

This staff report discusses the City's proposed 2019 Federal Legislative Priorities ("Priorities"). For 2019, staff proposes a continued focus on funding and support for investments in the NE 145th Street Corridor and the associated I-5 Interchange. The City has prioritized the success of the 145th Sound Transit station as an omnibus goal that supports our goals for the 145th Corridor, the interchange replacement, a pedestrian overpass serving the light rail station and redevelopment of the station area for housing and economic development. These identified priorities are complementary and support Shoreline's station and regional priorities to ensure that the City's key messages are clear and consistent across all audiences.

In addition, the priorities would direct staff to pursue improvements to federal policies that enhance community and economic development, as well as managing challenges posed by both culverts and stormwater management.

Tonight, Council is scheduled to discuss the proposed 2018 Federal Legislative Priorities. The proposed Priorities are scheduled to be brought back to Council for adoption on February 25, 2019.

RESOURCES/FINANCIAL IMPACT:

This item has no direct financial impact.

RECOMMENDATION

No action is required tonight; this item is for discussion purposes only. Staff recommends that the City Council move to adopt the 2019 Federal Legislative Priorities when this item is brought back to Council for adoption on February 25, 2019.

Approved By: City Manager **DT** City Attorney **MK**

BACKGROUND

This staff report discusses the City's proposed 2019 Federal Legislative Priorities. With a new Congress in 2019, which includes the change in control between parties in the House of Representatives, staff envision many new opportunities to advocate for meaningful policy change and funding support.

The City continues to develop its priorities for transportation and infrastructure investments within its jurisdiction and seeks funding support from regional and federal partners. The City has prioritized the success of the 145th Sound Transit station as an omnibus goal that supports our goals for the 145th Corridor, the interchange replacement, a pedestrian overpass serving the light rail station and redevelopment of the station area for housing and economic development. In addition, the priorities would direct staff to pursue improvements to federal policies that enhance community and economic development, as well as managing challenges posed by both culverts and stormwater management.

The identified priorities should be complimentary and support the City's state and regional priorities and vice-versa. It will be critical as we build the strategy moving into 2019 that the City's message and elected leadership are clear and consistent on all fronts. This staff report outlines a proposed strategy for the City to pursue in 2019 that addresses the identified priorities and builds the relationships necessary for success.

The Mayor, City Manager, Intergovernmental Program Manager, and Federal Lobbyists will be visiting with the City's Federal Legislative Delegation on February 27, 2019 to promote these priorities.

DISCUSSION

Staff proposes the attached draft 2019 Federal Legislative Priorities ("Priorities", Attachment A) for Council for review and potential approval. While these issues constitute the defined recommended federal agenda for the City of Shoreline, staff and consultants will respond to any opportunities as they arise from Congress. These issues could include a transportation and infrastructure bill, a Water Resources Development Reauthorization bill or a tax reform bill, among others.

Additionally, staff follow the work being done by partner agencies and organizations and will levy support when and where appropriate. Some of these organizations include the Association of Washington Cities, Sound Cities Association, the Puget Sound Regional Council, and King County, among others.

The items listed below generally track the summarized Priorities and provide additional information and context.

1. 145th Shoreline Station Area

The City has made the success of the Sound Transit Light Rail Station at 145th a top policy priority. This will be the “home” station for the communities of Shoreline, Lake Forest Park, Kenmore, Bothell and Woodinville, in addition to residents of North Seattle. The City has gone through a rigorous community-oriented process to rezone the area so that housing density is created with affordable and mixed-use options that is served by transit infrastructure. The City has partnered with all regional, state and federal agencies to make sure that the identified transportation challenges that exist for this station are addressed, prioritized and funded.

However, despite this work, significant challenges remain before the station opens in 2024. Some of these challenges – and the work that the City can do to address them – are listed below.

Priority: Continued pursuit of a BUILD Grant for the I-5/145th Interchange project

The City has identified a plan to redevelop the 145th interchange and applied for a federal BUILD grant in the summer of 2018 to complete the project. Unfortunately, the City did not receive this grant although the City did receive support from Senator Patty Murray and the rest of the congressional delegation. Securing these funds and coordinating with our partners in the region will be a key priority, especially since the Trump Administration has objected to funding transit-oriented infrastructure grants.

Staff intends to resubmit and improve the City’s application to best meet federal criteria in 2019. This assumes that the current Administration will fund additional rounds of BUILD and does not walk away from this program.

Priority: Elevating the need for 145th roadway improvements for transit and other traffic from I-5 to SR 99

The City is leading a coalition to improve 145th to serve the light rail station opening in 2024. The project will redesign this corridor to facilitate transit, traffic and pedestrian access to the light rail station at I-5 and 145th.

This plan is still assembling the necessary funding to complete work before the station opens and the City of Shoreline continues to renew its relationship with the City of Seattle as a key regional partner. Staff is working to establish a Mayor to Mayor meeting between the two cities on this issue and the delegation should be asked to support this process and this discussion.

The City should first and foremost make sure that the delegation continues to prioritize the full scope of the 145th Street project and why it is a shared priority to enable the success of the planned light rail stop. The delegation should be asked to be the City’s advocate with state and regional partners to ensure that funding for 145th is a key priority for the region.

Priority: Request funding for the NE 145th Corridor in any federal transportation bill, including preserving bicycle and pedestrian funding

The Trump Administration and congressional leadership in both parties have endorsed conceptually the need for a federal infrastructure bill. The City will lobby the delegation to make sure that any bill has funding options for the City of Shoreline to complete the 145th Corridor project and to include potential funding for the 148th Non-Motorized I-5 Bridge.

2. Transportation

Currently, there are a lack of federal funding programs that the City can use for its transportation and infrastructure goals. To make investments in local infrastructure in this environment, the City should pursue targeted requests of its federal delegation and support broader efforts to define more opportunities at a federal level.

Staff believes with the change of party control in the House of Representatives, that an infrastructure bill will be high on the agenda. Staff also expects the Transportation Committees in both the House and Senate to start work for the next Transportation bill as the current one expires in 2020. Finally, staff expects that earmarks may make a comeback in 2019 for public agencies. Each of these opportunities defines some policy priorities for the City of Shoreline.

Priority: Allocation of federal infrastructure dollars to transit and non-motorized projects

For decades, Congress has debated the amount of funding from the federal gas tax revenues that should go towards projects that are not directly highway related. These projects include transit systems and non-motorized projects like sidewalks, trails and other programs. The share of federal dollars being made available to non-motorized projects has diminished over the past few transportation bills and there is a concerted effort to eliminate funding for transit and non-motorized access all together.

As Congress debates a new Transportation bill and considers the continued funding of the BUILD Program (formerly known as the Transportation Investment Generating Economic Recovery, or TIGER, discretionary grant program), the City should continue to lobby for a portion of federal infrastructure dollars be allocated for transit and non-motorized projects.

This will help support the City's goal to construct a pedestrian / bicycle overpass serving the Sound Transit Light Rail station and facilitate sidewalk redevelopment in the area West of I-5 within the station access area.

Priority: Addition of a medium-sized city set aside, similar to the current rural set aside, to better enable smaller communities to compete for federal dollars, both in a new Transportation bill and in the next round of BUILD grants

Most federal infrastructure spending has a rural set aside which is critical for smaller communities to be able to access federal dollars. There is no comparable medium sized city set aside. Instead, medium sized cities compete against large cities like Seattle, Portland and Los Angeles for limited resources. Medium sized cities need a defined

pool to compete within so as to make federal funds available in a way that they simply aren't in their current status.

As Congress debates a new Transportation bill and considers the continued funding of the BUILD Program, the City should lobby for a portion of federal infrastructure dollars be set aside for medium sized cities. This policy position is supported broadly by similar sized cities throughout the state.

The BUILD program is the key federal funding program for local infrastructure investments. Yet, all cities compete within the same funding pool, putting smaller and medium sized cities at a competitive disadvantage for funding even as the transit and commuter challenges are similar to those of larger communities. There are efforts in Congress to create funding tiers so that cities of similar size can compete for federal funds. The City should support efforts to designate a portion of federal transportation spending for cities under 100,000 in population size.

Priority: Increase in share of federal transportation funding directed to Metropolitan Planning Organizations (such as PSRC) for local distribution

Federal transportation funding is generally distributed in Washington State via the State Department of Transportation (DOT) or via a Metropolitan Planning Organization (MPO) like the Puget Sound Regional Council (PSRC). In the most recent Transportation bill from 2016, Congress changed the allocation of funds from 50%-50% between DOTs and MPOs to 55%-45% with MPOs gaining the larger amount.

As Congress starts to consider the next Transportation bill, the City should support increasing this proportion to the benefit of MPOs and oppose any attempt to preclude the formation of new MPOs to meet regional needs. This should dovetail with the City's work at PSRC to invest in critical infrastructure to meet our regional growth challenges.

Priority: Protect federal funding for Lynnwood Link Light Rail and other regional transit projects

The Trump Administration tried to rescind funding commitments to the Sound Transit 2 Link Light Rail expansion that would bring light rail from Northgate to Lynnwood. While the Full Funding Grant Agreement for this project was eventually confirmed, its rescission could have forced Sound Transit to delay or potentially cancel the planned transit stations from Northgate to Lynnwood. There is no assurance against future policy reversals in this area. Of additional concern, Sound Transit's plans for future system expansion includes significant assumptions of federal partnership. If the federal funding does not come through for any of these projects, then the region will have to make up the shortfall and there will be no opportunity to meet additional community concerns for other Sound Transit projects.

For instance, the City is a critical partner with its neighbors on the plan to redevelop 145th Street from Lake City Way to Interstate-5 to facilitate traffic, transit and pedestrian access to the light rail station opening in 2024 at Interstate-5 and 145th Street. This plan is funded through the Sound Transit 3 package but requires federal investment in

Sound Transit's regional work to be on time and on budget. The City supports all regional efforts to preserve funding for Sound Transit through the federal government.

3. Community and Economic Development Programs

Priority: Restoration of Earmark Authority

Congress is considering restoring the earmarking authority to the legislative branch following the election. The Administration is currently not funding the obligations directed by Congress and many elected officials want more authority over how funds are allocated.

The City should support earmarks with the following criteria:

- Only available to public agencies.
- Fully transparent process for requests.
- Limited to economic development, infrastructure, transportation and human services funding programs.

Priority: Increased funding for Community Development Block Grants (CDBG) and the Home Investment Partnership Program (HOME)

The City of Shoreline uses CDBG and HOME funding to support local initiatives that benefit the City's vulnerable populations. Funding in the CDBG program increased by 30% in 2018 after falling to a decade low in 2017. The City should support the CDBG and HOME program at the federal level and lobby for increased funding that could be put to use in Shoreline immediately.

Priority: Preserving access to internet-based sales taxes and supporting other municipal tax authority

Following state action, the mechanism for collecting these revenues at the local level is in place. However, there remains a risk of action at the federal level that could reverse these gains. The City should urge its delegation to continue to support the current arrangement and oppose any efforts at the federal level that pre-empt these funds from coming to the City.

Congress has adjusted various tax policies that have a direct impact on the City of Shoreline, including the New Markets Tax Credit, the Affordable Housing Tax Credit and the State and Local Sales Tax Deduction. These policies, in addition to policies that would negatively value municipal bonding authority, will remain under debate in Congress in 2019 and the City should advocate for strong municipal authority and tax credits that facilitate economic development and meet our region's critical housing needs.

4. Culvert and Stormwater Policy

The City has made culvert replacement, stormwater management and fish recovery a priority for its public affairs work given the work being done on Boeing Creek and at the Hidden Lake Dam. There are multiple opportunities for the City to lead on this critical issue with a supportive congressional delegation.

Priority: Support the creation of a new federal program to provide federal grant funding for culvert replacement

There is no federal grant program for the City of Shoreline that would help the City replace failing culverts and restore habitat for threatened species. The City asks its congressional delegation to introduce legislation that would provide a competitive grant program for cities to accomplish this goal.

Priority: Add green stormwater treatment as a scoring criterion for federal transportation awards

This would advantage projects seeking federal funds that include a stormwater management component.

Priority: Support a refundable federal tax credit for stormwater management by private property owners

In the past, Representatives Derek Kilmer and Denny Heck introduced legislation that would provide a federal tax credit to organizations and private citizens to recoup the costs of installing and maintaining green stormwater management systems. While this legislation is not currently introduced in the current Congress, we expect it to have a renewed attention under a different leadership. When paired with the City's local programs, this federal tax credit would make the number of stormwater projects underway within the City more affordable for residents and businesses alike.

Priority: Collaborate with the Army Corps of Engineers to see what partnership opportunities might exist for Boeing Creek and the Hidden Lake area

As a neighbor to the Lake Ballinger/McAlier Creek Watershed Forum, the City has seen the Army Corps of Engineers develop partnership opportunities and funding support within the Forum – most notably at Ballinger Park in Mountlake Terrace. The City should connect with the Army Corps and begin to explore what opportunities might exist within the city's identified projects for funding and project support.

RESOURCES/FINANCIAL IMPACT

This item has no direct financial impact.

RECOMMENDATION

No action is required tonight; this item is for discussion purposes only. Staff recommends that the City Council move to adopt the 2019 Federal Legislative Priorities when this item is brought back to Council for adoption on February 25, 2019.

ATTACHMENTS

Attachment A: Draft 2019 Federal Legislative Priorities



2019 Shoreline Federal Legislative Priorities [DRAFT]

- **Continue to seek funding and support for implementation of NE 145th Corridor transportation projects, including:**
 - Continued pursuit of a BUILD Grant for the I-5/145th Interchange project
 - Elevating the need for 145th roadway improvements for transit and other traffic from I-5 to SR 99
 - Request funding for the NE 145th Corridor in any federal transportation bill, including preserving bicycle and pedestrian funding.
 - Prepare to submit directed funding requests, as appropriate, in support of NE 145th Corridor projects (see below)
- **Advocate for changes to federal transportation funding programs to strengthen ability of the City to pursue its transportation and infrastructure goals, including:**
 - Allocation of federal infrastructure dollars to transit and non-motorized projects
 - Addition of a medium-sized city set aside, similar to the current rural set aside, to better enable smaller communities to compete for federal dollars, both in a new Transportation bill and in the next round of BUILD grants
 - Increase in share of federal transportation funding directed to Metropolitan Planning Organizations (such as the Puget Sound Regional Council) for local distribution
- **Protect federal funding for Lynnwood Link Light Rail and other regional transit projects.**
- **Support funding for Community and Economic Development Programs, including:**
 - Restoration of Earmark authority
 - Increased funding for Community Development Block Grants (CDBG) and the Home Investment Partnership Program (HOME)
 - Preserving access to internet-based sales taxes and supporting other municipal tax authority
- **Strengthen federal tools for dealing with culvert and stormwater issues, including:**
 - Support the creation of a new federal program to provide federal grant funding for culvert replacement
 - Add green stormwater treatment as a scoring criterion for federal transportation awards.
 - Support a refundable tax credit for stormwater management by private property owners
 - Collaborate with federal partners, such as the Corps of Engineers, to develop partnerships to address projects in the Boeing Creek/Hidden Lake area