AGENDA

STAFF PRESENTATIONS
PUBLIC COMMENT

SHORELINE CITY COUNCIL
VIRTUAL/ELECTRONIC REGULAR MEETING

Monday, July 26, 2021 — Held Remotely on Zoom
7:00 p.m. — https://zoom.us/j/95015006341

In an effort to curtail the spread of the COVID-19 virus, the City Council meeting will take place online using the Zoom platform and the public will not be allowed to attend in-person. You may watch a live feed of the meeting online; join the meeting via Zoom Webinar; or listen to the meeting over the telephone.

The City Council is providing opportunities for public comment by submitting written comment or calling into the meeting to provide oral public comment. To provide oral public comment you must sign-up by 6:30 p.m. the night of the meeting. Please see the information listed below to access all of these options:

Click here to watch live streaming video of the Meeting on shorelinewa.gov

Attend the Meeting via Zoom Webinar: https://zoom.us/j/95015006341

Call into the Live Meeting: 253-215-8782 | Webinar ID: 950 1500 6341

Click Here to Sign-Up to Provide Oral Testimony
Pre-registration is required by 6:30 p.m. the night of the meeting.

Click Here to Submit Written Public Comment
Written comments will be presented to Council and posted to the website if received by 4:00 p.m. the night of the meeting; otherwise they will be sent and posted the next day.

		Page	Estimated Time
1.	**CALL TO ORDER**		7:00
2.	**ROLL CALL**		
3.	**APPROVAL OF THE AGENDA**		
4.	**REPORT OF THE CITY MANAGER**		
5.	**COUNCIL REPORTS**		
6.	**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 by 6:30 p.m. the night of the meeting via the Remote Public Comment Sign-in form. Individuals wishing to speak to agenda items will be called to speak first, generally in the order in which they have signed up.

7. CONSENT CALENDAR

(a)	Approval of Expenses and Payroll as of July 9, 2021 in the Amount of $10,528,420.95	7a-1	
(b)	Authorize the City Manager to Execute Supplement No. 2 to Contract 8463 with H.W. Lochner in the Amount of $2,471,183 for Design and Environmental Services for the SR-523 & Interstate-5 Interchange Project	7b-1	
(c)	Authorize the City Manager to Execute Contract Documents with the Washington State Department of Commerce to Obligate $403,760 of Grant Funding for the Shoreline Parks Restrooms Project	7c-1	
(d)	Authorize the City Manager to Execute Contract Documents with the Washington State Department of Commerce to Obligate $353,780 of Grant Funding for the Shoreline Park Public Pavilion Project	7d-1	
(e)	Authorize the City Manager to Execute a Contract with AVI-SPL in the Amount of $370,039.05 for City Hall Video Conferencing Upgrade	7e-1	

8. ACTION ITEMS

(a)	QUASI-JUDICIAL: Closed-Record Appeal Hearing - Shoreline Preservation Society, Regarding Naval Hospital Chapel Landmark Designation	8a-1	7:20

9. ADJOURNMENT 9:20

Any person requiring a disability accommodation should contact the City Clerk's Office at 206-801-2230 in advance for more information. For TTY service, call 206-546-0457. For up-to-date information on future agendas, call 206-801-2230 or visit the City's website at shorelinewa.gov/councilmeetings. Council meetings are shown on the City's website at the above link and on Comcast Cable Services Channel 21 and Ziply Fiber 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.

Council Meeting Date: July 26, 2021 **Agenda Item:** 7(a)

CITY COUNCIL AGENDA ITEM

CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Approval of Expenses and Payroll as of July 9, 2021
DEPARTMENT:	Administrative Services
PRESENTED BY:	Sara S. Lane, Administrative Services Director

EXECUTIVE / COUNCIL SUMMARY

It is necessary for the Council to formally approve expenses at the City Council meetings. The following claims/expenses have been reviewed pursuant to Chapter 42.24 RCW (Revised Code of Washington) "Payment of claims for expenses, material, purchases-advancements."

RECOMMENDATION

Motion: I move to approve Payroll and Claims in the amount of $10,528,420.95 specified in the following detail:

***Payroll and Benefits:**

Payroll Period	Payment Date	EFT Numbers (EF)	Payroll Checks (PR)	Benefit Checks (AP)	Amount Paid
05/30/21-06/12/21	6/18/2021	97371-97605	17386-17424	82764-82770	$824,968.39
05/30/21-06/12/21	6/24/2021			WT1191-WT1192	$135,202.62
06/13/21-06/26/21	7/2/2021	97606-97837	17425-17463	82843-82846	$617,383.95
06/13/21-06/26/21	7/9/2021			WT1193-WT1194	$134,010.34
					$1,711,565.30

***Wire Transfers:**

Expense Register Dated	Wire Transfer Number	Amount Paid
6/24/2021	1190	$41,437.63
		$41,437.63

***Accounts Payable Claims:**

Expense Register Dated	Check Number (Begin)	Check Number (End)	Amount Paid
6/16/2021	82436	82436	($784.86)
6/16/2021	82631	82647	$393,183.20

***Accounts Payable Claims:**

Expense Register Dated	Check Number (Begin)	Check Number (End)	Amount Paid
6/16/2021	82648	82663	$69,914.83
6/16/2021	82664	82671	$60,562.95
6/16/2021	82672	82691	$976,733.24
6/16/2021	82692	82707	$72,276.30
6/22/2021	82708	82708	$1,038.17
6/22/2021	82709	82710	$90,839.37
6/24/2021	82711	82726	$105,911.41
6/24/2021	82727	82743	$220,576.89
6/24/2021	82744	82748	$2,922.08
6/24/2021	82749	82763	$97,471.56
6/30/2021	82771	82791	$135,913.98
6/30/2021	82792	82799	$27,371.90
6/30/2021	82800	82814	$4,746,599.38
7/7/2021	82815	82827	$689,084.03
7/7/2021	82828	82833	$10,258.01
7/7/2021	82834	82842	$1,075,745.58
7/7/2021	73112	73112	($200.00)
			$8,775,418.02

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

Council Meeting Date: July 26, 2021 **Agenda Item:** 7(b)

CITY COUNCIL AGENDA ITEM

CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Authorizing the City Manager to Execute Supplement No. 2 to Contract 8463 with H.W. Lochner in the Amount of $2,471,183 for Design and Environmental Services for the SR-523 & Interstate-5 Interchange Project
DEPARTMENT:	Public Works
PRESENTED BY:	Tricia Juhnke, City Engineer
ACTION:	____ Ordinance ____ Resolution _X__ Motion ____ Discussion ____ Public Hearing

PROBLEM/ISSUE STATEMENT:

Staff is requesting that the City Council authorize the City Manager to execute Supplement No. 2 to Contract 8463 with H.W. Lochner (Lochner), for design, environmental and right of way services related to the SR-523 (N/NE 145th Street) & Interstate-5 (I-5) Interchange Project. The proposed scope of work for this Supplement is attached to this staff report as Attachment A.

In February 2021, Lochner delivered the 30 percent design plans and other deliverables to City staff for review. At that time, staff also distributed the 30 percent plans to other project stakeholders for review and comment, including the Washington State Department of Transportation (WSDOT), the Seattle Department of Transportation (SDOT), Sound Transit, Seattle Public Utilities, and Seattle City Light. The City's and stakeholder's reviews were completed in May 2021, and Lochner has incorporated the comments into the design plans.

This Supplement is required for Lochner to advance the design plans from 30 percent to 100 percent design completion, complete technical specifications, final construction estimate, incorporate comments from the final City, WSDOT and stakeholder reviews and provide technical assistance during bidding.

RESOURCE/FINANCIAL IMPACT:

This project is included in the adopted 2021-2026 Capital Improvement Plan. The project budget summary is as follows:

EXPENDITURES

City Staff	$ 200,000
City Direct Expenses	$ 50,000
Consultant Contracts	
HW Lochner Contract, Including Supplement 1	$ 2,124,935
HW Lochner Supplement 2, Including Management Reserve	***$ 2,471,183***
WSDOT Review	$ 125,000
WSDOT Project Administration	180,000
Right of Way Acquisition	$ 4,932,000
Construction Administration & Engineering	$ 2,490,000
Construction	$ 16,562,520
Construction Contingency	$ 1,656,252
Total Expenditures	**$ 30,591,890**

REVENUE

Secured	
Roads Capital Fund	$ 860,000
Federal STP Grant – Design 2018	$ 3,982,500
Federal STP Grant – Construction 2020	$ 4,920,000
WSDOT Regional Mobility Grant – Construction 2021	$ 5,000,000
Total Secured Revenue	**$ 14,672,500**
Pending	
Sound Transit Agreement	$ 10,000,000
Transportation Improvement Board (TIB) - Construction	$ 5,000,000
Unfunded	
Funding Source TBD	$ 1,327,500
Total Pending/Unfunded Revenue	**$ 16,327,500**
Total Revenue (Secured + Pending + Unfunded)	**$ 31,000,000**

Supplement 2 would increase Lochner's contract amount by $2,471,183, from $2,124,935 to $4,596,118.

RECOMMENDATION

Staff recommends that Council authorize the City Manager to execute Supplement No. 2 to HW Lochner's professional services contract in the amount of $2,471,183, for a total contract amount of $4,596,118 for engineering design, right of way and environmental permitting services for the SR 523/N 145th Street – Interstate 5 Interchange Project.

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

BACKGROUND

In 2016, the City began implementing improvements identified in the 145th Street Multimodal Corridor Study to improve access and safety for all travel modes, and to improve access to Sound Transit's (ST) 145th Street Light Rail Station. Proposed improvements for the SR 523/145th Street – Interstate 5 interchange included traffic signal optimization, a new non-motorized bridge, and a new northbound I-5 on-ramp. In May 2017, the City Council authorized execution of contract 8463 with H. W. Lochner for providing engineering, right of way acquisition and environmental review up to 30 percent design completion.

During Lochner's initial design work in 2018, the Washington State Department of Transportation (WSDOT) requested a design evaluation of the intersections at the east and west ends of the existing overpass. As a result of the design evaluation, called an Intersection Control Evaluation (ICE), the City found that incorporating roundabouts into the design at these two locations will provide significantly greater multi-modal access and mobility than the signal-controlled intersections that were proposed in the City's 2016 corridor study, and at approximately the same total cost.

In January 2020, the City Council discussed the 145th Street/I-5 Interchange project delivery strategy at the January 27, 2020 Council Meeting. The Council concurred with staff's recommendation to continue with completion of 30 percent design, environmental review and right of way acquisition, and to then turn the project over to WSDOT for completion of final design, permitting and construction. WSDOT subsequently provided a letter to the City and the US Department of Transportation of WSDOT's intent to accept transfer of the project but stipulating that the project must be fully funded at transfer.

In June 2020, the City Council Authorized Supplement 1 to Lochner's contract, providing for completion of 30 percent design, design documentation, environmental review and preliminary right of way acquisition work. In February 2021, Lochner delivered the 30 percent design plans and other deliverables to City staff for review. At that time, staff also distributed the 30 percent plans to other project stakeholders for review and comment; this included WSDOT, SDOT, Sound Transit, ,Seattle Public Utilities, and Seattle City Light. The City's and stakeholder's reviews were completed in May 2021, and Lochner has incorporated the comments into the design plans.

DISCUSSION

Tonight, staff is requesting that the City Council authorize the City Manager to execute Supplement No. 2 to Contract 8463 with H.W. Lochner (Lochner), for design, environmental and right of way services related to the SR-523 (N/NE 145th Street) & Interstate-5 (I-5) Interchange Project. The proposed scope of work for this Supplement is attached to this staff report as Attachment A.

This Supplement is required for Lochner to advance the design plans from 30 percent to 100 percent design completion, complete technical specifications, final construction estimate, incorporate comments from the final City, WSDOT and stakeholder reviews and provide technical assistance during bidding.

The SR-523 (N/NE 145th Street) & I-5 Interchange Project is not fully funded based on the estimates developed with the 30% design. Staff is negotiating with Sound Transit for their $10 million contribution, and an agreement regarding this contribution is anticipated to be ready for Council consideration in the next couple of months. Staff is also preparing to submit for a Transportation Improvement Board (TIB) grant of $5 million. The result of this grant application will be known at the end of November. As staff continues to seek grant funding for this project, they are also looking for opportunities to reduce costs and expenditures. The cost estimate will be updated again at 60% design which is anticipated in December 2021.

ALTERNATIVE ANALYSIS

The recommended alternative is to authorize the City Manager to execute Supplement No. 2 to this contract to continue to progress design, environmental documentation and right of way work to 100 percent completion as planned, engage a WSDOT project manager, and to engage a consulting firm to provide Construction Administration and Engineering. The second alternative is not to authorize the City Manager to execute Supplement No. 2, which would halt the project. This would result in loss of the Federal STP grant and the requirement to return the approximately $1.7M of grant funds that has already been paid to the City during design development and 30 percent completion. This second alternative is not recommended by staff.

COUNCIL GOAL(S) ADDRESSED

This project addresses Goal 2: Continue to deliver highly valued public services through management of the City's infrastructure and stewardship of the natural environment; and Goal 3: Continue preparation for regional mass transit in Shoreline.

RESOURCE/FINANCIAL IMPACT

This project is included in the adopted 2021-2026 Capital Improvement Plan. The project budget summary is as follows:

EXPENDITURES

City Staff	$ 200,000
City Direct Expenses	$ 50,000
Consultant Contracts	
HW Lochner Contract, Including Supplement 1	$ 2,124,935
HW Lochner Supplement 2, Including Management Reserve	***$ 2,471,183***
WSDOT Review	$ 125,000
WSDOT Project Administration	180,000
Right of Way Acquisition	$ 4,932,000
Construction Administration & Engineering	$ 2,490,000
Construction	$ 16,562,520
Construction Contingency	$ 1,656,252
Total Expenditures	**$ 30,591,890**

REVENUE

Secured	
Roads Capital Fund	$ 860,000
Federal STP Grant – Design 2018	$ 3,982,500
Federal STP Grant – Construction 2020	$ 4,920,000
WSDOT Regional Mobility Grant – Construction 2021	$ 5,000,000
Total Secured Revenue	**$ 14,672,500**
Pending	
Sound Transit Agreement	$ 10,000,000
Transportation Improvement Board (TIB) - Construction	$ 5,000,000
Unfunded	
Funding Source TBD	$ 1,327,500
Total Pending/Unfunded Revenue	**$ 16,327,500**
Total Revenue (Secured + Pending + Unfunded)	**$ 31,000,000**

Supplement 2 would increase Lochner's contract amount by $2,471,183, from $2,124,935 to $4,596,118.

RECOMMENDATION

Staff recommends that Council authorize the City Manager to execute Supplement No. 2 to HW Lochner's professional services contract in the amount of $2,471,183, for a total contract amount of $4,596,118 for engineering design, right of way and environmental permitting services for the SR 523/N 145th Street – Interstate 5 Interchange Project.

ATTACHMENTS

Attachment A – Scope of Work – HW Lochner Supplement No. 2 Contract

Scope of Services – Supplement 2

Project No. STPUL-0523(011), LA 9075
PS&E and Ad Ready Plan Development of NE 145th Street (SR 523) and I-5 Interchange Improvements

City of Shoreline
NE 145th Street (SR 523) & I-5 Interchange Improvements

Prepared for:

City of Shoreline, Washington

April 2021

Prepared by:

LOCHNER

915 118th Avenue SE, Suite 130
Bellevue, WA 98005

Table of Contents

PROJECT DESCRIPTION **1**

GENERAL ASSUMPTIONS **1**

DESIGN STANDARDS **1**

TASK 1: PROJECT MANAGEMENT **3**

1.1 Contract Management 3

1.2 Subconsultant Management 3

1.3 Coordination with the City and WSDOT 3

1.4 Interagency Coordination 4

1.5 Project Management Plan 5

1.5.1 Risk Management Plan 5

1.5.2 Cost Risk Analysis 6

1.5.3 Change Management Plan 6

1.6 Project Closeout 7

Task 2: Community Engagement and Agency Outreach **8**

2.1 Public Involvement Plan Update 8

2.2 Project Meetings and Team Coordination 8

2.3 Briefings and Community Presentations 9

2.4 Online Presentation 9

2.5 Online, Social and Media Engagement 10

2.6 Communications Materials Development 10

2.7 Correspondence & Reporting 11

2.8 Project Staging and Construction Detour Video (Optional Services) 11

Task 3: Project Profile (Project Summary) **13**

3.1 Basis Of Design, Design Parameter Sheets, Alternative Comparison Table (Design Decisions Summary, update as necessary) 13

3.2 Project Definition 13

Task 4: Access Control **14**

4.1 Managed Access Permit 14

4.2 Hearings 14

4.3 Limited Access Report & Plans 14

4.4 Limited Access Hearing Packet 14

4.5 Formal Access Hearing 15
4.6 Limited Access Findings & Order 15
4.7 Adoption of Limited Access Findings & Order 15
Task 5: Material and Geotechnical 16
5.1 EXPLORATION PLAN MEMORANDUM 16
5.2 Geotechnical INVESTIGATION AND Report 17
5.3 pavement design services 21
5.4 Geotechnical and pavement design post report services 22
Task 6: Structures 23
6.1 Retaining Wall Design 23
6.2 Approach Slabs 23
6.3 Illumination Bases 24
TASK 7 Roadway Geometrics and Plans 25
7.1 Roadway Design 25
7.2 Alignment Plan 25
7.3 SPECIFICAITIONS 25
7.4 Channelization Plan 26
7.4 Project Footprint and Earthwork Quantities 27
7.5 Roadway Sections 27
7.6 Roadside Safety Analysis 28
7.7 Engineer's Opinion of Probable Cost 28
Task 8: Hydraulics/Drainage 29
8.1 Type A Hydraulic Report 29
8.2 Stormwater BMP Maintenance Plan 29
8.3 Conveyance Systems Plans and Details 29
8.4 Detention Systems Plans and Details 30
8.5 Water Quality Plans and Details 31
TASK 9: ROADSIDE RESTORATION 32
9.1. concept Design – Alternatives – Retaining Wall and Stamped Concrete 32
9.2. Preliminary Design (30%) 32
9.3. 60%, 90% and AD Ready Plans, Cost Estimate and Specifications 33
OPTIONAL SERVICES – Gateway Design 33

9.4 concept Design – Alternatives – Gateway Signs 33
9.5 Preliminary Design Elevations (30%) 33
9.6 Gateway Signage Construction Documents 60%, 90%, and Ad Ready 33
Task 10: Traffic Design & Plans 35
10.1 Illumination Design & Plans 35
Task 11: Utilities 36
11.1 Draft and Final Potholing Plan 36
11.2 Utility Coordination Meetings 36
11.3 Draft and final Utility Conflict Resolution Plan 37
11.4 Utility Investigations and Conflict Resolution 37
11.5 Design Relocation of SPU Water Transmission Main 38
Task 12: Work Zone Traffic Control 40
12.1 Work Zone Traffic Control Meeting 40
12.2 Transportation Management Plan (TMP) 40
12.3 Work Zone Capacity Analysis 40
12.4 Staging Design 41
12.5 Traffic Control Plans 41
12.6 Detour Plan 42
TASK 13: DESIGN DOCUMENTATION 43
13.1 Design Approval 43
13.2 Design Documentation Package (DDP) 43
13.3 ADA Accessibility Design and Documentation of MEF (Maximum Extent Feasible) 43
13.4 Design Analysis 44
Task 14: R/W Plans 45
14.1 R/W and Limited Access Plans 45
14.2 Monumentation Map Type - 1 45
14.3 Ownership Interests and Encumbrances (Title Reports) 45
14.4 Right-of-Way Project Funding Estimate (PFE) 45
TASK 15: ENVIROMENTAL PERMITTING 47
15.1 Enviromental Permitting 47
15.2 additioanl CULTUAL RESOUCES effort 47
15.3 Noise Study 47

15.3.1 Compilation of Data....47
15.3.2 Selection of Analysis Sites....47
15.3.3 Preparation of Base Maps....47
15.3.4 Noise Analysis....47
15.3.5 Determination of Impacts....47
15.3.6 Noise Abatement Considerations....48
Task 16: Real Estate Services....49
16.1 Appraisal/Administrative Offer Summary....49
16.2 Review & Determination of Value (DV)....49
16.3 Acquisition....49
16.4 Relocation/Relocation Review Board and/or Adjudicative Hearings....50
16.5 Condemnation/Possession & Use....50
16.6 Certification....50
Task 17: PS&E and AD READY....51
17.1 Contract Plan Sheet Praparation....51
17.2 Contract Specifications....51
17.3 Basis of Estimate....51
17.4 Engineer's Opinion of Probable Cost....52
17.5 Working Day Estimate....52

PROJECT DESCRIPTION

The City of Shoreline completed the NE 145th Street Multimodal Corridor Study (November 2016) which outlined improvements along the entire length of NE 145th Street (SR523) as well as off-corridor improvements for bikes. The NE 145th Street and I-5 Interchange Improvement project is one of several projects identified in the City of Shoreline's Transportation Improvement Plan. This project makes improvements for vehicles, bikes, and pedestrians at the I-5 interchange along NE 145th Street and connects the NE 145th Corridor Improvements to Sound Transit's South Shoreline Transit Center. The project initially proposed improvements that included the addition of a non-motorized bridge spanning I-5, immediately to the north of the existing vehicular bridge, providing an additional lane of traffic on the existing bridge, adding a new northbound on-ramp to I-5, improvements to adjacent intersections at 4th Avenue NE and 5th Avenue NE, and making non-motorized connections between the interchange area and Sound Transit's proposed light rail station north of NE 145th Street. However, the project has evolved during the design phase.

The Project's current scope includes two roundabout at the intersection of NE 145th Street and 5th Avenue NE and at NE 145th Street and I-5 Southbound Ramps. The non-motorized bridge has been determined to be unnecessary and as a result has been eliminated from the project scope. The current lane configuration on the existing NE 145th Street Overpass Bridge will be reconfigured to remove the opposing left-turn lanes and add a two-way bike lane on the north side of the Overpass Bridge that connects to bike lanes on 5th Avenue NE and the proposed shared use path on the north side of NE145th Street west of I-5.

GENERAL ASSUMPTIONS

H.W. Lochner, Inc. (CONSULTANT) will provide professional services to the City of Shoreline (CITY) as outlined in the task descriptions below. The following general provisions and assumptions have been added and/or revised to the original scope of services:

a. Original permits, approvals, agreements or other obligations will be forwarded to the CITY in hardcopy and electronic form, in formats designated by the CITY.
b. The project will not be permitted through the City of Seattle.

DESIGN STANDARDS

Plans, specifications, and contract documents, to the extent feasible, will be developed in accordance with the following, as applicable:

a. Washington State Department of Transportation, "Standard Specifications for Road, Bridge, and Municipal Construction", M41-10, 2020;
b. Washington State Department of Transportation, "Design Manual", M22-01 version at time of Design Approval;
c. Public Right of Way Accessibility Guidelines (PROWAG), current edition.
d. Washington State Department of Transportation, "Standard Plans for Road and Bridge Construction", M21-01 latest version ;;FHWA and Washington State Department of Transportation, "Manual on Uniform Traffic Control Devices for Streets and Highways" 2009;

e. A Policy on Geometric Design of Highways and Streets (AASHTO green book), 7th Edition, 2018;
f. Department of Ecology (Ecology) 2012 “Stormwater Management Manual for Western Washington” (SWMMWW);
g. 2019 WSDOT Hydraulics Manual.
h. City of Shoreline Engineering Development Standards, 2012 or current version.
i. City of Seattle Standards Plans and Specs.
j. Applicable provisions of the Americans with Disabilities Act, as amended.
k. WSDOT Bridge Design Manual (LRFD) 2019.
l. AASHTO LRFD Bridge Specifications, 8th Edition.
m. AASHTO Standard Specifications for Highway Bridges, 17th Edition 2002.
n. The design elements in Tasks 4 and 5 will be developed using MicroStation and InRoads software in conjunction with WSDOT CAD standards as prescribed in the WSDOT Plans Preparation Manual M22-31.07.

TASK 1: PROJECT MANAGEMENT

1.1 CONTRACT MANAGEMENT

The CONSULTANT will provide a status/progress report with invoices every four (4) weeks, to the CITY that will describe services provided by the CONSULTANT and its team members during the current reporting period. The progress reports will be prepared in a format provided and approved by the CITY's Project Manager.

Assumptions:

a. Covers time period from March 1, 2021 to June 30, 2022 at which time the PS&E Phase and CONSULTANT's scope of work will be completed.
b. Bid Support is not included in this Scope of Services per CITY's instructions.

Deliverables:

a. Every four weeks status/progress reports, and invoice.

1.2 SUBCONSULTANT MANAGEMENT

The CONSULTANT will be responsible for on-going management of the consultant team in accordance with the provisions of this Agreement.

Assumptions:

a. None.

Deliverables:

a. None.

1.3 COORDINATION WITH THE CITY AND WSDOT

The CONSULTANT will maintain regular contact and coordination with the CITY's Project Manager and WSDOT's Project Manager in accordance with the provisions of the Agreement. The CONSULTANT's Project Manager will be responsible for:

a. Maintaining regular contact with the CITY and WSDOT and designated project management team staff through informal office visits, telephone conversations, e-mails, and correspondence.
b. Maintaining open access to project information by the CITY.
c. The CITY's and WSDOT's Project Manager may contact team members as needed during each phase of the project with a summary of discussions sent to the CONSULTANT's Project Manager.
d. The CONSULTANT will facilitate periodic meetings with the CITY's and WSDOT Project Leadership staff. It is expected that meetings of the "Project Leadership Team" (PLT) will occur on a regular basis and with a frequency that supports effective management of key transformational issues that may alter or otherwise affect the course of the project. Initially, given the projects accelerated schedule, it is expected that the PLT will meet every two weeks. The PLT will include key decision makers of the CITY and WSDOT and the CONSULTANT that control or manage the project and its resources for delivery. Among other things, key items to be managed by the PLT include changes or modifications to the Scope of Work, Key Deliverables as defined in the Scope of Work, the Schedule that is set for the project, and established Project Budgets. Progress

towards completion of the design effort will be reported to the PLT on the basis of Earned Value. Strategies for management of risk affecting the project itself and/or CONSULTANT's ability to deliver the project will be set and reviewed at the PLT meetings on an on-going basis. Emerging change will be identified to the PLT and where possible the CONSULTANT shall employ strategies that will avoid or mitigate change to the greatest extent possible. Where change cannot be avoided, recommendations for change will be provided to the PLT for approval or redirection. Where project change is directed by the PLT, the CONSULTANT will process changes to the work plan, Scope of Work, Schedule, and/or Budget as appropriate resetting the project's base line so that continuing performance towards completion of the project can be effectively monitored.

Assumptions:

a. Project meetings with the WSDOT Project manager and the CITY are anticipated to occur weekly for Fifty-two (52) weeks.
b. Project Leadership Team meetings every Two weeks or as otherwise directed by the PLT for a total of twenty-four (24) meetings.
c. City on occasion will call additional meetings to address specific project subjects, up to twelve (12) meetings are anticipated during the PS&E development phase.
d. Project and PLT Meetings will be attended by CONSULTANT staff as needed. Other CONSULTANT staff will attend when necessary to provide technical expertise. Other CONSULTANT staff may also attend via conference call (MS TEAMS) if appropriate.
e. CITY staff will provide timely and coordinated review of draft strategies and materials to streamline production and team efficiency.

Deliverables:

a. Meeting agendas, and meeting summaries (one (1) electronic copy for twelve (12) months for PTL meetings totaling twenty four (24) meeting agendas and summaries ,
b. Facilitated Project Meetings with the CITY's and WSDOT's Project Manager for up to Fifty-two (52) meetings and up to Twenty-four (24) PLT meetings. Deliverables will include meeting agendas and one (1) electronic copy of meeting summaries.
c. Other meeting materials will include work products that convey the current level of progress as necessary.

1.4 INTERAGENCY COORDINATION

The SR 523 and I-5 Interchange project involves coordination with multiple departments of several agencies, including, City of Shoreline, City of Seattle, King County, Washington State Department of Transportation (WSDOT), Sound Transit (ST), Community Transit, and affected Northwest Indian Tribes. In addition, The CONSULTANT anticipates attending coordination meetings with other consultant teams concurrently developing design and construction documents for adjacent projects. The CONSULTANT will work with the CITY and WSDOT to facilitate stakeholder meetings to keep parties informed about project progress, resolve project issues and obtain approvals.

Assumptions:

a. For budgeting purposes, the following Interagency Coordination Meetings are anticipated;
b. WSDOT Meetings – Sixteen (16) will be part of the bi-weekly project coordination meeting in sub-task 1c.

i. Bridge office (Structural Walls)
ii. Design office / Public Transportation
iii. Northwest Region Traffic Office
iv. Other (Enviro, R/W, Permitting)

c. Adjacent projects Consultant Coordination Meetings – ten (10) meetings
d. Up to Sixteen (16) additional one-on-one meetings with WSDOT designers for continuity of Project design;
e. Up to 26 bi-weekly coordination meeting with the City of Seattle;
f. Up to twenty (26) bi-weekly coordination meetings with Sound Transit;
g. Interagency coordination meetings will be held at the CITY or WSDOT NW Region office or using MS TEAMS and facilitated by WSDOT or CITY staff. The CONSULTANT will organize and schedule meetings and provide meeting notes;
h. At the request of the CITY and WSDOT, the CONSULTANT will provide materials to support each meeting; and
i. One (1) telephone conference call per week, up to fifty-two (52) conference calls, to support meeting preparation with other stakeholder agencies.

Deliverables:

a. Meeting materials will include products that convey the current level of progress.

1.5 PROJECT MANAGEMENT PLAN

The CONSULTANT will update the Project Management Plan that was prepared for the project dated June 5, 2020

Assumptions:

a. None.

Deliverables:

a. Updated Project Management Plan

1.5.1 Risk Management Plan

The Risk Management Plan (RMP) previously established for the project will be updated to identify risk to the Project itself as well as the CONSULTANT's ability to deliver the work as defined in the project's Scope of Work, Schedule, and Budget. The RMP will include a summary of organizations, people, or issues that may affect the project, as well as any known risks to the project that have been identified. The Risk Management plan will assess, analyze, and develop strategy to respond to major risks affecting the project. Risk response strategies addressing selected major risks affecting the project will be presented to the PLT for approval and then implemented over the course of the project. Additional risk management efforts will be conducted as project risks evolve, or as directed by the Project Leadership Team.

Assumptions:

a. None.

Deliverables:

a. Updated RMP to include a facilitated review of project risks, qualitative and quantitative assessment of risks, and initial strategies for selected key risks developed.

1.5.2 Cost Risk Analysis

The project prospectus identifies the possible cost of the project to be between $10 million and $25 million, requiring a Cost Risk Analysis (CRA) be performed. The CRA will include a one-day workshop using a self-modeling spreadsheet template as developed by WSDOT. The CRA Workshop will be attended by subject matter cost-risk exerts and the project team. The CRA Workshop will define, review, and validate cost and schedule- based estimates, document assumptions and constraints and replace the typical traditional project "contingency" with key identifiable risks. The CRA will assess risks with respect to the engineer's opinion of probable cost and project schedule.

Assumptions:

a. None.

Deliverables:

a. Updated Cost Risk Analysis Report

1.5.3 Change Management Plan

A Change Management Plan (CMP) will be developed to address changes to the scope of the planned improvements that evolve during the design phase. These changes can affect the overall scope and intent of the project. The change management plan will identify elements that monitor for emerging change. Once an emerging change is identified, the CONSULTANT will identify means that will avoid the change or the impacts of change altogether. Where change can't be avoided, the CONSULTANT will identify efforts that will mitigate the impacts of change. Where change can't be avoided or mitigated, the CONSULTANT will identify how change can be best accepted into the project in a manner that best supports the project while also addressing the underlying needs for the change itself. These actions, managing change to the project itself, can also affect the boundary conditions and assumptions for the project as well as the Consultant's scope of work, schedule, and/or deliverables for the project's design effort. These impacts will be summarized and presented to the PLT along with recommendations for further action.

The CMP identifies the means to recognize emerging change to the project impacting scope, schedule and budget. The CMP will provide a project specific process to monitor and analyze change, including risk driven change. The CMP will track change to the project using a change management log that includes response and recovery strategies.

Assumptions:

a. None.

Deliverables:

a. Updated Change Management Plan
b. Updated Summaries of changes, strategies, and recommendations provided to the PLT for direction.

1.6 PROJECT CLOSEOUT

The CONSULTANT will gather project files from the CONSULTANT team, organize them, and combine them into one file. CAD files will be in the final files will be delivered to the CITY (and WSDOT at the direction of the CITY). MicroStation files will be converted to AutoCAD format for CITY archives.

Assumptions:

a. None.

Deliverables:

a. Project deliverable files in an electronic format or formats acceptable to the CITY.
b. Design files will be in MicroStation format and AutoCAD format for the CITY archives.

TASK 2: COMMUNITY ENGAGEMENT AND AGENCY OUTREACH

2.1 PUBLIC INVOLVEMENT PLAN UPDATE

The CONSULTANT will update and manage the implementation of the Public Involvement Plan (PIP) in accordance with City of Shoreline's public communications requirements. Once the PIP is approved, a work plan will be developed and actively managed.

Assumptions

a. CONSULTANT developed a PIP for outreach activities during 30% design. CONSULTANT will update this version of the PIP for final design.
b. CONSULTANT will draft a Key Messages appendix as part of the PIP.
c. CONSULTANT will have up to 2 planning meetings with City of Shoreline to review the plan and discuss implementation.
d. CONSULTANT will develop and manage a project work plan that provides a schedule and outline for implementation of the PIP.

Deliverables

a. One (1) update to the Public Involvement Plan
b. Eleven (11) updates to community outreach work plan.
c. Key messages document (up to two (2) updates)

2.2 PROJECT MEETINGS AND TEAM COORDINATION

The CONSULTANT will plan, facilitate, and report on communication coordination meetings with the CITY and the CONSULTANT. The purpose of these meetings will be to plan and coordinate outreach and communication efforts with CITY staff. CONSULTANT staff will plan and meet regularly as a team to coordinate work.

City of Shoreline Communications Team Meetings

The CONSULTANT will plan, facilitate and report on up to eleven (11) City of Shoreline team meetings. These meetings will occur online. A public outreach coordinator will participate in up to five (5) meetings. CONSULTANT will prepare meeting agendas, summaries and action items.

Consultant Team Meetings

The CONSULTANT will plan and facilitate up to eleven (11) internal consultant team meetings to coordinate work. These meetings will be 30 minutes and will occur online or at CONSULTANT offices with up to 3 consultant staff at each meeting.

Design Team Meetings and Integration

The CONSULTANT will integrate and attend all necessary internal technical team meetings including *Regular Planning and Design Team meetings:* Participate in team meetings (online) to stay informed of planning progress and milestones, and report back on community input.

Assumptions

a. Eleven (11) months of Communications meetings, CONSULTANT team meetings, and Design Team meetings
b. These meetings will occur online

Deliverables:

a. City of Shoreline Team Meeting agendas and meeting summaries (up to (11) eleven)
b. Attendance at up to five (5) Design Team meetings

2.3 BRIEFINGS AND COMMUNITY PRESENTATIONS

CONSULTANT, in coordination with City of Shoreline, schedule, prepare for, staff and report on one-on-one meetings, stakeholder briefings and community presentations. This includes briefing support with neighborhood associations and adjacent property owners.

Assumptions:

a. Assumes up to ten (10) briefings
b. City of Shoreline will provide existing property owner contact information
c. City of Shoreline will participate in briefings
d. One (1) CONSULTANT staff and Lochner Project Manager will attend these briefings and presentations.
e. CONSULTANT will coordinate interpretation services, if required. City of Shoreline will pay for interpretation services, if required

Deliverables:

a. Draft and Final briefing reports (up to 10) (electronic copy)

2.4 ONLINE PRESENTATION

CONSULTANT will plan, coordinate, promote and attend two (2) online presentations. The first online presentation will provide information and gather input on 60% design. The second online presentation will provide information and gather input on 90% design and set the stage for construction. CONSULTANT will prepare a detailed event plan for each online presentation that identifies goals, team member roles, promotions, and a work back schedule for meeting preparation. Two (2) practice sessions for each online presentation will be facilitated by CONSULTANT.

Assumptions

a. CONSULTANT will coordinate printing and mailing, and translation services.
b. The City of Shoreline will be invoiced directly for printing and mailing, and translation services.
c. The City of Shoreline will use their communication channels to actively promote the online presentation and online open house.
d. Assumes two (2), 1-hour events with closed captioning. Interpretation services will be provided upon request and coordinated by CONSULTANT
e. Assumes up to two (2), 2-hour practice sessions per online presentation.
f. Two (2) Lochner team members and three (3) CONSULTANT staff will attend each online presentation.

g. Lochner will take the lead in developing Power Point presentations.
h. Lochner will provide graphics and content for the online presentations.

Deliverables:

a. Detailed event plan for two (2) online presentation
b. Mailer/postcard for two (2) online presentations (jointly promoting online open house)
c. Two (2) drafts and two (2) final online presentation activity reports and summaries.

2.5 ONLINE, SOCIAL AND MEDIA ENGAGEMENT

To increase project reach and accessibility of project information, and to provide additional avenues for the public to engage with the project, CONSULTANT will, in close coordination with City of Shoreline, employ online tools and tactics.

Elements include:

a. *City of Shoreline project webpage development and updates:* CONSULTANT will provide updates to City of Shoreline for City-hosted page. Webpage updates will be submitted to City of Shoreline for review, approval, and posting.
b. *Online open house:* CONSULTANT will plan, develop content, set up, test, promote, and report on 1 project online open house as a companion to the online presentation. The online open house will have up to eight (8) pages, contact project and City of Shoreline branding elements, and include a survey.

Assumptions:

a. CONSULTANT will provide content updates, photos, and graphics to City of Shoreline for review, approval and posting.
b. Up to two (2) drafts, one final and maintenance of online open house site for up to three weeks.
c. Will utilize CONSULTANT's online open house platform infocommunity.org.
d. The online open house will meet City branding standards and guidelines.
e. Google translate will be utilized for translations.
f. Graphics will be provided by the other design team members

Deliverables:

a. Website update content (up to 4)
b. Online open house survey questions
c. Online open house and survey, two (2) drafts and one (1) final
d. Review of up to 500 survey responses
e. Online open house activity reports (3)
f. Online open house activity and survey report (1 draft, 1 final)

2.6 COMMUNICATIONS MATERIALS DEVELOPMENT

CONSULTANT will coordinate with City of Shoreline and the project team to facilitate preparation, production and distribution of communications materials, including project fact sheet, email updates, frequently asked questions (FAQ) and topic sheets (topic-specific sheets might describe elements of roundabouts).

Assumptions:

a. CONSULTANT will draft email update content.
b. City of Shoreline will review, approve, and send final email update.
c. CONSULTANT will coordinate translation services.
d. City of Shoreline will be invoiced directly translation services.

Deliverables:

a. Project fact sheet: one (1) draft and one (1) final at 60% design as well as one (1) draft and one (1) final at 90% design(electronic copy) one (1) draft and one (1) final at final design (electronic copy)
b. Project email updates: one (1) draft and one (1) final at 60% design as well as one (1) draft and (1) final at 90% design (electronic copy)
c. Project FAQ: one (1) draft and one (1) final at 60% design as well as one (1) draft and (1) final at 90% design (electronic copy)
d. Project topic sheets: one (1) draft and one (1) final, for up to 2 topic sheets (electronic copy)

2.7 CORRESPONDENCE & REPORTING

CONSULTANT will support City in the development of responses to public communications and reporting of project related community outreach during design.

Assumptions:

a. CONSULTANT will draft responses. The City will review, finalize, and distribute responses.
b. CONSULTANT will draft a summary of community outreach activities that details how community was informed and involved in the project. This report will be drafted in a manner to be used with internal and external audiences.

Deliverables:

a. Up to twenty-five (25) draft communication responses (electronic copy)
b. One (1) draft and one (1) final community outreach report

2.8 PROJECT STAGING AND CONSTRUCTION DETOUR VIDEO (OPTIONAL SERVICES)

1. CONSULTANT will prepare Project Staging Construction Phasing and Video (2-3 minutes). The video will include the following elements:

    a. Renderings from a 3D model of each desired phase of construction (up to 10 phases);
    b. Graphics and animations communicating the desired message (up to 40 graphic elements)
    c. Maps depicting detour routes;
    d. Sound effects;
    e. Music;
    f. Voice-over.

2. Renderings of each construction phase (up to 10) including graphics effectively conveying the phasing.
3. Production Pipeline
    a. Pre-production
    Project analysis
    Outlines
    Script development
    Story boards
    b. Production
    3D Models (existing conditions, construction phases, cars)
    Graphics Development
    Voice-over recording
    c. Post-production
    Editing
    Sound design implementation (music, effects, voice-over)
    Motion graphics

Deliverables:

a. Draft Video of Construction Staging and Detour Route 2 to 3 minutes in length
b. Final Video of Construction Staging and Detour Route 2 to 3 minutes in length

TASK 3: PROJECT PROFILE (PROJECT SUMMARY)

3.1 BASIS OF DESIGN, DESIGN PARAMETER SHEETS, ALTERNATIVE COMPARISON TABLE (DESIGN DECISIONS SUMMARY, UPDATE AS NECESSARY)

Sections 1, 2, 3, 4, and 5 of WSDOT's BOD form have been filled out as part of the Intersection Control Evaluation report for NE 145th Street (SR 523) and I-5 Southbound On/Off ramps and NE 145th Street (SR 523) and NE 5th Avenue and was updated during the Scoping and Geometric Design Phases. As the Final PS&E Design progress the BOD will be reviewed by the CONSULTANT and WSDOT Design Team and revised as necessary. The BOD will be prepared and submitted to WSDOT for approval.

Assumptions:

a. None.

Deliverables:

a. Basis of Design form with updated project data

3.2 PROJECT DEFINITION

The CONSULTANT will prepare the document that states the purpose and need for the project and the solution of the deficiency. The Project Definition will be submitted to WSDOT PEO for approval prior to submittal of 60% Design.

Assumptions:

a. None.

Deliverables:

a. Draft Project Definition (one review by WSDOT PEO) in PDF format.
b. Final Project Definition in PDF format

TASK 4: ACCESS CONTROL

4.1 MANAGED ACCESS PERMIT

A Managed Access Permit issued by WSDOT will be required for Project construction related activities.

Assumptions:

a. WSDOT will issue a Managed Access Permit to the CITY for Project related construction activities.

Deliverables:

a. None.

4.2 HEARINGS

The Project may require a Limited Access Hearing. The CONSULTANT will prepare the Limited Access plan to be used as an exhibit for this hearing.

Assumptions:

a. WSDOT will be the lead agency through the limited access hearing.
b. WSDOT will prepare the documents required for the information packet for the hearing and mail to abutters.
c. WSDOT will conduct the Limited Access Hearing.

Deliverables:

a. Limited Access Plan

4.3 LIMITED ACCESS REPORT & PLANS

The CONSULTANT will assist WSDOT in preparation of the Limited Access Report that will be sent to the CITY and City of Seattle. This report will be used to inform the CITY and City of Seattle of the impacts of the modification of limited access to their local street network.

Assumptions:

a. WSDOT will issue the limited access report to the CITY and to the City of Seattle.

Deliverables:

a. Draft limited access report.

4.4 LIMITED ACCESS HEARING PACKET

A Limited Access Hearing Packet will be required if a Limited Access Hearing is convened. WSDOT will prepare this information packet in accordance with Section 210.09(4) of the WSDOT DM.

Assumptions:

a. WSDOT will prepare the documents required for the information packet for the hearing and mail to abutters.

Deliverables:

a. None.

4.5 FORMAL ACCESS HEARING

If required WSDOT will convene a formal Access Hearing for the change in Limited Access proposed by the project.

Assumptions:

a. WSDOT will manage and preform all aspects of the Limited Access Hearing process.

Deliverables:

a. None.

4.6 LIMITED ACCESS FINDINGS & ORDER

After the Limited Access Hearing WSDOT will prepare a findings and order document that contains the findings and conclusions of the limited access hearing.

The findings and order package contains:

a. The draft findings and order.
b. Draft responses to comments (reserved exhibits).
c. A draft findings and order Plan as modified from the hearing plan. • All limited access hearing exhibits: originals and three copies.
d. The limited access hearing transcript: original and three copies.
e. The notice of appearance forms.
f. Estimate of the number of copies of the final findings and order plan and text the region will need for the mailing.

Assumptions:

a. WSDOT will prepare the limited access finding and order document.

Deliverables:

a. None.

4.7 ADOPTION OF LIMITED ACCESS FINDINGS & ORDER

Following adoption of the findings and order, the HQ Plans Section makes the necessary revisions to the limited access hearing plan, which then becomes the findings and order plan. If necessary, the CONSULTANT will revise the Limited Access plan base on the adoption of the Findings Order by WSDOT.

Assumptions:

a. None.

Deliverables:

a. Revised Limited Access Plan

TASK 5: MATERIAL AND GEOTECHNICAL

5.1 EXPLORATION PLAN MEMORANDUM

The consultant will prepare a technical memorandum summarizing available existing subsurface information from explorations in the project area and proposing an exploration plan to support the geotechnical investigation and pavement design services. The memorandum will include the following:

1. Compile and review readily available geologic and geotechnical information and other geotechnically relevant data for the project area. Possible data sources include information in consultant and agency files, published geologic and topographic maps, City of Seattle permit records, and the Washington Geologic Information Portal, including the following:
    a. WSDOT historic borings for the NE 145th Street overpass;
    b. Sound Transit Lynnwood Link project;
    c. Regional geologic maps;
    d. WSDOT NE 145th Street overpass plans
2. Perform a site reconnaissance to select boring locations, evaluate access requirements, and identify locations where ROW permits will be required by the permitting agency.
3. Meet with the design team to discuss boring locations and confirm agency(s) responsible for granting the ROW permit.
4. Prepare a geotechnical exploration plan for review and approval by the City of Shoreline and WSDOT, including the following:
    a. Site plan of the area, approximate locations of known existing geotechnical explorations relevant to the project area, and proposed explorations, depths, and instrumentation;
    b. Summary logs of existing explorations as available;
    c. Summary of proposed methods to access exploration locations and restoration details;
    d. Identify borings where right-of-entry (ROE) or ROW permits will be required to conduct the exploration.

Assumptions:

a. The geotechnical explorations proposed herein will not be used to assess site environmental conditions. However, visual or olfactory observations regarding potential contamination will be noted. Analysis, testing, storage, and handling of potentially contaminated soil and groundwater (either sampled or spoils from drilling) are beyond this scope of services. If contaminated soils and/or groundwater are encountered, the material will be properly contained on-site for disposal as mutually agreed upon without additional cost to the CONSULTANT.
b. Relatively disturbed subsurface soil samples will be collected from the borings using the Standard Penetration Test (SPT) at intervals of 2.5 feet in the upper 20 feet and at intervals of 5 feet below 20 feet (if applicable).
c. The VWPs installed as part of this exploration program will be maintained throughout design and abandoned by the contractor during construction.

d. The subsurface exploration spoils will be non-hazardous. Non-contaminated drilling spoils and related debris will be drummed on site and transported off site for disposal by the drilling subcontractor.
e. Field explorations will be conducted between the hours of 8AM to 5PM, Monday through Friday.
f. Required rights of entry will be provided by the CITY. CITY will provide access and rights of entry for the exploration locations at least 2 weeks prior to beginning field work.
g. Traffic control during drilling is included in the scope of services.
h. Ramps, roads, vegetation clearing, or other access requirements are not needed to complete the exploration activities.
i. CONSULTANT will be responsible for post drilling clean up. Exploration locations will be restored to the extent practical but will not be restored to pre-exploration conditions.
j. Required street use permits will be prepared and provided by the CITY at no cost to CONSULTANT. Traffic control plans for permitting will be provided to the CITY by the CONSULTANT.
k. Geotechnical borings conducted through the pavement will be patched with quick drying cement or cold patch asphalt. Saw cutting of the pavement or hot mix asphalt patches will not be required.
l. Exploration-related equipment can remain on the CITY right-of-way at the PROJECT site, or at a CITY approved property near the PROJECT site, at no cost for the duration of exploration activities.
m. The borehole locations will be surveyed as part of the surveying included in this Contract.
n. Geotechnical strength and consolidation testing will not be performed. Environmental laboratory testing will not be performed.
o. Explorations for stormwater facilities will not be performed.
p. Exploration and laboratory test data for Sound Transit Lynnwood Link final design will be made available.

Deliverables:

a. Draft geotechnical exploration plan memorandum
b. Final geotechnical exploration plan memorandum

5.2 GEOTECHNICAL INVESTIGATION AND REPORT

The consultant will prepare a Geotechnical Investigation Report that contains geotechnical engineering recommendations in general accordance with information requirements identified in the WSDOT Geotechnical Design Manual. The investigation will include the following:

1. Plan the explorations and coordinate and support Lochner in obtaining ROE and/or ROW permits to conduct the explorations. We anticipate the following ROE or ROW will be required:
    a. City of Seattle for explorations along the southern side of NE 145th Street for Wall #1;
    b. GeoDesign can prepare the permit application for Lochner's submission to the City of Seattle;
    c. ROE for Lakeside School's caretaker residence. Lochner to acquire ROE from Lakeside;

d. WSDOT for explorations to support Wall #2 alignment along the southbound I-5 onramp, Wall #3 at northeastern corner of southbound off ramp and NE 145th Street;
e. Sound Transit permission for Wall #4, as anticipated boring locations are within the Sound Transit construction area;
f. City of Shoreline and City of Seattle for pavement cores along NE 145th Street. GeoDesign will prepare the permit application for Lochner's submission to the City of Shoreline;
g. We assume permits will be acquired at least two weeks before the scheduled exploration activities;
h. Required street use permits will be provided by the agency at no cost to the consultant;

2. Prepare traffic control plans to support ROW permit acquisition for the proposed explorations along NE 145th Street and the I-5 southbound off ramp. Plans will be prepared to support the geotechnical explorations and pavement services pavement cores.
3. Conduct a geotechnical field exploration including the following:
    a. Mark and call-in public utility locates for the proposed exploration locations;
    b. Contract with a private utility locate service to survey proposed explorations for underground utility obstructions;
    c. Wall #1: Drill up to five borings as follows:
        i. Two borings to depths of up to 8 feet below ground surface (BGS) along the NE 145th Street ROW at the back of the sidewalk. Traffic control and ROW permit with limited daylight work hours are anticipated;
        ii. Two borings to depths of up to 40 feet BGS on the Lakeside School's caretaker residence property (limited work hours from 8 a.m. to 5 p.m. are anticipated);
        iii. One boring east of 4th Avenue NE to a depth of 15 feet BGS (City of Seattle ROW or WSDOT ROW permit);
        iv. Install a vibrating wire piezometer (VWP) with a data logger in one of the deeper Wall #1 explorations and collect regular automated measurement for up to three months;
        v. The VWP will remain available for contractor use. The consultant will return to the site two times to download and process the groundwater data.
    d. Wall #2: Excavate up to three test pits as follows:
        i. Three test pits will be excavated in the greenbelt area (work hours from 8 a.m. to 5 p.m. are anticipated) to depths of up to 10 feet BGS and backfilled with excavation spoils. A WSDOT ROW permit will likely be required;
        ii. Test pits will be excavated with a tracked excavator and surface disturbance will occur that consists of tracking, rutting, and a small amount of vegetation clearing for off-site removal or disposal. Temporary erosion and sedimentation control measures and site restoration are not included, nor are they anticipated to be required;
        iii. Test pits will not be left open overnight.
    e. Wall #3: Drill up to two borings to depths of up to 20 feet BGS at the northeastern corner of the intersection of the I-5 southbound off ramp along the proposed wall alignment. One boring will be behind the sidewalk and the other will be on the shoulder of the I-5 off ramp.

Traffic control and WSDOT/City of Shoreline ROW permit and limited daylight work hours are anticipated.

f. Wall #4 – Drill up to three borings as follows:
    i. Three borings to depths of up to 20 feet BGS west of the sidewalk along 5th Avenue NE within the area currently being used for Sound Transit Station construction. This area has been regraded and filled during the Sound Transit work. Sound Transit coordination is anticipated;
    ii. Relatively disturbed subsurface soil samples will be collected from the borings via SPT at intervals of 2.5 feet in the upper 20 feet and at intervals of 5 feet below 20 feet BGS (if applicable);
    iii. Disturbed grab samples will be collected from the test pits at significant changes in stratigraphy;
    iv. Measurements, pacing, and/or a handheld recreational global positioning system will be used to estimate the boring locations for the purposes of showing the approximate location on a map;
    v. Exploration locations will be restored to the extent practical but will not be restored to pre-exploration conditions;
    vi. Geotechnical borings conducted through the pavement will be patched with quick drying cement or cold patch asphalt. Saw cutting of the pavement or hot mix asphalt (HMA) patches will not be required;
    vii. The VWP installed as part of this exploration program will be maintained throughout design and abandoned by the contractor during construction;
    viii. The subsurface boring spoils are expected to be non-hazardous. Uncontaminated drilling spoils and related debris will be drummed on site and transported off site for disposal by the drilling subcontractor;
    ix. The subsurface test pit excavation spoils will be used to backfill the test pits and will be placed in lifts and compacted with the excavator bucket;
    x. Prepare summary logs of the explorations;
g. Review soil samples in the laboratory and select samples for laboratory testing. Tests are anticipated to include the following:
    i. Visual-manual classification;
    ii. Moisture content determinations;
    iii. Particle-size analyses;
    iv. Ph and resistivity – corrosivity suite (for cathodic protection of 24-inch water transmission main).
h. Perform engineering analyses and prepare a draft Geotechnical Investigation Report that provides recommendations and/or addresses the following:
    i. City of Seattle Environmentally Critical Area code regarding Geologic Hazard Areas;
    ii. Field and laboratory data for select soil strength and other parameters;
    iii. AASHTO/WSDOT seismic design parameters. The consultant will determine the site class and develop the design spectral acceleration parameters with the

AASHTO Specifications for Road and Bridge and the WSDOT Geotechnical Design Manual;

iv. Seismic hazards including liquefaction potential at the site;
v. Existing slope stability along Wall #1 and Wall #3 proposed alignments for stability model calibration and to support stability analyses of proposed walls or reinforced soil slopes;
vi. Global slope stability analyses of Wall #1 and Wall #3 using limit equilibrium methods consistent with the WSDOT Geotechnical Design Manual;
vii. Retaining wall design recommendations for walls that may consist of structural earth walls, gravity CMU block, cast-in-place concrete cantilever walls, and soil nail walls;
viii. Soil parameters for reinforced soil slopes, structural earth walls, or mechanically stabilized earth wall design;
ix. Lateral earth pressures for shoring and retaining walls;
x. Soil nail wall soil parameters;
xi. Signal pole and luminary pole recommendations based on Chapter 17 of the WSDOT Geotechnical Design Manual;
xii. Cut and fill slopes for temporary and permanent inclinations;
xiii. Groundwater management and drainage considerations;
xiv. Earthwork, including temporary and permanent slope configurations;
xv. Materials for fill criteria, fill placement criteria, and subgrade preparation;
xvi. Suitability of excavated soil for use as structural fill;
xvii. Geotechnical observation during construction;
xviii. Where design assumptions and parameters can be affected by the construction means and methods;

Assumptions:

a. The geotechnical explorations proposed herein will not be used to assess site environmental conditions. However, visual or olfactory observations regarding potential contamination will be noted. Analysis, testing, storage, and handling of potentially contaminated soil and groundwater (either sampled or spoils from drilling) are beyond this scope of services. If contaminated soil and/or groundwater are encountered, the material will be properly contained on site for disposal as mutually agreed upon without additional cost to the consultant;
b. The subsurface exploration spoils will be non-hazardous. Non-contaminated drilling spoils and related debris will be drummed on site and transported off site for disposal by the drilling subcontractor;
c. The consultant will be responsible for post drilling clean up. Exploration locations will be restored to the extent practical but will not be restored to pre-exploration conditions;
d. Lochner or the City of Shoreline will obtain ROE from Lakeside School for borings at the caretaker residence;
e. Required street use permits for the City of Shoreline will be provided by the City of Shoreline at no cost to the consultant;
f. Lochner will obtain the ROW permit from WSDOT for explorations where required (anticipated at Wall #2 and Wall #3 locations);

g. Saw cutting of the pavement or HMA patches at exploration locations will not be required;
h. Bore explorations through hardscape or pavement will be patched with a PCC plug or cold mix asphalt;
i. Environmental laboratory testing will not be performed;
j. Explorations for stormwater facilities and in situ infiltration testing will not be performed;
k. Geotechnical strength and consolidation laboratory testing will not be performed;
l. The consultant will not provide dewatering design;
m. The consultant will not provide recommendations for the detention vault west of I-5;
n. Preliminary recommendations for retaining walls can be provided via email after the field exploration is completed;

Deliverables:

a. Draft Geotechnical Investigation Report (Word and/or PDF format)
b. Final Geotechnical Engineering Recommendations Report (Word and/or PDF format)
c. Summary of Geotechnical Condition

5.3 PAVEMENT DESIGN SERVICES

The consultant will provide recommendations for pavement design as guided by Chapter 620 of WSDOT's Design Manual and the WSDOT Pavement Policy. The scope of our pavement design services will include the following:

1. Identify proposed exploration locations and prepare a site plan to the project team for review.
2. Drill six pavement borings to depths of up to 10 feet BGS using a diamond core bit followed with a solid-stem auger. The depth of exploration will depend on the total cut.
3. Perform dynamic cone penetrometer (DCP) testing in borings close to the proposed roundabout.
4. Maintain a detailed log of each boring, visually classify the soil encountered, collect soil samples as appropriate for the soil conditions encountered, and observe groundwater conditions in the borings.
5. Perform laboratory testing for moisture content and material passing the U.S. Standard No. 200 sieve.
6. Review traffic count information provided by the project team and calculate pavement design equivalent single-axle loads (ESALs).
7. Calculate required pavement capacity based on traffic information, subsurface explorations, and DCP testing results.
8. Prepare a draft pavement design report that includes recommendations addressing the following:
    a. New flexible and rigid pavement;
    b. Materials and construction;
    c. Prepare a final pavement design report.

Assumptions:

a. Traffic data counts and classifications for NE 145th Street from current and future annual average daily traffic will be provided by others to compute ESALs for pavement design.

Deliverables:

a. Draft Pavement Design Report provided as an electronic document in Microsoft Word and PDF formats. Reviewers will include the design team, the City of Shoreline, and WSDOT.

b. A Final Pavement Design Report addressing review comments to be provided in PDF format.

5.4 GEOTECHNICAL AND PAVEMENT DESIGN POST REPORT SERVICES

The consultant will provide geotechnical consultation services during the design phase. These services will include the following:

1. Provide consultation on geotechnical or pavement matters as requested on an on-call basis.
2. Review roundabout PCC pavement jointing once completed by the design team.
3. Conduct a geotechnical review of the 90% Project Plans and Special Provisions for conformance with the geotechnical engineering recommendations, construction considerations, and pavement design recommendations.

Assumptions:

a. a. Consultant review will be limited to geotechnical aspects and planned pavement sections of the project for conformance with our recommendations.

Deliverables:

a. Geotechnical Letter summarizing our plan review in PDF format.

TASK 6: STRUCTURES

The CONSULTANT will develop the design level plans as a continuation of the preliminary plans with the incorporation of the comments from the Preliminary Design reviews for each of the selected alternatives.

6.1 RETAINING WALL DESIGN

The CONSULTANT will prepare Constructability Review (60%), and Pre-contract PS&E (90%) retaining wall plans to support roadway embankment and cut walls at the roundabout intersections and NE 145th Street Between I-5 SB Ramps and 1st Avenue NE. Retaining walls necessary to support 4th Avenue NE and 3rd Avenue NE (a private drive) will also be designed.

Retaining wall #4 will be advanced to issue for construction (IFC) for Sound Transit to construct prior to the 145th Street and I-5 Interchange Improvement project going to Ad Ready.

Assumptions:

a. None.

Deliverables:

a. IFC plans for Retaining Wall #4 for Sound Transit one (1) hard copy and one (1) electronic copy, CAD drawings in Auto CAD format.
b. Constructability (60%) Roadway plans in 11”x17” format – one (1) hard copy and one (1) electronic copy.
c. Pre-contract (90%) Roadway plans in 11”x17” format – one (1) hard copy and one (1) electronic copy.
d. CAD drawings of intermediate design phase elements in MicroStation format.

6.2 APPROACH SLABS

The CONSULTANT will prepare draft and final Constructability Review (60%), and Pre-contract PS&E (90%) for the bridge approach slabs on the east and west sides of the SR 523 and I-5 overcrossing bridge.

Assumptions:

a. None.

Deliverables:

a. Draft and Final Constructability (60%) Roadway plans in 11”x17” format – one (1) hard copy and one (1) electronic copy.
b. Draft and Final Pre-contract (90%) Roadway plans in 11”x17” format – one (1) hard copy and one (1) electronic copy.
c. CAD drawings of intermediate design phase elements in MicroStation format.
a. .

6.3 ILLUMINATION BASES

The CONSULTANT will prepare draft and final Constructability Review (60%), and Pre-contract PS&E (90%) and Final PS&E (100% and Ad Ready) for the Illumination Bases that may be standalone or integrated into the retaining wall system.

The CONSULTANT will prepare the plans stated above as contract plans in accordance the guidelines in the WSDOT Plans Preparation Manual. Intermediate design plans for each developed structure will be provided in electronic PDF format and are expected to include the following sheets, as indicated in the WSDOT BDM Structural Submittal Expectations Matrix:

a. Wall Plan and Elevation
b. General Notes
c. Construction Sequence
d. Foundation Layout, including foundation locations and preliminary sizes
e. Bridge Approach Slabs with updated geometry
f. Illumination bases and supports

Assumptions:

a. On-going coordination with roadway designer, landscape designer, and geotechnical engineer, and environmental permitting staff.
b. Wall size and locations will be determined by roadway geometry, right-of-way, and gateway elements.
c. Electronic copies will be in PDF format.
d. Plans will be developed using MicroStation and WSDOT BMD format
e. Geotechnical Recommendations will be available ahead of this submittal.

Deliverables:

a. At draft and final Constructability Review (60%), and Pre-contract PS&E (90%) Illumination Base plans – one (1) hard copies and one (1) electronic copy.
b. CAD drawings of Constructability Review (60%), PS&E (90%) and Final PS&E (100% and Ad Ready) design elements in MicroStation format.
c. Construction Quantities and Cost Estimate for Retaining Walls, Bridge Approach Slabs, and Illumination Bases and Supports in electronic PDF format.
d. General Special Provisions and identify anticipated special provisions at Constructability Review (60%) phase.
e. Comment responses from previous submittal.

TASK 7 ROADWAY GEOMETRICS AND PLANS

7.1 ROADWAY DESIGN

The CONSULTANT will advance the Geometric Design developed in Task 4 Preliminary Design from Contract Agreement LAA 9075, Supplement 1. Advancement of the Preliminary Design will include further development of the geometric design, earthwork quantities, channelization design, and safety improvements for the project. It will include development and refinement of the roadway plans. Roadway plans are anticipated to include roadway alignment plan and profile, roundabout geometrics and grading, roadway sections, paving plans, and signing and pavement marking plans.

Plans for the sidewalk and curb and gutter on the west side of 5th Avenue north of 145th Street will be advanced to issue for construction (IFC) and delivered to Sound Transit LLE L200 project team for early works construction by Sound Transit.

Assumptions:

a. Roadway design will be in accordance with the WSDOT Design Manual, the WSDOT Standard Plans, and City of Shoreline Engineering Standards.
b. Roadway design elements approved by WSDOT in the design approval process will be advanced to the final design stages and made part of the Ad Ready plans.
c. All electronic copies will be in PDF format and MircroStation.

Deliverables:

a. IFC plans for sidewalk and curb issued to Sound Transit, Plans in 11" x 17" format - one (1) hard copy and one (1) electronic copy in PDF format, CAD drawings in Auto CAD format.
b. Draft and final Constructability (60%) Roadway plans in 11"x17" format – one (1) hard copy and one (1) electronic copy.
c. Draft and final Pre-contract (90%) Roadway plans in 11"x17" format – one (1) hard copy and one (1) electronic copy.
d. CAD drawings of intermediate design phase elements in MicroStation format..

7.2 ALIGNMENT PLAN

Horizontal and vertical alignment plans for 145th Street between 1st Avenue and 6th Avenue, 5th Avenue between I-5 NB and SB ramps, I-5 SB On and Off ramps at NE 145th Street, 4th Avenue, And 3rd Avenue. Alignments will be final in 60% submittal.

Assumptions:

a. None.

Deliverables:

a. Roadway horizontal and vertical alignments will be integrated into the Constructability (60%) Roadway plans.

7.3 SPECIFICAITIONS

The CONSULTANT will develop Contract Provision, Amendments, General Special Provisions and appendices in accordance with WSDOT Plans Preparation Manual.

1. General Contract Provisions will consist of the following:
   a. Notice to Planholders Project Engineer's name, address, phone number, and email address.
   b. Table of Contents 3.
   c. Amendment As of September 1, 2019, there are no Amendments to the Standard Specifications for Road, Bridge, and Municipal Construction (Standard Specifications). All changes to the Standard Specifications will be accomplished through General Special Provisions (GSPs).
   d. Special Provisions. A combination of the General Special Provisions (GSPs), Region Special Provisions (RSPs) and project-specific provisions
   e. Boring Logs, final boring logs provided by the WSDOT Geotechnical Division, Region Materials Engineers, and/or consultants
   f. Federal-Aid Provisions
   g. Prevailing Minimum Hourly Wage Rate, State, federal, or both, depending on project funding
   h. Proposal (informational copy), Proposal Bond, Declaration of Non-Collusion (Federal Aid Contracts), Certification for Federal-Aid Contractors (Federal Aid Contracts over $100,000), DBE/UBE Utilization Certification and Written Confirmation(Federal Aid projects with a Condition of Award (COA) DBE/UDBE goal. Subcontractor List (Contracts Estimated over $1,000,000), Wage Law Compliance Certification, Signature Page
   i. Appendices to the Special Provisions
2. Project Specific Provisions: The project-specific provisions will be prepared by the CONSULTANT to supplement or revise information in the WSDOT Standard Specifications to make them fit the project being developed. Project-specific provisions are not to duplicate information contained in the Standard Specifications, GSPs, or plans. Approval of project-specific specifications that alter the Standard Specifications (WSDOT Spec. book) is required prior to inclusion in the contract documents. Project-specific specifications will be sent, with justification, to the WSDOT Project Engineer Office, or delegated authority for concurrence and approval.
3. Pay Groups and Pay Items for Special Provision Items: Special Provision items to be bid as part of the project will be identified and describe and quantified. The bid item in the payment statement will be written in quotes and followed by the unit of measure. The bid item will have the exact same name found in the Summary of Quantities.

Assumptions:

a. WSDOT Standard Specifications will be used as the Project's primary technical specifications;
b. Standard Bid Item Table will be used as standard nomenclature for bid items.

Deliverables:

a. Preliminary GSP and Special Provisions
b. Run list
c. Bid Schedule

7.4 CHANNELIZATION PLAN

Channelization plan developed under the Geometric Design phase (30%) will be completed by adding approved Right-of-Way plan elements. The Channelization Plan addresses the channelization design

considerations in accordance with Design Manual Chapter 1310 will be submitted for to WSDOT for approval at the Constructability Review submittal phase (60%).

Assumptions:

c. Roadway design will be in accordance with the WSDOT Design Manual, the WSDOT Standard Plans, and City of Shoreline Engineering Development Standards.
d. Plans preparation will be in accordance with WSDOT Plans Preparation Manual.
e. No Design Approvals are necessary.
f. The Channelization plans will follow the WSDOT NW Region Channelization Plan Checklist.
g. No more than two (2) rounds of WSDOT review are anticipated.
h. Electronic copies will be in PDF format.

Deliverables:

a. First Draft Channelization Plan submittal – five (5) hard copies and one (1) electronic copy.
b. Response to first draft comments – one (1) hard copy and one (1) electronic copy).
c. Second Draft Channelization Plan submittal – five (5) hard copies and one (1) electronic copy.
d. Response to second draft comments – one (1) hard copy and one (1) electronic copy.
e. Final Channelization Plan submittal – one (1) hard copy on Mylar and one (1) electronic copy.
f. CAD drawings of concept level design elements in MicroStation format (to be included in the deliverable for Task 4i Preliminary Plans)

7.4 PROJECT FOOTPRINT AND EARTHWORK QUANTITIES

The Project Footprint & Earthwork Quantities are calculations that determine the cut/fill lines and project footprint, and the earthwork cut/fill quantities that specialty groups such as Environmental and Real Estate need to start their processes. These lines and quantities help identify if the project extends beyond WSDOT R/W, which determine the need for Right of Way acquisition. Theoretical quantities will be developed using Bentley InRoads.

Assumptions:

a. None.

Deliverables:

a. Project earthwork limits (cut/fill) lines plans in 11”x17” format – one (1) hard copy and one (1) electronic copy.
b. Earth work quantities tabulation report from InRoads.

7.5 ROADWAY SECTIONS

Geometric roadway cross section developed in the Geometric Review phase (30%) will be finalized at the Constructability Review phase (60%) from the subgrade to finish grade. Roadway cross sections will be integrated in to the project progress submittals as Roadway Section RS sheet series. Roadway sections will be developed for:

a. NE 145th Street West of I-5 (between 1st Avenue and I-5 South Bound Ramps);
b. 3rd Avenue (Private Drive off of 147th Street);
c. 4th Avenue (EMS Access on Lakeside School);

d. I-5 South Bound on and Off Ramps at NE 145 Street;
e. 5th Avenue (between I-5 North Bound On Ramp and NE 145th Street);
f. 5th Avenue (between I-5 North Bound Off Ramp and NE 145th Street);
g. NE 145th Street (between 5th Avenue and 6th Avenue;
h. NE 145ht Street (I-5 Overpass Structure);
i. Roundabout Intersections at NE 145th Street and 5th Avenue and NE 145th Street and I-5 South Bound Ramps.

Deliverables:

a. Roadway Sections plans in 11"x17" format – one (1) hard copy and one (1) electronic copy.

7.6 ROADSIDE SAFETY ANALYSIS

A project related Safety Analysis Report (SAR) will be prepared using the safety data prepared for the ICE Report and BOD. The SAR will be standalone report. This report was submitted to the CITY as part of the Geometric Design (30%). This report will be updated and finalized as part of the Constructability Review Submittal (60%) to reflect any changes that may have occurred during design evolution between the Geometric Design (30%) and Constructability Review Submittal (60%).

Deliverables:

a. Updated Safety Analysis Report – one (1) hard copy and one (1) electronic copy

7.7 ENGINEER'S OPINION OF PROBABLE COST

The CONSULTANT will calculate quantities and prepare a summary of quantities and estimate of probable construction costs using historical costs from WSDOT unit bid analysis.

Assumptions:

a. The Preliminary Cost estimate will utilize the WSDOT Standard Item table.
b. Unit Prices for standard items will be determined using WSDOT Unit Bid Analysis.
c. All electronic copies will be in PDF format.

Deliverables:

a. Draft and final Cost Estimate at the Constructability (60%) Roadway plans in 11"x17" format – one (1) hard copy and one (1) electronic copy.
b. Draft and final Cost Estimate at the Pre-contract (90%) Roadway plans in 11"x17" format – one (1) hard copy and one (1) electronic copy.
c. Preliminary Cost Estimate – five (5) hard copies and one (1) electronic copy.

TASK 8: HYDRAULICS/DRAINAGE

8.1 TYPE A HYDRAULIC REPORT

Type A Hydraulic Reports contain documentation of design for major hydraulic work. See the Hydraulics Manual.

Assumptions:

a. The west side of the interchange will have shares detention facility with the 145th Street Corridor Project.
b. The Project will have independent water quality treatment system.

Deliverables:

a. Draft and final Type A Hydraulic Report at the 60% design phase.

8.2 STORMWATER BMP MAINTENANCE PLAN

The CONSULTANT will prepare Stormwater Best Management Practice Maintenance Plans for hand off to WSDOT Construction Office for construction of the BMP and field survey verification testing of the constructed facility. WSDOT Construction Office will provide as-built feedback to the WSDOT NWR PEO of the BMP plan, which will be finalized into the a WSDOT Owner's Manual for the Stormwater facility. Governed by the National Pollution Discharge Elimination System (NPDES) stormwater permit and the Clean Water Act, WSDOT constructs facilities to control and remove pollutants from stormwater discharged to surface waters. The NPDES permit requires that these best management practice (BMP) facilities be maintained for long-term performance. Stormwater BMPs are the physical, structural, and managerial practices that, when used singly or in combination, prevent or reduce the detrimental impacts of stormwater, such as the pollution of water, degradation of channels, damage to structures, and flooding.

Assumptions:

a. This is a CITY project so it is exempt from WSDOT's Puget Sound retrofit project requirements
b. The stormwater BMPs on the west side of I-5 will be limited to one proprietary treatment vault.
c. The stormwater BMPs on the east side of I-5 will be limited to one proprietary treatment vault and one detention vault.
d. The maintenance plan for the detention vault on the west side of I-5 will be provided by the corridor project. The maintenance plan for the proprietary treatment vault on the west side of I-5 will be provided by Lochner.

Deliverables:

a. Draft and final Pre-contract (90%) Draft Stormwater BMP Maintenance Plan – one (1) hard copy and one (1) electronic copy.

8.3 CONVEYANCE SYSTEMS PLANS AND DETAILS

The CONSULTANT will prepare stormwater drainage plans for the Constructability Review (60%), and Pre-contract PS&E (90%) plans submittals for stormwater conveyance system for NE 145th Street between 1st Avenue and 6th Avenue, 5th Avenue between I-5 NB Off Ramp and I-NB On Ramp, and Roundabouts

located at the intersection of 145th Street and I-5 SB Ramps and 145th Street and 5th Avenue, Private Drive (3rd Avenue NE) off of NE 147th Street and 4th Avenue modifications. Stormwater conveyance system outside WSDOT limited access control for I-5 will be design in accordance with City of Shoreline's Stormwater Design Manual, stormwater conveyance system inside WSDOT's limited access will be design in accordance with WSDOT Highway Runoff Manual and WSDOT Hydraulics Manual.

Assumptions:

a. Conveyance system design will be in accordance with the WSDOT Highway Runoff Manual and WSDOT Hydraulics Manual within WSDOT Limit Access, outside WSDOT Limit Access Conveyance system design will be in accordance with City of Shoreline Engineering Standards.
b. Stormwater conveyance design elements approved by WSDOT in the design approval process will be advanced to the final design stages and made part of the Ad Ready plans.
c. All electronic copies will be in PDF format and MicroStation.
d. I-5 SB Ramps drainage system is adequate and need no modification
e. The overpass bridge drainage system will not be modified as part of this project and is excluded from the Scope of Services.
f. The existing conveyance systems in 145th Street and 5th Street are as shown in documents provided by the City of Shoreline.
g. The existing conveyance systems within the WSDOT Limited Access are as shown on the as-built and design drawings provided.

Deliverables:

a. Constructability (60%) Conveyance system plans in 11"x17" format – one (1) hard copy and one (1) electronic copy.
b. Pre-contract (90%) Conveyance System plans in 11"x17" format – one (1) hard copy and one (1) electronic copy.
c. Contract Ready (final review) Conveyance System plans in 11"x17" format – one (1) hard copy and one (1) electronic copy.
d. CAD drawings of intermediate design phase elements in MicroStation format.

8.4 DETENTION SYSTEMS PLANS AND DETAILS

For the west side of the Interchange CONSULTANT will prepare stormwater calculations of the quantity of volume of stormwater to be detained in the stormwater vault designed by Others. The CONSULTANT will prepare TDA maps to define the stormwater basin for sizing the detention vault.

For the east side of the Interchange the CONSULTANT will size and design a detention facility for stormwater runoff from the project area within the project limits on the east side of the Interchange.

Assumptions:

a. Stormwater in the west side of I-5 will be over detained in a vault designed and contracted by the 145th Street Corridor project. Stormwater runoff from the Roundabout at 145th Street and I-5 SB Ramps will not be detained and by pass the detention vault.
b. The WSDOT Puget Sound Retrofit requirements do not apply to this project.
c. Oil control is not required for this project.

Deliverables:

a. Constructability (60%) Detention system elements to be integrated into the Stormwater System plans for east side of Interchange in 11”x17” format – one (1) hard copy and one (1) electronic copy.
b. Pre-contract (90%) Detention system elements to be integrated into the Stormwater System plans in 11”x17” format – one (1) hard copy and one (1) electronic copy.
c. Contract Ready (final review) Detention system elements to be integrated into the Stormwater System plans in 11”x17” format – one (1) hard copy and one (1) electronic copy.
d. CAD drawings of intermediate design phase elements in MicroStation format.

8.5 WATER QUALITY PLANS AND DETAILS

For the west side of the Interchange CONSULTANT will prepare stormwater calculations of the quantity of volume of stormwater to be detained in the stormwater vault designed by Others. The CONSULTANT will prepare TDA maps to define the stormwater basin for sizing the detention vault. CONSULTANT will design one proprietary storm water treatment vault to provide water quality treatment between 1st Street and I-5.

For the east and west side of the Interchange the CONSULTANT will size and design a proprietary treatment vault for bio-filtration swales lined with composed amended soils or stormwater runoff from the project area within the project limits on the east side of the Interchange.

Assumptions:

a. Stormwater quality system design will be in accordance with the WSDOT Highway Runoff Manual within WSDOT Limit Access, outside WSDOT Limit Access the stormwater quality system design will be in accordance with City of Shoreline Engineering Standards.

Deliverables:

a. Constructability (60%) Water Quality system elements to be integrated into the Stormwater System plans for east side of Interchange in 11”x17” format – one (1) hard copy and one (1) electronic copy.
b. Pre-contract (90%) Water Quality system elements to be integrated into the Stormwater System plans in 11”x17” format – one (1) hard copy and one (1) electronic copy.
c. Contract Ready (final review) Water Quality system elements to be integrated into the Stormwater System plans in 11”x17” format – one (1) hard copy and one (1) electronic copy.
d. CAD drawings of intermediate design phase elements in MicroStation format.

TASK 9: ROADSIDE RESTORATION

9.1. CONCEPT DESIGN – ALTERNATIVES – RETAINING WALL AND STAMPED CONCRETE

Develop up to two (2) alternatives for review by the CITY and the public. It is assumed the conceptual roundabout design work completed in the previous contract will be used for the concept design level review of the project. The alternatives concepts will explore spatial and aesthetic studies related to the retaining walls and streetscape elements. Drawings and graphics will be as identified in Exhibit A – Fee Schedule. A brief written description will accompany each alternative.

The Draft Preferred Wall & Landscape Concept Plans will be based on City and community feedback of the alternatives, the project goals, assumptions, and expectations as determined through discussion with the client. 1 elevation will be developed to accompany each of the draft preferred concept plans. A preliminary square-footage level cost estimate will be provided for the Draft preferred concept plan.

The Final Wall Aesthetic Design & Landscape Concept Plans will be a refinement of the Draft Preferred Concept Plans. The Final Wall Aesthetic Design & Landscape Concept Plans will be presented to the client for approval and adoption. Furthermore, a tech memo will be developed outlining the preferred aesthetic concepts and products. A preliminary square-footage level cost estimate will be provided for the Final Wall Aesthetic Design & Landscape Concept Plans. In addition, up to 2 PowerPoint presentations will be developed for use in web meetings with the client and the public.

Deliverables:

a. See Exhibit A – Fee Schedule

9.2. PRELIMINARY DESIGN (30%)

This task includes advancing the streetscape and gateway pedestrian landscape areas of the preferred landscape design from the Conceptual Design prepared in the previous tasks.

It is anticipated that the concept design of the roundabouts will be used as a starting point for that portion of the project.

The design will be refined, including identification of products and materials, decorative paving, landscape area conceptual landforms, landscape planting character and identification of irrigation points of connection and coverage areas. The design concepts will be detailed adequately to allow for coordination with the City and design team and to incorporate aesthetic design details of the roundabout landscaping into the project engineering design. The Consultant will prepare preliminary aesthetic and landscape architectural design plans (approximately 30 percent complete) for the roundabouts, splitter islands areas and streetscapes. The preliminary level cost estimate will be based on square foot unit costs only.

Deliverables:

a. See Exhibit A – Fee Schedule

9.3. 60%, 90% AND AD READY PLANS, COST ESTIMATE AND SPECIFICATIONS

This task includes the 60%, 90% and Ad Ready plans, cost estimate, and specifications of the streetscape and gateway pedestrian landscape areas as developed in the 30% design.

The Consultant shall prepare planting and restoration plans, (at 1" = 20') for the SR523 & I-5 Interchange area gateway/intersections including street trees and accent plantings. The planting plan will show where trees, shrubs and groundcovers are located and will be accompanied by a plant list identifying plants selected for the project. Irrigation design will be provided for plantings, as guided by the preliminary design. Wall, planting, and irrigation details will also be developed and further refined from the previous 30% preliminary design phase. JA Brennan will provide input for wall finishes only. Wall design by others.

The Consultant will develop the necessary special provisions text for the proposed elements not covered by the WSDOT Standard Specifications. Consultant will provide cost and quantities for the cost estimate.

Deliverables:

a. See Exhibit A – Fee Schedule

OPTIONAL SERVICES – GATEWAY DESIGN

9.4 CONCEPT DESIGN – ALTERNATIVES – GATEWAY SIGNS

This task includes the conceptual design for gateway signage at the SR 532 & I-5 Interchange. The process will first develop a series of 4 alternative elevation sketches, then narrowing it down to 2 draft preferred elevation sketches. Development of 2 final gateway sign elevation sketches will be the last step in this task in preparation for preliminary design (30%).

Deliverables:

a. See Exhibit A – Fee Schedule

9.5 PRELIMINARY DESIGN ELEVATIONS (30%)

This task includes the preliminary design for gateway signage at the SR 532 & I-5 Interchange to advance the design of the preferred gateway signage prepared in the previous contract phase. Draft and final elevations will be developed for locations at the 5th Ave. gateway & West Roundabout. The design concepts will be detailed adequately to allow for coordination with the CITY and design team.

Deliverables:

a. See Exhibit A – Fee Schedule

9.6 GATEWAY SIGNAGE CONSTRUCTION DOCUMENTS 60%, 90%, AND AD READY

This task includes the 60%, 90% and Ad Ready details, cost estimate, and specifications of the gateway signs as developed in the preliminary design (task 1f). The details will show appropriate construction and layout of the gateway signs.

Assumptions:

1. Specifications will not be provided at preliminary design (30%).
2. Subsequent to the 30% submittal, landscape and irrigation cost estimates will be calculated as bid item quantity costs. It is assumed that irrigation costs will be a lump sum bid item for the completed irrigation system.
3. No federal funding is anticipated for this project. If federal funding occurs, additional tasks may need to be added to the scope of work and schedule under a supplemental contract.
4. Special provisions to the WSDOT APWA 2020 standard specifications are anticipated. the CONSULTANT will provide up to date PNW landscape special provisions and limited custom special provision sections that relate to landscape, paving, and irrigation design elements.
5. Additional signage, gateway elements and lighting special provisions by others. It is assumed that proprietary items may be specified. Signage design work, if included in the CONSULTANT contract, will be coordinated with Lochner and the Client within the meetings for the rest of the project.
6. Signage design work, if included in the CONSULTANT contract, will be coordinated with Lochner and the Client within the meetings for the rest of the project.
7. The CONSULTANT recommends that the City contracts with a signage and branding specialist for completion of the gateway signs for the project. As identified in Task E and G above.
8. The client will provide a current topographic and boundary survey that includes utilities, trees, vegetation edge, and built elements. The client is responsible for meeting surveying criteria as defined by local jurisdiction. The CONSULTANT is not responsible for discrepancies between survey and actual conditions.
9. Grading and planting design for natural drainage stormwater features is not anticipated.
10. Graphics may be hand drawn during the preliminary design (30%) phase.
11. The client will review cost estimate assumptions prior to cost estimating.
12. The client will provide coordinated review of each submittal. Additional fee will be required for additional review steps.
13. The CONSULTANT will not be responsible for working with adjacent landowners or developers, except at public meetings, if applicable.
14. The client will be responsible for the reproduction and distribution of documents.
15. The CONSULTANT will consolidate, edit, and print up to 3 copies of contract documents at review stages, and 2 copies of the final plans and specifications.
16. Construction support can be provided under a supplemental contract.
17. The project will be bid in 1 package. More than one bid package can be provided for additional fee.
18. No permit support from The CONSULTANT is anticipated.
19. The CONSULTANT will provide construction drawings in AutoCAD format.

Deliverables:

a. See Exhibit A – Fee Schedule

TASK 10: TRAFFIC DESIGN & PLANS

10.1 ILLUMINATION DESIGN & PLANS

The CONSULTANT will prepare design level plans for illumination systems showing location, size and details. The CONSULTANT will calculate illumination fixture spacing requirements and confirm illumination fixture models to be used. The CONSULTANT will determine the location of new signal poles and will coordinate the design with the CITY.

The CONSULTANT will develop Illumination plans and details based on the calculations. The CONSULTANT will prepare quantity takeoffs, tabulations, and backup calculations.

The CONSULTANT will include Illumination information on the Q-tabs and develop Illumination details. Plans for Illumination will be developed in accordance with WSDOT Preparation Manual (PPM) 400.06 and WSDOT Design Manual Chapter 1040.

Assumptions:

a. The CONSULTANT will use the CITY's specified light pole and luminaire as the preferred standard.

Deliverables:

a. Draft and final Constructability Review (60%), PS&E (90%) and Final PS&E (100% and Ad Ready) Illumination plans – one (1) hard copies and one (1) electronic copy.
b. CAD drawings of Constructability Review (60%), PS&E (90%) and Final PS&E (100% and Ad Ready) design elements in MicroStation format.
c. Construction Quantities and Cost Estimate for Illumination System in electronic PDF format.

TASK 11: UTILITIES

The Consultant shall review Utility information provided by the City as Reference Documents to verify known Utilities within the site of work. The Consultant shall call for locates of existing Utilities, and for circumstances where existing information is either conflicting or not available, the Consultant shall coordinate and engage the services of a Utility location service for identifying, designating, locating, and mapping existing and abandoned Utilities where necessary.

Assumptions:

a. The number of potentially affected Utilities is assumed to be ten (10) utilities.
b. The number of Utility franchise agreements and as-builts to be reviewed is assumed to be ten (10) sets of agreements and as-builts.
c. The number of plan sheets required to be developed for each existing Utility conflict plan is assumed to be four (4) sheets each.
d. The number of potholes required to verify existing Utilities within the project area that have the potential to create direct or indirect conflicts with the Project is assumed to be thirty (30) potholes.
e. The number of Relocation Agreements (temporary and permanent) that will be required to be developed for the project is assumed to be ten (10) agreements

Deliverables:

a. None.

11.1 DRAFT AND FINAL POTHOLING PLAN

The Consultant shall identify Utilities requiring additional pothole information and shall prepare a potholing plan for the City's Review and Comment. Following receipt of the City's comments, the Consultant shall revise and submit a final potholing plan. The CITY shall conduct potholing in accordance with the potholing plan and incorporate the additional and-or updated Utility information into the survey base map, existing Utility plans, and the Utility Conflict Resolution Plan (see Utility Investigations and Conflict Resolution for plan references). The Consultant shall also update the Existing Utility Listing included in the Reference Documents.

Assumptions:

a. Survey will be provided by the CITY.
b. Potholing utilities will be provided by the CITY and are not included in the scope of services of this Supplement.

Deliverables:

a. Draft and final Potholing Plan at the Constructability Review (60%)
b. Updated conflict plan and Existing Utility Plans as necessary

11.2 UTILITY COORDINATION MEETINGS

The CONSULTANT shall conduct meetings with the CITY and SCL and SPU and private Utilities as needed to clarify information or inconsistencies within the Utility Agreements and plans. The Consultant shall notify the City of Utility coordination meetings so that the City's designee can participate as appropriate. The Consultant shall prepare draft and final minutes summarizing the results of each meeting.

Assumptions:

a. Meeting will be held via MS TEAMS and convened on a bi-weekly basis.
b. The CITY will coordinate with the Evergreen and Shay Developers for utility services.

Deliverables:

a. Draft and final minutes from Utility Coordination meetings

11.3 DRAFT AND FINAL UTILITY CONFLICT RESOLUTION PLAN

The Consultant shall identify Utility easements within the project limits and review the title reports for private Utility encumbrances on properties being considered for acquisition or property rights outside of City and State rights of way for potential conflicts.

Upon completion of Utility investigations, the Consultant shall develop and provide for the City's review and comment Existing Utilities Plans for the project site of work including Utilities identified to be within the limits of anticipated temporary and permanent property rights to be acquired for the project. Following receipt of the City's comments, the Consultant shall prepare a final Existing Utilities Plan for the project site of work.

Assumptions:

a. Utilities have been located and mapped by Others for the Geometric Design phase.

Deliverables:

a. Updated Existing Utility Listing document (including private Utility encumbrances)
b. Draft and final Constructability Review (60%), and Pre-contract PS&E (90%) Existing Utility plans.

11.4 UTILITY INVESTIGATIONS AND CONFLICT RESOLUTION

The Consultant shall perform Utility conflict investigations for the footprint of the preferred alternative for the project, develop resolution strategies, and lead the Utility Relocation effort for the project. The Consultant shall develop a plan that first Avoids the Utility, to Protect in Place the identified Utility (either permanently or temporarily), or to Relocate identified conflicting Utilities prior to the Advertisement Date established for the project. Where necessary and where the conflicting utility cannot be relocated prior to project's Advertisement Date, the Consultant shall include develop contract provisions, design work, and Draft agreements that provide for the Utilities relocation work to be completed during the City's Construction Contract Work of the project or to be performed by the City's Construction Contractor. The Consultant shall develop and submit draft Utility Conflict Resolution Plans at the 30 Percent or Geometric Design milestone as well as final Utility Conflict Resolution Plans at the 60 Percent or Design milestone. The "**Utility Conflict Resolution Plan**" shall at a minimum:

a. Identify City of Shoreline, City of Seattle, Sound Transit, WSDOT and private Utilities that will be impacted by the project and recommendations for strategies to Avoid, Protect in Place, or Relocate each of the identified conflicting Utilities.
b. Identify City of Shoreline, City of Seattle, Sound Transit, WSDOT and Private Utilities that require relocation prior to the proposed Advertisement Date for the City's Construction Contract for the project.
c. Identify the approach for Relocation of each conflicting Utility that cannot be relocated prior to the proposed Advertisement Date for the City's Construction Contract. To identify provisions,

conditions, and to make recommendations for the relocation work to be conducted by the affected Utility during the City's Construction Contract or to be performed by the City's Construction Contractor.

d. Identify coordination efforts (previous and planned) with each affected Utilities at each milestone.
e. Identify the cost responsibility for each Utility Relocation in accordance with current Utility franchise agreements or other agreements affecting the Utilities presence within the project's corridor of improvements. The Consultant shall provide a recommendation for who might be responsible for each Utility Relocation based on the conceptual solution, type of Utility conflict, utility locations within the existing Right of Way, and any governing agreements that may have been identified.
f. Identify preliminary costs for Utility Relocations that are identified to be the City's responsibility.
g. Include a detailed schedule for planning and implementation of each Utility Relocation, including each Relocation Agreement. Following the City's Review and Comment on the draft Utility Conflict Resolution Plan, the Consultant shall revise the draft Utility Conflict Resolution Plan and initiate contact with Utility Owner to begin work developing a draft Relocation Agreement in accordance with WSDOT Utilities Manual that meets the project's design schedule.

The Consultant shall update the draft Utility Conflict Resolution plan and draft Relocation Agreement for each impacted Utility based on discussions with the Utility Owners and the City and shall submit the final documents with the 60 percent Design Package.

Assumptions:

a. The CITY will provide additional survey to located utilities if needed.

Deliverables:

a. Draft and Final Utility Conflict Resolution Plan for the Constructability Review (60%) milestone.
b. Draft and Final Relocation Agreements for each conflicting Utility
c. Draft and Final Utility Conflict Resolution Plan for the 60 Percent or Design milestone.

11.5 DESIGN RELOCATION OF SPU WATER TRANSMISSION MAIN

NE 145th Street will be regrade and from the intersection of 1-5 SB Ramps to approximately 150 east of 1t Avenue NE. The regrade of NE 145th Street will make it necessary to relocate approximately 650 lineal feet (lf) of 24-inch water transmission line owned and operated by Seattle Public Utilities (SPU). The CONSULTANT shall prepare intermediate and final design specifications and plans for the realignment of the 24-inch water transmission main. The CONSULTANT shall incorporate review comments from SPU suitable and prepare documents for public bidding.

Assumptions:

a. The design will meet SPU's Design Standards and Guidelines published November 2020.
b. SPU will permit the 24-inch water transmission main relocation
c. The new transmission water main (WTM) will be relocated in same horizontal alignment as the existing water main;
d. Materials for the new water transmission water main will be either be welded steel or earthquake resistant ductile iron pipe;
e. The transmission water main will be designed to meet SPU Design Standard Guidelines for seismic performance requirements;

f. Corrosion potential of soils will be assessed by SPU, corrosion control measures for the WTM (if required) will be specified by SPU;
g. In accordance with City of Seattle Standard Plans of Municipal Construction (2020) Standard Plan No. 030 the WTM burial depth results I less than 3'0" of cover from top of pipe to finished elevation of the roadway pavement;
h. The length of WTM to be replace is dictated by SPU minimum cover requirement in accordance with City of Seattle Standard Plans of Municipal Construction (2020) Standard Plan No. 030;
i. Permits and or reviews from Washington State Department of Health is excluded;
j. This scope of work omits distribution water main or service lines;
k. The City of Seattle will provide asbuilt documents and maintenance records of the 24-inch transmission line.

Deliverables:

a. Constructability Review (60%), and Pre-contract PS&E (90%) Plans and Specifications for relocation of the 24-inch water main for SPU review.
b. Final Plans and Specifications for relocation of the 24-inch water main for SPU review.

TASK 12: WORK ZONE TRAFFIC CONTROL

12.1 WORK ZONE TRAFFIC CONTROL MEETING

A meeting with the Work Zone Traffic Control (WZTC) design team, construction office, and other stakeholders to discuss various traffic control strategies for the project will be convened. A working group with WSDOT, City of Shoreline, SDOT, Sound Transit, King County Metro and Community Transit will be established to develop the detour plans for street closures and work zone traffic control strategies. These meeting will be convened bi-weekly. The CONSULT will prepare meeting agendas, action item tracker and meeting notes. The goal of this WZTC Working Group will be to aid the development of Work Zone Traffic Control Strategies and traffic detour plans that will be approved by City of Shoreline, WSDOT NWR Traffic and SDOT Traffic.

Assumptions:

a. Work Zone Traffic Control working group will meet for 8 times.
b. City of Shoreline, WSDOT and SDOT are the approval authority for the Work Zone Traffic Control strategy and detour routes.
c. Plans preparation will be in accordance with WSDOT Plans Preparation Manual.

Deliverables:

a. Meeting Agendas for bi-weekly meetings
b. Meeting Notes for bi-weekly meetings
c. Action Item tracker

12.2 TRANSPORTATION MANAGEMENT PLAN (TMP)

The CONSULTANT will prepare a Traffic Management Plan (TMP) document that summarizes strategies for managing work zone impacts in accordance with WSDOT requirements. The plan will address temporary traffic control, traffic operations, and public outreach strategies.

Assumptions:

a. One (1) revision is assumed, incorporating WSDOT and CITY comments.
b. WSDOT will have final approval of the Traffic Management Plan.

Deliverables:

a. Draft TMP to WSDOT and the CITY at the 60% Design level.
b. Final TMP to WSDOT and the CITY at the 90% Design level

12.3 WORK ZONE CAPACITY ANALYSIS

Work zone congestion and delay will be a significant issue for this Project. Work zone traffic restrictions will be analyzed by the CONSULTANT to determine the level of impacts.

The WZC Analysis will identify strategies to maintain traffic mobility through and around the Project's work zones. The goal for the Work Zone Capacity Analysis is to keep a project's work zone traffic capacity compatible with existing traffic demands.

Strategies will include phasing roadway closures of NE 145th Street between 1st Avenue NE and I-5 SB Ramps, Intersection of I-5 SB Ramps and NE 145th Street, and the intersection of 5th Avenue NE and NE 145th Street. A Demand Management plan will be developed for the traffic control strategies and phasing.

Assumptions:

a. Current traffic volume will be provided by WSDOT.
b. WSDOT will coordinate with local agencies to obtain need traffic volumes.
c. WSDOT will have final approval of the Traffic Management Plan.

Deliverables:

a. Traffic Work Zone capacity analysis memo at the Constructability Review (60%) Design level.

12.4 STAGING DESIGN

The CONSULTANT will develop a construction sequence/staging strategy Construction Staging plans intended to show the proposed construction stages (NE 145th Street between 1st Avenue NE and I-5 SB Ramps, Intersection of I-5 SB Ramps and NE 145th Street, Intersection of 5th Avenue NE and NE 145th Street, and the Bridge Deck) and the work required for each stage. The Staging plans will refer to the corresponding TCPs for the traffic control details of each stage of the Project during construction.

Assumptions:

a. The Project will have four Construction Staging Phases (1. NE 145th Street between 1st Avenue NE and I-5 SB Ramps; 2. Intersection of I-5 SB Ramps and NE 145th Street; 3. Intersection of 5th Avenue NE and NE 145th Street; 4.the Bridge Deck).

Deliverables:

a. Construction Staging plans for each of the four project Phases.

12.5 TRAFFIC CONTROL PLANS

The Project will include plans and payment items for controlling traffic based on a strategy that is consistent with the project construction elements. A constructible and biddable method of temporary traffic control is the goal.

Site-specific traffic control plans will be developed for the Project's work zones located at NE 145th Street between 1st Avenue NE and I-5 SB Ramps, Intersection of I-5 SB Ramps and NE 145th Street, and the intersection of 5th Avenue NE and NE 145th Street.

The CONSULTANT will provide a Class A sign and specifications sheet to include location, post information, and notes for Standard Plans or other specific sign information and sign details.

The CONSULTANT will prepare Quantity Tabulation sheets for barrier and attenuator items and temporary pavement markings for temporary traffic control items used for NE 145th Street between 1st Avenue NE and I-5 SB Ramps; Intersection of I-5 SB Ramps and NE 145th Street; and the intersection of 5th Avenue NE and NE 145th Street staged construction areas.

Assumptions:

a. Current traffic volume will be provided by WSDOT.
b. WDOT will coordinate with local agencies to obtain need traffic volumes.

c. WSDOT will have final approval of the Traffic Management Plan.
d. The Interchange will have phased road closures during construction.

Deliverables:

a. Constructability Review (60%), and Pre-contract PS&E (90%) Class A sign plan and specification sheet.
b. Constructability Review (60%), and Pre-contract PS&E (90%) Quantity tabulation sheets
c. Constructability Review (60%), and Pre-contract PS&E (90%) WZTC plans for each Phase of the project.

12.6 DETOUR PLAN

The CONSULTANT will develop traffic detour plans for each Construction Phase of the Project.

Assumptions:

a. Detour Plans will be approved by the City of Shoreline, WSDOT NWR Traffic, and SDOT.

Deliverables:

a. Constructability Review (60%), and Pre-contract PS&E (90%) Detour plans for each of the four project Phases.

TASK 13: DESIGN DOCUMENTATION

Design documentation is prepared to record the evaluations by the various disciplines that result in design recommendations.

13.1 DESIGN APPROVAL

Design approval includes: a memo that describes the project, Project Summary Documents, Design Criteria, Design Variances, known deviations, applicable Channelization plans, Intersection plans, Interchange plans, or Alignment plans and a current cost estimate. This document will be prepared by the CONSULTANT for WSDOT POE approval.

Assumptions:

a. None.

Deliverables:

a. Draft Design Approval memo (for one WSDOT review).
b. Final Deign Approval memo

13.2 DESIGN DOCUMENTATION PACKAGE (DDP)

The Design Documentation Package (DDP) is a compilation of assumptions, decisions, justifications, and approvals that support the ultimate design of the project, to include review of the package. The DDP will include the following documents: Scope Validation, Deliverables for the Project, Schedule, Cost Estimate, Risk Management Plan, Change Management Plan, Approved MEFs, Quality Management Plan, Project Profile - comprised of Project Definition, Environmental Review Summary, and Basis of Design for the Project.

Assumptions:

a. None.

Deliverables:

a. Draft Design Documentation Package (DDP) for one WSDOT review.
b. Final Design Documentation Package (DDP).

13.3 ADA ACCESSIBILITY DESIGN AND DOCUMENTATION OF MEF (MAXIMUM EXTENT FEASIBLE)

ADA Accessibility of existing Pedestrian Facilities to the Maximum Extend Feasible Documentation

The CONSULTANT will document the maximum extent feasible for situations where curb rams, drive way cuts and pedestrian route as a result of physical constraints will have deficient elements of the ADA requirements. The MEF document will be submitted to the WDSOT PEO for approval by the Assistant State Design Engineer. The approved MEF will be include in the DDP.

Assumptions:

a. Up to ten (10) MEF may be prepared
b. WSDOT will approve MEFs within the Limited Access for I-5
c. The City of Shoreline will approve MEFs within the City of Shoreline R/W

d. The City of Seattle will approve MEFs within the City of Seattle R/W

Deliverables:

a. Draft MEF for WSDOT PEOO, and or SDOT and or City of Shoreline to review.
b. Final MEF for WSDOT Assistant State Design Engineer, and or SDOT and or City of Shoreline approval.

13.4 DESIGN ANALYSIS

A documented decision granting approval at project specific locations to differ from the design level specified in the Design Manual.

One Design Approval for the project has been identified thus far through the Geometric Design phase. The sight distance for the right turning movement for west bound 145th Street on to 5th Avenue NE is substandard due to the SPU FOY Pump Station.

Assumptions:

a. Up to two (2) Design Approval may be required

Deliverables:

a. Draft Design Approval Package for WSDOT NWR approval with two reviews (electronic file in PDF format)
b. Final Design Approval Package for WSDOT signature (5 hard copies for signature, and electronic file in PDF format of signed DAs)

TASK 14: R/W PLANS

14.1 R/W AND LIMITED ACCESS PLANS

The CONSULTANT will prepare limited access plans base on the design of roundabout intersections that modify the current limited access from modified to full limited access. Limed Access plan will be developed in accordance with WSDOT DM Chapter 530 Limited Access Control Section 530.03(3) Crossroads at Interchange Ramp.

Assumptions:

a. WSDOT has developed an Access Report to inform the CITY and City of Seattle the proposed limited access for I-5.

Deliverables:

a. Draft and final plan at Constructability Review (60%).

14.2 MONUMENTATION MAP TYPE - 1

WSDOT will prepare a Monumentation Map as part of the Record of Survey for the east side of the Interchange. Existing monument will be used to tie the R/W centerline to the Monumentation Map. The Monumentation Map will include a full and complete analysis of the R/W alignment control baseline. The Monumentation Map will document the alignment control baseline relationship to the pertinent deeds and cadastral ties to the Public Land Survey System.

Assumptions:

a. WSDOT will prepare the Documentation Map west of I-5 for full Limited Access for the Interchange.

Deliverables:

a. Record of Survey stamped by a PLS or PE and recorded at King County.

14.3 OWNERSHIP INTERESTS AND ENCUMBRANCES (TITLE REPORTS)

The CONSULTANT will provide current title reports for 13 parcels that may be partial or full property acquisitions.

Assumptions:

a. Thirteen (13) parcels will be partially of fully acquired

Deliverables:

a. Up to Thirteen (13) Title reports; one hard copy, and one electronic file in PDF format

14.4 RIGHT-OF-WAY PROJECT FUNDING ESTIMATE (PFE)

The CONSULTANT will prepare a Right-of-Way Project Funding Estimate (PFE) in accordance with Section 4-2 of the WSDOT Right of Way Manual M 26-01.25. The PFE will be a parcel-by-parcel of the total expected R/W acquisition costs.

As a minimum, the PFE contains the following information:

1. A parcel-by-parcel list of right of way costs.

2. A notation on every parcel with a listing on the Washington State Department of Ecology's Facility Site HazMat Database (www.ecy.wa.gov/fs). This information is to be included in the appraisal and the Determination of Value.

3. A total project right of way cost summary.

4. A project data package including sales, sales map, neighborhood and project description, scope of sales search and, if applicable, damage studies, cost-to-cure documentation, Assumptions and Limiting Conditions, and Acquisition Appraisal Salient Information. The PFE Parcel Work Sheet is included in the data package.

Assumptions:

a. WSDOT will enter the in information in to the Integrated Real Estate Information System (IRIS)

Deliverables:

a. Provide completed PFE to the City for WSDOT LAC review
b. Update as necessary to increase/decrease parcel list of all impacted parcels and displaces.

TASK 15: ENVIROMENTAL PERMITTING

15.1 ENVIROMENTAL PERMITTING

Scope of services for Contract Supplement 1

Assumptions:

a. None.

Deliverables:

a. Narrative appraisals and/or AOS to set Just Compensation
b. Appraiser on the WSDOT roster
c. Follow approved City RW procedures

15.2 ADDITIOANL CULTUAL RESOUCES EFFORT

1. Update Area of Potential Effect amendment and GIS services.
2. Additional pedestrian survey.
3. Additional HPI preparation and survey.
4. Additional reporting update resulting from prior scope changes to the original APE

15.3 NOISE STUDY

The noise analysis will be completed as detailed in the Washington State Department of Transportation *2011 Traffic Noise Policy and Procedures, October 2012*. One build alternative will be studied. The analysis will include the following items:

15.3.1 Compilation of Data

Assimilate mapping, traffic data and land use information for the existing, no-build and one proposed build alternative.

15.3.2 Selection of Analysis Sites

Identify noise sensitive areas and select receptor sites.

15.3.3 Preparation of Base Maps

Prepare base map for use in noise analysis.

15.3.4 Noise Analysis

Background noise levels will be determined using a sound level meter.

The FHWA Traffic Noise Model 2.5 will be used to determine the “worst case” roadway noise levels at the selected noise receptors. Analysis will be performed for both existing traffic and the design year traffic for build and no build scenarios.

15.3.5 Determination of Impacts

Impacts for the build alternative will be determined based on comparison between the existing and design year Leq levels and between the design year build and the Noise Abatement Criteria (NAC).

15.3.6 Noise Abatement Considerations

Noise abatement will be investigated if design year Leq levels exceed existing Leq levels substantially and/or design year Leq levels approach, equal or exceed FHWA NAC. Applicable noise abatement measures will be tested for cost effectiveness. If barriers are the recommended noise abatement measure, approximate length, height, attenuation and cost effectiveness will be furnish for each barrier.

Assumptions:

a. Traffic data will be provided and will include the peak volume, directional split, the percentage of medium and heavy trucks and the average speeds. The traffic data will include the proposed roadway and I-5 as well as all cross-streets within the project limits.
b. Topographic data will be provided which will include contour data to a distance of 500' from the proposed roadway edge line.
c. Locations and descriptions of all proposed traffic control devices will be provided. The data will include estimated timing for existing and proposed traffic signals.
d. Noise monitoring will be performed at a maximum of 4 locations.
e. There will be no public involvement. Polling for any mitigation found to be feasible and reasonable will occur early in the design phase of the project.

Deliverables:

a. Prepare a Draft Noise Study Technical Report, documenting the methods, assumptions, input data, results and recommendations of the noise analysis.
b. Address comments received from the WSDOT following their review of the Draft Technical Report
c. Prepare a Final Noise Study Technical Report.

TASK 16: REAL ESTATE SERVICES

16.1 APPRAISAL/ADMINISTRATIVE OFFER SUMMARY

The CONSULTANT will prepare an Administrative Offer Summary form approved by WSDOT for a basis of offer for low valued (not greater than $25,000) parcels.

Assumptions:

a. Provide appraisals and/or AOS for low valued impacted parcels

Deliverables:

a. Narrative appraisals and/or AOS to set Just Compensation
b. Appraiser on the WSDOT roster
c. Follow approved City RW procedures

16.2 REVIEW & DETERMINATION OF VALUE (DV)

The CONSULTANT will prepare a Determination of Value (DV) for up to thirteen (13) parcels. The DV will be used to establish the just compensation to be paid by the CITY for the needed property and property rights.

Assumptions:

a. Review Appraisals

Deliverables:

a. Review Appraisals for accuracy for DV
b. Provide final DV to City for setting JC
c. Follow current approved RW procedures
d. Reviewer on the WSDOT Roster

16.3 ACQUISITION

The CONSULTANT shall act as the CITY's Agent to acquire up to thirteen (13) parcels needed for the Project. Property acquisition will be performed in accordance with WSDOT Right of Way Manual Chapter 6 Acquisition and the CITY's approved ROW procedures. Property acquisitions will follow the standard process.

Assumptions:

a. Acquire all rights needed for the project in fee and/or easement

Deliverables:

a. Acquire property rights from all impacted properties
b. Clear encumbrances
c. Legal description accuracy
d. Title research
e. Coordinate Escrow and recordings
f. Coordination with WSDOT LAC

16.4 RELOCATION/RELOCATION REVIEW BOARD AND/OR ADJUDICATIVE HEARINGS

The CONSULTANT will assist the CITY with preparation of documents needed for relocation assistance of eligible parties and Adjudicative Hearing and/or Relocation Review Board.

Assumptions:

a. Relocation of all impacted dispacees

Deliverables:

a. Relocation Plan to identify all impacted businesses and displacees
b. Provide moving estimates, replacement housing payments, business relocation estimates
c. Advisory Services
d. Housing payment estimates
e. Coordination with acquisition activities

16.5 CONDEMNATION/POSSESSION & USE

The CONSULTANT will assist the CITY in the preparation of documents needed for the judicial process to acquire property where the CITY has been unable to reach a settlement through negotiation.

Assumptions:

a. Condemnation in the event the agency is unable to acquire property rights

Deliverables:

a. Provide last notices to property owner
b. Voluntary Possession and Use documents
c. City attorney coordination

16.6 CERTIFICATION

The CONSULTANT will assist the CITY in the preparation of documents needed to achieve WSDOT Local Programs Project Certify.

Assumptions:

a. WSDOT Certification

Deliverables:

a. Provide all files for WSDOT RW Review
b. PS&E to match RW maps
c. Proof of payments and recorded deeds
d. Title Policies to reflect City ownership
e. LAC coordination

TASK 17: PS&E AND AD READY

17.1 CONTRACT PLAN SHEET PRAPARATION

The CONSULTANT will prepare Contract plans in accordance with WSDOT's Plan Preparation Manual. Design review comments will be resolved and address. Coordination as required between design disciplines will be completed on roadway geometrics and structural walls, traffic control, drainage, barrier and guardrail, illumination, and landscaping.

Assumptions:

a. WSDOT Plans Preparation Manual will be used as the CAD standard for the plans.
b. Required revision received by email or online meeting from the CITY and WSDOT prior to the PS&E submittal will be incorporated in the Ad Ready Plans.
c. Ad Ready PS&E Plans will be reviewed by the CITY and WSODT concurrently.
d. Ad Ready PS&E Plans will be reviewed and approved by the CITY and WSDOT before issued to advertisement.

Deliverables:

a. Ad Ready (signed and sealed) Plans for construction, five (5) paper hard copies of plans 11"x17" size, and electronic file (camera ready) in PDF file format.

17.2 CONTRACT SPECIFICATIONS

Referring to the latest WSDOT Standard Specifications and supplemental specifications the CONSUTLANT will make revisions to the Special Provisions and other elements the Project's proposal ad contract documents. Final revisions will be made to the Project's bid schedule to reflect changes from the 100% Submittal Phase. The ONSULTANT will assemble the plans into an Ad Ready package.

Assumptions:

a. Required revision received by email or online meeting from the CITY and WSDOT prior to the PS&E submittal will be incorporated in the Ad Ready Contract Specifications.
b. Ad Ready PS&E Contract Specifications will be reviewed by the CITY and WSODT concurrently.
c. Ad Ready PS&E Contract Specifications will be reviewed and approved by the CITY and WSDOT before issued to advertisement.

Deliverables:

a. Ad Ready (signed and sealed) Contract Specifications for construction, five (5) bound paper hard on bond paper, and electronic file (camera ready) in PDF file format.

17.3 BASIS OF ESTIMATE

The CONSULTANT will update the Basis of Estimate to reflect changes that may have occurred as a result of the 100% PS&E review

Assumptions:

a. The final Basis of Estimate will be reviewed by the CITY and WSODT concurrently.

b. The final Basis of Estimate will be reviewed and approved by the CITY and WSDOT before issued to advertisement.

Deliverables:

a. Final Basis of Estimate, five (5) bound paper hard copies on bond paper, and electronic file (camera ready) in PDF file format.

17.4 ENGINEER'S OPINION OF PROBABLE COST

The CONSULTANT will update the Engineering's opinion of probable cost to reflect changes that may have occurred as a result of the 100% PS&E review.

Assumptions:

a. The final Engineering's opinion of probable cost will be reviewed by the CITY and WSODT concurrently.
b. The final Engineering's opinion of probable cost will be reviewed and approved by the CITY and WSDOT before issued to advertisement.

Deliverables:

a. Final Engineer's Opinion of Probable Cost (signed and stamped), five (5) bound paper hard copies on bond paper, and electronic file (camera ready) in PDF file format.

17.5 WORKING DAY ESTIMATE

Final revision will be made to the working day estimate to reflect comments or changes obstinate during the 100% PE&S phase review.

Assumptions:

a. None.

Deliverables:

a. Final working day estimate.

Council Meeting Date: July 26, 2021 **Agenda Item:** 7(c)

CITY COUNCIL AGENDA ITEM

CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Authorize the City Manager to Execute Contract Documents with the Washington State Department of Commerce to Obligate $403,760 of Grant Funding for the Shoreline Parks Restrooms Project
DEPARTMENT:	Administrative Services
PRESENTED BY:	Sara Lane, Administrative Services Director Dan Johnson, Parks, Fleet & Facilities Manager
ACTION:	____ Ordinance ____ Resolution _X__ Motion ____ Discussion ____ Public Hearing

PROBLEM/ISSUE STATEMENT:

Staff is requesting City Council approval to authorize the City Manager to sign and execute a contract and other documents with the Washington State Department of Commerce (WSDOC) to obligate $403,760 of grant funding for the Shoreline Parks Restrooms Project. The grant contract will be sent to the City for execution once all contract documents are approved by the WSDOC.

The City was notified by the WSDOC on June 17, 2021 that the 2021-2023 State Capital Budget included an appropriation of $403,760 of awarded grant funding for the Shoreline Park Restrooms Project (Attachment A). In accordance with City of Shoreline Purchasing policies, City Council approval is required for grant awards that exceed the City Manager's signing authority of $100,000.

The scope of work includes performing repairs and improvements to various park restrooms located throughout the City. The restroom facilities are used extensively by park patrons throughout the year. Some of the restroom materials made of durable materials such as concrete blocks and metal roofs are deteriorating. The concrete walls and floors have become porous and difficult to keep clean and sanitary. While the City has historically budgeted for these improvements, funding was exhausted and therefore the City requested assistance from WSDOC to complete eight park restrooms.

RESOURCE/FINANCIAL IMPACT:

On June 17, 2021, the City of Shoreline was notified by the WSDOC that the 2021-2023 State Capital Budget included an appropriation of $412,000 of grant funding for the Shoreline Park Restrooms Project. The WSDOC will administer the project and will retain two percent to cover their direct administrative costs. The net grant award to the City totals $403,760 for park repairs and improvements of the eight park restroom facilities. The 2021-2022 Mid-Biennial Budget update to be presented to Council in November will include all amendments needed to fully fund this project.

RECOMMENDATION

Staff recommends that the City Council authorize the City Manager to sign and execute a contract and other documents with the Washington State Department of Commerce to obligate a grant award totaling $403,760 for the Shoreline Parks Restrooms Project.

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

BACKGROUND

The City of Shoreline inherited its park system, including park restrooms, from King County. The majority of the park restrooms were constructed in the early 1970's. While redevelopment began to occur in the 1990's to improve park restrooms facilities throughout the City, some of the park restrooms are now exhibiting wear and non-hygienic surfaces have appeared.

While made from durable materials, such as concrete block walls and metal roofs, the following eight park restrooms are deteriorating and in need of repair and refurbishment:

- Richmond Beach Saltwater Park Lower (Beach) Restroom,
- Cromwell Park Restroom,
- Paramount Park Restroom,
- Kayu Kayu Ac Park Restroom,
- Richmond Highlands Park Restroom,
- Shoreline Park Restroom,
- Shoreview Park Upper Restroom, and
- Shoreview Park Lower Restroom.

Staff have developed a renovation plan to improve the restroom facilities. As budget funding has been exhausted, a grant application was submitted to the Washington State Department of Commerce. The primary objective of the funding request was to complete the remaining parks restrooms identified in the Parks, Recreation and Open Space Plan.

DISCUSSION

Tonight, staff is requesting City Council approval to authorize the City Manager to sign and execute a contract and other documents with the Washington State Department of Commerce (WSDOC) to obligate $403,760 of grant funding for the Shoreline Parks Restrooms Project. The grant contract will be sent to the City for execution once all contract documents are approved by the WSDOC.

The City was notified by the WSDOC on June 17, 2021 that the 2021-2023 State Capital Budget included an appropriation of $403,760 of awarded grant funding for the Shoreline Park Restrooms Project (Attachment A). In accordance with City of Shoreline Purchasing policies, City Council approval is required for grant awards that exceed the City Manager's signing authority of $100,000.

If the grant funds are accepted by the City, the project improvements will be performed with a combination of highly skilled vendors and in-house staff. Portable restrooms would be brought in to serve park patrons while renovation work is underway. The scope of work includes but is not limited to providing portable toilets, wet sandblasting exterior walls and walks, pressure washing roof and gutters, soda blasting all interior surfaces, recoating or replacing partitions and replacing existing doors with behavior doors, repairing all water leaks, cleaning custodial pipe chase areas, upgrading all interior and exterior light fixtures to LED and adding blue lighting to deter illicit substance use.

RESOURCE/FINANCIAL IMPACT

On June 17, 2021, the City of Shoreline was notified by the WSDOC that the 2021-2023 State Capital Budget included an appropriation of $412,000 of grant funding for the Shoreline Park Restrooms Project. The WSDOC will administer the project and will retain two percent to cover their direct administrative costs. The net grant award to the City totals $403,760 for park repairs and improvements of the eight park restroom facilities. The 2021-2022 Mid-Biennial Budget update to be presented to Council in November will include all amendments needed to fully fund this project.

RECOMMENDATION

Staff recommends that the City Council authorize the City Manager to sign and execute a contract and other documents with the Washington State Department of Commerce to obligate a grant award totaling $403,760 for the Shoreline Parks Restrooms Project.

ATTACHMENT

Attachment A - Washington State Department of Commerce Grant Award Letter for the Shoreline Parks Restrooms Project

STATE OF WASHINGTON
DEPARTMENT OF COMMERCE
1011 Plum Street SE • *PO Box 42525 • Olympia, Washington 98504-2525 • (360) 725-4000*

June 17, 2021

Kirk Peterson
City of Shoreline
17500 Midvale Ave. N
Shoreline, WA 98133

Dear Kirk:

Congratulations! Governor Inslee recently signed the 2021-23 State Capital Budget, which includes an appropriation of $412,000.00 for the Shoreline Parks Restrooms (Shoreline) Project. The Department of Commerce, which will administer the project, will retain two percent (up to a maximum of $50,000) to cover our administrative costs. Accordingly, your net grant award will be $403,760.00.

Prior to receiving funds, your organization will need to fulfill the following requirements:

- Provide documentation of your organization's financial ability to complete the project. All funds from sources other than the state must be expended, raised, or secured by documented pledges or loans.
- For nonprofit grantees, any property relevant to the project must be owned or secured by a long-term lease that remains in effect for a minimum of ten years following the final payment date. A lien on owned property is also required when receiving grants over $500,000.
- Prevailing wages must be paid for all construction labor costs incurred as of May 18, 2021.
- Review by the Washington State Department of Archaeology and Historic Preservation and any affected Tribes (Governor's Executive Order 21-02).
- Your project may also need to comply with the state's green buildings standards (RCW 39.35D).

Please fill out the linked Contract Readiness Survey and submit at your earliest convenience.
Also enclosed is a comprehensive set of contracting guidelines to assist you with the process. If you have any questions or need additional information, please contact your Project Manager, Chuck Hunter, at (360) 764-3312 or chuck.hunter@commerce.wa.gov.

Sincerely,

Tony Hanson, Deputy Assistant Director
Local Government Division

Council Meeting Date: July 26, 2021 **Agenda Item:** 7(d)

CITY COUNCIL AGENDA ITEM

CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Authorize the City Manager to Execute Contract Documents with the Washington State Department of Commerce to Obligate $353,780 of Grant Funding for the Shoreline Park Public Pavilion Project
DEPARTMENT:	Administrative Services
PRESENTED BY:	Sara Lane, Administrative Services Director Dan Johnson, Parks, Fleet & Facilities Manager
ACTION:	____ Ordinance ____ Resolution _X__ Motion ____ Discussion ____ Public Hearing

PROBLEM/ISSUE STATEMENT:

Staff is requesting City Council approval to authorize the City Manager to sign and execute a contract and other documents with the Washington State Department of Commerce (WSDOC) to obligate $353,780 of grant funding for the Shoreline Park Public Pavilion Project. The grant contract will be sent to the City for execution once all contract documents are approved by the WSDOC.

On June 17, 2021, the City of Shoreline was notified by the Washington State Department of Commerce (WSDOC) that the 2021-2023 State Capital Budget included an appropriation of $353,780 for the Shoreline Park Public Pavilion Project (Attachment A). In accordance with City of Shoreline Purchasing policies, City Council approval is required for grant awards that exceed the City Manager's signing authority of $100,000.

The proposed public pavilion would provide a variety of beneficial recreational activities to park patrons. As the park serves to draw a diverse community of recreational users, there is also an economic benefit to local businesses. A new public pavilion would allow year-round outdoor recreation, increase park usage and add to the local economy as park patrons spend time in the City of Shoreline.

RESOURCE/FINANCIAL IMPACT:

The WSDOC will administer the project and will retain two percent to cover their direct administrative costs. The net grant award to the City totals $353,780 for the Shoreline Park Public Pavilion Project. The 2021-2022 Mid-Biennial Budget update to be presented to Council in November will include all amendments needed to fully fund this project.

RECOMMENDATION

Staff recommends that the City Council authorize the City Manager to sign and execute a contract and other documents with the Washington State Department of Commerce

to obligate a grant award totaling $353,780 for the Shoreline Park Public Pavilion Project.

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

BACKGROUND

Shoreline city park facilities serve park patrons in both a regional and neighborhood capacity. There is regional draw for park patrons who use the lighted all-weather turf fields and tennis and pickleball courts for tournaments and sporting events, among other park facilities. And the City's park facilities also serve local neighborhoods and residents by providing a variety of play equipment, wooded trails, picnic tables, restroom facilities, etc.

To add a park system feature to serve both local and regional customers, the City has proposed to construct a public park pavilion at the site of the former Shoreline Swimming Pool in Shoreline Park. The pavilion will provide year-round support for recreational activities to a variety of park patrons. As well, as the park serves to draw a diverse community of recreational users there is an economic benefit to local businesses. If approved, the construction of the project is anticipated to begin and be completed in 2022.

DISCUSSION

On June 17, 2021, the City of Shoreline was notified by the Washington State Department of Commerce (WSDOC) that the 2021-2023 State Capital Budget included an appropriation of $361,000 for the Shoreline Park Public Pavilion Project. The WSDOC will administer the project and will retain two percent to cover their direct administrative costs. The net grant award to the City totals $353,780. In accordance with City of Shoreline Purchasing policies, City Council approval is required for grant awards that exceed the City Manager's signing authority of $100,000.

RESOURCE/FINANCIAL IMPACT

The Shoreline Park Public Pavilion Project is estimated to cost $353,780 and includes the grant award from the WSDOC. The 2021-2022 Mid-Biennial Budget update to be presented to Council in November will include all amendments needed to fully and accurately fund this project.

RECOMMENDATION

Staff recommends that Council authorize the City Manager to sign and execute a contract and other documents with the Washington State Department of Commerce to obligate a grant award totaling $353,780 for the Shoreline Park Public Pavilion Project.

ATTACHMENT

Attachment A – Washington State Department of Commerce Grant Award Letter for the Shoreline Park Public Pavilion Project

STATE OF WASHINGTON
DEPARTMENT OF COMMERCE
1011 Plum Street SE • *PO Box 42525 • Olympia, Washington 98504-2525 • (360) 725-4000*

June 17, 2021

Kirk Peterson
City of Shoreline
17500 Midvale Ave. N
Shoreline, WA 98133

Dear Kirk:

Congratulations! Governor Inslee recently signed the 2021-23 State Capital Budget, which includes an appropriation of $361,000.00 for the Public Pavilion for Shoreline Park (Shoreline) Project. The Department of Commerce, which will administer the project, will retain two percent (up to a maximum of $50,000) to cover our administrative costs. Accordingly, your net grant award will be $353,780.00.

Prior to receiving funds, your organization will need to fulfill the following requirements:

- Provide documentation of your organization's financial ability to complete the project. All funds from sources other than the state must be expended, raised, or secured by documented pledges or loans.
- For nonprofit grantees, any property relevant to the project must be owned or secured by a long-term lease that remains in effect for a minimum of ten years following the final payment date. A lien on owned property is also required when receiving grants over $500,000.
- Prevailing wages must be paid for all construction labor costs incurred as of May 18, 2021.
- Review by the Washington State Department of Archaeology and Historic Preservation and any affected Tribes (Governor's Executive Order 21-02).
- Your project may also need to comply with the state's green buildings standards (RCW 39.35D).

Please fill out the linked Contract Readiness Survey and submit at your earliest convenience.
Also enclosed is a comprehensive set of contracting guidelines to assist you with the process. If you have any questions or need additional information, please contact your Project Manager, Chuck Hunter, at (360) 764-3312 or chuck.hunter@commerce.wa.gov.

Sincerely,

Tony Hanson, Deputy Assistant Director
Local Government Division

Council Meeting Date: July 26, 2021 **Agenda Item:** 7(e)

CITY COUNCIL AGENDA ITEM

CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Authorize the City Manager to Execute a Contract with AVI-SPL in the Amount of $370,039.05 for City Hall Video Conferencing Upgrade
DEPARTMENT:	Administrative Services Department
PRESENTED BY:	Karen Mast, Information Technology Manager
ACTION:	____ Ordinance ____ Resolution __X_ Motion ____ Discussion ____ Public Hearing

PROBLEM/ISSUE STATEMENT:

As a result of the COVID-19 pandemic, the way in which business is conducted at the City, and across the nation, has shifted. Since March 2020, the majority of City employees have been working remotely; the City Council, Advisory Boards, and other public meetings have been conducted as fully remote meetings; and previously in-person and paper-based services were converted to online services.

As the City prepares for the full reopening of Shoreline City Hall, technology upgrades are needed in order to allow for meetings with both remote and in-person participation (also known as Hybrid Conferencing). It is an expectation of many in the public that they are able to interact with their government remotely. Additionally, the City is working to develop an updated Remote Work Policy for City staff, which proposed to allow staff to continue to work remotely for a portion of their work week. The existing computer and audio/visual hardware in City Hall does not allow for quality Hybrid Conferencing, and a technology upgrade is needed to allow the public and staff to work in a hybrid conference format.

Tonight, staff is seeking Council authorization for the City Manager to execute a contract with AVI-SPL in the amount of $370,039.05 to provide an upgraded video conferencing system to allow for Hybrid Conferencing.

RESOURCE/FINANCIAL IMPACT:

The cost for upgrading the City's video conferencing technology is $370,039.05. This includes engineering and design, pre-installation, on-site installation, commissioning, testing and adjustments, training and a one-year maintenance and service agreement for on-call assistance. The cost for this project was not budgeted for in the 2021-2022 Biennial Budget and will be included in the 2021-2022 Mid-Biennial Budget update to be presented to Council in November. Funding to support the purchase will come from either General Fund fund balance (fund balance) or use of the $500,000 American Rescue Plan Act (ARPA) funding allocated to support City costs associated with responding to recovery from the Pandemic. At this time, staff estimates that the total City costs that would be eligible for use of ARPA funding will exceed the $500,000

currently allocated to this area. Staff are monitoring these costs and the City Manager will evaluate whether to recommend that Council consider increasing the allocation of ARPA funding to this area and decreasing other allocations, or utilizing fund balance to support these costs.

RECOMMENDATION

Staff recommends that the City Council move to authorize the City Manager to execute a contract with AVI-SPL for audiovisual solution design, engineering, equipment, and installation to support hybrid video conferencing at City Hall in the amount of $370,039.05.

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

INTRODUCTION

The City's current audio video infrastructure within conference rooms and the Chamber does not adequately allow for a quality meeting experience when attendance is a mix of in-person and remote participants. This fall, City staff will be returning to the office, with the likely continuance of some ongoing remote work. It is an expectation of the public that they will be able to continue to conduct business and participate in meetings remotely and have the option to participate in person. In order to ensure the City is ready to accommodate hybrid communication and collaboration, we need to upgrade our audio video technology in the Council Chamber and in high-usage conference rooms at City Hall. Staff recommends that Council authorize the City Manager to enter into a contract with AVI-SPL to perform this work to outfit our Council Chambers and select conference rooms for in-person and remote participation.

BACKGROUND

Council last discussed post-pandemic Council meetings and public participation at its Goal Setting Workshop in March 2021. In this discussion, Council agreed that online meetings have been very successful and productive but expected that Council would return to in-person meetings when safe to do so. Council also noted that the virtual environment allowed for more public engagement and desired to see ongoing opportunity for the public to participate in public meetings both in person and online. Council was supportive of staff and Councilmembers participating in Council meetings remotely, as needed.

City staff have also had to adapt to remote work and meetings. Again, this has been seen as successful and productive. As the City and Council return to in-person meetings with a continued desire to allow for remote participation, City staff have expressed a need for Hybrid Conferencing capability.

DISCUSSION

With this direction, staff began researching and evaluating technology improvements to allow for quality hybrid meeting experiences. The City's requirements were to identify a solution that allows all in-person and remote meeting attendees to see, hear, and share displays with each other simultaneously. The technology needs to be easy to use, with the same user interface in each meeting room. Staff engaged two vendors who conducted remote consultations, site visits, and subsequently submitted work proposals. Both vendors proposed similar solutions for the Council Chamber and conference rooms. AVI-SPL is the vendor that recommended a holistic approach that not only installs new equipment to make hybrid meetings possible, but also upgrades the City's aging audio video infrastructure to meet our technology needs for the future.

AVI-SPL's proposal (Attachment A) includes a tabletop touchpad device with integrated cameras and microphones in all rooms, and upgraded LCD displays or projectors, where necessary. Each hybrid room will also have a digital calendar display near the entrance to show room availability and allow for ease of scheduling. In the Council Chamber, in addition to hybrid meeting capabilities, the microphone system for in-person meetings will be reworked and the current dais microphones will be

reprogrammed to improve quality. The room will be equipped with assisted listening devices to achieve compliance with 2010 ADA guidelines, and the retrofit will include an upgrade to the control room equipment, furniture, and general systems wiring to bring a greater level of production and systems control. AVI-SPL will procure and install the hardware, program the system, perform testing, and conduct training on the devices. The contract also includes an annual maintenance and service agreement for on-call assistance for the A/V hardware.

The proposed projects include the Council Chamber; four (4) medium sized conference rooms, two (2) large conference rooms, and two (2) training rooms. Following is a breakdown of price for each space:

Council Chambers	$139,000
Medium Rooms	$16,000
Large Rooms	$22,000
Training Rooms	$42,000

Staff will use a cooperative purchasing agreement to purchase equipment and services as these purchasing options historically provided the best value for the City. The cooperative purchasing agreement is through OMNIA Partner (US Communities, #7968) for Audio Visual Goods - Contract Number 2019.001535, and AVI-SPL has provided pricing based on this contract.

The City has participated in discussions with other agencies and learned that many are in the same situation, seeking technology upgrades to allow for hybrid conferencing. The cost of the technology investment varies across agencies depending on existing equipment and desired outcome. Allowing for remote public participation increases community engagement and efficiency for our customers. Allowing remote work improves employee productivity, increases employee satisfaction, and helps attract and retain a diverse and talented workforce. A necessary component of building a successful hybrid workplace is to upgrade the technology for a quality hybrid conference experience.

If the City does not move forward with upgrades, the City's ability to provide quality hybrid video conferencing for employees, Council and boards, and the public will be compromised. Additionally, high vendor demand and global chip shortages for electronic equipment could affect the City's timeline for installation. Currently, the City is aiming to implement this solution by the fall of 2021.

RESOURCE/FINANCIAL IMPACT

The cost for upgrading the City's video conferencing technology is $370,039.05. This includes engineering and design, pre-installation, on-site installation, commissioning, testing and adjustments, training and a one-year maintenance and service agreement for on-call assistance. The cost for this project was not budgeted for in the 2021-2022 Biennial Budget and will be included in the 2021-2022 Mid-Biennial Budget update to be presented to Council in November. Funding to support the purchase will come from

either General Fund fund balance (fund balance) or use of the $500,000 American Rescue Plan Act (ARPA) funding allocated to support City costs associated with responding to recovery from the Pandemic. At this time, staff estimates that the total City costs that would be eligible for use of ARPA funding will exceed the $500,000 currently allocated to this area. Staff are monitoring these costs and the City Manager will evaluate whether to recommend that Council consider increasing the allocation of ARPA funding to this area and decreasing other allocations, or utilizing fund balance to support these costs.

RECOMMENDATION

Staff recommends that the City Council move to authorize the City Manager to execute a contract with AVI-SPL for audiovisual solution design, engineering, and installation to support hybrid video conferencing at City Hall in the amount of $370,039.05.

ATTACHMENTS

Attachment A – AVI-SPL Video Conferencing Upgrade Scope of Work

AVI-SPL Solution Scope of Work

After careful and deliberate consideration of your requirements, we are pleased to provide the following audiovisual solutions Scope of Work. The scope of work noted is based on sound engineering principles, reliable technology, and have been formulated specifically to meet your requirements.

All pricing for the below systems is based upon the AVI-SPL OMNIA contract # 2019.001535.

Project Overview

This project includes the AV retrofit and upgrade of the council chamber core systems as well as the addition of video teleconferencing to multiple locations.

AVI-SPL is offering a solutions package designed to maximize the City of Shoreline's investment in Microsoft technology; specifically, the Teams collaboration platform. To achieve this goal, AVI-SPL is utilizing certified Microsoft Teams Room solutions wherever possible. In some situations, AVI-SPL has substituted individual components, or augmented the Microsoft standards with other products, to enhance operating performance, or to meet specific customer requirements. These spaces will also be outfitted with a USB cable to allow the systems to operate in a bring your own device (BYOD) mode and conference on third party platforms such as Zoom if required. Room scheduling touch panels outside of each conference space will tie seamlessly into Office 365 for a collective one touch to join experience.

Each engineered solution is intended to register directly to City of Shorelines hosted Microsoft environment, and as such, will require the assistance of IT administrative resources to properly provision and deploy accounts and licensing. Specific requirements will be outlined later in this document. Please review customer requirements that will be required for delivery of this project. Additional cost impact or additional labor charges may be proposed should unscheduled site visits be required.

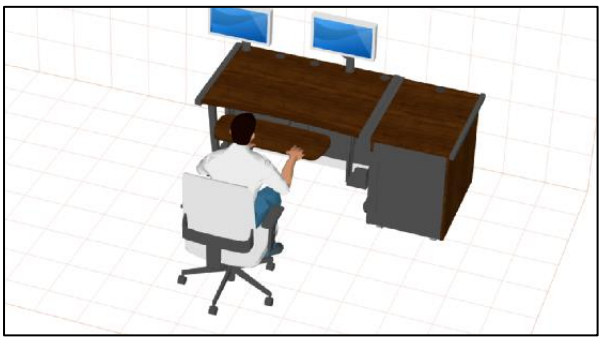
Audio Visual Innovations Inc. and Signal Perfection Ltd are wholly owned subsidiaries of AVI-SPL, Inc. This Entire Document and all information (including drawings, specifications, and designs) presented by any subsidiary are the property of AVI-SPL Inc. Proprietary information provided to potential customers, clients or agents is for the sole purpose of demonstrating solutions delivery capabilities and shall be held in confidence. These Materials may not be copied, distributed, or disclosed in any way without the sole written permission of an authorized representative of AVI-SPL. © Copyright AVI-SPL. All Rights Reserved.

Council Chambers & Control Room

Design Narrative

The Council Chambers will be provided with several system improvements and new pieces of equipment to facilitate the addition of video teleconferencing. New features will include a wireless iPad located in both the council chambers and the control room. These touch panels with a revised graphical user interface will act as a room feature control panel for the council chambers. A second teleconferencing touch panel will be located within the council chambers to place and receive video teleconferencing calls. Council members will be able to wirelessly share video to a new wireless presentation gateway from Windows, Android, or iOS devices. All existing delegate microphones will be supported by an upgraded audio DSP and audio systems will be recommissioned by an audio engineer for conference calls and local presentations. The upgraded audio DSP will enable new features such as new audio record inputs/outputs, audio monitoring features for the control room, and the ability to expand the audio system in the future if required via AVB or Dante based technology. The owner will provide an updated assisted listening system for integration. Part of this retrofit will also include an upgrade to the control room equipment, furniture, and general systems wiring to bring a greater level of production and systems control to the control room.





Programming and training coordination will be provided as part of this response for quotation.

Scope of Work – Hardware Integration

Hardware installation and general functionality or specifications. Equipment to be provided and installed by AVI-SPL unless otherwise specified.

Display(s)

The following display devices will be integrated into the system:

- Qty 1, OFE (owner furnished equipment) video projector for displaying video content within the space.
- Qty 1, OFE recess mounted, motorized operation, projection screen.
- Qty 1, OFE Vaddio touch production monitor.
- Qty 1, OFE Totevision dual display Program, Preview, Content, SMP production monitor.
- Qty 8, OFE Totevision dais monitors.
- Qty 1, new Viewsonic 24” production monitor. This monitor will be used in conjunction with a KVM switch to display either the output of the video edit PC or the Granicus content record PC.

Audio Visual Innovations Inc. and Signal Perfection Ltd are wholly owned subsidiaries of AVI-SPL, Inc. This Entire Document and all information (including drawings, specifications, and designs) presented by any subsidiary are the property of AVI-SPL Inc. Proprietary information provided to potential customers, clients or agents is for the sole purpose of demonstrating solutions delivery capabilities and shall be held in confidence. These Materials may not be copied, distributed, or disclosed in any way without the sole written permission of an authorized representative of AVI-SPL. © Copyright AVI-SPL. All Rights Reserved.

Source Equipment and Interfaces

The following sources will facilitate end user laptop connections:

- Qty 3, OFE HDMI connections located at the council chambers table for laptop connectivity.
- Qty 1, new USB-C connection located at the council chambers table for laptop connectivity.

Under-table interface boxes will route compatible video signals into the system. Connectivity to these devices shall be made via existing table pass through grommets or dressed along the side of the table.

The following source devices will be integrated into the system:

- A wireless presentation gateway, located at the dais.
- An existing graphics pc will be routed to the production controller.

Routing and Switching

The following video routing and switching devices will be integrated into the system:

- A video matrix switcher located in the equipment rack. The matrix switcher will route all video signals and embedded audio throughout the system.
- A secondary video matrix switcher located atop the production desk in a rack. This matrix switcher will manually route program, preview, content, or SMP video feeds to the Totevision dual display.
- A KVM switcher located atop the production desk in a rack. This KVM switcher will manually route the output of the video edit PC or the graphics PC to the new Viewsonic production monitor.
- A OFE Vaddio Production View HD-SDI MV controller and Teletouch 22 located atop the production desk. This MV controller will manually route the output of the five cameras to the core of the switching system. Input six will be revitalized and scheduled to take in the graphics pc so lower screen graphics may once again be utilized with the system. The existing pc has a VGA output and it is recommended that pc with an HDMI output is procured by the owner per manufacturer recommendation.

Audio

The following audio devices will be integrated into the system:

- A digital signal processor (DSP) will support all audio sources. All microphones used for conferencing shall utilize a dedicated acoustical echo canceling (AEC) channel per microphone element in the DSP. See the Conferencing section for more detailed information regarding audio or video conferencing.
- Microphones will support conferencing and other system features. The following microphone(s) will be used to provide speech audio to conference calls. The microphone(s) will support local voice reinforcement within the room.
    - Qty 2, New Lavalier wireless microphone(s).
    - Qty 2, New Handheld wireless microphone(s).
    - Qty 1, Existing Dais wired microphone system(s).
    - Qty 4, Existing Gooseneck wired microphone(s).
    - Qty 1, Existing Gooseneck wired microphone(s).
        - Qty 1, new Microphone charging station.
- Existing ceiling speakers will support playback of program and conferencing audio.
- Studio Monitors, located behind the production desk, will support production audio as required.
- Audio I/O plates in the production control room will include a Bluetooth audio receiver, two xlr inputs, one 1/8" L/R input, one RCA L/R input, one 1/8" L/R output, Two xlr record outputs, two xlr studio monitor outputs, and one ¼" headphone output. This I/O will be optimized to make sure audio recording, monitoring, and system audio inputs are as flexible as needed.

Audio Visual Innovations Inc. and Signal Perfection Ltd are wholly owned subsidiaries of AVI-SPL, Inc. This Entire Document and all information (including drawings, specifications, and designs) presented by any subsidiary are the property of AVI-SPL Inc. Proprietary information provided to potential customers, clients or agents is for the sole purpose of demonstrating solutions delivery capabilities and shall be held in confidence. These Materials may not be copied, distributed, or disclosed in any way without the sole written permission of an authorized representative of AVI-SPL. © Copyright AVI-SPL. All Rights Reserved.

Conferencing

The following conferencing devices will be integrated into the system:

- A Microsoft Teams Room small form factor PC will register to the Customer's Microsoft Teams environment. All audio and video conferencing operations will be managed by this device. Available features will depend on system licensing options provided by the Customer.
- USB audio and video connections will facilitate Bring Your Own Device (BYOD) conferencing for user laptops. The signals for these devices will be connected to a USB hub that provides a single USB connection to the user. Conference room visitors can connect their laptop to the USB connection to use their own UC conference platform. The room system will automatically switch to the connected laptop's UC platform and then returns to the native Microsoft Teams Rooms platform when disconnected. Only one of these conferencing options, BYOD or Microsoft Teams, may be used at any one time.
- QTY 5 existing high definition cameras will be routed to the Microsoft Teams Room or BYOD connection via the existing video production controller.

Equipment Rack and Accessories

Equipment will be installed in the following locations:

- A new 45 RU free-standing equipment rack will house most racked equipment. The rack will be in the production control room.
- New control furniture will include a 12 RU cabinet equipment rack and a 12 RU desktop mounted equipment rack. The rack will be in the production control room and integrated with the control room furniture.

Control System and Accessories

A control processor will be installed to enable various functions throughout the system. Please refer to the Software Integration section for more detailed information about system control.

- The control processor will be located in the equipment rack.
- A wireless touch screen interface with a 10" screen size will be located at the wall.
- A wired Crestron Flex touch screen interface with a 10" screen size will be located at the wall.
- A wired Crestron Flex touch screen interface with a 10" screen size will be located at the central council chambers table.
- A wireless touch screen interface with a 10" screen size will be located at the production booth table.

Audio Visual Innovations Inc. and Signal Perfection Ltd are wholly owned subsidiaries of AVI-SPL, Inc. This Entire Document and all information (including drawings, specifications, and designs) presented by any subsidiary are the property of AVI-SPL Inc. Proprietary information provided to potential customers, clients or agents is for the sole purpose of demonstrating solutions delivery capabilities and shall be held in confidence. These Materials may not be copied, distributed, or disclosed in any way without the sole written permission of an authorized representative of AVI-SPL. © Copyright AVI-SPL. All Rights Reserved.

Scope of Work – Software Integration – Council Chambers

A control system will be provided to activate many necessary user needs. This greatly reduces the complexities of operating an integrated A/V system and facilitates greater system utilization and an enhanced meeting experience.

User Interface

A user interface will facilitate advanced system operation. The following user interface(s) will be used during conferencing for this system:

- A Microsoft Teams touch screen graphical user interface design will utilize the manufacturer's out of the box application or interface. Please reference the manufacturer's interface guide for an example layout.
- The interface layout and control features are provided and supported by the manufacturer and may change without notice.

A control processor will be repurposed to enable various functions throughout the system. The control processor will be located in the equipment rack.

- A wired touch screen interface with a 10" screen size will be located at the production control room operator's station and on the wall within the council chambers.
- Our team has allocated hours towards the creation and implementation of the control system. Those hours include:
    - Programming:
        - Video
            - Configuration of Source and Destination Routing Matrix Revising System for Current I/O
            - Addition of Wireless Presentation Gateway as a Source
            - Addition of VTC Display Output as a Source
            - Addition of VTC Content Ingest as a Destination
            - Addition of Mirrored Dais Monitors as a Collective Destination
        - Audio:
            - Program Audio and Microphone Audio
        - System:
            - System Off and On
    - Our team will submit the user interface for approval prior to installation of the programming
    - An owner representative is required to sign-off on the user interface design
    - Commission the system in our test shop
    - Commission the completed system on site
    - Provide touch panel user manuals
- If, upon meeting with the client or their representative and formalizing the programming statement for the system, our team finds that the requirements for programming will be less or more than originally allocated, then we may submit a positive or negative change order prior to completion of the programming for the difference between the allocated and required programming hours.

Audio Visual Innovations Inc. and Signal Perfection Ltd are wholly owned subsidiaries of AVI-SPL, Inc. This Entire Document and all information (including drawings, specifications, and designs) presented by any subsidiary are the property of AVI-SPL Inc. Proprietary information provided to potential customers, clients or agents is for the sole purpose of demonstrating solutions delivery capabilities and shall be held in confidence. These Materials may not be copied, distributed, or disclosed in any way without the sole written permission of an authorized representative of AVI-SPL. © Copyright AVI-SPL. All Rights Reserved.

Medium Conference

Applies to: Council Room C-104, Room 207, Heritage Room 302, & Room 304

Design Narrative

Microsoft Teams Room systems (MTRs) are self-contained presentation and collaboration systems designed to register to, and work directly with, the Microsoft Teams environment within the Microsoft 365 cloud.

All operation of collaboration and room control functions utilizes the provided touch interface. The user interface is a standard program, created and maintained by Microsoft and consistent across all Microsoft Teams conference room clients and devices. This allows users familiar with Microsoft Teams, either on their desktop or mobile device, to easily start and manage meetings with little or no additional training.

Scope of Work – Hardware Integration

This section describes hardware installation and general functionality or specifications. All equipment provided and installed by AVI-SPL unless otherwise specified.

Display(s)

The following display devices will be integrated into the system:

- Qty 1, 85” flat panel display(s) for displaying video content within the space.
    - Display(s) will be wall mounted in the location(s) specified in the project drawing package.

Source Equipment and Interfaces

The following sources will facilitate end user laptop connections:

- Qty 1, HDMI and USB connection(s) located at the table for laptop connectivity.

Audio

The following audio devices will be integrated into the system:

- A USB speakerphone will support conferencing audio.

Conferencing

The following conferencing devices will be integrated into the system:

- A Microsoft Teams Room small form factor PC will register to the Customer’s Microsoft Teams environment. All audio and video conferencing operations will be managed by this device. Available features will depend on system licensing options provided by the Customer.
- USB audio and video connections will facilitate Bring Your Own Device (BYOD) conferencing for user laptops. Conference room visitors can connect their laptop to the USB connection to use their own UC conference platform. The room system will automatically switch to the connected laptop's UC platform and then returns to the native Microsoft Teams Rooms platform when disconnected. Only one of these conferencing options, BYOD or Microsoft Teams, may be used at any one time.
- QTY 1 high definition camera will be routed to the Microsoft Teams Room or BYOD connection.

Equipment Rack and Accessories

Equipment will be installed in the following locations:

- All equipment will be mounted on the wall behind the display.

Audio Visual Innovations Inc. and Signal Perfection Ltd are wholly owned subsidiaries of AVI-SPL, Inc. This Entire Document and all information (including drawings, specifications, and designs) presented by any subsidiary are the property of AVI-SPL Inc. Proprietary information provided to potential customers, clients or agents is for the sole purpose of demonstrating solutions delivery capabilities and shall be held in confidence. These Materials may not be copied, distributed, or disclosed in any way without the sole written permission of an authorized representative of AVI-SPL. © Copyright AVI-SPL. All Rights Reserved.

Large Conference

Applies to: Training Room 440 & Watershed Room 222

Design Narrative

Microsoft Teams Room systems (MTRs) are self-contained presentation and collaboration systems designed to register to, and work directly with, the Microsoft Teams environment within the Microsoft 365 cloud.

All operation of collaboration and room control functions utilizes the provided touch interface. The user interface is a standard program, created and maintained by Microsoft and consistent across all Microsoft Teams conference room clients and devices. This allows users familiar with Microsoft Teams, either on their desktop or mobile device, to easily start and manage meetings with little or no additional training.

Scope of Work – Hardware Integration

This section describes hardware installation and general functionality or specifications.

Display(s)

The following display devices will be integrated into the system:

- Qty 1, 98" flat panel display(s) for displaying video content within the space.
    - Display(s) will be wall mounted in the location(s) specified in the project drawing package.

Source Equipment and Interfaces

The following sources will facilitate end user laptop connections:

- Qty 1, HDMI and USB connection(s) located at the table for laptop connectivity.

Audio

The following audio devices will be integrated into the system:

- A USB speakerphone will support conferencing audio.

Conferencing

The following conferencing devices will be integrated into the system:

- A Microsoft Teams Room small form factor PC will register to the Customer's Microsoft Teams environment. All audio and video conferencing operations will be managed by this device. Available features will depend on system licensing options provided by the Customer.
- USB audio and video connections will facilitate Bring Your Own Device (BYOD) conferencing for user laptops. Conference room visitors can connect their laptop to the USB connection to use their own UC conference platform. The room system will automatically switch to the connected laptop's UC platform and then returns to the native Microsoft Teams Rooms platform when disconnected. Only one of these conferencing options, BYOD or Microsoft Teams, may be used at any one time.
- QTY 1 high definition camera will be routed to the Microsoft Teams Room or BYOD connection.

Equipment Rack and Accessories

Equipment will be installed in the following locations:

- All equipment will be mounted on the wall behind the display.

Audio Visual Innovations Inc. and Signal Perfection Ltd are wholly owned subsidiaries of AVI-SPL, Inc. This Entire Document and all information (including drawings, specifications, and designs) presented by any subsidiary are the property of AVI-SPL Inc. Proprietary information provided to potential customers, clients or agents is for the sole purpose of demonstrating solutions delivery capabilities and shall be held in confidence. These Materials may not be copied, distributed, or disclosed in any way without the sole written permission of an authorized representative of AVI-SPL. © Copyright AVI-SPL. All Rights Reserved.

Training Room

Applies to: Legacy Room 303 & Neighborhood Room 301

Design Narrative

Microsoft Teams Room systems (MTRs) are self-contained presentation and collaboration systems designed to register to, and work directly with, the Microsoft Teams environment within the Microsoft 365 cloud.

All operation of collaboration and room control functions utilizes the provided touch interface. The user interface is a standard program, created and maintained by Microsoft and consistent across all Microsoft Teams conference room clients and devices. This allows users familiar with Microsoft Teams, either on their desktop or mobile device, to easily start and manage meetings with little or no additional training.

Scope of Work – Hardware Integration

This section describes hardware installation and general functionality or specifications. All equipment provided and installed by AVI-SPL unless otherwise specified.

Display(s)

The following display devices will be integrated into the system:

- Qty 1, video projector for displaying video content within the space. The projector shall have a native resolution of 1920X1200 pixels.
- Qty 1, existing surface mounted, motorized operation, projection screen.
    - A manufacturer low voltage wall switch shall be provided with each motorized projection screen for operation.

Source Equipment and Interfaces

The following sources will facilitate end user laptop connections:

- Qty 1, HDMI and USB connection(s) located at newly provided presentation lectern for laptop connectivity.

Audio

The following audio devices will be integrated into the system:

- A digital signal processor (DSP) will support all audio sources. All microphones used for conferencing shall utilize a dedicated acoustical echo canceling (AEC) channel per microphone element in the DSP. See the Conferencing section for more detailed information regarding audio or video conferencing.
- Microphones will support conferencing and other system features. The following microphone(s) will be used to provide speech audio to conference calls. The microphone(s) will not support in-room voice reinforcement.
    - Qty 1, Ceiling mounted array microphone(s).
- Qty 6, ceiling speakers will support playback of program and conferencing audio.

Audio Visual Innovations Inc. and Signal Perfection Ltd are wholly owned subsidiaries of AVI-SPL, Inc. This Entire Document and all information (including drawings, specifications, and designs) presented by any subsidiary are the property of AVI-SPL Inc. Proprietary information provided to potential customers, clients or agents is for the sole purpose of demonstrating solutions delivery capabilities and shall be held in confidence. These Materials may not be copied, distributed, or disclosed in any way without the sole written permission of an authorized representative of AVI-SPL. © Copyright AVI-SPL. All Rights Reserved.

Conferencing

The following conferencing devices will be integrated into the system:

- A Microsoft Teams Room small form factor PC will register to the Customer's Microsoft Teams environment. All audio and video conferencing operations will be managed by this device. Available features will depend on system licensing options provided by the Customer.
- USB audio and video connections will facilitate Bring Your Own Device (BYOD) conferencing for user laptops. Conference room visitors can connect their laptop to the USB connection to use their own UC conference platform. The room system will automatically switch to the connected laptop's UC platform and then returns to the native Microsoft Teams Rooms platform when disconnected. Only one of these conferencing options, BYOD or Microsoft Teams, may be used at any one time.
- QTY 1 high definition camera will be routed to the Microsoft Teams Room or BYOD connection.

Equipment Rack and Accessories

Equipment will be installed in the following locations:

- All equipment within will be mounted in a mobile AV equipment rack located beside the desk of choice within the space. The rack will be semi-permanently affixed to the wall with patch cabling and will be wired on a movable loom for service and accessibility.

Scope of Work – Software Integration – Small Conference, Medium Conference, Large Conference, Training Room

A control system will be provided to activate many necessary user needs. This greatly reduces the complexities of operating an integrated A/V system and facilitates greater system utilization and an enhanced meeting experience.

User Interface

A user interface will facilitate advanced system operation. The following user interface(s) will be used during conferencing for this system:

- A Microsoft Teams touch screen graphical user interface design will utilize the manufacturer's out of the box application or interface. Please reference the manufacturer's interface guide for an example layout.
- The interface layout and control features are provided and supported by the manufacturer and may change without notice.

Infrastructure

- Video wall panels and AV equipment will produce an excess of heat and AVI-SPL will provide these metrics during project coordination in the form of BTU/hr. Cooling must be accounted for via an active or convection-based cooling solution located within the spaces
- AV equipment will require various power, data drops, and general conduit pathway to make these spaces video teleconference ready. AVI-SPL will provide power and data locations during project coordination which shall be provided by others.
- AV equipment may require the relocation of existing marker boards or patching and painting of wall locations which shall be provided by others.
- Display walls shall need to be properly backed and verified by a certified PE to withstand the weight of the display in each location to a safety factor of at least 5:1.
- A sightline study or review shall be performed post award in conjunction with the owner, architect, consultant, and client to verify all project metrics and video wall design.

Audio Visual Innovations Inc. and Signal Perfection Ltd are wholly owned subsidiaries of AVI-SPL, Inc. This Entire Document and all information (including drawings, specifications, and designs) presented by any subsidiary are the property of AVI-SPL Inc. Proprietary information provided to potential customers, clients or agents is for the sole purpose of demonstrating solutions delivery capabilities and shall be held in confidence. These Materials may not be copied, distributed, or disclosed in any way without the sole written permission of an authorized representative of AVI-SPL. © Copyright AVI-SPL. All Rights Reserved.

Network and Network Security

The integration of Audio-Visual hardware can consist of many different devices and systems, each with varying network requirements, impacts to traffic and routing, and unique management and security processes. AVI-SPL will work with the City of Shoreline identified stakeholders to properly assess network requirements and deployment considerations.

AVI-SPL will design the system to meet identified network requirements and will provide construction drawings and a list of devices before installation on site. At the time of installation, AVI-SPL will connect devices according to the documented system design and identified network requirements. The following network design is being followed for this project:

Hybrid AV/Client Network

Hardware that does not require integration to the client network can be completely isolated from the client network.

- The control system, touch panel, and audio video transport devices that carry Ethernet control reside in their own wired network.
- Hardware that requires integration with the owner network will be connected directly to the owner network. Examples: Microsoft Teams PC soft codecs.

** Please see the "**Customer Responsibilities**" and "**Software Licenses and Service Accounts**" sections of this document for deployment best practices and installation requirements. Additional information regarding specific applicable processes and procedures can be referenced in the "**AVI-SPL Network and Security**" addendum to this document. **

Customer Responsibilities

These are items that AVI-SPL is dependent upon to complete the project scope of work on time, however, these requirements and responsibilities are not provided by AVI-SPL. For a complete list of exclusions, please refer to the Integration Inclusions and Exclusions section of this proposal.

These requirements must be provided by the owner or other 3rd parties and may fall under the responsibility of an Architect, General Contractor, Electrical Contractor, Data Contractor, Security Contractor, Furniture/Millwork Contractor, IT departments, Facilities or Real Estate groups.

- Labor is quoted based on installation being performed on consecutive days during normal business hours.
- All required backing and any other wall reinforcement required to safely accommodate displays. Any display wall shall be properly backed to withstand the weight of the display with a safety factor of at least 5:1.
- All AC power at the equipment locations, including hardwired power connections.
- All required conduit for low voltage cable paths to AV equipment.
- All ceiling work required to accommodate the projectors, projection screens, or other equipment.
- All required millwork modifications to tables or other millwork.
- Proper heat dissipation venting for the equipment in this system. Where convection cooling is not possible, a powered venting system with thermostatically controlled quiet fans.
- All required network configuration for any network connection to the client network.
- All software or hardware licenses not specifically provided in this scope of work or associated bill of materials. Example: iPad touch panels will require end users to create an apple account and associate a payment method with the account to allow for download of free control applications.
- All software or hardware configuration for owner furnished equipment.
- All cable/satellite/over-the-air TV connections and all associated hardware.

Audio Visual Innovations Inc. and Signal Perfection Ltd are wholly owned subsidiaries of AVI-SPL, Inc. This Entire Document and all information (including drawings, specifications, and designs) presented by any subsidiary are the property of AVI-SPL Inc. Proprietary information provided to potential customers, clients or agents is for the sole purpose of demonstrating solutions delivery capabilities and shall be held in confidence. These Materials may not be copied, distributed, or disclosed in any way without the sole written permission of an authorized representative of AVI-SPL. © Copyright AVI-SPL. All Rights Reserved.

Site Readiness

The minimum acceptable site conditions of the project site for the installation of electronic equipment are as follows.

- The rooms and directly adjacent areas into which the equipment will be installed must be dust-free with floor, ceiling, and wall finishes to be completely installed in the rooms affected by the equipment.
- The rooms into which the equipment will be installed must be secure.
- All Electrical power, conduit systems, HVAC systems, IT requirements (wired or wireless services), communication circuits, and or other services required by the systems and equipment should be fully installed, energized, and configured for use.
- All furniture into which components of the equipment will be installed shall be present at the time of staging and/or installation.
- All telephone, POTS, VOIP, modem, PRI, data, LAN, and telecommunications connections are installed, fully tested, and active.
- Configuration of OFE networks, applications, servers, and services to provide interoperation with installed systems.
- Coordination and timely IT support and documentation (such as providing IP addresses or account credentials).

Software Licenses and Service Accounts

Supervised or direct access to systems must be provided as needed for a properly provisioned and licensed account where appropriate. Examples include Zoom Rooms activation codes, Microsoft Teams accounts, calendar service account, and more.

- The customer may decide not to provide credentials to AVI-SPL, and to provision the installed hardware themselves. In this case AVI-SPL will be unable to fully test the system before receiving sign-off for the installation. All system components will be tested individually to ensure proper stand-alone function, and project sign-off will be requested before technicians leave site.
- If AVI-SPL is unable to properly commission and test the system at the time of installation due to issues with access, an additional site visit may be required. Any additional visits will be billed at the standard contracted labor rate, provided Customer is at fault and approves additional cost in advanced and in writing, scheduling will be done on a best effort basis.

Room Environmental Considerations

To maximize the user experience in a conferencing room, the following parameters should be observed:

- The room should have a measured ambient noise level of no more than NC35. For new spaces, the design parameters for the mechanical engineering within the room should have a target NC of 35 or less. Ambient noise includes noise from the air handling systems, mechanical systems and noises outside the building. Noise levels above this specification adversely affects the meeting environment and may degrade the overall audio quality and intelligibility of a conference call. This is especially important when ceiling microphones are utilized. If a problem is identified with ambient noise levels, AVI-SPL can work with your mechanical engineer to identify possible solutions to lower the NC rating and improve the meeting experience.
- Reverberation time (T60) for typical conference rooms should be less than 0.6 seconds in the 125 - 4000 Hz octave bands to provide an optimum meeting experience and acceptable audio quality in a conference call. A significant number of hard surfaces in a room (glass, drywall or other surfaces) can adversely affect audio intelligibility and the meeting experience overall. Acoustic treatment is advised for rooms with higher T60 levels. If the room requires acoustically treatment, AVI-SPL can provide direction and solutions to overcome this issue and enhance the meeting experience for the participants.
- Evenly distributed lighting is important for videoconferencing applications. Lighting on the faces of the participants should be at least 40-foot candles and should be evenly distributed throughout the camera's field of view. Where the camera's field of view includes windows, recommended window treatment should be employed to provide an acceptable background for the camera to view the participants.
- When microphones are used for local voice reinforcement, the amount of available gain before feedback is dependent on the microphone's location within the room. Placement of the microphone immediately below a ceiling speaker may adversely affect the overall required audio level and cause feedback. Care should be taken to reduce the volume level of the microphone or locate the microphone(s) correctly to minimize the possibility of feedback.

Audio Visual Innovations Inc. and Signal Perfection Ltd are wholly owned subsidiaries of AVI-SPL, Inc. This Entire Document and all information (including drawings, specifications, and designs) presented by any subsidiary are the property of AVI-SPL Inc. Proprietary information provided to potential customers, clients or agents is for the sole purpose of demonstrating solutions delivery capabilities and shall be held in confidence. These Materials may not be copied, distributed, or disclosed in any way without the sole written permission of an authorized representative of AVI-SPL. © Copyright AVI-SPL. All Rights Reserved.

Council Meeting Date: July 26, 2021 **Agenda Item:** 8(a)

CITY COUNCIL AGENDA ITEM

CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	QUASI-JUDICIAL: Closed-Record Appeal Hearing - Shoreline Preservation Society, Regarding Naval Hospital Chapel Landmark Designation
DEPARTMENT:	Shoreline Landmark Commission/City Attorney Margaret King, City Attorney Julie Ainsworth-Taylor, Assistant City Attorney
ACTION:	____ Ordinance ____ Resolution ____ Motion ____ Discussion __X_ Closed-Record Appeal Hearing

BACKGROUND SUMMARY:

The purpose of this staff report is to provide the City Council with a factual background for the Closed-Record Appeal filed by the Shoreline Preservation Society (SPS). The decision being appealed is the Shoreline Landmarks Commission's (Shoreline Commission) revised designation of the Naval Hospital Chapel, located within the Fircrest Campus at 1902 NE 150th Street in Shoreline. More specifically, the appeal is of the Shoreline Commission's decision to revise its original designation of the Chapel by reducing the 2.7-acre area surrounding the Chapel to 2.6 acres by revising the eastern boundary to include a section south of the contributing lower parking lot and to exclude a 60-foot by 260-foot section north of the lower parking lot. The revised designation was based on a Request for Reconsideration filed by the Washington State Department of Social and Health Services (DSHS).

Images of the maps showing the original boundary and the revised boundary are below (full-size versions of these maps are attached as Attachment A).



Original Designation Map



Designation Map After Reconsideration

The regulations and rules that the City has incorporated grant appeal authority to the City Council. Pursuant to the regulations and rules for this Closed-Record Appeal, the City Council may:

1. Sustain the decision of the Shoreline Commission; or
2. Remand the decision back to the Shoreline Commission for reconsideration if the City Council finds an error in fact may exist; or
3. Modify or reverse the Shoreline Commission decision if it finds that the decision was based on an error in judgment or conclusion.

The burden of proof to show the Shoreline Commission's decision was in error is on the SPS. The City Council's decision is to be based solely on the Record before the City Council and on the arguments and supporting exhibits of the parties. The City Council, however, does have the discretion to publicly request additional information from the SPS, the Shoreline Commission, or the Historic Preservation Officer. Under the rules of appeal, the Council does not have the authority to request additional information from others, including DSHS.

The City Council's final decision, which is to be adopted by ordinance, is to be supported by findings of fact and reasons justifying its decision. In adopting such findings, the City Council may adopt all or portions of the Shoreline Commission's findings and conclusions. Based on the decision of the City Council tonight, an ordinance with draft findings of facts and reasons justifying the decision will be brought back to the City Council for action at a future meeting. Currently, staff has targeted August 9, 2021, for Council to consider such an ordinance.

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

BACKGROUND

The Shoreline Landmarks Commission (Shoreline Commission) was established under Shoreline Municipal Code (SMC) Chapter 15.20. The King County Landmarks Commission serves in the capacity of the Shoreline Commission to provide historic landmark designation and protection pursuant to an interlocal agreement with the City of Shoreline.

On October 19, 2020, a landmark registration form for historic designation was submitted by Northwest Vernacular on behalf of Shoreline Preservation Society (SPS) seeking landmark designation for the Naval Hospital Chapel, located within the Fircrest Campus at 1902 NE 150th Street, in Shoreline. The Shoreline Commission held a public hearing on the nomination of the Naval Hospital Chapel on November 19, 2020 (Index No. 32) that was continued to January 28, 2021 (Index No. 50). Included within the Shoreline Commissioner's November 19th packet were public comment letters as well as statements from both the Washington State Department of Social and Health Services (DSHS) and the Washington State Department of Natural Resources (DNR), owners of the Fircrest campus property. Representatives from both DSHS and DNR were present and testified in opposition to certain aspects of the proposed landmark. Community members were present at the hearing and testified in support of the proposed designation. A copy of the minutes from the November 19, 2020 Shoreline Commission public hearing are included as Attachment B.

At the continued January 28, 2021 Shoreline Commission meeting, King County staff gave a brief summary and overview of the general discussion from the November 19, 2020 public hearing. SPS spoke in support of the nomination and proposed boundaries as shown in the original nomination application, which totaled approximately three (3) acres and included the Chapel along with surrounding forested/landscaped areas and parking facilities. Both DSHS and DNR opposed those proposed boundaries. At its January 28th meeting, over the objections of DSHS/DNR, the Shoreline Commission unanimously approved a motion to designate the Naval Hospital Chapel as a Shoreline landmark pursuant to designation criteria contained in the King County Code, as adopted by reference in SMC 15.20.025, with an amendment to the proposed nominated boundaries crafted by commissioners that revised the south boundary line to exclude the area to the south of the "contributing parking lot" thereby encompassing a 2.7-acre area surrounding the Chapel building. The Shoreline Commission's Findings of Fact and Decision designating the landmark was issued on February 2, 2021 (Index No. 55). A copy of the minutes from the January 28, 2021 Shoreline Commission meeting are included as Attachment C.

The Naval Hospital Chapel designation was based on Criterion A1 for its association with the development and use of the Seattle Naval Hospital during World War II (Property is associated with events that have made a significant contribution to the broad patterns of national, state, or local history), and under Criterion A3 as a distinctive and well-executed example of Tudor Revival design, which was one of the architectural styles utilized frequently for military buildings between 1900 and 1945 (Property embodies the distinctive historic building characteristics of a type, period, style, or method of design or construction or represents a significant and distinguishable entity whose components lack individual distinction).

Subsequent to the designation decision, on February 21, 2021, DSHS, as the building owner, submitted a Request for Reconsideration to the Shoreline Commission (Index No. 59). This Request for Reconsideration was based on apparent errors or omissions of fact and requested that the Shoreline Commission "exclude the area to the *north* of the existing [contributing] parking lot from landmark designation, *not* the area to the *south."* A public hearing was held March 25, 2021 to review the DSHS reconsideration request (Index No. 86).

At the March 25, 2021 Commission meeting, King County staff gave a presentation on the background of the nomination process. DSHS set out its explanation for the reconsideration request and an attorney from the Washington State Attorney General's Office stated the Reconsideration request was made due to inconsistencies in the Commissioners' discussion at the January 28th meeting. SPS and community members spoke in support of maintaining the Shoreline Commission's February 2, 2021 designation decision (Index No. 55). The Shoreline Commission voted to approve DSHS's reconsideration request by a vote of four (4) to two (2), with one (1) commissioner abstaining. Because DSHS had not submitted a site map with clear coordinates marking landmark boundaries, a Preliminary Determination was issued with a stipulation that DSHS would submit a map for final approval at the April 22, 2021 meeting (Index No. 92). A copy of the minutes from the March 25th Shoreline Commission meeting is included as Attachment D.

The final Naval Hospital Chapel boundary map, subsequently submitted by DSHS, was reviewed at the April 22, 2021 Shoreline Commission meeting. Members of the public, including SPS, were permitted to comment on the map. The Shoreline Commission approved the map, by a vote of four (4) to one (1) with three (3) abstentions. The Shoreline Commission's Findings of Fact and Decision designating the Shoreline Naval Chapel as a Shoreline Landmark, with the DSHS revised boundary, was issued on April 26, 2021 (Index No. 106). A copy of the minutes from the April 22, 2021 meeting are included as Attachment E. The April 26th Shoreline Commission decision is attached as Attachment F.

DISCUSSION

On May 20, 2021, SPS submitted a timely Notice of Appeal to the City of Shoreline of the Shoreline Commission's Reconsideration decision and subsequently timely filed an "Argument on Appeal" on June 1, 2021. On June 2, 2021, the City Clerk issued a Notice of Hearing and Case Schedule. With this Notice, nine (9) issues were identified based on SPS's Notice of Appeal. These issues are:

1. Did the Shoreline Landmark Commission err in granting the Motion for Reconsideration filed by DSHS because it did not apply the proper legal standard for a motion for reconsideration?
2. Did the Shoreline Landmark Commission err when it concluded that revising the eastern boundary to exclude the proposed 60 feet by 240 feet section would not have a significant adverse impact on the integrity and character of the Chapel setting?

3. Did the Shoreline Landmark Commission err because it failed to give due consideration to the findings set forth in the February 2, 2021, Findings and Fact and Decision of the Shoreline Landmark Commission?
4. Did the Shoreline Landmark Commission err when it did not accept testimony and arguments on protecting the existing landmark from environmental harm?
5. Did the Shoreline Landmark Commission err to the extent it considered evidence of DSHS's intent to use and develop the Fircrest property in the future?
6. Did the Shoreline Landmark Commission err to the extent its decision to revise the boundary was a response to a threat of litigation by DSHS?
7. Was the Appeal Action the result of an unfair and improper public process due to a lack of reasonable public notice and unfair timeline causing substantial harm to Appellant?
8. Was the Appeal Action the result of an unlawful and unfair hearing process because Appellants were not given the opportunity to rebut DSHS arguments recently presented to Appellant?
9. Was DSHS required to notify the Washington State Department of Archaeology and Historic Preservation or tribal groups of its motion for reconsideration?

With the assistance of King County Staff, the City prepared the Record on Appeal, numbering each document by an Index Number. (Index of the Record). The parties were limited to the documents in the Record for their appeal briefing. The full Record, which contains all the Indexed materials, can be viewed at the following link:

- https://cityofshoreline-my.sharepoint.com/:f:/g/personal/jsimulcik_shorelinewa_gov/EmmMZ8HYq-9GgJnTv84LLKEBtvuKOVgmFV5jikIZbisSPQ?e=vNKXp1

Timely filed briefs were received from the parties as follows:

- On June 21, 2021, SPS submitted its Opening Brief (Attachment G);
- On July 6, 2021, DSHS and DNR submitted a combined Response Brief (Attachment H); and
- On July 12, 2021, SPS submitted its Reply Brief (Attachment I).

If the City Council would like to view the zoom meetings of the Shoreline Commission:

Index #32:	November 20 meeting	Start 1:01:05
Index #50:	January 28 meeting	Start 1:23:50
Index #86:	March 25 meeting	Start 1:28:07
Index #105:	April 21 meeting	Start 0:00:00

All nine (9) of the issues above were addressed by the parties in their briefs.

Parties' Argument at the Appeal Hearing

While the Appeal Hearing will be open to the public, only SPS, DSHS/DNR, and a representative for the Shoreline Commission may participate. The City Attorney will be present to assist the Council in the appeal proceedings.

The schedule for oral argument of the appeal proceeding is as follows:

1. SPS's Opening Argument — 45 minutes
2. DSHS/DNR's Response Argument — 40 minutes
3. Shoreline Commission's Response — 15 minutes[1]
4. SPS's Rebuttal — 10 minutes

The parties were provided this schedule in the Notice of the Hearing and Case Schedule sent to them shortly after the appeal was filed.

City Council's Role

While SMC Chapter 15.20 incorporates various provisions of the King County Code, it incorporates those provisions as they existed in 2003 which grants appeal authority to the City Council.[2] In addition to the SMC, the Shoreline Commission is guided by the Rules and Procedures, which are included in the City Clerk's Polices and Rules library (Index No. 49).

As with regular Council meetings, the Mayor will also preside over this appeal hearing, however, pursuant to RCW 42.30.140(2) the appeal hearing is not subject to the provisions of the OPMA. The Mayor will rule on all evidentiary issues and objections of the parties, with assistance from the City Attorney, if requested. If, at any time, the Council has questions that would be best addressed in closed session, then the Mayor may recess the meeting for discussions in a closed session. However, all rulings on the appeal are to be conducted in open session.

The Council should also remember that this is an appeal of the Shoreline Commission's decision to alter the boundary of the original designation as a result of DSHS's Request for Reconsideration, reducing a 2.7-acre area including and surrounding the Chapel building so as to exclude a 60-foot by 240-foot area on the eastern boundary from the original designation, resulting in a 2.6-acre area. In sum, it is not an appeal of the Shoreline Commission's *decision to designate* the Fircrest Naval Chapel as a Shoreline Landmark, just a challenge to its *alteration of the boundaries of that designation* through its Reconsideration.

Pursuant to the regulations and rules for this closed record appeal, the City Council may:

1. Sustain the decision of the Shoreline Commission; or
2. Remand the decision back to the Shoreline Commission for reconsideration if the City Council finds an error in fact may exist; or
3. Modify or reverse the Shoreline Commission decision if it finds that the decision was based on an error in judgment or conclusion.

The burden of proof to show the Shoreline Commission's decision was in error is on the appellant, SPS. The City Council's decision should be based solely on the Record before the City Council and on the arguments and supporting exhibits of the parties. The City Council, however, does have the discretion to publicly request additional information from the SPS, the Shoreline Commission, or the Historic Preservation Officer. Under the rules of appeal, the Council does not have the authority to request additional information from others, including DSHS.

[1] The Landmark Commission may yield its' time to DSHS/DNR
[2] Current King County Code directs appeals to the Hearing Examiner

The City Council's final decision, which is to be adopted by ordinance, is to be supported by findings of fact and reasons justifying its decision. In adopting such findings, the City Council may adopt all or portions of the Shoreline Commission's findings and conclusions.

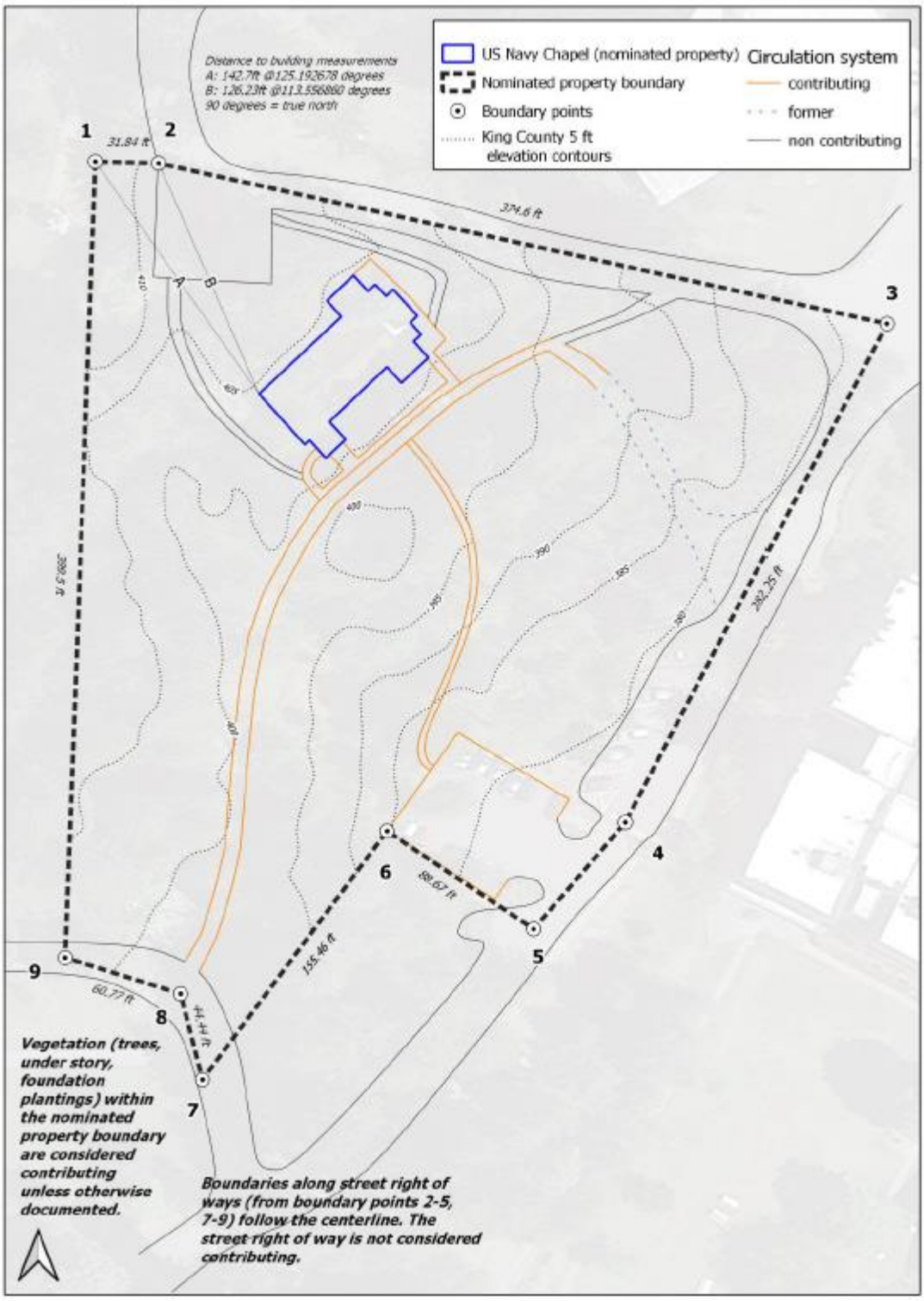
Based on the decision of the City Council tonight, an ordinance with draft findings of facts and reasons justifying the decision will be brought back to the City Council for action at a future meeting. Currently staff has targeted August 9, 2021, for Council to consider such an ordinance.

ATTACHMENTS

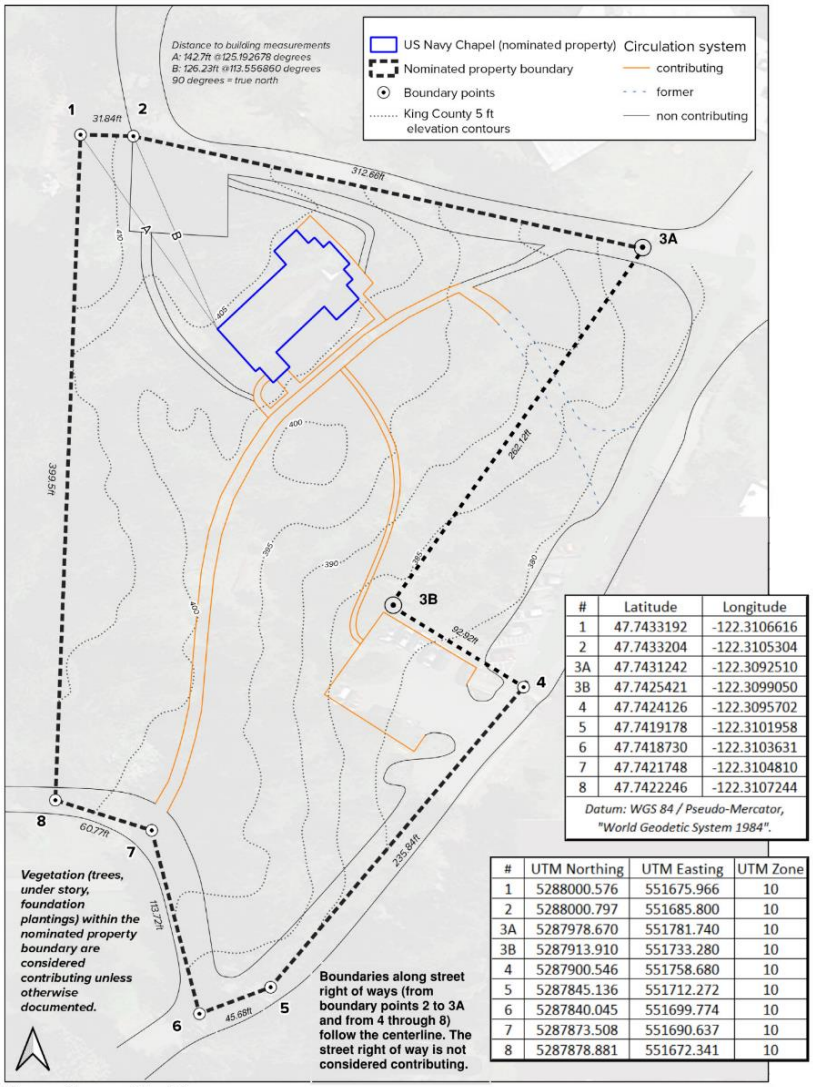
Attachment A: Boundary Maps – Original Designation and Revised Designation
Attachment B: Excerpt - Minutes of November 19, 2020 Shoreline Commission Meeting
Attachment C: Excerpt - Minutes of January 28, 2021 Shoreline Commission Meeting
Attachment D: Excerpt - Minutes of March 25, 2021 Shoreline Commission Meeting
Attachment E: Excerpt - Minutes of April 22, 2021 Shoreline Commission Meeting
Attachment F: April 26, 2021 Decision of the Shoreline Commission Granting Reconsideration and Revising Boundary
Attachment G: Opening Brief, Supporting Exhibits, and Incorporated Excerpts of Shoreline Preservation Society
Attachment H: Response Brief and Supporting Exhibits of DSHS/DNR
Attachment I: Reply Brief and Supporting Exhibits of Shoreline Preservation Society

ATTACHMENT A

ORIGINAL LANDMARK DESIGNATION



LANDMARK DESIGNATION AFTER RECONSIDERATION REQUEST GRANTED



#	Latitude	Longitude
1	47.7433192	-122.3106616
2	47.7433204	-122.3105304
3A	47.7431242	-122.3092510
3B	47.7425421	-122.3099050
4	47.7424126	-122.3095702
5	47.7419178	-122.3101958
6	47.7418730	-122.3103631
7	47.7421748	-122.3104810
8	47.7422246	-122.3107244

Datum: WGS 84 / Pseudo-Mercator, "World Geodetic System 1984".

#	UTM Northing	UTM Easting	UTM Zone
1	5288000.576	551675.966	10
2	5288000.797	551685.800	10
3A	5287978.670	551781.740	10
3B	5287913.910	551733.280	10
4	5287900.546	551758.680	10
5	5287845.136	551712.272	10
6	5287840.045	551699.774	10
7	5287873.508	551690.637	10
8	5287878.881	551672.341	10

Figure 2. Site Map

This map shows the nominated property and identifies contributing resources within the boundary.

NW VERNACULAR historic preservation NORTHWEST VERNACULAR as modified by DSHS

ANNOUNCEMENTS: None

ADJOURN: The KCLC was adjourned at 5:29 pm.

Convene SHORELINE LANDMARKS COMMISSION

SPECIAL COMMISSIONER: Andy Galuska

CITY STAFF PRESENT: Cate Lee, Senior Planner

GUESTS: Spencer Howard, Katie Pratt, Janet Way, Bob Hubenthal, Lance Young, Vicki Stiles, Wendy DiPeso, Erling Ask, Kristin Ellison Oslin, Patty Hale

PUBLIC HEARING – Shoreline Naval Hospital Chapel Nomination Application

Steen gave a short presentation on the designation process in general, then introduced the nomination applicants who presented on the Shoreline Naval Hospital Chapel.

Janet Way, from the Shoreline Preservation Society, spoke on SPS interest in the site and their role in hiring consultants to develop a nomination application. Spencer Howard and Katie Pratt, nomination authors, presented the architectural features and use history of the Naval Hospital Chapel within the larger hospital campus, the site's historical significance, and how the chapel building meets the criteria for designation as a Shoreline Landmark. Janet Way followed their presentation with a short video tour of the chapel and the surrounding wooded site.

Bob Hubenthal, representing the building owners Washington State DSHS, spoke in support of the designation. Hubenthal requested an amendment of the boundary line along the eastern edge of the grounds, to reduce the grounds under regulation and allow for more project flexibility if additional parking is required in that area as part of future development. Lemay asked Steen to show the map Bob submitted to clarify details of his boundary amendment request. Hubenthal noted that DSHS owns the chapel building, but DNR owns the land. Steen stated that staff had met with DNR representatives about the nomination, and DNR was notified of the designation hearing.

Handy asked if there was any public comment on the nomination.

Lance Young, resident of Shoreline, spoke in support of the designation, particularly noting the natural setting surrounding the chapel. He suggested a compromise on amending the eastern boundary – rather than following the right-of-way, to carve out the area needed for future parking in advance.

Vicki Stiles, resident of Shoreline and member of the Shoreline Historical Museum, spoke in support of the nomination. She supported Young's recommendation on amending the eastern boundary.

Wendy DiPeso, resident of Shoreline, spoke in support of the nomination. She also noted her support for setting the designation boundaries as presented in the nomination, for the retention of reflective green space surrounding the chapel as an integral element of its original design.

Erling Ask, resident of Shoreline, spoke in support of the nomination.

Reverend Kristin Ellison Oslin, Chaplain at Fircrest, spoke in support of the nomination. She stated she didn't have any specific concerns amending the eastern boundary, as she doesn't believe it would impact the feeling of the chapel itself.

Patty Hale, resident of Shoreline and the neighboring Ridgecrest neighborhood, spoke in support of the nomination. She said the chapel was the last historic building left from the historic Naval Hospital campus.

Janet Way, of the Shoreline Preservation Society, commented that Shoreline doesn't have many protected landmarks. She noted that hospital staff and patients planted the surrounding landscape. She pointed out the connection between the Fircrest Tuberculosis Hospital development and the current Covid-19 pandemic underway. Way also supports maintaining the boundary lines as presented in the nomination.

Additional discussion on clarifying significant features within nomination boundaries, including a memorial garden not included within the designation. General comment on importance of the forest buffer and the ambiguous western boundary line through the trees.

Handy asked if any other members of the public wished to speak. Hearing none, she called for commissioner deliberation.

Handy noted the commission has had issues in the past with CoA project review on properties with unclear boundaries. Lake and Ossa concurred, saying the boundary should be visually tied to landscape features. Moore suggested a survey might be necessary. Handy said the eastern property boundary could be amended, but the surrounding trees are an important feature of the site. Lemay stated that interior features should also be included in the designation, specifically the interior woodwork and the volume of the space. She said she thought the north, east, and south boundaries aligned with the streets are clear and should be approved as presented. Future projects remain feasible and could come through the commission for approval. She thought that given the importance of the landscape buffer the commission should have the opportunity to review project impact. Lemay concurred that a straight line drawn on a map, which is presently the western boundary, would be difficult to work with on future project reviews.

Handy asked if there was any historical justification for the western boundary as it was drawn in the nomination application. Ossa asked about using established visual landscape features to clarify the boundary lines. Moore concurred both with having clear boundaries, potentially determined by a survey, and with Lemay's point about including significant interior features. Discussion continued regarding clarifying boundaries and interior features.

Handy stated that while there was general agreement on the significance and eligibility of the building and site, the boundary lines and inclusion of interior features should be clarified before the nomination application is approved. Other commissioners agreed.

Meisner suggested being clearer on the type of survey being requested. Generally, they are used to establish property lines, and can be expensive. She recommended tabling the nomination as opposed to conditioning the approval, to iron out some of these issues. Handy agreed.

Lemay and Ossa suggested pushing the western boundary farther west to the next road. Earley noted that Howard could mark the boundaries as GIS points on a map, which she said is a common practice in archaeological sites that do not adhere to visible landscape markers or parcel lines. Handy and Ossa agreed with this approach. Meisner also cautioned against expanding the boundaries when the landowner isn't present at the hearing and the public comment period has been closed. Handy suggested tabling the consideration to better define the boundaries. Earley said with the use of GIS markers, the boundaries as defined in the nomination make sense, and that it shouldn't be onerous for the applicants to come back before the commission for future projects.

Galuska thought lat/long GIS points drawn on a map might not be clear enough to establish the boundaries. He suggested using a "distance from" existing structure determination, since ground surveys could be different from GIS points. Earley said she has found UTMs more accurate and easier than lat/long, and more accurate than measuring distance from an object, since they are points in space measured by satellites. Galuska asked if a survey would be needed, Earley said no, the existing maps against satellite measurements are accurate enough.

Handy asked if more features needed discussion. Pilgrim said Lemay had captured interior features. Meisner recommended being very clear on defining interior features to not impede the functionality of the chapel building. The staff report laid out significant interior features. Moore noted the application called out the interior woodwork. Discussion continued on what specific interior features should be included in the designation.

Steen noted that the owner has not had the opportunity to review interior features as significant and hadn't considered whether they supported designating them. Lemay and Pilgrim thought that many of the interior elements were significant, so the owner should have the opportunity to review a list. Blue clarified what aspects need to be clarified before continuing the nomination application. Handy asked if the commission was ready to call a motion to table the nomination application.

Blue/Earley moved to table consideration of landmark designation for the Naval Hospital Chapel under Criterion A1 and A3 for final determination at a future commission hearing, as details regarding designation boundaries and significant interior features are further defined. The motion passed 8-0.

PUBLIC COMMENT: None

ANNOUNCEMENTS: None

ADJOURN: The meeting was adjourned at 7:05 p.m.

ANNOUNCEMENTS: None

ADJOURN: The KCLC was adjourned at 4:53 pm.

Convene SHORELINE LANDMARKS COMMISSION

SPECIAL COMMISSIONER: Andy Galuska

CITY STAFF PRESENT: Cate Lee

GUESTS: Wendy DiPeso, Katie Pratt, Janet Way, Bob Hubenthal, Spencer Howard, Carrie Nelson, Vicki Stiles

PUBLIC HEARING – *(continuation)* Nomination of Naval Hospital Chapel

At the opening of the hearing, Commissioner Alsobrook disclosed that his employer, Willamette CRA, employs Northwest Vernacular as a subcontractor on two on-call contracts with King County. Both contracts were executed prior to Alsobrook's employment with WCRA, and Alsobrook stated he has had no involvement or interaction with Northwest Vernacular or the Naval Hospital Chapel nomination development.

Chair Lake ran through the public hearing meeting structure and order of procedure, noting that prior hearing testimony and submitted letters of comment were still included in the record and had been reviewed by all commissioners. Lake also revisited the issues that had resulted in the hearing being continued.

Steen gave a brief summary on the criteria considerations and general discussion from the Naval Hospital Chapel nomination hearing on November 19, 2020. She noted that the landmark boundaries and the inclusion of interior features were the two primary undecided elements of the November hearing.

Lake invited the applicant and the owner to speak on the nomination. Janet Way spoke as the project applicant, reiterating her support for the commission's deliberations, the historic significance of the Chapel, and her belief that the boundaries were well defined in the nomination. She thanked the commission for their attention and time. Spencer Howard and Katie Pratt, architectural historians with Northwest Vernacular and authors of the nomination draft, offered their PowerPoint presentation again on the location, history, and significance of the property and detailed how it met the criteria for designation.

Bob Hubenthal, representing the building owners DSHS (Washington State Department of Social and Health Services), clarified the ownership structure of the site and noted that DSHS has been a good steward of the Chapel for over 60 years. Hubenthal stated that when it was submitted for consideration at the November hearing, DSHS supported the landmark nomination, notably for the historic building's exterior. Though the nomination initially had DSHS support in general, at the November hearing Hubenthal requested the eastern boundaries be amended – moved west approximately 80 feet - to enable future parking expansion without necessitating an additional

DRAFT

layer of permit review. Hubenthal said that the nomination as presented in January's hearing includes the exterior features but does not address DSHS's request that the eastern boundary be shifted west, and also includes interior features. Neither the landmark boundaries as submitted nor the inclusion of interior features are supported by DSHS, and so Hubenthal rescinded his support for landmark designation. He stated that though DSHS currently has no plans to modify either the interior or exterior of the Chapel, he believes regulating interior features is an overreach, and is concerned that designating them may prohibit DSHS from adapting the building to a different use in the future. Hubenthal stated that if interior features were not included, and if the boundaries were modified as requested, DSHS would again support the designation of the Chapel.

Carrie Nelson, representing landowner DNR (Washington State Department of Natural Resource), also spoke in opposition to the designation as proposed. She noted that DNR did not attend the November hearing, but having reviewed the designation report and other meeting materials, DNR supports DSHS's current position on the nomination. She reiterated that the added layer of permitting regulation if the eastern boundary was approved as submitted is onerous. Nelson also has concerns about restrictions or review requirements with regard to landscape maintenance on DNR land within the boundaries.

Lake thanked the applicants and owners for their comments. She then opened the floor to public comment.

Wendy DiPeso, resident of Shoreline, asked for more information regarding the removal of hazardous trees. She then spoke about the importance of the setting and concerns about increasing development. She supports the nomination boundaries as submitted and asked how significant interior features would be maintained.

Victoria Stiles, Executive Director of the Shoreline Historical Museum, spoke on the historic significance of the Naval Hospital site overall. She is concerned aspects will be lost if it isn't designated properly.

Janet Way, applicant, stated that she had served on Shoreline City Council, noting that the city has jurisdiction over the removal of hazard trees if necessary. She read a paragraph ascribed to Captain Boone on the selection of the Chapel site setting. She believes the trees should be protected as well.

Steen addressed Nelson's concerns regarding landscape maintenance, noting that for routine landscape maintenance, including the removal of hazardous trees, there is no design review requirement. She then answered DiPeso's question describing standard preservation practice with designated interior features. Steen also noted that interior features were not included in the initial designation report, primarily because its relatively rare to designate interior features. Enforcement is difficult, generally, and interior designation can make adaptive reuse difficult. She stated there are circumstances were designating interior features is appropriate, which is the focus of discussion at this hearing.

Lake asked for any closing comments from applicants and owners.

DRAFT

Hubenthal said he was aware of the contribution of the trees to the setting but pointed to early photos of the site that showed limited trees around the Chapel when it was built. He reiterated there were no current plans to modify the Chapel, but if another use was developed it would be done thoughtfully. He said he didn't wish to burden his successors with the additional regulatory oversight resulting from interior designation. Hubenthal discussed a pending roof replacement project, outlining his understanding of the design review process and raising concerns that anyone could appeal a decision. Steen displayed the map Hubenthal submitted showing the requested eastern boundary revision. Hubenthal explained the reasoning behind the request, noting that the tree cover was not as thick near the eastern boundary.

Way rebutted Hubenthal's comments, stating that the section along the eastern boundary is forested and important to the integrity of the Chapel site. She maintained the landscape is strongly connected to the Chapel, and part of its original design.

Nelson stated that DNR as the landowner manages the land to preserve the trees and landscape. She noted that DSHS has to work through DNR for any action on the property, that the site was part of state land held in School Trust and DNR provides use of the property to DSHS at low cost but with oversight. No clear-cutting would be approved on the site. Nelson said the photos of the eastern boundary show parking development already, and recommended compromise allow for both preservation and continued use.

Lake asked if the commissioners had questions for the applicant or owners. Kralios said he was unclear how the landmark boundaries were determined. Lake noted that the boundaries located within a defined legal parcel were a bit part of the November discussion – how to best define them when the landmark boundary does not coincide with the legal boundaries of the parcel. Kralios said it then seemed like there was some flexibility with regard to boundaries. Kralios also said that in the nomination there was a 1937 aerial photo showing that the site was not historically heavily forested. Steen displayed historic aerial photos.

Moore asked for clarification on DSHS intentions for the Chapel. Hubenthal stated that the use of the building will continue as a Chapel and a gathering space. He said no specific plans were being developed to do anything different on the site. Nelson reiterated that there were no current plans to modify the site or the Chapel. She did note there was an ongoing need to examine ways to best serve their populations, so master plans are being considered. Nelson noted how much regulation is already imposed on the site, and Hubenthal's interest in not adding more is understandable. Clarification discussions continued on the potential future campus development, a potential need to expand parking and what state agencies are involved.

Alsobrook asked the representatives of the state agencies to speak to state historic preservation regulations, how designation would interact with Executive Order 05-05, and clarification on the period of significance, specifically related to the tree cover. Alsobrook also made a point of order, asking how the chat comments in zoom meetings are handled in the public record. Steen answered that while she doesn't yet have any specific legal direction on the matter, she is including all chat comments in the record of the hearing. Hubenthal responded to the 05-05 question, explaining that the order requires consultation with DAHP and affected Tribes on projects involving any property 50 years or older, or if ground-disturbance is involved. He described the consultation process.

DRAFT

Nelson said DNR also follows the executive order, and DNR has its own cultural resources division which reviews projects. DNR has a mandate to preserve historic features and sites. Hubenthal noted that DAHP is primarily concerned with historic exteriors but will sometimes address significant interior features as well. Pratt spoke to the period of significance, noting that King County landmark nomination forms do not include a period of significance, so the commission needs to define one. Howard followed up with explaining the landmark boundary was determined through analysis of the historic use of the site and development of the surrounding site, describing the features they reviewed.

Lemay asked for further clarification on the map included in the nomination and why the specific contributing site features were included. Howard explained how they concluded what pathways and circulation features should be included. Tucker asked if the parking lot dated to the construction of the Chapel. Howard said the location was originally used as a parking lot, but some alterations have been made. Steen displayed a map of the site showing included features. Howard added that topography was a consideration in defining the boundaries.

Lake asked if there were any remaining comments, hearing none she closed the public comment period and asked for commissioner discussion.

Earley commented there were two items under consideration – the boundaries and inclusion of interior features. Kralios suggested beginning with boundary definition, stating the reasoning behind boundary definition in the nomination made sense. He noted, however, that the topography slopes down to the parking lot, which is 10-15 feet below and likely visually obscured from the Chapel. That noted, he thought the boundary adjustment was reasonable and would have limited impact to the integrity and feeling of the Chapel, especially considering the intervening landscape buffer. Kralios thought that future development there wouldn't detract from the significance of the site or the experience of the Chapel.

Lemay said she understood the interest in reducing the regulatory burden but thought the discussion should concentrate on the merits of the landmark nomination itself. Creating a reasonable buffer around the building was the purpose, she said, and wondered if modifying the boundary would leave enough of one. She suggested DSHS could construct a building near the Chapel without review if that area was not included. Earley said the historic photos were helpful in showing the historic use of the existing parking area, so it doesn't seem unreasonable to include it within the boundary. While DSHS has been a good steward, that's no guarantee the future owners would be, and future projects would not be subject to design review if the boundary was amended, so Earley thought the boundary as proposed was appropriate.

Moore asked for photographs showing perspectives on site, from the Chapel to the parking area. Steen displayed photos from the nomination. Lemay thought the 80-foot eastern boundary shift to the west might be acceptable, since the photos show limited lines of sight from the Chapel. Lemay returned to the idea that the interior features of the building were important. Kralios argued that the north boundary of the Chapel is much closer to the building than the eastern boundary, and even with the reduction of 80 feet there remains 75-100 feet between the road and the Chapel to act as a buffer. Lemay reiterated her concern that they were chipping away at aspects of the landmark, and while the boundary reduction might be acceptable, leaving out the interior features would not be. Earley asked what was most important to the community, noting that as

preservationists the historic interior features might be considered important, but most of the discussion and community testimony had centered on the significance and value of the Chapel's exterior and surrounding setting.

Kralios cited the SOI Standards for Rehabilitation, reading Standard 1 and noting that the boundary still seemed somewhat arbitrary, and thought it needed further definition based on the contributing characteristics of the site. Tucker asked if the parking lot could be considered one of those features, part of the original design and integral to the overall story of the site. Tucker stated her concern about the parking lot not being included but noted there may be space on either side without contributing features. Moore asked Kralios to clarify his assertion that remaining buffer between the Chapel and the amended eastern boundary was adequate. Kralios reviewed his earlier comments and went on to say the site map shows how close the north roadway is to the Chapel in comparison.

Discussion continued on various options under consideration to define the boundaries while including contributing site features as outlined in the nomination. Woo asked if the owner's interest in reducing the regulatory burden was something the commission needed to consider. Lemay said no, it was not within the commission's purview. Woo noted that if designated, the commission was the only civilian board with a review mandate of projects on the site, and having nearby projects come before the commission for review would offer a good check and balance.

Meisner suggested a straw poll on the boundary definition, after which the discussion could move forward to the interior features. Kralios stated he felt comfortable with revising the boundary. Lemay thought the parking area and path to the Chapel should remain part of the designation, but other adjustments could be made. Moore and Woo supported the boundaries as defined in the nomination. Tucker supported a compromised boundary definition, which retained the parking lot and pathways as contributing features but adjusted the boundary to the south. After additional discussion, Galuska, Earley, Lake and Alsobrook agreed with Tucker.

Steen listed the interior features being considered for inclusion in the designation. Earley asked if there were other existing landmark designations which included interior features. Steen said yes, there are landmark barns in King County which included interior hay lofts in their designations. Steen also noted the Crawford Store, also in Shoreline, which had interior features included in the designation, but they had been removed by various owners over the years. Steen reiterated including interior features in landmark designations was not a common practice for a number of reasons. Lemay argued that while it may not be common for King County, it was common in Seattle and in other preservation circles. Adequate enforcement may be more of an issue with residential properties than with commercial or institutional buildings. She said it is hard to separate the interior features of the Chapel with its exterior design and purpose. Alsobrook agreed, stating the clearly relatable significance of the interior features to the overall resource. He said if the unique interior features were lost, the overall significance of the site would be compromised. Alsobrook then suggested limiting interior feature inclusion to the public spaces of the Chapel, including only the chancel and nave. Galuska commented that the interior features are intimately tied to the use of the building as a Chapel and wondered about the potential impact of use change in the future. He said the interior wood structural elements should be included.

DRAFT

Kralios agreed, citing SOI Standards 2 and 5, noting that the interior open volume is of paramount importance, as are the visible structural elements and interior woodwork in the chancel and nave. Tucker and Lake agreed with Alsobrook and Kralios. Lake stated that the interior features represent design and material associated with the era and use, removing them would negatively impact the association of the building.

Lake called for a motion on the proposal. Tucker moved to approve the nomination including all exterior features of the Chapel; interior features including scissor trusses, wood posts and trim, exposed wood purlins and roof sheathing, iron pendant light fixtures, interior cedar doors with chevron patterns and associated metal knobs and escutcheons, wall fiberboard, built-in cabinets with chevron patterned cedar doors, decorative chancel railing, wood wall screens enclosures at the chancel corners and the open volume; contributing site features include circulating paths, forested setting, south parking lot, and all land area within nominated boundaries shown on map with the following amendment: the south boundary line has been revised to exclude the area to the south of the contributing parking lot.

Clarification on motion process and what interior features to include continued. Lemay seconded the existing motion. Lake moved to amend the motion to add Criterion A1 for the Chapel's association with Seattle Naval Hospital during WWII and Criterion A3 as described in the designation report. Kralios moved to amend the motion to remove interior features in areas other than the nave and chancel, such as the wall fiberboard and the built-in cabinets. Discussion continued on how to clearly specify interior features. Kralios listed the interior features of the chancel and nave to be included: the scissor trusses, wood posts and trim, exposed wood purlins and roof decking, cedar doors with chevron patterns and associated hardware connect to the chancel and nave, decorative wood chancel railing and open volume of the space. Excluded are the fiberboard wall finishes and the built-in cabinets. Lemay includes the iron pendant light fixtures. Tucker includes the wood screen corner installations. Alsobrook noted its unusual to have an historic interior space as intact as exists in the Chapel, which is why discussion and specification of the interior features is important. Steen stated that there needed to be a vote on the amendments to the original motion, then the commission can vote on the motion itself.

Earley defined the boundaries as proposed in the nomination and amended as follows: a boundary line extending from the northwestern edge of the contributing parking lot following the same angle leading to the road at the southern boundary defines what is excluded from the designation boundary south of the Chapel. A revised map reflecting the revision of the southern corner will be included in the Findings of Fact. Lake called for a vote on the amendment to the motion.

Lemay/Earley moved to approve the amendment to the original motion. Motion passed 9-0.

Earley/Moore moved to approve the designation of the Naval Hospital Chapel as a Shoreline Landmark under Criterions A1 and A3 with the following boundaries and features of significance: the boundaries of the landmark are those proposed by the applicant and amended to exclude an area south of the contributing parking lot which extends from the northwest corner of the contributing parking lot toward the southwest where it intersects with the road; the features of significance include all exterior features as well as interior features of the nave and chancel including scissor trusses, associated wood posts and trim, exposed wood purlins and roof decking, cedar doors with chevron pattern and metal knobs and escutcheons connected to nave and chancel,

decorative chancel railing, decorative wood corner screens, iron pendant lighting fixtures, and the open volume; site features include circulating paths to the south and east of the Chapel, the forested setting, and all of the land area within the nominated boundaries. The motion passed 9-0.

PUBLIC COMMENT: Way said she hoped this was a good sign for the future of historic properties in Shoreline. Hubenthal stated that the commission has taken an action opposed to the requests of the building owner, and that exemptions of a handful of interior features and the limited revision of the southern boundary are of no value to DSHS.

ANNOUNCEMENTS: None

ADJOURN: The SLC adjourned at 7:33p.m.

DRAFT

Blue/Vinnedge moved to approve the eligible rehabilitation costs for the Glazier's Dry Goods building Special Valuation application as submitted, with a total amount of $423,904. The motion passed 7-0.

PUBLIC COMMENT: None

ADJOURN: The NBLC was adjourned at 6:00 pm.

Convene SHORELINE LANDMARKS COMMISSION

SPECIAL COMMISSIONER: Andy Galuska

CITY STAFF PRESENT: Cate Lee

GUESTS: Wendy DiPeso, Janet Way, Bob Hubenthal, Carrie Nelson, Vicki Stiles, Kenneth Hong, Steve Zenke, Lance Young, Richard Ellison, Patty Hale

PUBLIC HEARING – Request for Reconsideration, Naval Hospital Chapel landmark boundary decision

Chair Lake stated the reason for the hearing was to review a Request for Reconsideration of the eastern boundary of the Naval Hospital Chapel designation submitted by the building owner, DSHS. Lake outlined the public hearing meeting structure and order of procedure.

Steen gave a presentation on the background of the nomination process with regards to the Chapel and the legal framework for the Request for Reconsideration as part of the appeals process. She offered a description of the argument put forward by DSHS to justify reconsideration of the commission's decision and redraw the boundary. She then showed site photos keyed to a map and aerial photos with relevant measurements of the site and delineated what is within the commission's purview to consider at this hearing.

Lake invited the owner/applicant to present their argument for reconsideration of the eastern boundary of the designated site. Bob Hubenthal with DSHS thanked the commission. He then described the commission's discussion at prior hearings related to DSHS' interest in potentially developing an area north of and adjacent to the existing lower parking lot. He believes the initial intention of the commission in crafting a compromise on the eastern boundary was to exclude the north section to accommodate the DSHS' future plans, and the discussion became confused and excluded the southern section instead. Hubenthal introduced Kenneth Hong, with the Washington State Attorney General's Office, to speak on behalf of DSHS about the reconsideration request.

Hong detailed DSHS position with regard to the reconsideration request, noting the request was based on inconsistencies in the commissioner's discussion at the January meeting. He walked through specific comments made by commissioners during the deliberation period included in the request based on his analysis of the audio record of the hearing.

DRAFT

Lake thanked the applicants, then opened the floor to public comment, requesting those who wished to speak to please use the raised hand feature in the Zoom platform.

Janet Way, on behalf of the Shoreline Preservation Society who put forward the Naval Hospital Chapel nomination, spoke in opposition to revising the eastern boundary of the landmark site. They support the commission's decision at the January hearing, and believe the designation should be determined based on what is important for the landmark and not the future plans of the owner. Way referenced recent tree cutting on the Chapel site. She said the 60' wide northern section now under consideration for removal from the landmark boundaries contains important native forest growth.

Steve Zenke, with TreePac, spoke in opposition to revising the eastern boundary, citing the importance of the habitat on the Chapel landmark site. He believes the landscape which includes Pacific Madrone, Western Red Cedar and Douglas Fir, was in place at the time of the Chapel's construction and makes the site unique, and he believes it should be protected. He noted there are other areas that DSHS could expand parking.

Lance Young spoke in opposition to revising the eastern boundary. Young said the commission recognized the importance of setting to the feeling of the Chapel in its designation. He contends that maintaining the landmark designation over this part of the site would allow for additional outside review of any development there in the future. There are other parking lots on the campus which are often not fully utilized.

Victoria Stiles, Executive Director of the Shoreline Historical Museum, spoke in opposition to revising the eastern boundary. She noted that forested setting is an important part of the Chapel's significance. Stiles attended the January hearing, and while agreeing that there was some confusion during the commission's deliberation, contends that the commissioners were careful and thorough in their deliberation and final decision.

Richard Ellison spoke in opposition to revising the eastern boundary. He contends the plants within the site are unique, particularly the young and healthy Pacific Madrones, and the area DSHS wishes to remove is acting as a buffer protecting the trees and landscape closer to the Chapel. He believes the whole Chapel area's habitat should be restored.

Wendy DiPeso spoke in opposition to revising the eastern boundary. She noted there was some confusion during the commissioner deliberation, but believes the commission made the right choice in defining the site how they did. The northern area being reconsidered is much closer to the Chapel, and she believes a parking lot there would be visible from the Chapel building. She asked what the priorities are with this site, and reiterated that if the boundaries remain as designated, DSHS can go through the design review process if/when they need additional parking on the campus. DiPeso also contends that DSHS cherry-picked the commissioner's comments at the January hearing to make their argument for reconsideration. She also referenced the recent tree cutting on the site.

Maralyn Chase, a local resident, spoke in opposition to revising the eastern boundary. She contends that possible future development is not a strong argument for excluding a portion of the

site. She agrees with comments made by other members of the public on the importance of the trees to the character of the Chapel site.

Carrie Nelson, representing DNR (landowner), addressed the public comments related to trees recently cut on the site, stating they were identified as hazard trees by DNR foresters. Trees are not removed arbitrarily by DNR, and those which were cut down were left in place to contribute to the habitat of the site. Nelson also noted DNR's support of DSHS request for reconsideration, though they did not sign on as one of the applicants in the request.

Lake asked if any other members of the public wished to speak. Hearing none, she asked if there were any closing comments by members of the public who had spoken.

Steve Zenke said he disagreed with Nelson's characterization of the trees removed as hazardous. He also said the issue is encroachment into the area surrounding the Chapel which he believes would affect the character of the historic site. DSHS could come before the commission with any future development plans.

Lance Young reiterated his support for the original designation decision. He thinks a more environmentally conscious solution would be more appropriate.

Janet Way reiterated her support for the boundaries as designated, reciting a Joni Mitchell quote. She said the commission made a brave decision that is worth defending. The forest is protecting the Chapel and the environment as a whole.

Wendy DiPeso said they are trying to protect a sanctuary created for people who had experienced war. She said the commission carefully considered significant features in their deliberation and encourages the commission to take a stand to maintain the designation boundaries.

Richard Ellison said if a section was removed from the protected site, they would not have the opportunity to develop a restoration plan for the area.

Lake thanked the public for their comments and invited the applicants to make closing comments.

Bob Hubenthal noted that DSHS has been a good steward of the Chapel over the last 60 years. He found it unusual the commission would proceed with a landmark designation over the objections of the property owners and appreciates the commission's efforts to find a middle ground at the January hearing. DSHS submitted the request for reconsideration based on inconsistencies during that deliberation, and he believes what was discussed in terms of the eastern boundary was not what was ultimately approved. A compromise was intended, he contends, but the end result was of no value to DSHS.

Kenneth Hong also spoke, noting the issue up for consideration at this hearing is whether the deliberations and the end result were consistent. He suggested the commission review the discussion details, saying it's clear there was some confusion during the commission deliberation.

Chair Lake invited the commissioners to ask questions of staff or the applicant.

Commissioner Blue thanked members of the public for their comments and reminded the public that the commission's authority does not extend to habitat protection or include environmental considerations in decisions. From a legal standpoint it would be inappropriate for the commission to consider environmental concerns in its decision-making beyond associated historic setting. Blue said the commission's role is to evaluate the extent to which the proposed boundary change would actually compromise the forest setting of the Chapel itself.

Blue then reported on her site visit, noting commissioners and staff spent a good amount of time walking the site to assess impacts of a boundary revision on the setting from the perspective of the Chapel building. She said they paid specific attention to how removing trees from the lower north section, an area which already had a number of downed trees, would affect the canopy as viewed from the Chapel. Blue thought the buffer would not be overly compromised by the removal of the northern section. She says the setting near the Chapel maintains its intended feeling of serenity as there are still a significant number of trees between the Chapel and the road which will remain. In her opinion, revising the boundaries would not compromise the integrity of the site.

Lake asked Steen to display the site visit photographs. Lake narrated her observations through the site views, specifically noting the visual distance between the revised boundary and the Chapel. Earley asked if the commissioners who visited the site reviewed the southern sections proposed to be re-included in the boundary. Lake said not specifically, noting it was forested. Blue stated it was farther from the Chapel building, and they were focused on looking at the northern boundary change in relation to the Chapel. Steen showed photos of the section south of the lower parking lot, explaining how the road curves up toward the Chapel bounding the site. Lake said the northern section was flatter than she expected and the steep hill to the south starts at the 60' line (the existing parking lot.) Steen further explained the topography of the site through site photos. Blue also noted that the flat northern area is less forested in general, especially near the existing parking lot. She thought the topography would help protect the viewshed from the Chapel.

Lake closed the public comment section and opened commissioner deliberation. Earley said it seemed like the issues under discussion included whether revising the boundary impacts the historic setting and whether the decision made by the commission at the January hearing was based on incorrect information or misunderstanding. With regard to the January decision, Earley believes that by the time the motion was made all commissioners understood pretty clearly that the northern was being included and the southern portion excluded. She said that while the discussion itself had some points of confusion; at the end of deliberation she was clear about what she was voting for in terms of the final boundary determination.

Blue said she wasn't in the January meeting, but after weighing the impact of the boundary change on the Chapel, she said she would approve a boundary change. Kralios and Earley clarified that Blue would be comfortable revising the boundary as requested, and Blue said she was. Earley said she would like to have more information on the southern section, to assess whether it should be re-included. Blue said that when touring the site, they had discussed whether continuing the 60' line south (following the top line of the lower parking lot) would actually impact the site. Lake said that the southern forested section is not at all visible from the Chapel site and is only seen from the road on the hill. Earley asked Steen to display the requested boundary. Steen also clarified that the reason she didn't photograph the southern section during their site visit is because they were

DRAFT

focusing on impact to the Chapel, and she didn't believe the southern section would have a significant direct impact on the Chapel building either way.

Kralios recalled that the initial request from DSHS was a straight line through the site (along the top line of the lower parking lot.) He went on to say that at the January hearing he had pointed out that the Chapel sits 15-20' higher topographically, that its removed both horizontally and vertically from the lower area around the existing parking lot. It had a decent buffer around it already. He said that landscape was a difficult issue because of its potential transience, so he believes vegetation is less critical than the actual land area around the Chapel. Lake noted that a consistent issue with this nomination has been that there are no clearly defined boundaries to the site.

Blue asked the commission in general if they believed excluding the northern section would impact the setting of the Chapel. Alsobrook said he wanted clear coordinates from the site plan read into the record as part of the motion so there is no lingering doubt on the boundaries. Alsobrook took issue with the applicants' assertion that he did not understand what was being voted on at the January hearing, and has decided to abstain from voting on the matter due to negative feelings toward the applicant for what Alsobrook perceives to be a personal attack on him.

Moore recalled that a clear boundary delineation was requested in the November hearing. Earley said yes it was, so coordinates were included in the landmark designation map at the January hearing, but not read in as part of the motion. Earley said that based on the photographs, she believes removing the 60' northern section would cause enough of a difference in the forested area to impact the Chapel. Moore agreed.

Kralios asked staff if development occurred adjacent to the site, would that come before the landmarks commission or KCHPP staff. Steen said that if the development was outside the designated boundaries, it would not come before her or the commission for review. Todd Scott said any Section 106 review goes to City of Shoreline, and King County staff only comments if asked to by the city. Earley noted that not every action would fall under Section 106 cultural resource review anyway. Scott said that in the end the Chapel and its context is the focus, so the question before the commission is to determine what the critical area is around the Chapel that is necessary to maintain its context.

Lake said she also clearly understood what she was voting on at the January hearing. But having walked the site, she doesn't feel that removing the flat section would change the feeling of the Chapel. Scott noted that Fircrest is a large, evolving campus, and additional development is to be expected. Kralios said that given the proximity of the Chapel to the north, development there would have a greater impact on the Chapel than it would in the area below it, especially with the elevation distance. He thinks the remaining buffer is enough to support a boundary revision.

Discussion continued on what coordinates had been submitted and how to include them in a motion. Steen reminded the commission that a motion can be made, discussed and voted on, even if there were competing views on the appropriate approach. Kralios asked for the revised boundary map to be displayed. Alsobrook reviewed each coordinate on the map. Discussion continued on

DRAFT

how to clearly record the eastern boundary, with agreement that a final coordinated map would be needed to approve the boundary revision.

Galuska said he thought removing area under consideration would have little impact on the context of the Chapel but asked for clarification on what parameters the commission was using to make a determination. He asked if they were limited to only assessing the reconsideration request – in effect determining the earlier decision was a mistake – or could they revise the boundary based on their general understanding of its impact to the Chapel context. Earley clarified his question. Steen answered that unlike for appeals before a Hearings Examiner, both elements were part of the commission deliberation in this hearing, and the commission could move on both or each as separate considerations.

Blue stated that before the commission can make an effective motion, they will need an exact map (with GPS coordinates) which clearly defines the final boundaries. Discussion continued on what coordinates were included in previous maps.

Scott said one option was for the commission to approve a preliminary determination on the revised boundary, then schedule a final approval after DSHS submits a map keyed with lat/long and UTM coordinates. That way the applicants and public will have a sense of where the commission is heading on its determination and leave only an approval hearing necessary to finalize the designation. Discussion continued on how best to approach managing a clear preliminary determination with later approval.

Blue/Kralios moves to approve a preliminary determination to revise the eastern landmark boundary of the Naval Hospital Chapel [to exclude the northeast portion and include the southeast portion] as proposed by DSHS at today's meeting, with a stipulation that DSHS provide a clear map with coordinates included for final approval at the April 22nd landmarks commission meeting. The motion passes 4-2, with one abstention.

PUBLIC COMMENT: None

ANNOUNCEMENTS: None

ADJOURN: The SLC adjourned at 8:01 p.m.

DRAFT

KING COUNTY LANDMARKS COMMISSION
MEETING MINUTES*

April 22, 2021
Zoom (Call-in) Conference
Seattle, Washington
(Approved XX/XX/2021)

COMMISSIONERS PRESENT: Cristy Lake, Chair; Caroline Lemay, Vice-Chair; Ella Moore, Candace Tucker, Dean Kralios, Adam Alsobrook, Amy Blue, Tanya Woo

COMMISSIONERS EXCUSED: Amber Earley

STAFF PRESENT: Sarah Steen, Jennifer Meisner, Todd Scott

GUESTS: None

CALL TO ORDER: Lake called the meeting to order at 4:35pm. Introductions of commissioners and staff were made, and the Chair detailed the structure of the hearing.

Convene SHORELINE LANDMARKS COMMISSION

SPECIAL COMMISSIONER: Andy Galuska *(absent)*

CITY STAFF PRESENT: Cate Lee

GUESTS: Wendy DiPeso, Janet Way, Bob Hubenthal, Lance Young

OTHER BUSINESS - Naval Hospital Chapel landmark boundary map review

EXECUTIVE SESSION: Chair Lake called a 10-minute executive session. Members of the public were placed into the Zoom waiting room for the duration of the executive session, then invited back into the landmarks commission meeting at the session's conclusion.

Following the executive session, Steen gave a brief synopsis of the nomination process with regards to the Naval Hospital Chapel, detailing multiple hearings and boundary discussions. Steen then delineated the remaining commission action of reviewing the final landmark boundary map according to what was conditioned in the preliminary determination issued at the March 25th hearing.

Lake invited the commissioners to deliberate on the boundary map submitted by DSHS, requesting that commissioners absent from the March 25th hearing either state that they reviewed all the hearing records from that meeting or abstain from voting on the final map. Lemay, Woo and Tucker stated that they were abstaining from voting.

Kralios noted that this meeting's discussion was not changing or affecting the earlier decision regarding the Chapel designation, and that the focus is on the final boundaries. Lake asked if commissioners thought the submitted map met the requirements set out in the preliminary

determination. Multiple commissioners stated their agreement that it did. Lake then asked for motion.

Blue/Kralios moved to approve the landmark boundaries for the Naval Hospital Chapel as described in the preliminary determination dated April 29, 2021 and as depicted in Attachment B of said determination. The motion passed 4-1, with 3 abstentions.

PUBLIC COMMENT:

Janet Way, president of the Shoreline Preservation Society, spoke to express opposition to the commission's final boundary determination of the Naval Hospital Chapel. Way stated that she believed the requirements for the boundary reconsideration had not been met by DSHS, and information contained in the Fircrest Master Plan and the Governor's Executive Order 21-02 should have been considered in their decision.

Wendy DiPeso, resident of Shoreline, expressed her opposition to the final boundary decision. She believed the public didn't fully understand the appropriate process to submit information, and as a result, information she believed important wasn't included in the prior hearing record. She also believed that the public did not receive adequate opportunity to rebut DSHS's boundary reconsideration argument. She believes DSHS withheld critical information, and their stated need for additional parking was groundless.

Lance Young, resident of Shoreline, expressed his opposition to the final boundary decision, speaking as an advocate for the original landmark boundaries of the Chapel. He believes the commission heard DSHS request for boundary amendment at its meeting in November, and initially rejected that request. He also commented on the campus master plan, noting it does not call out a need for an additional parking lot, expressing concern there are now no external controls on that section of the campus adjacent the Chapel site.

ANNOUNCEMENTS: None

ADJOURN: The SLC adjourned at 5:07 p.m.

Convene KING COUNTY LANDMARKS COMMISSION

APPROVAL OF MINUTES: Lake asked for any changes/corrections to the February 25th and March 25th meeting minutes. Hearing none, she called for two motions.

Kralios/Lemay moved to approve the February 25, 2021 meeting minutes of the King County Landmarks Commission. The motion passed 7-0, with Commissioner Blue abstaining.

Kralios/Moore moved to approve the March 25, 2021 meeting minutes of the King County Landmarks Commission. The motion passed 5-0, with Commissioners Tucker, Lemay and Woo abstaining.

PUBLIC COMMENT: None

DRAFT

Attachment F -
Landmarks Commission decision after granting reconsideration

SHORELINE HISTORIC PRESERVATION PROGRAM
c/o King County Historic Preservation Program
Department of Natural Resources & Parks
201 S. Jackson, Suite 500, Seattle, WA 98104

SHORELINE LANDMARKS COMMISSION

FINDINGS OF FACT AND DECISION

Naval Hospital Chapel

SUMMARY

The Shoreline Landmarks Commission (Commission) designates the Naval Hospital Chapel, located at 1902 NE 150th Street, Shoreline, Washington, a Shoreline Landmark.

Property Description: A 2.6-acre area including and surrounding the Chapel building within legal parcel 162604-9010 (*see attached map*).

Public Hearing Record: The Commission held a public hearing on the nomination of the Naval Hospital Chapel on November 19, 2020, continuing the hearing on January 28, 2021. Both the hearing and its continuation were held as Zoom Conference virtual meetings. The landmark registration form; a boundary map delineating the boundaries of the nominated property; photographs and site plans; (29) public comment letters as well as statements from the property owners were submitted to commissioners prior to the meeting. A staff recommendation was presented at the hearing. Representatives from DSHS and DNR (property owners) were present and testified in opposition to landmark nomination as proposed. Community members were present at the hearing and continuation and testified in support of the designation.

Following the January designation hearing, DSHS, the building owner, submitted a Request for Reconsideration to the Shoreline Landmarks Commission to revise the eastern boundary to include a section south of the contributing lower parking lot and exclude a 60' x 260' section north of the lower parking lot. A public hearing was scheduled for March 25, 2021 to review DSHS petition.

During the March 25th Shoreline landmarks commission hearing to consider the boundary revision request, staff offered an overview of prior hearing decisions and outlined the discussion parameters. The applicant then presented their argument in support of the request. Members of the community who had supported the landmark designation submitted letters, which were sent to landmarks commissioners before the meeting, and/or spoke in opposition to the boundary revision requested by DSHS. Two commissioners who had toured the Chapel site also reported their observations during the hearing.

After hearing the staff report, the owner/applicant's argument, reports from the site visit and taking public comment, the Shoreline landmarks commission determined that revising the eastern boundary to exclude the proposed 60'x 260' section would not have a significant adverse impact on the integrity and character of the Chapel setting, and voted to approve the reconsideration request 4-2, with one abstention. Because DSHS had not submitted a site map with clear

coordinates marking landmark boundaries in time for the March hearing, a Preliminary Determination was issued with a stipulation that DSHS would submit a map for final commission approval at the April 22, 2021 meeting. The final Naval Hospital Chapel boundary map was approved on April 22, 2021 by a 4-1 vote, with 3 abstentions.

The Commission made the following findings in support of its decision:

FINDINGS

1. The Naval Hospital Chapel was designated as a City of Shoreline Landmark under **Criterion A1** for its association with the development and use of the Seattle Naval Hospital during WWII. The Naval Hospital Chapel was also found significant under **Criterion A3** as a distinctive and well-executed example of Tudor Revival design, which was one of the architectural styles utilized frequently for military buildings between 1900 and 1945.

2. The Puget Sound area has had a number of naval hospital facilities since the first naval hospital was established in 1891 at Puget Sound Naval Shipyard (PSNS) in Bremerton. As the Navy's presence expanded in Western Washington, additional facilities were added, both at the Bremerton shipyard and elsewhere around Puget Sound. When the U.S. entered World War II, it was clear there was a severe shortage of hospital beds for the navy to support the wounded and injured from the Pacific War. The Navy found a location for a new hospital facility on a 165-acre site in Shoreline and construction began on the Seattle Naval Hospital in March 1942.

3. The Chaplain Corps of the Navy expanded during the World War II era, reflecting the rapid growth of the navy itself. Between 1942 and 1945, 83 Navy chapels were authorized for construction, the Seattle Naval Hospital (SNH) among them. Built in 1944, the SNH Chapel was the first Interdenominational Chapel constructed at a naval hospital.

4. With original conceptual designs by the Austin Company of Cleveland, Ohio, the 13th Naval District Public Works Department (Public Works) completed the design of the chapel, converting schematic design drawings into construction drawings. Public Works designed all of the structural and finish details and elements within the building.

5. Cruciform in plan, the interior layout of the Chapel consists of a central nave flanked by narrow aisles leading to a chancel and altar at the east end, with flanking chaplain office and prayer chapel. A tall tapered spire rises from the ridgeline above the chancel on a short shingle clad steeple. Chapel walls are load bearing brick masonry, wood shakes clad the roof. Windows are leaded, multi-pane, with a round, stained glass window in the east gable. Raised chord scissor trusses span the nave and chancel. Stained wood and painted plaster define the interior wall and millwork finishes, with iron pendant light fixtures throughout the nave and chancel. The Chapel is integrated with its forested setting, which was cultivated as an important element of its design.

6. Shoreline is located in northwestern King County. Steep bluffs along the Puget Sound shore and forested rolling uplands, combined with a lack of soils well suited for farming, delayed development of Shoreline in comparison with the more readily accessible river valleys of King County. Donation land claims were made in Shoreline as early as 1872. However, early Euro-American settlement in Shoreline concentrated primarily in the Richmond Beach area. Richmond Beach was accessible by boat, which enabled easier travel in and out of the community than the often-impassable wagon road which ran between Seattle and Everett.

7. The Seattle and Montana Railroad (financed by the Great Northern) was completed over Stevens Pass to Everett and south to Richmond Beach in 1891. In 1893, the line reached Seattle. Serving a flag stop station at Richmond Beach, the railroad had a significant impact on local development, allowing the more convenient transport of local agricultural produce, providing employment, and bringing new people into the area. In the early 1900s, Shoreline remained thinly settled. Travel in

the area was difficult, and the region did not have the soils or transportation links to attract large-scale agriculture or resource-based industries (other than logging) which were spurring growth in other parts of King County. The 1910s and 1920s were times of great change, however. Between the extension of the Interurban Rail line into Shoreline in 1906 and the onset of the Great Depression in 1929, new transportation networks linking Shoreline to Seattle and population pushing north from Seattle spurred development. Middle-and-upper class Seattle residents looked to the north end as a semi-rural retreat from the city, while less affluent residents sought relatively inexpensive land or rental housing in the area.

8. World War II had a significant social impact on Shoreline. Residents left to serve in the armed forces or took jobs in war-related industries. The war brought a halt to suburban expansion, by restrictions on the use of building materials and because of strict rationing of gasoline and tires, which were essential to would-be commuters. Temporary watch towers were built throughout the district, which were staffed by local volunteers who scanned the skies for enemy aircraft. In anticipation of the arrival of wounded sailors from the Pacific Theater arriving back in the Seattle area, the Navy constructed the Fircrest Naval Hospital in Shoreline in 1942. The hospital grew quickly, housing over 2000 soldiers and 600 staff people at its peak in 1945.

9. After the war ended, Shoreline developed significantly as a residential suburb. Between 1942 and 1950, 9,000 new houses were constructed, and school enrollment increased 96 percent. As the area's population grew, residents and businesses pushed for a larger community identity to tie the scattered areas together. "Shoreline" was selected as the name for the community in 1949 and the city was incorporated in 1995. The completion of the north–south running Interstate 5 in 1964 established commercial patterns in the area that remain today.

10. After World War II ended, the U.S. Navy's need for the Seattle Naval Hospital campus dwindled. In February 1947, the Secretary of the Navy James Forrestal ordered the closure of hospital. By May 1947, the medical director of nearby Firland Sanatorium and the tuberculosis control director with the Washington State Health Department petitioned the Navy Department and Washington's congressional delegation to reuse the hospital for tuberculosis patients. Later that year over 400 tuberculosis patients were transferred to SNH and the campus became the (new) Firland Sanitorium. In 1959, another institution moved onto the hospital grounds, Fircrest School (Fircrest Residential Habilitation Center) and remains in operation. The school for developmentally disabled citizens, operated by the Washington State Department of Social and Health Services (DSHS), moved onto one section of the property, divided from Firland by a fence. In 1962, 85 acres of the former naval hospital grounds were redeveloped for the new Shorecrest High School. Fircrest School continues to utilize the remaining portions of the former naval hospital grounds, grounds which include the chapel.

11. The Naval Hospital Chapel retains a high level of integrity and original visual character. While changes have occurred at the SNH site as it has been adaptively reused for other public purposes, many significant structures remain, including wards, staff residences, recreation facilities, and the chapel building.

12. The Naval Hospital Chapel possess integrity of:
    a. *Location*, because the building remains in its original location within the campus of Seattle Naval Hospital.
    b. *Design*, because the building reflects the Tudor-Revival style used for military buildings during this period, exemplified by patterned masonry, multiple exterior materials, steeply pitched roof, dominant cross-gables, large chimneys, entry porticos and tall, narrow, multi-lite windows.
    c. *Setting*, because the surrounding campus still retains significant features from its historic period, and the immediate site remains forested
    d. *Materials*, because the type and configuration of physical materials used in the building,

though repaired and structurally augmented, has not changed from its historic period

e. Workmanship, because the building expresses the Military-standard craftsmanship for this type of mid-21st century religious structure;
f. *Feeling*, because overall the physical features of the building conveys its historic character and use as WWII-era military chapel; and
g. *Association*, because the building has a documented link to the historic context as described in the landmark registration form including a strong association with the WWII-era development of the naval hospital and Shoreline area.

13. The landmark boundary encompasses the chapel building; directly associated walkways; the curvilinear driveway servicing the building; the hillside descending to and including the associated lower parking area; the immediate landscape and the forest setting that are integral to the siting and experience of the building. This includes a 2.6-acre total area.

14. The Landmark Registration Form for the Naval Hospital Chapel provides additional contextual information to support the above-stated findings.

MINUTES AND EXHIBITS

The following exhibits are part of the record:

Exhibit No. 1: Shoreline Landmark Registration Form, *Naval Hospital Chapel (September 2020)*
Exhibit No. 2: Boundary Map/Site map
Exhibit No. 3: Photographs
Exhibit No. 4: Staff public hearing presentation materials and recommendation report; applicant presentation materials *(November 19, 2020; January 28, 2021; March 25, 2021; April 22, 2021)*
Exhibit No. 5: Public comment letters and property owners' comment letters submitted to the commission prior to the public hearing(s)
Exhibit No. 6: November 19, 2020; January 28, 2021; March 25, 2021; April 22, 2021 public hearing minutes and audio recordings

All exhibits are on file in the King County Historic Preservation Program office, 201 S. Jackson, Suite 500, Seattle, WA.

DECISION

At its March 25, 2021 meeting the Shoreline Landmarks Commission approved a motion to designate the Naval Hospital Chapel as a Shoreline landmark based on the above findings.

Boundaries of Significance: A defined 2.6-acre area surrounding the Chapel within legal parcel 162604-9010. The designated property is bounded by private campus roadways to the north and south. A straight line through forested area delineates the western boundary. The eastern boundary follows the private campus road from the southern boundary of the site to the northern side of the lower contributing parking lot. From the northernmost tip of the parking lot a straight line runs 262' to the northern boundary road. UTM coordinates defining the area of designation are shown on the attached site map.

Features of Significance: All exterior elements of the Chapel; interior volume of the chancel and nave; interior features of the chancel and nave including the scissor trusses and associated wood posts and wood trim, exposed wood purlins and roof sheathing, iron pendant lighting fixtures, interior doors connected to the chancel and nave with chevron pattern v-groove cedar boards and associated hardware, decorative wood chancel railing, wood wall screen enclosures at the outer chancel corners; exterior site features including the circulation paths to the south and east of the Chapel, the associated south parking area, forested setting and all of the land area within the designated boundaries (*see attached map*).

PROTECTION MEASURES

Controls: No feature of significance may be altered, nor may any new construction take place within the designated boundaries, without first obtaining a Certificate of Appropriateness from the Shoreline Landmarks Commission pursuant to the provisions of Shoreline Municipal Code 15.20.025. The following exclusions are allowed:

1. In-kind maintenance and repair
2. Routine landscape maintenance
3. Emergency repair work

INCENTIVES

The following incentives are available to the property owner:

1. Eligibility to apply for funding for property rehabilitation/restoration (as available) through the Shoreline Landmarks Commission and 4Culture
2. Eligibility for technical assistance from the Shoreline Landmarks Commission and King County HPP staff
3. Eligibility for historic site marker
4. Eligibility for special tax programs (as available) through King County

Decision made January 28, 2021
Findings of Fact and Decision issued February 2, 2021
Petition for Reconsideration Hearing March 25, 2021
Revised Findings of Fact and Decision issued April 26, 2021

SHORELINE LANDMARKS COMMISSION

Crystal L Lake

Cristy Lake, Chair

April 22, 2021
Date

TRANSMITTED this 26th day of April 2021 to the following parties and interested persons:

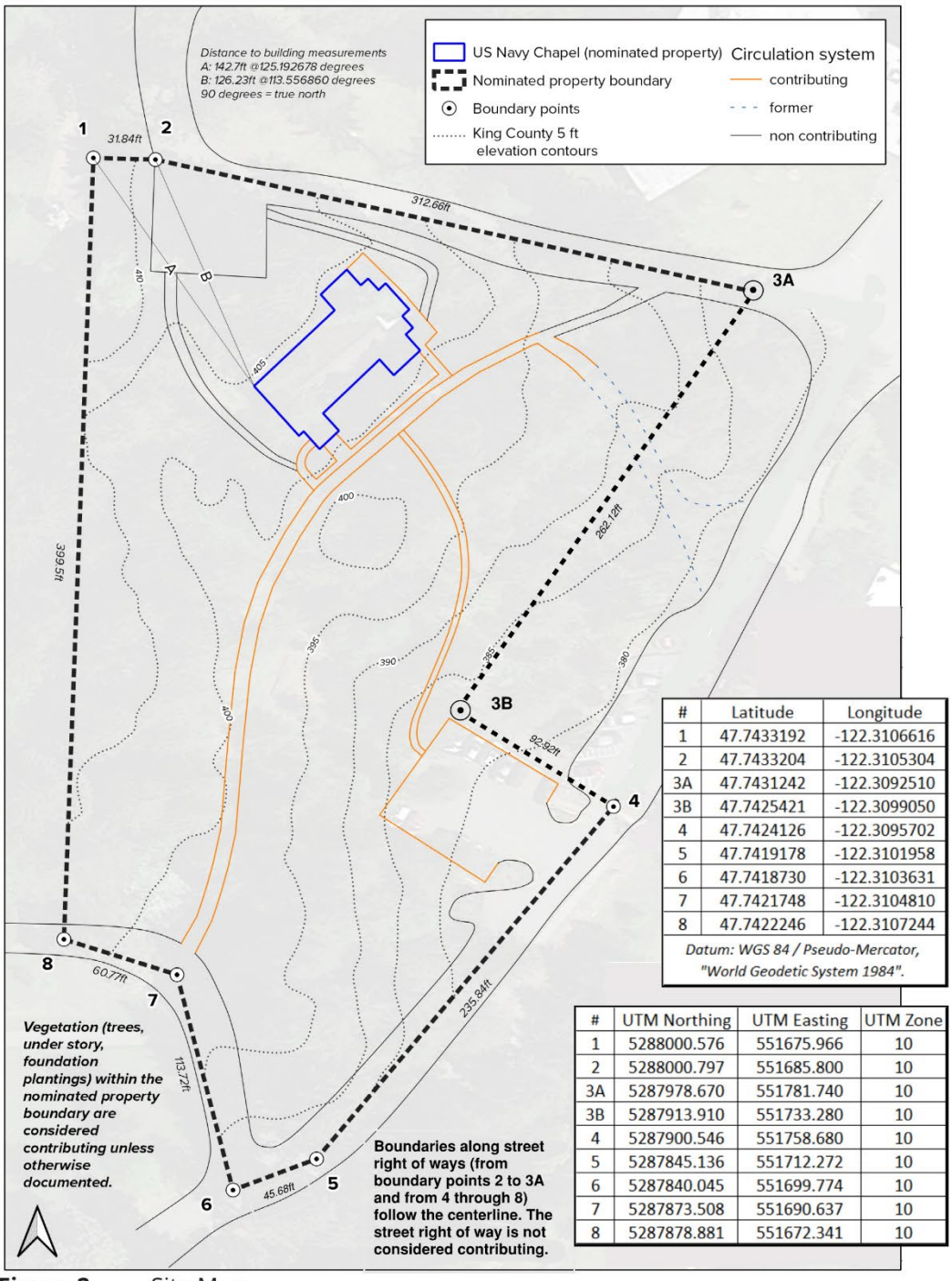
Bob Hubenthal, Washington State Dept of Social and Health Services, owner
Kari Fagerness, Washington State Dept of Natural Resources, owner
Carrie Nelson, Washington State Dept of Natural Resources, owner
Janet Way, Shoreline Preservation Society, applicant
Spencer Howard and Katie Pratt, Northwest Vernacular
The Honorable Rod Dembowski, King County Councilmember, District 1
Mayor Will Hall, City of Shoreline
Cate Lee, City of Shoreline
Cristy Lake, Chair, Shoreline Landmarks Commission
Sally Soriano

Kris Barrows
LeeAnne Beres
Jean Hilde
Allan Brookes
Maralyn Chase
Ruth Danner
Saskia Davis
Wendy DiPeso
Carl Larson
Patricia Hale
Kathleen Russell
Jan Steward
Lael White
Eugenia Woo
Maryn Wynne
Charles Moore
Lance Young
Erling Ask

NOTICE OF RIGHT TO APPEAL OR RECONSIDER

Appeal. Any person aggrieved by a decision of the Shoreline Landmarks Commission designating or rejecting a nomination of a landmark may, within 35 calendar days of mailing of notice of the action, appeal the decision to the Shoreline City Council. Written notice of appeal shall be filed with the Historic Preservation Officer and the City Clerk and shall be accompanied by a statement setting forth the grounds of the appeal, supporting documents and argument. (KCC 20.62.110 A, as adopted by reference in SMC 15.20.025)

Reconsideration. Any person aggrieved by a decision of the Shoreline Landmarks Commission designating or rejecting a nomination for designation of a landmark may, within 20 calendar days of mailing of notice of the decision, petition the Commission for reconsideration on the grounds the decision was based on 1) error or omissions of fact; or, 2) that new information bearing on the decision, and not reasonable available to the Commission at the time of the decision, is available. The written petition must be filed with the Historic Preservation Officer and must be accompanied by 1) a statement setting forth the grounds for the petition; and, 2) any supporting documents. Within 70 calendar days of a petition for reconsideration, the Commission shall review the record, and may, at its discretion, render a revised decision. The Commission may, at its discretion, hold another public hearing on the landmark nomination.



#	Latitude	Longitude
1	47.7433192	-122.3106616
2	47.7433204	-122.3105304
3A	47.7431242	-122.3092510
3B	47.7425421	-122.3099050
4	47.7424126	-122.3095702
5	47.7419178	-122.3101958
6	47.7418730	-122.3103631
7	47.7421748	-122.3104810
8	47.7422246	-122.3107244

Datum: WGS 84 / Pseudo-Mercator, "World Geodetic System 1984".

#	UTM Northing	UTM Easting	UTM Zone
1	5288000.576	551675.966	10
2	5288000.797	551685.800	10
3A	5287978.670	551781.740	10
3B	5287913.910	551733.280	10
4	5287900.546	551758.680	10
5	5287845.136	551712.272	10
6	5287840.045	551699.774	10
7	5287873.508	551690.637	10
8	5287878.881	551672.341	10

Figure 2. Site Map

This map shows the nominated property and identifies contributing resources within the boundary.

BEFORE THE SHORELINE CITY COUNCIL

In Re: Appeal by SHORELINE PRESERVATION SOCIETY of Decision Re Naval Hospital Chapel	APPELLANT SHORELINE PRESERVATION SOCIETY'S OPENING BRIEF

INTRODUCTION

The Shoreline Preservation Society (SPS) is pleased to present this Opening Brief to Shoreline City Council on our Appeal of the Shoreline Landmarks Commission's decision on the Department of Social and Health Services' (DSHS) Motion for Reconsideration.

First, we want to express the pride we felt about the landmarking of the Historic Shoreline Naval Hospital Chapel, its beautiful interior and its surrounding 2.7 acres of native forest designation of this landmark. This pride and enthusiasm was shared by the members of the Shoreline Landmarks Commission at their January hearing. There was a celebratory and joyful expression of appreciation by the Commission recognizing this extraordinary historical asset from the WW II era right here in Shoreline.

As the Shoreline Historical Museum Director, Victoria Stiles stated, "The Naval Hospital Chapel is a really important physical [evidence of Shoreline's contribution to the World War II History.] Its significance of place really cannot be emphasized enough.... the physical nature, the setting, will never be able to be replaced.... Keep it as intact as possible."

Hearing recording January 28th 0:56:30 – 0:57:45.

Unfortunately, it became clear during the reconsideration hearings that the DSHS Representative Mr. Bob Hubenthal, Assistant Director of Capital Facilities did not hold the historical significance of this Landmark in the same regard, nor were they enthusiastic about any additional regulations on what they could do with this property as seen in the statement below. At first, the DSHS representative was supportive of the landmarking nomination. But his position altered several times throughout the process.

During the January 28th Landmarks Commission meeting, Mr. Hubenthal made the following statement:

> "While I have no specific plans to do so in the future, I would not want to tie up or to add additional regulatory requirements for us to meet the needs of our staff and our clients on the campus, … Um the revised nomination as presented maintains the exterior features of the chapel, it does not incorporate the DSHS request to narrow the site of the property, and it adds interior features that we have reviewed and are not in favor of including, because we believe it is an overreach… um… and adds regulatory requirements, that I simply think it is an overreach. Again, no plans to modify inside or outside…. May want to do something…I'm making stuff up a little bit but recognizing that our clients have little capacity for recognizing a higher power, the building may be better suited at some point as a visitor center, social center and I would not want to be limited by what we could do in the building."

Hearing Recording: 46:36-48:48 (emphasis added).

As context for the remainder of this brief, a good starting place for the Council members would be to watch the short video presentation of a walkabout at the Chapel we filmed and presented at our November hearing (**Exhibit No. 1 Video Walkabout the Chapel)** and review the provided map (**Exhibit No. 3 page 7)** with the northeast corner removed from the Landmark allocation. They give you a sense of the relationship of the Chapel to its forest setting.

ARGUMENT

Issue Statement #1

Did the Shoreline Landmark Commission err in granting the Motion for Reconsideration filed by the Washington State Department of Health and Human Services (DSHS) because it did not apply the proper legal standard for a Motion for Reconsideration?

The Shoreline Landmarks Commission erred because it did not apply the proper legal standard for a motion for reconsideration for its decision. The legal standard for granting a motion for reconsideration of a landmark designation requires that the movant demonstrate either that (1) the original decision was based on errors or omissions of fact or (2) if there is new information bearing on the decision that was not reasonably available to the petitioner at the time of the original decision. **Exhibit No. 2 (Rules and Procedures of the City of Shoreline Landmarks Commission section IX 2).** Per the rules for "Reconsideration by the Commission," DSHS demonstrated neither requirement.

It's obvious from review of the record and decision that the Commission did not apply this legal standard to its decision. Despite DSHS claims to the contrary, the Commission stated unequivocally and for the record that they knew what they were voting on at the January 28th meeting. Please see the quotes provided on pages three through six of the Argument that we filed with our Appeal submitted May 31st that demonstrate the commissioners concluded there were no errors or omissions of fact with the first decision. The Commission confirmed officially on the record that the first criteria for reconsideration had not been met.

Regarding the second requirement, DSHS did not present any new information bearing on the decision that was not reasonably available to the petitioner at the time of the original decision. As cited in our appeal on page 7; during the April 22nd hearing when Commissioner Andy Galuska asked for "new" evidence the other Commissioners ignored his question. The Commission

apparently recognized that this criterion had not been met either. The Landmarks Commission erred in granting the Motion for Reconsideration when there was no basis to do so.

Instead of applying the standard for reconsideration, the Commission approved the motion because the Commission "determined that revising the eastern boundary to exclude the proposed "60' X 260'" section would not have a significant adverse impact on the integrity and character of the Chapel setting." **Exhibit No. 3 (Shoreline Landmarks Commission Findings of Fact and Decision Naval Hospital Chapel Summary (Revised) page one paragraph 6).** *(The Commission referred to the proposed section as being "60' X 240'." Both measurements are in error as discussed under Issue statement # 3)*

The use of **"significant adverse impact"** as a legal standard in this context is error. That is the legal standard for a threshold determination under the Washington State Environmental Policy Act (SEPA), RCW 43.21C.030, not for a landmark designation, much less a motion for reconsideration. The Commission cannot approve a motion for reconsideration based on this SEPA legal standard. Even if the door was opened for an entirely new landmark decision, the standard for designation of a landmark is not 'significant adverse impacts," but rather it is the criteria that are summarized in KCC 20.60.040. The landmarks code provisions do not include the term "significant adverse impact."

During the hearing, Sarah Steen suggested that the Commission wasn't bound by any legal rules and indicated that they had complete discretion to change the boundaries even if the criteria for a motion for reconsideration had not been met:

> 3:4:38 Commissioner Amber Early: So, I want to get back to what Commissioner Galuska was just talking about. I'm trying to understand your point so if I get it wrong, please correct me, but I think you were asking whether DSHS their request for Reconsideration is based on what happened. In the January meeting that the Commission had a misunderstanding of what was to be included in the boundary and got it wrong based on the discussion. We as a commission are saying that we

did not get it wrong, we understood what we were voting on and so are you asking if that then determines whether we deal with this revised boundary at all? …

Commissioner Andy Galuska It kinda depends on what your adopted rules are. I know for the jurisdiction I work for currently there are examiner rules which state "the examiner", this is different it's, I'm just drawing a rough parallel here the rules clearly state under Reconsideration 'If the examiner makes a decision and the examiner later decided there was a better decision, but he didn't make an error I his previous decision he couldn't change it.' So, I am wondering are we holding to the same standard and say 'no the previous vote was correct, all the information that could be provided was provided and the board clearly knew what it was doing, and we did not make an error. Is that the standard you're used to or is the standard the person asking for the reconsideration is saying that could you reconsider and change your decision because we think this area,..' That's what I am trying to find is the basis for us making this decision. …

…Sarah Steen It's a close parallel but not an exact one. For the Reconsideration request, they do have to have a reason to make it, which is either error or new information wasn't available. But this is a public hearing it goes to the Commission not a hearing examiner or a Counsel and so the Commission can revise the Landmark Boundary during a public hearing. So, we are kind of walking both lines here, considering whether the Commission misunderstood the question and whether the revision of the boundary is a decent compromise for all parties. So, we are considering both.

Hearing Recording: 3:4:38-3:07:31 (irrelevant portions of the discussion are omitted).

There are two major problems with that advice from Ms. Steen. First of all, that advice was legal error because the Commission did not follow the notice and public hearing process that is required for a designation hearing for the March, 2021 hearing. The code and rules require that the commission provide notice as follows: "Notice of all public hearings shall be published no more than 20 days nor less than 10 days before such hearing and shall state the purpose of the hearing." Exhibit No. 2 (Rules and Procedures of the City of Shoreline Landmarks Commission. Part III Section 5(B) # 4). The Commission did not provide the legally required public notice, nor did they follow other procedural requirements before and during the hearing. We've provided more detail about this below under Issue 7.

Second, even if the Commission was allowed to completely revisit the nomination decision (beyond the scope of the motion for reconsideration) during the March public hearing, the Commission isn't allowed to just disregard the law. There are limits to the Commission's discretion to issue a new designation – they can't just change the boundaries as a compromise with a property owner who wasn't happy with the original designation.

The Commission is bound by the law as it's written in the code and cannot act outside of those boundaries. Shoreline Municipal Code 15.20.010 states the purpose of the Shoreline Landmarks Commission is:

> A. The protection, enhancement, perpetuation, and use of buildings, sites, districts, structures, and objects of historical, cultural, architectural, engineering, geographic, ethnic, and archeological significance located in the city of Shoreline are necessary for the prosperity, civic pride, and general welfare of the residents of the city.
>
> B. Such cultural and historic resources are a significant part of the heritage, education, and economic base of the city of Shoreline, and the economic, cultural, and aesthetic well-being of the city cannot be maintained or enhanced by disregarding its heritage and by allowing the unnecessary destruction or defacement of such resources.
>
> C. In the absence of an ordinance encouraging historic preservation and an active program to identify and protect buildings, sites and structures of historical and cultural interest, the city will be unable to insure present and future generations of residents and visitors a genuine opportunity to appreciate and enjoy the city's heritage.

In this context, the Commission's primary function is to apply the designation criteria in KCC 20.62.040. SMC 15.20.925. From the original designation, we know that the criteria that apply in this case are Criterion A1 and A3. To the extent that the Commission decided to change the boundaries of the designation even though DSHS had not met the criteria for reconsideration, the Commission at least had to consider whether the boundary change met the designation criteria. They didn't even mention the criteria in their decision other than to say that they relied on them for

the original decision. The standard that the Commission did rely on – whether there would be "significant adverse impacts" is not mentioned anywhere in Criterion A1 or A3.

The Commission essentially made up their own ad-hoc legal standard for review of the petition from DSHS. As a bottom line, they approved the boundary change because the DSHS told them that it didn't like the original boundary, that it might have plans to develop in that area, and that it would fight the original landmark decision if they didn't compromise on the boundary. That is not a proper legal basis for designating a landmark boundary.

Issue Statement #2

Did the Shoreline Landmark Commission err when it concluded that revising the eastern boundary to exclude the proposed "60 feet by 240" feet section would not have a significant adverse impact on the integrity and character of the Chapel setting?

As a starting point, we maintain, as we just argued above extensively, that the Commission was not using the correct legal standard. We reluctantly spend time below arguing that a legal standard (i.e. whether the alteration will have significant adverse impacts) has not been met when that's not even the proper legal standard in the first place. But we can't leave the Commission's conclusion about impacts unchallenged because it's simply not true.

The boundary change will have significant adverse impacts to the integrity of the landmark. In the two previous hearings the Commission spent considerable time carefully reviewing and analyzing the nominated property and applied the standard for designation that is set forth in KCC 20.62.040. Based on extensive testimony, evidence and arguments, the Commission properly designated the entire 2.7-acre site, which included the Naval Hospital Chapel, its interior, and the surrounding forest as a Landmark. They applied the standard for designation as set forth in KCC

20.62.040, specifically concluding that the 2.7-acre parcel met Criteria A1 and A3, and that the Chapel is integrated with its forested setting, cultivated as an important element of its design.

Following up on that, DSHS provided no evidence, assessment, or analysis to support a conclusion that there would be no significant adverse impacts to the landmark with the alterations to the boundary that it requested. There are no findings in the April 26, 2021, decision that support the Commission's conclusion about impacts.

The revision will indeed have a significant adverse impact on the integrity and character of the Chapel setting. That area was retained and cultivated as part of the building's design and construction – it is part of a landscaped setting that is inextricably linked to the building. The type and organization of the vegetation and trees and the organization of the circulation features (walkways and pathways) is complementary to both the building's architectural style and to its support function relative to the historic uses. Spatial organization of the 2.7-acre site utilizes topography, vegetation, and circulation to define a space for the building secluded from the activity of the broader grounds. That forested area is an essential part of the setting and serves as a critical role in the historic resource. (Note that DSHS did not provide any evidence to show otherwise on reconsideration, but rather simply repeated its argument that they wanted to have the option to develop the area).

Preserving the Chapel Forest, including the portion that was removed on reconsideration, is critical for understanding and appreciating the significance of the Chapel in its historical context: Captain (later Admiral) Boone, the most highly decorated Naval medical officer in the history of the United States military, had a vision of a sanctuary for World War II servicemen who had experienced the horrors of combat and sought physical, mental, and spiritual healing in a house of worship set in a beautiful and tranquil environment. The Chapel and the Chapel Forest were

purposefully designed as an integrated whole. The portion that is in the northeast area of the parcel is part of the original design. Removing this important portion of the forest from landmark status as proposed by DSHS would diminish Captain Boone's legacy and degrade the visitation experience. The Chapel's historical, conservation, and education value can best be protected through landmarking that maintains the integrity of the Chapel and its natural surroundings as Captain Boone envisioned. The value of the Historic Conservation of the tree canopy and land surrounding the Chapel as integral to the original Landmark was clearly established by the evidence presented at the November and January hearings on the original decision.

Captain Boone specifically mentioned the surrounding forest repeatedly as his inspiration for building the Chapel in this location because of the peace and tranquility it offers.

In Captain Boone's remarks at the groundbreaking ceremony in June 1944 for the Chapel, he strongly expresses his belief in the importance of locating the Chapel in the forest:

> "To this hospital comes the war weary and those shattered in mind and body from the stress and strain of battle or from other causes occasioned by war. It is a haven to restore, to respirit and to rehabilitate. Set apart in a wooded area, we have found a natural cathedral like setting made by God for the erection of a religious edifice where men and women of whatever denomination can come to worship as he or she wills. Whether the individual finds his soul expression in the quietude of silence by the Quaker, in the elaborate ritual of the Catholic Church, or in the symbolism of the Jew, he or she is provided with the material provision to worship the Higher Power which each recognizes as the force which guides and directs their lives to better living."

Exhibit No. 4 (Stethoscope Newsletter).

He stated that the Fircrest Chapel and its surrounding woods "[w]ill be my legacy." These writings by Captain Boone in numerous newsletters highlight his strong belief as a doctor and scientist that the forest surrounding the chapel was vital to the location of the Chapel as an inspiration and also for its healing value to the many patients, their families and the staff who cared for them in their recovery from the WWII battles still raging.

As Captain Boone was inspired by the forest surrounding the site, so have all of the people who have used and enjoyed the Chapel ever since. The Chapel and its forest still provide that healing respite for the Fircrest residents, staff and families today.

Regarding the integrity of the Chapel setting, we refer you to the Shoreline Naval Hospital Chapel Landmark Registration Form application that quotes extensively from original historical documents including Captain Joel T Boone (later Admiral) who was inspired by the location to build a chapel set apart from the Hospital in the forest. **Exhibit No. 5 (Landmark Registration Form SPS Shoreline Naval Hospital Chapel).** *See also* Appellant SPS's Argument on Appeal at 7-8.

In addition, as stated in Issue Statement # 4 carving out this section of forest will lead to the degradation of the entire slope upon which the Chapel sits. The Shoreline Landmarks Commission erred in assuming that excluding the buffer would not do harm to the Landmark.

Issue Statement #3

Did the Shoreline Landmark Commission err because it failed to give due consideration to the findings set forth in the February 2, 2021, Findings of Fact and Decision of the Shoreline Landmark Commission?

There are two issues to contend with here.

First, as we explained above, the Commission spent considerable time carefully reviewing and analyzing the nominated property and applied the standard for designation that is set forth in KCC 20.62.040. Their final decision was based on extensive testimony, evidence, and arguments. The Shoreline Landmarks Commission members were thorough in their deliberations during the November 2020 and January 2021 hearings on the original nomination, even suggesting at one

point to expand the Western boundary so it would be bordered by a road and therefore easier to delineate. At the end of their deliberations, the only qualifier they needed for final approval was a map showing the final coordinates for the **western** boundary, and a review of interior features to determine which ones to Landmark, prompting the continuation of the hearing to January. The January Commission was comprised primarily of new Commissioners who were not present at the November hearing.

Everything was considered, not just the eastern boundary, as evident in the "Findings of Fact and Decision" Summary **(Exhibit No. 6, Findings Naval Hospital Chapel Feb 2021)** that you have in your packet. It clearly lays out the history of the area, the significance of the Chapel and its setting, and the relationship of the Landmark to the rest of the community. They did not have to provide any compromise to DSHS at the January meeting. Out of deference to DSHS they settled on a compromised eastern boundary excluding an area south of the parking lot further away from the Chapel. The attention paid to the merits of the original Landmark was sidelined in the March 25th meeting.

Attorney Kenneth Hong in his testimony said "really, this reconsideration is not based on trees, it's not based on Captain Boone, it's not based on anything of that nature." *(March 25th Hearing within (1:41:31 – 1:42:27)*

Mr. Hong divorced the debate away from the purpose of the Landmark and redefined the conversation as being just about a parking lot. And the Commission, by agreeing to keep the debate focused on DSHS and ignore expert testimony, overlooked their original purpose, which is to protect the Landmark itself as cited earlier in SMC 15.20.010 that states the purpose of the Shoreline Landmarks Commission.

Secondly we need to clarify the record regarding a misstatement made repeatedly in the record, specifically what DSHS requested in their Motion for Reconsideration. It is **not** a 60' wide strip north of the existing parking lot as was stated in the March 25, 2021 Commission meeting and in the April 26th "Findings of Fact." The **final map** on page 7 of the revised Findings of Fact clearly shows the offset of the requested exclusion as 93 feet wide at the southern end and 262 feet long, from the "Nominated property boundary". This segment tapers slightly and lengthens slightly to the north end and includes approximately 17,000 square feet. For comparison this is almost exactly 20% or one fifth (1/5th) of the currently designated landmark. **Exhibit No. 3 (Findings Naval Hospital Chapel rev(1) page 7.).** This is a very, significant sized surface area and difference. In fact, this is wider than an Olympic swimming pool and almost twice as long (less 60').

The 60' width as listed in Commission documents is not accurate. It's not clear how it was construed as only 60' wide. The original landmark map by Northwest Vernacular astutely used the road center-line standard for demarcation. This is standard practice by cities and counties, and the method was discussed by the Commission at the November meeting.

And so, to conclude, Council should be aware that the actual size of this recission, is in fact substantially larger than previously stated in these appeal documents and records. It is 93' x 262' not 60' x 240.' To reiterate, the section of the forest in question is actually 1/5 of the entire landmarked property.

Issue Statement #4

Did the Shoreline Landmark Commission err when it did not accept testimony and arguments on protecting the existing landmark from environmental harm.

During the March 22nd hearing Commissioner Amy Blue said "I want to remind the public and of course us Commissioners too that we do not have the authority to consider forestation or

habitat or environmental issues from the site from a legal standpoint. It would be inappropriate for us to include those comments at all as we continue our deliberations. What we are looking at is limited to evaluating the extent that the proposed boundary change would actually compromise the forest setting of the Chapel itself." *Hearing Recording*: 2:26:16 - 2:26:48

This statement was legal error. It would be impossible to determine if the proposed boundary change "would actually compromise the forest setting of the Chapel itself" without considering "the forest." The issue of "environmental harm" is directly relevant because if the health of the landmarked portion of the forest is threatened, then the integrity of the historic purpose and experience of the landmark is threatened.

Expert testimony presented at the hearing provided technical scientific opinion on the potential environmental harm that could impact the Chapel's integrity and that of its landmarked surrounding forest. The Chapel sits at the crest of a steep hillside. Much of the surrounding forest is located in a steep slope geographically, and the section that was removed by the Commission is at the base of that hillside.

Richard Ellison has an MS in plant ecology and taught environmental science and biology classes at as an adjunct professor at Shoreline Community College.

> I think another thing that is rather important is that the parcel that they want to take and turn into a parking lot right now is kind of serving as a buffer to the rest of the properties. One of the things that happens when you start developing into a forest is that you have what you call "edge effects". What that means is that (when) you build, you cut into the forest closer, then suddenly those trees at the edge are going to be impacted, the other shrubbery and the other plants are going to be impacted.

March 25th 2021 Reconsideration hearing 1:59:35 – 2:2:35 extracted from the first 3rd of that section.

Mr. Ellison went on to say a better plan would be to keep the Landmark intact and develop a restoration plan for the buffer area and the area upslope to control the invasives and replace in the buffer area some of the trees that have been cut.

What was Mr. Ellison talking about with regard to **"edge effect"** and what kind of "impacts" was he referring to? Several of the Commissioners admitted knowing very little about "trees" but rather than question this witness, they chose to ignore his scientific testimony that would have given them the information they needed to understand the choices before them.

The council may understand that the existing trees and undergrowth provide stable cover and erosion protection in sensitive areas such as the area surrounding the Chapel.

We cite by reference to Richard Ellison's testimony, "Urban Forest Landscapes" edited by Gordon A Bradley, Chapter 11 "Management of Greenbelts and Forest Remnants in Urban Forest Landscapes", page 134 paragraph 2. "The biggest challenge in remnant landscapes is to mitigate biological edge, particularly that associated with wind. In "wall" edges, one of two outcomes is likely with no mitigation. The wall blows down at its edge, and the blowdown progresses over time toward the interior of the stand, or edge trees are thinned by the wind and branches on residual trees are "pruned" off by breakage." This is a textbook Mr. Ellison relies upon to explain this scientific concept and teach his students.

This "edge effect" is something you can see for yourself in the buffer area in question where it fronts the existing parking lot and road. Over time DSHS staff (presumably with permission from DNR?) have been removing trees they deem might be hazardous. If you remove this buffer area it is going to accelerate the edge effect up slope towards the Chapel. The restoration effort Richard Ellison suggested could employ a recommended strategy called "Whorls pruning" on existing trees and creating a "stepped" wall by planting vegetation that will deflect wind up and over a stand to

reduce forest edge impact. *See* Illustrations slide 6-8 **Exhibit No. 4 (PP presentation Urban Forest Landscapes).**

By outright rejecting expert testimony they were then unequipped to understand the threat they were imposing on the Landmarked Chapel they intended to protect.

Issue Statement #5

Did the Shoreline Landmark Commission err to the extent it considered evidence of DSHS's intent to use and develop the Fircrest property in the future?

As mentioned above, the Commission approved the boundary change because the DSHS told them that it might want to develop in that area. That is not a proper basis for designating a landmark boundary for the reasons that we explained above. In addition, this was not the proper process for making that change. Per the Shoreline Landmarks Commission Nomination and Designation Process, if DSHS wishes to make changes to the landmark, they must file a Certificate of Appropriateness and seek an evaluation of economic impact per KCC 20.62.080 and 20.62.100.

When the original designation was made (the November and January hearings), the Commission understood that the development plans of the property owner were outside of the scope of its legal review. Sarah Steen's statements to the Commission in the November 19th, 2020, meeting outlined the criteria that must be applied for their decision making:

> 1:03:10 "Commission responsibility during this meeting: If the Commission determines that the property meets the designation criteria it must identify the following elements in the motion to designate are the specific findings which support the designation, the boundaries of the parcel and the features of significance." End 1:03:24
>
> 1:03:25 "This is how we evaluate each property. We use integrity evaluation that consists of location, setting, feeling, association, design materials and craftsmanship. We look at varying levels of each and the two criteria that we are considering for this particular project is criteria A1 and criteria A3. A1 is related to historical patterns and how this particular property fits into and conveys those

patterns as a general whole and A3 really looks more at architecture or typology of the building so that's the second one we will be considering. End 1:04:00

1:04:01 Staff recommendation on this project is that we believe that it is eligible for nomination under A1 and A3 both and that the boundaries of significance would be a defined land area around the chapel including the paths and the forest there, we believe that some of the setting at least is important to include there as part of the design of the chapel; And the features of significance would be all exterior portions of the building and land included within the established boundaries, new construction only. I didn't include interior features but that is something we will be discussing after the applicants give the full rendition of the chapel itself. End 1:04:39

As outlined by Sarah Steen, the Commission's role is to consider the merits of the Landmark application. And in November that is what they did.

Later in the November 19th meeting, Commissioner Amber Early said 2:18:13 "I think that the boundaries as they are, seem to make a lot of sense. I agree with other people who said the eastern boundary seems like it's appropriate and it's not an insurmountable task to come back to the commission and ask for permission for more parking or whatever might need to be done but I think Caroline said it first I think it's important that we have some ability to say what is inappropriate use of that land which is clearly very important part of the property. End 2:18:44.

At the January 28th 2021 meeting Commissioner Caroline Lemay points out that the Commission, while sympathetic cannot just remove another layer of regulation. They have to base their decision on the merits of the Landmark:

1:45:18 Caroline Lemay – It's a difficult one because we are working with very little to go off of. And um you know the, the argument that it's um we would like to you know ah DSHS would like to keep this kind of burden simpler on them I, for me is a I, I really can I have empathy for that because that's something we deal with in our profession all the time there's a lot of jurisdiction if you have a lot of hoops you have to jump through on different projects, this is not I mean this has a lot of different players but it is not unusual, necessarily. So, I think the Landmark has to look at just merit of the Landmark itself, really because you know unfortunately there's a lot of other jurisdictions involved in this that we have to you know say oh well. W…we then we won't ah we won't add a layer of burden I guess. Um… And

> I do, it's kinda comes down to creating this buffer that's reasonable around the building. To me and is that line 80 feet from the street or about 80 feet is that enough of a buffer for the Chapel it may be, there is that you know height elevation difference that Dean was talking about that really helps? Although you know if we do not have any jurisdiction over that it can be developed as a parking in the future or something else. I mean I don't know that maybe a building could go there. And then you would have a few on that. We just lose the voice of the landmark in that Jurisdiction. You know, there's no plans now but who knows what the plans ah in 50 years will be. Right? There's not, you know there's not going to be less people and less needs and the pressure of developing this area is just going to get bigger and bigger. End 1:48:08

As Commissioner Caroline Lemay stated, the purpose of the Commission is not to alleviate DSHS's regulatory burden, but to rule according to the merits of the Landmark.

DSHS did it's best to persuade the Commission to approve the Motion for Reconsideration based on irrelevant and inappropriate arguments. At the January meeting, Mr. Bob Hubenthal characterized the inclusion of landmarking the interior and the property boundary as proposed as "an overreach."

> The revised nomination as presented maintains exterior features, does not meet request to narrow the size of the property and the interior features of the Chapel, it does not incorporate the DSHS (request) to narrow the site of the property and it adds interior features that we have reviewed and are not in favor of including because we believe that it is an overreach.

Hearing Recording: 0:46:50-0:47:19.

To make matters worse, the argument that DSHS intended to build in that area wasn't even credible. Mr. Hubenthal claimed at one point there are **no plans** for the area and at another that **there are plans** to build northeast of the area for which there would be need for more parking. Documents obtained by SPS show a different picture altogether than the one presented by the DSHS representative at any of the meetings.

> January 28th 2021 meeting 1:22:34 Bob Hubenthal "Let me speak to our use of the building and our permitted use under the lease. In our ten-year masterplan we have not (no) plans to do anything different,…end 1:23:19 when his image froze.

Carrie Nelson of DNR then contradicted Bob's claim to the existence of a Master Plan:

> 1:23:36 Carrie Nelson DNR speaking for Bob, "At this point there is no plans to expand or um really do anything with that 80 feet. Um, but what we have found um over you know the last several years is that um there is an ongoing need and DSHS and DCYF to revitalize and reuse some of the various facilities.,…., Trying to figure out what their population needs are going to be and with that population need what their infrastructure needs are going to be,… but right now I don't know of anything um specific at Fircrest and as far as I know they don't have a master plan going yet but they probably will because I know some of the other facilities are doing a master plans and considering their population um needs which was somewhat brought into action by the governor. Did that help? Did that answer your question? End 1:25:15

Bob returning then clarifies:

> 1:27:56 Bob Hubenthal "We have no plans for the next 10 years but there is quite a bit of interest in how Fircrest should be developed, we have a new nursing facility to replace the Y buildings at that northeast corner, we may see other buildings on the easterly side of the campus to replace some of those 1944 buildings. We will be on the campus until the legislature decides to move us elsewhere. End 1:28:33

It's important to examine original documents to compare them to what Bob Hubenthal DSHS and Carrie Nelson of DNR testified. By reference, I call your attention to **Exhibit No. 8**, the actual "Master Plan" that Bob has been speaking about. It's called "Fircrest School Campus Master Plan Phase III dated June 30, 2017 and was prepared by DSHS. The document offers "two master plan alternatives for campus facilities improvements, including recommendations for relocating programs and improving the efficiency of campus buildings and operations." (*Page 9a-42*. Starting on page 9a-60 the document explores options for either renovating existing buildings or building a new Nursing Facility. Bob had mentioned the possibility of a new Nursing Facility being located North-East of the Chapel but as you can see in figure 28: Alternative A.2 on Page 57 the new building would be so far away from the Chapel, building additional parking where he proposes

would not be practical if it is to serve the new Nursing Facility. Indeed, a parking lot for the Nursing Facility is showing on the map just south of the proposed new building, nowhere near the landmark.

However, plans have changed since this document was first presented by DSHS. See **Exhibit No. 9** "Fircrest School Land Use Assessment" dated January 21, 2021. In that document there are proposed 3 options for citing the new nursing facility that Bob Hubenthal referred to several times in his testimony. One option is to cite the new facility northeast of the Chapel as he said. That is the preferred option according to the nursing staff. The other two options propose citing the nursing facility just west of the Chapel, outside the west boundary of the Landmark but within a few feet of the Chapel. According to this document the preferred option is number 3, which would cite the nursing facility west of the Chapel using the largest land footprint, replacing the trees on the west side of the Chapel with multiple single-story buildings. (*See page six illustration.*) Every proposal includes wrap around parking for the new buildings, negating the need for parking in the buffer area as Bob Hubenthal claimed.

This specific information is significant, but it was not brought up during any of the hearings except by reference. The real question here is if the Commission should even concern itself with the possibility of future development around the Chapel. Per Sarah Steen's statements to the Commission in the November 19th, 2020, meeting outlining the criteria that must be applied for their decision making, the answer is no. There was no evidence presented or in the referenced development plans that there was any existing or currently foreseen need for a parking lot here.

Issue Statement #6

Did the Shoreline Landmark Commission err to the extent its decision to revise the boundary was a response to a threat of litigation by DSHS?

It is quite clear from the statements at the hearing by DSHS representative, Mr. Hubenthal and his attorney, the answer is YES.

The Commission upon examination of the case brought by DSHS for Reconsideration could have chosen to deny the application for Reconsideration. However, DSHS told them that to do so put them at risk of having the entire Landmark challenged by DSHS. Though DSHS had - a right to seek further appeal we need to look at this from the perspective of the Commissioners.

In his testimony at the March 25th, 2021, hearing the young attorney representing DSHS, Kenneth Hong impressed upon the Commission what could happen if they did not go along with DSHS.

"You know DSHS has indicated to me, because I am just an attorney, it's not my decision at the agency, that should the Commission be willing to revise its boundary consistent with its earlier intention and stated words and just make that slight correction, DSHS will waive it's right to further appeal it's designation as a whole which includes the inclusion of that original parking lot, which there was a lot of discussion about that, interior features as well, but to the extent that it doesn't correct this it reserves it's right to seek further appeal of the designation in its totality and will revisit that and accordingly."(within 1:44:28 – 1:46:18)

Some of this bears repeating,...***"should the Commission be willing to revise its boundary,...DSHS will waive it's right to further appeal it's designation as a whole which includes ,..interior features as well, but to the extent that it doesn't correct this it reserves its right to seek further appeal of the designation in its totality and will revisit that and (act) accordingly."***

It was not just the comments of the attorney that may have caused alarm for the Commissioners:

At the January 28th meeting Mr. Bob Hubenthal spoke of what he envisioned as the potential future use of the building with significant changes:

1:04:31 "preserve the exterior and change interior, remove the pews and alter rail."1:08:13 (1:05:57) it would be something in support of our programs and clients that ah I know the pews are not included in the interior features, but if we needed to remove the pews and alter rail in order to more functionally use that in the future ah we would like the opportunity to do so. (1:06:20)

The Commission is comprised of a talented group of individuals who are nevertheless not geologists, nor do they have a background in forestry. Therefore, while they can appreciate the finer points of the building, they have admitted they have little expertise about "trees." The Commission would not understand that removing the buffer area at the base of the hill would over time undermine the rest of the grove potentially causing even the geology supporting the building to wear away. Nor did they comprehend the value of the forest as a historic artifact rarely seen any more in King County. To them, ignoring the rules to give DSHS what it wants meant "saving" the Chapel, blind to the threat their decision poses.

Since the Commission was working under the threat of a legal challenge to the entire landmark, we cannot view its acquiescence to DSHS as valid. It is, therefore, up to the Shoreline City Council to rectify the situation and eliminate the risk to this historical site by restoring the Commissions original Landmark Designation.

Issue Statement #7

Was the Appeal Action the result of an unfair and improper public process due to a lack of reasonable public notice and unfair timeline causing substantial harm to Appellant?

According to the Rules and Procedures of the Shoreline Landmarks Commission, Part III Conduct of Meetings and Hearings, section C states: *Notwithstanding any other notice provision of this Part III notice of all public hearings shall be published no more than 20 days nor less than l0 days before such hearing and shall state the purpose of the hearing.*

The Shoreline Landmarks Commission received notification from the Department of Health and Social Services (DSHS) on February 21st, 2021. *See* in the public record letter from DSHS addressed to the Shoreline Landmarks Commission Historian Preservation Officer Jennifer Meisner RE: PETITION FOR RECONSIDERATION OF HISTORIC LANDMARK DESIGNATION OF SHORELINE NAVAL HOSPITAL CHAPEL

The hearing on the Motion for Reconsideration was held on Thursday March 25th at 4:30 PM. **Comments for the hearing were due by the end of the day Wednesday the 24th** to Sarah Steen. During the April 22nd 2021 hearing Sarah Steen indicated that DSHS had filed their request for Reconsideration in February. (1:31 1:31 "A formal request for Reconsideration was filed by DSHS with the King County Historic Preservation in February the public hearing was scheduled to consider that petition." End 1:42).

SPS was not notified about the Motion for Reconsideration until Friday, March 19th, almost a month later. On that date (March 19, 2021) at 01:42:36 PM PDT, Steen, Sarah wrote:

> Good Afternoon, You are receiving this email because you are listed in the public hearing record as a party of interest in the Naval Hospital Chapel landmark designation. DSHS, the owner of the Chapel building, has submitted a letter requesting that the landmarks commission reconsider its determination regarding the eastern boundary of the landmark. Requesting a decision reconsideration is allowable as part of the landmark designation appeals process, pursuant to Shoreline Municipal Code 15.20.025. **The public hearing scheduled to consider the request will be held on Thursday, March 25th at 4:30pm**. If you wish to attend, the Zoom link access the meeting is available at the top of the public hearing notice and the agenda, both of which are attached here. Linked below is the reconsideration request letter and the proposed boundary revision map.

> If you wish to submit comments before the hearing, please have them in to me by the end of the day Wednesday, March 24th. Feel free to contact me if you have questions about accessing the meeting or this process in general.
>
> Best,
> Sarah.

So, the original applicant to the Landmark (SPS) was not given 20 days' notice, nor even 10 days' notice. Due to the need to get comments in by the 24th there were only 5 days to review DSHS's Reconsideration application and prepare. That lack of notice caused substantial harm to SPS. First of all, 5 days (and only 3 working days) is not nearly enough time to prepare adequately for a hearing. We were unable to collect the necessary information, seek legal help, and/or prepare effective evidence and argument in response to the motion to the Commission. Now, we have a closed record appeal with a complete ban on supplementing the record. The short notice violated our due process rights and caused prejudice to the applicant, SPS. This is especially problematic in light of the fact that the Commissioners decided that it was not even necessary for DSHS to meet the criteria for a motion for reconsideration because it would simply revisit the designation decision entirely as if it were a new hearing on the designation.

Issue Statement #8

> **Was the Appeal Action the result of an unlawful and unfair hearing process because Appellants were not given the opportunity to rebut DSHS arguments recently presented to Appellant?**

During the hearing for the Motion for Reconsideration, the Chair erred, by never providing the opportunity for the original applicants to give a rebuttal. Instead, there was merely back-to-back commentary, and no chance to respond to final statements of Mr Hubenthal.

We call your attention to "Rules and Procedures of the City of Shoreline Landmarks Commission rev 10/10" that Sarah Steen emailed to SPS on Friday March 19th. It includes the order of speakers:

- Staff and Commission's experts
- The Applicant and Applicant's experts
- The Owner and Owner's experts
- Members of the Public
- The applicant and the Owner will have five minutes at the end of the hearing to summarize and close.

Now we bring your attention to the exhibit entitled "Last minute reversal on meeting format."

This statement was from an email sent to SPS Chair Janet Way on the Hearing Date, March 25, by Sarah Steen:

> If the script seems different than how I expressed it over the phone, that was my mistake in explaining it. What I sent you is the standard script for all of landmarks commission public hearings, including the one tonight. Our purpose in holding these is for the commission to hear (literally) public perspective and testimony on a project under consideration. So, we absolutely do want everyone's thoughts and concerns clearly represented.
>
> That said, public hearings are not intended to be airings for ongoing back-and-forth arguments between one interested party and another. The applicant does typically get to present first, listen to public comment, then rebut in order to clarify their application, if necessary. The commission then takes all of those perspectives into account as they deliberate. We tend to be slightly less formal than commissions elsewhere, like Seattle, but we still adhere to a consistent hearing framework for all of our meetings.
>
> If something is said during the applicant's rebuttal you would like to respond to, and the public comment period has not yet been closed, you may ask the Chair if you can offer additional comment. She may ask for additional comments and questions at that point anyway, but she may not. The Chair will determine what is appropriate at that time.

Hope this helps clarify the meeting structure. I'll see you soon.

Sarah.

The date of this communication is 4:15 PM on March 25th, just 15 minutes before the hearing was to start. Not a lot of time to inform all the participants.

Issue Statement #9

Was DSHS required to notify the Washington State Department of Archaeology and Historic Preservation or tribal groups of its motion for reconsideration?

According to the Governor's Executive Order 21-02 and the previous Executive Order already in place, DSHS should have notified the WSDAHP that they were filing a Motion for Reconsideration on a Landmarked Property. The State Archeologist stated to Shoreline Preservation Society that he had not been notified of the Motion for Reconsideration.

The Governor's Executive order issued, February 2021, requires all agencies to consult and review all projects proposed to be State-Funded or for Acquisition to determine if historic, cultural, or tribal artifacts may be impacted.

1. Agencies shall consult with DAHP and affected tribes on the potential effects of projects on cultural resources proposed in state-funded construction or acquisition projects that will not undergo Section 106 review under the National Historic Preservation Act of 1966 (Section 106), including grant or pass-through funding that culminates in construction or land acquisitions, to determine potential effects to cultural resources.

2. Agency should initiate consultation with DAHP and affected tribes early in the project planning process and must complete it prior to the expenditure of any state funds for construction, demolition, or acquisition.

3. State agencies shall take all reasonable action to avoid, minimize or mitigate adverse effects to archeological and historic archaeological sites, historic buildings/structures, traditional cultural places, sacred sites, or other cultural resources.

4. Consultation under this Executive Order may be delegated to non-state recipients of state funds, but the state agency shall retain the responsibility to ensure an adequate consultation process and will be responsible for holding all records related to the tribal consultation process. The agency will provide the records to DAHP to demonstrate completion of the tribal consultation process.

5. Should DAHP or the affected tribes notify an agency that an archaeological or historic archaeological site, historic building/structure or traditional/sacred place study is needed before a project may proceed, the agency must consult with DAHP and the affected tribes for the purpose of seeking agreement on studies that must be completed prior to expenditure of any state funds for construction or purchase.

6. Should DAHP or the affected tribes identify a known archaeological or historic archaeological site, historic building/structure, cultural or sacred place that may be impacted by either direct or indirect effects of the proposed undertaking or activity, the agency must consult with DAHP and the affected tribes on avoidance strategies or methods to minimize harm.

7. In the case of historic buildings/structures, the agency shall develop mitigation strategies in consultation with DAHP and if requested, affected tribes. For all other cultural resources including archaeological and historic archaeological sites or traditional and sacred places the agency may only develop mitigation strategies upon notifying DAHP and the affected tribes that avoidance cannot be attained.

8. Mitigation strategies for archaeological, cultural, and sacred sites shall be identified through consultation with DAHP and the affected tribes.

9. In the event of a disagreement regarding the required consultations, or regarding the need or scope for archeological, ethnographic or cultural studies, the funding state agency, DAHP and/or GOIA shall meet with the Office of Financial Management policy and budget staff to identify an appropriate resolution.

We conclude that the Commission erred in not acknowledging DSHS's failure to notify DAHP of the Motion for Reconsideration and did not address any requirement to notify native tribes either.

CONCLUSION

In conclusion, we ask that the Council reverse the decision of the Shoreline Landmarks Commission, reject the Motion for Reconsideration outcome, and restore the original Landmark designation of January 28, 2021, to protect the Shoreline Naval Hospital Chapel and its historic surrounding native forest setting for posterity and the benefit of future generations in Shoreline.

This would ensure that the sacrifices made to heal service members and the efforts of Naval staff to create a place of healing and respite will be remembered and honored for all time.

Filed on behalf of SHORELINE PRESERVATION SOCIETY this 21st day of June, 2021.

By: _____

Janet Way
Shoreline Preservation Society
940 NE 147th Street
Shoreline, WA 98155
Janetway@yahoo.com

Exhibits: Shoreline Preservation Society Appeal of Decision RE Naval Hospital Chapel

(Revised to include Index numbers)

Exhibit No. 1 Index No. 50 (E) Video Walkabout of Chapel “Navalchapelproject3-1”

Exhibit No. 2 Index No 49 Rules and Procedures of the City of Shoreline Landmarks Commission

Exhibit No. 3 Index No. 107 Findings Naval Hospital Chapel_rev(1)

Exhibit No. 4 Index 50 (C) page 13 Stethoscope Newsletter

Exhibit No. 5 Index No. 1 Landmark Registration Form SPS Shoreline Naval Hospital Chapel

Exhibit No. 6 Index No. 86 (I) Findings Naval Hospital Chapel Feb 2021

Exhibit No. 7 Index 86 (J) Recording Richard Ellison testimony reference – Edge Effect - Urban Forest Landscapes

Exhibit No. 8 Index 25 Email Steen C. Lee Re: Fircrest School Campus Master Plan

Exhibit No. 9 Index No 94 Fircrest School Land Use Assessment

Exhibit 1

Index No. 50 (E) Video Walkabout of Chapel
“Navalchapelproject3-1”

Click below link to view video:

https://cityofshoreline-my.sharepoint.com/:v:/g/personal/jsimulcik_shorelinewa_gov/ETfU6VYEOO5ArglqJqamM0YBxlONqBNf0wvM758vs2akHQ?e=fENJET

RULES AND PROCEDURES
OF THE
CITY OF SHORELINE LANDMARKS COMMISSION

Rev 10/10

The following Rules and Procedures have been adopted by the City of Shoreline Landmarks Commission pursuant to Shoreline Municipal Code 15.20.

Part I:	Ethics and Conflict of Interest
Part II:	Organization
Part III:	Conduct of Meetings and Hearings
Part IV:	Nomination and Designation of Landmarks
Part V:	Landmark Districts
Part VI:	Certificates of Appropriateness
Part VII:	Evaluation of Economic Impact
Part VIII:	Special Valuation for Historic Properties
Part IX:	Appeals and Reconsideration

Definitions: The words and terms, as defined in King County Code (KCC) 20.62.020 A, as adopted by reference in Shoreline Municipal Code (SMC) 15. 20.025 (Ordinance 53), are used in these Rules and Procedures.

Order of Precedence: These Rules and Procedures are adopted pursuant to SMC 15. 20.020 C (Ordinance 53). In case of any conflict between these Rules and Procedures and Ordinance 53, the provisions of the Ordinance shall govern.

PART I: ETHICS, CONFLICT OF INTEREST AND APPEARANCE OF FAIRNESS

1. The members of the Commission shall be governed by Chapter 42.23 RCW, Code of ethics for municipal officers, Chapter 42.36 RCW, Appearance of fairness, as hereafter amended, and such other rules and regulations as may be adopted from time to time by the city council regulating the conduct of any person holding appointive office within the city. The purpose of this Part I is to provide specific guidance to Commissioners in the application of the Code of Ethics to the business of the City of Shoreline Landmarks Commission.

2. In their capacity as Commissioners of the City of Shoreline Landmarks Commission, Commissioners will avoid acting in matters in which there exists either a conflict of interest or the appearance of a conflict of interest.

   A. Conflict of interest or a perceived conflict of interest shall be deemed to exist with respect to any matter:

      1. In which the Commissioner or any member of his or her immediate family[1] has a direct financial interest.

      2. Which will directly involve (e.g. grants, contracts, landmark designation, Certificate of Appropriateness, special tax valuation) any organization in which the Commissioner is a director or officer or has within one year been a director or officer.

   B. No Commissioner shall participate in deliberations or vote on any matter before the Commission in which such Commissioner has a conflict of interest or a perceived conflict of interest.

   C. No Commissioner shall communicate with or attempt to influence any other Commissioner concerning any matter before the Commission, or which may reasonably be expected to come before the Commission, in which such Commissioner has a conflict of interest or a perceived conflict of interest.

3. Commissioners must decide any quasi-judicial matters[2] brought before the Commission only based on the public record and such things that they may properly take judicial notice. Commissioners should avoid all *ex parte*[3] communications concerning any quasi-judicial proceeding.

   A. Quasi-judicial matters which may come before the City of Shoreline Landmarks Commission are:

      1. Designation of Landmarks.

---

[1] "Immediate family" signifies spouse, dependent children, and other dependent relatives if living in his or her household.

[2] "Quasi judicial" is a term applied to the action of public administrative officers who are required to investigate facts or ascertain the existence of facts and draw conclusions from them, as a basis for their official action, and to exercise discretion of a judicial nature.

[3] On one side only; by or for one party; done for, in behalf of, or on application of one party only.

2. Approval or disapproval of Certificates of Appropriateness.

3. Special valuation for historic properties. (When the Commission sits as a "Local Review Board" in Chapter 221, Laws of Washington)

B. An "ex parte" communication refers to information received by a Commissioner outside of the official proceeding on the matter.

1. Commissioners are encouraged to view the property that is the subject of the proceeding. The fact of such visit should be reported at the hearing and made a part of the record.

2. If a Commissioner receives information outside of the public proceeding, he or she should report the receipt of such information and the nature of such information for the record. If the information was received in tangible form it should be made a part of the record.

C. In their deliberations, Commissioners may take "judicial notice"[4] of any commonly known fact even if not made a part of the record. (e.g. the laws of the state, historical events, the constitution, the course of nature, geographical features, etc.)

PART II: ORGANIZATION

1. Membership. The City of Shoreline Landmarks Commission shall consist of standing members of the King County Landmarks Commission and the special member representing the City of Shoreline (SMC 15.20.020 B). The special member shall attend all meetings, and participate in and vote on all matters pertaining to the designation and protection of landmarks, design review, and special valuation applicable to properties within the city.

2. Chair and Vice Chair. The Chair and Vice Chair (of the Commission) shall be the regularly elected Chair and Vice Chair of the King County Landmarks Commission. The Vice Chair shall act for the Chair in his or her absence or unavailability and shall perform such additional duties as may be delegated to him or her by the Chair.

3. Standing Committees. Standing committees shall consist of three to five members of the Commission appointed by the Chair, subject to confirmation by the regular and special members of the Commission. Members of standing committees shall be appointed or reappointed in June of each year.

4. Ad Hoc Committees. From time to time the Chair may appoint or the Commission may establish committees for special purposes. Such committees may include members of the Commission and non members, provided however, the Commission shall not delegate any of its powers to any Committee which includes non members of the Commission.

---

[4] "Judicial Notice" is that which is so notorious that everybody, including judges, knows about it.

5. Membership on Other Committees. The Chair may from time to time appoint members of the Commission as Commission representatives on joint committees made up of representatives of other public and private organizations. If any member so appointed is authorized to make commitments on behalf of the Commission, such appointment and the extent of his or her authority shall be subject to confirmation by the Commission.

6. Commission Acts Collectively. The City of Shoreline Landmarks Commission acts as a body. No individual Commissioner has authority to act in his or her individual capacity. Individual Commissioners may, from time to time, be delegated specific authority to act for and on behalf of the Commission. The Chair is the official spokesperson for the Commission, except to the extent he or she may delegate specific matters to other Commissioners.

7. Correspondence. Under the direction of the Commission, the Historic Preservation Officer or his or her designee shall conduct all official correspondence. Correspondence with elected public officials will be signed by the Chair, or his or her designee.

PART III: CONDUCT OF MEETINGS AND HEARINGS

1. Procedures. Meetings will be conducted in accordance with the Procedures of Small Boards in Robert's Rules of Order, Newly Revised, except to the extent in conflict with Ordinance 53 and these Rules and Procedures.

2. Presiding Officer. The Chair or, in the absence of the Chair, the Vice Chair. In the absence of the Chair and the Vice Chair, the Commissioners present shall elect a member of the Commission to act as Chair Pro Tem.

3. Quorum. A majority of the currently appointed and confirmed members of the Commission shall constitute a quorum for the transaction of business. A special member of the Commission shall be counted in determining the number required for a quorum and shall be counted as a part of a quorum for the vote on any matter involving the designation or control of landmarks and in determination of the special tax valuation for historic properties within the city. (KCC 20.62.140, as adopted by reference in SMC 15.20.025). All official actions of the Commission shall require a majority vote of the members present and eligible to vote on the action voted upon. No member shall be eligible to vote upon any matter required by this chapter to be determined after a hearing unless that member has attended the hearing or familiarized him or herself with the record.

4. Absence of a Quorum. No official business shall be conducted by the Commission in the absence of a quorum. However, the Commissioners present may, if the meeting agenda has not been completed establish a time and place for continuation of an adjourned meeting.

5. Scheduling of Meetings. The Commission shall meet as necessary for considering and holding public hearings on nominations for designation, applications for certificates of appropriateness, and determination of the special tax valuation for historic properties.

A. Notice of the cancellation or rescheduling of a meeting shall be published not less than six days before the scheduled meeting and not less than six days before the changed meeting date.

B. Special meetings may be held at the call to the Chair or at the written request of three Commissioners.

1. Notice of a special meeting must be delivered personally or by mail, at least 24 hours before the time of such meeting as specified in the notice, to each Commissioner; and to each local newspaper of general circulation and to each local radio or television station which has on file with the Commission a written request to be notified of such special meeting or of all special meetings.

2. The call and notice of the special meeting shall specify the time and place of the meeting and the business to be transacted. The Commission shall not take final action on any matter not specified in such notice.

3. If a call or request for a special meeting is made at a regular meeting, written notice may be dispensed with as to any Commissioner who is present at that regular meeting or who, prior to the time the special meeting convenes, files with the Historic Preservation Officer a written waiver of notice. Such waiver may be given by email or FAX.

4. Notices provided in this Section may be dispensed with in the event a special meeting is called to deal with an emergency involving injury or damage to persons or property or the likelihood of such injury or damage, when time requirements of such notice would make notice impractical and increase the likelihood of such injury or damage.

C. Notwithstanding any other notice provision of this Part III, notice of all public hearings shall be published no more than 20 days nor less than 10 days before such hearing and shall state the purpose of the hearing.

D. The Historic Preservation Officer shall cause notice of any meeting or hearing or of the cancellation, rescheduling or adjournment of any meeting or hearing to be mailed to any persons or organizations who have requested in writing that they be notified. Such request may be for all meetings of the Commission or for only those meetings with certain subjects on the agenda. Notice shall be given as provided above.

6. Open Meetings. All meetings of the Commission shall be open to the public.

7. Public participation. Members of the public may speak to matters on the agenda at the invitation of or the approval of the Chair.

8. Public Hearings. A public hearing is a meeting or part of a meeting of the Commission held for the purpose of receiving information from the public on a matter on the Commission agenda.

A. Public hearings shall be held prior to a decision of the Commission (i) on the designation of a landmark, including, but not limited to, amendments and terminations of designation; (ii) on a request for a Certificate of Appropriateness, except requests for a Type I Certificate, unless referred to the Commission by the Historic Preservation Officer or on an appeal by the applicant from an adverse decision of the Historic Preservation Officer and; (iii) when sitting as a Local Review Board for purposes related to Chapter 221, 1986 Laws of Washington, (Special Valuation for historic property). The Commission may, at its discretion, hold public hearings on other matters on which it desires general public input.

B. It is the policy of the City of Shoreline Landmarks Commission, to the extent practicable, to conduct public hearings concerning the designation of property as a landmark, certificates of appropriateness and the special valuation of historic properties in the community in which the property is located.

C. The Applicant for a landmark designation, amendment or termination, and the owner, if not the applicant, will be allotted reasonable time to present their case. Applicants or owners may speak through a personal representative.

D. The order of speaking at a public hearing shall be:

1. Staff and Commission's experts.

2. The Applicant and Applicant's experts.

3. The Owner and Owner's experts.

4. Members of the public.

5. The Applicant and the Owner will have five minutes at the end of the hearing to summarize and close.

E. The Chair may limit the time for public comment (e.g. three minutes per speaker) but may not prevent relevant public comment by any person making a timely request to speak unless such person is disorderly or attempts to disrupt the meeting.

F. The Chair shall maintain order at all public hearings. The Chair may request any persons who are disorderly or attempt to disrupt the meeting to leave the meeting and may, if necessary, adjourn the meeting until order can be restored.

9. Minutes. The Historic Preservation Officer shall keep, or cause to be kept, minutes of all meetings of the Commission, showing the actions of the Commission on each question. The minutes shall be filed in the office of the Historic Preservation Officer and with the City Clerk and shall be public records.

10. Electronic Recording of Proceedings. At all public meetings of and hearings before the Commission, all oral proceedings shall be electronically recorded. Such recordings shall be

filed with the minutes of the meeting. A tape-recorded copy of the electronic record of any hearing or part thereof shall be furnished to any person upon request and payment of the reasonable expense thereof.

11. Training Sessions. The Commission may, from time to time, hold training sessions or workshops for the purpose of training or education at which no minutes need be kept or electronic recordings made. Such meetings are open to the public but no notice need be made.

12. Executive Session. At the request of any Commissioner, the Commission may go into executive session to discuss personnel matters or matters pertaining to potential or actual litigation.

13. Exempt information. Commission records, maps, or other information identifying the location of archaeological sites and potential sites shall be exempt from public access as specified in RCW 42.56.300 as amended, in order to avoid looting and depredation of such sites.

PART IV: NOMINATION AND DESIGNATION OF LANDMARKS

1. Nominations shall be made on the Landmarks Commission "City of Shoreline Landmark Registration Form."

2. The Registration Form shall be furnished by the Historic Preservation Officer upon request.

3. Nominations shall be filed with the Historic Preservation Officer and shall include all data required by the Commission. (KCC 20.62.050 A, as adopted by reference in SMC 15. 20.025)

4. The Historic Preservation Officer shall review all nominations submitted. When the Historic Preservation Officer is satisfied that the nomination contains sufficient information and complies with the SMC 15.20 and the requirements of these Procedures, the Historic Preservation Officer shall notify the owner of the property, the person submitting the nomination and any interested persons of record, and set a date for a public hearing on the nomination not less than 30 or more than 45 days from the date of such notice, except as waived in writing by the property owner or provided in Section 5 below. Such notice shall conform to the requirements of KCC 20.62.50 C, as adopted by reference in SMC 15.20.025.

5. In the event the Historic Preservation Officer or any member of the Commission has reason to believe that immediate action is necessary to prevent destruction, demolition or defacing of an historic resource, the public hearing on a nomination may be held less than 30 days from the day of the notice to the owner provided in Section 4 above, provided that the notice shall so state and shall set forth the reasons for such shortening of time. (KCC 20.62.050 D, as adopted by reference in SMC 15.20.025)

   A. A special meeting, pursuant to Subsection 5.B. of these Procedures, may be called for the purpose of hearing any such nomination.

B. In order to give all interested persons an opportunity to be heard, the Commission may, at the hearing held less than 30 days from the date of notice to the owner, make a preliminary determination of significance and shall continue the hearing to a day more than 30 days from such notice to receive further testimony before rejecting or approving the nomination.

6. The Commission's designation report shall be issued within 14 calendar days of the public hearing wherein such decision is made (KCC 20.62.070 B as adopted in SMC 15.20.025) and delivered to the property owner, the City Clerk, and parties of record within five calendar days of issuance. (Interlocal Agreement Section 3.C) A copy of the Commission's decision rejecting a nomination shall be delivered to the property owner and parties of record and filed with the Shoreline City Clerk within five days of the public hearing wherein such decision is made. (KCC 20.62.070 D, as adopted in SMC 15.20.025)

PART V: LANDMARK DISTRICTS

1. Design guidelines shall be prepared for any landmark district designated by the Commission. The Commission shall adopt and follow the design guidelines in considering applications for a Certificate of Appropriateness affecting any property within a designated historic district. Such guidelines shall be prepared and adopted as quickly as is reasonably feasible following designation. Until such time as such guidelines are prepared and adopted, the Commission shall follow the Secretary of Interior's Standards for Rehabilitation and Illustrated Guidelines for Rehabilitating Historic Buildings, as adopted by the Commission.

2. The design guidelines shall identify levels of significance for contributing and non-contributing resources within the district and shall prescribe procedures and incentives appropriate to those levels of significance. The design guidelines shall also consider compatibility of non-contributing properties and new construction within the district.

3. The design guidelines shall address building orientation and siting, lot coverage, massing and dimensions, materials, forms, fenestration, paint colors, signage, parking, landscaping, street furniture, and/or other aspects of the physical environment that may affect the integrity of the landmark district.

4. Design guidelines shall be developed in consultation with the Shoreline Planning Director.

5. The design guidelines shall be consistent with the Secretary of Interior's Standards for Rehabilitation and Illustrated Guidelines for Rehabilitating Historic Buildings, as adopted by the Commission.

6. Following adoption of the design guidelines by the Commission, copies shall be provided to the Shoreline Planning Director and to all owners of properties within the landmark district. The Shoreline Planning Director shall make copies of the guidelines available to the public upon request.

PART VI: CERTIFICATES OF APPROPRIATENESS

1. The following procedures shall apply until such time as the City appoints a local design review board as provided by Interlocal Agreement Section 3.B and establishes rules and procedures for its conduct. Such rules and procedures shall be substantially equivalent to these Procedures. The local design review board shall coordinate its review with the Shoreline Planning Director.

2. A Certificate of Appropriateness must be obtained from the Commission before any person may make alterations to the significant features of a landmark which are set forth in the preliminary determination of significance or specified in the designation report. This requirement shall apply whether or not the proposed alteration also requires a building or other permit (KCC 20.62.080 A, as adopted by reference in SMC 15.20.025.

3. Ordinary repairs and maintenance that do not alter the appearance of a significant feature and do not utilize substitute materials, do not require a Certificate of Appropriateness. If there are no interior features of significance, repairs to or replacement of utility systems does not require a Certificate of Appropriateness if such work does not alter a significant feature. (KCC 20.62.080 B, as adopted by reference in SMC 15.20.025)

4. There shall be three types of certificates of appropriateness. Type I for major repairs, replacements in kind and restorations, Type II for alterations in appearance, replacement of historic materials or new construction or additions, and Type III for demolitions or removals of a landmark building or excavations, test boring, site clearing or construction and grading activity on an archaeological site. When a Certificate of Appropriateness is required, the following procedures shall govern according to the type of Certificate of Appropriateness required:

5. Type I Certificates of Appropriateness: major repairs, replacements in kind and restorations. Major repairs, replacement in kind and restoration of a landmark, or significant features of a structure, building, building, site or object within a landmark district shall require a Type I Certificate of Appropriateness. Type I Certificates of appropriateness may be approved by the Historic Preservation Officer. Applications for the certificate shall be submitted to the Historic Preservation Officer on forms provided by the Commission and in accordance with the following requirements.

   A. Activities that constitute major repairs, replacements in kind and restorations include, but are not limited to, the following:

      1. Repairs (other than minor repairs) using the same materials and design as the original.

      2. Repainting using the same color of materials as was original.

      3. Re-roofing using the same type and color of material.

      4. Replacement of sidewalks and driveways using the same type and color of materials.

5. Replacement of foundations or major portions thereof, using the same type and color of materials.

6. Replacement of utility systems if interior features of significance are present.

B. A clear photograph or photographs of the building, object, site or structure, a brief description of the intended work, and samples of replacement paint or materials for comparison with the existing or the original building or structure must be furnished with the application.

C. The decision of the Historic Preservation Officer on the application shall be made within 10 working days from the date on which the Historic Preservation Officer receives the application.

D. The Historic Preservation Officer may on his or her own motion refer the application to the Commission for a decision in accordance with the procedures set forth for a Type II Certificate of Appropriateness. The time for a decision of the Commission on the application shall run from the date that the application is referred to the Commission by the Historic Preservation Officer.

E. Appeals from the decision of the Historic Preservation Officer regarding the issuance of a Type I Certificate of Appropriateness may be taken by an aggrieved person by filing with the Historic Preservation Officer a notice of appeal, specifying the grounds thereof, within five working days after the action appealed from was taken. An appeal stays all legal proceedings in furtherance of the action appealed from. The Commission shall hear the appeal within 45 days after the notice of appeal is received by the Historic Preservation Officer. The Historic Preservation Officer shall give notice of the hearing and due notice to the parties of record. At the hearing before the Commission any party may appear in person or by agent or by an attorney. The Commission shall decide the appeal within 45 days of the hearing. An appeal shall be sustained upon and expressed finding by the Commission that the Historic Preservation Officer's action was based on an error in a material fact or that the decision of the Historic Preservation Officer was based on and error in judgment or conclusion. In exercising its powers, the Commission may reverse or affirm in whole or in part or may remand to the Historic Preservation Officer with direction.

6. Type II Certificate of Appropriateness: alterations in appearance, replacement of historic materials or new construction or additions. Alterations in the appearance of a significant feature, the replacement of historic material in a significant feature, additions to a landmark or new construction on a landmark site or in a landmark district, or any excavation on an archaeological site requires a Type II Certificate of Appropriateness. The certificate shall be granted in accordance with the following criteria:

A. The extent to which the proposed alteration or significant change would adversely affect the specific features or characteristics specified in the latest of the preliminary determination of significance, if any, or the designation report;

B. The reasonableness or lack thereof of the proposed alteration of significant changes in light of other alternatives available to achieve the objectives of the owner and the applicant.

C. The extent to which the proposed alteration or significant change may be necessary to meet the requirements of any other law, stature, ordinance, regulation, code or ordinance; and

D. The extent to which the proposed alteration or significant change is necessary or appropriate to achieving for the owner or applicant a reasonable return on the site, improvement or object, taking into consideration factors specified in KCC 20.62.100, as adopted by reference in SMC 15.20.025, and Part VII of these Rules and Procedures and the economic consequences of denial.

7. Type III Certificate of Appropriateness: demolition or removal of a landmark, excavation of a landmark site, test boring, site clearing or construction and grading activity on an archaeological site. The demolition or removal of a landmark, a significant feature of a landmark district, excavation of a landmark site or excavation, test boring, site clearing or construction and grading activity on an archaeological site constitutes an irreplaceable loss to the quality and character of the City of Shoreline, and, therefore, requires a Type III Certificate of Appropriateness. Said certificate shall be granted in accordance with the following procedures and standards.

   A. Type III Certificates of Appropriateness shall be issued by the Commission only when one (1) or both of the following two conditions have been established pursuant to the standards and criteria required below:

      1. The requested action is required to alleviate a threat to public health and safety; and/or

      2. The requested action is required to rectify a condition of unreasonable economic return.

   B. The standards and criteria required to be shown in order to establish the existence of the conditions specified in subsection 7.A above shall be as follows:

      1. Threats to public health and safety. To prove the existence of a threat to public health and safety the applicant must establish and the Commission must find:

         a. That a major and imminent threat to public safety exists as demonstrated by the independent analysis and supporting other information;

         b. That all available alternatives for rectifying the threat have been considered as demonstrated by analysis of all such alternatives; and,

c. That the costs associated with rectifying the threat would create a condition whereby the investments in the project are incapable of earning a reasonable economic return as described in KCC 20.62.100, as adopted by reference in SMC 15.20.025, and Part VII of the Rules and Procedures.

2. Unreasonable economic return. To prove the existence of a condition of unreasonable economic return the applicant must establish and the Commission must find that the building is incapable of earning a reasonable economic return as described in KCC 20.62.100, as adopted by reference in SMC 15.20.025, and Part VII of these Rules and Procedures.

8. Application for a Certificate of Appropriateness may be made by filing an application with the Historic Preservation Officer on forms provided by the Commission, or by filing with the Shoreline Planning Director an application for a permit to make alterations or significant changes for which a Certificate of Appropriateness is required. The application for a Certificate of Appropriateness shall include all information and materials deemed necessary by the Commission. The Commission may consider or issue a Certificate of Appropriateness without the submission of final drawings, plans and specifications.

9. Applications for a permit to make alterations or significant changes referred to the Historic Preservation Officer by the Shoreline Planning Director pursuant to KCC 20.62.080 C 2, as adopted by reference in SMC 15.20.025, and Interlocal Agreement Section 2.A.4, shall be deemed an application for a Certificate of Appropriateness if accompanied by the additional information required to apply for such a certificate. (KCC 20.62.080 C.2, as adopted by reference in SMC 15.20.025, and SMC 15.20.026) The Shoreline Planning Director shall not consider such a permit complete unless accompanied by the information necessary to apply for a Certificate of Appropriateness. The Shoreline Planning Director shall refer any such complete applications to the Historic Preservation Officer as promptly as is feasible and reasonable. The Shoreline Planning Director shall not issue any permit until i) a Certificate of Appropriateness has been issued by the Commission or ii) the time has expired for filing a notice of denial of a Certificate of Appropriateness. (KCC 20.62.080 C. 2, as adopted by reference in SMC 15.20.025)

10. After the Commission has commenced proceedings for the consideration of any application for a Certificate of Appropriateness for a particular alteration or significant change by giving notice of a hearing pursuant to Section 10 of this Part, no other application for the same or a similar alteration or significant change may be made until such proceedings and all administrative appeals therefrom pursuant to KCC 20.62.080 C 3, as adopted by reference in SMC 15.20.025, or this Part VI have been concluded.

11. Within 45 calendar days after the filing of an application for Certificate of Appropriateness with the Commission or referral of an application to the Commission by the Shoreline Planning Director pursuant to KCC 20.62.070, as adopted by reference in SMC 15.20.025, the Commission shall hold a public hearing thereon. The Historic Preservation Officer shall mail notice of the hearing to the owner not less than ten calendar days before the date of the hearing. No hearing shall be required for a Type II Certificate of Appropriateness if the Commission and the owner and the applicant, if the applicant is not the owner, agree in

writing to a stipulated certificate approving the requested alterations or changes or modifications thereof. If the Commission orders a Certificate of Appropriateness, such certificate shall be issued forthwith and the Historic Preservation Officer shall promptly file a copy of such certificate with the Shoreline Planning Director.

12. If the Commission denies the application for a Certificate of Appropriateness, in whole or in part, it shall so notify the owner, the person submitting the application, the Shoreline Planning Director, and interested persons of record setting forth the reasons why approval of the application is not warranted.

13. Any interested person of record may appeal the approval or denial of a Certificate of Appropriateness as provided in KCC 20.62.110, as adopted by reference in SMC 15.20.025.

14. At the public hearing on any application for a Certificate of Appropriateness the Commission shall, when requested by the property owner, consider evidence of the economic impact on the owner of the denial or partial denial of a certificate. In no case may a certificate be denied, in whole or in part, when it is established that the denial or partial denial will, when available incentives are utilized, deprive the owner or a reasonable economic use of the object, improvement, or site, and there is no available alternative which has less impact on the features of significance or characteristics specified in the preliminary determination of significance or the designation report.

PART VII: EVALUATION OF ECONOMIC IMPACT

1. At the public hearing on any application for a Certificate of Appropriateness the Commission shall, when requested by the property owner, consider evidence of the economic impact on the owner of the denial or partial denial of a certificate. In no case may a certificate be denied, in whole or in part, when it is established that the denial or partial denial will, when available incentives are utilized, deprive the owner of a reasonable economic use of the landmark, and there is no viable and reasonable alternative which would have less impact on the features of significance or characteristics specified in the preliminary determination of significance or the designation report. (K.C.C. 20.62.100 A as adopted by reference in SMC 15.20.025)

2. In considering what constitutes an unreasonable economic return, the Commission will consider the property owners reasonable expectations of economic return on the property, including the following:

   A. The owner's knowledge of the preliminary determination of significance or the landmark designation at the time of acquisition, or whether the property was designated subsequent to acquisition. Owners are presumed to have constructive notice of preliminary determinations and designations of landmarks filed with the Division of Records and Elections and of zoning codes affecting the property and indicating its historic significance.

   B. Whether the landmark property was purchased for use or for investment.

1. If the landmark property was purchased for use (e.g. as a residence or for business use), does the landmark designation interfere with the property's intended use?

2. If the property was purchased as an investment (e.g. rental income) does the landmark designation adversely affect the return on the investment considering alternatives and incentives available to the owner?

3. To prove the existence of a condition of unreasonable economic return, the applicant must establish and the Commission must find both of the following: (KCC 20.62.100 B, as adopted by reference in SMC 15.20.025)

    a. That the landmark is incapable of earning a reasonable economic return without making the alterations or significant changes proposed. This finding shall be made by considering the record and the applicant shall submit to the Commission evidence establishing each of the following factors: (KCC 20.62.100 B.1, as adopted by reference in SMC 15.20.025)

        (1) The current level of economic return on the property as considered in relation to the following:

            (a) The amount paid for the landmark, the date of purchase, and party from whom purchased, including a description of the relationship, if any, between the owner and the person from whom the property was purchased.

            (b) The annual gross and net income, if any, from the landmark for the previous five years; itemized operating and maintenance expenses for the previous five years; and depreciation deduction and annual cash flow before and after debt service, if any, during the same period.

            (c) The remaining balance on any mortgage or other financing secured by the landmark and annual debt service, if any, during the prior five years.

            (d) The remaining balance on any mortgage or other financing secured by the landmark and annual debt service, if any, during the same period.

            (e) Real estate taxes for the previous four years and assessed value of the landmark according to the two most recent assessed valuations.

            (f) All appraisals obtained within the previous three years by the owner in connection with the purchase, financing or ownership of the landmark and all other applicable appraisals to the extent available.

            (g) The fair market value of the landmark immediately prior to its designation and the fair market value of the landmark at the time the Certificate of Appropriateness application is filed.

(h) The form of ownership or operation of the landmark whether sole proprietorship, for profit or not-for-profit corporation, limited partnership, joint venture, or both.

(i) Any state or federal income tax returns on or relating to the landmark for the past two years. (KCC 20.62.100 B.1.a, as adopted by reference in SMC 15.20.025)

(2) That the landmark is not marketable or able to be sold or leased when listed. The sales price or rent asked and offers received, if any, sale or rent, price asked, and offers received if any within the previous two years, including testimony and relevant documents shall be submitted by the property owner. The following shall also be considered:

(a) Any real estate broker or firm engaged to sell or lease the landmark.

(b) The reasonableness of the price or rent sought by the owner.

(c) Any advertisements placed for the sale or lease of the landmark. (KCC 20.62.100 B.1.b as adopted by reference in SMC 15.20.025)

(3) The unfeasibility of alternative uses that can earn a reasonable economic return for the landmark as considered in relation to the following:

(a) A report from a licensed engineer or architect with experience in rehabilitation/restoration as to the structural soundness of the landmark and its suitability for rehabilitation/restoration.

(b) Estimates of the cost of the proposed alteration or significant change and an estimate of any additional cost that would be incurred to comply with the recommendation and decision of the Commission concerning the appropriateness of the proposed alteration or significant change.

(c) Estimated market value of the landmark in the current condition after completion of the proposed alteration; and, in the case of proposed demolition, after renovation of the landmark for continued use.

(d) In the case of proposed demolition, the testimony of an architect, developer, real estate consultant, appraiser or other real estate professional experienced in rehabilitation as to the economic feasibility of rehabilitation/restoration of historic buildings or reuse of the landmark.

(e) The unfeasibility of new construction around, above, or below the existing landmark. (KCC 20.62.100 B.1.c, as adopted by reference in SMC 15.20.025)

(4) The potential economic incentives and/or funding available to the owner through federal, state, county, city or private programs. (KCC 20.62.100 B.1.d, as adopted by reference in SMC 15.20.025)

b. The owner has the present intent and the secured financial ability, demonstrated by appropriate documentary evidence, to complete the alteration or significant change. (KCC 20.62.100 B.2, as adopted by reference in SMC 15.20.025) In the case of demolition or removal of the landmark, the owner has the present intent and secured financial ability, demonstrated by appropriate documentary evidence to complete the building or structure proposed to replace the landmark.

c. Upon reasonable notice to the owner, the Commission may appoint an expert or experts to provide advice an/or testimony concerning the value of the property, the availability of incentives and the economic impacts of approval, denial or partial denial of a Certificate of Appropriateness. (KCC 20.62.100 D, as adopted by reference in SMC 15.20.025)

d. Any economic impact caused intentionally or by willful neglect shall not constitute a basis for granting a Certificate of Appropriateness.

PART VIII: SPECIAL VALUATION FOR HISTORIC PROPERTY

This Part incorporates by reference the King County Administrative Policies and Procedures entitled "Procedures for Historic Preservation Special Tax Valuation."

PART IX: APPEALS AND RECONSIDERATION

1. Appeal. Any person aggrieved by a decision of the Commission (i) designating or rejecting, in whole or in part, a nomination for designation of a landmark or (ii) issuing or denying, in whole or in part, a Type II or III Certificate of Appropriateness may, within 35 calendar days of mailing of notice of any such action, appeal such decision to the City Council. Written notice of appeal shall be filed with the Historic Preservation Officer and the City Clerk and shall be accompanied by a statement setting forth the grounds of the appeal, supporting documents and argument. (KCC 20.62.110 A, as adopted by reference in SMC 15.20.025)

2. Reconsideration by the Commission. Any person aggrieved by a decision of the Commission (i) designating or rejecting, in whole or in part, a nomination for designation of a landmark or (ii) issuing or denying, in whole or in part, a Certificate of Appropriateness may, within 20 calendar days of mailing of notice of any decision, petition the Commission for reconsideration on the ground the decision was based on (i) errors or omissions of fact or (ii) that new information bearing on the decision, and not reasonably available to the petitioner at the time of the decision, is available.

A. The written petition shall be filed with the Historic Preservation Officer and shall be accompanied by a statement setting forth the grounds for the petition and any supporting documents.

B. Within 70 calendar days of a petition for reconsideration, the Commission shall review the record, and may, at its discretion, modify or reverse its prior decision and render a revised decision. The Commission may hold a public hearing on the matter.

SHORELINE HISTORIC PRESERVATION PROGRAM
c/o King County Historic Preservation Program
Department of Natural Resources & Parks
201 S. Jackson, Suite 500, Seattle, WA 98104

SHORELINE LANDMARKS COMMISSION

FINDINGS OF FACT AND DECISION

Naval Hospital Chapel

SUMMARY

The Shoreline Landmarks Commission (Commission) designates the Naval Hospital Chapel, located at 1902 NE 150th Street, Shoreline, Washington, a Shoreline Landmark.

Property Description: A 2.6-acre area including and surrounding the Chapel building within legal parcel 162604-9010 (*see attached map*).

Public Hearing Record: The Commission held a public hearing on the nomination of the Naval Hospital Chapel on November 19, 2020, continuing the hearing on January 28, 2021. Both the hearing and its continuation were held as Zoom Conference virtual meetings. The landmark registration form; a boundary map delineating the boundaries of the nominated property; photographs and site plans; (29) public comment letters as well as statements from the property owners were submitted to commissioners prior to the meeting. A staff recommendation was presented at the hearing. Representatives from DSHS and DNR (property owners) were present and testified in opposition to landmark nomination as proposed. Community members were present at the hearing and continuation and testified in support of the designation.

Following the January designation hearing, DSHS, the building owner, submitted a Request for Reconsideration to the Shoreline Landmarks Commission to revise the eastern boundary to include a section south of the contributing lower parking lot and exclude a 60’ x 260’ section north of the lower parking lot. A public hearing was scheduled for March 25, 2021 to review DSHS petition.

During the March 25th Shoreline landmarks commission hearing to consider the boundary revision request, staff offered an overview of prior hearing decisions and outlined the discussion parameters. The applicant then presented their argument in support of the request. Members of the community who had supported the landmark designation submitted letters, which were sent to landmarks commissioners before the meeting, and/or spoke in opposition to the boundary revision requested by DSHS. Two commissioners who had toured the Chapel site also reported their observations during the hearing.

After hearing the staff report, the owner/applicant’s argument, reports from the site visit and taking public comment, the Shoreline landmarks commission determined that revising the eastern boundary to exclude the proposed 60’x 260’ section would not have a significant adverse impact on the integrity and character of the Chapel setting, and voted to approve the reconsideration request 4-2, with one abstention. Because DSHS had not submitted a site map with clear

coordinates marking landmark boundaries in time for the March hearing, a Preliminary Determination was issued with a stipulation that DSHS would submit a map for final commission approval at the April 22, 2021 meeting. The final Naval Hospital Chapel boundary map was approved on April 22, 2021 by a 4-1 vote, with 3 abstentions.

The Commission made the following findings in support of its decision:

FINDINGS

1. The Naval Hospital Chapel was designated as a City of Shoreline Landmark under **Criterion A1** for its association with the development and use of the Seattle Naval Hospital during WWII. The Naval Hospital Chapel was also found significant under **Criterion A3** as a distinctive and well-executed example of Tudor Revival design, which was one of the architectural styles utilized frequently for military buildings between 1900 and 1945.

2. The Puget Sound area has had a number of naval hospital facilities since the first naval hospital was established in 1891 at Puget Sound Naval Shipyard (PSNS) in Bremerton. As the Navy's presence expanded in Western Washington, additional facilities were added, both at the Bremerton shipyard and elsewhere around Puget Sound. When the U.S. entered World War II, it was clear there was a severe shortage of hospital beds for the navy to support the wounded and injured from the Pacific War. The Navy found a location for a new hospital facility on a 165-acre site in Shoreline and construction began on the Seattle Naval Hospital in March 1942.

3. The Chaplain Corps of the Navy expanded during the World War II era, reflecting the rapid growth of the navy itself. Between 1942 and 1945, 83 Navy chapels were authorized for construction, the Seattle Naval Hospital (SNH) among them. Built in 1944, the SNH Chapel was the first Interdenominational Chapel constructed at a naval hospital.

4. With original conceptual designs by the Austin Company of Cleveland, Ohio, the 13th Naval District Public Works Department (Public Works) completed the design of the chapel, converting schematic design drawings into construction drawings. Public Works designed all of the structural and finish details and elements within the building.

5. Cruciform in plan, the interior layout of the Chapel consists of a central nave flanked by narrow aisles leading to a chancel and altar at the east end, with flanking chaplain office and prayer chapel. A tall tapered spire rises from the ridgeline above the chancel on a short shingle clad steeple. Chapel walls are load bearing brick masonry, wood shakes clad the roof. Windows are leaded, multi-pane, with a round, stained glass window in the east gable. Raised chord scissor trusses span the nave and chancel. Stained wood and painted plaster define the interior wall and millwork finishes, with iron pendant light fixtures throughout the nave and chancel. The Chapel is integrated with its forested setting, which was cultivated as an important element of its design.

6. Shoreline is located in northwestern King County. Steep bluffs along the Puget Sound shore and forested rolling uplands, combined with a lack of soils well suited for farming, delayed development of Shoreline in comparison with the more readily accessible river valleys of King County. Donation land claims were made in Shoreline as early as 1872. However, early Euro-American settlement in Shoreline concentrated primarily in the Richmond Beach area. Richmond Beach was accessible by boat, which enabled easier travel in and out of the community than the often-impassable wagon road which ran between Seattle and Everett.

7. The Seattle and Montana Railroad (financed by the Great Northern) was completed over Stevens Pass to Everett and south to Richmond Beach in 1891. In 1893, the line reached Seattle. Serving a flag stop station at Richmond Beach, the railroad had a significant impact on local development, allowing the more convenient transport of local agricultural produce, providing employment, and bringing new people into the area. In the early 1900s, Shoreline remained thinly settled. Travel in

the area was difficult, and the region did not have the soils or transportation links to attract large-scale agriculture or resource-based industries (other than logging) which were spurring growth in other parts of King County. The 1910s and 1920s were times of great change, however. Between the extension of the Interurban Rail line into Shoreline in 1906 and the onset of the Great Depression in 1929, new transportation networks linking Shoreline to Seattle and population pushing north from Seattle spurred development. Middle-and-upper class Seattle residents looked to the north end as a semi-rural retreat from the city, while less affluent residents sought relatively inexpensive land or rental housing in the area.

8. World War II had a significant social impact on Shoreline. Residents left to serve in the armed forces or took jobs in war-related industries. The war brought a halt to suburban expansion, by restrictions on the use of building materials and because of strict rationing of gasoline and tires, which were essential to would-be commuters. Temporary watch towers were built throughout the district, which were staffed by local volunteers who scanned the skies for enemy aircraft. In anticipation of the arrival of wounded sailors from the Pacific Theater arriving back in the Seattle area, the Navy constructed the Fircrest Naval Hospital in Shoreline in 1942. The hospital grew quickly, housing over 2000 soldiers and 600 staff people at its peak in 1945.

9. After the war ended, Shoreline developed significantly as a residential suburb. Between 1942 and 1950, 9,000 new houses were constructed, and school enrollment increased 96 percent. As the area's population grew, residents and businesses pushed for a larger community identity to tie the scattered areas together. "Shoreline" was selected as the name for the community in 1949 and the city was incorporated in 1995. The completion of the north–south running Interstate 5 in 1964 established commercial patterns in the area that remain today.

10. After World War II ended, the U.S. Navy's need for the Seattle Naval Hospital campus dwindled. In February 1947, the Secretary of the Navy James Forrestal ordered the closure of hospital. By May 1947, the medical director of nearby Firland Sanatorium and the tuberculosis control director with the Washington State Health Department petitioned the Navy Department and Washington's congressional delegation to reuse the hospital for tuberculosis patients. Later that year over 400 tuberculosis patients were transferred to SNH and the campus became the (new) Firland Sanitorium. In 1959, another institution moved onto the hospital grounds, Fircrest School (Fircrest Residential Habilitation Center) and remains in operation. The school for developmentally disabled citizens, operated by the Washington State Department of Social and Health Services (DSHS), moved onto one section of the property, divided from Firland by a fence. In 1962, 85 acres of the former naval hospital grounds were redeveloped for the new Shorecrest High School. Fircrest School continues to utilize the remaining portions of the former naval hospital grounds, grounds which include the chapel.

11. The Naval Hospital Chapel retains a high level of integrity and original visual character. While changes have occurred at the SNH site as it has been adaptively reused for other public purposes, many significant structures remain, including wards, staff residences, recreation facilities, and the chapel building.

12. The Naval Hospital Chapel possess integrity of:
    a. *Location*, because the building remains in its original location within the campus of Seattle Naval Hospital.
    b. *Design*, because the building reflects the Tudor-Revival style used for military buildings during this period, exemplified by patterned masonry, multiple exterior materials, steeply pitched roof, dominant cross-gables, large chimneys, entry porticos and tall, narrow, multi-lite windows.
    c. *Setting*, because the surrounding campus still retains significant features from its historic period, and the immediate site remains forested
    d. *Materials*, because the type and configuration of physical materials used in the building,

though repaired and structurally augmented, has not changed from its historic period

e. Workmanship, because the building expresses the Military-standard craftsmanship for this type of mid-21st century religious structure;
f. *Feeling*, because overall the physical features of the building conveys its historic character and use as WWII-era military chapel; and
g. *Association*, because the building has a documented link to the historic context as described in the landmark registration form including a strong association with the WWII-era development of the naval hospital and Shoreline area.

13. The landmark boundary encompasses the chapel building; directly associated walkways; the curvilinear driveway servicing the building; the hillside descending to and including the associated lower parking area; the immediate landscape and the forest setting that are integral to the siting and experience of the building. This includes a 2.6-acre total area.

14. The Landmark Registration Form for the Naval Hospital Chapel provides additional contextual information to support the above-stated findings.

MINUTES AND EXHIBITS

The following exhibits are part of the record:

Exhibit No. 1: Shoreline Landmark Registration Form, *Naval Hospital Chapel (September 2020)*
Exhibit No. 2: Boundary Map/Site map
Exhibit No. 3: Photographs
Exhibit No. 4: Staff public hearing presentation materials and recommendation report; applicant presentation materials *(November 19, 2020; January 28, 2021; March 25, 2021; April 22, 2021)*
Exhibit No. 5: Public comment letters and property owners' comment letters submitted to the commission prior to the public hearing(s)
Exhibit No. 6: November 19, 2020; January 28, 2021; March 25, 2021; April 22, 2021 public hearing minutes and audio recordings

All exhibits are on file in the King County Historic Preservation Program office, 201 S. Jackson, Suite 500, Seattle, WA.

DECISION

At its March 25, 2021 meeting the Shoreline Landmarks Commission approved a motion to designate the Naval Hospital Chapel as a Shoreline landmark based on the above findings.

Boundaries of Significance: A defined 2.6-acre area surrounding the Chapel within legal parcel 162604-9010. The designated property is bounded by private campus roadways to the north and south. A straight line through forested area delineates the western boundary. The eastern boundary follows the private campus road from the southern boundary of the site to the northern side of the lower contributing parking lot. From the northernmost tip of the parking lot a straight line runs 262' to the northern boundary road. UTM coordinates defining the area of designation are shown on the attached site map.

Features of Significance: All exterior elements of the Chapel; interior volume of the chancel and nave; interior features of the chancel and nave including the scissor trusses and associated wood posts and wood trim, exposed wood purlins and roof sheathing, iron pendant lighting fixtures, interior doors connected to the chancel and nave with chevron pattern v-groove cedar boards and associated hardware, decorative wood chancel railing, wood wall screen enclosures at the outer chancel corners; exterior site features including the circulation paths to the south and east of the Chapel, the associated south parking area, forested setting and all of the land area within the designated boundaries (*see attached map*).

PROTECTION MEASURES

Controls: No feature of significance may be altered, nor may any new construction take place within the designated boundaries, without first obtaining a Certificate of Appropriateness from the Shoreline Landmarks Commission pursuant to the provisions of Shoreline Municipal Code 15.20.025. The following exclusions are allowed:

1. In-kind maintenance and repair
2. Routine landscape maintenance
3. Emergency repair work

INCENTIVES

The following incentives are available to the property owner:

1. Eligibility to apply for funding for property rehabilitation/restoration (as available) through the Shoreline Landmarks Commission and 4Culture
2. Eligibility for technical assistance from the Shoreline Landmarks Commission and King County HPP staff
3. Eligibility for historic site marker
4. Eligibility for special tax programs (as available) through King County

Decision made January 28, 2021
Findings of Fact and Decision issued February 2, 2021
Petition for Reconsideration Hearing March 25, 2021
Revised Findings of Fact and Decision issued April 26, 2021

SHORELINE LANDMARKS COMMISSION

Crystal L Lake — April 22, 2021

Cristy Lake, Chair — Date

TRANSMITTED this 26th day of April 2021 to the following parties and interested persons:

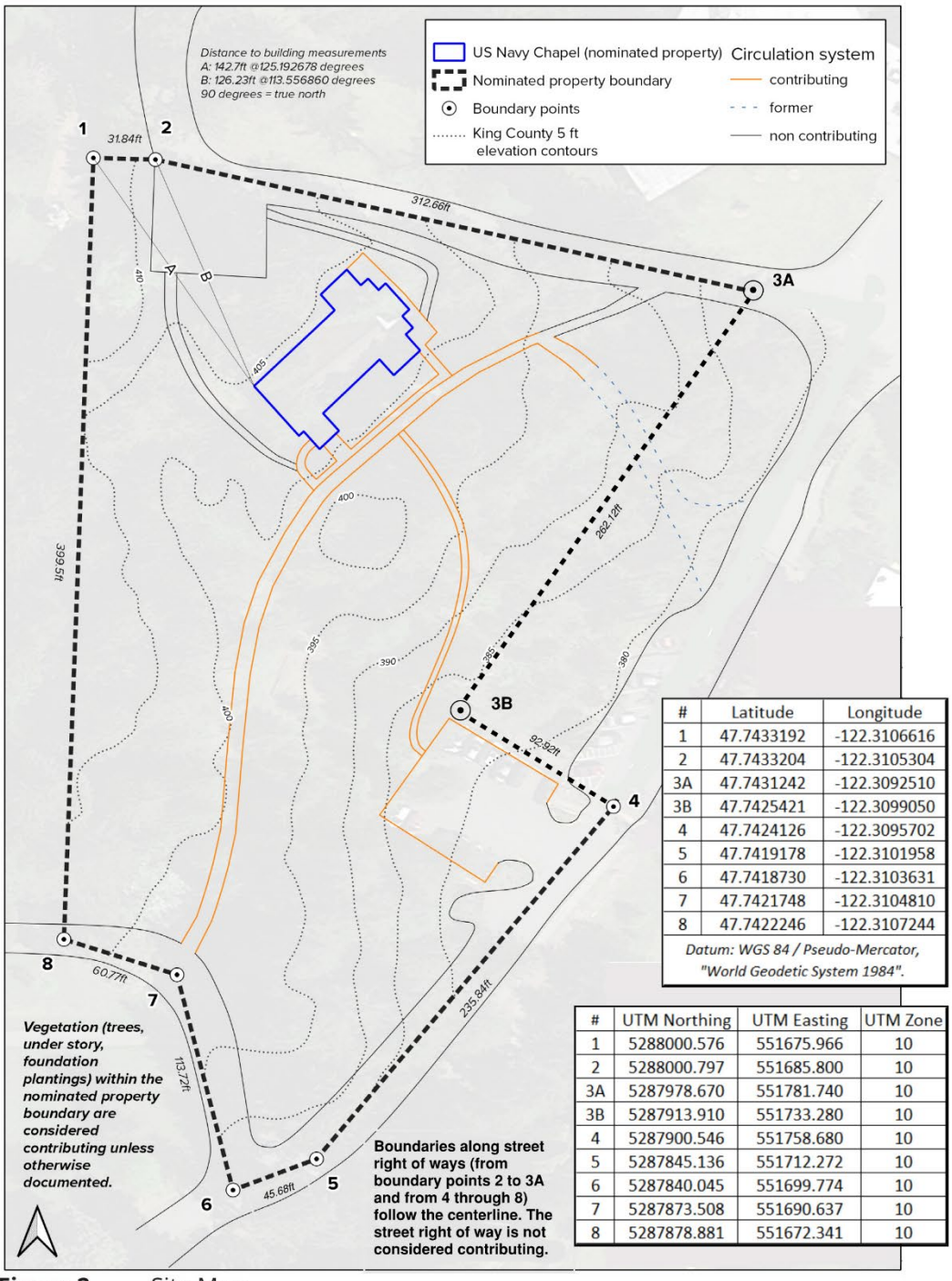
Bob Hubenthal, Washington State Dept of Social and Health Services, owner
Kari Fagerness, Washington State Dept of Natural Resources, owner
Carrie Nelson, Washington State Dept of Natural Resources, owner
Janet Way, Shoreline Preservation Society, applicant
Spencer Howard and Katie Pratt, Northwest Vernacular
The Honorable Rod Dembowski, King County Councilmember, District 1
Mayor Will Hall, City of Shoreline
Cate Lee, City of Shoreline
Cristy Lake, Chair, Shoreline Landmarks Commission
Sally Soriano

Kris Barrows
LeeAnne Beres
Jean Hilde
Allan Brookes
Maralyn Chase
Ruth Danner
Saskia Davis
Wendy DiPeso
Carl Larson
Patricia Hale
Kathleen Russell
Jan Steward
Lael White
Eugenia Woo
Maryn Wynne
Charles Moore
Lance Young
Erling Ask

NOTICE OF RIGHT TO APPEAL OR RECONSIDER

Appeal. Any person aggrieved by a decision of the Shoreline Landmarks Commission designating or rejecting a nomination of a landmark may, within 35 calendar days of mailing of notice of the action, appeal the decision to the Shoreline City Council. Written notice of appeal shall be filed with the Historic Preservation Officer and the City Clerk and shall be accompanied by a statement setting forth the grounds of the appeal, supporting documents and argument. (KCC 20.62.110 A, as adopted by reference in SMC 15.20.025)

Reconsideration. Any person aggrieved by a decision of the Shoreline Landmarks Commission designating or rejecting a nomination for designation of a landmark may, within 20 calendar days of mailing of notice of the decision, petition the Commission for reconsideration on the grounds the decision was based on 1) error or omissions of fact; or, 2) that new information bearing on the decision, and not reasonable available to the Commission at the time of the decision, is available. The written petition must be filed with the Historic Preservation Officer and must be accompanied by 1) a statement setting forth the grounds for the petition; and, 2) any supporting documents. Within 70 calendar days of a petition for reconsideration, the Commission shall review the record, and may, at its discretion, render a revised decision. The Commission may, at its discretion, hold another public hearing on the landmark nomination.



#	Latitude	Longitude
1	47.7433192	-122.3106616
2	47.7433204	-122.3105304
3A	47.7431242	-122.3092510
3B	47.7425421	-122.3099050
4	47.7424126	-122.3095702
5	47.7419178	-122.3101958
6	47.7418730	-122.3103631
7	47.7421748	-122.3104810
8	47.7422246	-122.3107244

Datum: WGS 84 / Pseudo-Mercator, "World Geodetic System 1984".

#	UTM Northing	UTM Easting	UTM Zone
1	5288000.576	551675.966	10
2	5288000.797	551685.800	10
3A	5287978.670	551781.740	10
3B	5287913.910	551733.280	10
4	5287900.546	551758.680	10
5	5287845.136	551712.272	10
6	5287840.045	551699.774	10
7	5287873.508	551690.637	10
8	5287878.881	551672.341	10

Figure 2. Site Map

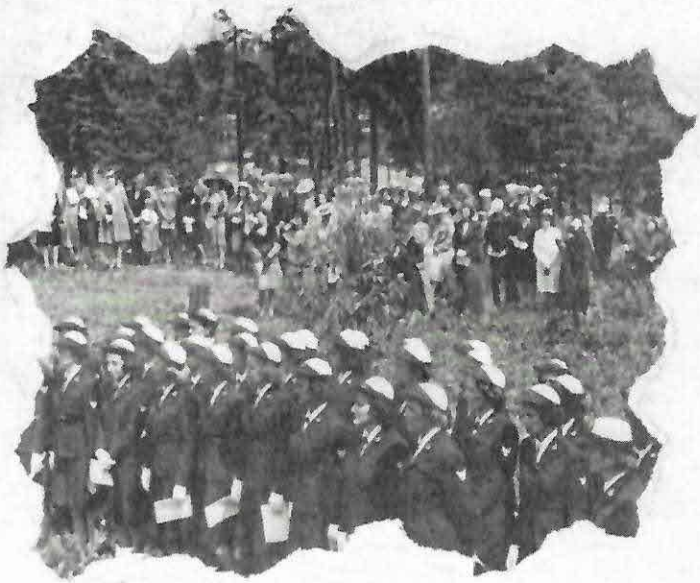
This map shows the nominated property and identifies contributing resources within the boundary.

Exhibit 4

On a hillside.....

overlooking our hospital, but hidden from it by tall pines and firs, Captain Joel T. Boone, Commanding Officer, broke ground for a chapel where Navy men recuperating from wounds and illness may worship.

The impressive ceremony was historical, since the chapel will be the first at any naval hospital in the United States.



Opening Prayer

By CHAPLAIN FORSANDER

God, our heavenly Father, bless we pray Thee, this occasion and effort to bring Thee just a little closer to us in our walk through life with Thee.

May this house of worship that shall rise here be an inspiration and may the souls who shall seek communion with Thee, whatever the cause might be, find Thee and be blessed.

As this building develops, we pray that Thou build with us and give us an unfailing confidence in life and our future.

We dedicate this ground to Thee where this temple of Worship shall stand and may it serve mankind in the worship of Almighty God.

May all who approach this spot feel that it is hallowed ground and a sacred place. A place where we can be brought a little closer to Thee our Father.

As this great activity of our service ministers to the healing of body and mind, may this house serve to the healing and peace of our souls. This we ask in our Savior's name, Jesus Christ. AMEN.





Captain Brady's Message

The breaking of the ground is similar to the laying of the keel in a ship. However, this particular edifice signifies much more than a new vessel. It signifies a new spirit.

It is fitting that this Chapel be constructed at the U. S. Naval Hospital, Seattle, Washington relatively close to the enemy.

I have known of only one other Chapel at a Naval Hospital. That Chapel is now in the hands of the enemy in the Philippine Islands, at U. S. Naval Hospital, Canacao.

The crying need of the world today is a return to Religion and to God. Much has been said and done about the physical care of man, but perhaps more important than all else is the spiritual welfare of man.

A victory is useless unless the spirit of man is elevated.

The saving of a life is useless if the mind and spirit is left distorted.

We are going on to victory, we are going to save lives, but we also are going to do our best to allow the spirit and teaching of God to be brought into its true place in the lives of men and our nation.

This ceremony is a realization of a dream long fostered by Captain J. T. Boone, Commanding Officer of the U. S. Naval Hospital, Seattle.

It is due to his untiring efforts that we all can realize that which we have long cherished in thought.

A beautiful Chapel, snug in a wooded dell, a rest and haven of peace for the war weary and troubled of heart.

May this Chapel long be a credit to his efforts and a solace to all who need peace and comfort of heart and soul.

J. P. Brady
Captain (MC) USN
Executive Officer.

Address Given By

CAPTAIN JOEL T. BOONE

(MC) U. S. NAVY

at Ground Breaking Ceremony for Hospital Chapel on 28 May 1944



To this hospital comes the war-weary and those shattered in mind and body from the stress and strain of battle or from other causes occasioned by war. It is a haven to restore, to respirit and to rehabilitate. Set apart on this hospital reservation in a wooded area, we have found a natural cathedral-like setting made by God for the erection of a religious edifice where men and women of whatever denomination can come to worship as he or she wills. Whether the individual finds his soul expression in the quietude of silence as practiced by the Quaker; in the elaborate ritual of the Catholic Church, or in the symbolism of the Jew, he or she is provided with the material provision to worship the Higher Power which each recognizes as the force which guides and directs their lives to better living.

When I came to this great northwest country to assume Command of the Seattle Naval Hospital a little over a year ago and looked upon the exterior of the unattractiveness of the then hospital reservation, I determined forthwith to give my best efforts to help nature make this a beautiful place where men and women would come to be restored to health or eased in their passing to the Great Hereafter. Almost immediately I realized that this hospital must have a separate structure for religious worship. In my thirty years in the Navy, I have never seen an especially erected edifice for the use of a chapel on a hospital reservation. Always religious services have been held in an improvised space or otherwise used building. I determined to use my utmost effort to bring about the building of a chapel at this hospital. Well did I know that without a religious background here to our ministrations of healing, any idealism we had in the accomplishment of our aims would be fruitless, and it has been well said: "Ideals are like the stars—we never reach them, but like the Mariners on the sea, we chart our course by them."

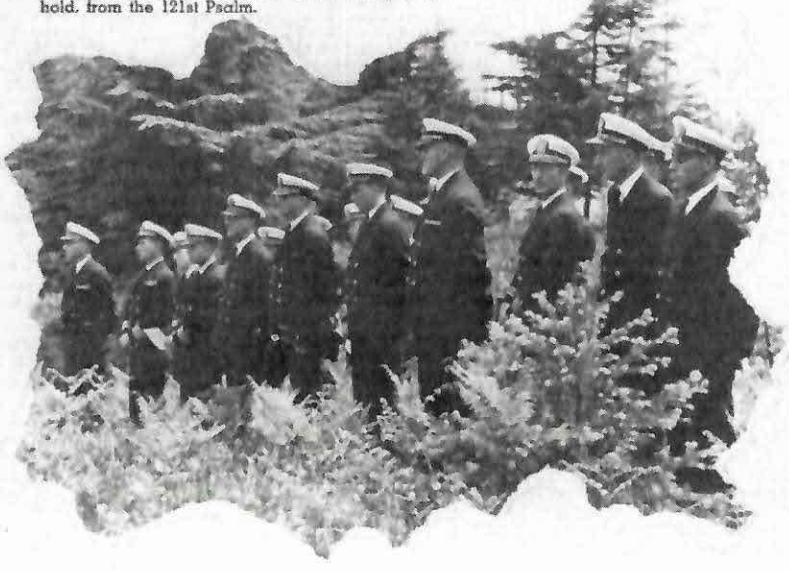
It was not long after my arrival that I selected this very location as the suitable place to build a chapel. It is on high ground, surrounded by beautiful trees and detached from other hospital buildings. As one stands here, he is almost oblivious of the presence of a hospital. He has in a sense detached himself from hospital atmosphere. He hears nothing but the soft music made by the swaying branches of spruce, hemlock, pine and fir. He is detached in his thinking quickly as to man's inhumanity to man, and he cannot help but be inspired only by the presence of that Great Power which has created the universe.

Not only will this building be erected on high ground, and we might say, on a hill; but we can look out on other hills and to the great and beautiful mountains of northwest America. One can well be reminded of the 121st Psalm:

> "I will lift up mine eyes unto the hills from whence cometh my help. My help cometh from the Lord who made Heaven and earth."

That is the Psalm of Ascension, or to some, it is known as the Traveler's Psalm. It is a favorite of mine, for I was born in mountainous country. By a strange coincidence it was used on three separate and distinct occasions in 1933 when an unusual episode in my life was terminated and a new venture lay before me.

After a long tour of duty, comprising 14 years in Washington, I set forth with my face to the west for duties aboard ship with the United States Fleet in the Pacific. Mrs. Boone and I had been invited to spend the last night in Washington with the Minister of the Church of the Covenant. He came from a long line of Scotch ministers and he said at breakfast, the morning of our departure, that it had been the custom of his Scotch family to always read, prior to the departure of any member of the family or guests of the household, from the 121st Psalm.



In these days of tumult and anxiety and when the world's thoughts unfortunately are directed to the destruction of man how relaxing it should be to those of us gathered here in the quietude of this secluded dell. We can for the moment detach ourselves from a world of hatred and purposeful killing of our fellowman.

A few days later, I spent my first Sunday of travel at Mercersburg Academy, which was my boyhood preparatory school and which school is located in a magnificent farming section of southern Pennsylvania. The lovely campus is in the foothills of the Tuscarora Mountains, which are the first slopes of the Blue Ridge of the Alleghenny Mountains. The text that particular Sunday for the minister's sermon was "I will lift up mine eyes unto the hills," so again I heard from the 121st Psalm.

Upon the arrival of Mrs. Boone and I in California, we were the houseguests of former President and Mrs. Hoover in Palo Alto. The day after our arrival was Sunday; Mrs. Hoover invited us to attend church with her in the Stanford University Chapel. A distinguished Chinese minister preached the sermon. His text was, "I will lift up mine eyes unto the hills from whence cometh my help." And so, my friends, I hope you will think on this occasion and be inspired by the thought, "I will lift up mine eyes unto the hills from whence cometh my help. My help cometh from the Lord who made Heaven and earth."

We are living through dark days. There is some rift in the sky of darkness, but we must be prepared for even darker days before the skies will clear and the world will once again enjoy the warmth of universal light and sunshine. In entering the worst period of the war for us, which certainly by all indications would seem to be in the future, we can only with faith be mindful of this beautiful quotation:

> "I said to a man who stood at the gate of the year, 'Give me a light that I may tread safely into the unknown,' and he replied, 'Go out into the darkness and put your hand in the hand of God. That shall be to you better than a light or safer than a known way'."

Even though raised in a religious home atmosphere the inspiration to build a chapel has been mine because of the influence on my life by the Headmaster of my preparatory school. That Headmaster was Doctor William Mann Irvine, born humbly on a farm; whose education was acquired through his own efforts as a working boy at Exeter Academy and Princeton University to become one of the greatest educators in this country. He was an All-American football player. He was a minister of the Gospel. He is the only man upon whom Princeton University has ever conferred posthumously the degree of Doctor of Laws. Always on my desk before me is a bronze plaque of William Mann Irvine. Beside his facsimile on the plaque are four words: DREAMER — SCHOLAR — WORKER — BUILDER. He felt when he built a chapel, even though he had built an entire school and carved a rare career, that he had performed his greatest service and the one giving him the most soul satisfaction.

I am told that the two most beautiful chapels in America are to be found in Princeton University and Mercersburg Academy. I wish to give to you today as we here are building a chapel, an inspiring thought which Doctor Irvine left with his hearers at the cornerstone laying of the Mercersburg Chapel when he quoted a verse especially written for that occasion by the great preacher, scholar and author, Henry Van Dyke:

> "O God, control us as Thou wilt,
> And guide the labour of our hand:
> Let all our work be surely built
> As Thou, the Architect, hast planned:
> But whatso'er Thy power shall make
> Of these frail lives, do not forsake
> Thy dwelling: let Thy presence rest
> Forever in the temple of our breast."

LANDMARK REGISTRATION FORM

PART I: PROPERTY INFORMATION

1. Name of Property

historic name: **Naval Hospital Chapel**

other names/site number: Shoreline Naval Hospital Chapel

2. Location

street address: 1902 NE 150th Street, Shoreline, WA 98155
parcel no(s): 1626049010

legal description(s): PCL B SHORELINE BSP #SHBSP 201815 REC #20100803900004 SD BSP LYING IN POR OF S 1/2 OF NW 1/4 & N 1/2 OF SW 1/4 STR 16-26-04.

3. Classification

Ownership of Property:	Category of Property:	Name of related multiple property listing:
☐ private	X building(s)	(Enter "N/A" if property is not part of a
☐ public-local	☐ district	multiple property listing.) **N/A**
X public-State	☐ site	
☐ public-Federal	☐ structure	
	☐ object	

4. Property Owner(s)

name: Washington State DSHS, Attn: Fircrest School c/o CBS2 (building owner) Washington State DNR (land owner)
Street: 500 1st Avenue #401

city: Seattle state: WA zip: 98104

5. Form Prepared By

name/title: Spencer Howard, Katie Pratt

organization: Northwest Vernacular, Inc. date: 19 October 2020

Nomination prepared for the Shoreline Preservation Society as the non-profit championing Landmark status for the building. Funding provided by a 4Culture Special Projects grant.

6. Nomination Checklist

X Site Map (REQUIRED)
X Photographs (REQUIRED)
N/A Last Deed of Title
X Continuation Sheets
Other (please indicate):

PART II: PHYSICAL DESCRIPTION

7. Alterations

Check the appropriate box if there have been changes to plan, cladding, windows, interior features or other significant elements. These changes should be described specifically in the narrative section below.

Yes	X	No	Plan (i.e. no additions to footprint, relocation of walls, or roof plan)	Yes	X	No	Interior features (woodwork, finishes, flooring, fixtures)
Yes	X	No	Cladding	Yes		No	Other elements
Yes	X	No	Windows				

Narrative Description

Use the space below to describe the present and original (if known) physical appearance, condition, architectural characteristics, and the above-noted alterations (use continuation sheet if necessary).

The chapel building is in the north-central portion of the grounds. The grounds consist of the former U.S. Naval Hospital Seattle identified in the vicinity map as the U.S. Navy Hospital activity area. Hospital buildings were predominately wood frame single story buildings and concentrated in the southwest corner of the site and extended to the northeast following the site topography with the chapel building set on a low rise above the main hospital facilities. Buildings on the grounds included an administration building, wards for patients, medical buildings (surgery, laboratories, x-ray, physiotherapy, and clinical rooms), maintenance facilities (carpentry and mechanical shops, planning mill, garage, fire station and guard house, powerhouse, and storehouses), and living and treatment quarters for hospital staff. Remaining buildings that stem from the development period concurrent with the chapel building include the following as identified by their original building number and name per the June 30, 1944 map of the grounds: 519, Hospital Corps; 520, Hospital Corps; 521, Hospital Corps; 524, Fire Station & Guard House; 526, Powerhouse; 528, Bag Storage; 529, Storehouse no. 1; 553, Storehouse no. 2; 565, Paint Shop & Storage Locker; and 566, Storehouse no. 3.

The building's site integrates with its forested setting that was retained and cultivated as part of the building's design and construction. The building faces southeast and is located at the top edge of a slope. Curvilinear roadways and walkways provide access to the building and connect with the larger circulation system of the grounds that comprise the operation area for the State Department of Social and Health Services Fircrest Residential Habilitation Center and Public Health Laboratories. Stylistically the building is an example of the Tudor Revival style.

The building has a cruciform plan. The interior layout consists of a central nave flanked by narrow aisles leading to a chancel and altar at the east end with flanking chaplain office and prayer chapel. A tall tapered spire rises from the ridgeline above the chancel on a short shingle clad steeple. The building's walls are load bearing brick masonry with wood shakes cladding the roof. Windows are leaded, multi-pane, with a round, stained glass window in the east gable. Raised chord scissor trusses span the nave and chancel. Stained wood and painted plaster define the interior wall and mill work finishes, with iron pendant light fixtures throughout the nave and chancel.

See continuation sheets below.

PART III: HISTORICAL / ARCHITECTURAL SIGNIFICANCE

8. Evaluation Criteria

Historical Data (if known)

Designation Criteria:

X A1 Property is associated with events that have made a significant contribution to the broad patterns of national, state, or local history.

☐ A2 Property is associated with the lives of persons significant in national, state, or local history.

X A3 Property embodies the distinctive characteristics of a type, period, style, or method of design or construction or represents a significant and distinguishable entity whose components lack individual distinction.

☐ A4 Property has yielded, or is likely to yield, information important in prehistory or history.

☐ A5 Property is an outstanding work of a designer or builder who has made a substantial contribution to the art.

Criteria Considerations:

Property is

X a cemetery, birthplace, or grave or property owned by a religious institution/used for religious purposes

☐ moved from its original location

☐ a reconstructed historic building

☐ a commemorative property

☐ less than 40 years old or achieving significance within the last 40 years

Date(s) of Construction: 1944	Other Date(s) of Significance: NA	
Architect: The Austin Company, 13th Naval District Public Works	Builder: J. W. Bailey Construction Company	Engineer: The Austin Company

Statement of Significance

Describe in detail the chronological history of the property and how it meets the landmark designation criteria. Please provide a summary in the first paragraph (use continuation sheets if necessary). If using a Multiple Property Nomination that is already on record, or another historical context narrative, please reference it by name and source.

The Seattle Naval Hospital Chapel is significant under Criterion A1 for its association with the development and use of the Seattle Naval Hospital during World War II. It is also significant under Criterion A3 for its well-executed Tudor Revival design. Although the property was constructed for religious purposes as the first *interdenominational* chapel constructed at a naval hospital in the continental United States and remains in this use, its association with the naval hospital and its design and setting in a peaceful area of woods personally selected by Captain Joel T. Boone (1889-1974), who took command of the hospital on May 18, 1943, make it a significant property within King County.

See continuation sheets below.

PART IV: MAJOR BIBLIOGRAPHICAL REFERENCES

9. Previous Documentation

Use the space below to cite the books, articles, and other sources used in preparing this form (use continuation sheet if necessary).

Previous documentation on file:

- X included in King County HRI #1167 (Naval Hospital)
- ☐ previously designated an Issaquah Landmark
- ☐ previously designated a Community Landmark
- ☐ listed in Washington State Register of Historic Places
- ☐ preliminary determination of individual listing
- ☐ (36 CFR 67) has been requested
- ☐ previously listed in the National Register
- ☐ previously determined eligible by the National Register
- ☐ designated a National Historic Landmark
- ☐ recorded by Historic American Buildings, Survey #:
- ☐ recorded by Historic American Engineering, Rec. #:

Primary location of additional data:

- ☐ State Historic Preservation Office
- X Other State agency (DSHS)
- X Federal agency (NARA)
- ☐ King County Historic Preservation Program
- ☐ Local government
- ☐ University
- X Other (Shoreline Historical Museum)

Bibliography

See continuation sheets below.

Architectural Description

Setting and Site

The chapel building is in the north-central portion of the grounds, on a site generally enclosed by conifer trees. The building faces southeast and is located at the top edge of a slope. The slope rises (approximately 25 feet) from the site's core function areas along Hamlin Park Road and transitions northwest of the building to a formerly developed level site. Curvilinear roadways and walkways provide access to the building and connect with the larger circulation system of the grounds. **(Figures 1-2)**

The proposed boundary encompasses the chapel building; directly associated walkways; the curvilinear driveway servicing the building; the hillside descending to and including the associated lower parking area; the immediate landscape and the forest setting that are integral to the siting and experience of the building. This encompasses a 3.08 acre area. The boundary as proposed follows the middle line of the roads to the east, south, and southwest of the site and a direct line south from 30-feet west of the north parking lot.

The grounds referred to in this nomination generally comprise the operation area for the State Department of Social and Health Services Fircrest Residential Habilitation Center and Public Health Laboratories (King County parcels 1626049010 and 1626049111) and are generally bounded by 15th Avenue NE (west), Hamlin Park Road (north), a service road southeast of the buildings along NE 160th Street (southeast), 20th Avenue NE (east), and NE 150th Street (south). These grounds comprise the core of the former U.S. Naval Hospital operation area that was formerly bounded by 15th Avenue NE (west), NE 165th Street (north), 25th Avenue NE (east), and NE 150th Street (south). Today, the former operation area of the U.S. Naval Hospital is split into multiple King County tax parcels with uses including, but not limited to, South Woods Park, Eastside Off-leash Dog Area, Shorecrest High School, Shorecrest Performing Arts Center, Kellogg Middle School, and Hamlin Park.

Stylistically the building is an example of the Tudor Revival style. Characteristic features include:

- Steeply pitched side gable roof with prominent cross-gables
- Multi-pane (diamond shape) casement and fixed sash windows
- Pointed-arch gable end window headers
- Texture of the wire cut brick and the multiple patterns achieved through different bonding patterns
- Timber and basket weave brick elements at the front entrance porch
- Stained interior woodwork, scissor trusses, and pendant iron light fixtures.

The Building and Changes Over Time

For simplicity in descriptions, the following narrative will use south (southeast front facade), north (northwest rear facade), east (northeast side), and west (southwest side) for directional references, since the building is sited at nearly a 45-degree angle relative to north. Dimensions and assembly descriptions stem from the original drawings and a site visit.

The building has a cruciform plan with the short leg at the projecting front entrance porch. The chancel occupies the intersection of the nave and transept, separating the altar from the nave. The building plan is generally 34 feet, 8 inches by 82 feet, 10 inches. The interior layout consists of a central nave flanked by

narrow aisles leading to a chancel and altar at the east end with flanking chaplain office, prayer chapel, and support spaces projecting to the north and south, respectively. The office and chapel each have their own entrance with small shed roof over the exterior stoop. The side gable roof extends the length of the nave and chancel with cross gables at the chaplain office, prayer chapel, and front entrance porch. The east gable end of the main roof extends slightly over a full height, square sided bay providing interior space for the altar. A tall tapered spire rises from the ridgeline above the chancel on a short shingle clad steeple. A basement mechanical space accessed from the exterior extends below the east end of the building. The building's walls are load bearing brick masonry with wood shakes cladding the roof. Leaded, multi-pane windows provide day lighting, with a round, stained glass window in the east gable end above the altar. Raised chord scissor trusses span the nave and chancel. Stained wood and painted plaster define the interior wall and mill work finishes, with iron pendant light fixtures throughout the nave and chancel.

Landscape

The building's site integrates with its forested setting that was retained and cultivated as part of the building's design and construction. Spatial organization of the site utilizes topography, vegetation, and circulation to define a space for the building secluded from the activity of the broader grounds. The type and organization of the vegetation and the organization of the circulation features is complimentary to both the building's architectural style and its support function relative to the historic U.S. Navy Hospital and current Fircrest Residential Habilitation Center grounds usage. **(Figures 3-6, 8-14, 20-26)**

Topography of the site includes the steep slope on which the building stands at the top edge, elevating the building relative to circulation access and development on the grounds to the south and east, which comprised the core U.S. Navy Hospital development area. Grade height between the front and rear of the building differs by 5 feet, with the front facade rising slightly above the approach to the building along the roadway and the rear facade set into the hill side. A low rip-rap rock retaining wall is offset by several feet from and extends along the length of the building's north facade. Grade to the east extends out at the foundation level of the building.

Vegetation consists predominately of a dense growth of evergreen trees (fir or similar) with some smaller madrone trees interspersed and an understory of ferns and low shrubs, including rhododendrons with a dense ground cover of evergreen tree needles and small branches. These form a perimeter enclosing the building and the vertical space above it and extend up to the north and east facades. The raised bed off the front of the building between the two cross gables consists of rhododendrons and ferns. A pair of low evergreen shrubs pruned to form hedges flank the front entrance walkway. A small ornamental shrub occupies the planting area west of, and enclosed by, the ramp to the front entrance. Lawn extends off the west side of the building a short distance to the edge of the evergreen trees.

Circulation consists of a roadway, pathways, sidewalks, and parking areas. The asphalt, curvilinear roadway extends from the southwest corner of the site connecting to a main grounds roadway and continues northeast to pass in front of the building. The approximately 9-foot-wide roadway does not have curbs or shoulders. The single-lane roadway arced to the southeast as it descended the slope to the roadway at the base. The upper portion of this arc remains in use as parking; the lower portion is no longer in use. Instead, the roadway continues east along an added route (built after 1971) to connect to the roadway east of the site (built between 1954 and 1964). Pathways and sidewalks connect the site to the broader grounds circulation system and link to the building entrances, and include the following:

- A narrow (approximately 3 foot wide) asphalt curvilinear pathway extends up to the south side of the roadway in front of the building from a parking area at the base of the slope.
- A similar, added asphalt pathway that passes along the west side of the building, extending from the roadway in front of the building up to the post-1971 roadway east of the building.
- The front entrance porch, which is served by a concrete sidewalk and a short flight of steps, as well as a concrete ramp connecting to the roadway in front of the building.

- The chaplain offices and basement entrance at the east end of the building, which are served by a concrete sidewalk along the east side of the building that connects to a short flight of stairs leading to the roadway in front of the building.
- A sidewalk along the south side of the building that links the front entrance to the sidewalk servicing the east entrances.
- An added concrete sidewalk along the ca. 1954–1964 roadway east of the building that connects to the original sidewalk at the east side of the building.

Parking areas consist of the original paved parking area at the base of the slope. An added parking area is located north of the building, off the ca. 1954–1964 roadway.

Foundation

The building features a reinforced board formed concrete perimeter grade beam foundation with two rows of 2-foot-square concrete spread footings supporting posts (1 foot square) carrying beams (8 by 12 inch; metal straps at beam/post joint) below the nave and chancel. The upper portion of the perimeter foundation projects above grade. Spread footings are spaced on 10-foot centers with the two row centers spaced 11 feet, 4 inches apart. Single spread footings occur below transition between the chancel and cross gable projections. Smaller spread footings extend below the posts carrying the trusses along the outer edge of the aisles flanking the nave on 11-foot centers. Floor joists are 2-by-10-inch boards on 16-inch centers and run north – south. Concrete wall enclosed areaways provide openings for metal bar crawl space vents along the north, south, and west facades.

Exterior Walls

The building's exterior walls consist of load-bearing unreinforced brick masonry walls (8 inches thick) with an inner layer of wood stud furring. The bricks used in the outer wall layer appear to be half the thickness of a standard brick, similar to a modular brick. Bonding for the brickwork is notable for its uniqueness. Bond courses (headers, brick laid on face with end showing) start at the top of the foundation and then repeat every third course with queen closures at the outer building corners. Intervening running bond courses are composed of shiners (brick laid on edge with the face showing) as opposed to the more typical use of stretchers (brick laid horizontal with the long edge showing). Use of shiners contrasts visually with the headers and displays the texture of the wire cut face of the bricks. Brick coloring ranges from light pink to deeper red, with the majority having a light red/orange color. Mortar joints are struck slightly recessed from the brick face and feature a light-gray mortar. The bricks have a high frequency of chips and irregularities along the arises (edge corners) including chips that contribute to the overall visual texture of the walls. **(Figures 8-19)**

Brick work at the front entrance vestibule walls and gable end consists of brick panels set between 6-by-6-inch wood posts with inner wood furring. A wood header spans the doorway supporting posts and brick panels in the gable end. The brick panels are a single wythe (one brick) thick and laid up as stretchers in a basket weave pattern with a rowlock (brick laid on edge with the short end showing) course along the top of the foundation. Half dovetail joints comprise the horizontal timber connections (below the windows) with the posts.

Wood louvers occur in the peaks of the cross gables, providing venting for the attic.

Roof

Wood shakes clad the building's roof with metal flashing at the valleys. The main side gable roof and the two east cross gables have flush gable ends with barge boards and narrow rake moldings with a concave lower profile. Eaves have modest overhangs with exposed rafter ends with clipped ends and gutters attached to the outer face of the rafters. Metal external downspouts direct rainwater down to grade and away from the

building. An added metal vent projects above the roofline on the south slope, servicing the boiler room in the basement. **(Figures 8-17)**

Scissor trusses span (north–south) the nave and chancel supporting the roof framing and providing an open interior volume. A ridge beam extends the length of the roof above the trusses with metal plates connecting the trusses to the beam. Wood purlins run east–west between the trusses and are attached to the trusses at the wood blocking and the upper ends of the bottom chords with metal L brackets. The blocking is through-bolted to the truss top chords. Tongue-and-groove board (2 inch thick) roof sheathing runs north–south between the purlins. The trusses consist of wood beam bottom chords with a lap joint where they meet. A king post connects this lap joint with the joint at the peak of the truss with steel plates and through bolts reinforcing this connection. The feet of the bottom chords bear on the tops of the wood posts (6 by 8 inch) along the aisles flanking the nave with steel plates linking the posts and chords. The top chords consist of two boards attached to either side of the bottom chord ends. Through bolts occur at each connection. **(Figures 28-31)**

The cross gable over the front entrance features decorative scroll cut bargeboards overlaid on the standard bargeboards with outer posts and a central cross set in the gable end and composed of a vertical post and cross tie with chamfered edges. Exposed roof framing includes a ridge beam with a drop finial at the outer end and rafters with wood board sheathing. An added light fixture is attached to the south end of the ridge beam. **(Figures 8, 15)**

Shed roofs projecting over the stoops at the east entrances consist of wood posts supporting a beam with a chamfered end. Rafters extend out from the building wall to the beam at a slightly shallower pitch than the main roof. Gutters extend along the outer edge of the roofs. Exposed horizontal board sheathes the roof. **(Figure 16)**

A tall tapered spire comprised of 4-by-4-inch wood posts rises from the ridgeline above the chancel on a short shingle clad steeple. Galvanized iron sheet metal with standing seams clads the spire which ends in a wood ball and a cross. The standing seams wrap around the tower creating a horizontal banding effect. Through bolts connect the steeple framing to the purlins. **(Figure 12)**

Windows

Windows consist of a rose window, as well as fixed, casement, and hopper windows. All windows utilize cedar for the sash. All fixed, hopper, and casement windows have brick moldings and wood sills. All glass was specified as tinted cathedral glass. All exterior wood surfaces are painted. The brick moldings are narrow with a rounded profile. All glass panes are amber in color and textured for translucency. All hopper and casement windows consist of multiple-pane (diamond shape) leaded windows with an interior horizontal metal bar to reinforce the leading. Interior window casings consist of narrow molded cedar trim with mitered corners.

The rose window is located in the east gable end above the altar. The round window opening has an outer band of rowlock bricks. The cedar sash window has decorative wood and leaded tracery symmetrical around the center round set within an eight-point rose with red (center, outer rose points, and outer triangular accents) and blue glass. Interior trim consists of narrow molded cedar casings around the window opening. **(Figures 13, 18, 48)**

The west gable end features three large window openings illuminating the west end of the nave. Each pointed arch opening has four casement windows (2:2) with a wood mullion and cross bar. The pointed arched headers consist of a rowlock band with a recessed basket weave brick panel and a rowlock course above the steel L lintel spanning the window opening. These window openings have rowlock brick sub sills. **(Figures 9-10)**

Altar windows occur on the north and south sides of the east bay. The 28-rectangle pane, leaded-lite fixed

windows provide day lighting for the altar. These window openings have rowlock brick sub sills. **(Figure 17)**

Casement windows along the north and south facades provide day lighting for the nave, chaplain's office, and prayer chapel. The continuous top plate for the wall serves as the headers for these windows. In the cross gables these window openings have paired steel L lintels with soldier course (laid vertically with the narrow long face showing) brick headers. These window openings have rowlock brick sub sills. Hardware consists of butt hinges and thumb latches. Added venetian blinds occur at the casement windows. **(Figures 8, 15, 32, 34, 41)**

Hopper windows on the north and south facade provide day lighting and ventilation for the two original restrooms. The windows are hinged at the bottom rail for hopper operation with a spring catch and chain at the top rail. **(Figure 16)**

Entrances

Several entrances provide access to and egress from the building interior.

Front

The main front entrance (west end of the south facade) consists of stairs and a concrete ramp providing access to a porch set below the cross-gable roof. Concrete cheek walls with brick copings flank the stairs and ramp and support the paired wood posts, which carry the peaked timber header with chamfered edges that spans the entrance. The cheek walls flanking the stairs have built in planters. Decorative wood trim extends along the top outer edge of the header. A hexagonal pendant light fixture hangs from the ridge beam. The fixture has amber glass lenses set in a metal frame. A pair of doors leads from the porch to the entrance vestibule, which opens to the nave. Wood casings with a rounded profile along the inner corner trim the doorway. The doors consist of diagonal cedar boards with a triangular upper stained-glass lite in each. Attachment locations remain at former wall sconce locations flanking the doorway. **(Figures 8, 15)**

East

These two entrances provide access to the chaplain's office and the prayer chapel. Each entrance has a small exterior stoop with a shed roof. A single leaf wood door provides access to the interior. A low brick wall extends along the east side of the stoop landing and supports the wood posts carrying the shed roof. Doorways have steel lintels with soldier course brick headers. Doors consist of diagonal cedar boards in a chevron pattern. The chaplain's office entrance has an added metal railing extension between the wood posts to raise the railing height. **(Figures 16-17)**

Basement

At the northeast corner of the building an exterior direct flight of concrete steps leads down to the entrance for the basement mechanical space. An added metal railing at the top of the stairs prevents accidental falls down the stairs. A low brick wall flanks the outer east side of the stairway and features an added low metal railing along the top edge. A three-panel door with an upper glass lite provides access to the interior. **(Figure 17)**

Interior

The interior layout generally consists of a single floor as the functional space for building users. The basement serves only a mechanical support role.

This floor consists of the entrance vestibule, nave and flanking aisles, the chancel and altar, and the flanking chaplain's office and prayer chapel along with associated support spaces. All woodwork within the building has a stained finish. All flatwork on the walls and ceilings consists of painted half-inch fiber board, except for

the hallways, bathrooms, closets, and storage rooms, which have painted gypsum wall board. A narrow board wraps the top edge of the walls at the roof juncture. All interior doors between spaces consist of original doors having applied chevron pattern v-groove cedar boards with metal knobs and escutcheons (unless otherwise noted). All doorways between spaces have narrow mitered casings (unless otherwise noted). There are round metal grilles at the east and west gable ends connect to the building.

Vestibule

The vestibule consists of a single open volume. A wide cased opening, with mitered casings, transitions to the nave. A radiator is mounted to the west wall of the vestibule. A wood door with chevron patterned boards opens on the east side of the vestibule to a coat room. Flooring consists of vinyl composition tiles. A bowl type (frosted glass) ceiling-mounted light fixture provides lighting. The metal edge profile at the top of the bowl matches the metal reflector band on the main branched lighting fixtures in the nave. **(Figures 52-53)**

Nave and Aisles

The nave consists of a single open volume oriented to the chancel and altar with exposed trusses and roof sheathing woodwork. Aisles, defined by the outer building walls and the inner posts carrying the trusses, flank the nave. Soffits above the aisles enclose the triangular volume between the roof, outer walls, and inner posts. Engaged posts occur at the west gable end where the soffits connect to the wall. The inner lower edge of these soffits is cased with wood trim that has a reeded profile. Wood flooring extends throughout the nave and aisles. A ramp at the east end of the south aisle, with an added railing based on the chancel railing, connects to the prayer chapel (it has been converted for use as a universally accessible restroom). A doorway at the east end of the north aisle connects to the chaplain's office with a single step up. Radiators are mounted to the outer walls along the aisles. **(Figures 28-29, 32, 44)**

Pews, with flat seats and square backs with enclosed ends, were custom built using birch for the building. They are arranged in two rows within the nave. A wood pedestal pulpit and small piano are at the east end of the nave, and a bookcase is in the southwest corner of the nave. **(Figure 45)**

Day lighting from the casement windows is augmented by direct lighting from a central row of seven main branched pendant electric fixtures. This lighting extends into the chancel. These consist of a round plywood base (pan), brass bolts that support a center lens with concentric ridges to diffuse the light, and an outer metal shade with a decoratively cut lower edge profile. Curved branched supports extend out from this base to carry six outer lights each with vertical tulip-shaped translucent glass shades and a round metal reflector for downlighting. This upward arrangement of the shades evokes associations with older gas lighting fixtures. Metal straps extend up from center wood portion to connect to a wrought iron metal hook attached to the ridge beam.

Flanking these main central fixtures are two rows of branched pendant electric fixtures suspended on chains from the bottom chord of the trusses. Each fixture has a central vertical cylindrical glass shade set in a round metal frame, with antiqued wrought iron finish and welded joints. Curved branched supports extend out to four outer lights each with a vertical tulip-shaped translucent glass shade and a round metal reflector for downlighting. There is a round escutcheon at the chain connection to the truss chord. **(Figures 48-51)**

Chancel and Altar

The chancel is set off from the nave by two steps up (cedar risers and Douglas fir tread) and a low railing. The chancel projects out into the nave at the outer northwest and southwest corners. Soffits and wood trim continuing from above the aisles extend inward at the chancel enclosing the posts supporting the trusses and the outer truss ends. Wood trim cases the truss/wall transition with a stylized drop finial. Diffuser panels for air supply/return are on the inner walls of the soffits. Doorways on the north and south sides of the chancel connect to short hallways linking to support spaces, the prayer chapel, and the chaplain's office. The organ occupies a small room off the north side of the chancel with a wood screen enclosure, with a doorway

on the east side of the room opening to a small closet. An accordion wood door allows the space to be closed off. Wood flooring extends throughout the space and the altar platform. Wall mounted speakers are mounted to the soffit walls facing the nave and to the soffits at the east end of the aisles. Refer to Nave and Aisles for a description of the lighting. Radiators are recessed off the north and south sides of the chancel. **(Figures 30, 37-39)**

The altar is at the east end of the building, set on a raised platform with canted sides within the end wall bay with day lighting from the windows and located directly below the rose window. The platform supporting the altar is raised a single step above the chancel floor level. A curtain with a wall mounted wood cross hangs behind the altar on the east wall, extending from below the rose window to just above the floor. Metal organ pipes are located to either side.

Millwork within the chancel and altar space includes the following custom built for the building:

- Altar has a rectangular plan (7 by 3 feet) with six recessed panels with eight-pointed stars along the front, and flush panels on each side with a flat top and a raised ledge along the back. Birch veneer panels comprise the finished exterior material. A removable birch veneer tabernacle originally extended along the top of the raised back. **(Figure 37)**
- Chancel railing with wood balusters, top hand railing, and a middle rail. Wood trim forms eight-pointed stars within each of the square openings between the rails. A pair of hinged gates extend across the top of the steps. **(Figure 30)**
- Sound enclosures at the outer two corners of the chancel feature wood corner posts with small convex outer moldings and cedar grilles consisting of diagonal and horizontal patterned slats. A slightly projecting wood sill with an apron wraps the base of the openings. Fabric is draped on the interior side. **(Figure 33)**
- The baptismal font is hexagonal and birch wood; on each vertical face there are two recessed panels with an eight-pointed star in each panel. A wood cradle for receiving a metal bowl is set built into the top. A mitered wood lid with a brass ring sits on top. A small cabinet is located on the side with a round metal knob. **(Figure 46)**
- Diffusers at the soffit feature cedar grilles matching those at the sound enclosures. **(Figure 38)**

A console type pulpit is located on the chancel along with a raised canted lectern in the southwest corner of the chancel. These appear to be built from birch and matching other furnishings custom built for the building; however, original drawings were not found for these furnishings. **(Figure 47)**

Chaplain's Office

The rectangular office features a doorway at the southwest end to the aisle, and a doorway on the east end to the vestibule at the north end of the hallway. The vestibule connects to the east entrance and the hallway. A flush two-light ceiling fixture with a frosted glass shade augments the day lighting form the windows on the north side of the room. Built in floor to ceiling robe cabinet and upper cabinets extend along the south wall of the room. These feature chevron patterned cedar doors with the patterned reversed at the upper cabinets. A ceiling hatch provides access to the attic. Wood flooring extends throughout the space. **(Figures 34-35)**

Although the original 1944 drawing (44-565) shows the east entrance opening directly to the chaplain's office, existing conditions indicate that instead a small inner vestibule was built as part of the north end of the hallway. This allows the exterior entrance to open to the vestibule with another door opening from the vestibule to the office.

A wall-mounted fire hose is on the west wall of the hallway. A ceiling hatch provides access to the attic. The bathroom off the east side of the hallway consists of a single toilet and sink with vinyl composition floor tiles. There are ceiling-mounted light fixtures in the hallway and bathroom. The south end of the hallway opens to the chancel. **(Figure 36)**

Prayer Chapel

The prayer chapel has been converted for use as a universally accessible restroom with a toilet and sink along the west wall. Wood flooring extends throughout the space. The vestment case is set along the east wall and features chevron-patterned wood doors. A closet is located off the southwest corner of the room. **(Figures 42-43)**

Per the original drawings, the confessional originally occupied the north portion of the room's west side, with the existing doorway providing access to the chaplain's space. Penitents entered from the east end of the aisle off the nave. This space formerly occupied by the confessional now serves as the entrance pathway to the prayer chapel from the nave.

The hallway features a ceiling-mounted frosted shade light. A ceiling hatch provides access to the attic. A doorway on the west side of the hallway opens to a large storage closet. A separate room for speakers and audio equipment usage is accessed from the west end of the closet. A doorway on the east side opens to a former bathroom. **(Figure 40)**

Basement

The basement consists of a single mechanical room located below the altar and chancel. A sump is located on the west side of the space.

Alterations

Dates provided for alterations are based on available information and identified as circa wherever a specific year was not known. Original design drawings for the building dated to 1944.

Overall, the building exterior retains a high level of integrity and original visual character. Both interior and exterior changes are addressed in the following list of alterations.

The chronological listing of alterations is as follows:

1945

Work included installing new wood gutters and downspouts on the building.

Ca. 1954–1964

Roadway construction along the east edge of the site.

Post-1971

Construction of a road extension from the original road servicing the building east to the ca. 1954–1964 roadway. This ended use of the east portion of the original roadway; only the upper portion continued to be used for parking, along with a pathway leading down the hillside.

Ca. 2016

Work included converting the prayer chapel to use as a universal access restroom. This involved moving the vestment case from the north wall to the east wall; installing a toilet and sink on the north wall; converting the confessional to a hallway with access from the east end of the south aisle; and installing a ramp and associated railing in the aisle to access the restroom.

Vinyl composition floor tiles throughout the building were replaced with wood flooring.

Ca. 2003–2004

Tree loss along the east side of the roadway when approaching the building from the southwest left an open slope.

Ca. 2010–2011

Sidewalk and landscaping alterations off the northeast corner of the building along the ca. 1954–1965 roadway.

Ca. 2012

Re-topping of the added parking lot north of the building.

Undated

- Metal railing and gate installed at the east exterior basement entry for fall protection.
- Lighting fixture installed at the peak of the front entrance gable.
- Fire detection and alarm systems upgraded within the building.
- Choir rail and choir stall previously removed from the chancel.
- Asphalt composition tile added in the prayer chapel and the chaplain's office and subsequently removed and replaced with the existing wood flooring.
- Round metal grilles added in the uppermost portion of the east and west gable ends of the building interior. Their function is not known.
- Vent added on the south slope of the main roof, extant by 2005.
- Wall sconces flanking the front entrance removed.
- An added concrete sidewalk along the ca. 1954–1964 roadway east of the building connects to the original sidewalk at the east side of the building.

Historic Context

Site History—Shoreline[1]

The Seattle Naval Hospital Chapel is located within the city limits of Shoreline. Prior to the arrival of white Euro-Americans, the area now known as Shoreline was used by Coast Salish tribes and bands. The area was heavily wooded between the lakefront to the east and the steeply sloped ravines along the saltwater shores to the west. According to an "Overview of Shoreline History" prepared for the King County Historic Preservation Program in 1996:

> *Several local Native American groups made use of the Shoreline area before the arrival of Euro-American settlers. Puget Sound Salish groups who made use of the resources in Shoreline include the hah-chu-ahbsh, or "lake people," who wintered along Lake Washington, and the shil-shol-ahbsh, or "narrow inlet people," who had seasonal beach camps at Boeing Creek and Richmond Beach. … The ha-ah-chu-ahbsh "small lake people" (referring to Lake Union) may also have used the area, coming into what is now Shoreline to gather cranberries which grew in the bogs where Ronald Bog and Twin Ponds are now. While the inland travel routes used historically by Native American people are no longer known, the early wagon roads and paths in the district may well have followed Native*

[1] The Shoreline overview history is summarized from Cloantha Copass, "Overview of Shoreline History: prepared as part of the Survey and Inventory of Historic Resources in the City of Shoreline," prepared for the King County Historic Preservation Program, September 30, 1996, available via WISAARD.

American travel routes.[2]

The steep shoreline bluffs initially delayed Euro-American development of the area, but donation land claims were made as early as 1872. Richmond Beach, accessible by boat, was the first area developed and became a stop for Mosquito Fleet passenger and freight steamboats on the Puget Sound. A post office was established in Richmond Beach in 1889 and the town site was platted in 1890. Overland access to Everett or Seattle relied on a wagon road through the woods until the Great Northern Railroad and its subsidiary, Seattle and Montana Railroad, arrived in 1891. Although Richmond was only a flag stop, the railroad contributed to town development. Logging and related mill industries were key economic activities in the area in the late 1890s and early 1900s, along with small family farms.

The Seattle-Everett Interurban rail line reached Shoreline by 1906 and the full line connecting Seattle and Everett was complete by 1910. This important transportation link spurred development in the Shoreline area, with residential subdivisions platted near the line and its stops. Two larger scale developments were constructed in Shoreline during the 1900s—the exclusive Highlands residential neighborhood (1907) and the Firlands Tuberculosis Sanitarium (1911).

Concentrated development remained clustered around Richmond Beach or the interurban line until automobile transportation improved. A brick two-lane road, North Trunk Road, was completed by 1912 and extended from Greenlake north to the King-Snohomish county line. The North Trunk Road was incorporated into Highway 99 (Aurora Avenue) in 1925, widening or rerouting portions of the road. Auto-oriented businesses sprang up along Aurora Avenue during the late 1920s and 1930s, with the earlier developments around the interurban stations remaining the commercial centers.

Development in Shoreline decreased as the nation entered the Great Depression and most residences constructed during this time were smaller in scale than previous construction. New subdivision development began to pick up in the late 1930s and early 1940s and several were platted during this time. Construction within these subdivisions (e.g., Ridgecrest and Innis Arden) occurred after the conclusion of World War II. The construction of the Naval Hospital in the area was a significant development in the community during the war.

After the war ended, Shoreline developed significantly as a residential suburb. Between 1942 and 1950, 9,000 new houses were constructed and school enrollment increased 96 percent. More than 100 houses were built in the 118-house Ridgecrest development—just northwest of the Naval Hospital grounds—in 1947. Nearly the same number of houses were constructed in the Ridgecrest Homes development the same year. Construction also continued in the Innis Arden development, with additional plats established.

As the area's population grew, residents and businesses pushed for a larger community identity to tie the scattered areas together. "Shoreline" was selected as the name for the community in 1949 and the city was incorporated in 1995. The completion of the north–south running Interstate 5 in 1964 established commercial patterns in the area that remain today.

Seattle Naval Hospital

The Puget Sound area has had a number of naval hospital facilities since the first naval hospital was established at Puget Sound Naval Shipyard (PSNS) in Bremerton. Founded in 1891, the shipyard constructed its first naval hospital building in March 1903, first as a temporary two-story frame building, then

[2] Copass, "Overview of Shoreline History: prepared as part of the Survey and Inventory of Historic Resources in the City of Shoreline." Copass cites the sources of her information as David Buerge, *The Native American Presence in the Shoreline District* (1993), unpublished manuscript, Shoreline Historical Museum.

in 1911 as a permanent hospital. A two-story brick structure designed in the Neoclassical style the permanent hospital opened in January 1912. As the Navy's presence expanded in Western Washington, additional facilities were added, both at the shipyard and elsewhere around Puget Sound. The University of Washington's Lewis Hall and Clark Hall—men's and women's dormitories, respectively—were even briefly converted to hospital functions during World War I to support a nearby training camp.

By the time the U.S. entered World War II, it was clear there was a severe shortage of hospital beds for the navy to support the wounded and injured from the Pacific War. While a naval hospital in Oakland, California, was expanded, the existing naval hospital in the Pacific Northwest (the PSNS hospital) could not be enlarged. The Navy found a location for a new hospital facility just north of Seattle on a 165-acre site in Shoreline at 15th Avenue NE and NE 150th Street. Construction began on the Seattle Naval Hospital in March 1942.[34]

The Seattle Naval Hospital opened for care in August 1942. The hospital had a 500-bed capacity with 41 one-story wood-frame wards, along with two surgical wards, a surgery building containing four operating rooms, and staff quarters for 780 personnel. The hospital was expanded later that same year to add three special wards and an Officers Sick Quarters, and again in 1943 to add another 500 beds. A five-wing building for the care of military dependents opened towards the end of the war.

Construction of the Chapel

During World War II, defense-related construction ramped up to provide facilities for the swelling armed forces. This included naval hospitals like Seattle Naval Hospital, as well as housing, training facilities, and even chapels. The chaplaincy within the United States Navy began in November 1775, when the navy was the Continental Navy, and has remained a part of the service since that time.[5] The chaplaincy—or the Chaplain Corps of the Navy—expanded during the World War II era, reflecting the rapid growth of the navy. For reference, on December 7, 1941, there were 192 regular and reserve chaplains; by August 1945 the chaplaincy grew to a peak enrollment of 2,811.[6] Between 1942 and 1945, 83 Navy chapels were authorized for construction, 18 in 1942, 30 in 1943, 27 in 1944 (including the Seattle Naval Hospital chapel), and eight in 1945.[7] The chapel at the Seattle Naval Hospital was approved for $34,600 in appropriations for construction on January 28, 1944.[8]

The groundbreaking ceremony for the new chapel on the Seattle Naval Hospital grounds was held on May 28, 1944. A June, 14, 1944, issue of *The Stethoscope*, the naval hospital's circular, described the ceremony as historic, "since the chapel will be the first at any naval hospital in the United States."[9] More specifically, it appears the chapel was the first *interdenominational* chapel constructed at a naval hospital. In his address at the groundbreaking, Captain Joel T. Boone (1889-1974), who took command of the hospital on May 18, 1943, stated:

> *Set apart on this hospital reservation in a wooded area, we have found a natural cathedral-like setting made by God for the erection of a religious edifice where men and women of whatever denomination can come to worship as he or she wills. Whether the individual finds his soul expression in the*

---

[4] Naval hospital history in the Puget Sound summarized from a 2012 HistoryLink.org essay, "Navy Hospitals in Washington," written by Duane Colt Denfeld, Ph.D.
[5] Clifford M. Drury, *The History of the Chaplain Corps, United States Navy, Volume One, 1778*-1939 (Bureau of Naval Personnel), 3. Available via: http://www.navybmr.com/study%20material/14281.pdf.
[6] Clifford Merrill Drury, Captain, Chaplain Corps, United States Naval Reserve, The History of the Chaplain Corps, United States Navy, Volume 2, *1939*-1949 (Philadelphia, PA: Naval Publications and Forms Center, 1949), 1. Available via: http://www.navybmr.com/study%20material/14282.pdf.
[7] Drury, The History of the Chaplain Corps, 123, 127, and 130.
[8] Drury, *The History of the Chaplain Corps*, 130.
[9] "On a hillside…," *The Stethoscope,* Vol II, No. 7: 3.

> *quietude of silence as practiced by the Quaker; in the elaborate ritual of the Catholic Church, or in the symbolism of the Jew, he or she is provided with the material provision to worship the Higher Power which each recognizes as the force which guides and directs their lives to better living.*[10]

Highly decorated for his service, Boone received the Congressional Medal of Honor, the Distinguished Service Cross, three Purple Hearts, the Croix de Guerre with two palms, the Order of Fourragère from the French government, and the War Cross from the Italian government. He also received an Oak-Leaf Cluster from the War Department in recognition of his service with the United States Marine Corps' Fourth Brigade during World War I.[11] Boone received steady promotions throughout his career, even serving as Physician to the White House between 1929 and 1931, while Herbert Hoover was president. Boone was promoted to Commander in 1931; he then spent two years on the hospital ship *Relief* beginning in 1933 before being transferred to serve at San Diego Naval Base, first at the naval hospital and then as Forced Medical Officer, Fleet Marine Force. He was promoted to Captain in 1939 and became the Commanding Officer of the Naval Dispensary at Long Beach, California. By late 1940, Boone became the Senior Medical Officer at Naval Air Station, San Diego, before being transferred to the Naval Hospital in Seattle. Then in April 1945, he was promoted to Commodore to serve as Fleet Medical Officer to Commander, Third Fleet, before being promoted to Rear Admiral. He returned to San Diego in 1946, serving as District Medical Officer, Eleventh Naval District. In 1948 he was appointed Executive Secretary on the Secretary of Defense's Committee on Medical and Hospital Services of the Armed Forces. Then in 1950, he became the Inspector of the Medical Department. He retired at the end of 1950 with the rank of Vice Admiral. After retirement from the Navy he served as the Chief Medical Director of the Veterans Administration for four years. He died in 1974 and is buried at Arlington National Cemetery.[12]

Under Boone's leadership, construction on the chapel was completed by mid-November 1944. *The Stethoscope* coverage of the chapel's dedication further noted the new chapel as the first interdenominational hospital chapel authorized for the continental United States.

The concept design of the chapel is attributed to the Austin Company with drawings dated September of 1943 and drawn by Donaldson.[13] The Austin Company reduced the building's length twice in October of 1943, first to 88 feet and then to 77 feet. Their original design also had a second doorway off the northwest corner of the building and had scissor trusses that extended to the outer walls, rather than springing from the inner row of posts. The gable end windows in their original design also differ slightly from what was actually installed.

It appears the 13th Naval District Public Works Department (Public Works) took over the design of the chapel, converting the schematic design drawings into construction drawings. As part of this process, Public Works designed all of the structural and finish details and elements within the building. They provided project management for the chapel construction, hiring and overseeing J.W. Bailey Construction Company to construct the building. Drawings were generally prepared and approved by May 1944, with some follow-up details in September 1944. The building length was increased to 82 feet 10 inches and the width to 34 feet 8 inches. Some adjustments were made to the interior layout including adding the inner post rows to support the trusses and eliminating the northwest doorway. Public Works prepared the door designs, window and casework, rose window, pews, trusses, chapel altar, tabernacle details, site plan, and all mechanical and building systems. The Burke Millwork Company completed all the millwork for the new chapel. Based on original shop drawings, this included but was not limited to the pews, casings, windows, and the steps up to

[10] "Address Given by Captain Joel T. Boone (MC) U.S. Navy at Ground Breaking Ceremony for Hospital Chapel on 28 May 1944, *The Stethoscope*, Vol II, No 7: 4.
[11] "Capt. Boone Gets Medal for Action in 1918," *The Seattle Sunday Times*, January 2, 1944: 7.
[12] Naval History and Heritage Command, "Boone, Joel T.," *Naval History and Heritage Command*, https://www.history.navy.mil/our-collections/photography/us-people/b/boone-joel-t.html (accessed September 24, 2020).
[13] The Austin Company, "U.S. Naval Hospital, Seattle, Washington, Chapel, Plan," drawn by Donaldson, September 8, 1943, P20-1; The Austin Company, "U.S. Naval Hospital, Seattle, Washington, Chapel, End Elevation and Section," drawn by Donaldson, September 8, 1943, P20-2; The Austin Company, "U.S. Naval Hospital, Seattle, Washington, Chapel, Elevation," drawn by Donaldson, September 8, 1943, P20-3. All available through DSHS.

the chancel. As part of their work they prepared shop drawings for the elements that were fabricating for approval by J. W. Bailey and Public Works. Most of these drawings were dated to August and September of 1944.

During World War II, the chapel was used for religious services, weddings, funerals, and other ecclesiastical activities.

Post-WWII History

After World War II ended, the U.S. Navy's need for the Seattle Naval Hospital campus dwindled. In February 1947, the Secretary of the Navy James Forrestal ordered the closure of hospital, requiring personnel and equipment to be relocated to the Naval Hospital in Bremerton by April 1st. At the time, only 400 beds in the 1,300-bed hospital were in use.[14] By May 1947, Dr. Robert Davies, medical director of Firland Sanatorium, and Dr. Cedric Northrup, tuberculosis control director with the Washington State Health Department, petitioned the Navy Department and Washington's congressional delegation to reuse the hospital for tuberculosis patients. It was originally assumed the Veterans Administration (VA) would utilize the hospital campus, even placing a freeze order on the hospital. However, the VA soon relinquished it to King County.[15] At the time, the Firland Sanitorium was in need of a 600-bed addition to adequately treat the county's tuberculosis cases[16]. Davies and Northrup were successful in their proposal, and it was decided in October 1947 to move the King County tuberculosis hospital to the former Seattle Naval Hospital. Patients from Firland Sanatorium was relocated to the grounds on November 25, 1947, and sanitorium's former facilities were shuttered, along with another tuberculosis hospital, Morningside Sanitorium.[17] On the morning of November 25, 420 tuberculosis patients were transferred by ambulances and charter busses to the former Seattle Naval Hospital, renamed Firland Sanatorium. Of those 420 patients, 230 were from the old Firland. The former naval hospital grounds were transferred from the Navy to the King County Tuberculosis Hospitals board of managers via an interim permit. Firland continued to occupy the hospital grounds until 1973.

In 1959, another institution moved onto the hospital grounds, Fircrest School (Fircrest Residential Habilitation Center) and remains in operation. The school for developmentally disabled citizens, operated by the Washington State Department of Social and Health Services (DSHS), moved onto one section of the property, divided from Firland by a fence. In 1962, 85 acres of the former naval hospital grounds were redeveloped for the new Shorecrest High School. Fircrest School continues to utilize the remaining portions of the former naval hospital grounds, grounds which include the chapel.

Architectural Style—Tudor Revival

The chapel is an example of the Tudor Revival style, which was one of the architectural styles utilized frequently for military buildings between 1900 and 1945.[18] Tudor Revival is inspired by the English architecture of the 17th and 18th centuries. Key elements of Tudor Revival include half-timbering (cosmetic, not structural), patterned masonry, multiple exterior materials, steeply pitched roof, dominant cross-gables, large chimneys, and entry porticos. Windows on Tudor Revival buildings are typically tall, narrow, multi-lite, and grouped and may be casement or double-hung.

It appears that other chapels constructed at naval hospitals during World War II utilized a range of architectural styles, indicating there was not a standard design for chapels during this time. See naval hospital chapel examples at St. Albans, NY, San Diego, CA, and Corona, CA, contemporary to the Seattle

[14] "Naval Hospital Being Readied for Closure," *The Seattle Times*, February 15, 1947: 4.
[15] "Hospital Sought for T. B. Cases," *The Seattle Times*, May 14, 1947: 11.
[16] "600-Bed Addition to Firland Will be Asked by City," *The Seattle Times*, February 2, 1947: 4.
[17] "T.B. Patients to Be Moved Soon," *The Seattle Times*, October 9, 1947: 46; "Poll Shows No Use for Firland," *The Seattle Times*, November 1, 1947: 3; "420 T.B. Patients Moved In Rain to New Hospital," *The Seattle Times*, November 25, 1947: 1.
[18] Michelle Michael and Adam Smith with Jennifer Sin, "The Architecture of the Department of Defense: A Military Style Guide," prepared for DoD Legacy Resource Management Program (December 2011), 56-57, http://dnr.alaska.gov/parks/oha/publications/archdodguide.pdf (accessed August 7, 2020).

Naval Hospital Chapel in **Figures 56-58.**

In reviewing other Tudor Revival religious buildings in the greater Seattle area, the Seattle Naval Hospital Chapel stands out for its scale and ornamentation. Two comparisons that share some elements with the chapel include Hadaway Hall Chapel in Tacoma and Bright Presbyterian in Seattle **(see Figures 59-60)**.

Hadaway Hall Chapel is located at 4301 N Stevens Street in Tacoma. The chapel was constructed in 1955 on the grounds of the Weyerhauser estate; the property was acquired by the Dominican Sisters of Marymount in 1942. Similarities between Hadaway Hall Chapel and the Seattle Naval Hospital Chapel include cross gable entries, brick texture, and glulam interior beams. However, Hadaway Hall Chapel has more vertical emphasis and—given its later construction date—a more mid-century modern appearance, particularly on the interior.

Bright Presbyterian Church is located 6701 51st Avenue S in Seattle. The church was constructed in 1927 and designed by Durham, Anderson & Freed. The Bright Presbyterian Church has a more vertical emphasis, but it has similar side window placement, rose window, entrance timber detailing, and brick as the naval chapel. Although, the Seattle Naval Hospital Chapel has more exuberant texture and detailing than the church.

Designer and Engineer—The Austin Company[19]

Carpenter and builder Samuel Austin founded The Austin Company in Cleveland, Ohio in 1878. Samuel immigrated to the United States from England in 1872. Prior to starting his own business, Samuel began worked with a contractor in Cleveland constructing houses. Although originally focusing on residential construction, Samuel soon took on commercial projects, including the Broadway Savings Bank in 1889. The bank's clientele appreciated Samuel's work and hired his company to construct factories. These projects included a Chicago factory (1895) for the Western Mineral Wool Company of Cleveland and Cleveland's first electric lamp factory (1895), which led to a series of projects with the National Electric Lamp Association (the predecessor of General Electric).

Samuel's son, Wilbert J. Austin, joined the company in 1904 after graduating with an engineering degree from Case School of Applied Sciences (now part of Case Western Reserve University). With Wilbert's participation in the company, the Austin Company began offering engineering and construction services, allowing clients to have their projects designed, engineered, and constructed by the same firm. By the end of 1904, the father and son business partners incorporated as The Samuel Austin & Son Company. Throughout the early 1900s and 1910s, the company continued to design and construct large manufacturing plants from New England and Canada to the Pacific Coast. In 1916, they officially changed their name to The Austin Company.

The company continued to work as the United States entered World War I. By this point, they had developed an array of standardized industrial buildings and shipped these prefabricated factories to France. After the war, they built a number of aviation facilities and began to construct automobile industrial facilities in the 1920s and medical facilities in the 1930s. By the time Samuel passed away in 1936, the company had completed more than 5,000 projects around the world.

George A. Bryant became the new president of Austin after Wilbert tragically died in an airplane crash in 1940. During World War II, under Bryant's leadership, The Austin Company designed and constructed a number of critical defense facilities. These projects included aircraft-assembly plants, military airports, Air Force training stations, and naval facilities. In addition to the Seattle Naval Hospital (and chapel), The Austin

[19] Unless otherwise noted, the history of the Austin Company is summarized from the company's "History of The Austin Company" on their website, https://theaustin.com/wp-content/uploads/2019/05/Detailed-History-of-The-Austin-Company.pdf (accessed July 24, 2020).

Company designed and constructed the Naval Air Station at Sand Point.

The Austin Company remains in business and continues to design and construct air transportation, broadcasting, food manufacturing, communications, general manufacturing, printing and publishing, pharmaceutical, and laboratory facilities. A well-known King County project designed by The Austin Company is Boeing's assembly plant at Everett, constructed in 1966–67 for production of the 747 jumbo jet. The Austin Company also designed the assembly plant's expansions in 1978–1979 (for the 767 aircraft) and 1991 (for the 777 aircraft). The company became part of Kajima USA group companies in 2006.

Builder—J. W. Bailey Construction Company

Although the Austin Company often designed *and* constructed their projects, that was not always the case. Seattle construction firm J. W. Bailey Construction Company was hired to build the Seattle Naval Hospital's chapel. The firm had their office in the Insurance Building in downtown Seattle.

J. W. Bailey Construction Company was founded by Joseph W. Bailey (b. 1888) in 1929. Joseph was born in Harrison, Arkansas, in 1888 to parents J. W. and Minnie (Coffman) Bailey. The Bailey family moved to Spokane, Washington, when Joseph was a child. Joseph's first known job was with the Security Bridge Company based in Billings, Montana, in 1919. He then was employed by Hofius Steel Company in Seattle through 1920. In 1921, he began to work as an engineer and estimator for Peter Gjarde Building Contractor in Seattle. He stayed there until he started his own construction firm in 1929. He married Helen Almvig on May 8, 1926.[20]

J. W. Bailey Construction Company had a number of military construction contracts preceding and during World War II, for both the U.S. Army and Navy. They were awarded construction contracts at Fort Lewis near Tacoma for a headquarters building, barracks, stables, a mess hall extension, temporary housing, temporary buildings, an ordinance shop, boiler house, and ordinance warehouses.[21] They also built an interfaith chapel at Fort Lewis (1934), in addition to being awarded the contract to construct the fire station and guard house at McChord Field.[22]

J. S. Bailey Construction Company also constructed the headquarters for the Commercial Tire Company (Denny Way and Ninth Avenue, ca. 1930), a plant for the Butler Packing Company (Marginal Way and 14th Avenue S, ca. 1938), and a parking garage and service station (Fourth Avenue and Virginia Street, ca. 1938). [23]

Millwork—Burke Millwork Company

Originally organized as Joe Burke Mill Company by J. R. Burke, the company was renamed Burke Millwork Company in 1937. It moved to its location in Fremont in 1939, at 34th and Fremont at the bridge. The move allowed the company more room to complete a sash and door project for the Yesler Housing Project.24 During the 1940s, the Burke Millwork Company was the largest company of its kind in the area, occupying 12 acres along the canal near the Fremont Bridge, managed by J.R. Burke and his wife, Florence. They specialized in woodworking for home construction, but also sold lumber to builders of large projects and members of the Prefabricated Home Manufacturers' Institution of Washington, D. C. Prior to World War II, the company had also sold products to individuals and even had architects on staff to design homes, but

[20] "Joseph W. Bailey Sr. (Building Contractor)," Pacific Coast Architecture Database, http://pcad.lib.washington.edu/person/5840/ (accessed August 5, 2020).
[21] "Seattle Firm Gives Tacoma Contracts," *The Seattle Times*, March 18, 1941: 22; "Seattle Firm to Build at Fort," *The Seattle Times*, June 26, 1941: 4; "Fort Lewis to Get 110 Buildings," *The Seattle Daily Times*, August 2, 1940: 1;
[22] "Seattle Firms Get McChord Contracts," *The Seattle Daily Times*, December 8, 1939: 23.
[23] "Work to begin Monday on New Tire Quarters," *The Seattle Sunday Times*, November 2, 1930: 17; "Food Product Plant Ready New Month," *The Seattle Sunday Times*, December 25, 1938: 10; "Work Begins on New Security Market Garage," *The Seattle Sunday Times*, January 9, 1938: C8.
[24] "About Us," Fremont Dock Co., http://www.fremontdockco.com/html/aboutus.html (accessed August 10, 2020).

demands changed during the war so they changed their business model.[25] Between 1958 and 1962, J.R. Burke bought out his business partners and transformed the mill into an industrial park—Burke Industrial Center and Fremont Dock. The Burke family continues to manage significant land holdings in Fremont.[26]

Bibliography

"420 T.B. Patients Moved In Rain to New Hospital." *The Seattle Times.* November 25, 1947: 1.

"600-Bed Addition to Firland Will be Asked by City." *The Seattle Times.* February 2, 1947: 4.

"Address Given by Captain Joel T. Boone (MC) U.S. Navy at Ground Breaking Ceremony for Hospital Chapel on 28 May 1944." *The Stethoscope.* Vol II, No 7: 4.

The Austin Company. "History of The Austin Company." *The Austin Company.* https://theaustin.com/wp-content/uploads/2019/05/Detailed-History-of-The-Austin-Company.pdf. Accessed July 24, 2020.

---. "U.S. Naval Hospital, Seattle, Washington, Chapel, Elevation." Drawn by Donaldson. September 8, 1943, P20-3. Available through DSHS.

---."U.S. Naval Hospital, Seattle, Washington, Chapel, End Elevation and Section." Drawn by Donaldson. September 8. 1943, P20-2. Available through DSHS.

---. "U.S. Naval Hospital, Seattle, Washington, Chapel, Plan." Drawn by Donaldson. September 8, 1943. P20-1. Available through DSHS.

Beers, Carole. "Florence M. Burke, 89, helped Shape the History of Fremont." *The Seattle Times.* July 27, 1998. https://archive.seattletimes.com/archive/?date=19980727&slug=2763245. Accessed August 10, 2020.

"Capt. Boone Gets Medal for Action in 1918." *The Seattle Sunday Times.* January 2, 1944: 7.

Copass, Cloantha. "Overview of Shoreline History: prepared as part of the Survey and Inventory of Historic Resources in the City of Shoreline." Prepared for the King County Historic Preservation Program. September 30, 1996. Available via WISAARD.

Denfeld, Duane Colt, Ph.D. "Naval Hospitals in Washington." *HistoryLink.org the Free Encyclopedia of Washington State History.* 2012. https://www.historylink.org/File/10144 (accessed July 8, 2020).

Drury, Clifford M. *The History of the Chaplain Corps, United States Navy, Volume One, 1778-1939.* Bureau of Naval Personnel. Available via: http://www.navybmr.com/study%20material/14281.pdf.

Drury, *The History of the Chaplain Corps, United States Navy, Volume 2, 1939-1949.* Philadelphia, PA: Naval Publications and Forms Center, 1949. Available via: http://www.navybmr.com/study%20material/14282.pdf.

"Food Product Plant Ready New Month." *The Seattle Sunday Times*. December 25, 1938: 10.

"Fort Lewis to Get 110 Buildings." *The Seattle Daily Times.* August 2, 1940: 1.

Fremont Dock Co. "About Us." *Fremont Dock Co*. http://www.fremontdockco.com/html/aboutus.html. Accessed August 10, 2020.

"Hospital Sought for T. B. Cases." *The Seattle Times*. May 14, 1947: 11.

"Joseph W. Bailey Sr. (Building Contractor*)." Pacific Coast Architecture Database.*

[25] Margaret Pitcairn Strachan, "Fremont: A District that Thrives," *The Seattle Sunday Times*, May 12, 1946: Magazine Section, page 5

[26] Janet I. Tu, "The Land Baroness of Fremont," *The Seattle Times*, July 29, 2001, https://archive.seattletimes.com/archive/?date=20010729&slug=psuzie29 (accessed August 10, 2020); Carole Beers, "Florence M. Burke, 89, helped Shape the History of Fremont," *The Seattle Times*, July 27, 1998, https://archive.seattletimes.com/archive/?date=19980727&slug=2763245 (accessed August 10, 2020).

http://pcad.lib.washington.edu/person/5840/. Accessed August 5, 2020.

Michael, Michelle, and Adam Smith with Jennifer Sin. "The Architecture of the Department of Defense: A Military Style Guide." Prepared for DoD Legacy Resource Management Program. December 2011. http://dnr.alaska.gov/parks/oha/publications/archdodguide.pdf. Accessed August 7, 2020.

Naval History and Heritage Command. "Boone, Joel T." *Naval History and Heritage Command.* https://www.history.navy.mil/our-collections/photography/us-people/b/boone-joel-t.html. Accessed September 24, 2020.

"Naval Hospital Being Readied for Closure." *The Seattle Times*. February 15, 1947: 4.

"On a hillside…" *The Stethoscope.* Vol II, No. 7: 3.

"Poll Shows No Use for Firland." *The Seattle Times.* November 1, 1947: 3.

"Seattle Firms Get McChord Contracts." *The Seattle Daily Times.* December 8, 1939: 23.

"Seattle Firm Gives Tacoma Contracts." *The Seattle Times.* March 18, 1941: 22.

"Seattle Firm to Build at Fort." *The Seattle Times.* June 26, 1941: 4.

Strachan, Margaret Pitcairn. "Fremont: A District that Thrives." *The Seattle Sunday Times.* May 12, 1946: Magazine Section, page 5.

"T.B. Patients to Be Moved Soon." *The Seattle Times.* October 9, 1947: 46.

Tu, Janet I. "The Land Baroness of Fremont." *The Seattle Times.* July 29, 2001, https://archive.seattletimes.com/archive/?date=20010729&slug=psuzie29 (accessed August 10, 2020).

"Work Begins on New Security Market Garage." *The Seattle Sunday Times.* January 9, 1938: C8.

"Work to begin Monday on New Tire Quarters." *The Seattle Sunday Times.* November 2, 1930: 17.

SHORELINE HISTORIC PRESERVATION PROGRAM
c/o King County Historic Preservation Program
Department of Natural Resources & Parks
201 S. Jackson, Suite 500, Seattle, WA 98104

SHORELINE LANDMARKS COMMISSION

FINDINGS OF FACT AND DECISION

Naval Hospital Chapel

SUMMARY

The Shoreline Landmarks Commission (Commission) designates the Naval Hospital Chapel, located at 1902 NE 150th Street, Shoreline, Washington, a Shoreline Landmark.

Property Description: A 2.7-acre area including and surrounding the Chapel building within legal parcel 162604-9010 (*see attached map*).

Public Hearing Record: The Commission held a public hearing on the nomination of the Naval Hospital Chapel on November 19, 2020, continuing the hearing on January 28, 2021. Both the hearing and its continuation were held as Zoom Conference virtual meetings. The landmark registration form; a boundary map delineating the boundaries of the nominated property; photographs and site plans; (29) public comment letters as well as statements from the property owners were submitted to commissioners prior to the meeting. A staff recommendation was presented at the hearing. Representatives from DSHS and DNR (property owners) were present and testified in opposition to landmark nomination as proposed. Community members were present at the hearing and continuation and testified in support of the designation. The Commission made the following findings in support of its decision:

FINDINGS

1. The Naval Hospital Chapel was designated as a City of Shoreline Landmark under **Criterion A1** for its association with the development and use of the Seattle Naval Hospital during WWII. The Naval Hospital Chapel was also found significant under **Criterion A3** as a distinctive and well-executed example of Tudor Revival design, which was one of the architectural styles utilized frequently for military buildings between 1900 and 1945.

2. The Puget Sound area has had a number of naval hospital facilities since the first naval hospital was established in 1891 at Puget Sound Naval Shipyard (PSNS) in Bremerton. As the Navy's presence expanded in Western Washington, additional facilities were added, both at the Bremerton shipyard and elsewhere around Puget Sound. When the U.S. entered World War II, it was clear there was a severe shortage of hospital beds for the navy to support the wounded and injured from the Pacific War. The Navy found a location for a new hospital facility on a 165-acre site in Shoreline and construction began on the Seattle Naval Hospital in March 1942.

3. The Chaplain Corps of the Navy expanded during the World War II era, reflecting the rapid growth of the navy itself. Between 1942 and 1945, 83 Navy chapels were authorized for construction, the Seattle Naval Hospital (SNH) among them. Built in 1944, the SNH Chapel was the first Interdenominational Chapel constructed at a naval hospital.

4. With original conceptual designs by the Austin Company of Cleveland, Ohio, the 13th Naval District Public Works Department (Public Works) completed the design of the chapel, converting schematic design drawings into construction drawings. Public Works designed all of the structural and finish details and elements within the building.

5. Cruciform in plan, the interior layout of the Chapel consists of a central nave flanked by narrow aisles leading to a chancel and altar at the east end, with flanking chaplain office and prayer chapel. A tall tapered spire rises from the ridgeline above the chancel on a short shingle clad steeple. Chapel walls are load bearing brick masonry, wood shakes clad the roof. Windows are leaded, multi-pane, with a round, stained glass window in the east gable. Raised chord scissor trusses span the nave and chancel. Stained wood and painted plaster define the interior wall and millwork finishes, with iron pendant light fixtures throughout the nave and chancel. The Chapel is integrated with its forested setting, which was cultivated as an important element of its design.

6. Shoreline is located in northwestern King County. Steep bluffs along the Puget Sound shore and forested rolling uplands, combined with a lack of soils well suited for farming, delayed development of Shoreline in comparison with the more readily accessible river valleys of King County. Donation land claims were made in Shoreline as early as 1872. However, early Euro-American settlement in Shoreline concentrated primarily in the Richmond Beach area. Richmond Beach was accessible by boat, which enabled easier travel in and out of the community than the often-impassable wagon road which ran between Seattle and Everett.

7. The Seattle and Montana Railroad (financed by the Great Northern) was completed over Stevens Pass to Everett and south to Richmond Beach in 1891. In 1893, the line reached Seattle. Serving a flag stop station at Richmond Beach, the railroad had a significant impact on local development, allowing the more convenient transport of local agricultural produce, providing employment, and bringing new people into the area. In the early 1900s, Shoreline remained thinly settled. Travel in the area was difficult, and the region did not have the soils or transportation links to attract large-scale agriculture or resource-based industries (other than logging) which were spurring growth in other parts of King County. The 1910s and 1920s were times of great change, however. Between the extension of the Interurban Rail line into Shoreline in 1906 and the onset of the Great Depression in 1929, new transportation networks linking Shoreline to Seattle and population pushing north from Seattle spurred development. Middle-and-upper class Seattle residents looked to the north end as a semi-rural retreat from the city, while less affluent residents sought relatively inexpensive land or rental housing in the area.

8. World War II had a significant social impact on Shoreline. Residents left to serve in the armed forces or took jobs in war-related industries. The war brought a halt to suburban expansion, by restrictions on the use of building materials and because of strict rationing of gasoline and tires, which were essential to would-be commuters. Temporary watch towers were built throughout the district, which were staffed by local volunteers who scanned the skies for enemy aircraft. In anticipation of the arrival of wounded sailors from the Pacific Theater arriving back in the Seattle area, the Navy constructed the Fircrest Naval Hospital in Shoreline in 1942. The hospital grew quickly, housing over 2000 soldiers and 600 staff people at its peak in 1945.

9. After the war ended, Shoreline developed significantly as a residential suburb. Between 1942 and 1950, 9,000 new houses were constructed, and school enrollment increased 96 percent. As the area's population grew, residents and businesses pushed for a larger community identity to tie the scattered areas together. "Shoreline" was selected as the name for the community in 1949 and the city was incorporated in 1995. The completion of the north–south running Interstate 5 in 1964 established commercial patterns in the area that remain today.

10. After World War II ended, the U.S. Navy's need for the Seattle Naval Hospital campus dwindled. In February 1947, the Secretary of the Navy James Forrestal ordered the closure of hospital. By May 1947, the medical director of nearby Firland Sanatorium and the tuberculosis control director with the Washington State Health Department petitioned the Navy Department and Washington's congressional delegation to reuse the hospital for tuberculosis patients. Later that year over 400 tuberculosis patients were transferred to SNH and the campus became the (new) Firland Sanitorium. In 1959, another institution moved onto the hospital grounds, Fircrest School (Fircrest Residential Habilitation Center) and remains in operation. The school for developmentally disabled citizens, operated by the Washington State Department of Social and Health Services (DSHS), moved onto one section of the property, divided from Firland by a fence. In 1962, 85 acres of the former naval hospital grounds were redeveloped for the new Shorecrest High School. Fircrest School continues to utilize the remaining portions of the former naval hospital grounds, grounds which include the chapel.

11. The Naval Hospital Chapel retains a high level of integrity and original visual character. While changes have occurred at the SNH site as it has been adaptively reused for other public purposes, many significant structures remain, including wards, staff residences, recreation facilities, and the chapel building.

12. The Naval Hospital Chapel possess integrity of:
    a. *Location*, because the building remains in its original location within the campus of Seattle Naval Hospital.
    b. *Design*, because the building reflects the Tudor-Revival style used for military buildings during this period, exemplified by patterned masonry, multiple exterior materials, steeply pitched roof, dominant cross-gables, large chimneys, entry porticos and tall, narrow, multi-lite windows.
    c. *Setting*, because the surrounding campus still retains significant features from its historic period, and the immediate site remains forested
    d. *Materials*, because the type and configuration of physical materials used in the building, though repaired and structurally augmented, has not changed from its historic period
    e. Workmanship, because the building expresses the Military-standard craftsmanship for this type of mid-21st century religious structure;
    f. *Feeling*, because overall the physical features of the building conveys its historic character and use as WWII-era military chapel; and
    g. *Association*, because the building has a documented link to the historic context as described in the landmark registration form including a strong association with the WWII-era development of the naval hospital and Shoreline area.

13. The landmark boundary encompasses the chapel building; directly associated walkways; the curvilinear driveway servicing the building; the hillside descending to and including the

associated lower parking area; the immediate landscape and the forest setting that are integral to the siting and experience of the building. This includes a 2.7-acre total area.

14. The Landmark Registration Form for the Naval Hospital Chapel provides additional contextual information to support the above-stated findings.

MINUTES AND EXHIBITS

The following exhibits are part of the record:

Exhibit No. 1: Shoreline Landmark Registration Form, *Naval Hospital Chapel (September 2020)*
Exhibit No. 2: Boundary Map/Site map
Exhibit No. 3: Photographs
Exhibit No. 4: Staff public hearing presentation materials and recommendation report; applicant presentation materials *(November 19, 2020; January 28, 2021)*
Exhibit No. 5: Public comment letters and property owners' comment letters submitted to the commission prior to the public hearing
Exhibit No. 6: November 19, 2020; January 28, 2021 public hearing minutes and audio recordings

All exhibits are on file in the King County Historic Preservation Program office, 201 S. Jackson, Suite 500, Seattle, WA.

DECISION

At its January 28, 2021 meeting the Shoreline Landmarks Commission unanimously approved a motion to designate the Naval Hospital Chapel as a Shoreline landmark based on the above findings.

Boundaries of Significance: A defined 2.7-acre area surrounding the Chapel within legal parcel 162604-9010. The designated property is bounded by private campus roadways to the north and east. A straight line through forested area delineates the western boundary. UTM coordinates defining the area of designation are shown on the attached site map.

Features of Significance: All exterior elements of the Chapel; interior volume of the chancel and nave; interior features of the chancel and nave including the scissor trusses and associated wood posts and wood trim, exposed wood purlins and roof sheathing, iron pendant lighting fixtures, interior doors connected to the chancel and nave with chevron pattern v-groove cedar boards and associated hardware, decorative wood chancel railing, wood wall screen enclosures at the outer chancel corners; exterior site features including the circulation paths to the south and east of the Chapel, the associated south parking area, forested setting and all of the land area within the designated boundaries (*see attached map*).

PROTECTION MEASURES

Controls: No feature of significance may be altered nor may any new construction take place within the designated boundaries, without first obtaining a Certificate of Appropriateness from the Shoreline Landmarks Commission pursuant to the provisions of Shoreline Municipal Code 15.20.025. The following exclusions are allowed:

1. In-kind maintenance and repair
2. Routine landscape maintenance
3. Emergency repair work

INCENTIVES

The following incentives are available to the property owner:

1. Eligibility to apply for funding for property rehabilitation/restoration (as available) through the Shoreline Landmarks Commission and 4Culture
2. Eligibility for technical assistance from the Shoreline Landmarks Commission and King County HPP staff
3. Eligibility for historic site marker
4. Eligibility for special tax programs (as available) through King County

Decision made January 28, 2021
Findings of Fact and Decision issued February 2, 2021

SHORELINE LANDMARKS COMMISSION

Crystal L Lake

Cristy Lake, Chair

February 2, 2021
Date

TRANSMITTED this 2nd day of February 2021 to the following parties and interested persons:

Bob Hubenthal, Washington State Dept of Social and Health Services, owner
Kari Fagerness, Washington State Dept of Natural Resources, owner
Janet Way, Shoreline Preservation Society, applicant
Spencer Howard and Katie Pratt, Northwest Vernacular, applicant
The Honorable Rod Dembowski, King County Councilmember, District 1
Mayor Will Hall, City of Shoreline
Cate Lee, City of Shoreline
Cristy Lake, Chair, Shoreline Landmarks Commission
Sally Soriano

Kris Barrows
LeeAnne Beres
Jean Hilde
Allan Brookes
Maralyn Chase
Ruth Danner
Saskia Davis
Wendy DiPeso
Carl Larson
Patricia Hale
Kathleen Russell
Jan Steward
Lael White
Eugenia Woo
Maryn Wynne
Charles Moore
Lance Young
Erling Ask

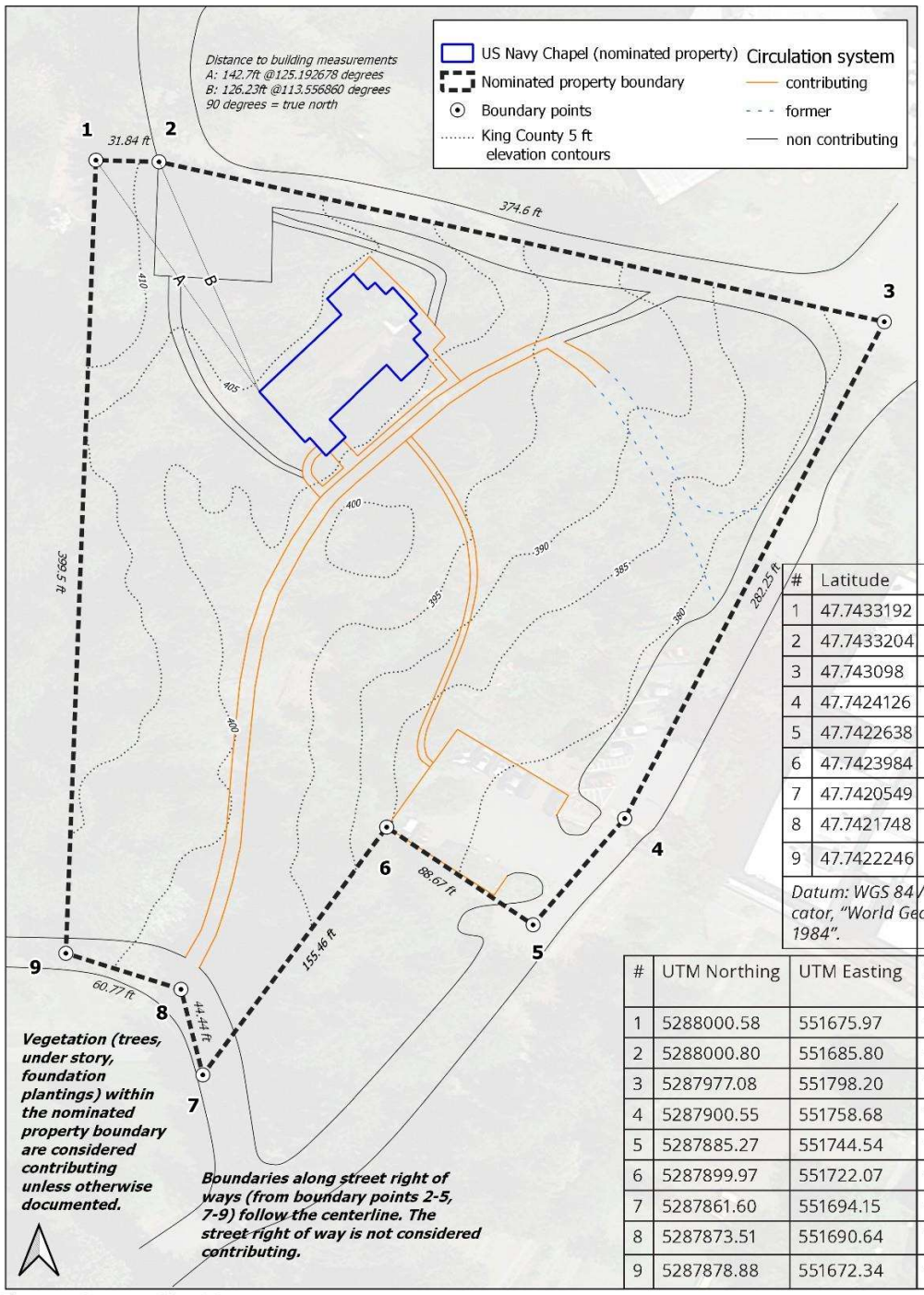
NOTICE OF RIGHT TO APPEAL OR RECONSIDER

Appeal. Any person aggrieved by a decision of the Shoreline Landmarks Commission designating or rejecting a nomination of a landmark may, within 35 calendar days of mailing of notice of the action, appeal the decision to the Shoreline City Council. Written notice of appeal shall be filed with the Historic Preservation Officer and the City Clerk and shall be accompanied by a statement setting forth the grounds of the appeal, supporting documents and argument. (KCC 20.62.110 A, as adopted by reference in SMC 15.20.025)

Reconsideration. Any person aggrieved by a decision of the Shoreline Landmarks Commission designating or rejecting a nomination for designation of a landmark may, within 20 calendar days of mailing of notice of the decision, petition the Commission for reconsideration on the grounds the decision was based on 1) error or omissions of fact; or, 2) that new information bearing on the decision, and not reasonable available to the Commission at the time of the decision, is available. The written petition must be filed with the Historic Preservation Officer and must be accompanied by 1) a statement setting forth the grounds for the petition; and, 2) any supporting documents. Within 70 calendar days of a petition for reconsideration, the Commission shall review the record, and may, at its discretion, render a revised decision. The Commission may, at its discretion, hold another public hearing on the landmark nomination.

Shoreline Naval Hospital Chapel
Address: 1902 NE 150th Street

Landmark Registration Form
Page A.4



#	Latitude	Longitude
1	47.7433192	-122.3106616
2	47.7433204	-122.3105304
3	47.743098	-122.309034
4	47.7424126	-122.3095702
5	47.7422638	-122.3097613
6	47.7423984	-122.3100586
7	47.7420549	-122.3104359
8	47.7421748	-122.310481
9	47.7422246	-122.3107244

Datum: WGS 84 / Pseudo-Mercator, "World Geodetic System 1984".

#	UTM Northing	UTM Easting	UTM Zone
1	5288000.58	551675.97	10
2	5288000.80	551685.80	10
3	5287977.08	551798.20	10
4	5287900.55	551758.68	10
5	5287885.27	551744.54	10
6	5287899.97	551722.07	10
7	5287861.60	551694.15	10
8	5287873.51	551690.64	10
9	5287878.88	551672.34	10

Figure 2. Site Map

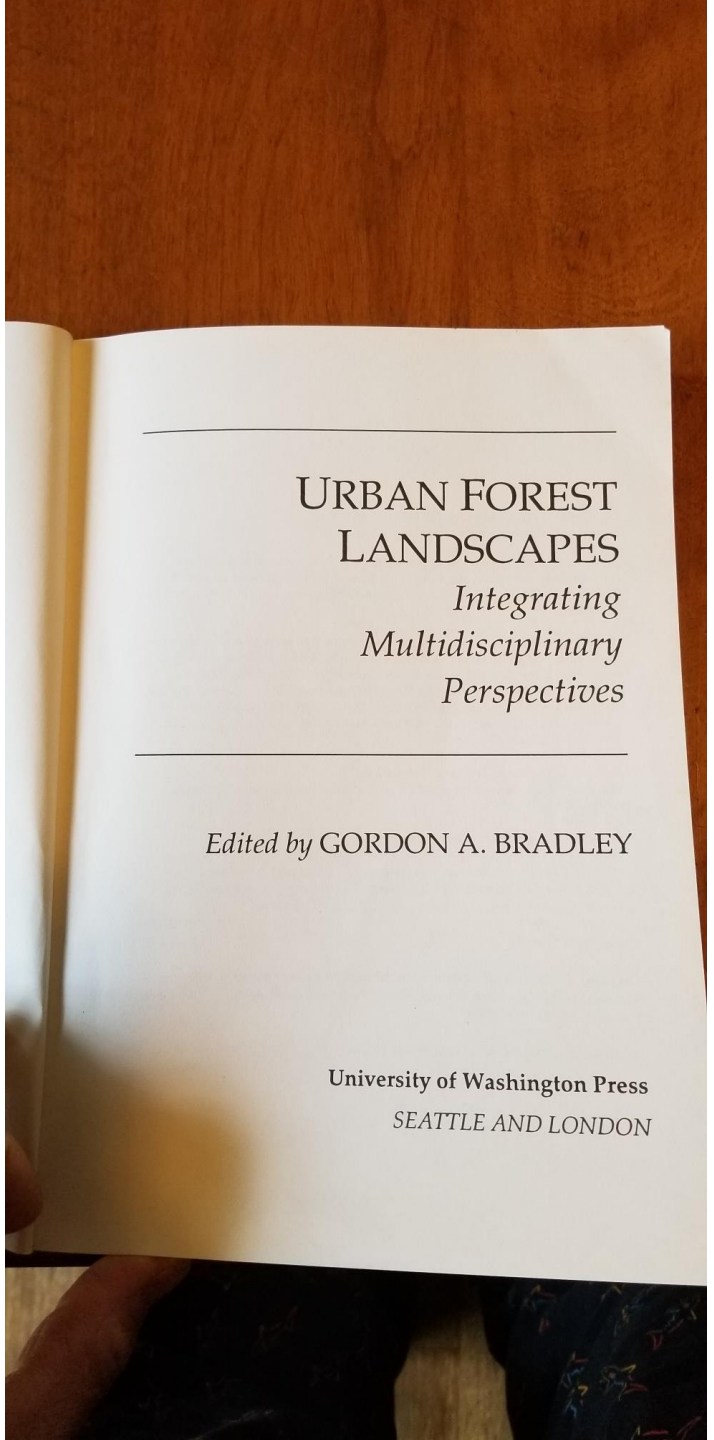
Exhibit 7

Supporting documents to Richard Ellison's 'Edge Effect' testiony

Shoreline Preservation Society

Appeal of Decision Re Navel Hospital Chapel

Exhibit 7



URBAN FOREST LANDSCAPES

Integrating Multidisciplinary Perspectives

Edited by GORDON A. BRADLEY

University of Washington Press
SEATTLE AND LONDON

Exhibit 7

11

Management of Greenbelts and Forest Remnants in Urban Forest Landscapes

JAMES K. AGEE

ABSTRACT Greenbelts and forest remnants are valued landscapes in urban settings, conveying a sense of nature in largely developed areas, and simultaneously serving a wide variety of uses and values. They represent a spectrum ranging from pristine/native species to previously managed/alien ones, and any point on this spectrum may be a desirable management objective. Options are a function of scale and structure. Scale is typically measured by reserve size and fragmentation. Structure is usually characterized as remnant (a residual patch of a formerly larger landscape) or emergent (a new patch designed after the reserve was created). These landscapes will change over longer time scales than we usually think about, with implications for planning and the need for patience in obtaining desired landscape structure.

Greenbelts and forest remnants are highly valued landscapes in urban settings. They represent pieces of nature in a matrix of development, and although they may be highly fragmented and difficult to sustain over the long run, they justify unusual investments in comparison to rural wildlands. These areas usually consist of native vegetation, but for the purposes of this chapter they are defined broadly as containing either native or introduced (alien) vegetation that may be pristine or in some state of recovery after past disturbance. In the urban setting, perception of nature may be more important than reality. If a particular vegetation composition and structure meets the objectives for which a greenbelt or forest remnant was established, it need not be native, virgin forest. Having provided a broadened definition, I will nevertheless use mostly native examples to illustrate the major points here.

The management of greenbelts and forest remnants is complicated by the multitude of objectives for which these landscapes are managed. Most public wildland management agencies are finding that the days of single-use management are over. Urban forest managers found this out long ago. Greenbelts and forest remnants serve a wide variety of objectives: they provide stable cover and erosion protection in geomorphically sensitive areas; they protect water quality and quantity (Perry, this volume); they provide habitat for wildlife species (Milligan and Raedeke, this volume); they provide visually attractive areas (Miller, this volume), which may also be used for restorative landscapes (Kaplan, this volume); and they may also be used to conserve energy (McPherson et al., this volume), although greenbelts and forest remnants are rarely managed directly for energy values. These objectives are not always compatible with one another. For exam-

Gaps in the forest cover created by disease, windthrow, or patch thinning are important to encourage shrub and herb cover. However, management of traffic is critical if understory vegetation is to survive. An example of managed versus unmanaged traffic in the same small urban park (Figure 11-7) suggests that excessive trampling can eliminate future vegetation management options as well as destroying current understory plants and lowering the vigor of overstory trees through soil compaction and root damage. Hardening trails, using thinned or downed hazard trees as barriers, and adequate signing are important ways to mitigate direct recreational use. Sometimes thorny vegetation such as devil's club (*Oplopanax horridum*) in wet areas, or wild roses (*Rosa* spp.) or blackberries (*Rubus* spp.), will effectively deter unwanted use adjacent to trails.

Emergent Landscapes

Emergent landscapes are those built from scratch. They may occur as a product of the development process, or after a natural catastrophe such as a hurricane-force wind or a

eventual losers in the successional sequence to conifers, which are genetically programmed to grow taller and overshadow their broadleaved competitors.

The biggest challenge in remnant landscapes is to mitigate biological edge, particularly that associated with wind. In "wall" edges, one of two outcomes is likely with no mitigation. The wall blows down at its edge, and the blowdown progresses over time toward the interior of the stand, or edge trees are thinned by the wind and branches on residual trees are "pruned" off by breakage (Figure 11-4).

Three mitigation strategies may be employed to lessen this edge progression. The first is the most common, and that is to do nothing. It may be biologically appropriate where edge effects are assumed to be less significant than elsewhere. In most cases, it is legally or politically the only feasible option, given regulations on "sensitive areas." The second is rarely employed but can be effective, and that is to create a transitional edge that is less abrupt than the typical "wall" of trees next to graded land. Some trees are removed and others are pruned at every other whorl (Figure 11-5) to ensure that wind will enter and

Exhibit 7

Remnant Landscapes

Most remnant forest patches, whether they begin with a single or a multiple cohort structure, will eventually become multiple cohort stands because of increased edge, recreational use, and disturbance by wind or human-caused fire. The manager's choice is to plan for multiple cohort forest stands, or to accept those that nature will provide, possibly in a catastrophic manner, given the remnant condition of the patch. Multiple cohort, multiple species stands are more likely to function effectively, in a social sense, if they are varied enough to be resistant to insects and diseases (which are often species specific), wind, and possibly fire (if fire-resistant trees are part of the species mix).

In most remnant landscapes in the Pacific Northwest, hardwoods such as alders (*Alnus* spp.), cottonwoods (*Populus* spp.), or maples (*Acer* spp.) are an early successional component that will be replaced by conifers. They are commonly found in young-growth forests that got their start after logging but before development occurred in the area. The hardwoods tend to represent a higher recreational hazard than conifers because their limbs are heavier and they often break in summer windstorms, when people are more likely to be in the area. Thinning hardwoods and planting trees such as western redcedar (*Thuja plicata*), which grow well in small gaps, is a good way to make the transition between the stem exclusion and understory reinitiation stages of a single cohort stand, and begin the transition to a multiple cohort stand. Hardwoods can be very desirable in emergent landscapes or at the edges of remnant forests, but within stands they are eventual losers in the successional sequence to conifers, which are genetically programmed to grow taller and overshadow their broadleaved competitors.

The biggest challenge in remnant landscapes is to mitigate biological edge, particularly that associated with wind. In "wall" edges, one of two outcomes is likely with no mitigation. The wall blows down at its edge, and the blowdown progresses over time toward the interior of the stand, or edge trees are thinned by the wind and branches on residual trees are "pruned" off by breakage (Figure 11-4).

Three mitigation strategies may be employed to lessen this edge progression. The first is the most common, and that is to do nothing. It may be biologically appropriate where edge effects are assumed to be less significant than elsewhere. In most cases, it is legally or politically the only feasible option, given regulations on "sensitive areas." The second is rarely employed but can be effective, and that is to create a transitional edge that is less abrupt than the typical "wall" of trees next to graded land. Some trees are removed and others are pruned at every other whorl (Figure 11-5) to ensure that wind will enter and

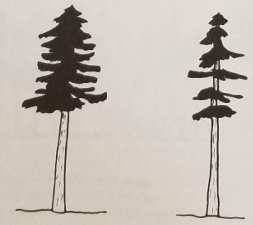


Figure 11-5. Selective whorl pruning of the tree on the left creates a crown pattern on the right which is less vulnerable to windthrow.

Exhibit 7

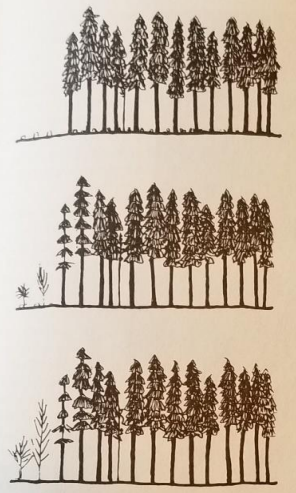


Figure 11-6. A forest edge management strategy to reduce wind impact. Whorl pruning on trees near the edge, and creating a "stepped" wall by planting vegetation that will deflect wind up and over a stand, will reduce forest edge impacts.

shake, rather than blow over, the edge trees. The idea is to create a defensible edge in advance of nature. A third option is to create a deflective device in front of the edge. Buildings can serve this function, but so can fast-growing trees. Hardwoods in particular will grow well along the edge (Figure 11-6), and if species such as hybrid poplars (e.g., *Populus trichocarpa* x *deltoides*) are planted, the buffer can be in place within several years. Even though most hardwoods are out of leaf in winter when conifers are most at risk, their stem and branch structure will buffer a "wall" edge of conifers. Along especially exposed edges, a stepped planting of shrubs, alders, and cottonwoods can "push" winds over the tops of adjacent conifer forest remnants.

Most natural forest remnants harbor pockets of endemic disease. In the Pacific Northwest, laminated root rot (*Phellinus weirii*) is a common disease in lowland forests west of the Cascades. Where such pockets exist, the most sensitive species, such as Douglas-fir, will be killed or susceptible to windthrow. Surveys by forest pathologists can identify such pockets, and species more resistant to that disease—such as western hemlock, red alder (*Alnus rubra*), or western redcedar for laminated root rot—may be planted in the gaps created if tree cover is desirable. Such pockets can be used to encourage a multiple cohort, multiple species stand.

Exhibit 7







Figure 11-7. In a small forest remnant, traffic impact can vary from: (top) little impact, where understory vegetation and tree regeneration are healthy; (middle) substantial impact, where understory is clumped around tree stems and elsewhere absent; to (bottom) where traffic is heaviest, no understory exists.

greenbelt and remnant areas after establishment. Certainly there are few mandates for such active management and usually no maintenance funds. In some cases the desire for a "wild" landscape may override hazard-tree or windthrow management plans.

The desire for urban forest landscapes, along with the fact they will be forced into smaller and more "unnatural" configurations within urban environments, suggests that active management may be more common in the future. Forward-looking managers must start thinking of the landscape character desired in those future times, as such character cannot be created overnight.

Several obvious problems confront the forward-looking manager: (1) reconciling the many objectives for forest greenbelts and remnants; (2) defining desired future landscape conditions as targets for urban silvicultural practices; and (3) dealing with continuing unwillingness to make management investments today for benefits that will accrue to future generations. The constituency for acquisition is much more vocal than the one for management, even though we buy these areas once yet manage them in perpetuity. Overcoming these practical difficulties may be impossible until we face increasing problems of greenbelt and forest remnant damage, necessitating some form of management. The 1990s may well be the era of a new urban forestry capable of projecting the state of the forest into future decades and managing to achieve societal objectives.

LITERATURE CITED

Agee, J.K. 1975. Management options for Redwood Creek, Redwood National Park. National Park Service, Western Region, San Francisco, California.

Agee, J.K., S.C.F. Stitt, M. Nyquist, and R. Root. 1989. A geographic analysis of historical grizzly bear sightings in the North Cascades. Photogrammetric Engineering and Remote Sensing 55:1637-1642.

Harrington, C.A., and R.L. Deal. 1982. Sitka alder, a candidate for mixed stands. Canadian Journal of Forest Research 12:108-111.

Litton, R.B. 1968. Forest landscape description and inventories: A basis for land planning and design. Research Paper PSW-49. USDA Forest Service.

Noss, R. 1987. Protecting natural areas in fragmented landscapes. Natural Areas Journal 7:2-13.

Oliver, C.D., and B.C. Larson. 1990. Forest stand dynamics. McGraw-Hill, New York.

Peet, R., and N. Christensen. 1987. Competition and tree death. Bioscience 37:586-595.

Quinn, T. 1992. The distribution, movements, and diet of coyotes in urban areas of western Washington. Ph.D. dissertation, University of Washington, Seattle.

Simberloff, D., and J. Cox. 1987. Consequences and costs of conservation corridors. Conservation Biology 1:63-71.

Soule, M., and D. Simberloff. 1986. What do genetics and ecology tell us about the design of nature reserves. Biological Conservation 35:19-40.

Thomas, J.W., tech. ed. 1979. Wildlife habitat in managed forests: The Blue Mountains of Oregon and Washington. USDA Forest Service Agriculture Handbook 553.

Fircrest School Land Use Assessment

A Report for the Washington State Office of Financial Management

January 15, 2021

Prepared By

MAKERS architecture and urban design

Heartland

Schemata Workshop

Perteet

Transpo

The Watershed Company

MAKERS
architecture · planning · urban design

Abbreviations

- The Fircrest School Campus (campus) – Note: This refers to the entire site, not just areas currently used by the Fircrest School)
- Fircrest Residential Habilitation Center (Fircrest RHC)
- Department of Social and Health Services (DSHS)
- Department of Health (DOH)
- Public Health Laboratories (PHL)
- Department of Natural Resources (DNR)
- City of Shoreline (City)
- Fircrest School Land Use Assessment consultant team (consultants)
- Fircrest School Nursing Facility (nursing facility)
- Behavioral health center or behavioral health facility (BHC)
- Fircrest School Campus Master Plan Phase III - 2017 (Phase III Master Plan)
- Recommendations on the Underutilized Portions of the Fircrest Campus - 2019 (2019 Recommendations)

Contents

This report contains the following sections and content:

Section 1 – Executive Summary....4

Section 2 – Introduction....9

Section 3 – Summary of the Existing Conditions of the Fircrest School Campus 14
Includes a review of previous plans, assessment of the environmental considerations, existing infrastructure, transportation considerations, and an overview of the areas of campus the consultants considered for development.

Section 4 – Description of Analytical Process....32
Provides a brief overview of steps the consultants took in developing this report and final recommendations.

Section 5 – Real Estate Economic and Financial Analysis 36
Includes detailed information on real estate development opportunities and approaches to land valuation.

Section 6 – Campus-wide Alternatives....46
Describes a range of campus-wide options for future development of the site.

Section 7 – Summary Evaluation 74
Evaluates the alternatives with respect to agency and City of Shoreline objectives.

Section 8 – Implementation....77
Provides an overview of potential next steps and recommendations following this Land Use Assessment.

Section 9 – Conclusions....81
The recommendations of this report include three alternatives that address the project goals expressed in the capital budget proviso and balance the expressed needs of multiple stakeholders with the financial viability of future development.

Appendices

Appendix A – Existing Conditions Report

Appendix B – Meeting Summaries

Appendix C – Transportation Assessment of Alternatives

Section 1

Executive Summary

In 2020, the Washington State Legislature passed a proviso to the capital budget that directed the Office of Financial Management to hire an independent consultant to conduct a land use assessment for the Fircrest School. (See Section 2 for the full text of the proviso.) This proviso stated that the consultant must work with the Department of Health (DOH), the Department of Social and Health Services (DSHS), the Department of Natural Resources (DNR), and the City of Shoreline (City) to accomplish the following:

> *(a) Identify a site for a single-story nursing facility with a minimum of one hundred twenty beds and a site for a two-story nursing facility with a minimum of one hundred twenty beds, with an analysis of any corresponding staffing needs and the needs of the residents to ensure a sense of community and mobility;*
>
> *(b) Identify potential sites for up to a forty-eight-bed behavioral health facility; and*
>
> *(c) Maximize the long-term revenue generating opportunities of the campus property while taking into consideration the infrastructure needs to accomplish the proposed development outlined in this subsection.*[1]

This report responds to the proviso by:

1. presenting background and real estate economic information necessary for analyzing alternate development scenarios;
2. evaluating different facilities and private development options for both individual parcels and the whole campus; and
3. outlining a process for constructing nursing and behavioral health facilities and developing portions of the site for private uses.

Analytical Uncertainties

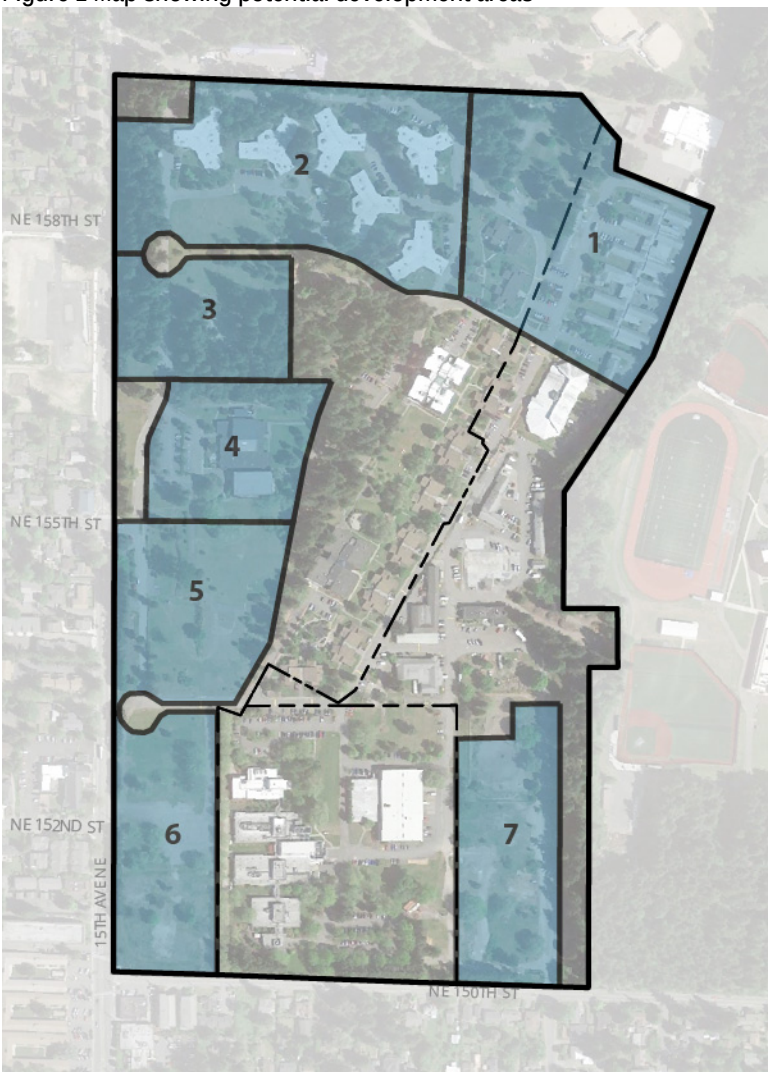
Assessing the value of lands is complicated by the fact that significant addition of DSHS facilities or commercial or residential development requires an agreement with the City of Shoreline (City). Currently the Fircrest School campus (campus) is zoned Fircrest Campus Zone (FCZ) which does not allow commercial or residential development. Construction of nursing facilities, housing for disabled persons, and similar uses requires a Master Development Plan that meets specific City criteria. The City has indicated that part of such a development agreement must address the City's objectives for active park space and employment-producing commercial development. Moving forward with development of DSHS facilities or for revenue generation will require a comprehensive plan amendment and rezoning of the property. It appears that this can be most efficiently accomplished through reaching a "development agreement" with the City, on which a comprehensive plan amendment and zoning designation(s) are based. Because it is not currently known what the City will ultimately permit in terms of private redevelopment or the price it will be willing to pay for park land, the figures in this report are generated from the planning team's best assumptions based on current information regarding the campus's physical conditions and the regulatory context affecting land use.

[1] Washington Senate, *Fircrest School Land Use Assessment (92000035) (SB 6248)* (Olympia, Washington: 2020), 48.

Alternative Evaluation

The consultants divided the campus into seven potential areas (Areas) for development and assessed the opportunities and challenges of each. Figure 2 illustrates the individual areas of the campus that this report explored.

Figure 1 Map showing potential development areas



The consultants then developed three campus-wide site planning alternatives, which were analyzed by project stakeholders. Table 1 summarizes that analysis. Sections 6 and 7 of this report describe other considerations regarding future DSHS facilities.

Table 1 Summary chart comparing the three comprehensive alternatives

CHARACTERISTIC	ALTERNATIVE		
	1. 2 Story Nursing on Madrona (Area 3)	2. 1 or 2 story Nursing on NE Corner (Area 1)	3. 1 Story Nursing on Madrona (Area 3)
LEGEND Nursing Fac BHC Multifamily residential Townhomes Commercial			
Potential Land Value	$49 million - $57.4 million	$50.8 million - $58.9 million	$42.2 million - $49.7 million
Implications for DSHS	+ Madrona site (Area 3) is DSHS preferred location + NE corner is DSHS preferred location for BHC - Two-story nursing facility is not preferred DSHS configuration - Very little expansion space - Site is separated from many other Fircrest School buildings and facilities	+ The NE Corner (Area 1) is flat and near the kitchen + A two-story nursing facility provides expansion space + The site provides open space for residents - The NE corner is not the DSHS preferred nursing facility location - $1.5 million additional cost for stormwater pipe relocation	+ DSHS preferred location and configuration + DSHS prefers BHC in NE corner + DSHS prefers one-story nursing facility - Very little expansion space - Site separated from campus - Site is separated from many other Fircrest School buildings and facilities
Implications for DNR	+ Development produces $42.6 million– $48.9 million to CEP&RI Trust	+ Development provides $50.8 million - $58.9 million to CEP&RI Trust	- Development provides $35.8 million- $41.2 million to CEP&RI Trust.
Implications for City	+ Park at SW corner (Area 6) + Commercial development + Retains some Madrona site trees	+ Park on Madrona site + Commercial development + Retains Madrona site trees	+ A park or park + soundstage on the SW corner + Commercial development on the SE corner (Area 7) - Loss of Madrona site trees
Other Considerations	+ Avoids residential next to PHL + Yields approx. $6.4 million - $8.5 million for Dan Thompson Account - Park at SW rather than SE corner reduces income to the State overall	+ Avoids residential next to lab + Park on Madrona benefits new residential development and saves an important stand of trees - There is no revenue for Dan Thompson Account	+ Avoids residential next to PHL + Yields approx. $6.4 million - $8.5 million for Dan Thompson Account - Park at SW rather than SE corner reduces income to the State overall

Agency and City Reactions

DSHS has indicated a preference for the facilities layout in Alternative 3 with a 1-story nursing facility on the Madrona site (wooded area north of the Activities Building) and the behavioral health center (BHC) in the northeast corner (current site of the ATP building). All three alternatives appear to address the City's objectives for new park land and employment-producing commercial development.

Recommended Development Process

The recommended process for moving forward with facilities improvements and land development is described in Section 9 and summarized below:

Phase 1: Site Planning Decisions and Development Agreement with the City

a. Determine the preferred locations and configurations of the nursing and BHC and identify the optimum uses on other portions of the campus.

b. With the City of Shoreline agree on a process to prepare a development agreement as noted in "c" below.

c. Work with the City of Shoreline to reach a development agreement that defines the zoning and applicable development regulations and conditions for the various areas along with an agreed upon price for the land to be transacted to the City for a park. SEPA analysis should be accomplished at this time to identify all conditions necessary for development

d. (The City) adopt necessary comprehensive planning and zoning amendments based on the development agreement, and State and City implement land transactions as applicable.

Phase 2: Private Sector Investment

a. Determine how the State would develop land for state facilities or public or private uses. (Section 8 describes the relative implications or sale or ground lease options).

b. Conduct a phased program of land transactions such as sale or lease, including the following steps:
   i. Pre-Market Preparation. Conduct due-diligence and prepare marketing information.
   ii. Marketing. Implement a variety of activities over an 18-month period.
   iii. Negotiation and Documentation. Receive letters of intent from prospective developers, select a proposal, and complete a purchase and sale agreement (PSA).
   iv. Pre-Closing Management. Monitor permitting and ensure pre-closing conditions are met.
   v. Post-Closing Management. Ensure that conditions of the PSA are met.

Other Observations

- The development agreement with the City, comprehensive plan amendment, rezoning, and park land transaction should occur concurrently and should consider the whole State-owned campus (including DOH facilities), rather than individual parcels.
- The State would likely achieve greater value from lands if departmental revenues were not tied to specific trust or account lands.

- The State may use the values for different private uses on applicable parcels as described in Sections 5 and 6 to evaluate different options, conditions, and park land prices when working with the City on a development agreement.
- The Fircrest Residential Habilitation Center site is a unique resource for the State, the community, and the region. With its mature trees, gentle slopes, and views, the property is very attractive for a variety of activities. While consideration was given to the compatibility of adjacent developments, this report necessarily focuses on exploring potential uses in individual areas. Further development planning work should consider how individual development actions can be integrated to maximize the functional, environmental and aesthetic assets of the campus as a whole.

Section 2

Introduction

In 2020, the Washington State Legislature passed a proviso to the capital budget that directed the Office of Financial Management to hire an independent consultant to conduct a land use assessment for the Fircrest School. The proviso states:

> *(1) The appropriation is provided solely to contract with an independent consultant that is agreed to by both the department of social and health services and the department of natural resources to assess potential land development opportunities for the Fircrest residential habilitation center and submit recommendations to the governor, the house capital budget committee, and the senate ways and means committee by November 1, 2020. The contract is exempt from the competitive procurement requirements in chapter 39.26 RCW.*
>
> *(2) The consultant must work with the department of health, department of natural resources, the department of social and health services, and the city of Shoreline.*
>
> *(3) The consultant recommendations must accomplish the following goals:*
>
> > *(a) Identify a site for a single-story nursing facility with a minimum of one hundred twenty beds and a site for a two-story nursing facility with a minimum of one hundred twenty beds, with an analysis of any corresponding staffing needs and the needs of the residents to ensure a sense of community and mobility;*
> >
> > *(b) Identify potential sites for up to a forty-eight bed behavioral health facility; and*
> >
> > *(c) Maximize the long-term revenue generating opportunities of the campus property while taking into consideration the infrastructure needs to accomplish the proposed development outlined in this subsection (3).*
> >
> > *(4) A secondary recommendation may be submitted by the consultant that includes maximizing the long-term revenue generating opportunities of the campus property while taking into consideration the infrastructure needs to accomplish the proposed development outlined in subsections (3)(a) through (b) of this section and compatibility with the needs of the department of social and health services and the department of health, including the needs of the individuals they serve.*
> >
> > *(5) It is the intent of the legislature to prioritize up to $125,000,000 in funding for the nursing facility replacement on the Fircrest residential habilitation center campus in the 2021-2023 fiscal biennium.*[2]

OFM hired MAKERS architecture and urban design to lead an interdisciplinary team of consultants (consultants) to work with the stakeholders named above and make land use assessment recommendations for the campus. The following report outlines the process and products of this study.

Property Overview

The Fircrest School campus (campus) is a 92-acre site owned by Washington State and located in a residential area within the City of Shoreline. It is adjacent to two parks, Hamlin Park to the north and South Woods to the southeast, as well as two schools that are east of the site: Kellogg Middle School and

[2] Washington State Legislature, Budget Proviso for Fircrest School Land Use Assessment, ESSB 6248, p. 48

Shorecrest High School. A major arterial, 15th Avenue S, runs along the west side of the campus and NE 150TH Street provides access to the southern portion of the site.

The large campus has varied topography, with sloped areas both within and at the edges of the site, many of which are forested with large, mature trees. The site also includes several open, relatively flat areas, particularly in the southeast, the southwest, the northeast, and a portion of the northwest corner of the site.

The primary use of the site today is by the Fircrest School, a residential habilitation center (RHC) that provides long-term nursing care, supported independent living, and job training for people with developmental disabilities. The Washington State Department of Social and Health Services (DSHS) manages the school, which serves approximately 200 residents.[3]

Figure 2 Image of the Fircrest School campus and surrounding neighborhood in Shoreline, Washington



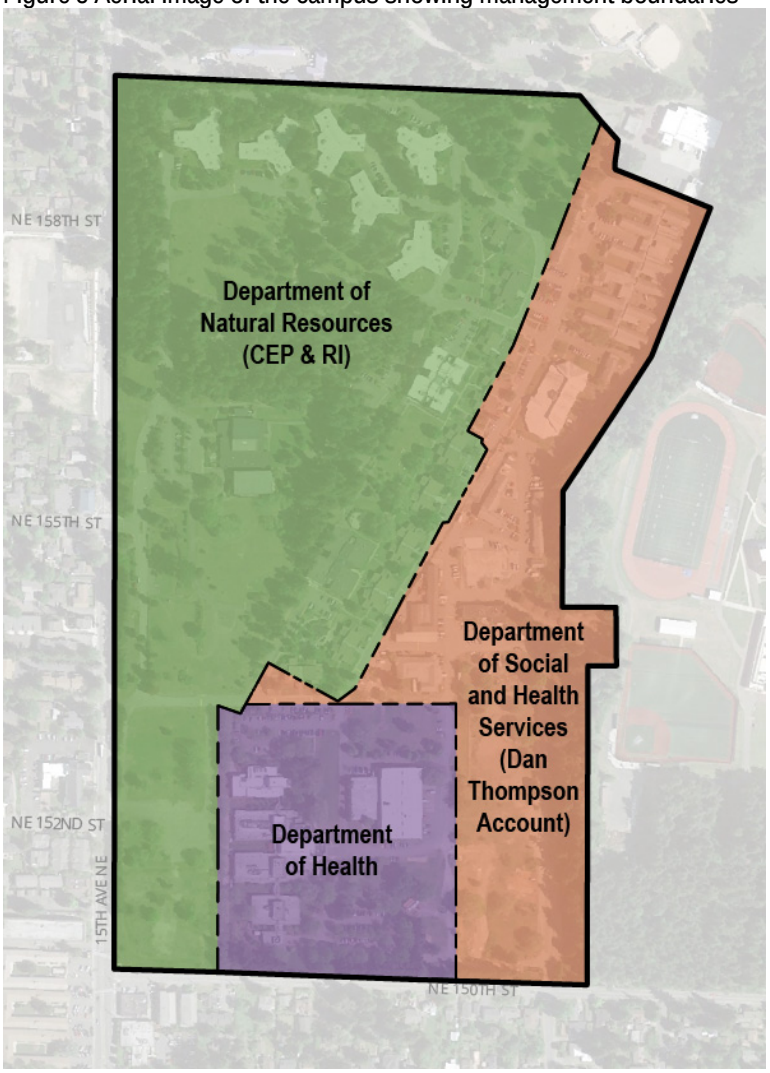
Also located on the campus are the Public Health Laboratories (PHL), operated by the Washington State Department of Health (DOH). The laboratories support several of the state's public health programs, including newborn health screening, testing and outbreak tracking for infectious diseases, and testing for

[3] Washington Department of Social & Health Services (DSHS) , *Fircrest School Campus Master Plan Phase III (2016-437)* (Olympia, Washington: 2017).

environmental contaminants. The PHL is located on a separate parcel from the Fircrest School and the site is owned by DOH.

Two different legal frameworks guide the management of campus lands outside of DOH's property. DSHS manages the Dan Thompson Memorial Developmental Disabilities Community Services Account (Dan Thompson Account) to help support individuals living with developmental disabilities that use community-based services.[4] The Washington Department of Natural Resources (DNR) manages much of the western portion of the site through the Charitable Education, Penal and Reformatory Institutions (CEP & RI) Trust. These lands generate revenue and support certain state institutions, including those managed by the Department of Corrections and DSHS.[5] DNR leases the land to DSHS at no cost and several Fircrest RHC facilities are located there, including the existing long-term care nursing facility.

Figure 3 Aerial image of the campus showing management boundaries

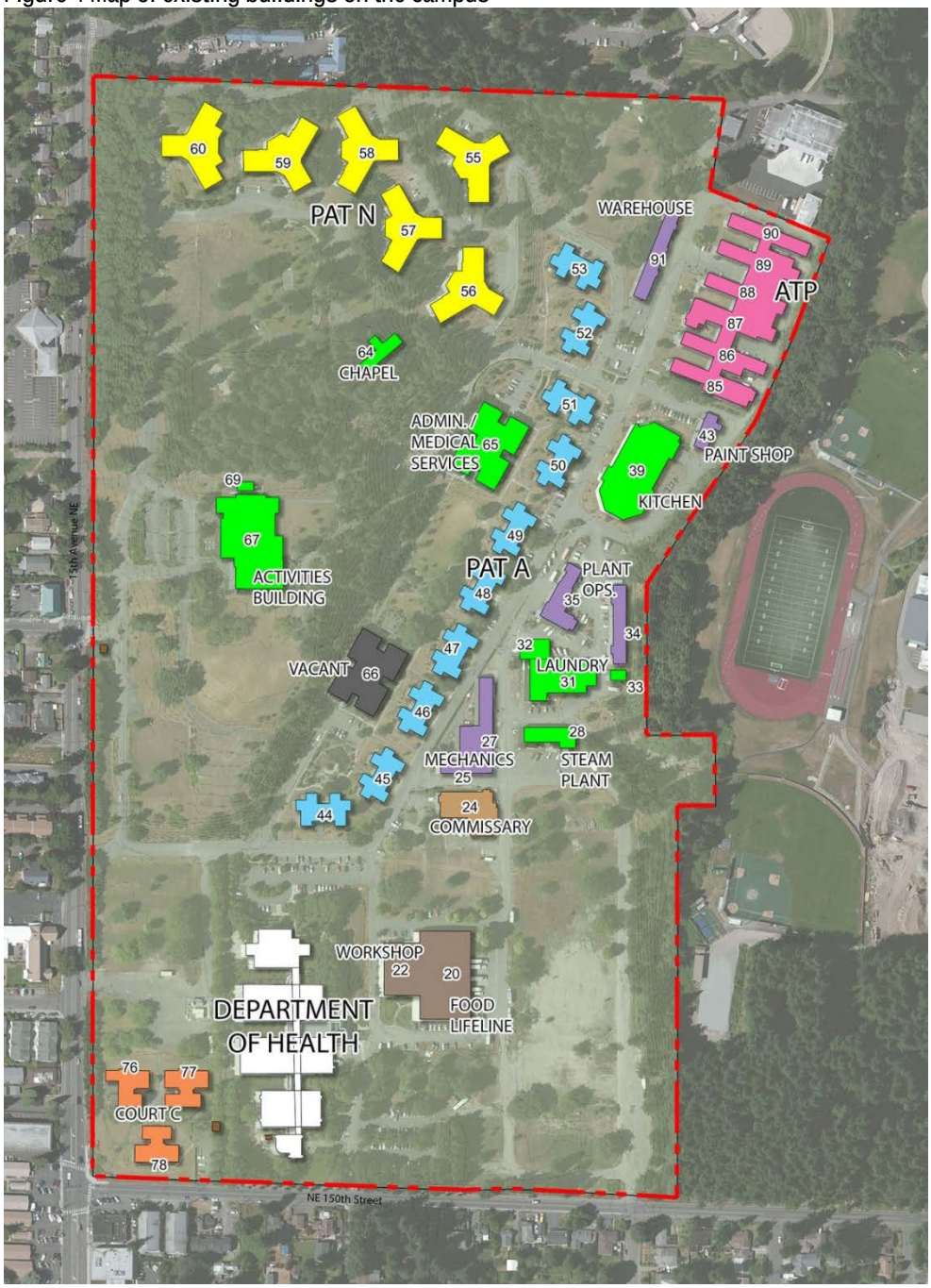


[4] Washington State Department of Natural Resources (DNR), *Recommendations on the Underutilized Portions of the Fircrest Campus* (Olympia, Washington: 2019), 4.
[5] DNR, *Recommendations 2019*, 3.

Future Needs and Opportunities

The Fircrest Residential Habilitation Center (RHC) has two residential programs; a nursing facility that provides individualized healthcare and activities to persons who have unique medical needs (Pat N in Figure 4), and an intermediate care facility for individuals with intellectual disabilities (ICF/ID) that provides individualized habilitative services. (Pat A in Figure 4.)

Figure 4 Map of existing buildings on the campus



Map of existing buildings from the Fircrest School Campus Master Plan Phase III (Phase III Master Plan)

Several of the Fircrest RHC facilities are aging and many will require extensive upgrades or replacement in the coming years. DSHS initiated a multi-phase master planning process for the Fircrest School in 2010, identifying building and infrastructure improvement needs, as well as potential future uses of the site. Phase III of this multi-year master planning effort was completed in 2017, and focused on immediate facility needs, such as the replacement of the nursing facility and the relocation of the ATP functions into the vacant building 66. A following study, published in 2018, developed a schematic design for the new nursing facility.

Since these plans were published, DSHS identified the Fircrest School campus as a potential site for a 48-bed behavioral health center, as part of a state-wide effort to provide better access to mental health services for those suffering from acute metal illness. Studies completed in early 2020 provide a schematic design for the facility proposed at the campus.

In order to proceed with any changes at the Fircrest School, DSHS must submit a Master Development Plan to the City of Shoreline, outlining proposed changes to the campus and demonstrating how the development aligns with the City's current zoning and regulations. The Master Development Plan process requires a significant investment of time and resources on the part of the applicant, and the State has not yet been able to complete this process. (More information on the City of Shoreline regulations and the Master Development Plan process are provided in Section 3 – Summary of the Existing Conditions of the Fircrest School Campus and in Appendix A.)

DOH completed a master plan in 2010 for the PHL facility at the southern end of the campus. The original vision for expansion included in the earlier master plan has been scaled back in recent years. At the time of the study, PHL did not identify a need to expand beyond the boundary of their current site. However, ongoing coordination is necessary between DOH and DSHS to ensure that future plans for the campus do not interfere with PHL infrastructure improvements and operations.

Finally, though DNR does not have a physical presence on the campus, the department manages the western portion of the site for the CEP & RI trust. DNR must manage all trust land for the maximum benefit of trust beneficiaries. In 2019, DNR and OFM co-led a study to develop recommendations for potential future uses for underutilized portions of the campus. DNR and OFM were unable to come to agreement on the recommendations before submittal to the Legislature, so the final report included recommendations from both departments.

This Land Use Assessment has considered previous planning efforts and has worked with DOH, DNR, DSHS, OFM, and the City of Shoreline to understand current facility, operation, and agency needs. The recommendations of this report represent the consultants' perspective on how to address existing and near-term future needs and take advantage of land use opportunities.

Section 3

Summary of the Existing Conditions of the Fircrest School Campus

The following section summarizes the key findings from the Existing Conditions Report that the consultants developed at the outset of the project. It provides an overview of current facilities based on the consultants' review of previous planning documents and is supplemented with information gathered from early stakeholder interviews. It also includes new information about the site gathered for this report, including a market assessment for real estate development, a review of environmental critical areas, an assessment of existing infrastructure conditions and future needs for the campus, and an assessment of transportation considerations for the campus and surrounding neighborhood. The summary below highlights findings from this report that were most critical or relevant to the consultants' work and the ultimate recommendations of this study. The full report is included as Appendix A to this report.

Previous Planning Efforts and Existing Facilities on Campus

As noted in the introduction, this Land Use Assessment is preceded by over a decade of facilities and master site planning efforts for the campus. Table 2 Summary of previous campus planning efforts lists the most recent plans and notes how the consultants incorporated that information into this Land Use Assessment.

Table 2 Summary of previous campus planning efforts

Document / Year	Summary
Behavioral Health: Community Civil 48 Bed Capacity State Owned, Mixed Use - Pre-Design Report Multiple Sites, 2020 Behavioral Health: Community Civil 48 Bed Capacity State Owned, Mixed Use - Pre-Design Report - Prototype Building, 2020	These two architectural reports provided the background information and schematic design layouts for the 48-bed behavior health facility. The consultants used the schematic design layout for the facility included in these reports to determine how various sites across the campus might accommodate this facility.
Recommendations on the Underutilized Portions of the Fircrest Campus, 2019	The consultants referenced background content and stakeholder input included in this report by DNR, in consultation with the Washington State Office of Financial Management (OFM) and reviewed both DNR and OFM's recommendations.
Predesign Study: Nursing Facility New Capacity at Fircrest School, 2018	The consultants used the schematic design layout for the nursing facility included in these reports to determine how various sites across the campus might accommodate this facility.
Fircrest School Campus Master Plan Phase III, 2017	The consultants did a close review of this most recent campus master plan to gather information on existing conditions of Fircrest School facilities and infrastructure, and review the improvements needs identified in the plan. This plan also provided an overview of how Fircrest School programs currently use the campus.
Public Health Laboratories 20-year Master Plan, 2010	The consultants reviewed this older master plan for the PHL and discussed with DOH staff what elements of this remain relevant to current and future plans for the PHL, and how their facility expansion plans have changed in the subsequent decade.

Fircrest School Facilities Overview

The Fircrest RHC serves approximately 200 people with intellectual or developmental disabilities through the Nursing and the Intermediate Care (ICF/ID) facilities. The school also operates an Adult Training Program (ATP), where residents can access training and educational opportunities to enhance their ability for independent living.

The Fircrest School Campus Master Plan Phase III (Phase III Master Plan) conducted a thorough assessment of current facilities and concluded that many will require extensive upgrades or replacement in the coming years. [6] An overview of facilities and programs discussed in this Land Use Assessment follows:

Nursing Facility

Figure 5 Image of one of the existing nursing buildings



The Nursing Facility provides long-term nursing care to a current population of 93 residents. Approximately 75% of these patients have chronic physical disabilities and require regular ambulatory care. The existing facilities includes six Y-shaped buildings, with a total area of 83,200 sf. Consolidating operations into a single building, or separate structures with easier access between facilities, would reduce some operational and staffing costs for Fircrest School.[7]

The existing buildings require significant upgrades to repair systems and bring buildings up to current code. DSHS plans to construct a new nursing facility, once a location has been determined, and demolish the existing buildings once the new facility is complete. Identifying locations for a 1-story and a 2-story new nursing facility are key deliverables of this study.

Intermediate Care Facility

Fircrest School is also home to a community of 133 residents in the ICF/ID. This program provides supervision and medical/nursing support for patients who need support but not full-time nursing care. The residents occupy 10 cottages that are at maximum capacity, given the age and condition of the structures.[8] The Phase III Master Plan found these cottages to be adequate for their current use, but noted that structure improvements, repairs, and some renovations of the interiors will be needed in the future.[9]

[6] DSHS, *Phase III Master Plan*, 15-30.
[7] DSHS, *Phase III Master Plan*, 3.
[8] DSHS, *Phase III Master Plan*, 24.
[9] DSHS, *Phase III Master Plan*, 24.

Adult Training Program

Figure 6 Image of the existing ATP building



The Adult Training Program (ATP) offers Fircrest residents opportunities to learn skills for independent living, employment, and participation in the community beyond the school. The existing ATP building is 52,633 sf and was built in 1942 as part of the original Naval hospital at the site. Adult training programs utilize approximately half of the building, with the remaining portion of the building used for administrative offices.

In 2019, the Legislature allocated initial funds for DSHS to renovate Building 66 (currently vacant) and move the programs currently located in the ATP site to this location. Once all of the programs currently housed in the existing ATP building have been relocated, DSHS plans to demolish the building, as renovation is not feasible given the building's condition.

Activities Center

The campus also includes an activities center building, which Fircrest School residents use to for some ATP classes and to attend social events. The building includes a pool, but Fircrest School no longer operates this due to system renovation needs. The building has suffered some deferred maintenance but is otherwise in good condition.[10]

Chapel

A chapel on the campus, which is open for services on Sunday mornings, is eligible for the National Register of Historic Places (NRHP). In November 2020, the Shoreline Preservation Society, a community non-profit group, informed the Mayor and City Council of Shoreline of the organization's plans to pursue landmark designation of the structure and 3 acres of the surrounding land.

Behavioral Health Center (BHC)

In addition to DSHS' existing Fircrest RHC operations, Governor Inslee and the Washington State Legislature recently directed DSHS to begin development of three small community-based behavioral health facilities across the state. DSHS is exploring the campus as a site for a 48-bed facility. The goal of this facility is to provide increased access to mental health services, provide support services once hospital treatments are complete, and prevent or divert people from being committed to state hospitals.[11] See Section 6 – Campus-wide Alternatives for more details.

Public Health Laboratories (PHL) Facility Overview

Located on the southern portion of the campus, the DOH's Public Health Laboratories (PHL) provide a range of diagnostic and analytical functions to identify and track infectious/communicable diseases,

[10] DSHS, *Phase III Master Plan*, 27.

[11] Washington Department of Social & Health Services (DSHS), *Behavioral Health: Community Civil 48-Bed Capacity* (Olympia, Washington: 2020), 8.

heritable/genetic diseases, and environmental contamination. The PHL also provides training, consultation with clinical and environmental laboratories, and scientific leadership in developing public health policy.[12]

The PHL's current building is approximately 65,000 sf, with each of the PHL program areas occupying a separate wing of the building. The PHL staff estimate that roughly 300 staff work at the facility.[13] DOH completed a master plan for the PHL in 2010, which identified the potential for several improvements and two new wings at the facility. DOH reduced the scope of that plan in subsequent years and does not foresee a need for expanding beyond the current boundaries of its property.

Regulatory Framework

Comprehensive Plan and Zoning

The campus has a land use designation of Institution/Campus. The plan describes the campus as a major employer within Shoreline, including both the Fircrest School and the Public Health Laboratories. Multiple policies within the comprehensive plan focus on the potential for greater economic opportunities at the site.[14]

The overall campus is zoned and mapped as the Campus Zone (C), though the City has further sub-zoning as described in SMC 20.40.045: The DOH PHL is zoned Public Health Laboratory Zone (PHZ), and the rest is zoned Fircrest Campus Zone (FCZ). Table 3 summarizes allowed uses for these zones. Multifamily housing and commercial uses are not currently allowed in Campus zones pursuant to SMC 20.30.060 and 20.30.353.

[12] Washington Department of Health (DOH) *Public Health Laboratories Directory of Services* (Olympia, Washington: 2020).
[13] Office of Financial Management (OFM), Phone Interview with PHL Staff, September 10, 2020.
[14] City of Shoreline, *Comprehensive Plan* (Shoreline, Washington: 2012), 105.

Table 3 Allowed uses for the Public Health Laboratory (PHZ) and Fircrest Campus (FCZ) zones per Shoreline Municipal Code 20.40.150 Campus Uses

SPECIFIC LAND USE	FCZ	PHZ
Child and Adult Care Services	P-m	
Churches, Synagogue, Temple	P-m	
Food Storage, Repackaging, Warehousing and Distribution	P-m	
Fueling for On-Site Use Only	P-m	
Home Occupation	P-i	
Housing for Disabled Persons	P-m	
Library		P-m
Light Manufacturing	P-m	
Maintenance Facilities for On-Site Maintenance	P-m	P-m
Medical-Related Office or Clinic (including personal care facility, training facilities, and outpatient clinic)	P-m	P-m
State Owned/Operated Office or Laboratory	P-m	P-m
Nursing Facility	P-m	
Personal Services (including laundry, dry cleaning, barber and beauty shop, shoe repair, massage therapy/health spa)	P-m	
Power Plant for Site Use Power Generation Only	P-m	P-m
Recreational Facility	P-m	
Research Development and Testing	P-m	P-m
Residential Habilitation Center and Support Facilities	P-m	
Social Service Providers	P-m	
Specialized Instruction School	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 = Permitted Use

P-i = Permitted Use with Indexed Supplemental Criteria

P-m = Permitted Use with approved Master Development Plan

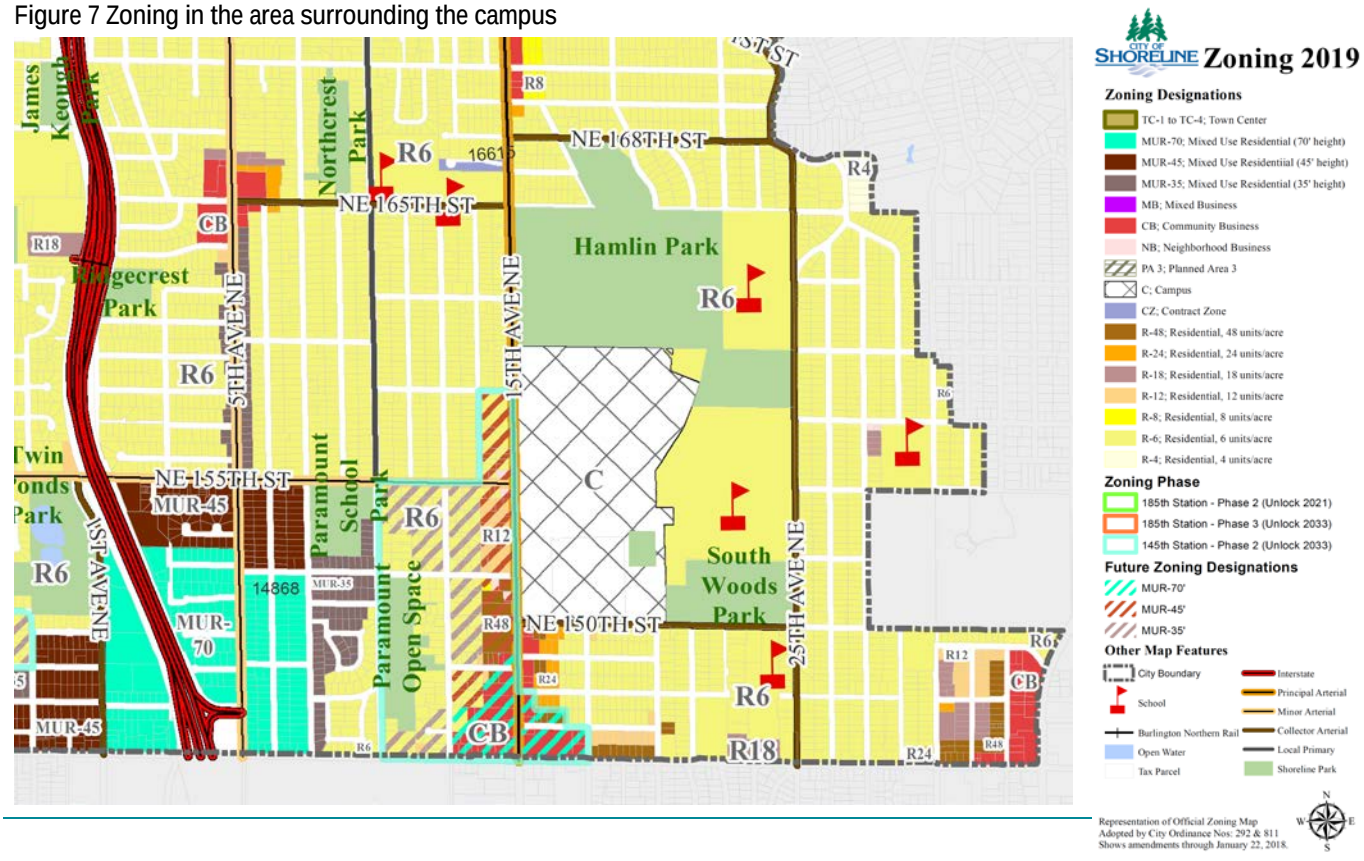
Surrounding Land Use and Zoning Context

The land use context surrounding the campus is predominantly residential. Adjacent uses, however, are a mix of parkland, schools, mixed-residential, and commercial uses. The 15th Avenue NE corridor functions as the front door of the campus to the west and features a mix of commercial and low-density multifamily uses toward the south and mostly single family uses toward the north. Heavily wooded Hamlin Park borders the campus to the north and Shorecrest High School and South Woods Park border the campus to the east behind a buffer of tall trees. Northeast 150th Street borders the campus to the south and single-family uses exist across the street.

Figure 7 illustrates zoning in the campus vicinity. While R-6 is the predominate zone in the area, the property across the street from 15th Avenue NE features mostly R-12 and R-48 zoning. Those properties are part of a phased Mixed-Use Residential (MUR) zone with a 45-foot height limit that is scheduled to unlock in 2033 as a part of the 145th Street Station Subarea Plan. The block of NE 150th Street east of 15th Avenue NE includes a mix of Community Business, R-48, R-24, and R-6 zoning.

Light rail will come to Shoreline by 2025 with the closest station at NE 145th Street, just over a half-mile from the southwest corner of the campus. However, due to the large block sizes in the area, and the interruptions of the street grid by Paramount Park and its stream/wetland corridor, the functional distance to the station is closer to one mile from the southwest corner of the site The 145th Street Station Subarea Plan instituted a phased zoning approach for the neighboring areas directly west and southwest of the campus, which will be automatically up-zoned in 2033 to Mixed-Use Residential (MUR) with 45-foot height limits across the street from the campus and up to 70-feet to the south . (See blue-green and dark brown areas in Figure 7.)

Figure 7 Zoning in the area surrounding the campus



Master Development Plan (MDP)

Applicants for a new use, expanded use, or redevelopment within the Campus zone must prepare a master development plan per SMC 20.30.353. Existing plans may be amended, subject to restriction. The plan must describe phasing over 20 years along with environmental and community benefits, infrastructure capacity or expansion, and architectural design concepts. Master plan developments must adhere to specific development standards, summarized in Table 4.

Table 4 Master Development Plan development standards

Summary list of MDP development standards (per SMC 20.30.353(D))	
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.
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.

The preparation of a Master Development Plan and the accompanying environmental analysis are the responsibility of the applicant. The fee for the MDP permit as summarized in a 2019 City of Shoreline staff report is $29,353, with SEPA review adding between $4,635-$8,033. Applicants are encouraged to develop a consensus-based master development plan through outreach to the community and stakeholders as set forth in SMC 20.30.085. The Master Development Plan review timeline is 120 days and approval is based on the criteria listed in Table 5. Master Development Plans shall expire 20 years after City approval.[15] The State has made multiple attempts to begin the MDP process in the last decade but has not completed an MDP application.

[15] Nathan Daum and Rachel Markle. "Discussing Fircrest Master Plan and Underutilized Property Land Use Options" in *City Council Meeting Agenda* (Shoreline, Washington: February 4, 2019).

Table 5 Master Development Plan decision criteria

Summary list of MDP decision criteria (per 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.

Future Approaches to the Site

City staff prepared a memo to City Council for their February 4, 2019 meeting to provide background information on the Fircrest School campus, including current zoning, relevant policy language, comprehensive plan designation, previous City Council discussion and workshops involving the campus, related plans, and recent/ongoing campus master planning efforts. The intent of the discussion was 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 School 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 campus. [16]

- Option A: Master Development Plan (MDP)
- Option B: State Agency Initiated Comprehensive Plan and Concurrent Rezone

[16] Daum and Markle, "Discussing Fircrest Master Plan".

- Option C: Council-Initiated Comprehensive Plan Amendment and Concurrent Rezone of All or Part of the Fircrest School Campus
- Option D: City-Initiated Comprehensive Plan and Development Plan Text Amendments Modifying Campus Land

See Appendix A for background on each option, including summaries from City staff on the pros and cons of each.

Key Findings from Regulatory Framework

The consultants' review of the current regulatory conditions resulted in several findings of significance to the final recommendations of this report.

- The campus is in a predominantly residential area within the City of Shoreline and the community may have strong opinions on significant changes or the type, character, and intensity of future redevelopment.
- City policies indicate a desire to bring new uses, economic development opportunities, and jobs to the site.
- The City's requirement for a Master Development Plan (MDP) for all campus development is a significant permitting process that has resulted in several prior attempts by the State, but no resolution or completed applicated to date.
- Future development of excess campus property will require a comprehensive plan amendment and rezone.

Environment, Infrastructure, and Transportation

Environmental Critical Areas

The campus is located within the Thornton Creek sub-basin of the Cedar-Sammamish watershed (WRIA 8); most of the site is located in a relatively flat broad valley, but a hill in the northwest corner extends approximately 40 to 60 feet above the interior gradient. Along the east property line, the gradient increases approximately 35 feet, steeply in some areas. The site has patchy forest stands, though most of the vegetated areas on campus are maintained as lawn with ornamental landscaping.

Geologic Hazards

Slopes that are likely to meet "steep slope" criteria are located along the east property boundary. The northeast side of the campus is at the toe of a slope with a gradient of approximately 35% to 45%.[17] Golder Associates completed a preliminary geotechnical assessment for the Fircrest School Site in 2002. That report did not document any regulatory requirements for on-site or adjacent slopes in the landscape. However, site topography and City of Shoreline GIS Property Information maps indicate a regulated geologic hazard is likely present in the northeast side of the property. This would require a 50-foot buffer, though this could be reduced to a minimum of 15 ft with further study by a geotechnical engineer.

[17] King County, "iMap Topography," King County GIS Center, August 22, 2018, https://www.kingcounty.gov/services/gis/Maps/imap.aspx.

Hamlin Ditch Drainages

Drainage ditches which feed into the Hamlin Creek system are mapped by some sources, including WDFW, on the east side of the campus. The City of Shoreline reviewed on-site drainages in 2009 to determine their jurisdictional status. The City concluded that independent studies prepared by qualified professionals demonstrate City-mapped tributaries on the campus and in Hamlin Park to the north do not meet the City's definition of a regulatory stream. A current site walk supports the City's characterization of the drainages as an artificial system for stormwater flows. Permitting requirements and site constraints would be limited to direct impact to the drainages.

Wetlands

Prior studies and referenced public resources identified no wetlands on the campus. It is possible some segments of the Hamlin Ditch drainages may exhibit wetland characteristics, but since ditch wetlands are not regulated as wetlands under city code, no buffer is required.

Trees

The campus contains a number of forest patches that are scattered throughout the site. Although significant trees are not a critical area, tree canopy is a part of the City's natural resource management. The City manages tree conservation under SMC 20.50, subchapter 5.

The City of Shoreline defines significant and landmark trees as follows per SMC 20.20.048.

- **Significant tree**: Any tree eight inches or greater in diameter at breast height if it is a conifer and 12 inches or greater in diameter at breast height if it is a non-conifer (excluding those trees that qualify for complete exemptions under SMC 20.50.310(A).)
- **Landmark tree**: Any healthy tree over 30 inches in diameter at breast height or any tree that is particularly impressive or unusual due to its size, shape, age, historical significance, or any other trait that epitomizes the character of the species, or that is a regional erratic.

A tree inventory would be needed to determine the condition and status of trees proposed for removal.

Transportation

The Fircrest School campus is bound by 15th Avenue NE to the west, NE 150th Street to the south, 25th Avenue NE to the east and Hamlin Park Road to the north and east. Figure 8 illustrates the transportation system surrounding the campus including major streets, bicycle facilities, and transit service and stops. Access to the campus is provided at the signalized 15th Avenue NE at NE 155th Street intersections and along NE 150th Street at unsignalized intersections with 17th Avenue NE and 20th Avenue NE. Private roads and driveways provide circulation on-site, except for NE 160th Street which is a City local secondary street. The campus is well-served by transit but walking distance from within the campus could be far depending on the location.

Considerations for Adjacent Streets

A grid network of streets surrounds the campus and provides good connectivity for driving, walking, and biking. The site is less than a five-minute drive from Interstate (I) 5 and State Route (SR) 522. Most amenities and commercial uses are south of the site along NE 145th Street including the nearest grocery store, QFC, which is approximately ½-mile from the site.

The lack of sidewalks and fencing along the 15th Avenue NE campus frontage presents a barrier for walking and biking to and from campus. Enhancing the 17th Avenue NE entrance to have more a front door feel brings the campus closer to the sidewalk, bicycle, and transit facilities. The City of Shoreline's Transportation Master Plan anticipates poor operations, higher traffic volumes, and more congestion on 15th Avenue NE.

Figure 8 Transportation system near the Fircrest School campus



The map above illustrates the street system, bicycle, and transit service and facilities in the immediate area of the campus.

Infrastructure

Summary of existing infrastructure

Water

According to the Phase III Master Plan, the campus-wide water system is not adequate to serve fire sprinkler needs. In July 2017, the laundry facility caught fire and burned to the ground. It was the opinion of the fire department that the water flows were not sufficient due to capacity issues. A 2019 report with joint recommendations from DNR and OFM[18] proposes possible solutions:

- **Provide an additional water source for the property, such as water tanks.** This would help meet the surge in demand in the event of a fire. The Phase III Campus Master Plan includes a proposed location for the water tanks in the upper northwest corner of the campus. According to DSHS, this is based on elevation and proximity to the current North City Maintenance Facility. Prior to the completion of the Master Plan, North City Water District and DSHS had discussed a location to add system capacity, and North City had recommended this location at the upper northwest corner of the campus. It does not appear that proposed development will conflict with this recommended location.
- Include all of the campus within the North City Water District system. The site is currently self-managed.

Given the ongoing nature of this discussion, the consultants did not make specific assumptions on water utilities, but the site plans within this report did reserve space for the location of water tanks in the far northwest corner of the campus.

Stormwater

According to publicly available GIS data, there is a closed storm system serving the site, which feeds into public storm sewers (operated by the City of Shoreline).

- There is limited information on capacity of the system, and further research will be needed to investigate drainage complaints in the public storm sewer system downstream of the site. Some buildings on the south end of the site had previously experienced localized flooding in basements. This potentially indicates high groundwater in select areas and/or inadequacies in the stormwater system. Area 6 (southwest corner) is the lowest part of the campus. However, this area drains into a system leaving the campus at the southwest corner that eventually outlets into wetlands to the southwest.
- Increased runoff from new roofs and impervious parking areas are not anticipated to overburden the existing system. Any proposed developments that increase sources of runoff will require new on-site flow control facilities to mitigate the off-site flow to pre-developed levels.
- On the eastern portion of the site, the closed system is fed by an open drainage swale which runs along the east side of Hamlin Park and enters the on-site closed system just north of Hamlin Park Rd/NE 160th St.
- Discussions with the City of Shoreline indicate the City does not classify the aforementioned western reach as a stream, but rather as a drainage. The drainage would not be regulated under Shoreline Municipal Code Chapter 20.80. However, an Administrative Order (#000110-081909 by the City Director of Planning and Redevelopment Services) noted that the State may still consider this drainage a "water of the state" per WAC 220-110-020 (107). If so, additional requirements or restrictions may

[18] DNR, *Recommendations 2019*

apply from the State. Additionally, GIS identifies the reach as potentially requiring Hydraulic Project Approval (HPA) from WSDOT.

Sanitary Sewer

Ronald Wastewater District operates two sewer mains which run through the property.

- The 2019 Recommendations report[19] mentions that the existing sewer system has excellent site coverage and capacity, and notes that 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. According to the Ronald Wastewater District, although the sewer main is in good condition, laterals are not necessarily in good condition (see below).
- Despite excellent coverage and capacity, the information available seems to suggest that repairing or replacing much of the system may still be necessary (due to old and deteriorated side sewers, and asbestos-lined pipes).
- It is possible that the existing sewer mains servicing the site provide adequate capacity; however, this should be confirmed.

Stormwater management considerations with development

Flow control and water quality facilities will be needed to treat new roofs and impervious parking areas, thus some land area (or multiple areas) will need to be dedicated to stormwater facilities, such as ponds. Appendix D of the Phase III Master Plan proposed ponds at five locations throughout the campus. As an alternative, underground detention could be used under proposed parking areas, although ponds are often the more economical solution. Infiltration and dispersion will also need to be evaluated, and if feasible, some land area will need to be dedicated to this as well.

Infrastructure considerations with development

Telecommunications

Lumen (formerly CenturyLink) currently services the site. However, if desired, there is opportunity to work with other telecommunication service providers such as Comcast and Ziply, as each of these utilities own network facilities adjacent to the site, along 15th Avenue NE.

Gas

Puget Sound Energy (PSE) currently services and maintains existing gas utilities on the site. One single remote meter set near NE 150th Street and 20th Avenue NE provides branch connections throughout the property which services multiple buildings. Need to coordinate with PSE on future development needs.

Electrical

Electrical services are provided by Seattle City Light (SCL). Per the Phase III Master Plan, electrical service extends from NE 150th Street and is distributed to the site to provide power to the buildings and light poles. It is also understood that an electrical system capital improvement plan was being developed by DSHS which includes rewiring and installing an emergency backup system. Furthermore, DOH is currently designing a boiler-plant to move away from utilizing the Fircrest steam plant as the source of heat for most of the buildings on the campus. To power the boiler-plant, a new transformer in the southwest area of the site would be required.

[19] DNR, *Recommendations 2019*

- These electrical site improvement plans will need to be directly coordinated with future site development.
- The Phase III Master Plan proposed siting a new power building in the southeast section of the campus. The consultants considered that location in their site planning.

Key Findings on Environment, Transportation, and Infrastructure

- The City does not classify the existing site drainages as streams, but it is likely that Washington State agencies would regulate the drainages. This could result in additional permit requirements if there are direct impacts to the drainages.
- Steep slopes along the eastern edge of the site could result in a 50-foot buffer for redevelopment. However, it is possible that this buffer requirement could be reduced significantly with additional technical review by a geotechnical engineer.
- The existing water system is not adequate to meet existing fire safety standards for the campus.
- Stormwater system for the site lacks documentation, so further assessment of stormwater management requirements is needed.
- Electrical site improvement plans currently in development by both DOH and DSHS will need to be directly coordinated with future site development, particularly in the southeast corner of the site.
- Existing stands of trees on the site may meet the City's definition of significant trees. A full survey of the site's trees would indicate the number of trees and verify if any individual trees meet the City's landmark definition.
- The removal of trees from properties zoned NB, CB, MB, TC-1, 2, and 3, and MUR-70' – unless within a critical area or critical area buffer – is exempt from the permit requirements of the City's Tree Conservation, Land Clearing and Site Grading Standards (SMC 20.50.290.) If the rezoning and development of the property is pursued and tree removal is considered, establishing requirements for tree retention and removal will be necessary.
- 15th Avenue NE is projected to have higher traffic volumes and more congestion in the future, so significant redevelopment may result in traffic impacts.
- Given that many residents of Fircrest School have limited mobility, all future development should prioritize accessibility across the campus to remove barriers and promote universal access.

Assessment of Site Areas

To better understand the campus as a whole, the consultants divided the property into seven potential areas (Areas) for development and assessed the opportunities and challenges of each. The consultants largely followed the areas defined by earlier plans, most notably the Phase III Master Plan. Figure 9 illustrates the individual areas of the campus that this report explored. Table 6 lists the area numbers and descriptive names and highlights the current uses and owners of the land.

Figure 9 Map showing potential development areas

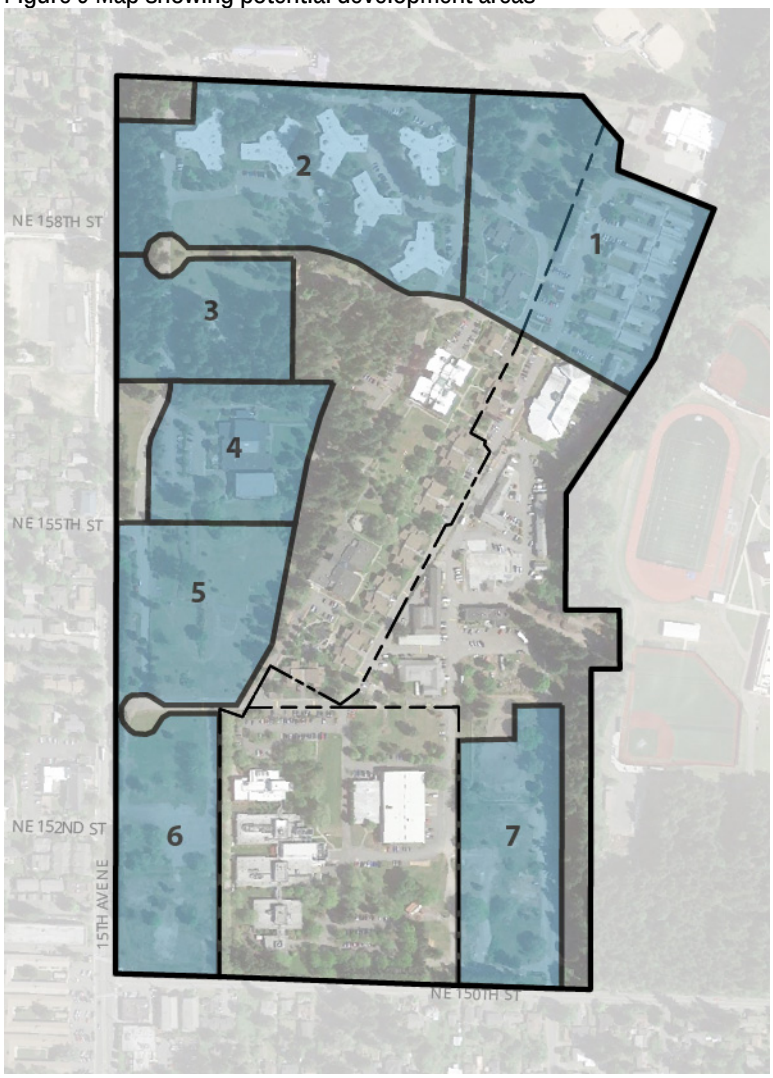


Table 6 Site area numbers, descriptive names, current use, and land owner

Number	Descriptive Name	Acreage (Approximate)	Current Use	Land Owner
1	Northeast Corner	4.3 ac	Fircrest School (ATP building, cottages and warehouse)	DSHS (eastern portion) DNR (western portion)
2	Northwest Corner	11.7 ac	Fircrest School (Nursing facility)	DNR
3	Madrona	4.6 ac	Vacant	DNR
4	Activities Building	4.4 ac	Fircrest School (Activities Building)	DNR
5	Activities South	4.5 ac	Vacant	DNR
6	Southwest Corner	5.3 ac	Vacant	DNR
7	Southeast Corner	4.9 ac	City of Shoreline Dog Park	DSHS

Area 1 – Northeast Corner

Figure 10 Aerial image of Area 1



This area of the site is the most remote portion of the campus largely due to topography and the configuration of the existing roads. It is currently where Fircrest School's ATP building is located, though this building will be demolished once the existing programs and offices it holds are relocated to a vacant building on the Fircrest School grounds. Given the remote access to the site and the close proximity to other Fircrest School facilities, the consultants deemed that this parcel would be best used for institutional purposes, such as the Fircrest School nursing facility, or the behavioral health center. See Section 5 for more information about land valuation.

Any future development of the site would need to account for the environmental conditions noted in Section 3. The slope along the eastern portion of the site may require an up to 50' buffer. Two drainages run through the parcel, one below the existing road and the other along the eastern edge of the site in a partially piped ditch. The consultants considered these factors in assessing development options for the site.

Area 2 – Northwest Corner

Figure 11 Aerial image of Area 2



The Northwest Corner is the highest elevation of the overall campus and the site of Fircrest School's existing nursing facility buildings. The site contains a number of mature trees and is separated from the adjacent 15th Avenue S arterial to the west by a wooded ravine. With North Woods Park to the north, the site is well-buffered by forest, and is an attractive site for residential development. See Section 5 for more information about land valuation.

The existing ravine is steep and provides a helpful screen and buffer from 15th Avenue S. Sensitive site planning could integrate residential development into the site while also retaining some of the site's existing trees. The Phase III Master Plan identified the far northwest corner of the site as the potential future location of water tanks that will provide additional water capacity for the campus. The consultants considered these elements as they developed conceptual layouts shown in Section 6.

Area 3 – Madrona

Figure 12 Aerial image of Area 3



Area 3 is located just south of Area 2 and is often referred to as the Madrona site. It is a vacant and largely forested area. The Fircrest School chapel is adjacent to the site to the east and the activities buildings is to the south. This is DSHS's preferred site for the new nursing facility. Given the existing trees and the proximity to the chapel, the site could also offer a light recreation and open space amenity for community members and Fircrest School residents. See Section 5 for more information about land valuation.

Area 4 – Activities Building

Figure 13 Aerial image of Area 4



Just south of Area 3 is Fircrest School's activities building. The facility is used by Fircrest School residents for ATP classes and social activities. The facility also provides the Fircrest School as space to engage the larger community. Given that the space is currently used by the Fircrest School, the consultants did not explore redevelopment of the site. If new uses are brought to the sites adjacent to this facility, there may be opportunities for partnership and/or shared use of the space.

Area 5 – Activities South

Figure 14 Aerial image of Area 5



Area 5, a sloped lawn south of the activities center, is an open and attractive location within the campus. The site is elevated above 15th Avenue. S, with the Fircrest School to the east and the PHL to the south. The parcel is attractive for redevelopment, but also highly visible from adjacent residential neighborhoods to the west given the topography and lack of trees. See Section 5 for more information about land valuation.

Area 6 – Southwest Corner

Figure 15 Aerial image of Area 6



Area 6, the Southwest Corner of the site, is located adjacent to the intersection of 15th Avenue S and NE 150th Street. The site is flat and open, with a few mature trees within and along the perimeter. The site is at the same elevation of the adjacent streets and is a good opportunity for redevelopment, given the street access and proximity to commercial centers south of the campus. This corner of the site is the closest to the future light rail station at NE 145th Street. With the PHL adjacent to the site to the west, future uses that are compatible with, or build on, that existing use will be most beneficial to the overall campus. See Section 5 for more information about land valuation.

Area 7 – Southeast Corner

Figure 16 Aerial image of Area 7



Area 7, the Southeast Corner of the campus, is similar in size and scale to Area 6, but has significantly less street frontage as it is adjacent to NE 150th Street. to the south and a steep, wooded slope to the east. The City of Shoreline currently leases the site for use as a dog park. The site is flat and largely open, with only a few trees. There have been some reports of drainage issues, which could be due to a high water-table and/or soil conditions or lack of stormwater facilities. The Phase III Master Plan reserved the far northwest corner of the site for a new power building and the consultants took that into account in their site planning.

The consultants assumed development of this site was feasible, though less desirable than areas along the western portion of the site due to the more secluded location. Private development or institutional uses would make sense here. The existing dog park has been an established use thus far next to the PHL; continuing to use the site for active recreation is also possible. See Section 5 for more information about land valuation.

Section 4

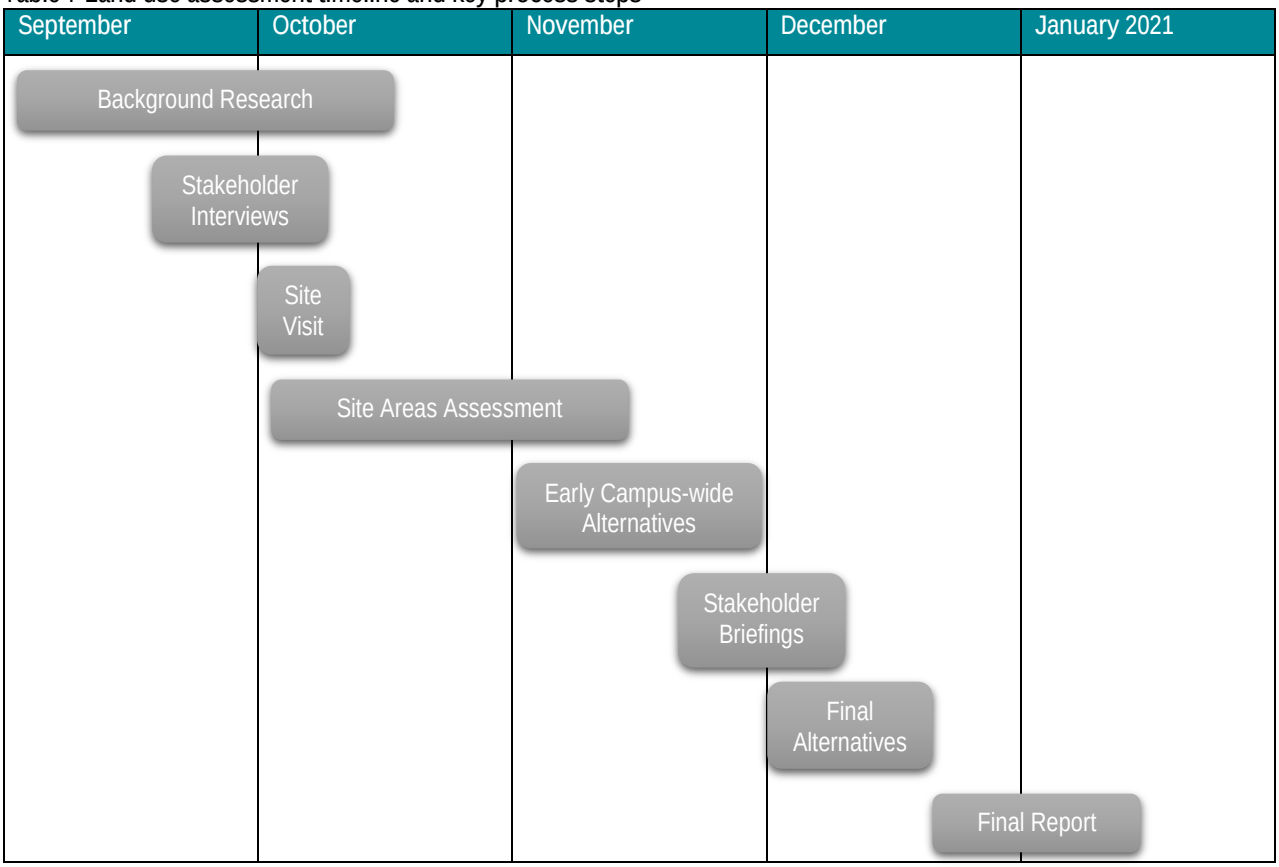
Description of Analytical Process

Overview

As early steps of this project, the consultants reviewed existing plans and conducted the background research summarized in Section 3. In addition, the team met with key stakeholders, including staff from DOH, DNR, DSHS, and the City of Shoreline. Next, the team reviewed individual areas of the campus to assess the development opportunities, infrastructural and environmental constraints, and stakeholder needs and preferences for each area. With this foundation of information, the team was able to efficiently develop campus-wide alternatives (see Section 6) and the final recommendations of this plan (see Section 8).

Table 7 outlines the key steps the consultants took in development this Land Use Assessment.

Table 7 Land use assessment timeline and key process steps



Stakeholder Interviews

Through a series of interviews, stakeholders provided information about their role at the campus and gave general feedback on this planning effort. These meetings provided the project team critical insights and a thorough understanding of site considerations and stakeholder perspectives. This section outlines key feedback from the interviews. See Appendix B for full summaries of these initial meetings.

Key Feedback

DSHS

- The campus has allowed Fircrest School to evolve to changing needs over time – DSHS is concerned that extensive development could limit the ability to meet future needs.
- DSHS cannot easily predict future needs – the new behavioral health center is an example of that.
- Single story facilities work better for residents and staff. Buildings that include administrative offices on a second floor can work.
- Access to the outdoors is important for all residents, including those in the nursing facility.
- DSHS expressed concerns about some of the City's permitting process requirements (requiring street improvements, etc.)
- Maintenance facilities will need to be replaced in the future, though some could be consolidated.
- Madrona site is the preferred location for the new nursing facility. The northeast corner of the site, currently occupied by the ATP building is a possibility, but less ideal due to potential impacts to other facilities.

DNR

- DNR have a legal, fiduciary responsibility governing how they manage trust land, including undivided loyalty to the trust, inter-generational equity, and putting the trust land to productive use.
- DNR staff noted that land valuation has been a key challenge in previous discussions about the future of the campus. It would be helpful to have the City outline what the zoning might be and use that as a base for the assumptions.
- For the Land Use Assessment, DNR wants to see clear, well-defined options for the Legislature to consider.

DOH

- DOH staff noted that PHL does not have current plans to expand beyond the existing boundaries of their property.
- DOH and PHL are open to redevelopment of portions of the campus, but they have concerns about residential uses adjacent to the PHL facility since the public is sometimes suspicious or has undue concerns about standard laboratory work.
- DOH has developed some plans on the assumption of having a new road from 150th north to building 22/20 and administrative building. This was the road location shown in an earlier version of the DSHS master plan, but in more recent iterations it has shifted further west. PHL prefers the earlier location for that road.

City of Shoreline

- Shoreline staff noted that the City would like to unlock economic development potential at Fircrest and prefers commercial uses that bring living-wage jobs to the area.
- The City would like to see commercial uses that build on the existing assets and provide living-wage jobs – for example, an innovation district around the PHL similar to Shoreline Community College's job training program. Filmmaking is an industry that operates in Shoreline and the City expressed a desire for a soundstage.

- The City would like to see a park for active recreation, roughly 5 acres in size.
- Community currently uses the site for walking, bird watching, and dog walking. Trees are important to the community and removal of campus trees may be a significant concern to neighbors. Future engagement with the community around redevelopment topics will be needed.
- The City supports the State in locating a future 48-bed behavioral health center at the site – they recognize this is a need in the community, regionally, and statewide, and sees this as an essential public facility. The City recognizes that some jobs would come from this but would like to see more commercial uses at the campus.
- Staff mentioned a range of potential zones and offered alternatives to the Master Development Plan (MDP) process (e.g. comprehensive plan amendment & rezone).
- An MDP would still be required for the Fircrest School RHC to move ahead with the nursing facility, etc. unless there is a full campus comprehensive plan amendment or rezone that defines where a facility is permitted use.

Site Walk with DSHS Staff

After an initial review of previous plans, the consultants met with DSHS operations and facilities staff to tour the Fircrest School campus on October 6, 2020. DSHS provided additional background information and answered questions from the consultants at that time.

Analysis of Site Areas and Early Alternatives

Using the information gathered from the background report, the interviews, and the site visit, the consultants assessed the programmatic needs of Fircrest School, DSHS, and DOH, the interests of DNR, and the development opportunities for the overall campus per district areas as defined by earlier planning efforts. The team identified the sites best suited for both the nursing facility and the behavioral health center and explored a range of configurations for these sites. The team also identified sites most suited for both commercial and residential uses, exploring a range of density and development intensity. Through this study of the campus's individual areas, the consultants explored development opportunities, financial feasibility, institutional programmatic needs, environmental constraints, regulatory challenges, infrastructure improvements, and the integration of the campus into the residential neighborhood

With an understanding of the individual areas of the campus, the team developed preliminary campus-wide alternatives. The team created a series of land use diagrams, which later supported more detailed site plan illustrations that the team used to explore options to balance development opportunities, DSHS facility needs, and City priorities. This was an iterative process, and the consultants assessed several configurations for the site before developing the final alternatives and recommendations.

Preliminary Briefings

The consultants briefed the agencies on early draft alternatives to ensure work aligned with key stakeholder input and to gather additional feedback. The consultants adjusted the alternatives and developed detailed recommendations to accompany those conceptual layouts.

Final Alternatives and Final Plan

The results of this work are shared in the final sections of this this Land Use Assessment. Section 6 provides detailed information on the three final alternatives. Section 8 outlines the key steps towards implementation, including both public agency agreement and private sector investment phases. Section 9 outlines the final conclusions of the study. The consultants presented the final draft of this Land Use Assessment to OFM staff on January 15, 2021.

Section 5

Economic and Financial Analysis

Introduction

Identifying appropriate types of potential development for the Fircrest campus is a critical element of this study. To this end, Heartland evaluated a range of potential real estate product types for financial viability across the Fircrest campus. There is strong demonstrated demand in the market area for residential uses across both for-rent and for-sale product types, specifically for-rent multifamily and for-sale townhomes. In addition, Heartland evaluated potential commercial office uses. Office demand in this location is expected to be much more limited as evidenced by the lack of recent new office construction. This section of the report summarizes valuation findings by product type and applies per-unit land contribution values to the site alternatives devised by the consultant team to project financial returns from land at Fircrest.

Multi-family

Approach

The City of Shoreline has benefited from strong land sale transaction activity in the years leading up to and following the implementation of the 145th Street Subarea Plan and the 185th Street Subarea Plan in 2015 and 2016. Planned light rail stations serving these locations, enabling easier access to economic centers in downtown Seattle and around Puget Sound, have spurred significant interest from the development community. In this context, after identifying a subset of relevant comparable sales, selecting the most appropriate, and making adjustments for time, density, and location, and specific sale conditions as appropriate, Heartland estimated a range of values based upon (a) price per land square foot and (b) price per unit.

Heartland identified a shortlist of eight (8) multifamily land sale transactions which closed within the past 5 years within Shoreline city limits and within reasonable proximity to the Fircrest site[20]. (see Figure 17 and Table 8.) Density for these eight new multifamily development projects ranged from 121 units per acre to 227 units per acre. Sale price per land square foot ranged from $36 on the low end (an outlier) to $184 on the high end (also an outlier). Sale price per multifamily unit ranged from $13,000 on the low end to $57,000 on the high end. For context, multifamily development sites in core neighborhoods in downtown Seattle, prior to the coronavirus pandemic, were transacting for upwards of $90,000 per unit. Heartland applied time, location, and density adjustments based upon zoning, as appropriate. Heartland then selected those comparable sales most appropriate and relevant to Fircrest given the assumed development context, after taking account of sale recency, anticipated building typology, site-specific and transaction-specific elements (including, for example, entitlement status and non-arm's length transactions), among other factors.

Selected Comparable Sales

Heartland focused the valuation on the following three sales which are most relevant to the Fircrest site:

[20] Heartland Proprietary Data and Data Collected from Past Assignments; CoStar; City of Shoreline Construction Permitting Data; County Assessor Data.

1. 15560 Westminster Way N – Trammell Crow Residential closed on the sale of this 1.97-acre site on December 21, 2018. This was an arm's length sale with some environmental remediation. The site was under contract for seventeen (17) months and entitlements for a 330-unit project were approved at time of sale. Construction start for this project, known as "The Alexan Shoreline" began in February of 2019. Adjusting for time of sale, location, and specific transactional elements including entitlements and environmental remediations, the adjusted value estimated for the Fircrest site came in at $136 per land square foot or approximately $36,000 per unit.
2. 19022 Aurora Ave N – Trent Development Closed on the sale of this 1.65-acre redevelopment site on March 23, 2018. The permit pre-application was filed in February of 2018 for a 244-unit multifamily project to be called "Crux". The site was sold with an existing lease encumbrance. Adjusting for time, location and sale conditions influencing the purchase price, the estimated adjusted value as it relates to the Fircrest site is $99 per land square foot, or $29,000 per unit.
3. 18815 Aurora Ave N – Shea Properties completed its purchase of this 1.67-acre redevelopment site on December 12, 2019. The pre-application process for the 315-unit project started on May 24, 2019, and the site was under contract for 210 days prior to closing. Adjusting for time, location and sale conditions influencing the purchase price, the estimated adjusted value as it relates to the Fircrest site is $152 per land square foot, or $35,000 per unit.

Proximity to transit resources, in particular light rail stations, has outsized impact on land values which can be difficult to quantify. Selecting sites roughly equidistant from future light rail, whether east or west of I-5, was important. The three primary land sale comparables are roughly equally distanced to their nearest future light rail stations at either NE 185th Street and NE 145th Street.

Figure 17 Map of comparable sites

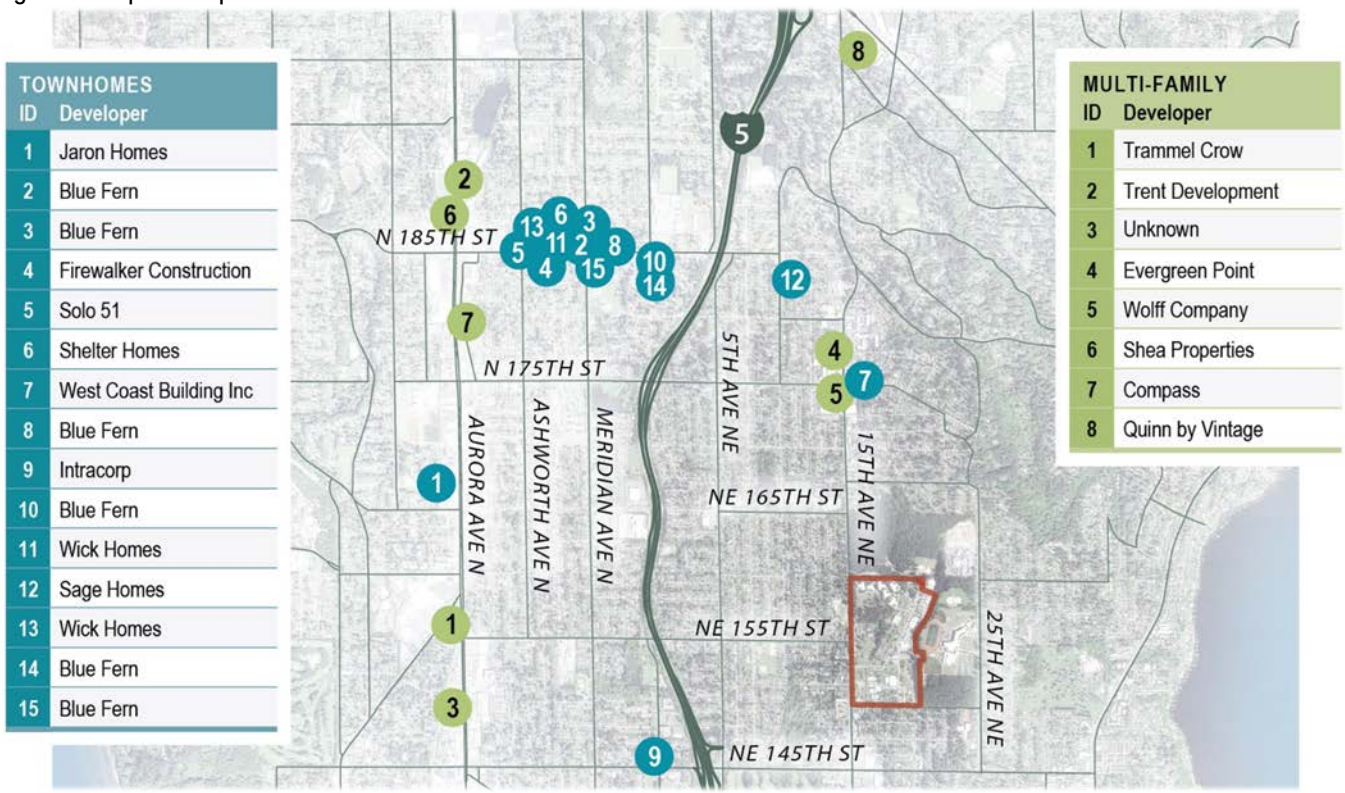


Table 8 Multi-family sites

ID	Address	Developer	Lot Size	DU/Acre	Sale Date	Adj. $ / LSF	Adj. $ / Unit
1	15560 Westminster Way N	Trammel Crow	88,268	163	12/21/18	$136	$36,321
2	19022 Aurora Ave N	Trent Development	71,981	148	3/23/18	$99	$29,083
3	14925 Aurora Ave N	Unknown	58,972	159	6/13/16	$74	$20,253
4	17567 15th Ave NE	Evergreen Point	44,679	121	8/25/17	$36	$13,085
5	17233 15th Ave NE	Wolff Company	81,549	130	8/26/16	$69	$23,224
6	18815 Aurora Ave N.	Shea Properties	72,846	188	12/11/19	$152	$35,118
7	17962 Midvale Avenue N	Compass	50,862	140	11/17/17	$184	$57,486
8	20057 Ballinger Way NE	Quinn By Vintage	149,350	227	3/12/20	$57	$37,547
				DU/Acre		Adj. $ / LSF	Adj. $ / Unit
	Reconciled Value*			150		$119 - $125	$35,000 - $40,000

Valuation

Heartland employed a valuation technique which began with per-unit land sale values, then scaled down the anticipated density in terms of development units per acre in conjunction with the consulting team, and derived a per-land-square-foot value which was applied to each site. Heartland concluded that land for multifamily development at the subject site, as of the date of this report, should be expected to transact in the range of (a) $119 to $125 per land square foot and (b) $35,000 to $40,000 per developed unit on average. Variability outside of that range could be driven by many factors, but especially a change in market conditions, or site-specific advantages or disadvantages which would impact valuation.

Table 9 Redevelopment land value - Multifamily

Est. Redevelopment Land Value

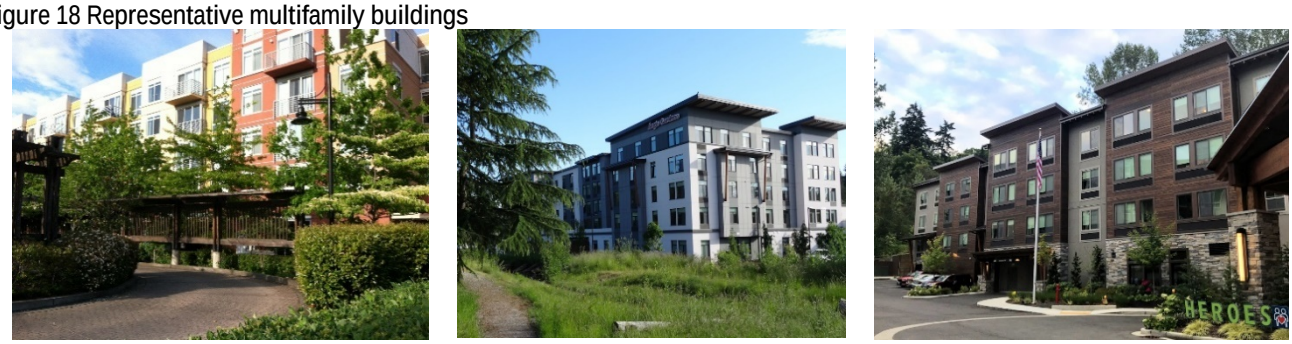
	Multifamily	
	Per Land Square Foot	Per Unit
High	**$125**	**$40,000**
Low	**$119**	**$35,000**

Density

A critical factor influencing land values is the allowed development density. Notice that density for the selected sale comparables is higher on average, at approximately 150 units per acre, than is assumed for the Fircrest site. In determining the appropriate density for multifamily development at the Fircrest site, given its unique size and scale, site planning considerations, including access, topography, tree or open space preservation, circulation, and view orientation, among others, would likely be required. Such considerations would likely translate to a lower density at Fircrest relative to other sites in Shoreline. After evaluating comparable projects in development contexts similar to Fircrest, in Seattle and on the Eastside of Puget

Sound, including Redmond, we determined a density of between 90 and 110 dwelling units per acre is appropriate for the Fircrest site.

Figure 18 Representative multifamily buildings



Townhome

Approach

Heartland identified a shortlist of 15 comparable townhome land sale transactions which closed within the past 5 years within Shoreline city limits and within reasonable proximity to the Fircrest site[21]. (See Figure 17 and Table 10.) Density for these fifteen proposed new multifamily development projects ranged from 20 units per acre to 41 units per acre. Sale price per land square foot ranged from $49 on the low end (an outlier) to $153 on the high end (also an outlier). Sale price per townhome unit ranged from $105,000 on the low end to $171,000 on the high end. Heartland applied time, location, and density adjustments as appropriate then selected those comparable sales which were most appropriate and relevant to Fircrest given the assumed development context, after taking account of sale recency, site-specific and transaction-specific elements (including, for example, entitlement status and non-arm's length transactions), among other factors.

Selected Comparable Sales

Heartland focused the valuation on seven sales which were most relevant to the Fircrest site. All projects were developed by either Intracorp or Blue Fern Development. The Intracorp assemblage transaction, located at 2356 N 145th Street, is relevant due to its scale but it is situated in a more urban context than Fircrest with superior adjacency to light rail at the future 145th Street station.

[21] Heartland Data Sources.

Table 10 Townhome sites

ID	Address	Developer	Lot Size	Units	DU/Acre	Sale Date	Adj. $ / LSF	Adj. $ / Unit
1	915 N 167th St	Jaron Homes	10,200	6	26	3/15/18	$70	$119,518
2	18515 Meridian Ave N	Blue Fern	7,980	7	38	12/4/18	$126	$143,465
3	18512 Meridian Ave N	Blue Fern	12,425	11	39	1/21/19	$107	$120,940
4	18339 Wallingford Ave N	Firewalker	14,400	7	21	4/28/16	$56	$114,258
5	18529 Ashworth Ave N	Unknown	11,400	7	27	12/7/19	$105	$170,635
6	18524 Wallingford Ave N	Shelter	6,386	6	41	7/11/16	$153	$162,970
7	1540 NE 175th St	WC Building	12,323	7	25	9/10/17	$93	$162,972
8	2156 N 185th St	Blue Fern	8,529	7	36	1/29/19	$123	$149,806
9	2356 N 145th St	Intracorp	121,010	81	29	9/24/18	$107	$160,186
10	18322 1st Ave NE	Blue Fern	9,501	7	32	3/3/19	$92	$124,850
11	18510 Wallingford Ave N	Wick Homes	14,600	10	30	6/2/18	$136	$198,761
12	18311 11th Ave NE	Sage Homes	10,680	5	20	5/20/18	$49	$104,665
13	18526 Densmore Ave N	Wick Homes	10,788	7	28	4/22/19	$101	$156,279
14	18322 1st Ave NE	Blue Fern	9,501	7	32	3/2/19	$92	$124,872
15	18512 Meridian Ct. N	Blue Fern	13,460	11	36	1/21/19	$91	$111,150
					DU/Acre		Adj. $ / LSF	Adj. $ / Unit
	Reconciled Value*				25		$105 - $110	$140,000 - $160,000

Valuation

Heartland employed a valuation technique similar to the approach for multifamily which begins with per-unit land sale values, scaling down anticipated density in terms of development units per acre and deriving a per-land-square-foot value which was then applied to each site. Heartland concludes that land for townhome development in Shoreline, based on anticipated allowable density, as of the date of this report, should be expected to transact in the range of (a) $105 to $110 per land square foot and (b) $140,000 to $160,000 per developed townhome unit on average. Variability outside of that range could be driven by many factors, but especially a change in market conditions, or site-specific advantages or disadvantages which would impact valuation.

Table 11 Redevelopment land value - Townhome

Est. Redevelopment Land Value

	Townhome	
	Per Land Square Foot	Per Unit
High	**$105**	**$140,000**
Low	**$110**	**$160,000**

Density

As for multifamily, assumed density at Fircrest is lower than for the comparable sales, many of which are in more transit-oriented urban contexts. Notice that density for the selected sale comparables in some cases exceeds 35 units per acre. In determining the appropriate density for townhome development, and informed by consulting team, we assumed site planning considerations including access, topography, tree or open space preservation, circulation, and view orientation, acknowledging the unique size and scale of Fircrest, which could drive down developable units per acre. After evaluating comparable projects in development contexts which we felt were similar to Fircrest, in Seattle, the Eastside of Puget Sound, including Redmond and Bellevue, we determined a density of between 15 and 20 dwelling units per acre would be appropriate at the Fircrest site, and in line with similar communities around Puget Sound.

Figure 19 Representative Townhome Buildings



Office

Approach

There are no recent comparable office land development transactions to use in assessing redevelopment land value for office property. There are also no recently constructed office buildings in Shoreline from which it is possible to estimate market office rent for a prospective development at Fircrest. Certain medical and other office properties in Everett and north Shoreline provide a starting point for where office rents might settle for a project developed at the Fircrest site, but it is difficult to truly ascertain given absence of recent new construction. As a proxy, Heartland triangulated office market data from nearby markets,

including the Northgate submarket, the north Shoreline/Everett submarket, and the Bothell/Kenmore submarket in order to estimate office rental rates for the Fircrest location.

Valuation

Given current construction costs, and triangulating rents as described above, Heartland applied a residual land value approach to estimating the value of office development land at Fircrest. Assuming a 2-4 story suburban construction typology with structured parking, a 0.8 floor area ratio ("FAR"), and a range of market cap rates ranging from 6.0% to 6.5%, residual land value for an office use at Fircrest ranges from $4 to $25 per land square foot (See Table 12.)

Heartland concludes that in order to entice office developers or owner-users to the Fircrest location, as of the date of this report, a range of $30 to $40 per land square foot at maximum might be sufficient. However, given its lack of transit resources, distance from future light rail, lack of surrounding commercial uses and supporting retail, office development at Fircrest is highly unlikely. An owner-user or other prospective user with unique motivations could prove this conclusion wrong.

Table 12 Redevelopment land value - Office

Est. Redevelopment Land Value

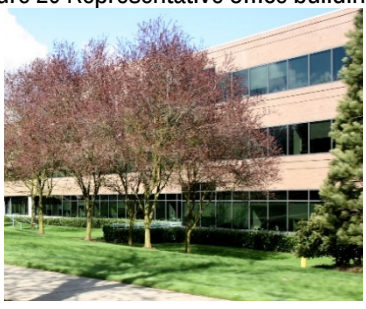
Office	
Est. Cap Rate	Est. Residual Land Value PSF
6.00%	$25
6.25%	$14
6.50%	$4

Source: CoStar, RSMeans

Density

Heartland collaborated with Schemata Workshop in determining the appropriate density levels by product type. Given parking requirements, an office developer would be able to achieve an estimated 0.8 Floor Area Ratio ("FAR") at Fircrest.

Figure 20 Representative office buildings





Valuation Summary

The study identifies five areas for potential commercial development which could be compatible with existing and planned institutional uses on the property. The sites under consideration for redevelopment, and which were assessed for future redevelopment potential and for valuation purposes, were sites 2 ("Northwest Corner"), 3 ("Madrona"), 5 ("South of Activities Center"), 6 ("Southwest Corner"), and 7 ("Southeast Corner"). (see *Figure 9 Map showing potential development* on page 28.) Depending on the motivations of the stakeholders, any one of these areas could be redeveloped for any of the contemplated uses described above. The valuation depends to a significant degree on the willingness of the city of Shoreline to re-zone the area through a Comprehensive Plan Amendment, and the designated zone will have a material impact on valuation and development potential. It has been indicated to us that likely zones for this area include "CB," or "Community Business," "MB," or "Mixed Business", or less likely but still possible, "MUR-70." The Heartland analysis is agnostic to eventual zoning, provided that the assumed densities, which as we describe above are relatively conservative in light of recent comparable land transactions in Shoreline, are possible.

Table 13 Land valuation assumptions

Fircrest Parcel	Acres	Square Feet
Area 1 - Northeast Corner (NEC)	4.33	188,397
Area 2 - Northwest Corner (NWC)	11.70	509,652
Area 3 - Madrona	4.60	200,376
Area 4 - Activities Building	4.40	191,664
Area 5 - South of Activities Center	4.55	198,198
Area 6 - Southwest Corner (SWC)	5.30	230,868
Area 7 - Southeast Corner (SEC)	4.90	213,444
Fircrest Total	39.7839.78	1,732,599
Est. Density [1]	Min	Max
Est. Office FAR	0.8	0.8
Units per Acre (MF)	90	100
Units per Acre (TH)	15	20
Est. Land Value [2]	Min	Max
Office (per LSF)	$30	$40
MF (per unit)	$35,000	$40,000
Townhome (per unit)	$140,000	$160,000

NOTES

[1] Schemata,Workshop Yield Study, December 2020. (Anticipated density subject to City of Shoreline re-zone but is anticipated, given suburban context, to be lower density than comparable sales (in more urban locations), translating to a lower $ PSF value.)

[2] Heartland, Makers, City of Shoreline Planning & Community Development, Fircrest School Master Plan Phase III (2017)

Table 14 Estimated land value by area by use

Est. Value by Area by Use (millions, 2020)		
Area 2 - Northwest Corner (NWC)	Min	Max
Multifamily	$37	$47
Townhome	$25	$37
Office	$15	$20
Area 3 - Madrona	*Min*	*Max*
Multifamily	$14	$18
Area 5 - South of Activities Center	Min	Max
Multifamily	$14	$18
Townhome	$10	$15
Area 6 - Southwest Corner (SWC)	Min	Max
Multifamily	$17	$21
Townhome	$11	$17
Office	$7	$9
Area 7 - Southeast Corner (SEC)	Min	Max
Multifamily	$15	$20
Townhome	$10	$16
Office	$6	$9
Est. Value PSF by Area by Use ($ 2020)		
	Min	Max
Multifamily	$72	$92
Townhome	$48	$73
Office	$30	$40

Note: This table is intended to derive and summarize per-square-foot values by area by use. As such, values shown should not necessarily match those described in custom scenarios elsewhere in the report. Each scenario has a custom mix of densities and uses based on site planning work by Schemata Workshop and values have been adjusted accordingly.

Valuation of lands considered for public park development

The per-square-foot valuation of land proposed for a public park was based upon the principle of substitution, or the cost of acquiring a substitute property which is zoned for a similar set of allowed uses as is the current in-place zoning at the Fircrest campus. Our approach builds upon recent appraisals of Area 7 (Southeast Corner) from ABS Valuation dated October 2020, utilizing selected unrestricted comparable property sales only, and The Eastman Company, dated July 2020. The midpoint between the value conclusions based upon unrestricted comparable sales only, at approximately $20 per land square foot, is sensitized +/- 10%. It is then applied to Area 3 (Madrona) and Area 6 (Southwest Corner) which have been identified as potential park locations. The actual value of any land developed for a park will be determined

during transactions between the City of Shoreline and the State; and could vary from the range of estimates provided here. Variability in site-specific conditions such as access and topography could also impact final valuation.

Table 15 Valuation

Valuation	
Park Valuation – Existing Zoning	$ PSF
Unrestricted Property Sales - ABS	$23.2
The Eastman Company	$16.0
Average	$19.6

Fircrest Site	Est. Value @ $19.6 PSF ($M)	Square Feet	Low	High
Area 3 - Madrona	$3.9	200,376	$3.5	$4.3
Area 6 - Southwest Corner (SWC)	$4.5	230,868	$4.1	$5.0
Area 7 - Southeast Corner (SEC)	$4.2	213,444	$3.8	$4.6

Section 6

Campus-wide Alternatives

The team developed the following three alternative site planning concepts that illustrate different options for both DSHS facilities and for residential and commercial redevelopment. These alternatives explore the full range of identified options in terms of:

- Locations for 1- and 2-story nursing facilities.
- The most advantageous locations for behavioral health center (BHC).
- Development options for multifamily, townhouse, and commercial redevelopment.
- Measures and conditions that the City of Shoreline (City) has indicated what it will expect to achieve when approving a development agreement and rezoning the property. Such an agreement and comprehensive plan amendment with zoning provisions will be necessary in order to develop a mix of facilities and revenue-producing uses on the site. The City's priorities include land for a park and zoning for commercial uses.

This framework facilitates the State's decision-making and discussions with the City by including an evaluation of alternatives with respect to project objectives and the estimated land values for each area under applicable assumptions.

This analysis provides the following information for each alternative:

- A conceptual site plan and narrative description with the location, size and configuration of the proposed uses for each area. The area numbers are indicated in Figure 9 on page 28.
- A rationale to summarize the logic behind the specific land use locations, configurations, and specific elements.
- More detailed concept-level site plans with discussions of area-specific site planning considerations to illustrate how proposed DSHS facilities and private development options fit within available sites.
- A summary chart to indicate the proposed use and range of potential revenues for each area.
- An evaluation of the relative advantages and disadvantages of the alternative.
- An aerial perspective to depict the relative size of proposed new construction and its relation to site topography and vegetation.

Site Planning Assumptions

Due to the short timeframe of the project, the consultant team relied heavily on information obtained from previous plans and made several assumptions in its approach to site planning. The assumptions most relevant to this report's content and final recommendations include:

- The consultants based the layouts for the 1-and 2-story nursing facilities on the 2018 *Predesign Study: Nursing Facility New Capacity at Fircrest School, Shoreline*, but did not independently verify those designs except to update some of the facility sizes to accommodate 120 bed nursing facilities and adjust roadway layouts. Building sizes and configurations may change as more refined architectural plans are developed.

- The per-square-foot valuation of land proposed for a public park was based upon the principle of substitution, or the cost of acquiring a substitute property which is zoned for a similar set of allowed uses as is the current in-place zoning at the Fircrest campus. Our approach builds upon recent appraisals of Area 7 (Southeast Corner) from ABS Valuation dated October 2020, utilizing selected unrestricted comparable property sales only, and The Eastman Company, dated July 2020. The midpoint between the value conclusions based upon unrestricted comparable sales only, at approximately $20 per land square foot, is sensitized +/- 10%. It is then applied to Area 3 (Madrona) and Area 6 (Southwest Corner) which have been identified as potential park locations. The actual value of any land developed for a park will be determined during transactions between the City of Shoreline and the State; and could vary from the range of estimates provided here. Variability in site-specific conditions such as access and topography could also impact final valuation.
- Traffic mitigation measures will be required and roughly the same for all three alternatives including payment of City transportation impact fees, a traffic signal or other traffic control (e.g., a roundabout) at one access point along NE 150th Street, and additional non-motorized connections to/from the site along 15th Avenue NE. (See Appendix C- Transportation Assessment of Alternatives for more details.)
- All buildings proposed for Area 1 adhered to 50-foot setback from the slope along the eastern edge of the site. A geotechnical evaluation may further reduce this buffer and allow future development more flexibility.
- The consultants assumed that redevelopment of the Southeast Corner (Area 7) of the site is feasible, given existing structures in the area, but further geotechnical assessment will be needed to assess whether soil conditions limit the intensity of development and/or would necessitate additional structural requirements.
- Preservation of some of the existing trees is beneficial to residential redevelopment and may make increased density/new uses at the site more appealing to the local community. Tree conservation measures may be part of the development agreement with the City.
- The optimal intensity and type of residential and commercial development may change as project refinement proceeds.
- The alternative concept plans follow the City's interpretations that existing site drainages should not be regulated as streams and the current underground pipe configuration could be altered with redevelopment.
- Stormwater system for the site lacks documentation, so further assessment of stormwater management requirements is needed.
- The building massing shown in each of alternatives is conceptual in nature, with site plans sensitive to the unique program and context. Each alternative aims to leverage the site's existing assets, which include trees, views, sun exposure, topography, connection to the forested street frontage along 15th Avenue, the Madrona grove and adjacent chapel, and green open spaces.
- The alternatives propose comprehensive, environmentally sensitive approaches to future site development. They all include significant opportunities for sustainable development practices such as passive solar and energy saving strategies, high performance building measures, and district/campus wide infrastructure (e.g.; "EcoDistrict" systems) for net-positive energy and sustainable water use on site. Stormwater management will be addressed according to the most recent regulations, with reduced amounts of impervious surfaces and green infrastructure solutions. Better non-motorized circulation elements including universally accessible pathways, improved connections to the surrounding

community, multimodal streets and bicycle facilities are also envisioned and should be a part of any new development.

Alternative 1: Two-Story Nursing Facility on the Madrona Site (Area 3)

Rationale

Alternative 1 explores the implications of locating the nursing facility on the Madrona site (Area 3) in a 2-story configuration. The Legislature's proviso calls for analyzing both a 120-bed 1- and 2-story nursing facility; Alternative 3 locates a 1-story nursing facility on the Madrona Site, which is DSHS's preferred location and configuration.

Description

Figure 21 illustrates the development proposals for each area.

- Area 1: The 48-bed behavioral health center is located in the Northeast Corner of the campus. The building footprint assumed for this facility is based on the *Behavioral Health Community Civil 48 Bed Capacity* report Dated March 2, 2020 by BRCA for Washington DSHS.
- Area 2: The Northwest Corner (Area 2, the current "Y" building site) provides an excellent opportunity for residential development to provide a variety of housing types to fit the real estate market. A mix of 5- to 6-story multifamily buildings and townhouses is proposed. Commercial development on the Northwest Corner would produce significantly less revenue to the State. The visual impact of the multifamily buildings will be minimized because of the dense vegetation on 15th Avenue NE and the setback from the roadway. Such a mix of building types will also reduce the loss of mature evergreen trees. Commercial development on the Northwest Corner would produce significantly less revenue to the State.
- Area 3: As noted above, a 2-story nursing facility is posited on the Madrona site. Details of a proposed site pan for that facility is in Figure 21.
- Area 4: No change is proposed to the Activities Building and its immediate surroundings in any of the alternatives. The consultant team discussed various reuse and rehabilitation options for this site, but the building's status and future use was unclear at the time of this report. There are no redevelopment proposals for the site.
- Area 5: Townhouse development is proposed for the Activities South (Area 5). The gentle south-facing slope and visible location make smaller scale development most attractive on this site.
- Area 6: Alternative #1 proposes an approximate 5.2-acre city park on the Southwest Corner. Though this area is more valuable for development, and the park would be better located on the Southeast Corner, Alternative #1 places commercial development on the Southeast Corner in order to generate revenue for the Dan Thompson Account. If some form of revenue adjustment can be made between DNR and DSHS land, the park in Area 6 and proposed private development in Area 7 should be switched.
- Area 7: Alternative #1 includes commercial development on this site because residential development is less desirable on this area and commercial development meets the City's interest in employment-producing uses.

Figure 21 Alternative #1 site planning concept

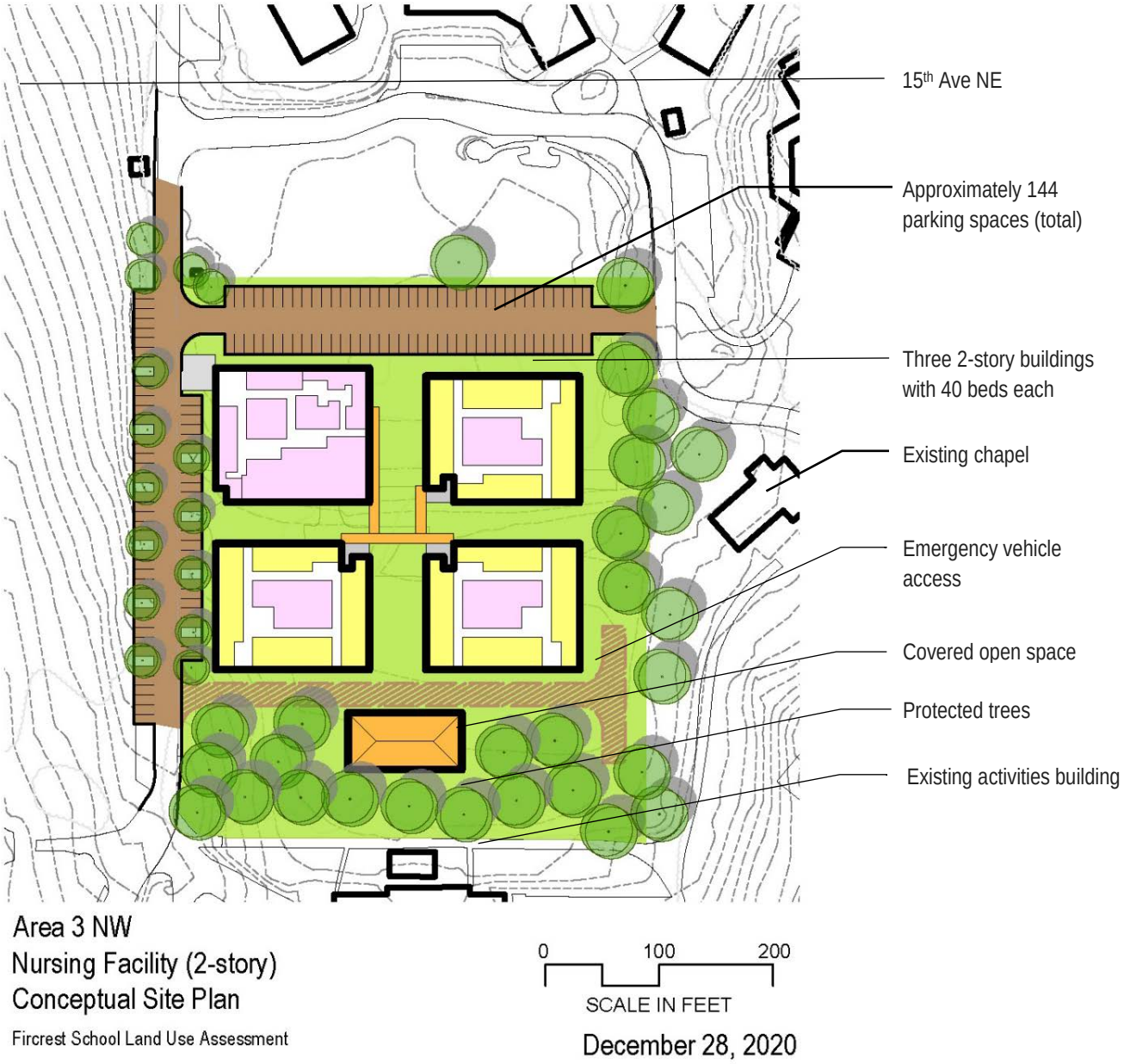


Area Specific Site Planning Details

The 120-Bed 2-Story Nursing Facility on the Madrona Site

The conceptual site plan below is based on the building size and configuration contained in the October 26, 2018 *Predesign Study for Nursing Facility New Capacity at Fircrest School, Shoreline* for DSHS and OFM by Sage Architectural Alliance. As the diagrammatic plan illustrates, a 2-story building complex fits well on the Madrona site without intruding into Area 2 (the current "Y" buildings site), provides covered and uncovered open space for the residents, and retains some of the mature trees that are important to the community.

Figure 22 Diagrammatic site plan for a 2-story nursing facility on the Madrona site (Area 3)



A Soundstage/Park Option on the Southwest Corner (Area 6)

The City of Shoreline has expressed interest in locating a soundstage facility on the campus. Such a facility would house the production of music and video media and is intended to foster a "cluster" of similar activities taking advantage of Edmonds College's certificate programs for video and audio production. To explore an option that would address the City's interest in both open space and a soundstage within a single area, the consultant team prepared a site planning concept for a 52,000 sf facility with the following elements:

- 18,000 sf Large soundstage
- 26,000 sf Studios/stages
- 22,000 sf Support space
- 170 Parking spaces

This would fit on either the Southwest Corner or Southeast Corner (Areas 6 and 7) and would leave approximately 2 acres of open space for a variety of active park uses. (See Figure 23Figure 23

Figure 23 A proposal for a soundstage and park on the Southwest Corner or Southeast Corner



Behavioral Health Facility on the Northeast Corner (Area 1)

As Figure 24 illustrates, a 48-bed BHC will fit on the Northeast Corner. The building footprint assumed for this facility is based on the Behavioral Health Community Civil 48 Bed Capacity report Dated March 2, 2020 by BRCA for Washington DSHS.

Figure 24 Diagrammatic site plan for a behavioral health center in the Northeast Corner (Area 1)



Summary of Expected Revenues from Area Redevelopment

Table 16 Estimated revenues from development for Alternative 1

Area	Proposed Uses	Estimated Value (in millions)	
		Low	High
1	Behavioral health center	NA	NA
2	510 multifamily units in 6-story building and 65 townhouse units (*1)	$27	$30.8
3	Two-story nursing facility	NA	NA
4	Activities building	NA	NA
5	82 townhouse units (*2)	$11.5	$13.1
6	Park or park + soundstage (*3)	$4.1	$5.0
7	185,000 sf office space	$6.4	$8.5
TOTAL		$49	$57.4

(*1) Value based on a mix of multi-family and townhouse units.

(*2) Value based on a specific site planning concept and may differ from estimates in Section 5.

(*3) Source of park valuation is the average of per-square-value conclusions per most recent appraisals from ABS Valuation, utilizing selected unrestricted comparable property sales only, dated October 2020, and The Eastman Company, dated July 2020, as applied to 4.9 acre total park site area. The average value is sensitized +/- 10%.

Evaluation: Advantages and Disadvantages

From DSHS Perspective

+ The Madrona site is DSHS's preferred location for the nursing facility.
+ The Northeast Corner (Area 1) is DSHS's preferred location for the BHC and that area is inadequate for private development.
– A 2-story nursing facility is less desirable to nursing staff.
– There will be very little space for expansion.
– A nursing facility at the Madrona site will be somewhat separated from the rest of the DSHS facility, and the topographic change has been mentioned as making it difficult to move residents to other parts of the campus.

From DNR Perspective

+ Mixed residential development in the Northwest Corner provides approximately $27 million - $30.8 million funds.
+ Townhouse development on Area 5 provides approximately $11.5 million - $13.1 million funds.
– There would be no revenue from the Madrona site.
– A park at the Southwest Corner (Area 6) generates between $4.1 million and $5.0 million revenue depending on discussions with the City. However, a park or park and soundstage at that site might be a necessary part of the agreement with the City to allow more intensive (and revenue-producing) development on other areas.

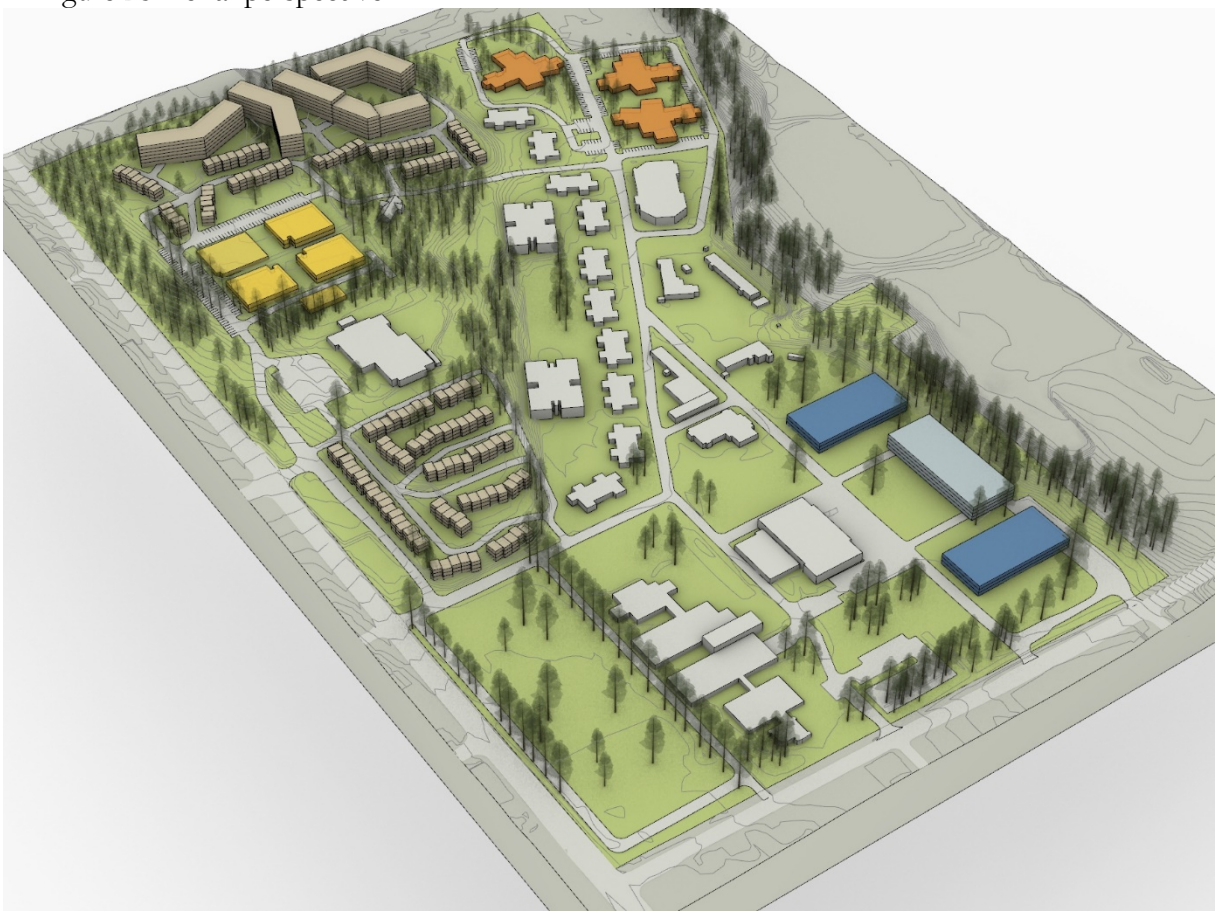
From the City of Shoreline's Perspective

+ A park or park and soundstage on the Southwest Corner meets part of their objectives.
+ Commercial development on the Southeast Corner meets their other goals.
+ Retention of part of the trees on the Madrona site will help address community concerns.

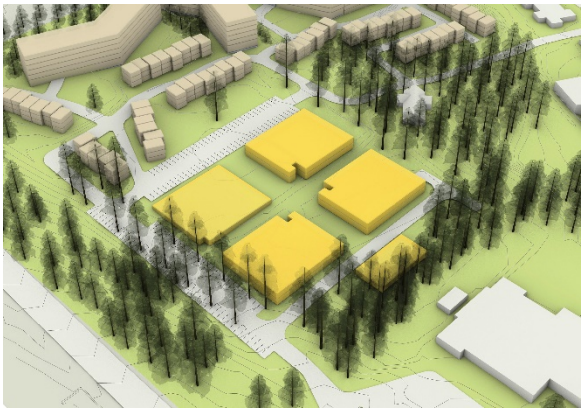
Other Considerations

+ DOH notes that residential next to laboratories has been a problem in the past. This alternative avoids that condition.
+ Commercial development in the Southeast Corner provides approximately $6.4 million - $8.5 million in anticipated revenue to the Dan Thompson Account.
– Providing revenue from the Southeast Corner rather than the Southwest Corner reduces income to the State overall.

– Figure 25 Aerial perspective



Fircrest School from the Southwest



The nursing facility from the Southwest



The behavioral health center from the Southeast

Alternative 2: One- or Two-Story Nursing Facility in the Northeast Corner. (Area 1: Current ATP Site)

Rationale

Alternative 2 explores the implications of locating the nursing facility in the Northeast Corner of the campus (Area 1) in a 1- or 2-story configuration. Alternative 2 requires the proposed behavioral health center (BHC) to be located elsewhere. The preferred location for the BHC in this alternative is in the Southeast Corner (Area 7). This configuration locates all DSHS facilities, except the Activities Building, together on the east side of the campus leaving the bulk of the west side open for development.

Description

Figure 26 illustrates the development proposals for each area.

- Area 1: The Northeast Corner of the site provides enough contiguous land area for either a 1-story (with nursing support on a second floor) or 2-story 120-bed nursing facility. However, there are some considerations in this option noted in the site-specific site planning details, below.
- Area 2: The Northwest Corner provides an excellent opportunity for residential development. To provide a variety of housing types to fit the real estate market, a mix of 5- to 6-story multifamily buildings and townhouses is proposed. The visual impact of the multifamily buildings will be minimized because of the dense vegetation on 15th Avenue NE and the setback from the roadway. Such a mix of building types will also reduce the loss of mature evergreen trees. Commercial development on the Northwest Corner would produce significantly less revenue to the State.
- Area 3: A city park is proposed for the Madrona site. Discussions with City staff have tentatively indicated that the City is open to a park in this location. The land to be a park could include the chapel, which is currently under consideration for historic landmark status. If this alternative is pursued, the park would greatly enhance residential development to the north, and the chapel could be used for community meetings and celebrations such as weddings and private functions.
- Area 4: No change is proposed to the Activities Building and its immediate surroundings.
- Area 5: Townhouse development is proposed for the Activities South (Area 5). The gentle south-facing slope and visible location make smaller scale development most attractive on this site.
- Area 6: The Southwest Corner is large enough for a mix of office and residential development. This option is described in the area specific site planning details.
- Area 7: The 48-bed behavioral health center is proposed and described in the area-specific site planning details.

Figure 26 Alternative 2 site planning concept



Area Specific Site Planning Details

The 120-Bed on a 1- or 2-Story Nursing Facility on the Northwest Corner

The conceptual site plan below (Figure 27) is based on the building size and configuration contained in the October 26, 2018 *Predesign Study for Nursing Facility New Capacity at Fircrest School, Shoreline* for DSHS and OFM by Sage Architectural Alliance. As the diagrammatic plan illustrates, a 1-story building complex fits on the site assuming that the nursing support and administrative functions are located on a second story of one of the 20-bed residential buildings. This was an alternative also proposed by the pre-design study noted above.

There are a several considerations with both the 1- and 2-story concepts.

- A storm sewer pipe must be relocated. The City determined that the existing site drainages should not be regulated as streams, and changes to the current underground pipe configuration could be altered with redevelopment. However, new buildings should not be constructed over existing drainage pipes. Moving the western-most pipe shown in the figures below would cost up to approximately $1.5 million, but would allow a more compact development and eliminate the need to relocate the adjacent cottages.
- The ATP building and the warehouse currently on the site must be relocated. There is currently a program to move the ATP site.
- The configuration of the nursing buildings provides central and covered open space, which was noted as important by nursing staff.
- Being situated on level ground and close the kitchen is considered an advantage by nursing staff.
- A 2-story facility (Figure 28) has the advantage of providing space for expansion, however, a 1-story facility (Figure 27) is preferred by nursing staff.

Figure 27 Conceptual site plan of a 1-story nursing facility on the Northwest Corner (Area 1)



Figure 28 Conceptual site plan of a 2-story nursing facility on the Northwest Corner (Area 1)



The Behavioral Health Center on the Southeast Corner (Area 7)

The building footprint assumed for this facility is based on the *Behavioral Health Community Civil 48 Bed Capacity* report Dated March 2, 2020 by BRCA for Washington DSHS. (Figure 29.)

Figure 29 Conceptual site plan of a 48-bed BHC in the Southeast Corner (Area 7)



Commercial and Residential Mixed-Use Development on the Southwest Corner (Area 6)

The dimensions of the Southwest Corner site (Area 6) allow space for both residential facing 15th Ave NE and commercial office or soundstage development facing the PHL. Providing substantial property value, addressing the City's desire for employment-based uses, and separating residences from the laboratories are advantages of this option. DOH has noted concerns about residential uses adjacent to medical laboratories as the public sometimes has undue concerns about standard laboratory work. (See Figure 30.)

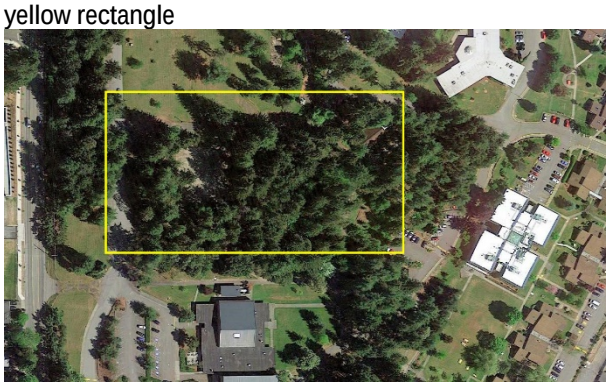
Figure 30 Conceptual site plan of a mixed residential (in buff) and commercial (blue) development on the Southwest Corner



A Public Park on the Madrona Site (Area 3)

Alternative 2 proposes an approximate 4.2-acre City-owned and operated park on the Madrona site in order to meet the City's expectations that a similarly sized park be located on the campus to accommodate *active uses*. Active uses could include sports courts, pathways, fitness courses, and other activities that retain significant trees and make use of the site's amenities. The park might include the current chapel which could be used for community meetings, weddings, and other events. (See Figure 31.) Community members are currently pursuing historic landmark status for the chapel.

Figure 31 Aerial photo identifying the general location of a park on the Madrona site. The chapel is in the upper right of the yellow rectangle



Summary of Expected Revenues from Area Redevelopment for Alternative 2

Table 17 Estimated revenues from development for Alternative 2

Area	Proposed Uses	Estimated Value (in millions)	
		Low	High
1	One- or two-story nursing facility	NA	NA
2	510 multifamily units in 6-story building and 65 townhouse units (*1)	$27	$30.8
3	City park (*2)	$3.5	$4.3
4	Activities building	NA	NA
5	82 townhouse units(*3)	$11.5	$13.1
6	162 residential units + 120,000 gsf office +_48,450 gsf retail (*4)	$8.8	$10.7
7	Behavioral health center	NA	NA
TOTAL		$50.8	$58.9

(*1) Value based on a mix of multi-family and townhouse units.

(*2) Source of park valuation is the average of per-square-value conclusions per most recent appraisals from ABS Valuation, utilizing selected unrestricted comparable property sales only, dated October 2020, and The Eastman Company, dated July 2020, as applied to 4.9 acre total park site area. The average value is sensitized +/- 10%.

(*3) Value based on a specific site planning concept and may differ from estimates in Section 5.

(*4) Floor area ratio (FAR) of 0.73 for the office on Area 6 per based on assumption that each use consumes 50% of the land area.

Evaluation: Advantages and Disadvantages

From DSHS Perspective

+ A nursing facility on the Northeast Corner (Area 1) is flat and near the kitchen.
+ A 2-story nursing facility provides space for expansion.
+ The site provides open space for residents.
– - The Northeast Corner is not the DSHS preferred location for the nursing facility.
– If a 2-story nursing facility is chosen it is less desirable to nursing staff.

From DNR Perspective

+ Mixed residential development in the Northwest Corner provides approximately $27 million - $30.8 million funds.
+ Townhouse development on Area 5 provides approximately $11.5 million - $13.1 million funds.
+ Revenue from a park on the Madrona site is between $3.5 million and $4.3 million.
+ A mixed-use development at the Southwest corner provides between $8.8 million and 10.7 million funds.

From the City of Shoreline's Perspective

+ A park on the Madrona Site and employment-based uses as part of a mixed-use development on the Southwest Corner meets their objectives.
+ Retention of part of the trees and public use of the chapel on the Madrona site will help address community concerns.

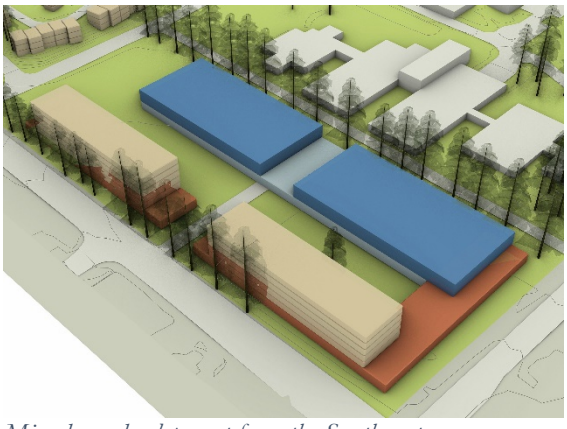
Other Considerations

+ DOH notes that residential next to laboratories has been a problem in the past. This alternative avoids that condition.
+ Relatively intense development on the Southwest Corner (Area 6) provides the State with revenue and addresses the City's employment objectives.
– There is no revenue to the Dan Thompson Account because the BHC is located on the Southeast corner site (Area 7).

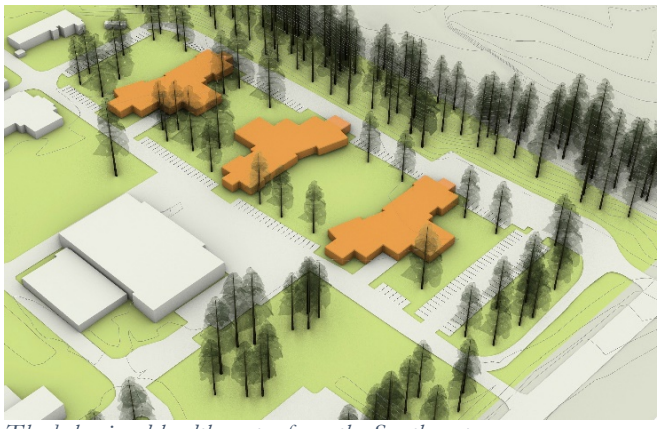
Figure 32 Aerial perspective



Fircrest School from the Southwest



Mixed-use development from the Southwest



The behavioral health center from the Southwest

Alternative 3: A One-Story Nursing Facility on the Madrona Site

Rationale

Alternative 3 explores the implications of locating the nursing facility on the Madrona site (Area 3) in a 1-story configuration. The Legislature's proviso calls for analyzing both a 120-bed 1- and 2-story nursing facility. Alternative 1 locates a 2-story nursing facility on the Madrona site.

Description

Figure 33 illustrates the development proposals for each area.

- Area 1: The 48-bed behavioral health facility is located in the Northeast Corner of the campus. The building footprint assumed for this facility is based on the *Behavioral Health Community Civil 48 Bed Capacity* report Dated March 2, 2020 by BRCA for Washington DSHS.
- Area 2: The Northwest Corner (Area 2, the current "Y" building site) provides an opportunity for residential development. To provide a variety of housing types to fit the real estate market, a mix of 5- to 6-story multifamily buildings and townhouses is proposed. This alternative diminishes the area and number of units because a 2-story nursing facility would intrude into this area and somewhat isolate it.
- Area 3: A 1-story nursing facility is posited on the Madrona site. Details of a proposed site plan for that facility is below.
- Area 4: No change is proposed to the Activities Building and its immediate surroundings. The consultant team discussed various reuse and rehabilitation options for this site, but the building's status and future use was unclear at the time of this report.
- Area 5: As in all alternatives, townhouse development is proposed for the Activities South area. The gentle south-facing slope and visible location make smaller scale development most attractive on this site.
- Area 6: Alternative #3 proposes an approximate 5.2-acre city park on the Southwest Corner. Though this area is more valuable for development, and the park would be better located on the Southeast Corner, Alternative #3 places commercial development on the Southeast Corner in order to generate revenue for the Dan Thompson Account. If some form of revenue adjustment can be made between DNR and DSHS land, the park and development should be switched.
- Area 7: Alternative #3 includes commercial development on this site because residential development is less desirable on this area and the City is interested in employment-producing uses.

Figure 33 Alternative #3 site planning concept

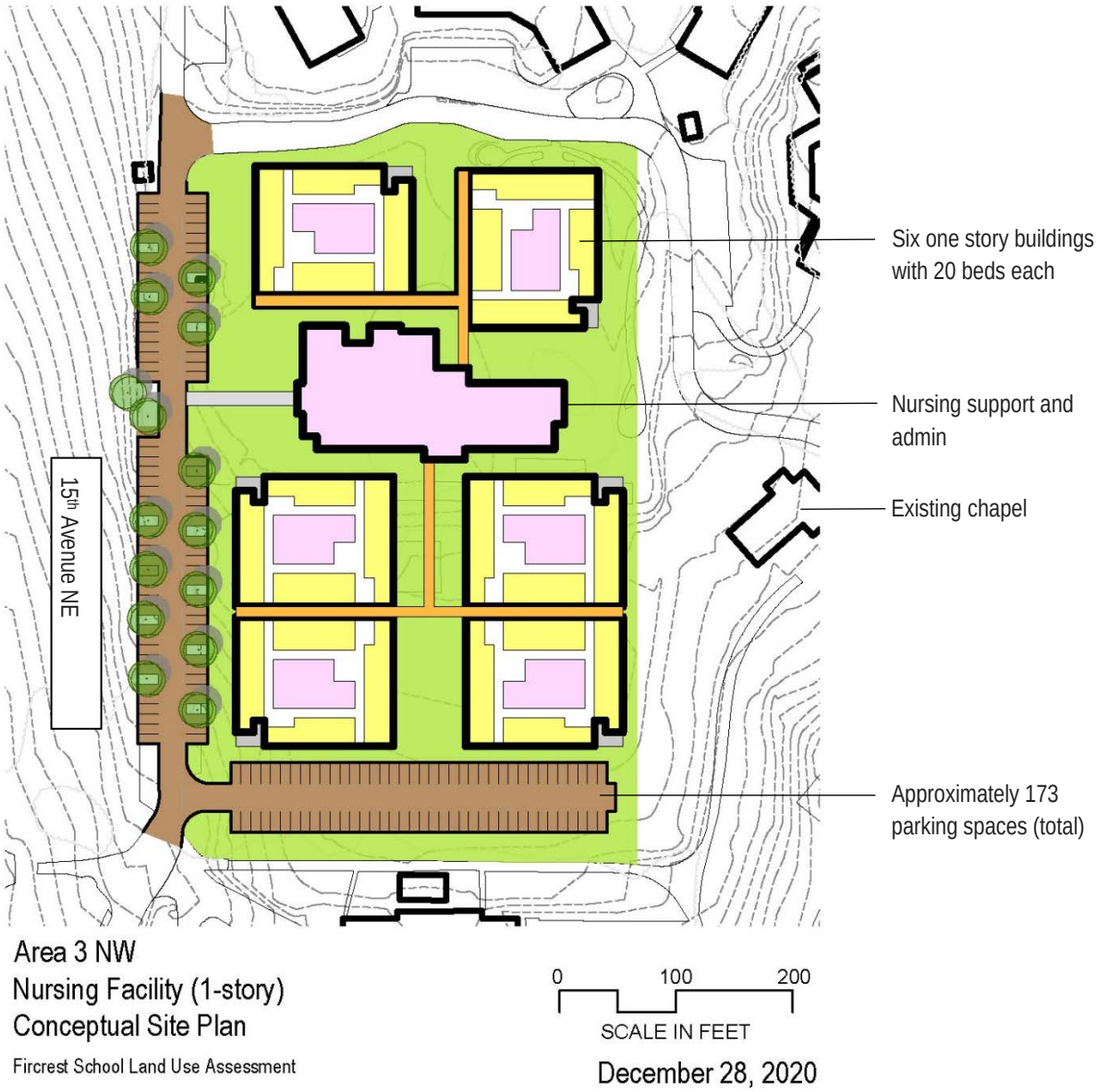


Area Specific Site Planning Details

The 120-Bed 1-Story Nursing Facility on the Madrona Site

The conceptual site plan below (Figure 34) is based on the building size and configuration contained in the 2018 *Predesign Study for Nursing Facility New Capacity at Fircrest School, Shoreline* for DSHS and OFM by Sage Architectural Alliance, except that the parking has been reconfigured to account for the steep slope to the west of the current access road. As the diagrammatic plan illustrates, a 1-story building complex intrudes into Area 2 and removes most of the mature trees that are important to the community. The expansion of the Madrona site into the Northwest Corner reduces the land available for residential development by about 60,000 sf and generally isolates a potential residential development. This isolation could be remedied by constructing an access road from 15th Avenue NE to the existing road at the north of the proposed nursing facilities. The consultant team estimates this to cost about $7 million.

Figure 34 Diagrammatic site plan for a 1-story nursing facility on the Madrona site (Area 3)



Summary of Expected Revenues from Area Redevelopment

Table 18 Estimated revenues from development for Alternative 3

Area	Proposed Uses	Estimated Value (in millions)	
		Low	High
1	Behavioral health center	NA	NA
2	510 multifamily units in 6-story building and 46 townhouse units (*1)	$20.2	$23.1
3	One-story nursing facility	NA	NA
4	Activities building	NA	NA
5	82 townhouse units (*2)	$11.5	$13.1
6	Park or park + soundstage (*3)	$4.1	$5.0
7	185,000 sf office space	$6.4	$8.5
TOTAL		$42.2	$49.7

(*1) Value based on a mix of multi-family and townhouse unit's and reduced 25% from values calculated in Alternatives 1 and 2 because of land taken for the nursing facility (17%) and the sites isolation (8%).

(*2) Value based on a specific site planning concept and may differ from estimates in Section 5.

(*3) Source of park valuation is the average of per-square-value conclusions per most recent appraisals from ABS Valuation, utilizing selected unrestricted comparable property sales only, dated October 2020, and The Eastman Company, dated July 2020, as applied to 4.9 acre total park site area. The average value is sensitized +/- 10%.

Evaluation: Advantages and Disadvantages

From DSHS Perspective

+ A 1-story nursing facility on Area 3, the Madrona site, is DSHS's preferred location and configuration.
+ The Northeast Corner (Area 1) is DSHS's preferred location for the BHC and that area is inappropriate for non-facilities development.
– There will be very little space for expansion.
– A nursing facility at the Madrona site will be somewhat separated from the rest of the DSHS facility, and the topographic change has been mentioned as making it difficult to move residents to other parts of the campus.

From DNR Perspective

+ Mixed residential development in the Northwest Corner provides approximately $20.2 million -$23.1 million funds.
+ Townhouse development on Area 5 provides approximately $11.5 million - $13.1 million funds.
+ A park at the Southwest Corner (Area 6) generates $4.1 million - $5.0 million. However, a park or park and soundstage at that site might be a necessary part of the agreement with the City to allow more intensive (and revenue-producing) development on other areas.
– There would be no revenue from the Madrona site.

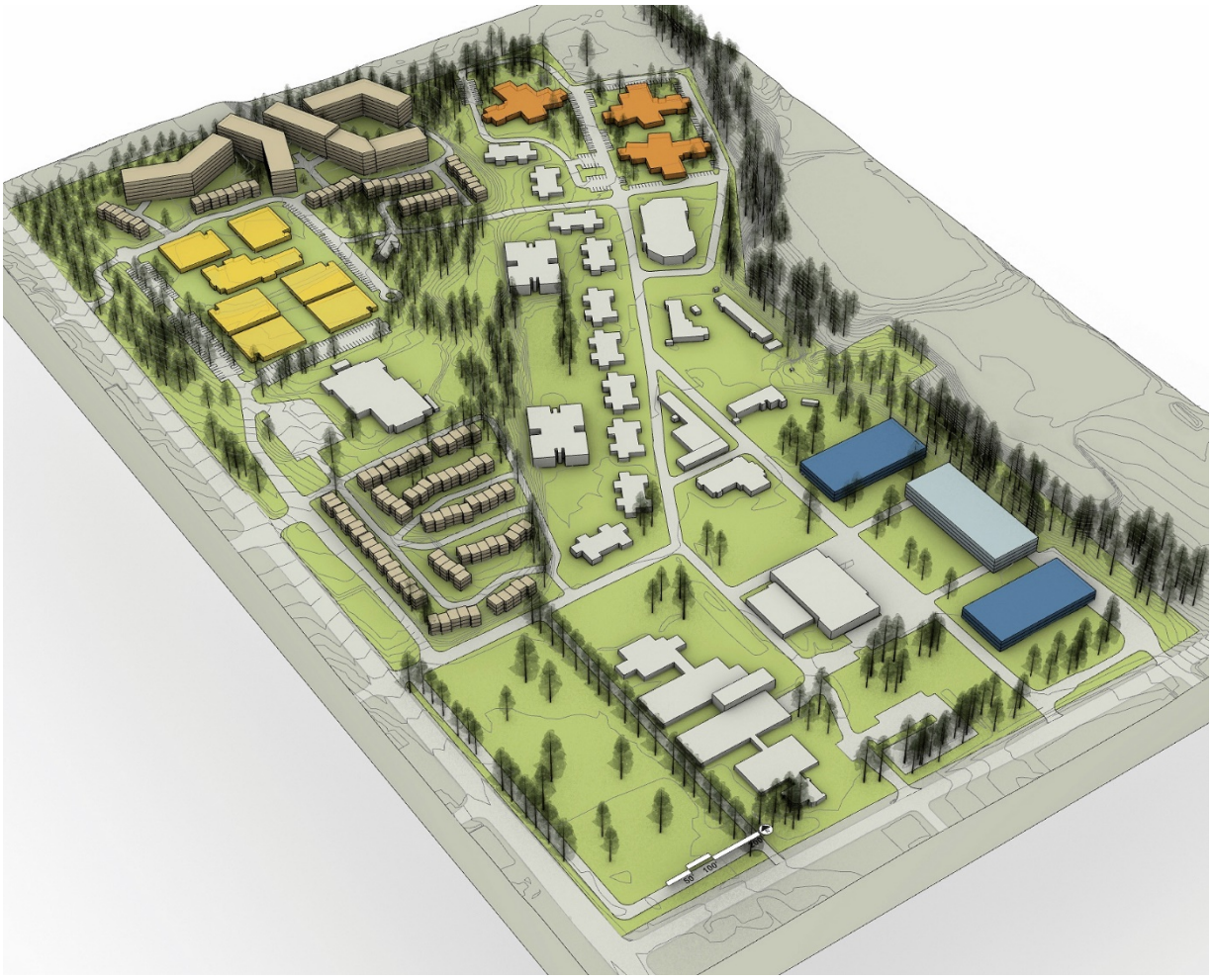
From the City of Shoreline's Perspective

+ A park or park and soundstage on the Southwest Corner meets part of their goals.
+ Commercial development on the Southeast Corner meets the City's other goals.

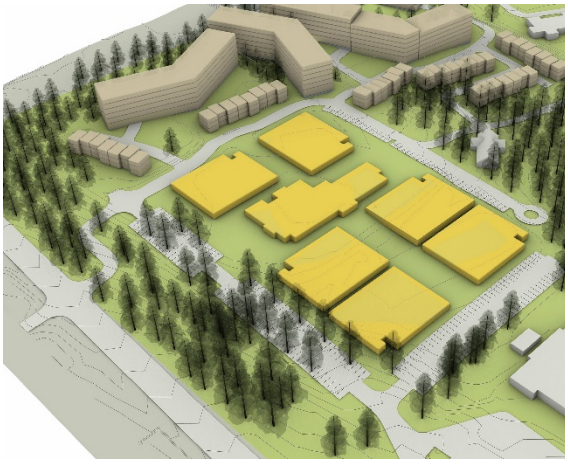
Other Considerations

+ DOH notes that residential next to laboratories has been a problem in the past. This alternative avoids that condition.
+ Commercial development in the Southeast Corner (Area 7) provides approximately $6.4 million - $8.5 million funds to the Dan Thompson Account.
– Providing revenue from the Southeast Corner rather than the Southwest Corner reduces net income to the State overall.
– Alternative 3 will likely result in the removal of the trees on the Madrona site, which may be a significant public concern and may trigger City tree protection requirements.

Figure 35 Aerial perspective



Fircrest School from the Southwest



Nursing facility from the Southwest



Townhome development from the Southwest

Section 7

Summary Evaluation

Introduction

While Section 6 – Campus-wide Alternatives explored the physical, functional, and financial implications of options for different areas as campus-wide conceptual site plans, this section compares the relative advantages and disadvantages of the three alternatives to facilitate internal decision-making and future discussions with the City. To that end, this section includes a brief comparison of the three alternatives with general observations relevant to next steps toward the facilities upgrades and land development. It should be noted that the following conditions and assumptions that are common to all three alternatives:

- There will be costs to develop property in all alternatives such as: traffic mitigation measures, environmental analysis, permitting fees, and site development costs. Phasing of non-facilities development is considered in the implementation section.
- Figures noted as "land value" are not necessarily the net income, but they are a means of comparing revenues from different site planning concepts. The figures are based on the analysis in Section 5.
- The team reviewed environmental information to determine potential site constraints and addressed constraints in the alternatives.
- Only the most exceptional site infrastructure costs have been noted, including relocation of the storm drainage pipe in Alternative 2 and a new access drive in Alternative 3. Though substantial site infrastructure costs may apply, the consultant team assumed costs would be relatively similar in all three alternatives.

Comparative Description and Observations

Table 19 compares the most salient characteristics of the three alternatives. From it, the following can be noted.

Alternative #1 posits a 2-story nursing facility on the Madrona site, which does not intrude on the Northwest Corner as does a 1-story facility. A 2-story facility would provide open space for the residents and retain some trees on the heavily wooded Madrona area; however, a 1-story nursing facility is preferred by the nursing staff. Alternative 1 generates an estimated land value between $49 million - $57.4 million.

Alternative #2 proposes a 1- or 2-story nursing facility in the Northeast Corner. The 1-story facility would include a second story over one of the 20-bed buildings. This location is not preferred by DSHS but would be on level ground and near the kitchen, and would provide covered and uncovered open space, all of which the nursing staff noted as an advantage when moving patients. Relocating a warehouse would also be required. A park in the Madrona area would benefit both the City and the potential residents to the north and retain most of the grove or trees.

Table 19 Summary chart comparing the three comprehensive alternatives.

CHARACTERISTIC	ALTERNATIVE		
	1. 2 Story Nursing on Madrona (Area 3)	2. 1 or 2 story Nursing on NE Corner (Area 1)	3. 1 Story Nursing on Madrona (Area 3)
LEGEND Nursing Fac BHC Multifamily residential Townhomes Commercial			
Potential Land Value	$49 million - $57.4 million	$50.8 million - $58.9 million	$42.2 million - $49.7 million
Implications for DSHS	+ Madrona site (Area 3) is DSHS preferred location + NE corner is DSHS preferred location for BHC - Two-story nursing facility is not preferred DSHS configuration - Very little expansion space - Site is separated from many other Fircrest School buildings and facilities	+ The NE Corner (Area 1) is flat and near the kitchen + A two-story nursing facility provides expansion space + The site provides open space for residents - The NE corner is not the DSHS preferred nursing facility location - $1.5 million additional cost for stormwater pipe relocation	+ DSHS preferred location and configuration + DSHS prefers BHC in NE corner + DSHS prefers one-story nursing facility - Very little expansion space - Site separated from campus - Site is separated from many other Fircrest School buildings and facilities
Implications for DNR	+ Development produces $42.6 million– $48.9 million to CEP&RI Trust	+ Development provides $50.8 million - $58.9 million to CEP&RI Trust	- Development provides $35.8 million- $41.2 million to CEP&RI Trust.
Implications for City	+ Park at SW corner (Area 6) + Commercial development + Retains some Madrona site trees	+ Park on Madrona site + Commercial development + Retains Madrona site trees	+ A park or park + soundstage on the SW corner + Commercial development on the SE corner (Area 7) - Loss of Madrona site trees
Other Considerations	+ Avoids residential next to PHL + Yields approx. $6.4 million - $8.5 million for Dan Thompson Account - Park at SW rather than SE corner reduces income to the State overall	+ Avoids residential next to lab + Park on Madrona benefits new residential development and saves an important stand of trees - There is no revenue for Dan Thompson Account	+ Avoids residential next to PHL + Yields approx. $6.4 million - $8.5 million for Dan Thompson Account - Park at SW rather than SE corner reduces income to the State overall

A one-story facility is preferred by nursing staff, but a two-story complex in the northeast corner would provide expansion space. In either case, a storm drainage pipe and a small warehouse would need to be moved to allow more compact development. the price of relocating the pipe is estimated at approximately $1.5 million.

In Alternative 2, all the DSHS facilities would be located on the eastern portion of the campus (Dan Thompson Account land). While this has functional advantages and produces more land value overall, it secures no revenue for the Dan Thompson Account. Alternative 2 generates an estimated $50.8 million to $58.9 million in land value.

Alternative 3 with a one-story nursing complex on the Madrona site meets all DSHS preferences and provides a park and commercial development that will, to the best of the team's knowledge, meet the City's requirements, although there may be public concern and City requirements regarding the loss of trees on Area 3. A major drawback is that intrudes into the Northwest Corner (Area 2) and reduces its potential value by reducing the amount of monetizable land by about 60,000 SF and isolating the area from the rest of the community. Alternative 3 generates and estimated $42.2 million to $49.7 million in land value.

Section 8

Implementation

Realizing the potential of the Fircrest School campus can be described as a two-phase process. In the first phase, the public agencies (state and local) need to agree on how they will use the finite land resource. In the second phase, private sector capital needs to be secured through land transactions. This section describes considerations and processes for each phase.

Phase 1: Public Agency Agreement

State Decisions Regarding Facilities Locations

The scenarios detailed in this report focus on the operational and financial impacts of various configurations of the new behavioral health center (BHC) and a rebuilt existing nursing facility. From a sequencing standpoint, reaching an agreement with DSHS should come first as it will define the remaining land area. Critical operational issues to be addressed include:

- Nursing Facility: One- or two-story format and location at the Madrona site (Area 3) or Northeast Corner (Area 1).
- BHC: Location in Northeast Corner (Area 1) or Southeast Corner (Area 7).

Another issue to consider is that the area which may be dedicated for a park instead of redevelopment will determine the relative revenues available to each trust or account. Section 6 Alternatives of this report provides comparative information for determining the location and configuration of the individual facilities, as well as the implications for the development of other areas.

City of Shoreline Planning and Regulatory Framework

The second step in Phase 1 is to ascertain the uses, intensities, and development standards that the City's comprehensive plan, zoning code, and other regulations will allow. The City has identified four alternate processes to support site development, two which are City-initiated and two which the State would initiate. (See Appendix A for details.) The two State-initiated options are:

1. The State prepares and the City approves a Master Development Plan (MDP) under the current municipal code section: SMC 20.30.353 which would define the regulatory requirements for new campus development.
2. The state prepares and the City approves Comprehensive Plan amendment and concurrent rezone.

Option 2 appears to be the most advantageous because it avoids the current MDP requirements which include both development constraints and a specific public engagement process conducted by the State. The City has noted that the comprehensive plan update and rezone process could incorporate a concurrent "development agreement" that is consistent with comprehensive plan and zoning amendments and may also include other elements such as land transactions with the City, or other specific conditions in exchange for adopting the proposed amendments. The Phase 1 process assumes that a development agreement is used to bundle regulatory requirements and special conditions into a single comprehensive agreement with which provides the State the certainty that it can move forward toward facilities and Phase 2 development. Based on the development agreement, comprehensive planning and zoning amendments plus any other necessary regulatory changes should be quickly adopted by the City so that the State can initiate the Phase 2 process below. During Phase 1, the following should be considered:

- Negotiations with the City should commence only after the location of DSHS's uses are known. Ideally the state representatives would be able to forecast the construction timing of the nursing and BHC facilities as it will help the City envision the future condition of those areas of the property.
- The State and the City should first agree on a process and sequence of steps to prepare and implement the development agreement.
- At the outset of the negotiation with the City, the State should make clear what type of restrictions and conditions will be applied when it comes to selling or ground leasing state land as well as DSHS facilities development. At the timing of this report we understand most of these restrictions evolve around fair market value (FMV).
- From an ownership standpoint, the City has expressed a strong interest in both park/open space and commercial development that is consistent with their economic development objectives. For any portion of the property that the City wants to reserve for commercial development (i.e., soundstage or other employment-generating options), we recommend a purchase option rather than a straight sale. The key difference is that the option agreement will be for a specified period (e.g. 12 months) and may include other provisions such as allowable uses, size, and other factors. The State has a significant long-term interest in the quality and timing of development on the campus. A limited duration option agreement is the best way to ensure that the City moves quickly to pursue their goals and, in the event that they do not come to fruition, it will allow the State the option to develop the property with the new zoning in place. This is less of an issue with any park land that the City might acquire, though the consultants recommend including park construction obligations (timing and programming) as a covenant in the sale to ensure the City implements its plan for the park.
- A SEPA document should be prepared at this time to identify other concerns and development conditions related to the implementation of site development. A planned action EIS may be one way to reduce uncertainty in the development process and ensure public engagement.
- The State will maximize its value by reducing the amount of uncertainty associated with the development of the property. Since the maximum development capacity (both state and market based uses) will be an integral part of the negotiation with the City, the State should endeavor to make the City land sale(s)/option contingent upon execution of a development agreement that addresses SEPA and other non-project entitlements. This will help ensure that developer-buyers have a higher level of certainty about the approval process and are therefore willing to pay the most for the opportunity.

Phase 2: Private Sector Investment

At the conclusion of Phase 1, the DSHS facilities and City projects will be conceptually defined and the development agreement, along with a comprehensive plan amendment and zoning standards, will clarify the market-based development opportunities. Phase 2, outlined below, summarizes the process for monetizing the developable portions of the campus.

General Considerations

Sale or Ground Lease

DNR has two options for monetizing the developable portions of the campus — Fee Simple Sale or Ground Lease. Ground leases are desirable for the Lessor because they generate long-term, very low risk revenue that keeps pace with inflation. Ground leases generally are not desirable to developers because the

land cannot be subordinated to construction or permanent debt and the divided estate is perceived to negatively impact the value of the project at stabilization (higher capitalization rates).

Landowners are best positioned to overcome the market's aversion to ground leases when their properties are "very unique" (urban waterfront, a downtown block, location on a hospital campus, etc.) where a fee simple alternative cannot be easily substituted. The scale of the development opportunities at the campus are unique as is the setting near open space, but generally, the consultants believe the State would achieve greater value through sale of land and reinvestment of the proceeds into institutional grade income properties.

It is also important to note that the for-sale townhouse product that is blended into the land value estimates cannot be developed on a ground lease. While for rent multifamily is more valuable (on a per square foot basis) and compatible with a ground lease structure, the sheer quantity of a single product type on the campus will somewhat slow absorption and put downward pressure on value to the State.

Land Transaction Program

All the alternatives contemplated in this study lend themselves to a process whereby the State conducts a series of land transactions over a 1 to 3-year period. To maximize value, we recommend a land transaction process that incorporates the following concepts:

- Multiple Transactions: By securing the rezone and development agreement in Phase 1, the State is essentially serving the role of "land developer". By selling the development sites individually, the State can optimize timing and leverage competition by having multiple developers working on the campus redevelopment.

Closing Transactions with Permits: The State's holding cost for the campus is de minimis compared to a developer's cost of equity therefore allowing the developer to close on the land with permits in-hand will maximize the gross proceeds at closing.

Transaction Steps

Pre-Market Preparation

During this one to two-month period, marketing materials are prepared and due diligence documents are assembled for review by potential buyers. Development opportunities of this scale are rare in urban Puget Sound so the marketing materials should be designed for broad outreach and introduce the campus to high quality developers that may not already be familiar with Shoreline, the DSHS facilities, and DNR.

Marketing

In order to maximize both value and efficiency, marketing of any one development site (e.g. Northeast Corner (Area 1) should begin approximately 18 months prior to a targeted closing date, which would roughly coincide receipt of permits and with start of construction. In addition to being consistent with DNR regulations, the marketing process for these development opportunities should be designed to maximize exposure and leverage competition to drive value to the State.

Negotiation & Documentation

This two- to three-month phase of the process starts with the receipt of Letters of Intent (LOIs) from potential developers and concludes with execution of a binding Purchase and Sale Agreement (PSA).

Pre-Closing Management

As discussed above; the State will maximize its gross revenue from land sales if the PSAs are structured to allow the developer to close at receipt of land use approval. If the State has successfully secured a development agreement during Phase 1, the developer's feasibility period and permitting timeline will be shorter (estimating 90 days or less for feasibility and 10 months for permitting). During this period the

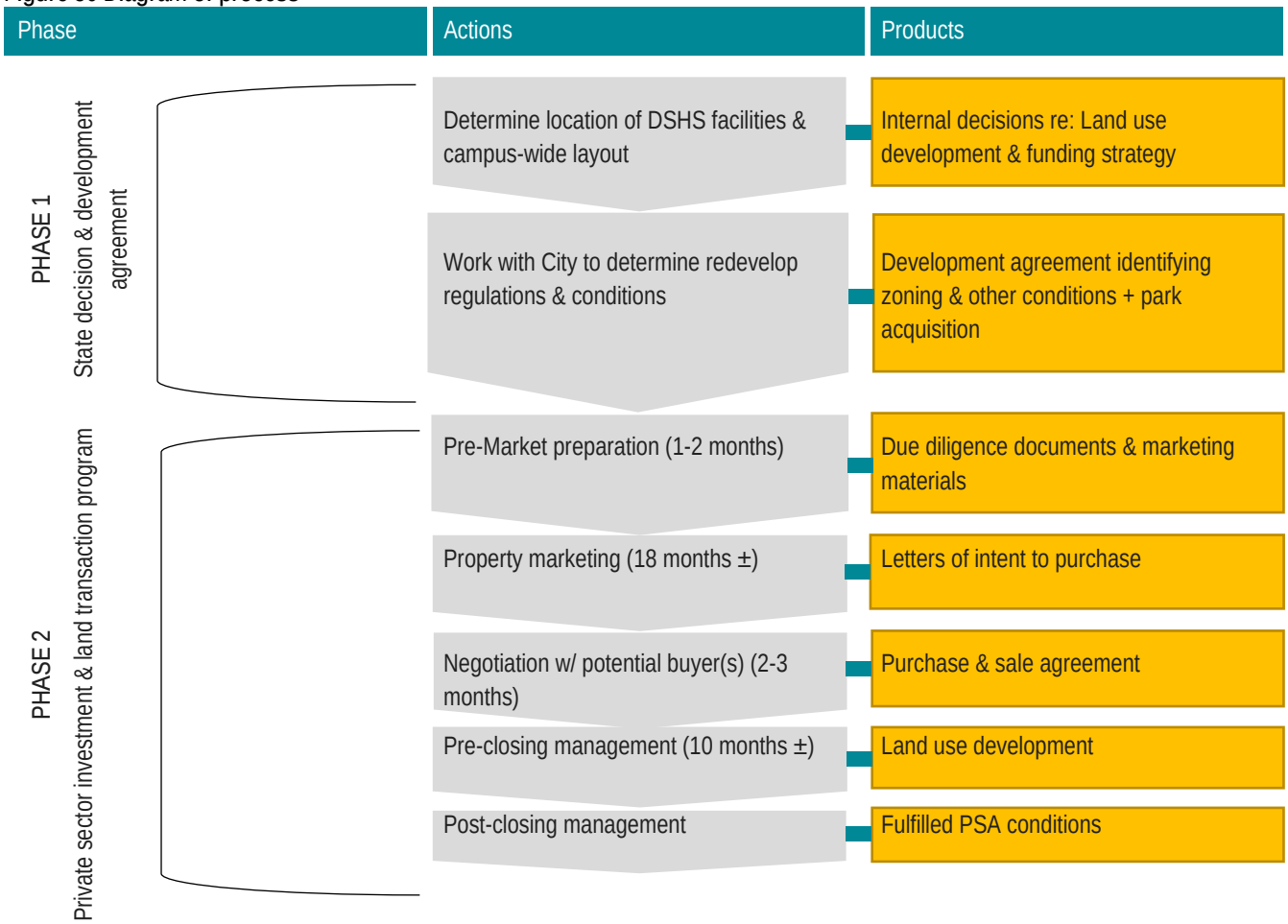
State's representatives will need to monitor the developers permitting progress and ensure that all pre-closing conditions are fulfilled and to negotiate amendments to the agreements if necessary.

Post-Closing Management

With multiple development sites to sell and the rest of the campus to manage, the State has a significant interest in ensuring individual developers successfully complete their projects in a manner consistent with the PSAs. During this period the State's representatives will need to monitor the developers' construction progress and ensure that any post-closing conditions are fulfilled.

This process is diagrammed in Figure 36 Diagram of process.

Figure 36 Diagram of process



Section 9

Conclusions

1. The location and configuration of the nursing facilities is the fundamental decision to be made before action can be taken to provide for that core function. And, the location of the nursing facility has significant implications for the use of other portions of the campus and affects the amount of potential revenue that the State may achieve from the development of portions of the campus for residential or commercial uses. To evaluate the implications of nursing facility development options, the team conducted an evaluation of several comprehensive, campus wide alternatives with different nursing facility options. Sections 6 and 7 of this report compare the options for one and two-story nursing facilities on both the Madrona site (the forested area north of the Activities Building) and the northeast corner (currently occupied by the ATP Building).
   - A one-story nursing facility on the Madrona site (Alternate 3) is preferred by DSHS staff and will yield a land value of about $42.2 million to $49.7 million for portions of the site to be developed for uses other than state facilities.
   - A two-story nursing facility on the Madrona site will yield a value of about $49 million to $57.4 million.
   - A one or two-story nursing facility in the northeast corner will yield a land value of about $50.8 million to $58.9 million for portions of the site to be developed for uses other than state facilities. Moving a storm drainage pipe might add approximately $1.5 million to the cost of a nursing home in this location.

   Sections 6 and 7 of this report identify other significant issues to be considered in comparing the 4 options above. All the land values noted above are based on the assumptions and analysis in Section 5. They are also subject to the conditions of a development agreement with the City that describes the development capacity and standards for development of campus properties.

2. Significant development of DSHS facilities or commercial or residential development will require an agreement with the City of Shoreline. Currently the campus is zoned Fircrest Campus Zone (FCZ) which does not allow new commercial or residential development. Also, redevelopment or new development of nursing facilities, housing for disabled persons, and similar uses would require an approved "Master Plan" that meets specific City criteria. The City has indicated that a part of such a development agreement must include addressing the City's objectives for active park open space and employment producing commercial development. To move forward with development of facilities and public and private uses will require a comprehensive plan amendment and rezoning of the property. It appears that this can be most efficiently accomplished through reaching a "development agreement" with the City, on which a comprehensive plan amendment and zoning designation(s) are based. The development agreement should specify the use and development standards that apply to various portions of the site and the agreed upon price that the City will pay for park land. The development agreement may also include other provisions such as SEPA determinations, specific project entitlements, covenants or a purchase option for the City to acquire a specific parcel within a specified period of time for purposes that it identifies.

3. Determining the "fair market value" for various portions of the campus is complicated by at least two factors. First, the value of land to be transacted to the City for a park must be negotiated, and the price may vary from its value as effectively un-zoned land with negligible development capacity to land with

substantially more value if it was zoned for commercial or residential uses that are economically and contextually appropriate for the campus's location. Second, the value of other parcels will be dependent upon the zoning agreed upon between the City and the State. It is recommended that the State pursues a "development agreement" as described in Section 8 that identifies both the value of the land to be purchased by the City and the development regulations that affect the other portions of the site. It may be that the State's interest to sell land for a park to the City for a lower price in exchange for higher development capacity on other portions of the campus.

4. The fact that the revenue from different departmental ownerships is tied to those parcels may hinder the most efficient and revenue producing development strategy. For example, the southwest corner has greater development value than the southeast corner. However, funds from the southeast corner benefit the developmentally disabled community. Therefore, locating development on the southeast corner and a park on the southwest corner of the campus will generate revenue for the Dan Thompson Account but will yield less revenue to the State overall. Some internal mechanism to address this dilemma should be considered.
5. The behavioral health center (BHC) will fit on either the northeast site (Area 1) or the southeast site (Area 7). The southwest corner (Area 6) was also considered as a BHC location, but there are advantages for having the BHC on a less prominent site and the southwest corner has high redevelopment value.
6. In general, the parcels facing 15th Avenue E on the west side of the campus are more valuable for commercial or residential development than the northeast or southeast corner parcels.
7. The Fircrest School campus is a unique resource for the State, the community, and the region. With its mature trees, gentle slopes, and views, the property is very attractive for a variety of activities which will be enhanced if integrated into a larger campus-wide site planning concept. Further development planning work should consider how individual development actions can be integrated to maximize the functional, environmental and aesthetic assets of the campus as a whole.
8. The recommended process for moving forward with facilities improvements and land development is described in Section 8 and summarized below:

Phase 1: Site Planning Decisions and Development Agreement with the City

a. Determine the preferred locations and configurations of the nursing and BHC facilities and identify the optimum uses on other portions of the campus.
b. With the City of Shoreline agree on a process to prepare a development agreement as noted in "c" below.
c. Work with the City of Shoreline to reach a development agreement that defines the zoning and applicable development regulations and conditions for the various areas along with an agreed upon price for the land to be developed by the City as a park. SEPA analysis should be accomplished at this time to identify all conditions necessary for development
d. (The City) adopt necessary comprehensive planning and zoning amendments based on the development agreement, and State and City park development land as applicable.

Phase 2: Private Sector Investment

a. Determine how the State would develop land for state facilities or public or private uses.
b. Conduct a phased program or land transactions, including the following steps:

i. Pre-Market Preparation. Including due-diligence and preparation of marketing information.

ii. Marketing. Which includes a variety of activities over an 18-month period.

iii. Negotiation and Documentation: Receiving letters of intent from prospective developers, selecting a proposal and completing a purchase and sale agreement (PSA).

iv. Pre-Closing Management: Including monitoring permitting and ensuring pre-closing conditions are met.

v. Post-Closing Management: Ensuring that conditions of the PSA are met.

Fircrest School Land Use Assessment

Appendices

January 15, 2021

Fircrest School Land Use Assessment

Appendix A – Existing Conditions Report

Existing Conditions Report

Previous Planning Processes

The Fircrest School campus (campus) has been subject to multiple planning efforts and facilities studies over the past three decades. Many of these included extensive public involvement and stakeholder committees. Table 1 on page 4 summarizes resulting key planning documents.

Regulatory Framework

Land Use Context and Zoning

The land use context surrounding the campus (see Figure 1) is predominantly residential. Adjacent uses, however, are a mix of parkland, schools, mixed-residential, and commercial uses. The 15th Avenue NE corridor functions as the front door of the campus to the west and features a mix of commercial and low density multifamily uses toward the south and mostly single family uses toward the north. Heavily wooded Hamlin Park borders the campus to the north and Shorecrest High School and South Woods Park border the campus to the east behind a buffer of tall trees. Northeast 150th Street borders the campus to the south and single family uses reside across the street.

Light rail will come to Shoreline by 2025 with the closest station at NE 145th Street, just over a ½ mile from the southwest corner of the campus. However, due to the large block sizes in the area, and the interruptions of the street grid by Paramount Park and its stream/wetland corridor, the functional distance to the station is closer to one mile from the southwest corner of the site.

Comprehensive Plan

The campus has a land use designation of Institution/Campus. The plan describes the campus as a major employer within Shoreline, including the Fircrest School and the Public Health Laboratories. Fircrest School patients are also residents of Shoreline. The City notes that the current population of residents is a decline over previous years, when over 1,000 people resided on the campus.[1]

Several of the City's Comprehensive Plan policies address the Fircrest School, residents, and/or campus. [2]

- FG10: Encourage Master Planning at Fircrest School that protects residents and encourages energy and design innovation for sustainable future development.
- LU30: 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.
- ED30: Unlock the Fircrest excess property to create living-wage jobs while respecting and complementing its existing function as a facility for people with disabilities.

The Comprehensive Plan includes several transportation policies that are summarized in the Transportation portion of Section 3.

[1] City of Shoreline, *Comprehensive Plan* (Shoreline, Washington: 2012), 105.
[2] Shoreline *Comprehensive Plan,* 6, 24, and 58.

Table 1 Summary of previous campus planning efforts

Document / Year	Summary
Fircrest School Master Plan, 1993	This plan responds to evolving preferences for the treatment of individuals and deteriorating facilities and interest in the potential for new uses on underutilized portions of the campus. The plan recommended maintaining current level of service in a more compact footprint. The plan suggested future uses, including multifamily housing, additional public laboratory uses, social services, commercial/office tenants, and a joint-use conference center.
Fircrest Excess Property Report - Land Use Options and Recommendations, 2008 [referred to as Phase 1 in later documents]	This report to the State Legislature assessed five capital project options, ranging from maximum financial return (meeting none of the project goals) to "highest and best use based on benefit to the local community" (meeting all project goals). The recommended option was a hybrid that resulted in 20 acres for new uses. It proposed civic uses, government offices, mixed-income multifamily, mixed-use, townhouses, trails, and open space.
Fircrest Campus Excess Property Master Plan - Phase 2, 2010	The plan proposed replacing the Y-buildings, expanding the Activities Building at Fircrest School, developing new mixed-use and residential facilities (862 units, 35,000sf retail, 255,000sf office), and adding new walk/bike connections, public open space, and restoration of a natural drainage system.
Public Health Laboratories 20-year Master Plan, 2010	The PHL plan outlined potential future expansion of the Public Health Laboratories over a 20-year period. The original plan envisioned multiple additions and a new parking structure for the facility. DOH has since decided to pursue a smaller renovation and addition for the PHL.
Fircrest School Campus Master Plan Phase III, 2017	This update to the 2010 Fircrest Master plan focused on efficiently implementing the programmatic and preservation needs of the facility. The plan proposed a coordinated approach toward other major projects that will result in significantly improved facilities and operation efficiencies. This document also provided a detailed building and systems assessment, new construction and renovation program alternatives, and associated cost estimates.
Predesign Study: Nursing Facility New Capacity at Fircrest School, 2018	This study specifically considered replacement of the six nursing facility buildings. The preferred alternative is a one-story, multi-building facility with capacity for 100-160 residents. It is proposed to be constructed south of the current Y-buildings to allow continuous operations. The study also proposed a new Central Laundry facility.
Recommendations on the Underutilized Portions of the Fircrest Campus, 2019	This report by DNR, in consultation with OFM gathered stakeholder input and developed recommendations for how to address the underutilized portions of the campus. The final report included separate recommendations from DNR and OFM.
Behavioral Health: Community Civil 48 Bed Capacity State Owned, Mixed Use - Pre-Design Report - Prototype Building, 2020	This was an architectural study for a typical 48-bed behavioral health center using best practices for healthcare and sustainable design. The goal was to develop a model configuration so that additional beds could be efficiently developed in the state to meet the rapidly growing needs of this sector. The study examined a variety of one, two, or three-story building options. The document was not specific to the campus, except for a study of solar energy generation which finds the property has high potential.
Behavioral Health: Community Civil 48 Bed Capacity State Owned, Mixed Use - Pre-Design Report Multiple Sites, 2020	This study built on the prototype building established in the Prototype Building report (above) and examined pre-design at specific sites, including two location options at the campus. Like other planning documents, this study summarized engineering considerations and challenges. It noted that the City of Shoreline currently has a moratorium on master development plans which, once lifted, will result in a 6-9 month permit approval process. .

Zoning

The overall campus is mapped as the Campus zone (C), though the City has further sub-zoning as described in SMC 20.40.045: The DOH PHL is zoned Public Health Laboratory Zone (PHZ), and the rest is zoned Fircrest Campus Zone (FCZ). Table 2 summarizes allowed uses for these zones. Multifamily housing is not currently one of the allowed uses. SMC 20.40.045(C) requires a Master Development Plan (MDP) review for all development with campus zones pursuant to SMC 20.30.060 and 20.30.353.

Table 2 Allowed uses for the Public Health Laboratory (PHZ) and Fircrest Campus (FCZ) zones per Shoreline Municipal Code 20.40.150 campus uses

SPECIFIC LAND USE	FCZ	PHZ
Child and Adult Care Services	P-m	
Churches, Synagogue, Temple	P-m	
Food Storage, Repackaging, Warehousing and Distribution	P-m	
Fueling for On-Site Use Only	P-m	
Home Occupation	P-i	
Housing for Disabled Persons	P-m	
Library		P-m
Light Manufacturing	P-m	
Maintenance Facilities for On-Site Maintenance	P-m	P-m
Medical-Related Office or Clinic (including personal care facility, training facilities, and outpatient clinic)	P-m	P-m
State Owned/Operated Office or Laboratory	P-m	P-m
Nursing Facility	P-m	
Personal Services (including laundry, dry cleaning, barber and beauty shop, shoe repair, massage therapy/health spa)	P-m	
Power Plant for Site Use Power Generation Only	P-m	P-m
Recreational Facility	P-m	
Research Development and Testing	P-m	P-m
Residential Habilitation Center and Support Facilities	P-m	
Social Service Providers	P-m	
Specialized Instruction School	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 = Permitted Use

P-i = Permitted Use with Indexed Supplemental Criteria

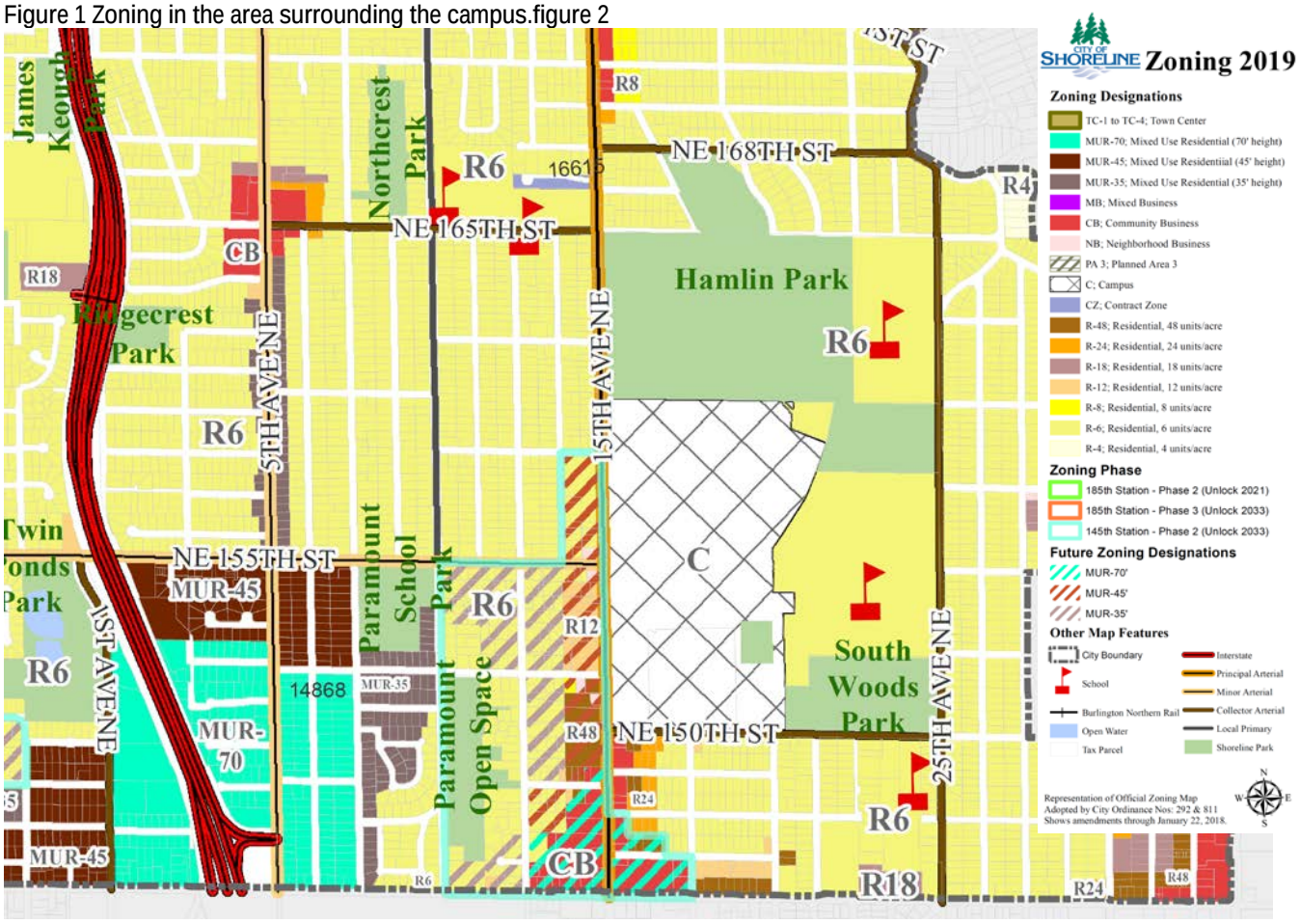
P-m = Permitted Use with approved Master Development Plan

Surrounding Zoning Context

Figure 1 illustrates zoning in the campus vicinity. While R-6 is the predominate zone in the area, the property across the street from 15th Avenue NE features mostly R-12 and R-48 zoning. Those properties are part of a phased Mixed-Use Residential (MUR) zone with a 45-foot height limit that is scheduled to unlock in 2033 as a part of the 145th Street Station Subarea Plan. The block of NE 150th Street east of 15th Avenue NE includes a mix of Community Business, R-48, R-24, and R-6 zoning.

Light rail will come to Shoreline by 2025 with the closest station at NE 145th Street, just over a half-mile from the southwest corner of the campus. The 145th Street Station Subarea Plan instituted a phased zoning approach for the neighboring areas directly west and southwest of the campus, which automatically will be upzoned in 2033 to Mixed-Use Residential (MUR) with 45-foot height limits across the street from the campus and up to 70-feet to the south.

Figure 1 Zoning in the area surrounding the campus.figure 2



Master Development Plan (MDP)

Applicants for a new use, expanded use, or redevelopment within the Campus zone must prepare a master development plan per SMC 20.30.353. Existing plans may be amended, subject to restriction. The plan must describe phasing over 20 years along with environmental and community benefits, infrastructure capacity or expansion, and architectural design concepts. Master plan developments must adhere to specific development standards, summarized in Table 3.

Table 3 Master Development Plan - Development Standards

Summary list of MDP development standards (per SMC 20.30.353(D))	
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.
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.

The preparation of a Master Development Plan and the accompanying environmental analysis are the responsibility of the applicant. The fee for the MDP permit, summarized in a 2019 City of Shoreline staff report, is $29,353, with SEPA review adding between $4,635 and $8,033. Applicants are encouraged to develop a consensus-based master development plan through outreach to the community and stakeholders as set forth in SMC 20.30.085. The Master Development Plan review timeline is 120 days and approval is based on the criteria listed in Table 4:[3] Master Development Plans expire 20 years after City approval. The State has made multiple attempts to begin the MDP process in the last decade but has not completed an MDP application.

[3] Nathan Daum and Rachel Markle. "Discussing Fircrest Master Plan and Underutilized Property Land Use Options" in *City Council Meeting Agenda* (Shoreline, Washington: February 4, 2019).

Table 4 Master Development Plan - Decision Criteria

Summary list of MDP decision criteria (per 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.

Other Relevant Zoning Designations

Though the Campus zone currently applies to the Fircrest site, the zones in the adjacent areas provide a wider range of development uses and heights. Table 5 below outlines the key aspects of those zones.

Table 5 Possible zoning designations for campus.

Zone	Purpose and Locations	Max Density	Max Height
Community Business (CB)	To provide location for a wide variety of business activities, such as convenience stores, retail, personal services for the local community, and to allow for apartments and higher intensity mixed-use developments. Most of the CB zoning is along the 15th Ave NE corridor north and south of the campus.	No limit	60 ft
Mixed Business (MB)	Encourage the development of vertical and/or horizontal mixed-use buildings or developments along the Aurora Avenue and Ballinger Way corridors. Most of the MB zoning is along the Aurora Ave N corridor.	No limit	70 ft
Mixed Use Residential (MUR)	Provide for a mix of predominantly multifamily development ranging in height from 35 feet to 70 feet in appropriate locations with other nonresidential uses that are compatible and complementary. Note that the MUR-70 zone allows a lot of flexibility for non-residential uses in the zone, including offices and retail with no size limitations. Most of the MUR zoning is within the light rail station areas.	48 du/acre for MUR-70' 18 du/acre for MUR-45	35 ft - 70 ft

Parking Requirements

The Shoreline Municipal Code (SMC) section 20.50.390 provides minimum off-street parking requirements by land use. Table 6 provides a summary of parking requirements for residential and non-residential land uses that may be considered as part of this project.

SMC 20.50.400 outlines criteria a project can meet to qualify for a parking reduction. The City parking reductions range from 20% to 50%. Criteria for a parking reduction that could be applicable to development of the Fircrest School campus include:

- **Shared parking** for uses on-site that are close together.
- **Parking management plan** for all or portions of the on-site uses.
- **Location of a property line within ¼-mile of a high-capacity transit service stop with complete City approved curbs, sidewalks, and street crossings** – Bus Rapid Transit (BRT) is planned along NE 145th Street with the 15th Avenue NE/NE 145th Street bus stop located less than ¼-mile from the site.
- **Pedestrian public access easement that is 8-feet wide, well lit, connects through a parcel between minimally two different right-of-ways. The easement may include other pedestrian facilities such as walkways and plazas.** – Potential pedestrian facilities could be designed to accommodate public access.

- **Participation in the City's Deep Green Incentive Program as part of being certified for Living Building, Living Community Challenge, Emerald Star, LEED Platinum, or PHIUS**– The project would need to demonstrate transportation strategies that reduce parking**.**

Table 6 Shoreline minimum parking requirements for potential land use (per SMC 20.50.390)

Land Use	Minimum Required Parking Stalls
Residential	
Apartment	Studio & One-bedroom units: 0.75 stalls/dwelling unit Two-bedroom units: 1.5 stalls/dwelling unit
Residential Care Facilities	1 per 3 patients, plus 1 per FTE employee on duty
Senior citizen assisted	1 stall/3 dwelling units
Non-Residential	
General Service Uses Recreational/Culture Uses	1 per 300 square-feet
Professional Office Uses	1 per 500 square-feet
Retail Trade Uses	1 per 400 square-feet
Nursing and Personal Care Facilities	1 stall per 4 beds
Outpatient and Veterinary Clinic Offices	1 per 300 square-feet of office, labs, and examination rooms
Park/Playfield	Per the Director Decision
Restaurant	1 stall per 75 square feet in dining or lounge area

Other City Plans and Community Uses

In addition to the Comprehensive Plan, several other City of Shoreline plans address the existing assets and potential future opportunities at Fircrest

2018-2023 Economic Development Strategic Plan

The EDS Plan[4] specifically identifies the campus as one of four City-Shaping Areas that will be the focus of concerted Placemaking Projects designed to trigger large-scale redevelopment and growth. The specific goal for the campus was:

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

Parks, Recreation, and Open Space (PROS)

Goal 4 of the City of Shoreline's adopted PROS Plan is to "Establish and strengthen partnerships with other public agencies, non-governmental organizations, volunteers, and City departments to maximize the

[4] City of Shoreline Office of Economic Development, *2018-2023 Economic Development Strategic Plan* (Shoreline, Washington: accessed October 5, 2020), https://www.shorelinewa.gov/home/showdocument?id=39167.

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."

The PROS Plan identified 11 Strategic Action Initiatives, including "Ensure Adequate Park Land for Future Generations" which identified the need to add five new acres of parkland by 2023, and 20 acres by 2030. The City has expressed a desire for a five-acre park at the site, that can be used for active recreation purposes, ranging from a soccer field to a community garden.[5]

145th Street Station Subarea Plan

The campus was not included in the boundaries of the 2016 145th Street Station Subarea Plan, but the campus is adjacent to residential areas west and south of the campus that were included in the subarea. The plan calls for phased zoning changes that will take place in 2021 (Phase 2) and 2033 (Phase 3). Property west and south of the Fircrest campus are scheduled to change to Mixed-Use Residential-45' and 75' in 2033 as a part of the plan's phase 3 rezone. This will allow the construction of taller mixed-used buildings along the 15th Avenue NE corridor.[6]

Community Uses

The City currently leases a portion of the southeast corner of the campus from DSHS for use as the Eastside Off-Leash Dog Area (EOLA). EOLA is one of two year-round dog parks operated by the City. Neighbors also use the site for light recreation, such as walking, nature watching, etc.

A number of films have also used the campus for location shots, due to the unique setting and architectural features of the campus. The City of Shoreline has expressed interest in continuing and potentially further developing such uses, which bring economic and other benefits to the greater Shoreline community.[7]

2019 City Council Discussions Regarding Fircrest Campus

In late 2018, Washington State House Speaker Frank Chopp met with Mayor Hall to discuss use of underutilized campus property for affordable housing. 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.

City staff prepared a staff memo for the February 4, 2019 City Council meeting to provide background information on the campus, including current zoning, relevant policy language, Comprehensive Plan designation, previous City Council discussion and workshops involving the campus, related plans, and recent/ongoing campus master planning efforts. The intent of the discussion was 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 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 campus. [8]

While the State's internal discussion of the campus' plan has evolved somewhat since that 2018 meeting, the corresponding 2019 staff report and City Council discussion is informative for this effort and worth summarizing.

Option A: Master Development Plan (MDP)

The reasoning behind the MDP provision was to encourage the City's large institutions located on campus-like properties to prepare and submit for review and approval by the City, long range development plans.

---

[5] Office of Financial Management (OFM), Phone Interview with City of Shoreline Staff, September 14, 2020.
[6] City of Shoreline, *145th Street Station Subarea Plan* (Shoreline, Washington: 2016)
[7] OFM/City of Shoreline Phone Interview.
[8] Daum and Markle, "Discussing Fircrest Master Plan".

The purpose of the MDP 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." City staff identified the following pros and cons in the staff report to the City Council. [9]

Pros and Cons of a Master Development Plan

Pros:

- The State takes full ownership of proposing uses and development standards for the campus.
- The State is responsible for all costs associated with the preparation of the process and is responsible for funding the City's review of the MDP application.

Cons:

- The State has attempted to complete an MDP four times in 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

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 (see Other City Relevant Zoning Designations above). 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 campus.

Comprehensive Plan amendments are considered only once per year, with applications due December 1 for changes to be considered the following year. The process involves a presentation to and recommendation by the Planning Commission prior to consideration by the City Council. A concurrent rezone follows the same process.

The Decision Criteria for a Plan Amendment

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 and will not adversely affect community facilities, the public health, safety, or general welfare.

---

[9] Daum and Markle, "Discussing Fircrest Master Plan", 9.

The Decision Criteria for a Rezone

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.

Related Options

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.

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. City staff identified the following pros and cons in the staff report to the City Council.[10]

Pros/Cons of State Agency Initiated Comprehensive Plan and Concurrent Rezone

Pros:

- Rezoning the campus 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 MDPs has demonstrated that MDPs 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 four times for the campus in the past 10 years and 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 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.

[10] Daum and Markle, "Discussing Fircrest Master Plan", 14.

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 has the option of initiating a Comprehensive Plan amendment. The process and approval criteria would otherwise be the same as Option B above. City staff identified the following pros and cons in the staff report to the City Council.[11]

Pros – largely the same above with one addition:

- 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 campus that fully align with the City's mission, vision, and goals for the campus.

Cons – largely the same above with two additions:

- 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.
- 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. 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 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 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 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

[11] Daum and Markle, "Discussing Fircrest Master Plan", 15.

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

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. City staff identified the following pros and cons in the staff report to the City Council.[12]

Pros/Cons of City-Initiated Comprehensive Plan and Development Plan Text Amendments Modifying Campus Land Use and Campus Zoning for Fircrest

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.
- DSHS has attempted to prepare an application for an MDP at least four times for the campus in the past 10 years, but ultimately never officially applied.
- If the City Council initiates the effort, it could provide leverage for negotiations with the State for outcomes on the campus that fully align with the City's mission, vision, and goals for the campus.
- This option can be used to narrowly define the uses and standards that would apply on the campus as opposed to a rezone which includes a broad category of uses and development standards.

[12] Daum and Markle, "Discussing Fircrest Master Plan", 17.

Cons:

- This option does not align with the intent of the Campus land use and zone. The 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 campus that would be subject to the rezone.

February 4, 2019 City Council Meeting Outcome

After providing a presentation to City Councilmembers on the options noted above, staff asked City Councilmembers a series of questions involving current Fircrest School policies, whether they felt comfortable with current regulations, and whether they support continued engagement with State agencies and the State Legislature in evaluating opportunities for the site. Below is a summary of notable responses:

- Council members expressed concern over the consideration of the addition of a behavioral health center on the site, not only because of the proximity to schools but also because of the upcoming addition of a similar facility in Shoreline.
- Changes to the land uses and density for the site should not be made outside of the normal processes.
- City Council is comfortable with the current development regulations and generally leery of changing the development review process.
- It was stated that if the State wants to do something with the surplus property that has nothing to do with Fircrest, it would be appropriate for the State to apply for a Comprehensive Plan Designation and Zoning Amendment, at which point the City would evaluate the State's request as they would any other property.
- While there was some concern about the City taking ownership of the planning process (specifically involving equity purposes), some Councilmembers emphasized that the City could assume more of an active role in the project to partner in the development of community open space and other community amenities.
- It was noted that with a parcel of land as large as Fircrest, and because of the proximity to the incoming Light Rail Station, Council should receive frequent updates and opportunities for discussion, especially considering the complexity of the situation.
- In reflecting on the conversation, Mayor Hall said he heard two competing preferences from Councilmembers. One, that they want to be the gatekeeper and the other that DSHS should go through the Master Development Plan permitting process, which would not involve Council.

Site Conditions, Opportunities, and Constraints

Transportation

Relevant Transportation Policies

The City of Shoreline currently is beginning the process to update the Transportation Master Plan (TMP) and as an outcome, policies and regulations may be refined or changed. However, it is likely that the basic theme of enhancing the safety and connectivity of the transportation network and prioritizing pedestrian, bicycle, and transit over vehicle capacity will continue. Transportation policies outlined in the City's Comprehensive Plan (adopted December 10, 2012) relevant to the Fircrest Land Use Assessment include:

- T10. Use Low Impact Development techniques or other elements of complete or green streets, except when determined to be infeasible. Explore opportunities to expand the use of natural stormwater treatment in the right-of-way through partnerships with public and private property owners.
- T11. Site, design, and construct transportation projects and facilities to avoid or minimize negative environmental impacts to the extent feasible.
- T15. Balance the necessity for motor vehicle access to and from new development with the need to minimize traffic impacts to existing neighborhoods.
- T16. Design and development standards that are adopted to minimize the negative traffic impacts of new development should also take into consideration the needs of the new residents that will occupy the buildings.
- T24. Develop flexible sidewalk standards to fit a range of locations, needs, and costs.
- T37. Continue to install and support the installation of transit supportive infrastructure.
- T41. Design City transportation facilities with a primary purpose of moving people and goods via multiple modes, including automobiles, freight trucks, transit, bicycles, and walking, with vehicle parking identified as a secondary use.
- T43. Frontage improvements shall support the adjacent land uses and fit the character of the areas in which they are located.
- T44. Adopt Level of Service at the signalized intersections on arterials and unsignalized intersecting arterials within the city as the level of service standard for evaluating planning level concurrency and reviewing traffic impacts of developments, excluding the Highways of Statewide Significance and Regionally Significant State Highways (I-5, Aurora Avenue N, and Ballinger Way). Intersections that operate worse than LOS D will not meet the City's established concurrency threshold. The level of service shall be calculated with the delay method described in the Transportation Research Board's Highway Capacity Manual 2010 or its updated versions. Adopt a supplemental level of service for Principal Arterials and Minor Arterials that limits the volume to capacity (V/C) ratio to 0.90 or lower, provided the V/C ratio on any leg of a Principal or Minor Arterial intersection may be greater than 0.90 if the intersection operates at LOS D or better. These Level of Service standards apply throughout the city unless an alternative LOS standard is identified. An alternative LOS standard is adopted for 15th Ave NE from N 150th Street – N 175th Street where V/C may not exceed 1.10.

  Adopt level of service standards for transit, walking, and bicycling. Maintain the adopted level of service standards until a plan-based multi-modal concurrency approach is adopted that includes motor vehicles, transit, walking, and bicycling transportation measures.

Figure 2 Transportation system near the campus



The map above illustrates the street system, bicycle, and transit service and facilities in the immediate area of the Fircrest School campus.

Transportation Considerations for the Fircrest Campus

The campus is bound by 15th Avenue NE to the west, NE 150th Street to the south, 25th Avenue NE to the east and Hamlin Park Road to the north and east. Figure 2 illustrates the transportation system surrounding the campus including majofr streets, bicycle facilities, and transit service and stops.

Access to the campus is provided at the signalized 15th Avenue NE at NE 155th Street intersections and along NE 150th Street at unsignalized intersections with 17th Avenue NE and 20th Avenue NE. The main access points to campus are at 15th Avenue NE and 17th Avenue NE. The existing dog park is mainly accessed at 20th Avenue NE and access to other parts of campus via 20th Avenue NE is discouraged with the placement of barriers at the connection to the main campus. The access points along Hamlin Park Road

are gated but are open for special events or residents can check-out a gate key to walk between the site and Hamlin Park or other offsite areas to the north. Private roads and driveways provide circulation on-site, except for NE 160th Street which is a City local secondary street. Most of the on-site roads have speed bumps to slow traffic through the campus. Parking is provided on-site adjacent to buildings. Most of the parking is striped; however, there are some areas with ad-hoc unstriped parking near the plant operations and ATP buildings.

A grid network of streets surrounds the campus and provides good connectivity for driving, walking, and biking. The site is less than a 5-minute drive from Interstate (I) 5 and State Route (SR) 522. Most amenities and commercial uses are south of the site along NE 145th Street including the nearest grocery store, QFC, which is approximately ½-mile from the site. Table 7 summarizes the transportation characteristics of key streets that surround the site.

In addition to the characteristics shown in Table 7, there also is a walking trail along the north side of NE 150th Street between 20th and 25th Avenues NE in South Woods Park. The Interurban Connector that connects between the Burke-Gilman Trail and Interurban Trail runs along the NE 155th Street as well as the Hamlin Park Road, NE 150th Street and 15th Avenue NE site frontages.

There are sidewalks and pathways on-site connecting the buildings. Sidewalks on-site are generally narrow. Sidewalk at the 15th Avenue NE/NE 155th Street site entrance connect to a network of internal paths to the north. Sidewalks are also present along the northwestern side of NE 160th Street between NE 153rd and 158th Streets. No sidewalks exist along the internal road that enters the site and from NE 155th Street and heading south. From the 17th Avenue NE/NE 150th Street entrance sidewalks exist along the east side of 17th Avenue NE extending approximately 320 feet into the site and then connect to parking areas and paths to buildings. No sidewalks exist at a narrow "backdoor" entrance off of 20th Avenue NE, which is surrounded largely by unimproved areas. The on-site roadways are primarily two-lane facilities with no bicycle facilities.

Table 7 Characteristic of key streets near campus

						Average Daily Traffic[d]	
Street	Classification[a]	Vehicle Lanes	Speed Limit[b]	Bike Facility[c]	Pedestrian Facilities[c]	Existing	Future (2030)
15th Ave NE	Principal Arterial	3	35 mph	Bike Lanes	Sidewalk west side	14,750	26,340
NE 155th St	Minor Arterial	3	30 mph	Bike Lanes	Sidewalks	7,350	20,030
NE 150th St	Collector Arterial	2	30 mph	Bike Lanes	Sidewalk north side	3,060	6,700[e]
NE 145th St (SR 523)	Principal Arterial	4 to 5	35 mph	-	Sidewalks	31,790	65,670

a. Source: City of Shoreline Street Classification Map, December 9, 2013
b. Source: City of Shoreline Posted Speed Limit, 2011
c. Facilities on both sides of the street unless otherwise indicated.
d. Represents traffic volumes most proximate to the site as shown in the City of Shoreline, Annual Traffic Report *(Shoreline, Washington: 2018)* or *145th Street Station Subarea Planned Action, FEIS, July 2016*. The future 2030 traffic volume are based on the NE 145th Street FEIS Alternative 4-Compact Community Hybrid.
e. Estimated based on the average growth for the other streets.

The City's 2011 Bike Master Plan proposed a potential bike path/trail through the Campus. The City of Shoreline 2021-2026 Transportation Improvement Program (TIP) identifies funding for new sidewalks along NE 15th Avenue NE between NE 150th Street and Hamlin Park Road and safety improvements at the 15th Avenue NE/NE 148th Street intersection. The 15th Avenue NE/NE 148th Street intersection

safety improvements are providing pedestrian-activated rectangular rapid flashing beacons. The City requires frontage/sidewalk improvements as parcels redevelop to bring facilities up to current City standards; the Campus frontages do not meet current City standards.

Several King County Metro bus routes directly provide the site with regular frequent service. Bus stops are located at the NE 155th Street and 20th Avenue NE access points as well as at the 15th Avenue NE intersections with Hamlin Park Road, NE 150th Street and NE 145th Street. Table 8 provides a summary of the key transit service provided to the campus.

Table 8 Existing transit service to near campus[13]

Transit Route	Service Area	Nearest Stop	Approximate Times	Weekday PM Peak Hour Headway
77	North City to Downtown Seattle	15th Ave NE at NE 155th St & NE 150th St	Peak Hours Only: 5:12 a.m. to 9:25 a.m. (to Downtown Seattle) 3:10 p.m. 7:32 p.m. (to North City)	20 minutes
308	Horizon View to Downtown Seattle	NE 145th St (SR 523) at 15th Ave NE	Peak Hours Only: 5:45 a.m. to 8:36 a.m. (to Downtown Seattle) 4:04 p.m. to 6:51 p.m. (to Horizon View)	33 to 56 minutes
330	Shoreline Community College to Lake City	15th Ave NE at NE 155th St & NE 150th St NE 150th St at 20th Ave NE	7:29 a.m. to 8:04 p.m.	60 minutes
347/348	Richmond Beach to Montlake Terrace Transit Center to Northgate Transit Center	15th Ave NE at Hamlin Park Rd, NE 155th St & NE 150th St	5:23 a.m. to 11:30 p.m.	30 minutes
373	Aurora Village to UW Station	NE 145th St (SR 523) at 15th Ave NE	5:15 a.m. to 7:45 p.m.	15 minutes

Several planned improvements will enhance the transportation system surrounding the campus in the future. The most significant change to transportation in the area is the Shoreline South Link light rail station opening in 2024. The station is located east of I-5, northwest of the 5th Avenue NE/NE 145th Street intersection. Travel time to downtown Seattle on the light rail will be 17 minutes. The southwest corner of the campus is about a one mile or a 15-minute walk from the future Shoreline South Light Rail. The new Link light rail station will also connect to the Sound Transit SR 522/NE 145th Street bus rapid transit (BRT) project opening in 2024. The SR 522/NE 145th Street BRT will provide service between the Station and Bothell with a possible extension to Woodinville. A BRT stop is planned at 15th Avenue NE and NE 145th Street, which is about a five-minute walk from the southwest corner of the site. BRT service will significantly reduce vehicle travel to Bothell, which currently takes 45 to 60 minutes.

In preparation for the light rail, the City prepared the 145th Street Station Subarea Planned Action and in 2016 adopted the 145th Street Multimodal Corridor Study Preferred Design Concept. The 145th Street Multimodal Corridor supports the light rail and BRT stations by providing additional multimodal connectivity within this corridor and the surrounding network. Along 145th Street, City envisions business

[13] King County Department of Transportation – Metro Transit, "Shoreline," *Schedules & Maps* (Seattle, Washington: accessed September 2020).

access and transit (BAT) lanes east of I-5 with transit queue jumps at signalized intersections to increase speed and reliability of transit, improve pedestrian safety with sidewalk upgrades, intersection improvements at key locations, and bike facilities along 15th Avenue NE south of NE 150th Street. The NE 145h Street improvements are currently unfunded so the specific timing is unknown.

Investments in the City's non-motorized and transit infrastructure will become critical in the future considering the anticipated doubling of vehicle traffic (see Table 7) anticipated by 2030. Table 9 shows traffic operations at key intersections and roadways based on available information.

Table 9 Existing and future weekday pm peak hour traffic operations at locations near campus[14]

Intersection/Roadway Segment	Standard	Existing	Future (2030)
Intersections		LOS/Delay[1]	LOS/Delay[1]
15th Ave NE/NE 145th St (SR 523)	LOS D	E/60	F/310
15th Ave NE/NE 150th St	LOS D	B/16	E/69
15th Ave NE/NE 155th St	LOS D	C/30	F/940
Roadway Segments		V/C Ratio	V/C Ratio
15th Ave NE – NE 145th St and NE 150th St	V/C ≤ 0.90	0.52	1.07
15th Ave NE – NE 150th St and NE 155th St	V/C ≤ 1.10	0.73	1.28
NE 155th Street – I-5 and 15th Ave NE	V/C ≤ 0.90	0.61	1.95

Note: Delay in seconds per vehicle, V/C = volume-to-capacity, ***Bold = Locations that do not meet the City's current adopted standard.***

As shown in Table 9, the 15th Avenue NE/NE 145th Street intersection is the only location that currently does not meet the City's standard. There are no locations near the site anticipated to meet the City's operational standards in the future. The City is currently updating their Transportation Master Plan (TMP), which will result in new traffic forecasts and will likely change City's adopted level of service (LOS) policies. As part of the update to the TMP, the City will consider new information on land use including any plans for development of the campus.

Transportation Opportunities and Challenges

- The campus is well-served by transit but walking distance from within the campus could be far depending on the location. Orienting walking paths and providing connections to and from campus outside of the vehicle access points will decrease walking distance and make connecting to bus and light rail easier and more attractive.
- Enhancing connectivity to the transit and bicycle network could reduce parking needs.
- The lack of sidewalks and fencing along the 15th Avenue NE campus frontage presents a barrier for walking and biking to and from campus. Enhancing the 17th Avenue NE entrance to have more a front door feel brings the campus closer to the sidewalk, bicycle, and transit facilities.

[14] Shoreline, "Alternative 4-Compact Community Hybrid," *145th Street Station Subarea Plan. (Represents Alternative 4 Compact Community Hybrid for future conditions unless otherwise noted.)*

- The TMP anticipates poor operations, higher traffic volumes, and more congestion on 15th Avenue NE, therefore, concentrating access to the site along NE 150th Street may help reduce impacts of the development on already congested corridors.
- The campus plans should address accessibility especially given the challenges with steep slopes throughout the campus. Accessible routes and pathways on campus should be defined as development occurs and considered in developing any building placement and designs with this land use assessment.
- Future parking needs can be reduced by locating parking centrally and providing pedestrian connectivity and wayfinding so parking can be shared.
- Traffic calming on campus should consider alternatives to speed bumps as the number of speed bumps throughout campus deters biking.

Environmental Critical Areas

Introduction

To inform the current Fircrest School Land Use Assessment, the consultants assessed critical areas existing conditions. This assessment draws upon prior site documentation, including previous master planning efforts and associated studies that document prior critical area findings and constraints for the campus.

Fircrest Reference Documents

- 1993 March. Fircrest School Master Plan, Final Report. Department of Social and Health Services / Division of Developmental Disabilities.
- 2008 January. Fircrest Excess Property Report – Land Use Options and Recommendations, Report to the Legislature. Washington State Department of Social & Health Services.
- 2009 September. City of Shoreline, Planning & Development Services Dept. Administrative Order #000220-081909. Site Specific Code Interpretation TC 16, TC 17 and TC 18. Code Section 20.80.460 and 20.80.470 Streams. (City Administrative Order)
- 2010 January. Fircrest Campus Excess Property Master Plan, Phase Two – Final Master Plan. Washington State Department of Social and Health Services. Prepared by AHBL, Inc..
- 2017 June. Fircrest School, Campus Master Plan Phase III. Prepared for: Department of Social and Health Services. Prepared by: AHBL, Inc.
- 2018 October. Predesign Study, Nursing Facility New Capacity at Fircrest School, Shoreline. Prepared for: Department of Social and Health Services (DHS), Washington State Office of Financial Management (OFM). Prepared by: Sage Architectural Alliance.
- 2019 February. City of Shoreline, City Council Agenda Item: 9(a).

Table 10 summarizes referenced public-domain resources. Additionally, members of the consultant team conducted a preliminary site walk on September 17, 2020.

Table 10 Summary of online mapping and inventory resources

Resource	Summary
USDA NRCS: Web Soil Survey	The majority of the campus is mapped as Urban land-Alderwood complex. The north and east property edges are mapped as Alderwood-Everett complex.
USFWS: NWI Wetland Mapper	Freshwater wetlands mapped approximately 0.2-mile SW of the site.
WDFW Salmonscape	Hamlin Ditch is labeled by name and mapped as intermittent / ephemeral onsite; these features continue north and east of the subject property.
WA-DNR: Forest Practices Activity Mapping Tool	No streams are mapped on or immediately adjacent to the property.
WDFW: PHS on the Web	No PHS polygons are mapped on the campus. The nearest PHS polygon is a wetland in the Paramount Open Space, approximately 0.2-mile SW of the site.
King County iMAP	An erosion hazard is mapped off-site, adjacent to the NE property line.
City of Shoreline GIS Property Information map	Steep slopes are mapped north and east of the subject property. Steep slopes and/or buffers are mapped along the NE property line.

Findings

The campus is located south of Hamlin Park in the City of Shoreline. The study area is within the Thornton Creek sub-basin of the Cedar-Sammamish watershed (WRIA 8); Section 16 of Township 26 North, Range 4 East of the Public Land Survey System. Most of the site is located in a relatively flat broad valley. A hill in the northwest corner extends approximately 40 to 60 feet above the interior gradient. Along the east property line, the gradient increases approximately 35 feet, steeply in some areas. The property is currently developed with Washington State Department of Social and Health Services facilities. The site has patchy forest stands, though most of the vegetated areas on campus are maintained as lawn with ornamental landscaping. Reviewed public-domain information for the site. is summarized in Table 10.

Geologic Hazards

Slopes that are likely to meet "steep slope" criteria are located along the east property boundary. The northeast side of the campus is at the toe of a slope with a gradient of approximately 35% to 45%.[15] Soil in this area along 12% to 35% slopes is mapped as Alderwood-Everett Complex.[16] As documented in the 2009 City Administrative Order, Golder Associates completed a preliminary geotechnical assessment for the campus in 2002. Though that report did not document any regulatory requirements for on-site or adjacent slopes in the landscape[17], site topography and City of Shoreline GIS Property Information maps indicate a regulated geologic hazard is likely present in the northeast side of the property.

Hamlin Ditch Drainages

Some sources, including Washington Department of Fish and Wildlife, map drainage ditches which feed into the Hamlin Creek system on the east side of the campus. The City of Shoreline reviewed the on-site drainages in 2009 to determine their jurisdictional status. The resulting 2009 City Administrative Order referenced independent studies, including a 2008 Critical Areas Report and Conceptual Restoration Plan for Hamlin Creek by The Watershed Company and a 2004 City of Shoreline Stream and Wetland Inventory and Assessment by Tetra Tech/KCM, Inc., and concluded that City-mapped tributaries on the campus and in Hamlin Park to the north do not meet the City's definition of a regulatory stream. The rationale for this decision includes a lack of potential fish use, the artificial channels, and a lack of at least seasonal flow. As stated in the 2008 report by The Watershed Company, the consultants concur that drainage flows are ephemeral.[18] A September 2020 site walk supports the City's characterization of the drainages as an artificial system for stormwater flows.

Wetlands

Prior studies and referenced public resources identified no wetlands on the campus. The 2009 City Administrative Order documents stream and wetland studies on the site conducted by three separate environmental consulting firms; no reference to regulatory wetlands was found in the provided record.[19]

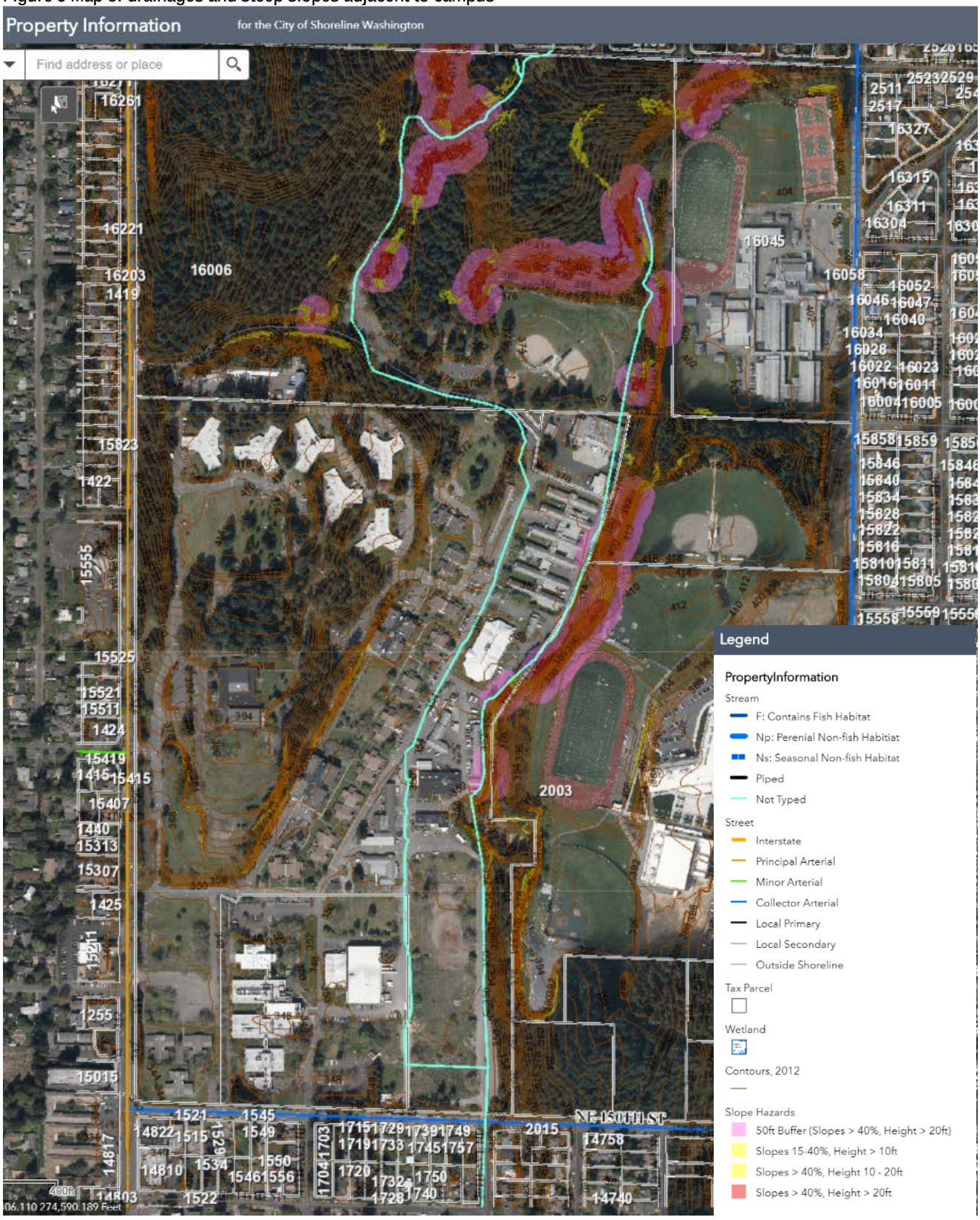
---

[15] King County, "iMap Topography".
[16] United States Department of Agriculture, "Web Soil Survey," Natural Resources Conservation Service, July 31, 2019, websoilsurvey.sc.egov.usda.gov/App/HomePage.htm.

[17] City of Shoreline Planning and Community Development, "Code Section 20.80.460 and 20.80.470 Streams," *Administrative Order #000220-081909, Site Specific Code Interpretation TC 16, TC 17 and TC 18* (Shoreline, Washington: 2009).
[18] Washington State Department of Social & Health Services (DSHS), *Fircrest Excess Property Report – Land Use Options and Recommendations, Report to the Legislature* (Olympia, Washington: 2008).
[19] Shoreline, "20.80.460 and 20.80.470".

The consultants presume the site does not contain regulatory wetland areas. It is possible some segments of the Hamlin Ditch drainages may exhibit wetland characteristics.

Figure 3 Map of drainages and steep slopes adjacent to campus



Regulatory Framework

Local Regulations

The City of Shoreline regulates critical areas under SMC Chapter 20.80[20]. Potential critical areas on the campus that may be subject to local regulations are geologic hazards, fish and wildlife habitat, and wetlands.

Geologic Hazards

SMC 20.80.210 – 250 regulates geologic hazards, such as landslide hazards, seismic hazards, and erosion hazards. If slopes on the east side of the site meet the definition of a landslide hazard area, seismic hazard area, or erosion hazard area, then a 50-foot buffer may be required from all edges of the hazard area. The standard buffer may be reduced to a minimum of 15-feet if a geotechnical study demonstrates that the reduction will not increase the risk of hazard to people or the property, on or off-site (SMC 20.80.230).

It should be noted that an existing perimeter road and some structures in the northeast corner of the site are within the city-mapped potential 50-foot buffer areas. Certain activities are allowed in geologic hazard areas pursuant to SMC 20.80.224 and 20.80.040. Those activities include maintenance or repair of existing legally non-conforming structure or hardscape. Alteration or replacement of a legally nonconforming structure must demonstrate no increased risk and equivalent or better critical area buffer conditions through the Critical Area Report process.

Streams

Fish and wildlife habitat, including streams, are regulated under SMC 20.80.260 – 300. Streams are defined under SMC 20.20.046[21]. The current stream definition is consistent with the decision criteria the City applied in their 2009 Administrative Order. It is our interpretation that the Hamlin Ditch drainages are not regulatory streams under City code. Therefore, no buffer is required.

Ditch Wetlands

Wetlands are regulated under SMC 20.80.310-350. As stated in the City's definition, wetlands do not include artificial wetlands created from nonwetland sites, such as drainage ditches and grass lined swales (SMC 20.80.054). Ditch wetlands are not regulated as wetlands under city code. Therefore, no buffer is required.

State and Federal Regulations

Federal Agencies

Most wetlands and streams are regulated by the U.S. Army Corps of Engineers (Corps) under Section 404 of the Clean Water Act. Any proposed filling or other direct impacts to Waters of the U.S., including wetlands (except isolated wetlands), would require notification and permits from the Corps. Some ditches that meet wetland criteria, even if excavated from uplands, may still be regulated by the Corps under Section 404 of the Clean Water Act as a "water of the United States." If ditches will be impacted, it is advised that the Corps be consulted to determine if they are jurisdictional. The Corps may regulate the onsite ditches from a water quality perspective if direct impacts are proposed.

Federally permitted actions that could affect endangered species may also require a biological assessment study and consultation with the U.S. Fish and Wildlife Service and/or the National Marine Fisheries Service. Compliance with the Endangered Species Act must be demonstrated for activities within jurisdictional

---

[20] City of Shoreline City Clerk's Office, "Section 20.80, Critical Areas" *Shoreline Municipal Code (SMC)* (Shoreline, Washington: November 23, 2020). (This reference applies to all mentions of sub-sections under this code).
[21] City of Shoreline City Clerk's Office, "Section 20.20, Definitions," *Shoreline Municipal Code (SMC)* (Shoreline, Washington: November 23, 2020). (This reference applies to all mentions of sub-sections under this code).

wetlands and the 100-year floodplain. Application for Corps permits may also require an individual 401 Water Quality Certification and Coastal Zone Management Consistency determination from Ecology and a cultural resource study in accordance with Section 106 of the National Historic Preservation Act.

Washington Department of Ecology

Similar to the Corps, the Washington Department of Ecology (Ecology), under Section 401 of the Clean Water Act, is charged with reviewing, conditioning, and approving or denying certain federally permitted actions that result in discharges to state waters. However, Ecology review under the Clean Water Act would only become necessary if a Section 404 permit from the Corps was issued. However, Ecology also regulates wetlands, including isolated wetlands, under the Washington Pollution Prevention and Control Act, but only if direct wetland impacts are proposed. Therefore, activities that avoid filling wetlands would not require this authorization from Ecology.

Activities that propose filling may submit a Joint Aquatic Resources Permit Application (JARPA) to Ecology in order to obtain a Section 401 Water Quality Certification and Coastal Zone Management Consistency Determination. Ecology permits are either issued concurrently with the Corps permit or within 90 days following the Corps permit.

In general, neither the Corps nor Ecology regulates wetland and stream buffers, unless direct impacts are proposed. When activities propose direct impacts, Corps and Ecology joint regulatory guidance may require mitigated wetlands and streams to employ buffers.

Washington Department of Fish and Wildlife

Based on prior site reports and consultation with the Washington Department of Fish and Wildlife (WDFW), it is likely that agency would regulate the on-site drainages. WDFW jurisdiction is limited to any in-channel work: Chapter 77.55 of the RCW (the Hydraulic Code) gives WDFW the authority to review, condition, and approve or deny "any construction activity that will use, divert, obstruct, or change the bed or flow of state waters." This provision includes any in-water work, the crossing or bridging of any state waters, and can sometimes include stormwater discharge to state waters. If a project meets regulatory requirements, WDFW will issue a Hydraulic Project Approval (HPA).

Through issuance of an HPA, WDFW can also restrict activities to a particular timeframe, typically late summer and early fall. However, WDFW has in the past allowed crossings that did not involve in-stream work to occur at any time during the year.

Summary of Site Opportunities and Constraints

Based on this preliminary assessment, critical area constraints on the site appear to be limited to geologic hazards and any direct impacts to the on-site drainages. The following constraints (Table 11) likely apply to this site:

Table 11 Summary of environmental constraints

Critical Area	Jurisdiction	Constraint
Geologic hazards (northeast side of site)	City of Shoreline	50-foot buffer (minimum of 15-feet with Geotechnical Study)
Hamlin Ditch Drainages / Ditch Wetland(s)	WDFW	In-channel work requires permit (HPA) and mitigation may be required
	U.S. Army Corps of Engineers, WA State Dept. of Ecology	Jurisdictional determination and/or permit required, may include mitigation requirement

Although mitigation may be required for state and federal permits, the focus for ditch wetlands is on maintaining water quality where a significant nexus to a Water of the State is identified. If WDFW regulates the drainages as streams, the agency may require riparian planting or in-stream mitigation to maintain the functions and values of the existing system. These agencies may take jurisdiction over on-site ditches if direct or in-channel impacts are proposed.

Other Environmental Considerations

Tree Canopy

Although significant trees are not a critical area, tree canopy is a part of the City's natural resource management. The City manages tree conservation under SMC 20.50, subchapter 5. Goals and priorities in the 2014 Shoreline Parks, Recreation and Cultural Services Urban Forest Strategic Plan should be referenced as site improvement options are considered.

A tree inventory would be needed to characterize site conditions. City of Shoreline defines significant and landmark trees per SMC 20.20.048:

> *Significant tree: Any tree eight inches or greater in diameter at breast height if it is a conifer and 12 inches or greater in diameter at breast height if it is a nonconifer excluding those trees that qualify for complete exemptions from Chapter 20.50 SMC, Subchapter 5, Tree Conservation, Land Clearing, and Site Grading Standards, under SMC 20.50.310(A).*
>
> *Landmark tree: Any healthy tree over 30 inches in diameter at breast height or any tree that is particularly impressive or unusual due to its size, shape, age, historical significance or any other trait that epitomizes the character of the species, or that is an regional erratic.*

Activities that are exempt from Chapter SMC 20.50[22], subchapter 5, include, *"Removal of trees from property zones NB, CB, MB and TC-1, 2 and 3, and MUR-70' unless within a critical area or critical area buffer"* (SMC 20.50.310(A)(5)).

Project review and approval may be issued with conditions that may include designation of protected trees or a native growth protection area on the property (SMC 20.50.330).

The City's development standards for clearing activities indicate minimum tree retention requirements would apply to all activities that are not exempt. At least 20% to 30% of significant trees shall be retained outside of critical areas (SMC 20.50.350).

Recommended Studies

Although the site has been studied in detail over the years, updated assessments are recommended to demonstrate compliance with critical area regulations and facilitate site planning. The following studies are recommended as the project moves forward:

- Geotechnical Assessment
- Wetland Study (including assessment of potential presence of ditch wetlands)
- Arborist Study (tree inventory and health assessment)

[22] City of Shoreline City Clerk's Office, "Section 20.50, General Development Standards," *Shoreline Municipal Code (SMC)* (Shoreline, Washington: November 23, 2020). (This reference applies to all mentions of sub-sections under this code).

Infrastructure

Water

According to the Phase III Master Plan, the campus wide water system is not adequate to serve fire sprinkler needs. A 2019 report with joint recommendations from DNR and OFM[23] (2019 Recommendations) also mentions other deficiencies with the existing water system that will need to be addressed.

- The 2019 Recommendations assume that the existing on-site water system may be leaking and may need to be replaced or upgraded. DSHS points out that no study has been performed, nor has any proof been found of leaks in the underground system. The power plant has been actively monitoring system performance and has noted a significant reduction in the amount of makeup water that is needed for the power plant over the course of the summer of 2020. This has prompted inquiries from North City Water District (NCWD) to investigate the cause.
- North City Water District (NCWD) is the service provider, however the water system on-site is privately owned and maintained by DSHS. NCWD has expressed desire to own and maintain the water system, and discussions between NCWD and DSHS related to this are on-going. NCWD has requested DSHS perform a water system study prior to taking over the system. This study has been included in the FY 2021 – 2023 capital budget request provided to OFM for consideration.
- Ultimately, DOH intends to have a separate water system from DSHS. As part of having a separate system, DOH would have an agreement with NCWD where NCWD would own and maintain the water system. However, until the Legislature funds this plan, DOH will continue to be on the DSHS owned water system.

Stormwater

According to publicly available GIS data, there are two main storm sewer systems serving the site which ultimately feed into public storm sewers. The west side storm system runs north to south, collecting runoff from around the buildings on the west side of the site, leaving the site at the southwest corner of the property. The east side storm system is composed of two parallel north-to-south closed systems, the western reach of which is fed by an open drainage swale which runs south through the center of the nearby Hamlin Park, entering the on-site closed system just south of Hamlin Park Rd/NE 160th St. The eastern reach is fed by an open drainage swale which runs along the east side of Hamlin Park, entering the on-site closed system just north of Hamlin Park Rd/NE 160th St. Both reaches appear to converge at the southeast end of the property, where they leave the site.

- The 2019 Recommendations mention that the existing on-site storm drains have failed several times over the years, primarily due to blockages caused by roots and debris in the laterals connecting the roof drains to the stormwater system. The DSHS maintenance team has been replacing these sections as needed.
- There are two existing stormwater detention ponds on the site. One pond is located on the north side of the campus between the PAT N existing nursing facility buildings and the ATP building. The other pond is located on DOH property, just southwest of the Public Health Laboratory.

[23] Washington State Department of Natural Resources (DNR), *Recommendations on the Underutilized Portions of the Fircrest Campus* (Olympia, Washington: 2019).

- If DOH receives Legislature funding for a south laboratory addition, DOH will be constructing another stormwater detention pond. Similar to water utilities, DOH plans to have a separate stormwater system from the rest of the site.
- Discussions with the City of Shoreline indicates that the City does not classify the aforementioned western reach as a stream, but rather as a drainage, per Administrative Order #000110-081909. The drainage would not be regulated under Shoreline Municipal Code Chapter 20.80. Administrative Order #000110-081909 further describes the drainage as having no salmonid fish use or demonstrated salmonid habitat value. However, the Order also cautions that the State may still consider this drainage a "water of the state" per WAC 220-110-020 (107). If so, additional requirements or restrictions may apply from the State. Additionally, GIS identifies the reach as requiring Hydraulic Project Approval (HPA) from WSDOT.

Sanitary Sewer

Ronald Wastewater District operates two sewer mains which run through the property but has limited information on the condition of the side sewers and connections. Many of these side sewers are old and deteriorated, according to the observations of the District when visiting the property and making other repairs in the past.

- The Phase III Master Plan also notes the deteriorated condition of the side sewers, and additionally suggests that the existing sewer pipes have asbestos insulation which will need to be mitigated, and old pipes will need to be replaced. DSHS notes that most asbestos insulation has been removed from the buildings, however, there is asbestos insulation in areas the staff do not typically access.
- Ronald Wastewater District cautions that they have encountered unmapped and undocumented sewer facilities on the property, such as old pumps, and damaged pipes which have caused sewage to collect in pits.
- DOH has one existing sewer line serving their facility – an 8" PVC line connected to the sanitary sewer on NE 150th St. This 8" PVC pipe was installed in 2015 and replaced a 10" deteriorating clay pipe. Ronald Wastewater has expressed interest in ownership of this 8" PVC sewer, but this remains as a discussion point between Ronald Wastewater and DNR. DOH would also prefer to have their sanitary sewer facilities separate from the campus utilities.

Summary of local infrastructure capacity considerations:

Water

According to the Phase III Master Plan, the campus wide water system is not adequate to serve fire sprinkler needs. In July 2017, the laundry facility caught fire and burned to the ground. It was the opinion of the fire department that the water flows were not sufficient due to capacity issues. The 2019 Recommendations propose two possible solutions.

- Provide an additional water source for the property, such as water tanks. This would help meet the surge in demand in the event of a fire. The Phase III Master Plan includes a proposed location for the water tanks in the upper northwest corner of the campus. According to DSHS, this is based on elevation and proximity to the current North City Maintenance Facility. Prior to the completion of the Master Plan, NCWD and DSHS discussed a location to add system capacity, and NCWD recommended this location. at the upper northwest corner of the campus. It does not appear that proposed development will conflict with this recommended location.
- Include all of the campus within the NCWD system. The site is currently self-managed, and details of the existing on-site water system would need to be requested from DNR, DSHS, or DOH.

- NCWD currently provides a 6" and an 8" service to the site, with two meters (one located on NE 150th Street at the entrance closest to 15th Avenue NE, and one on 15th Avenue NE near the north end of the property).
- There did not appear to be any capacity discussion, in either the Phase III Master Plan or the 2019 Recommendations, regarding the ordinary water demands of the site outside of the fire sprinkler system (i.e. sinks, bathrooms, kitchens, irrigation, etc.). DSHS notes that they have not experienced a lack of water for everyday operations.

Stormwater

According to publicly available GIS data, there is a closed storm system serving the site which feeds into public storm sewers (operated by the City of Shoreline).

- There is limited information on capacity of the system, and further research will need to be performed to investigate drainage complaints in the public storm sewer system downstream of the site. Some buildings on the south end of the site have previously experienced localized flooding in basements. This potentially indicates high groundwater in select areas, and/or inadequacies in the stormwater system. Area 6 (southwest corner) is the lowest part of the campus. However, this area drains into a system leaving the campus at the southwest corner that eventually outlets into wetlands to the southwest.
- Increased runoff from new roofs and parking impervious areas are not anticipated to overburden the existing system, as new on-site flow control facilities will be required with any proposed developments, which will mitigate the off-site flow to pre-developed levels.

Sanitary Sewer

Ronald Wastewater District operates two sewer mains which run through the property.

- The 2019 Recommendations mention that the existing sewer system has excellent site coverage and capacity, and notes that 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. DSHS notes that the Activities Building is supported by a sewer line that runs under the main entry road going south. This sewer line supported buildings which have since been demolished. The Public Health Lab is also connected to this sewer line. According to the Ronald Wastewater District, although the sewer main is in good condition, laterals are not necessarily in good condition (see below).
- Despite excellent coverage and capacity, the information available seems to suggest that repairing or replacing much of the system may still be necessary (due to old and deteriorated side sewers, and asbestos-lined pipes).
- It is possible that the existing sewer mains servicing the site provide adequate capacity, however this should be confirmed.

Stormwater management considerations with development

- Flow control and water quality facilities will be needed to treat the new roof and parking impervious areas, so some land area (or multiple areas) will need to be dedicated to stormwater facilities such as ponds. Appendix D of the Phase III Master Plan proposed ponds at five locations throughout the campus. As an alternative, underground detention could be utilized under proposed parking areas, although ponds are often the more economical solution. Infiltration and dispersion will also need to be evaluated, and if feasible, some land area will need to be dedicated to this, as well.

Infrastructure considerations with development

- **Telecommunications:** Regarding telecommunication utilities, it is understood that Lumen (formerly CenturyLink) currently services the site. Lumen records indicate that there are underground facilities on the site with several service cabinets, handholes, and manholes.
  - There is opportunity to work with other telecommunication service providers such as Comcast and Ziply, as each of these utilities own network facilities adjacent to the site, along 15th Avenue NE.
- **Gas:** Puget Sound Energy (PSE) currently services and maintains existing gas utilities on the site. One single remote meter set near NE 150th Street and 20th Avenue NE provides branch connections throughout the property which services multiple buildings. Site changes requiring gas facilities to be adjusted will need to be coordinated with PSE. Need to coordinate with PSE on future development needs.
- **Electrical:** Electrical services are provided by Seattle City Light (SCL). Per the Phase III Master Plan, electrical service extends from NE 150th Street and is distributed to the site to provide power to the buildings and light poles. It is also understood that DSHS is developing an electrical system capital improvement plan, which includes rewiring and installing an emergency backup system. Furthermore, DOH is currently designing a boiler-plant to move away from utilizing the Fircrest steam plant as the source of heat for most of the buildings on the campus. Powering the boiler-plant requires a new transformer in the southwest area of the site.
  - Information on the projected schedules of these electrical site improvement plans and designs by DSHS and DOH would be helpful, as these improvements would need to be directly coordinated with future site development.
  - The existing Fircrest School Powerhouse has been at its location since 1943. DSHS notes that moving the services currently housed in this building would be costly and would take several years to fund. This has prompted the design of the boiler-plant to provide heat to the campus, to alleviate burden on the existing powerhouse.

Fircrest School Land Use Assessment

Appendix B – Stakeholder Meeting Summaries

DSHS Meeting Summary

The consultants met with DSHS agency staff for a virtual meeting on September 16, 2020. A list of meeting attendees is below, followed by a summary of the key points from the discussion.

Table 1 Meeting attendees

Name/Title	Agency or Firm
DNR Larry Covey, Project Manager Bob Hubenthal, Chief of Capital Programs Upkar Mangat, Superintendent Fircrest School Debbie Roberts, Deputy Asst. Secretary of Development Disabilities Administration	DSHS
Carly Fa'ataualofa, Capital Budget Assistant Jen Masterson, Senior Budget Assistant	OFM
Bob Bengford, Partner Ian Crozier, Associate 1 John Owen, Partner Katy Saunders, Associate 2	MAKERS
Matt Anderson – Principal and Senior Project Director Ben Wharton – Project Manager	Heartland
Mike Mariano - Principal	Schemata Workshop

The group started by discussing the multi-phase master planning process for Fircrest School that DSHS has been leading. Phase 3, the most recent report, completed in 2017, focused on the work that DSHS does today and the immediate development opportunities, while previous took a longer-term view. At the time of that report, the State had not yet begun the implementation of its community civil behavioral health plan, which involves siting small behavioral health center facilities closer to patient's home communities. Thus, a behavioral health center was not included in that plan. DSHS has currently paused the Fircrest School master planning process, to allow for the Land Use Assessment work to conclude.

Retaining adequate flexibility to meet future needs at Fircrest School is very important to DSHS. The school has been on the site for over 60 years, though the footprint has shrunk over time. To date, the campus has been able to accommodate DSHS facilities as they have continued to evolve. DSHS is concerned that significant development of the site could restrict that flexibility for the future. Specific feedback from this discussion is noted below.

- Most maintenance facilities are going to need to be replaced, though some could be consolidated.
- Other buildings are also aging and will need to be replaced eventually
- The Southeast corner of the site (4.9 acres) is on DSHS owned property (Dan Thompson Account land)
  - Currently occupied by City's off leash dog park.
  - Behavioral health center could be sited in this area, but this would prevent revenue being generated for the Dan Thompson Account, which benefits the developmentally disabled community. Siting a BHC here would also limit DSHS' capacity for growth on the property.

- The behavioral health center could also be located in the Southwest corner of the site.
  - There has been some hesitancy from the community, but also a sense that this type of facility may be preferable than significant redevelopment.

The group discussed the near-term plans to replace the existing nursing facility and relocate the Adult Training Program out of the existing building. Key points are noted below.

- Nursing Facility.
  - Single story facilities are a strong preference over multi-story, due to mobility and staff operations issues. Most patient movement through the building will be assisted by staff, so elevators and ramps are obstacles.
  - Nursing residents also have challenges with wayfinding and orientation.
  - Access to the outdoors is particularly important for residents of the nursing facility and single-story facilities make that much easier.
  - A two-story facility could work, as long as residential areas are on the ground floor and admin and offices are above.
  - Potential nursing facility locations
    - The Madrona site is the preferred location.
    - NE corner is also a possibility but this location may require demolition of an existing residential cottages and/or a warehouse currently used to store emergency supplies. Staff also had concerns about potential constraints of this site, due to underground or piped streams.
- Adult Training Program building is aging.
  - The legislature has allocated $1.5 million for design or remodeling building 66 so that it can accommodate the ATP uses. However, Construction of the improvements will require additional funding.
- DSHS expressed concerns about some of the City's permitting process requirements (requiring street improvements, etc.)
  - Agency staff noted that though it is under two owners, the City sees Fircrest school as one large parcel and requires mitigation and other actions correspondingly.

The group also discussed long-term plans for the Fircrest School, the vision for less long-term and more intermediate care on the campus, and the future needs for existing school facilities.

- The vision of a short-term stabilization program is for about 100 beds, but the population would be younger and more active, so the space requirements would be similar to today.
- The Intermediate Care Facility's existing cottages are aging and at-capacity, with people sharing a small space. They will need to be renovated or replaced int eh future.
- During non-COVID times, Fircrest school use the Chapel once a week or so. It is a nice, historic building and Fircrest School would like to continue using it.
- The activities building hosts indoor activities for residents nearly every day. The Phase 3 report noted that this wasn't heavily used, but this wasn't fully accurate.

- Visibility, security and access
  - Visibility of DSHS facilities from the outside is not a big concern of priority
  - Security and visibility of the grounds from existing facilities is important, as staff need to monitor people as they are walking around
  - Good emergency access is important.
  - Community uses the site for some light recreation (walking, etc.) and there has been no issue with this.
  - Off-leash dog walking has been an issue at some times, and there have been some issues with encampments and discarded needles. Some smaller incidences of theft.
  - Any future development needs to carefully consider how to protect the residents of Fircrest School, which are a vulnerable community. Thoughtful consideration of shared circulation routes was one example cited by staff.

DOH/PHL Meeting Summary

The Fircrest School Land Use Assessment consultant team met with a staff member from DOH's Public Health Laboratories (PHL) for a virtual meeting on September 10, 2020. A list of meeting attendees is below, followed by a summary of the key points from the discussion.

Table 2 Meeting attendees

Name/Title	Agency or Firm
Terry Williams, Construction Project Coordinator	DOH
Carly Fa'ataualofa, Capital Budget Assistant Jen Masterson, Senior Budget Assistant	OFM
Bob Bengford, Partner Ian Crozier, Associate 1 John Owen, Partner Katy Saunders, Associate 2	MAKERS
Matt Anderson – Principal and Senior Project Director Ben Wharton – Project Manager	Heartland

The group started the meeting by discussing the PHL's 2010 master planning effort, and how that relates to the recent master planning efforts lead by DSHS for the Fircrest School and campus. Terry Williams, Capital Projects Manager of the PHL, provided an overview of the current facility and plans for renovations and additions to the existing building. He also clarified where current plans for the PHL are slightly different from what was shown in the 2010 master plan. Key points that the team heard from that discussion are noted below.

- DOH now owns 12.5 acres at the Fircrest Campus
- Currently there are ~250 employees, but after COVID the number will be closer to 300. Master plan envisioned ~ 340, so numbers are close to that original plan.
- Original master plan showed additions to the building
  - Current building is ~65,000 sf.

  - Master plan proposed two new wings: ~32,000 sf of new lab space, and a new administration wing.
  - DOH decided to keep the existing administrative wing on the south end of the building, so don't see needing a new administrative wing now.
  - In 2010, there were plans to consolidate from other buildings into the Shoreline facility, but those plans have changed.
  - The planned parking garage will now more likely be surface parking.
  - DOH will build a new environmental services wing.
- Access road east of their property - DOH has developed some plans on the assumption of having a new road from 150th north to building 22/20 and administrative building. This was the road location shown in an earlier version of the DSHS master plan, but in more recent iterations it has shifted further west. PHL prefers the earlier location for that road.
- DSHS has new transformers and City Light connection at the very SW corner of Area 5 (present dog park). PHL is currently designing a boiler-plant to go all electric, and get off Fircrest steam plant. Will need to put in another transformer. South of the dog park, in the SW
- There is a sewer line, installed in 2971, running N-S along the western edge of the PHL site that will need to be accommodated with any future redevelopment.

The group also spent time discussing future uses for the site, to better understand PHL's perspective on development and the most compatible land uses. They also briefly discussed the commute and transportation patterns associated with the facility. Key points from that discussion are noted below.

- PHL has some concerns about residential uses adjacent to the laboratories, as people may complain or become nervous about what is happening within the lab.
- DOH/PHL isn't opposed to residential uses on the site, but would want adjacent development to mitigate the new uses, rather than requiring the lab to make accommodations.
- The Shoreline City park to the east has been a compatible use
- The lab does produce noise and exhaust from fans, and mechanical equipment, but doesn't generate noxious odors. There isn't a vivarium in the building. They do have some specialized lab facilities.
- Most employees drive to the PHL, but there may be a desire for more transit connections. There are some bike commuters as well.
- Occupancy is primarily staff working at the site. Prior to COVID, there were some seminars, but typically there are not a lot of outside visitors to this facility.

DNR Meeting Summary

The consultants met with DNR agency staff for a virtual meeting on September 14, 2020. A list of meeting attendees is below, followed by a summary of the key points from the discussion.

Table 3 Meeting attendees

Name/Title	Agency or Firm
Cassie Bordelon, Policy Director Duane Emmons, Natural Resources, Product Sales and Leasing Division Manager	DNR
Carly Fa'ataualofa, Capital Budget Assistant Jen Masterson, Senior Budget Assistant	OFM
Bob Bengford, Partner Ian Crozier, Associate 1 John Owen, Partner Katy Saunders, Associate 2	MAKERS
Matt Anderson – Principal and Senior Project Director Ben Wharton – Project Manager	Heartland

The group discussed DNR's role as a manager of the CEP/RI trust land at the Fircrest Campus. DNR manage the land and must generate revenue for the trust. The beneficiaries of the CEP/RI trust include the Department of Social and Health Services (DSHS) and the Department of Corrections (DOC). DNR defers to DSHS on how they ultimately use the property under the terms of the lease agreement but they have a legal, fiduciary responsibility governing how they manage trust land, including undivided loyalty to the trust, inter-generational equity, and putting the trust land to productive use. DNR would like to see a long-term cash flow, to maximize benefits for the trust beneficiaries. Further key points heard during this portion of the discussion are noted below.

- Generating more revenue could involve a sale, an exchange, or a commercial lease
- One of the statutory requirements/constraints is that if land is sold, the revenue has to go CEP&RI trust.
- There is Dan Thompson Account land on the campus as well, which is managed by DSHS. The CEP&RI trust and Dan Thompson Account are set-up differently. Two different legal environments govern the site.
- Understanding the conditions of the CEP&RI trust and the Dan Thompson account is important.

The group also discussed the challenges around determining land value under the current zoning, and what they hope to get from this Land Use Assessment process. Key points heard from this portion of the discussion are noted below.

- Not knowing what the final zoning will be has made it challenging in the past to fully determine land valuation.
- Would be helpful to have the City outline what the zoning might be and use that as a base for the assumptions.

- If there were a change, DNR would collaborate with the City to work through the zoning change process – DNR has some constraints, but they have the ability to work through that process.
- For the Land Use Assessment, DNR wants to see clear, well-defined options for the legislature to consider.
- DNR staff also hope to see a direction on how to address the property come from this Land Use Assessment

City of Shoreline Meeting Summary

The consultants met with City of Shoreline staff for a virtual meeting on September 14, 2020. A list of meeting attendees is below, followed by a summary of the key points from the discussion.

Table 4 Meeting Attendees

Name, Title	Agency, Municipaility, or Firm
Nate Daum, Economic Development Manager Kendra Dedinsky, City Traffic Engineer Nora Gierloff, Planning Manager Jim Hammond, Intergovernmental Relations and General Factotum Rachel Markle, Planning & Community Development Director Steve Szafran, Senior Land Use Planner	City of Shoreline
Carly Fa'ataualofa, Capital Budget Assistant Jen Masterson, Senior Budget Assistant	OFM
Bob Bengford, Partner Ian Crozier, Associate 1 John Owen, Partner Katy Saunders, Associate 2	MAKERS
Matt Anderson – Principal and Senior Project Director Ben Wharton – Project Manager	Heartland

The group started by discussing the current uses and the City's perspective on the long-term opportunities for the Fircrest School campus. City of Shoreline staff were excited that this project would take a big-picture approach to the site. They noted that in recent years a lot has changed in how the campus is used and that buildings are aging. The City is happy to work with the state in how they would like to use the site, and they would like to see something happen as a result of this Land Use Assessment. Key points from this discussion are noted below.

- People who reside at the DSHS facilities are Shoreline residents, so the City considers their needs.
- The area is also an employment center, which in turn supports other local businesses, so that is an important consideration for the City.
- The City supports the State in locating a future 48-bed behavioral health center at the site – they recognize this is a need in the community, regionally and state-wide, and sees this as an essential public facility.

  - The City recognizes that some jobs would come from this but would like to see more commercial uses at the campus.
  - Proposing this facility would require a Master Development Plan (SMC 20.30.353)
- The City wants to unlock the economic development potential of the site and bring commercial uses with living-wage jobs to the area to help support a diverse community.
- Commercial uses are more of a priority for the City, but staff noted the City is not opposed to residential uses, and will support this if the State feels this is needed.
- The City would also like to see about 5 ac of open space set aside for active recreation, to account for how shoreline residents are currently using the site as extra open space. Active recreation could range from sports fields to community garden.

The group also discussed the site's existing zoning and permit requirements, noting that bringing new uses to the site would require additional changes to City plans and zoning. Key points of this discussion are noted below

- A Master Development Plan will be required for any change to the site. These are helpful for institutional uses, but not for residential or commercial development
- If alternate uses are proposed, zoning changes and a comp plan amendment would be required.
  - If there are significant changes as a result of densification (additional traffic, intensity of development, etc.) the City would expect to see concurrency per the GMA.
  - The community has to see the benefits in order to accept intensification of use at the site. Benefits to the COS also have to be clear.
- Without having a clear parcel identified by the state, the City can't take a first step.
  - If the state separates out a parcel, it would need to have a comp. plan amendments and rezone, and COS would support that.
- Short-term guarantees aren't compelling to the City - truly useable recreational open space has to have long-term view. Would have to see scope, longevity in the plans for the City to justify any capital investments.
- Community currently uses the site for walking, bird watching, dog walking. Trees are important to the community and may be a big concern.
- Potential zoning options to study
  - Community business zone is one starting point– this zoning is to the north and to the south. Would allow for greater height, and a variety of uses, whether it is housing, existing zoning at Fircrest, etc.
  - Higher zone would be Mixed Business, which is more intense, more height (70')…mixed use
  - MUR 70 would be an even more intense use – best way of achieving highest and best use in Shoreline.

City staff shared that the strongest benefit to the community would be open space and commercial options that provided living-wage jobs. Staff didn't feel that the community would see housing it and of itself as a

high community benefit, particularly since this area wasn't included in a recent rezoning discussion related to the future light rail station which is located to the west of the campus. If housing is pursued, the City Council has expressed a desire for mixed-income communities. The group also touched on transportation needs and next steps. Key points from this discussion are noted below.

- Would like to see commercial uses that build on the existing assets and provide living-wage jobs – an innovation district around the lab, for example, as Shoreline Community College has a job training program.
- Film-making is another industry that has been operating in Shoreline. There is a need for a soundstage and existing facilities at Fircrest are often used as a backdrop.
- Sidewalks are a big concern in the area, and 15th Ave is an area of focus.
- There is mixed feedback on the current roadway and capacity for 15th Ave.
- Future engagement with the community about these topics will be needed.

Fircrest School Land Use Assessment

Appendix C – Transportation Assessment of Alternatives

Transportation Assessment of Alternatives

The transportation review of the Fircrest School Land Use Alternatives focuses on the net increase in development for the site to identify potential impacts and recommended mitigation strategies. The land use presented could vary by approximately plus or minus 10%; however, based on a sensitivity review it is anticipated that this variation in land use would result in similar transportation impacts and mitigation as presented in this section.

Parking

As described in the review of existing/background conditions, SMC provides minimum off-street parking requirements by land use as well as criteria that a project can meet to qualify for a parking reduction. Table 1, Table 2, and Table 3 provide a summary of the potential additional site parking needs for the Alternatives based on the SMC requirements and estimated peak parking demand. The average peak parking demand rates from the Institute of Transportation Engineers *Parking Generation* were used to calculate peak parking demand.

Table 1 Summary chart comparing the three comprehensive alternatives

Development Area	Land Use	Size	Code Requirement	Code Parking Supply	Parking Demand Rate[5]	Demand
1	Behavioral health center	48 beds	1 per bed[1]	48 spaces	3.74 per bed	180 vehicles
2	Multifamily	510 units	1 per bedroom[2]	510 spaces	0.75 per unit	383 vehicles
2	Townhomes	65 units	1 per bedroom[2]	65 spaces	0.66 per unit	43 vehicles
3	Nursing Facility	120 beds	1 per 4 beds	30 spaces	0.36 per bed	43 vehicles
5	Townhomes	82 units	1 per bedroom[2]	82 spaces	0.66 per unit	54 vehicles
6	Park	5 acres	TBD[3]	-	1.21 per acre	6 vehicles
7	Office	185,000 sf	1 per 500 sf	370 spaces	2.39 per 1,000 sf	442 vehicles
		Total Estimated		+/- 1,105 spaces[4]		1,151 vehicles

Source: Shoreline Municipal Code (SMC) 20.50.390 Tables A
Notes: sf = square-feet

1. Behavior Health Center parking code requirement based on hospital land use.
2. Residential parking requirements are based on per bedroom. The analysis assumes 1 bedroom per unit.
3. Park parking requirements are based on Director's decision.
4. The total estimated parking requirement by alternatives does not include parking for the park or potential reductions in parking related to parking and transportation demand management and transit access.
5. Based on average peak parking demand from Institute of Transportation Engineers *Parking Generation 5th Edition* 2019.

Table 2 Alternative 2 parking code requirements and estimated peak parking demand

Development Area	Land Use	Size	Code Requirement	Code Parking Supply	Parking Demand Rate[5]	Demand
1	Nursing Facility	120 beds	1 per 4 beds	30 spaces	0.36 per bed	43 vehicles
2	Multifamily	510 units	1 per bedroom[2]	510 spaces	0.75 per unit	383 vehicles
2	Townhomes	65 units	1 per bedroom[2]	65 spaces	0.66 per unit	43 vehicles
3	Park	5 acres	TBD[3]	-	1.21 per acre	6 vehicles
5	Townhomes	82 units	1 per bedroom[2]	82 spaces	0.66 per unit	54 vehicles
6	Office	168,450 sf	1 per 500 sf	337 spaces	2.39 per 1,000 sf	403 vehicles
6	Multifamily	162 units	1 per bedroom[2]	162 spaces	0.75 per unit	122 vehicles
7	Behavioral health center	48 beds	1 per bed[1]	48 spaces	3.74 per bed	180 vehicles
		Total Estimated		+/- 1,234 spaces[3]		1,234 vehicles

Source: Shoreline Municipal Code (SMC) 20.50.390 Tables A
Notes: sf = square-feet

1. Behavior Health Center parking code requirement based on hospital land use.
2. Residential parking requirements are based on per bedroom. The analysis assumes 1 bedroom per unit.
3. Park parking requirements are based on Director's decision.
4. The total estimated parking requirement by alternatives does not include parking for the park or potential reductions in parking related to parking and transportation demand management and transit access.
5. Based on average peak parking demand from Institute of Transportation Engineers *Parking Generation 5th Edition* 2019.

Table 3 Alternative 3 parking code requirements and estimated peak parking demand

Development Area	Land Use	Size	Code Requirement	Code Parking Supply	Parking Demand Rate[5]	Demand
1	Behavioral health center	48 beds	1 per bed[1]	48 spaces	3.74 per bed	180 vehicles
2	Multifamily	510 units	1 per bedroom[2]	510 spaces	0.75 per unit	383 vehicles
2	Townhomes	47 units	1 per bedroom[2]	47 spaces	0.66 per unit	31 vehicles
3	Nursing Facility	120 beds	1 per 4 beds	30 spaces	0.36 per bed	43 vehicles
5	Townhomes	82 units	1 per bedroom[2]	82 spaces	0.66 per unit	54 vehicles
6	Park	5 acres	TBD[3]	-	1.21 per acre	6 vehicles
7	Office	185,000 sf	1 per 500 sf	370 spaces	2.39 per 1,000 sf	442 vehicles
		Total Estimated		+/- 1,087 spaces[3]		1,139 vehicles

Source: Shoreline Municipal Code (SMC) 20.50.390 Tables A
Notes: sf = square-feet

1. Behavior Health Center parking code requirement based on hospital land use.
2. Residential parking requirements are based on per bedroom. The analysis assumes 1 bedroom per unit.
3. Park parking requirements are based on Director's decision.
4. The total estimated parking requirement by alternatives does not include parking for the park or potential reductions in parking related to parking and transportation demand management and transit access.
5. Based on average peak parking demand from Institute of Transportation Engineers *Parking Generation 5th Edition* 2019.

As shown in Table 1, Table 2, and Table 3, the SMC parking requirement could be between 1,080 and 1,250 additional parking spaces. The peak parking demand for the Alternatives is similar to the SMC requirements with approximately 1,100 and 1,250 additional vehicles. The review of parking does not consider potential parking reduction; however, the SMC does allow for parking reductions ranging from 20% to 50%. Shared parking opportunities are anticipated to be limited with all Alternatives due to the site layout and proposed land uses. The size of the site makes the walking distance from a potential centrally located parking area long; the only opportunity for shared parking may be with Alternative 2 that includes mixed use with residential and commercial in Area 6. Other than Alternative 2 in Area 6, the proposed land uses with the Alternatives are not compatible for shared parking because peak parking characteristics are similar and not opposite such that peaks occur at different times. With the current land use plans, parking needs for all the Alternatives could be reduced based on:

- Providing a parking management plan and demonstrating transportation strategies to reduce parking needs for all or portions of the on-site uses including elements like incentives for not driving to campus, commuter information centers, charging for parking, providing discounts for transit passes, enhancing connectivity to the transit and bicycle network etc.
- Bus Rapid Transit (BRT) is planned along NE 145th Street with the 15th Avenue NE/NE 145th Street bus stop located less than ¼-mile from the site and the City allows for a parking reduction for projects ¼-mile from high capacity transit.
- Public parks are provided on-site with the Alternatives and pedestrian facilities should be designed to accommodate public access.

Transportation

The campus is well-served by transit and an offsite bicycle network but distances within the campus could continue to be far depending on your location with the Alternatives. In addition, all the Alternatives should provide accessible routes and pathways given the challenges with steep slopes throughout the campus. The key to reducing the off-site transportation impacts and parking needs of the Alternatives is to orient walking paths and provide connections to and from off-campus beyond the vehicle access points to reduce walking distances and make connectivity to the existing and future transit and bicycle network easier and more attractive.

Table 4, Table 5, and Table 6 summarize the potential vehicle trip generation of the Alternatives. The trip generation estimates account for existing uses that would be removed with the proposed development Alternatives. Most vehicle trips generated by the Alternatives are anticipated to occur to and from the off-site because the mix of uses is such that minimal trips are anticipated between the different land uses on-site.

Table 4 Alternative 1 trip generation summary

Development Area	Land Use	Size	Trip Rate[1]	Inbound	Outbound	Total
			Daily			
1	Behavioral health center	48 beds	22.32	536	536	1,072
2	Multifamily	510 units	5.45	1,389	1,389	2,778
2	Townhomes	65 units	7.28	237	237	474
3	Nursing Facility	120 beds	3.06	184	184	368
5	Townhomes	82 units	7.28	298	298	596
6	Park	5 acres	0.78	2	2	4
7	Office	185 ksf	10.42	964	964	1,928
	Subtotal			3,610	3,610	7,220
	Existing Uses Removed			*-267*	*-267*	*-534*
	Net New Daily			3,343	3,343	6,686
			AM Peak Hour			
1	Behavioral health center	48 beds	2.54	88	34	122
2	Multifamily	510 units	0.36	48	133	181
2	Townhomes	65 units	0.46	7	23	30
3	Nursing Facility	120 beds	0.17	14	6	20
5	Townhomes	82 units	0.46	9	29	38
6	Park	5 acres	0.02	0	0	0
7	Office	185 ksf	1.06	168	28	196
	Subtotal			334	253	587
	Existing Uses Removed			*-32*	*-9*	*-41*
	Net New AM Peak Hour			302	244	546
			PM Peak Hour			
1	Behavioral health center	48 beds	1.89	25	66	91
2	Multifamily	510 units	0.44	135	83	218
2	Townhomes	65 units	0.55	23	13	36
3	Nursing Facility	120 beds	0.22	9	17	26
5	Townhomes	82 units	0.55	28	17	45
6	Park	5 acres	0.11	1	0	1
7	Office	185 ksf	1.06	28	168	196
	Subtotal			249	364	613
	Existing Uses Removed			*-12*	*-33*	*-45*
	Net New PM Peak Hour			237	331	568

Notes: ksf = 1,000 square-feet

1. Average trip generation rate or equation rate from ITE *Trip Generation Manual*, 10th Edition.

Table 5 Alternative 2 trip generation summary

Development Area	Land Use	Size	Trip Rate[1]	Inbound	Outbound	Total
			Daily			
1	Nursing Facility	120 beds	3.07	184	184	368
2	Multifamily	510 units	5.45	1,390	1,390	2,780
2	Townhomes	65 units	7.28	237	237	474
3	Park	5 acres	0.8	2	2	4
5	Townhomes	82 units	7.28	298	298	596
6	Office	168,450 sf	10.45	880	800	800
6	Multifamily	162 units	5.45	441	441	882
7	Behavioral health center	48 beds	22.33	536	536	1,072
	Subtotal			3,968	3,968	3,936
	Existing Uses Removed			*-267*	*-267*	*-534*
	Net New Daily			3,701	3,701	7,402
			AM Peak Hour			
1	Nursing Facility	120 beds	0.17	14	6	20
2	Multifamily	510 units	0.35	48	133	181
2	Townhomes	65 units	0.46	7	23	30
3	Park	5 acres	0.02	0	0	0
5	Townhomes	82 units	0.46	9	29	38
6	Office	168,450 sf	1.07	154	26	180
6	Multifamily	162 units	0.35	15	42	57
7	Behavioral health center	48 beds	2.54	88	34	122
	Subtotal			335	293	628
	Existing Uses Removed			*-32*	*-9*	*-41*
	Net New AM Peak Hour			303	284	587
			PM Peak Hour			
1	Nursing Facility	120 beds	0.22	9	17	26
2	Multifamily	510 units	0.43	136	83	219
2	Townhomes	65 units	0.55	23	13	36
3	Park	5 acres	0.2	1	0	1
5	Townhomes	82 units	0.46	28	17	45
6	Office	168,450 sf	1.06	24	154	178
6	Multifamily	162 units	0.43	43	27	70
7	Behavioral health center	48 beds	1.89	25	66	91
	Subtotal			289	377	666
	Existing Uses Removed			*-12*	*-33*	*-45*
	Net New PM Peak Hour			277	344	621

Notes: ksf = 1,000 square-feet

1. Average trip generation rate or equation rate from ITE *Trip Generation Manual*, 10th Edition.

Table 6 Alternative 3 trip generation summary

Development Area	Land Use	Size	Trip Rate[1]	Inbound	Outbound	Total
			Daily			
1	Behavioral health center	48 beds	22.32	536	536	1,072
2	Multifamily	510 units	5.45	1,389	1,389	2,778
2	Townhomes	47 units	7.28	170	170	340
3	Nursing Facility	120 beds	3.06	184	184	368
5	Townhomes	82 units	7.28	298	298	596
6	Park	5 acres	0.78	2	2	4
7	Office	185 ksf	10.42	964	964	1,928
	Subtotal			3,542	3,542	7,084
	Existing Uses Removed			*-267*	*-267*	*-534*
	Net New Daily			3,275	3,275	6,550
			AM Peak Hour			
1	Behavioral health center	48 beds	2.54	88	34	122
2	Multifamily	510 units	0.36	48	133	181
2	Townhomes	47 units	0.46	5	17	22
3	Nursing Facility	120 beds	0.17	14	6	20
5	Townhomes	82 units	0.46	9	29	38
6	Park	5 acres	0.02	0	0	0
7	Office	185 ksf	1.06	168	28	196
	Subtotal			332	247	579
	Existing Uses Removed			*-32*	*-9*	*-41*
	Net New AM Peak Hour			300	238	538
			PM Peak Hour			
1	Behavioral health center	48 beds	1.89	25	66	91
2	Multifamily	510 units	0.44	135	83	218
2	Townhomes	47 units	0.55	17	9	26
3	Nursing Facility	120 beds	0.22	9	17	26
5	Townhomes	82 units	0.55	28	17	45
6	Park	5 acres	0.11	1	0	1
7	Office	185 ksf	1.06	28	168	196
	Subtotal			244	360	604
	Existing Uses Removed			*-12*	*-33*	*-45*
	Net New PM Peak Hour			232	327	559

Notes: ksf = 1,000 square-feet

1. Average trip generation rate or equation rate from ITE *Trip Generation Manual*, 10th Edition.

As shown in Table 4, Table 5, and Table 6, the Alternatives generate approximately 6,500 to 7,400 additional daily trips with 500 to 630 net new trips occurring during the weekday peak hours. There is a potential that the Alternatives trip generation could be decrease with improved connectivity to the transit and bicycle network and/or transportation demand management strategies that would reduce overall reliance on vehicles to and from the site.

As described in the evaluation of background conditions, the roadways and intersections near the site are not anticipated to meet the City's operational standards in the future. The City is currently updating their Transportation Master Plan (TMP), which will result in new traffic forecasts and will likely change City's adopted level of service (LOS) policies. As part of the update to the TMP, the City will consider new information on land use including any plans for development of the Fircrest School Campus. It will be important with all Alternatives for the site to connect to the City's non-motorized and transit infrastructure to reduce reliance on vehicle travel for the site uses.

Transportation Impact Fees

Development will be required to pay the City of Shoreline transportation impact fees (TIFs) per SMC 3.80.010. Fees collected are used to construct transportation projects on the City's Transportation Improvement Plan identified to accommodate future traffic growth in the City. As of January 2020, the City has a fee of $7,603.80 per weekday PM peak hour trip. Table 7 provides a summary of the potential TIF for the Alternatives based on the estimated trip generation.

Table 7 Estimated transportation impact fees by alternative

Alternative	Estimated Weekday PM Peak Hour Trips	Approximate Impact Fee [1]
1	568	$4,319,000
2	621	$4,722,000
3	559	$4,251,000

1. Based on an estimate of $7,603.80 per trip and rounded to the nearest 1,000.

As shown in the Table 7, TIF for the Alternatives is estimated to be between $4.3 million and $4.7 million.

Site Access

Vehicle and non-motorized access were evaluated for each of the alternatives with consideration of the location of development, types of land uses and the estimated trip generation. The following describes recommendations for the alternatives. The overall recommendations relative transportation needs and mitigation for the alternatives are generally consistent.

Alternative 1

Figure 1 provides a summary of key transportation considerations for Alternative 1 including:

- A non-motorized connection should be provided to the off-site from Areas 2 and 3. This connection could be provided either via 15th Avenue NE or Hamlin Park Road NE.
- Traffic calming on campus should consider alternatives to speed bumps as the existing number of speed bumps throughout campus deters biking.
- Traffic control improvements such as a signal will likely be needed along NE 150th Street to serve the proposed commercial development in Area 7 as well as the existing site uses.

Figure 1 Summary of alternative 1 transportation considerations



Alternative 2

Figure 2 provides a summary of key transportation considerations for Alternative 2 including:

- Similar to Alternative 1, a non-motorized connection should be provided to the off-site from Area 2. This connection could be provided either via 15th Avenue NE or Hamlin Park Road NE.
- Traffic calming on campus should consider alternatives to speed bumps as the existing number of speed bumps throughout campus deters biking.
- Traffic control improvements such as a signal will be needed along NE 150th Street to serve the proposed commercial development in Area 6 as well as the existing site uses.
- A right-in/right-out access should be considered along 15th Avenue NE to serve Area 6.
- Mixed use development located at Area 6 improves access to transit for site uses by locating uses closer to the BRT corridor along NE 145th Street as well as other transit facilities surrounding the site.

Alternative 3

Figure 3 provides a summary of key transportation considerations for Alternative 3 including:

- Vehicle access is anticipated along 15th Avenue NE at NE 158th Street, which will also serve non-motorized access to/from Areas 2 and 3.
- Traffic calming on campus should consider alternatives to speed bumps as the existing number of speed bumps throughout campus deters biking.
- Traffic control improvements such as a signal will likely be needed along NE 150th Street to serve the proposed commercial development in Area 7 as well as the existing site uses.

Figure 2 Summary of alternative 2 transportation considerations



Figure 3 Summary of alternative 3 transportation considerations



of the City of Shoreline Landmarks Commission Page 16 Part IX Appeals and Reconsiderations section 2) DSHS did not meet either of these criteria.

1. DSHS did not demonstrate that there were any errors or omissions in fact in the original decision.

DSHS did not demonstrate that there were any errors or omissions of fact in the original decision. In its letter requesting reconsideration, DSHS admits that it had asked the original Commission to adjust the boundary line in the original hearing on the nomination and the Commission rejected its request. Regardless, DSHS repeated the same request again on Reconsideration.

DSHS claimed that the previous decision was based on an error or omission of fact because Commissioners Caroline Lemay and Candace Tucker "crafted" a "compromise" boundary line that was "adjusted for the purported benefit of DSHS." DSHS Petition for Reconsideration. On March 25, 2021, DSHS claimed that the "Commmission appears to have confused the area that was to be excluded via compromise, removing an area in the southeast corner that is of little-to-no-value to DSHS."

DSHS disregards the discussion of the Commission members about this issue prior to their original vote. In the beginning of the meeting, the Commissioners considered excluding the northern portion of the Landmarked area. By the time their deliberations were concluded, the Commission had determined to instead exclude the southern portion of the Landmark. What DSHS claims as error, the Commissioners view as their choice, leaving no basis for DSHS bid for Reconsideration.

One of the clearest demonstrations of this lack of proof were the statements by the various Commissioners themselves that they knew what they were voting on and had not made an error. The following statements were made at the Reconsideration hearing:

> Commissioner Amber Early *"So it seems like the real issue that we are discussing is, well a couple of things right, whether the proposed new boundary from DSHS affects setting but also whether our decision*

> *at the January meeting was based on incorrect information that was presented during that meeting or discussed during that meeting. I would like to say regarding the second issue is I believe and I don't necessarily want to speak for everyone and it's unfortunate that Candice and Carolyn aren't here but I believe that by the time we voted on the motion that we all understood very, pretty clearly that we were including the northern portion and excluding the southern portion. And certainly it was confusing in the middle of the discussion and required some clarification questions but I for one was very clear on what we were voting for and I was very clear that what we were discussing and though some directions got confused in the discussion it was very clear that we were talking about the northern portion. "* March 25th Reconsideration hearing [2:36:02 – 2:37:37]
>
> Commissioner Amy Blue "*I wasn't in the January meeting, I've looked over it and the minutes and everything so I'm going to leave that and thank Amber for the clarification. I'm not going to weigh in on that part as far as the basis for the Reconsideration."* March 25th Reconsideration hearing [2:37:49-2:38:10]
>
> Commissioner Adam Alsobrook *"This is what I want. I want the coordinates from the site plan read into the record as part of the motion. I don't want there to be any doubt about what the boundaries are that we are settling on are. And this is the problem that I had before. I do not want that to be a problem again. But I, I just have to go on the record and say that I do not appreciate being personally attacked by the applicant (in this case DSHS). And the reason I am pointing that out is because I feel like I need to recuse myself because I feel like I've developed animosity for this particular applicant. And I just wanted to go on the record and say that."* March 25th Reconsideration hearing [2:45:55 – 2:47:08]

Later in the meeting when specific coordinates were not available from DSHS for what they were asking for Adam once again expressed his frustration.

> *Yes, I mean I'm very sorry, I don't have a poker face, I cannot tell you how frustrating this is because I basically have an attorney from the State telling me that I'm a f***ing idiot. And I am looking at this and once again we're arguing over this. This is really infuriating and I really feel like I just need to pull out of the meeting and recuse and just let you guys move on because I am just really mad right now."* [2:59:09 – 2:59:46]

The context of Commissioner Alsobrook's frustration is that he and the other Commissioners were well aware of what they had decided and to be told they were "confused" or "in error" he found personally objectionable. Commissioner Lake stated:

> Chair Christy Lake: *"I would agree that when I voted at that last meeting I was aware of what I was voting for."* March 25th Reconsideration hearing [2:52:57 – 2:53:29]

Commissioner Galuska confirmed that from listening to the discussion taking place in the March meeting that he understood that the Commissioners did not agree with DSHS assertion that an error had been made:

> Commissioner Amber Early: *"While Sarah's doing that (pulling up another map for Commissioners to see) I am curious Commissioner Galuska, do you have any opinions on this one way or the other?"* March 25th Reconsideration Hearing [3:2:34-3:02:41]

> Commissioner Galuska: *"It might, well as far as that area on the road I would agree I don't think that has a lot of bearing on the structure or the setting based on the additional pictures we've seen here. "What I am unsure of is as this is a request for Reconsideration. I wasn't here when we voted. I was here for the discussion and through the discussion that I was a part of I believe I was here for most of the hearing, but I had to leave before the vote; I thought there was a pretty good understanding of what areas were being discussed and then I assumed it would be carried on until it was voted on unless anyone here can tell me differently. So I don't believe there it sounds like the Commission agrees there was an error in its decision. Is what we are considering today that there is additional information that could not be provided at the time of the previous hearing which is requiring us to change the decision?"* March 25th Reconsideration Hearing [3:2:42 – 3:03:52]

Commissioner Ella Moore asked Sarah Steen a question about a map just pulled up for viewing and Commissioner Amber Early asked Commissioner Galuska to clarify his statement:

> Commissioner Amber Early: *"So I want to get back to what Commissioner Galuska was just talking about. I'm trying to understand your point so if I get it wrong please correct me but I think you were asking whether DSHS their request for Reconsideration is based on what happened in the January meeting that the Commission*

had a misunderstanding of what was to be included in the boundary and got it wrong based on the discussion. We as a commission are saying that we did not get it wrong, we understood what we were voting on and so are you asking if that then determines whether we deal with this revised boundary at all?" March 25th Reconsideration Hearing [3:4:38 – 3:05:32]

Commissioner Galuska: *"It kinda depends on what your adopted rules are. I know for the jurisdiction I work for currently there are examiner rules which state "the examiner", this is different it's, I'm just drawing a rough parallel here the rules clearly state under Reconsideration 'If the examiner makes a decision and the examiner later decided there was a better decision but he didn't make an error in his previous decision he couldn't change it.' So I am wondering, are we holding to the same standard and say 'no the previous vote was correct, all the information that could be provided was provided and the board clearly knew what it was doing and we did not make an error. Is that the standard you're used to or is the standard the person asking for the reconsideration is saying that could you reconsider and change your decision because we think this area,..' That's what I am trying to find is the basis for us making this decision."* March 25th Reconsideration Hearing 3:5:36-3:06:47]

Therefore, none of the Commssioners thought they made an error on the first Landmark decision. The Commissioners therefore rejected the argument made by the DSHS attorney that they were "confused" about the boundary line in question.

2. DSHS did not present any new information bearing on the decision that was not reasonably available to the petitioner at the time the original decision was made

With its Petition for Reconsideration, DSHS submitted what it described as "new photographs of the parking lot towards the chapel from the existing parking lot; photographs from the area to the northeast of said parking lot; and some rough mapping on tree locations and sizes northeast of the existing parking lot. There was nothing new or unique about this information. Nothing about this information substantiated or supported a conclusion that the proposed excluded area had not been appropriately included as part of the designated landmark in the original decision. Moreover, the

photos and mapping could have easily been presented by DSHS in November, 2020 and January, 2021.

The Commission did not even conclude that this criterion had been met by DSHS. In the March 25th Reconsideration Hearing, Commissioner Andy Galuska asked, *" Is what we are considering today that there is additional information that could not be provided at the time of the previous hearing which is requiring us to change the decision?"* (cited above within the quote from the recording within 3:03:00 – 3:03:52) The other Commissioners ignored his question, leading one to conclude that there really was no new information provided. In fact, the Commission didn't make any findings of fact or conclusions of law on this requirement at all. It's almost as if the Commission wanted to grant the request to revise the boundary despite that the criterion for reconsideration had not been met.

3. The Commission erred when it based its decision on a conclusion that the revision would not have a significant adverse impact on the integrity and character of the Chapel setting

Instead of applying the legal standard for reconsideration, the Commission reversed its original decision on the grounds that the proposed revision "would not have a significant adverse impact on the integrity and character of the Chapel setting. See Shoreline Landmarks Commission Findings of Fact and Decision, page 1 paragraph 6. That is not the appropriate legal standard for consideration of a motion for reconsideration. The Commission essentially made up their own ad-hoc legal standard for review of the petition from DSHS.

The question of whether there would be "significant adverse impacts on the integrity and character" of the landmark echoes the legal standard for a threshold determination under the Washington State Environmental Policy Act (SEPA). Of course, the central question presented in SEPA review is whether a project will or will not have significant adverse impacts to the environment. RCW 43.21C.030.

That is not the legal standard for review of a petition for reconsideration, much less for a decision about whether to designate a landmark in the first place. The standard for designation of a landmark is summarized in KCC 20.62.040. The Commission that issued the original decision designating the entire 2.7 acres as a landmark spent a considerable amount of time and effort reviewing evidence and testimony for its original decision, properly applied the standard for designation that is set forth in KCC 20.62.040 and set the boundaries of the landmark based on their assessment of the evidence and the legal criteria. Based on extensive testimony, evidence and arguments that were presented at the November and January hearings, the Commission designated the entire 2.7-acre area, which included the Naval Hospital Chapel and surrounding forest, as a Shoreline Landmark. The Commission applied the standard for designation that is set forth in KCC 20.62.040, specifically concluding that the 2.7-acre parcel met Criteria A1 and A3. The Commission concluded that the Chapel is integrated with its forest setting, which was cultivated as an important element of its design.

The second Commission cannot reconsider and alter that original decision on a whim or based on a feeling or belief that it won't have an adverse significant impact. They must follow the rule of law and apply the legal standard for reconsideration of that original decision. The Reconsideration Decision should be reversed on this basis.

B. The Northeast Forested Portion of the Landmark is an Essential Part of the Setting and Serves a Critical Role in the Historic Resource.

The Commission erred when it removed the northeast portion of the forest from the landmark on reconsideration. That area was retained and cultivated as part of the building's design and construction – it is part of a landscaped setting that is inextricably linked to the building. The type and organization of the vegetation and trees and the organization of the circulation features (walkways and pathways) is complementary to both the building's architectural syle and to its support function relative to the historic uses. Spatial organization of the 2.7-acre site utilizes topography, vegetation,

BEFORE THE CITY COUNCIL
FOR THE CITY OF SHORELINE

In the Matter of the Appeal of: **SHORELINE PRESERVATION SOCIETY** Of a decision by the Shoreline Landmark Commission pertaining to the designation of the Naval Hospital Chapel at Fircrest as a Shoreline Landmark.	No. SLC21-01 PREHEARING BRIEF OF RESPONDENT-LANDOWNERS (DSHS/DNR)

I. INTRODUCTION

Respondent-landowners, the Department of Social and Health Services (DSHS) and Department of Natural Resources (DNR), respectfully ask that the Shoreline City Council deny Shoreline Preservation Society's (SPS's) request for relief and affirm the April 26, 2021, revised decision of the Shoreline Landmark Commission for the reasons stated below.

II. BACKGROUND

On September 28, 2020, SPS nominated a 3.2-acre area including and surrounding the Shoreline Naval Hospital Chapel for designation as a historic landmark.[1] *Exhibit 1: Index No. 1: Landmark Registration Form with Figure List*. The nomination documents thoroughly describe the history and features of the chapel, including the setting and surrounding

[1] The specified area is located within King County tax parcel no. 1626049010, which forms part of the campus of the Fircrest Residential Habilitation Center.

ATTORNEY GENERAL OF WASHINGTON
7141 Cleanwater Dr SW
PO Box 40124
Olympia, WA 98504-0124
(360) 586-6565

landscape. The documents note that the chapel faces southeast, standing at the top edge of a steep slope, "elevating the building relative to circulation access and development on the grounds to the south and east," and is surrounded by conifers and smaller madrones, an understory of ferns and low shrubs, and grass. *Exhibit 1: Index No. 1: Landmark Registration Form at 5-7*.

On November 18, 2020, DSHS (which leases the Fircrest property from DNR) submitted a letter regarding the nomination. *Exhibit 2: Index No. 32: November 18, 2020, Letter and Attachment from DSHS to King County Dept. of Natural Resources and Parks*. DSHS asked that the easterly boundary of the proposed boundary be moved 80 feet west. *Exhibit 2: Index No. 32: November 18, 2020, Letter from DSHS to King County Dept. of Natural Resources and Parks, at 1*. DSHS noted that the eastern portion of the proposed plot includes a 14-stall parking lot and ten diagonal parking spaces off of a service drive that serves an administrative building nearby. The author noted, "I have personally inspected the vicinity around the Chapel and believe the woodsy character of this site would not be significantly diminished if a second parking lot were developed adjacent to the existing parking lot. This area has far fewer trees than the area further north. The topography of the site drops off east of the Chapel and the existing parking lot and immediate vicinity cannot be seen from the Chapel." *Exhibit 2: Index No. 32. November 18, 2020, Letter from DSHS to King County Dept. of Natural Resources and Parks, at 2*.

On November 19, 2020, the Shoreline Landmarks Commission held a hearing regarding the nomination. *Exhibit 3: Index No 32: November 19, 2020, King County Landmarks Commission Meeting Minutes.* The commission considered a short presentation on the designation process from staff, then received testimony from SPS, which included a short video tour of the Chapel and the surrounding wooded site. *Exhibit 3: Index No 32: November 19, 2020, King County Landmarks Commission Meeting Minutes at 5; SPS Exhibit 1: Shoreline Naval Hospital KCLC Nov 20.m4a.* DSHS followed, asking for adjustment of the

ATTORNEY GENERAL OF WASHINGTON
7141 Cleanwater Dr SW
PO Box 40124
Olympia, WA 98504-0124
(360) 586-6565

eastern boundary, after which the commission received public input. *Exhibit 3: Index No 32: November 19, 2020, King County Landmarks Commission Meeting Minutes at 5-7*.

On January 28, 2021, the Commission continued the hearing regarding the nomination of the Shoreline Naval Chapel. *Exhibit 4: Index No. 50: January 28, 2021, King County Landmarks Commission Meeting Minutes*. During the hearing, DSHS and DNR objected to the proposed eastern boundary, noting that tree cover was not as thick near the boundary and early photos of the site showed limited tree cover around the Chapel at the time it was built. *Exhibit 4: Index No. 50: January 28, 2021, King County Landmarks Commission Meeting Minutes at 2-4*. DNR informed the Commission that it manages the land of the Fircrest campus to preserve the trees and the landscape. *Exhibit 4: Index No. 50: January 28, 2021, King County Landmarks Commission Meeting Minutes at 4*. DNR also noted that photos of the eastern boundary show that the area *north* of the parking lot already includes some parking development. *Exhibit 4: January 28, 2021, King County Landmarks Commission Meeting Minutes at 4*. After deliberations, the Commission voted to adjust the eastern boundary *south* of the parking lot. *Exhibit 4: January 28, 2021, King County Landmarks Commission Meeting Minutes at 5-8*.

On February 2, 2021, the Commission issued its written decision, designating a 2.7-acre area including and surrounding the Chapel building as a historic landmark. *Exhibit 5: Index No. 55: February 2, 2021, Shoreline Landmarks Commission Findings of Fact and Decision*. The decision indicated that the Chapel possessed integrity of setting, "because the surrounding campus still retains significant features from its historic period, and the immediate site remains forested." *Exhibit 5: Index No. 55: February 2, 2021, Shoreline Landmarks Commission Findings of Fact and Decision at 3.* The decisions stated, "The landmark boundary encompasses the Chapel building; directly associated walkways; the curvilinear driveway servicing the building; the hillside descending to and including the associated lower parking area; the immediate landscape and the forest setting that are integral

ATTORNEY GENERAL OF WASHINGTON
7141 Cleanwater Dr SW
PO Box 40124
Olympia, WA 98504-0124
(360) 586-6565

to the siting and experience of the building. This includes a 2.7-acre total." *Exhibit 5: Index No. 55: February 2, 2021, Shoreline Landmarks Commission Findings of Fact and Decision at 3*. The decision identified the site's exterior features of significance to include "the circulation paths to the south and east of the Chapel, the associated south parking area, forested setting and all of the land within the designated boundaries." *Exhibit 5: Index No. 55: February 2, 2021, Shoreline Landmarks Commission Findings of Fact and Decision at 4*. The decision also imposed protection measures, directing that no significant feature within the designated boundaries may be altered without a Certificate of Appropriateness, excepting: (1) in-kind maintenance; (2) routine landscape maintenance; and (3) emergency repair work. *Exhibit 5: Index No. 55: February 2, 2021, Shoreline Landmarks Commission Findings of Fact and Decision at 5*.

On February 21, 2021, DSHS requested reconsideration. *Exhibit 6: Index No. 59: DSHS Petition For Reconsideration of Historic Landmark Designation of Shoreline Naval Hospital Chapel*. DSHS asserted that the Commission's decision was based upon errors or omissions of fact and that the Commission should consider new information not reasonably available on January 28, 2021. *Exhibit 6: Index No. 59: DSHS Petition For Reconsideration of Historic Landmark Designation of Shoreline Naval Hospital Chapel at 1.* More specifically, DSHS asserted that the Commission's final decision appeared to be inconsistent with its deliberation regarding adjustment of the eastern boundary. DSHS pointed to testimony and discussion during the Commission hearing indicating that a revision of the eastern boundary *north* of the parking lot would not adversely affect the site and experience of the Chapel, after which the Commission voted to exclude an area to the *south* of the parking lot. *Exhibit 6: Index No. 59: DSHS Petition For Reconsideration of Historic Landmark Designation of Shoreline Naval Hospital Chapel at 2-5.* In addition, DSHS provided pictures of the eastern boundary area, including the area north of the parking lot. *Exhibit 6: Index No. 59: DSHS Petition For Reconsideration of Historic Landmark Designation of Shoreline Naval Hospital*

ATTORNEY GENERAL OF WASHINGTON
7141 Cleanwater Dr SW
PO Box 40124
Olympia, WA 98504-0124
(360) 586-6565

Chapel, Attachment A. DSHS asked the Commission to revise the eastern boundary north of the parking lot about 80 feet to the west (revision area).

On March 25, 2021, the Commission held a hearing on DSHS's request for reconsideration. *Exhibit 7: Index No. 86: March 25, 2021, King County Landmarks Commission Meeting Minutes.* Commission staff provided a presentation regarding DSHS's request, which included new evidence about the revision area. *Exhibit 8: Index No. 86: NHC_StaffRept_ReconRequest.pdf.* The Commission then provided DSHS/DNR, SPS, and the public with the opportunity to comment and to submit new information. *Exhibit 7: Index No. 86: March 25, 2021, King County Landmarks Commission Meeting Minutes.* DSHS and DNR presented argument in favor of the eastern boundary adjustment, SPS spoke in opposition, and the public followed. *Exhibit 7: Index No. 86: March 25, 2021, King County Landmarks Commission Meeting Minutes at 5-7*. After deliberations, the Commission voted in favor of DSHS's request, subject to a stipulation that DSHS would present a map with precise coordinates for final approval on April 22, 2021. *Exhibit 7: Index No. 86: March 25, 2021, King County Landmarks Commission Meeting Minutes at 7-10*.

In April 2021, the Commission voted in favor of final approval of DSHS's request for reconsideration and issued a revised Findings of Fact and Decision regarding the Chapel designation as a historic landmark. *Exhibit 9: Index No. 106: April 26, 2021, Shoreline Landmarks Commission Findings of Fact and Decision: Naval Hospital Chapel*. The decision stated that the Commission granted DSHS's request because "revising the eastern boundary to exclude the proposed 60' by 260' section would not have a significant adverse impact on the integrity and character of the chapel setting." *Exhibit 9: Index No. 106: April 26, 2021, Shoreline Landmarks Commission Findings of Fact and Decision: Naval Hospital Chapel at 1*. Thus, the boundary of the landmark designation was redrawn to exclude the revision area.

On May 20, 2021, SPS filed a notice of appeal, asserting that the Commission erred when it granted DSHS's request for reconsideration, and asking the Shoreline City Council to

ATTORNEY GENERAL OF WASHINGTON
7141 Cleanwater Dr SW
PO Box 40124
Olympia, WA 98504-0124
(360) 586-6565

reverse the Commission's decision, hire an ISA certified arborist to assess the health of the surrounding lands, and direct DSHS to work with DNR and others to enhance the forest surrounding the Chapel. SPS Notice of Appeal.

III. ARGUMENT/DISCUSSION

A. Did the Shoreline Landmark Commission err in granting the Motion for Reconsideration Filed by DSHS because it did not apply the proper legal standard for a motion for reconsideration?

Shoreline Landmark Commission Rules state that a person aggrieved by the Commission's designation of a landmark may request "reconsideration on the ground the decision was based on (i) errors or omissions of fact or (ii) that new information bearing on the decision, and not reasonably available to the petitioner at the time of the decision, is available." SLC Rules, Part IX(2). When presented with a petition for reconsideration, the Commission is to "review the record, and may, at its discretion, modify or reverse its prior decision and render a revised decision. The Commission may hold a public hearing on the matter." SLC Rules, Part IX(2)(B). The purpose of a public hearing is to "receiv[e] information from the public on a matter on the Commission agenda." SLC Rules, Part III(8). "Commissioners must decide any quasi-judicial matters brought before the Commission only based on the public record and such things that they may properly take judicial notice." SLC Rules Part I(3). "In their deliberations, Commissioners may take 'judicial notice' of any commonly known fact even if not made a part of the record. (e.g. the laws of the state, historical events, the constitution, the course of nature, geographic features, etc.)." SLC Rules Part I(3)(C).

Consistent with the rules, DSHS requested reconsideration on the basis that the Commission erred in fact. *Exhibit 6: Index No. 59: DSHS Petition For Reconsideration of Historic Landmark Designation of Shoreline Naval Hospital Chapel*. DSHS contended that the Commission's deliberations appeared to conclude that inclusion of the revision area within the landmark designation was *not* integral to the integrity of the Chapel setting; thus, the

ATTORNEY GENERAL OF WASHINGTON
7141 Cleanwater Dr SW
PO Box 40124
Olympia, WA 98504-0124
(360) 586-6565

Commission's decision to include the revision area within the landmark designation appeared to be erroneous. DSHS also provided new information (pictures of revision area) bearing on that decision.

Consistent with its discretion under SLC Rule IX(2)(B), the Commission elected to hold a public hearing on the matter. *Exhibit 7: Index No. 86: March 25, 2021, King County Landmarks Commission Meeting Minutes.* Consistent with SLC Rule III(8), the Commission received additional information and evidence from its staff and the public, including SPS and the landowners (DSHS and DNR). Consistent with SLC Rule I(3), commissioners considered the public record and took judicial notice of geographic features of the revision area.

Pursuant to "its discretion" under SLC Rule IX(2)(B), the Commission then elected to "modify…its prior decision and render a revised decision," which confirmed that the prior decision was based on an error of fact. *Exhibit 9: Index No. 106: April 26, 2021, Shoreline Landmarks Commission Findings of Fact and Decision: Naval Hospital Chapel*. Again, the Commission found that exclusion of the revision area "would not have a significant adverse impact on the integrity and character of the chapel setting." *Exhibit 9: Index No. 106: April 26, 2021, Shoreline Landmarks Commission Findings of Fact and Decision: Naval Hospital Chapel at 1*. Thus, the prior decision was unjustified since inclusion of the revision area within the landmark designation was *not* integral to the integrity of the Chapel's setting.

Accordingly, it *was* an error of fact that formed the basis of the Commission's decision to issue the revised decision. But even if the basis for the Commission's action were not so, the rules do not limit the Commission's discretion in so narrow a fashion as SPS contends. As described above, the rules provide the Commission with discretionary authority to hold a hearing and to receive additional information after receiving a request for reconsideration. And the rules provide the Commission with discretionary authority to "modify or reverse its prior decision and render a revised decision." Given this broad discretionary authority, the Commission was not limited in the manner suggested by SPS. Thus, it did not err when it

ATTORNEY GENERAL OF WASHINGTON
7141 Cleanwater Dr SW
PO Box 40124
Olympia, WA 98504-0124
(360) 586-6565

granted DSHS's petition for reconsideration and issued a revised decision, but merely exercised its broad discretionary authority under the rules.

B. Did the Shoreline Landmark Commission err when it concluded that revising the eastern boundary to exclude the proposed 60 feet by 240 feet section would not have a significant adverse impact on the integrity and character of the Chapel setting?

SPS asserts that the Commission erred when it excluded the revision area because "DSHS provided no evidence, assessment, or analysis to support a conclusion that there would be no significant adverse impacts to the landmark…." SPS Brief at 8. SPS's contention misstates the standard of review, however. The appropriate question is *not* whether DSHS provided sufficient evidence to show a lack of impact of excluding the revision area. Instead, the appropriate question is whether the record contains substantial evidence to support the Commission's revised decision that the revision area was not integral to the integrity of the Chapel setting. In this case, the record includes substantial evidence to support the Commission's decision, in which case the Commission did *not* err when it revised the eastern boundary to exclude the revision area.

First, SPS's original application did not provide specific evidence showing that the revision area is integral to the integrity of the Chapel setting. SPS's landmark registration form shows that the Chapel is situated in the northwestern corner of the proposed landmark designation area, "generally enclosed by conifer trees," and situated atop a hill that descends to the south and east. *Exhibit 1: Index No. 1: Landmark Registration Form at 5*. The application makes minimal reference to the revision area to the east of the Chapel other than to indicate the general presence of trees on site. Notably, the application does not include any photographs of the revision area – the closest photograph (Figure 14) is taken outside of the revision area facing the Chapel. *Exhibit 1: Index No. 1: Figures at page 13*. None of the application materials suggest that the revision area can be seen from the Chapel or that the Chapel can be seen from the revision area. And the site map (Figure 2) shows that, while a

ATTORNEY GENERAL OF WASHINGTON
7141 Cleanwater Dr SW
PO Box 40124
Olympia, WA 98504-0124
(360) 586-6565

road may have once bisected the revision area, it is no longer present or in use. *Exhibit 1: Index No. 1: Figures at page 4*.

In addition, SPS's presentation to the Commission at the November 19, 2020, hearing, including its well-produced "video tour" of the Chapel property, did not address or show the revision area. *See SPS Exhibit 1: Index No. 50(E)*.

Second, DSHS provided evidence that the revision area was *not* integral to the integrity of the Chapel setting. *Exhibit 2: Index No. 32: November 18, 2020, Letter and Attachment from DSHS to King County Dept. of Natural Resources and Parks*. In its November 18, 2020, letter, DSHS noted that the revision area already includes ten diagonal parking spaces off of the eastern service road forming the proposed eastern boundary of the landmark designation area. *Exhibit 2: Index No. 32: November 18, 2020, DSHS letter at 1*. The letter's author also stated that he had "personally inspected the vicinity around the Chapel and believe[d] the woodsy character of this site would not be significantly diminished if [the revision area northeast of the parking lot were excluded]. This area has far fewer trees than the area further north. The topography of the site drops off east of the Chapel and the existing parking lot and immediate vicinity cannot be seen from the Chapel." *Exhibit 2: Index No. 32: November 18, 2020, DSHS letter at 2*. During the January 28, 2021, hearing, DSHS also noted that early photos of the site showed limited trees around the Chapel when it was built and reiterated that tree cover was less dense within the revision area. *Exhibit 4: Index No. 50: January 28, 2021, King County Landmarks Commission Meeting Minutes at 4*. SPS asserted that the eastern boundary is forested and important to the integrity of the Chapel site, but did not provide specific evidence showing this to be so. *Exhibit 4: Index No. 50: January 28, 2021, King County Landmarks Commission Meeting Minutes at 4*.

Third, on information and belief, subsequent public comment did not provide specific evidence as to how or why the revision area was integral to the integrity of the Chapel setting. *Exhibit 4: Index No. 50: January 28, 2021, King County Landmarks Commission Meeting*

ATTORNEY GENERAL OF WASHINGTON
7141 Cleanwater Dr SW
PO Box 40124
Olympia, WA 98504-0124
(360) 586-6565

Minutes. At the November 18, 2020, hearing, some members of the public provided general statements regarding the importance of maintaining green space around the Chapel for contemplation, while others indicated that exclusion of the revision area would not have a negative impact.

At the March 25, 2021, hearing, SPS and other members of the public testified regarding the positive environmental qualities of the revision area, but again did not provide direct evidence that the revision area was integral to the integrity of the Chapel setting. *Exhibit 7: Index No. 86: March 25, 2021, King County Landmarks Commission Meeting Minutes.* One member of the public opined that the revision area acted as a buffer to the interior forested area, but provided no direct evidence that such was the case. Even if such evidence were presented, however, it is important to point out that excluding the revision area from the landmark designation would *not* impact the buffer. Rather, the concern relates to speculative future development. But there is no current plan to develop the revision area. And the public testified to the high quality of the campus's forest resources, which are managed by DNR (described in more detail below). Given the high quality of DNR's land management, there is no reason to believe that DNR would allow development to occur in a manner that would put trees within the landmark designation in undue jeopardy. Finally, it is also important to note that this issue does not go to how the revision area *itself* is integral to the integrity of the Chapel site. Rather, it is several steps removed.

With that said, it is notable that there was no mention of any need for a buffer for the *western* boundary of the landmark designation, which is also forested and *located much closer to the Chapel building* than the eastern boundary. Indeed, even when the revision area is excluded from the landmark designation, the distance from the Chapel to the eastern boundary is more than twice the distance to the west. See *Exhibit 1: Index No. 1: Landmark Registration Form with Figure List;* see also *Exhibit 8: Index No. 86: NHC_StaffRept_ReconRequest.pdf*. If the western boundary can lie this close to the Chapel

ATTORNEY GENERAL OF WASHINGTON
7141 Cleanwater Dr SW
PO Box 40124
Olympia, WA 98504-0124
(360) 586-6565

without apparent negative effect, then it stands to reason that the revised eastern boundary, located twice as far away, would similarly not pose a threat to the integrity of the Chapel site – especially given DNR's superior management of the Fircrest campus's forest resources.

Finally, Commission staff provided evidence showing that the revision area was *not* integral to the integrity of the Chapel setting. *Exhibit 8: Index No. 86: NHC_StaffRept_ReconRequest.pdf.* Commission staff provided a recent aerial photo of the site, showing the proposed revision area, which included reduced tree cover compared to the area to the west. *Exhibit 8: Index No. 86: NHC_StaffRept_ReconRequest.pdf at 5-6*. Commission staff also provided several photos taken on-site from within and looking toward the revision area. *Exhibit 8: Index No. 86: NHC_StaffRept_ReconRequest.pdf at 7-15*. These photos did not suggest that the revision area is integral to the integrity of the Chapel setting.

Accordingly, the record contains substantial evidence to support the Commission's decision upon reconsideration. Thus, the Commission did *not* err when it concluded that excluding the revision area from the landmark designation would not have a significant adverse impact on the integrity and character of the Chapel setting.

C. Did the Shoreline Landmark Commission err because it failed to give due consideration to the findings set forth in the February 2, 2021, Finding of Fact and Decision of the Shoreline Landmark Commission?

SPS asserts that, when the Commission revised the eastern boundary after reconsideration, it improperly discarded its original findings of fact and improperly characterized the revision area. SPS Opening Brief at 10-12. As described above, the Commission acted appropriately in both process and substance when it excluded the revision area in response to DSHS's request for reconsideration. And the record does not suggest that the Commission's decision was based upon improper deference to DSHS. Further, at the March 25, 2021, hearing, the Commission clearly indicated that final decision would include and be based upon a precise map to be submitted by DSHS. *Exhibit 7: Index No. 86: March 25, 2021, King County Landmarks Commission Meeting Minutes.* At its April 22, 2021,

ATTORNEY GENERAL OF WASHINGTON
7141 Cleanwater Dr SW
PO Box 40124
Olympia, WA 98504-0124
(360) 586-6565

hearing, the Commission reviewed and approved the specific map, thus excluding the revision area. *Exhibit 9: Index No. 106: April 26, 2021, Shoreline Landmarks Commission Findings of Fact and Decision: Naval Hospital Chapel*.

D. Did the Shoreline Landmark Commission err when it did not accept testimony and arguments on protecting the existing landmark from environmental harm?

SPS asserts that the Commission erred by not accepting testimony and arguments at the March 25, 2021, hearing on protecting the surrounding site from environmental harm. SPS Opening Brief at 12-15. SPS is incorrect. In fact, the Commission accepted testimony and argument from SPS and the public regarding alleged environmental harm. *Exhibit 7: Index No. 86: March 25, 2021, King County Landmarks Commission Meeting Minutes.* But comments and arguments related to habitat and protection of tree species within the revision area were irrelevant to the Council's determination regarding the boundary of the historic landmark. Instead, the relevant question was whether the Commission's prior action was erroneous and whether DSHS's proposed boundary change would negatively impact the Chapel site or experience. Thus, while the Commission accepted the testimony, it properly limited the scope of its consideration to the question on reconsideration.

1. The Commission did not exclude environmental testimony, but properly focused its deliberations on DSHS's proposed boundary change.

The Commission's role is to decide issues related to the landmark designation of historic resources. KCC 20.62.070(A). It does *not* regulate land for habitat restoration or environmental protection. Thus, Commissioner Blue was correct in her statement that the job of the Commission on March 25th was "to evaluate the extent that the proposed boundary change would actually compromise the forest setting of the Chapel itself." [*Index No. 86: March 25, 2021, Hearing at 2:26*.] As is evidenced by the Commission's deliberations and revised decision, that is exactly what they did.

As part of its original decision to designate the Chapel as a landmark, the Commission concluded that the forested area surrounding the Chapel is important to the Chapel's "setting."

ATTORNEY GENERAL OF WASHINGTON
7141 Cleanwater Dr SW
PO Box 40124
Olympia, WA 98504-0124
(360) 586-6565

Exhibit 5: Index No. 55: February 2, 2021, Shoreline Landmarks Commission Findings of Fact and Decision at 3. "[I]ntegrity of setting" is one of several designation criteria for historic resources. KCC 20.62.040. In other words, the selected forested area surrounding the Chapel was within the landmark designation because the Commission determined that it was important to the character of the Chapel. Landmark designation is not, however, a tool for habitat protection on property unrelated to the landmarked structure.

At issue during the March 25th meeting was whether the Commission's prior action was in error and whether the revision area was integral to the Chapel's forested setting. Two participants commented on the habitat and tree species makeup within the revision area: Steve Zemke of Tree Pac and Richard Ellison, a botanist and retired adjunct professor at Shoreline Community College. *Index No. 86*. But these comments did not address whether the revision area was important to the Chapel. Rather, the comments related to the makeup of tree species and plant habitat within the revision area.

For example, Mr. Zemke explained that he thought the revision area contained "uncommon plant habitat" and noted that "that madrone combination with the Douglas fir and western red cedar, the undergrowth that's there, the salal, Oregon grape, etcetera makes it unique." [*Index No. 86: March 25, 2021 Hearing at 1:51*.] Similarly, Mr. Ellison commented that the revision area contained unique plants, particularly pacific madrones, which he noted are "fairly young and they're fairly healthy, which is kind of unusual because they seem to be dying off in a lot of places." [*Index No. 86: March 25, 2021 Hearing at 1:59*.] Such comments on habitat within the revision area are unrelated to whether it is integral to the Chapel setting.

SPS takes issue with a comment by Commissioner Blue, but it was entirely appropriate. SPS Opening Brief at 13-14. Commissioner Blue pointed out that the Commission does "not have the authority to consider forestation or habitat or environmental issues from the site." [*Index No. 86: March 25, 2021 Hearing at 2:26*.] She was correct. At the March 25th hearing, the "site" under consideration was limited to the revision area. Thus,

ATTORNEY GENERAL OF WASHINGTON
7141 Cleanwater Dr SW
PO Box 40124
Olympia, WA 98504-0124
(360) 586-6565

the Commission's task was to determine whether it previously erred and if DSHS's proposed boundary revision would compromise the Chapel setting; not whether the Revision Area should be landmarked because of its unique habitat.

In addition, the Commission did not limit or exclude testimony during the hearing, as argued by SPS. SPS Opening Brief at 14. All members of the public who wished to speak were given equal time to comment. *Exhibit 7: Index No. 86: March 25, 2021, King County Landmarks Commission Meeting Minutes.* And Commissioner Blue did not identify Mr. Ellison's comments related to "edge effects" and "buffer areas" as outside the scope of their deliberations. She simply reiterated the scope of the Commission's deliberations.

2. SPS's request for additional forest restoration requirements is inappropriate and unnecessary.

Related to its environmental claims, SPS asked that the Shoreline City Council impose additional forest maintenance requirements on DSHS and DNR under the landmark designation. *SPS Notice of Appeal at 10*. This specific request for relief is inappropriate for this appeal and unnecessary given the circumstances.

The health of the forest surrounding the Chapel was not at issue during the March 25th meeting and is similarly not at issue in this appeal. It would have been inappropriate for the Commission to require the property owner to hire an arborist and create a restoration plan for the forest surrounding the Chapel. And habitat restoration requirements are unrelated to DSHS's request for reconsideration of the landmark boundary. Therefore, SPS's request that the Council require DSHS to hire an arborist to assess restoration needs, engage in a replanting plan, and otherwise enhance the forest habitat within the landmarked boundary should be denied. SPS Notice of Appeal at 10.

In addition, it would be unnecessary for DSHS to hire an arborist and engage in habitat restoration given the present circumstances. DNR, as the landowner, reviews the health of trees on the Fircrest site as issues arise. As DNR Westside Operations Manager for Special

ATTORNEY GENERAL OF WASHINGTON
7141 Cleanwater Dr SW
PO Box 40124
Olympia, WA 98504-0124
(360) 586-6565

Use Leasing, Carrie Nelson, explained during the March 25th hearing, forest maintenance activities on the property are not conducted on a "random" or "willy nilly" basis. [*Index No. 86: March 25, 2021, Hearing at 2:10*.] Rather, individual trees are assessed to determine whether they present a hazard and DNR works with DSHS to manage trees and vegetation accordingly.

As the largest nonfederal forest landowner in the State of Washington, DNR is uniquely equipped to make determinations about tree and forest health. DNR has foresters and arborists on staff to assist with any issues that arise. And the present good health of the forest within the landmark designation boundary is testament to the diligent forest management efforts by DNR and DSHS, as they have owned and managed the site for several decades. Mr. Zemke and Mr. Ellison both commented on the good health of the forest, including the number of healthy madrones, noting that it is unusual for the area. [*Index No. 86: March 25, 2021 Hearing at 1:52, 1:59*.] This sentiment was echoed in other public comments and in SPS's original Landmark Registration Form. *Exhibit 1: Index No. 1: Landmark Registration Form at continuation sheet page 2*. Therefore, an added requirement that DSHS hire an outside arborist and engage in additional forest restoration activities is not only outside the scope of this appeal, but it is unnecessary given the past and continued stewardship of the forest by the current property owners.

E. Did the Shoreline Landmark Commission err to the extent it considered evidence of DSHS's intent to use and develop the Fircrest property in the future?

SPS asserts that the Commission improperly considered evidence of DSHS's statements that, in the future, it might want to expand parking along the northeast edge within the revision area. SPS Opening Brief at 15. As an initial matter, the Commission appeared to receive and consider all testimony and evidence that was presented at the hearings, without objection. But, in the end, the Commission limited its focus to the appropriate question – whether it was necessary to include the revision area within the landmark designation in order

ATTORNEY GENERAL OF WASHINGTON
7141 Cleanwater Dr SW
PO Box 40124
Olympia, WA 98504-0124
(360) 586-6565

to maintain the integrity of the Chapel building. Notably, the Commission's final decision gives no indication that it was based on consideration of any speculative future use of the property by DSHS. Instead, the Commission found that inclusion of the revision area was *not* integral to the Chapel's historic character because exclusion of the revision area "would not have a significant adverse impact on the integrity and character of the chapel setting." *Exhibit 9: Index No. 106: April 26, 2021, Shoreline Landmarks Commission Findings of Fact and Decision: Naval Hospital Chapel at 1*.

F. Did the Shoreline Landmark Commission err to the extent its decision to revise the boundary was a response to a threat of litigation by DSHS?

SPS presents no evidence that the Commission's decision to revise the eastern boundary was in response to any concern of future DSHS litigation. Nor does the record show that DSHS "threatened" litigation against the Commission. Rather, DSHS merely articulated that it would abandon its other concerns about the landmark designation if its request for relief was granted, but reserved the right to appeal if its request for relief was denied – just as SPS has done in this instance. *Exhibit 7: Index No. 86: March 25, 2021, King County Landmarks Commission Meeting Minutes.*

G. Was the Appeal Action the result of an unfair and improper public process due to a lack of reasonable public notice and unfair timeline causing substantial harm to Appellant?

SPS alleges that the Shoreline Landmarks Commission did not provide adequate public notice regarding the March 25, 2021, hearing. SPS Prehearing Brief at 22-23. The record shows that the Commission published regular notice of the March 25, 2021, hearing, which included reference to reconsideration of the Shoreline Navel Chapel landmark designation. *Exhibit 10: Index No. 105: March 25, 2021, King County Landmarks Commission Agenda*. DSHS presumes that the Commission's public notice was timely, but is unable to locate direct evidence in the record as to the exact date when the notice was

ATTORNEY GENERAL OF WASHINGTON
7141 Cleanwater Dr SW
PO Box 40124
Olympia, WA 98504-0124
(360) 586-6565

published. DSHS does not refute SPS's allegation regarding the timing of direct notice to SPS regarding the March 25, 2021, hearing. SPS Prehearing Brief at 22.

Regardless, any defect in direct notice did not appear to cause substantial harm to the appellant. In the first instance, SPS presumably received timely public notice of the meeting. Second, SPS and others did, in fact, provide significant oral and written testimony at and prior to the hearing. Third, DSHS did not raise significant new arguments, but suggested that the Commission's deliberations were inconsistent with its final action and reiterated its previously stated position that exclusion of the revision area would not impact the historic character of the Chapel site.

With that said, DSHS did submit four new pictures of the revision area. *Exhibit 6: Index No. 59: DSHS Petition For Reconsideration of Historic Landmark Designation of Shoreline Naval Hospital Chapel*. Notably, while SPS's original application materials were substantial, they did not include any specific evidence showing that the revision area was integral to the integrity of the Chapel setting.[2] *Exhibit 1: Index No. 1: Landmark Registration Form with Figure List*. Regardless, SPS responded by asserting that DNR had engaged in improper tree cutting (which DSHS and DNR deny), that the revision area contains important native species, and that the forest is protecting the Chapel and the environment as a whole. *Exhibit 7: Index No. 86: March 25, 2021, King County Landmarks Commission Meeting Minutes at 6-7*. As noted above, these issues fell outside the scope of the Commission's consideration.

In addition, Commission staff ultimately responded to the substance of DSHS's new evidence by providing several additional photographs within and surrounding the revision area, including a recent site photograph from above. *Exhibit 8: Index No. 86: NHC_StaffRept_ReconRequest.pdf.* Again, Commission rules allow commissioners to take

[2] The specified area is located within King County tax parcel no. 1626049010, which forms part of the campus of the Fircrest Residential Habilitation Center.

ATTORNEY GENERAL OF WASHINGTON
7141 Cleanwater Dr SW
PO Box 40124
Olympia, WA 98504-0124
(360) 586-6565

judicial notice of geographic features of a site. Accordingly, notwithstanding any potential procedural defects, the Commission was presented with neutral information regarding how the revision area impacted the integrity of the Chapel site.

H. Was the Appeal Action the result of an unlawful and unfair hearing process because Appellants were not given the opportunity to rebut DSHS arguments recently presented to Appellant?

SPS alleges that the Commission erred by not providing SPS the opportunity to provide a rebuttal and no chance to respond to DSHS's closing statements during the March 25, 2021, hearing. SPS Prehearing Brief at 23. SPS does not point to any legal authority that requires the Commission to allow an original landmark designation applicant to rebut the closing statement of a landowner seeking reconsideration of Commission action.

Shoreline Landmark Commission rules provide that the applicant for a landmark designation and the landowner are to be allotted reasonable time at a public hearing to present their case. Rule III(8)(C)(page 6). The speaking order is: (1) staff and commission experts; (2) the applicant and applicant's experts; (3) the owner and owner's experts; (4) members of the public; and (5) five minutes for closing statements by the applicant and owner. *Rules III(8)(D) (page 6)*.

The Commission followed its procedural rules at the March 25, 2021, hearing. *Exhibit 7: Index No. 86: March 25, 2021, King County Landmarks Commission Meeting Minutes.* At that hearing, DSHS was effectively "the applicant" because it was the party asking the Commission to take action (to reconsider landmark designation of the revision area). Thus, it was appropriately provided the opportunity to present first, after Commission staff. After that, consistent with Commission procedures, SPS and the public were provided with ample time to present in response to DSHS's opening statements. After that, SPS and members of the public were afforded the opportunity to give closing remarks, which went *over and above* Commission procedural rules. Then DSHS was afforded the opportunity to provide its closing statement, consistent with Commission procedural rules.

ATTORNEY GENERAL OF WASHINGTON
7141 Cleanwater Dr SW
PO Box 40124
Olympia, WA 98504-0124
(360) 586-6565

Accordingly, the appealed action was *not* the result of an unlawful and unfair hearing process.

I. Was DSHS required to notify the Washington State Department of Archaeology and Historic Preservation or tribal groups of its motion for reconsideration?

DSHS was *not* required to notify the Washington Department of Archeology and Historic Preservation (DAHP) or tribal groups prior to filing its motion for reconsideration. First, Shoreline Landmark Commission rules do not require any party, state agency or otherwise, to notify DAHP or tribal groups prior to filing a motion for reconsideration of a decision regarding a site's landmark status. Second, DSHS was not obligated to notify DAHP or tribal groups under Executive Order 21-02 because a request for reconsideration of a landmark designation is not a "project." Rather, DSHS merely requested that a portion of the site be excluded from the landmark designation. If successful, it would merely restore the regulatory status quo, *not* result in any particular project or development. Further, DSHS testified that it did not and does not have any specific project plans for the revision area. Finally, even if the request for reconsideration *was* a "project," enforcement of Executive Order 21-02 falls outside the scope of the historic landmark designation process of the Shoreline Landmark Commission and Shoreline City Council. SPS presents no legal authority to suggest otherwise.

IV. CONCLUSION

For the reasons stated above, the Shoreline City Council should deny SPS's request for relief and affirm the Commission's revised decision.

//

//

//

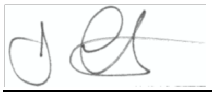
//

//

ATTORNEY GENERAL OF WASHINGTON
7141 Cleanwater Dr SW
PO Box 40124
Olympia, WA 98504-0124
(360) 586-6565

DATED this 6th day of July, 2021.

ROBERT W. FERGUSON
Attorney General



JOSEPH CHRISTY, WSBA No. 30894
KIRSTEN M. NELSEN, WSBA No. 49898
Assistant Attorney General
Attorneys for Respondents

ATTORNEY GENERAL OF WASHINGTON
7141 Cleanwater Dr SW
PO Box 40124
Olympia, WA 98504-0124
(360) 586-6565

PROOF OF SERVICE

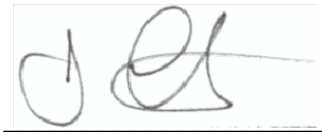
Joseph Christy, states and declares as follows:

I certify that on July 6th, 2021, I caused to be served a true and correct copy of this **PREHEARING BRIEF OF RESPONDENT-LANDOWNERS (DSHS/DNR), INDEX, EXHIBITS** and this **PROOF OF SERVICE** on the following parties to this action, as indicated below:

Jennifer Meisner Sarah Steen Shoreline Landmark Commission	☒ **By E-mail PDF** **Jennifer.Meisner@kingcounty.gov** **SSteen@kingcounty.gov**
Jessica Simulcik Smith Shoreline City Council	☒ **By E-mail PDF** **Jsmith@shorelinewa.gov**
Janet Way Wendy DiPeso Shoreline Preservation Society	☒ **By E-mail PDF** **Janetway@yahoo.com;** **Wdipeso@gmail.com**
Julie Ainsworth-Taylor City of Shoreline, City Attorney's Office	☒ **By E-mail PDF** **Jainsworth-taylor@shorelinewa.gov**

I certify under penalty of perjury under the laws of the state of Washington that the foregoing is true and correct.

DATED this 6th day of July 2021 at Tumwater, Washington.



JOSEPH CHRISTY
Assistant Attorney General

ATTORNEY GENERAL OF WASHINGTON
7141 Cleanwater Dr SW
PO Box 40124
Olympia, WA 98504-0124
(360) 586-6565

Respondent-Landowners,
DSHS/DNR's
Prehearing Brief
Exhibit 1

LANDMARK REGISTRATION FORM

PART I: PROPERTY INFORMATION

1. Name of Property

historic name: **Naval Hospital Chapel**

other names/site number: Shoreline Naval Hospital Chapel

2. Location

street address: 1902 NE 150th Street, Shoreline, WA 98155
parcel no(s): 1626049010

legal description(s): PCL B SHORELINE BSP #SHBSP 201815 REC #20100803900004 SD BSP LYING IN POR OF S 1/2 OF NW 1/4 & N 1/2 OF SW 1/4 STR 16-26-04.

3. Classification

Ownership of Property:	Category of Property:	Name of related multiple property listing:
☐ private	X building(s)	(Enter "N/A" if property is not part of a
☐ public-local	☐ district	multiple property listing.) **N/A**
X public-State	☐ site	
☐ public-Federal	☐ structure	
	☐ object	

4. Property Owner(s)

name: Washington State DSHS, Attn: Fircrest School c/o CBS2 (building owner) Washington State DNR (land owner)
Street: 500 1st Avenue #401

city: Seattle state: WA zip: 98104

5. Form Prepared By

name/title: Spencer Howard, Katie Pratt

organization: Northwest Vernacular, Inc. date: 28 September 2020

Nomination prepared for the Shoreline Preservation Society as the non-profit championing Landmark status for the building. Funding provided by a 4Culture Special Projects grant.

6. Nomination Checklist

X Site Map (REQUIRED)
X Photographs (REQUIRED)
N/A Last Deed of Title
X Continuation Sheets
Other (please indicate):

Exhibit 1

PART II: PHYSICAL DESCRIPTION

7. Alterations

Check the appropriate box if there have been changes to plan, cladding, windows, interior features or other significant elements. These changes should be described specifically in the narrative section below.

Yes	**X**	No	Plan (i.e. no additions to footprint, relocation of walls, or roof plan)	Yes	**X**	No	Interior features (woodwork, finishes, flooring, fixtures)
Yes	**X**	No	Cladding	Yes		No	Other elements
Yes	**X**	No	Windows				

Narrative Description

Use the space below to describe the present and original (if known) physical appearance, condition, architectural characteristics, and the above-noted alterations (use continuation sheet if necessary).

The chapel building is in the north-central portion of the grounds. The building's site integrates with its forested setting that was retained and cultivated as part of the building's design and construction. The building faces southeast and is located at the top edge of a slope. Curvilinear roadways and walkways provide access to the building and connect with the larger circulation system of the grounds that comprise the operation area for the State Department of Social and Health Services Fircrest Residential Habilitation Center and Public Health Laboratories. Stylistically the building is an example of the Tudor Revival style.

The building has a cruciform plan. The interior layout consists of a central nave flanked by narrow aisles leading to a chancel and altar at the east end with flanking chaplain office and prayer chapel. A tall tapered spire rises from the ridgeline above the chancel on a short shingle clad steeple. The building's walls are load bearing brick masonry with wood shakes cladding the roof. Windows are leaded, multi-pane, with a round, stained glass window in the east gable. Raised chord scissor trusses span the nave and chancel. Stained wood and painted plaster define the interior wall and mill work finishes, with iron pendant light fixtures throughout the nave and chancel.

See continuation sheets below.

PART III: HISTORICAL / ARCHITECTURAL SIGNIFICANCE

8. Evaluation Criteria

Historical Data (if known)

Designation Criteria:

X A1 Property is associated with events that have made a significant contribution to the broad patterns of national, state, or local history.

☐ A2 Property is associated with the lives of persons significant in national, state, or local history.

X A3 Property embodies the distinctive characteristics of a type, period, style, or method of design or construction or represents a significant and distinguishable entity whose components lack individual distinction.

☐ A4 Property has yielded, or is likely to yield, information important in prehistory or history.

☐ A5 Property is an outstanding work of a designer or builder who has made a substantial contribution to the art.

Criteria Considerations:

Property is

X a cemetery, birthplace, or grave or property owned by a religious institution/used for religious purposes

☐ moved from its original location

☐ a reconstructed historic building

☐ a commemorative property

☐ less than 40 years old or achieving significance within the last 40 years

Date(s) of Construction: 1944	Other Date(s) of Significance: NA	
Architect: The Austin Company, 13th Naval District Public Works	Builder: J. W. Bailey Construction Company	Engineer: The Austin Company

Statement of Significance

Describe in detail the chronological history of the property and how it meets the landmark designation criteria. Please provide a summary in the first paragraph (use continuation sheets if necessary). If using a Multiple Property Nomination that is already on record, or another historical context narrative, please reference it by name and source.

The Seattle Naval Hospital Chapel is significant under Criterion A1 for its association with the development and use of the Seattle Naval Hospital during World War II. It is also significant under Criterion A3 for its well-executed Tudor Revival design. Although the property was constructed for religious purposes as the first *interdenominational* chapel constructed at a naval hospital in the continental United States and remains in this use, its association with the naval hospital and its design and setting in a peaceful area of woods personally selected by Captain Joel T. Boone (1889-1974), who took command of the hospital on May 18, 1943, make it a significant property within King County.

See continuation sheets below.

PART IV: MAJOR BIBLIOGRAPHICAL REFERENCES

9. Previous Documentation

Use the space below to cite the books, articles, and other sources used in preparing this form (use continuation sheet if necessary).

Previous documentation on file:

- X included in King County HRI #1167 (Naval Hospital)
- ☐ previously designated an Issaquah Landmark
- ☐ previously designated a Community Landmark
- ☐ listed in Washington State Register of Historic Places
- ☐ preliminary determination of individual listing
- ☐ (36 CFR 67) has been requested
- ☐ previously listed in the National Register
- ☐ previously determined eligible by the National Register
- ☐ designated a National Historic Landmark
- ☐ recorded by Historic American Buildings, Survey #:
- ☐ recorded by Historic American Engineering, Rec. #:

Primary location of additional data:

- ☐ State Historic Preservation Office
- X Other State agency (DSHS)
- X Federal agency (NARA)
- ☐ King County Historic Preservation Program
- ☐ Local government
- ☐ University
- X Other (Shoreline Historical Museum)

Bibliography

See continuation sheets below.

Architectural Description

Setting and Site

The chapel building is in the north-central portion of the grounds, on a site generally enclosed by conifer trees. The building faces southeast and is located at the top edge of a slope. The slope rises (approximately 25 feet) from the site's core function areas along Hamlin Park Road and transitions northwest of the building to a formerly developed level site. Curvilinear roadways and walkways provide access to the building and connect with the larger circulation system of the grounds. **(Figures 1-2)**

The grounds referred to in this nomination generally comprise the operation area for the State Department of Social and Health Services Fircrest Residential Habilitation Center and Public Health Laboratories (King County parcels 1626049010 and 1626049111) and are generally bounded by 15th Avenue NE (west), Hamlin Park Road (north), a service road southeast of the buildings along NE 160th Street (southeast), 20th Avenue NE (east), and NE 150th Street (south). These grounds comprise the core of the former U.S. Naval Hospital operation area that was formerly bounded by 15th Avenue NE (west), NE 165th Street (north), 25th Avenue NE (east), and NE 150th Street (south). Today, the former operation area of the U.S. Naval Hospital is split into multiple King County tax parcels with uses including, but not limited to, South Woods Park, Eastside Off-leash Dog Area, Shorecrest High School, Shorecrest Performing Arts Center, Kellogg Middle School, and Hamlin Park.

Stylistically the building is an example of the Tudor Revival style. Characteristic features include:

- Steeply pitched side gable roof with prominent cross-gables
- Multi-pane (diamond shape) casement and fixed sash windows
- Pointed-arch gable end window headers
- Texture of the wire cut brick and the multiple patterns achieved through different bonding patterns
- Timber and basket weave brick elements at the front entrance porch
- Stained interior woodwork, scissor trusses, and pendant iron light fixtures.

The Building and Changes Over Time

For simplicity in descriptions, the following narrative will use south (southeast front facade), north (northwest rear facade), east (northeast side), and west (southwest side) for directional references, since the building is sited at nearly a 45-degree angle relative to north. Dimensions and assembly descriptions stem from the original drawings and a site visit.

The building has a cruciform plan with the short leg at the projecting front entrance porch. The chancel occupies the intersection of the nave and transept, separating the altar from the nave. The building plan is generally 34 feet, 8 inches by 82 feet, 10 inches. The interior layout consists of a central nave flanked by narrow aisles leading to a chancel and altar at the east end with flanking chaplain office, prayer chapel, and support spaces projecting to the north and south, respectively. The office and chapel each have their own entrance with small shed roof over the exterior stoop. The side gable roof extends the length of the nave and chancel with cross gables at the chaplain office, prayer chapel, and front entrance porch. The east gable end of the main roof extends slightly over a full height, square sided bay providing interior space for the altar. A

tall tapered spire rises from the ridgeline above the chancel on a short shingle clad steeple. A basement mechanical space accessed from the exterior extends below the east end of the building. The building's walls are load bearing brick masonry with wood shakes cladding the roof. Leaded, multi-pane windows provide day lighting, with a round, stained glass window in the east gable end above the altar. Raised chord scissor trusses span the nave and chancel. Stained wood and painted plaster define the interior wall and mill work finishes, with iron pendant light fixtures throughout the nave and chancel.

Landscape

The building's site integrates with its forested setting that was retained and cultivated as part of the building's design and construction. Spatial organization of the site utilizes topography, vegetation, and circulation to define a space for the building secluded from the activity of the broader grounds. The type and organization of the vegetation and the organization of the circulation features is complimentary to both the building's architectural style and its support function relative to the historic U.S. Navy Hospital and current Fircrest Residential Habilitation Center grounds usage. **(Figures 3-6, 8-14, 20-26)**

Topography of the site includes the steep slope on which the building stands at the top edge, elevating the building relative to circulation access and development on the grounds to the south and east, which comprised the core U.S. Navy Hospital development area. Grade height between the front and rear of the building differs by 5 feet, with the front facade rising slightly above the approach to the building along the roadway and the rear facade set into the hill side. A low rip-rap rock retaining wall is offset by several feet from and extends along the length of the building's north facade. Grade to the east extends out at the foundation level of the building.

Vegetation consists predominately of a dense growth of evergreen trees (fir or similar) with some smaller madrone trees interspersed and an understory of ferns and low shrubs, including rhododendrons with a dense ground cover of evergreen tree needles and small branches. These form a perimeter enclosing the building and the vertical space above it and extend up to the north and east facades. The raised bed off the front of the building between the two cross gables consists of rhododendrons and ferns. A pair of low evergreen shrubs pruned to form hedges flank the front entrance walkway. A small ornamental shrub occupies the planting area west of, and enclosed by, the ramp to the front entrance. Lawn extends off the west side of the building a short distance to the edge of the evergreen trees.

Circulation consists of a roadway, pathways, sidewalks, and parking areas. The asphalt, curvilinear roadway extends from the southwest corner of the site connecting to a main grounds roadway and continues northeast to pass in front of the building. The approximately 9-foot-wide roadway does not have curbs or shoulders. The single-lane roadway arced to the southeast as it descended the slope to the roadway at the base. The upper portion of this arc remains in use as parking; the lower portion is no longer in use. Instead, the roadway continues east along an added route (built after 1971) to connect to the roadway east of the site (built between 1954 and 1964). Pathways and sidewalks connect the site to the broader grounds circulation system and link to the building entrances, and include the following:

- A narrow (approximately 3 foot wide) asphalt curvilinear pathway extends up to the south side of the roadway in front of the building from a parking area at the base of the slope.
- A similar, added asphalt pathway that passes along the west side of the building, extending from the roadway in front of the building up to the post-1971 roadway east of the building.
- The front entrance porch, which is served by a concrete sidewalk and a short flight of steps, as well as a concrete ramp connecting to the roadway in front of the building.
- The chaplain offices and basement entrance at the east end of the building, which are served by a concrete sidewalk along the east side of the building that connects to a short flight of stairs leading to the roadway in front of the building.
- A sidewalk along the south side of the building that links the front entrance to the sidewalk

servicing the east entrances.
- An added concrete sidewalk along the ca. 1954–1964 roadway east of the building that connects to the original sidewalk at the east side of the building.

Parking areas consist of the original paved parking area at the base of the slope. An added parking area is located north of the building, off the ca. 1954–1964 roadway.

Foundation

The building features a reinforced board formed concrete perimeter grade beam foundation with two rows of 2-foot-square concrete spread footings supporting posts (1 foot square) carrying beams (8 by 12 inch; metal straps at beam/post joint) below the nave and chancel. The upper portion of the perimeter foundation projects above grade. Spread footings are spaced on 10-foot centers with the two row centers spaced 11 feet, 4 inches apart. Single spread footings occur below transition between the chancel and cross gable projections. Smaller spread footings extend below the posts carrying the trusses along the outer edge of the aisles flanking the nave on 11-foot centers. Floor joists are 2-by-10-inch boards on 16-inch centers and run north – south. Concrete wall enclosed areaways provide openings for metal bar crawl space vents along the north, south, and west facades.

Exterior Walls

The building's exterior walls consist of load-bearing unreinforced brick masonry walls (8 inches thick) with an inner layer of wood stud furring. The bricks used in the outer wall layer appear to be half the thickness of a standard brick, similar to a modular brick. Bonding for the brickwork is notable for its uniqueness. Bond courses (headers, brick laid on face with end showing) start at the top of the foundation and then repeat every third course with queen closures at the outer building corners. Intervening running bond courses are composed of shiners (brick laid on edge with the face showing) as opposed to the more typical use of stretchers (brick laid horizontal with the long edge showing). Use of shiners contrasts visually with the headers and displays the texture of the wire cut face of the bricks. Brick coloring ranges from light pink to deeper red, with the majority having a light red/orange color. Mortar joints are struck slightly recessed from the brick face and feature a light-gray mortar. The bricks have a high frequency of chips and irregularities along the arises (edge corners) including chips that contribute to the overall visual texture of the walls. **(Figures 8-19)**

Brick work at the front entrance vestibule walls and gable end consists of brick panels set between 6-by-6-inch wood posts with inner wood furring. A wood header spans the doorway supporting posts and brick panels in the gable end. The brick panels are a single wythe (one brick) thick and laid up as stretchers in a basket weave pattern with a rowlock (brick laid on edge with the short end showing) course along the top of the foundation. Half dovetail joints comprise the horizontal timber connections (below the windows) with the posts.

Wood louvers occur in the peaks of the cross gables, providing venting for the attic.

Roof

Wood shakes clad the building's roof with metal flashing at the valleys. The main side gable roof and the two east cross gables have flush gable ends with barge boards and narrow rake moldings with a concave lower profile. Eaves have modest overhangs with exposed rafter ends with clipped ends and gutters attached to the outer face of the rafters. Metal external downspouts direct rainwater down to grade and away from the building. An added metal vent projects above the roofline on the south slope, servicing the boiler room in the basement. **(Figures 8-17)**

Scissor trusses span (north–south) the nave and chancel supporting the roof framing and providing an open interior volume. A ridge beam extends the length of the roof above the trusses with metal plates connecting the trusses to the beam. Wood purlins run east–west between the trusses and are attached to the trusses at the wood blocking and the upper ends of the bottom chords with metal L brackets. The blocking is through-bolted to the truss top chords. Tongue-and-groove board (2 inch thick) roof sheathing runs north–south between the purlins. The trusses consist of wood beam bottom chords with a lap joint where they meet. A king post connects this lap joint with the joint at the peak of the truss with steel plates and through bolts reinforcing this connection. The feet of the bottom chords bear on the tops of the wood posts (6 by 8 inch) along the aisles flanking the nave with steel plates linking the posts and chords. The top chords consist of two boards attached to either side of the bottom chord ends. Through bolts occur at each connection. **(Figures 28-31)**

The cross gable over the front entrance features decorative scroll cut bargeboards overlaid on the standard bargeboards with outer posts and a central cross set in the gable end and composed of a vertical post and cross tie with chamfered edges. Exposed roof framing includes a ridge beam with a drop finial at the outer end and rafters with wood board sheathing. An added light fixture is attached to the south end of the ridge beam. **(Figures 8, 15)**

Shed roofs projecting over the stoops at the east entrances consist of wood posts supporting a beam with a chamfered end. Rafters extend out from the building wall to the beam at a slightly shallower pitch than the main roof. Gutters extend along the outer edge of the roofs. Exposed horizontal board sheathes the roof. **(Figure 16)**

A tall tapered spire comprised of 4-by-4-inch wood posts rises from the ridgeline above the chancel on a short shingle clad steeple. Galvanized iron sheet metal with standing seams clads the spire which ends in a wood ball and a cross. The standing seams wrap around the tower creating a horizontal banding effect. Through bolts connect the steeple framing to the purlins. **(Figure 12)**

Windows

Windows consist of a rose window, as well as fixed, casement, and hopper windows. All windows utilize cedar for the sash. All fixed, hopper, and casement windows have brick moldings and wood sills. All glass was specified as tinted cathedral glass. All exterior wood surfaces are painted. The brick moldings are narrow with a rounded profile. All glass panes are amber in color and textured for translucency. All hopper and casement windows consist of multiple-pane (diamond shape) leaded windows with an interior horizontal metal bar to reinforce the leading. Interior window casings consist of narrow molded cedar trim with mitered corners.

The rose window is located in the east gable end above the altar. The round window opening has an outer band of rowlock bricks. The cedar sash window has decorative wood and leaded tracery symmetrical around the center round set within an eight-point rose with red (center, outer rose points, and outer triangular accents) and blue glass. Interior trim consists of narrow molded cedar casings around the window opening. **(Figures 13, 18, 48)**

The west gable end features three large window openings illuminating the west end of the nave. Each pointed arch opening has four casement windows (2:2) with a wood mullion and cross bar. The pointed arched headers consist of a rowlock band with a recessed basket weave brick panel and a rowlock course above the steel L lintel spanning the window opening. These window openings have rowlock brick sub sills. **(Figures 9-10)**

Altar windows occur on the north and south sides of the east bay. The 28-rectangle pane, leaded-lite fixed windows provide day lighting for the altar. These window openings have rowlock brick sub sills. **(Figure 17)**

Casement windows along the north and south facades provide day lighting for the nave, chaplain's office, and prayer chapel. The continuous top plate for the wall serves as the headers for these windows. In the cross gables these window openings have paired steel L lintels with soldier course (laid vertically with the narrow long face showing) brick headers. These window openings have rowlock brick sub sills. Hardware consists of butt hinges and thumb latches. Added venetian blinds occur at the casement windows. **(Figures 8, 15, 32, 34, 41)**

Hopper windows on the north and south facade provide day lighting and ventilation for the two original restrooms. The windows are hinged at the bottom rail for hopper operation with a spring catch and chain at the top rail. **(Figure 16)**

Entrances

Several entrances provide access to and egress from the building interior.

Front

The main front entrance (west end of the south facade) consists of stairs and a concrete ramp providing access to a porch set below the cross-gable roof. Concrete cheek walls with brick copings flank the stairs and ramp and support the paired wood posts, which carry the peaked timber header with chamfered edges that spans the entrance. The cheek walls flanking the stairs have built in planters. Decorative wood trim extends along the top outer edge of the header. A hexagonal pendant light fixture hangs from the ridge beam. The fixture has amber glass lenses set in a metal frame. A pair of doors leads from the porch to the entrance vestibule, which opens to the nave. Wood casings with a rounded profile along the inner corner trim the doorway. The doors consist of diagonal cedar boards with a triangular upper stained-glass lite in each. Attachment locations remain at former wall sconce locations flanking the doorway. **(Figures 8, 15)**

East

These two entrances provide access to the chaplain's office and the prayer chapel. Each entrance has a small exterior stoop with a shed roof. A single leaf wood door provides access to the interior. A low brick wall extends along the east side of the stoop landing and supports the wood posts carrying the shed roof. Doorways have steel lintels with soldier course brick headers. Doors consist of diagonal cedar boards in a chevron pattern. The chaplain's office entrance has an added metal railing extension between the wood posts to raise the railing height. **(Figures 16-17)**

Basement

At the northeast corner of the building an exterior direct flight of concrete steps leads down to the entrance for the basement mechanical space. An added metal railing at the top of the stairs prevents accidental falls down the stairs. A low brick wall flanks the outer east side of the stairway and features an added low metal railing along the top edge. A three-panel door with an upper glass lite provides access to the interior. **(Figure 17)**

Interior

The interior layout generally consists of a single floor as the functional space for building users. The basement serves only a mechanical support role.

This floor consists of the entrance vestibule, nave and flanking aisles, the chancel and altar, and the flanking chaplain's office and prayer chapel along with associated support spaces. All woodwork within the building has a stained finish. All flatwork on the walls and ceilings consists of painted half-inch fiber board, except for the hallways, bathrooms, closets, and storage rooms, which have painted gypsum wall board. A narrow

board wraps the top edge of the walls at the roof juncture. All interior doors between spaces consist of original doors having applied chevron pattern v-groove cedar boards with metal knobs and escutcheons (unless otherwise noted). All doorways between spaces have narrow mitered casings (unless otherwise noted). There are round metal grilles at the east and west gable ends connect to the building.

Vestibule

The vestibule consists of a single open volume. A wide cased opening, with mitered casings, transitions to the nave. A radiator is mounted to the west wall of the vestibule. A wood door with chevron patterned boards opens on the east side of the vestibule to a coat room. Flooring consists of vinyl composition tiles. A bowl type (frosted glass) ceiling-mounted light fixture provides lighting. The metal edge profile at the top of the bowl matches the metal reflector band on the main branched lighting fixtures in the nave. **(Figures 52-53)**

Nave and Aisles

The nave consists of a single open volume oriented to the chancel and altar with exposed trusses and roof sheathing woodwork. Aisles, defined by the outer building walls and the inner posts carrying the trusses, flank the nave. Soffits above the aisles enclose the triangular volume between the roof, outer walls, and inner posts. Engaged posts occur at the west gable end where the soffits connect to the wall. The inner lower edge of these soffits is cased with wood trim that has a reeded profile. Wood flooring extends throughout the nave and aisles. A ramp at the east end of the south aisle, with an added railing based on the chancel railing, connects to the prayer chapel (it has been converted for use as a universally accessible restroom). A doorway at the east end of the north aisle connects to the chaplain's office with a single step up. Radiators are mounted to the outer walls along the aisles. **(Figures 28-29, 32, 44)**

Pews, with flat seats and square backs with enclosed ends, were custom built using birch for the building. They are arranged in two rows within the nave. A wood pedestal pulpit and small piano are at the east end of the nave, and a bookcase is in the southwest corner of the nave. **(Figure 45)**

Day lighting from the casement windows is augmented by direct lighting from a central row of seven main branched pendant electric fixtures. This lighting extends into the chancel. These consist of a round plywood base (pan), brass bolts that support a center lens with concentric ridges to diffuse the light, and an outer metal shade with a decoratively cut lower edge profile. Curved branched supports extend out from this base to carry six outer lights each with vertical tulip-shaped translucent glass shades and a round metal reflector for downlighting. This upward arrangement of the shades evokes associations with older gas lighting fixtures. Metal straps extend up from center wood portion to connect to a wrought iron metal hook attached to the ridge beam.

Flanking these main central fixtures are two rows of branched pendant electric fixtures suspended on chains from the bottom chord of the trusses. Each fixture has a central vertical cylindrical glass shade set in a round metal frame, with antiqued wrought iron finish and welded joints. Curved branched supports extend out to four outer lights each with a vertical tulip-shaped translucent glass shade and a round metal reflector for downlighting. There is a round escutcheon at the chain connection to the truss chord. **(Figures 48-51)**

Chancel and Altar

The chancel is set off from the nave by two steps up (cedar risers and Douglas fir tread) and a low railing. The chancel projects out into the nave at the outer northwest and southwest corners. Soffits and wood trim continuing from above the aisles extend inward at the chancel enclosing the posts supporting the trusses and the outer truss ends. Wood trim cases the truss/wall transition with a stylized drop finial. Diffuser panels for air supply/return are on the inner walls of the soffits. Doorways on the north and south sides of the chancel connect to short hallways linking to support spaces, the prayer chapel, and the chaplain's office. The

organ occupies a small room off the north side of the chancel with a wood screen enclosure, with a doorway on the east side of the room opening to a small closet. An accordion wood door allows the space to be closed off. Wood flooring extends throughout the space and the altar platform. Wall mounted speakers are mounted to the soffit walls facing the nave and to the soffits at the east end of the aisles. Refer to Nave and Aisles for a description of the lighting. Radiators are recessed off the north and south sides of the chancel. **(Figures 30, 37-39)**

The altar is at the east end of the building, set on a raised platform with canted sides within the end wall bay with day lighting from the windows and located directly below the rose window. The platform supporting the altar is raised a single step above the chancel floor level. A curtain with a wall mounted wood cross hangs behind the altar on the east wall, extending from below the rose window to just above the floor. Metal organ pipes are located to either side.

Millwork within the chancel and altar space includes the following custom built for the building:

- Altar has a rectangular plan (7 by 3 feet) with six recessed panels with eight-pointed stars along the front, and flush panels on each side with a flat top and a raised ledge along the back. Birch veneer panels comprise the finished exterior material. A removable birch veneer tabernacle originally extended along the top of the raised back. **(Figure 37)**
- Chancel railing with wood balusters, top hand railing, and a middle rail. Wood trim forms eight-pointed stars within each of the square openings between the rails. A pair of hinged gates extend across the top of the steps. **(Figure 30)**
- Sound enclosures at the outer two corners of the chancel feature wood corner posts with small convex outer moldings and cedar grilles consisting of diagonal and horizontal patterned slats. A slightly projecting wood sill with an apron wraps the base of the openings. Fabric is draped on the interior side. **(Figure 33)**
- The baptismal font is hexagonal and birch wood; on each vertical face there are two recessed panels with an eight-pointed star in each panel. A wood cradle for receiving a metal bowl is set built into the top. A mitered wood lid with a brass ring sits on top. A small cabinet is located on the side with a round metal knob. **(Figure 46)**
- Diffusers at the soffit feature cedar grilles matching those at the sound enclosures. **(Figure 38)**

A console type pulpit is located on the chancel along with a raised canted lectern in the southwest corner of the chancel. These appear to be built from birch and matching other furnishings custom built for the building; however, original drawings were not found for these furnishings. **(Figure 47)**

Chaplain's Office

The rectangular office features a doorway at the southwest end to the aisle, and a doorway on the east end to the vestibule at the north end of the hallway. The vestibule connects to the east entrance and the hallway. A flush two-light ceiling fixture with a frosted glass shade augments the day lighting form the windows on the north side of the room. Built in floor to ceiling robe cabinet and upper cabinets extend along the south wall of the room. These feature chevron patterned cedar doors with the patterned reversed at the upper cabinets. A ceiling hatch provides access to the attic. Wood flooring extends throughout the space. **(Figures 34-35)**

Although the original 1944 drawing (44-565) shows the east entrance opening directly to the chaplain's office, existing conditions indicate that instead a small inner vestibule was built as part of the north end of the hallway. This allows the exterior entrance to open to the vestibule with another door opening from the vestibule to the office.

A wall-mounted fire hose is on the west wall of the hallway. A ceiling hatch provides access to the attic. The bathroom off the east side of the hallway consists of a single toilet and sink with vinyl composition floor tiles.

There are ceiling-mounted light fixtures in the hallway and bathroom. The south end of the hallway opens to the chancel. **(Figure 36)**

Prayer Chapel

The prayer chapel has been converted for use as a universally accessible restroom with a toilet and sink along the west wall. Wood flooring extends throughout the space. The vestment case is set along the east wall and features chevron-patterned wood doors. A closet is located off the southwest corner of the room. **(Figures 42-43)**

Per the original drawings, the confessional originally occupied the north portion of the room's west side, with the existing doorway providing access to the chaplain's space. Penitents entered from the east end of the aisle off the nave. This space formerly occupied by the confessional now serves as the entrance pathway to the prayer chapel from the nave.

The hallway features a ceiling-mounted frosted shade light. A ceiling hatch provides access to the attic. A doorway on the west side of the hallway opens to a large storage closet. A separate room for speakers and audio equipment usage is accessed from the west end of the closet. A doorway on the east side opens to a former bathroom. **(Figure 40)**

Basement

The basement consists of a single mechanical room located below the altar and chancel. A sump is located on the west side of the space.

Alterations

Dates provided for alterations are based on available information and identified as circa wherever a specific year was not known. Original design drawings for the building dated to 1944.

Overall, the building exterior retains a high level of integrity and original visual character. Both interior and exterior changes are addressed in the following list of alterations.

The chronological listing of alterations is as follows:

1945

Work included installing new wood gutters and downspouts on the building.

Ca. 1954–1964

Roadway construction along the east edge of the site.

Post-1971

Construction of a road extension from the original road servicing the building east to the ca. 1954–1964 roadway. This ended use of the east portion of the original roadway; only the upper portion continued to be used for parking, along with a pathway leading down the hillside.

Ca. 2016

Work included converting the prayer chapel to use as a universal access restroom. This involved moving the vestment case from the north wall to the east wall; installing a toilet and sink on the north wall; converting the

confessional to a hallway with access from the east end of the south aisle; and installing a ramp and associated railing in the aisle to access the restroom.

Vinyl composition floor tiles throughout the building were replaced with wood flooring.

Ca. 2003–2004

Tree loss along the east side of the roadway when approaching the building from the southwest left an open slope.

Ca. 2010–2011

Sidewalk and landscaping alterations off the northeast corner of the building along the ca. 1954–1965 roadway.

Ca. 2012

Re-topping of the added parking lot north of the building.

Undated

- Metal railing and gate installed at the east exterior basement entry for fall protection.
- Lighting fixture installed at the peak of the front entrance gable.
- Fire detection and alarm systems upgraded within the building.
- Choir rail and choir stall previously removed from the chancel.
- Asphalt composition tile added in the prayer chapel and the chaplain's office and subsequently removed and replaced with the existing wood flooring.
- Round metal grilles added in the uppermost portion of the east and west gable ends of the building interior. Their function is not known.
- Vent added on the south slope of the main roof, extant by 2005.
- Wall sconces flanking the front entrance removed.
- An added concrete sidewalk along the ca. 1954–1964 roadway east of the building connects to the original sidewalk at the east side of the building.

Historic Context

Site History—Shoreline[1]

The Seattle Naval Hospital Chapel is located within the city limits of Shoreline. Prior to the arrival of white Euro-Americans, the area now known as Shoreline was used by Coast Salish tribes and bands. The area was heavily wooded between the lakefront to the east and the steeply sloped ravines along the saltwater shores to the west. According to an "Overview of Shoreline History" prepared for the King County Historic Preservation Program in 1996:

> *Several local Native American groups made use of the Shoreline area before the arrival of Euro-American settlers. Puget Sound Salish groups who made use of the resources in Shoreline include the hah-chu-ahbsh, or "lake people," who wintered along Lake Washington, and the shil-shol-ahbsh, or "narrow inlet people," who had seasonal beach camps at Boeing Creek and Richmond Beach. …*

[1] The Shoreline overview history is summarized from Cloantha Copass, "Overview of Shoreline History: prepared as part of the Survey and Inventory of Historic Resources in the City of Shoreline," prepared for the King County Historic Preservation Program, September 30, 1996, available via WISAARD.

The ha-ah-chu-ahbsh "small lake people" (referring to Lake Union) may also have used the area, coming into what is now Shoreline to gather cranberries which grew in the bogs where Ronald Bog and Twin Ponds are now. While the inland travel routes used historically by Native American people are no longer known, the early wagon roads and paths in the district may well have followed Native American travel routes.[2]

The steep shoreline bluffs initially delayed Euro-American development of the area, but donation land claims were made as early as 1872. Richmond Beach, accessible by boat, was the first area developed and became a stop for Mosquito Fleet passenger and freight steamboats on the Puget Sound. A post office was established in Richmond Beach in 1889 and the town site was platted in 1890. Overland access to Everett or Seattle relied on a wagon road through the woods until the Great Northern Railroad and its subsidiary, Seattle and Montana Railroad, arrived in 1891. Although Richmond was only a flag stop, the railroad contributed to town development. Logging and related mill industries were key economic activities in the area in the late 1890s and early 1900s, along with small family farms.

The Seattle-Everett Interurban rail line reached Shoreline by 1906 and the full line connecting Seattle and Everett was complete by 1910. This important transportation link spurred development in the Shoreline area, with residential subdivisions platted near the line and its stops. Two larger scale developments were constructed in Shoreline during the 1900s—the exclusive Highlands residential neighborhood (1907) and the Firlands Tuberculosis Sanitarium (1911).

Concentrated development remained clustered around Richmond Beach or the interurban line until automobile transportation improved. A brick two-lane road, North Trunk Road, was completed by 1912 and extended from Greenlake north to the King-Snohomish county line. The North Trunk Road was incorporated into Highway 99 (Aurora Avenue) in 1925, widening or rerouting portions of the road. Auto-oriented businesses sprang up along Aurora Avenue during the late 1920s and 1930s, with the earlier developments around the interurban stations remaining the commercial centers.

Development in Shoreline decreased as the nation entered the Great Depression and most residences constructed during this time were smaller in scale than previous construction. New subdivision development began to pick up in the late 1930s and early 1940s and several were platted during this time. Construction within these subdivisions (e.g., Ridgecrest and Innis Arden) occurred after the conclusion of World War II. The construction of the Naval Hospital in the area was a significant development in the community during the war.

After the war ended, Shoreline developed significantly as a residential suburb. Between 1942 and 1950, 9,000 new houses were constructed and school enrollment increased 96 percent. More than 100 houses were built in the 118-house Ridgecrest development—just northwest of the Naval Hospital grounds—in 1947. Nearly the same number of houses were constructed in the Ridgecrest Homes development the same year. Construction also continued in the Innis Arden development, with additional plats established.

As the area's population grew, residents and businesses pushed for a larger community identity to tie the scattered areas together. "Shoreline" was selected as the name for the community in 1949 and the city was incorporated in 1995. The completion of the north–south running Interstate 5 in 1964 established commercial patterns in the area that remain today.

[2] Copass, "Overview of Shoreline History: prepared as part of the Survey and Inventory of Historic Resources in the City of Shoreline." Copass cites the sources of her information as David Buerge, *The Native American Presence in the Shoreline District* (1993), unpublished manuscript, Shoreline Historical Museum.

Seattle Naval Hospital

The Puget Sound area has had a number of naval hospital facilities since the first naval hospital was established at Puget Sound Naval Shipyard (PSNS) in Bremerton. Founded in 1891, the shipyard constructed its first naval hospital building in March 1903, first as a temporary two-story frame building, then in 1911 as a permanent hospital. A two-story brick structure designed in the Neoclassical style the permanent hospital opened in January 1912. As the Navy's presence expanded in Western Washington, additional facilities were added, both at the shipyard and elsewhere around Puget Sound. The University of Washington's Lewis Hall and Clark Hall—men's and women's dormitories, respectively—were even briefly converted to hospital functions during World War I to support a nearby training camp.

By the time the U.S. entered World War II, it was clear there was a severe shortage of hospital beds for the navy to support the wounded and injured from the Pacific War. While a naval hospital in Oakland, California, was expanded, the existing naval hospital in the Pacific Northwest (the PSNS hospital) could not be enlarged. The Navy found a location for a new hospital facility just north of Seattle on a 165-acre site in Shoreline at 15th Avenue NE and NE 150th Street. Construction began on the Seattle Naval Hospital in March 1942.[3][4]

The Seattle Naval Hospital opened for care in August 1942. The hospital had a 500-bed capacity with 41 one-story wood-frame wards, along with two surgical wards, a surgery building containing four operating rooms, and staff quarters for 780 personnel. The hospital was expanded later that same year to add three special wards and an Officers Sick Quarters, and again in 1943 to add another 500 beds. A five-wing building for the care of military dependents opened towards the end of the war.

Construction of the Chapel

During World War II, defense-related construction ramped up to provide facilities for the swelling armed forces. This included naval hospitals like Seattle Naval Hospital, as well as housing, training facilities, and even chapels. The chaplaincy within the United States Navy began in November 1775, when the navy was the Continental Navy, and has remained a part of the service since that time.[5] The chaplaincy—or the Chaplain Corps of the Navy—expanded during the World War II era, reflecting the rapid growth of the navy. For reference, on December 7, 1941, there were 192 regular and reserve chaplains; by August 1945 the chaplaincy grew to a peak enrollment of 2,811.[6] Between 1942 and 1945, 83 Navy chapels were authorized for construction, 18 in 1942, 30 in 1943, 27 in 1944 (including the Seattle Naval Hospital chapel), and eight in 1945.[7] The chapel at the Seattle Naval Hospital was approved for $34,600 in appropriations for construction on January 28, 1944.[8]

The groundbreaking ceremony for the new chapel on the Seattle Naval Hospital grounds was held on May 28, 1944. A June, 14, 1944, issue of *The Stethoscope*, the naval hospital's circular, described the ceremony as historic, "since the chapel will be the first at any naval hospital in the United States."[9] More specifically, it appears the chapel was the first *interdenominational* chapel constructed at a naval hospital. In his address at the groundbreaking, Captain Joel T. Boone (1889-1974), who took command of the hospital on May 18,

---

[4] Naval hospital history in the Puget Sound summarized from a 2012 HistoryLink.org essay, "Navy Hospitals in Washington," written by Duane Colt Denfeld, Ph.D.
[5] Clifford M. Drury, *The History of the Chaplain Corps, United States Navy, Volume One, 1778*-1939 (Bureau of Naval Personnel), 3. Available via: http://www.navybmr.com/study%20material/14281.pdf.
[6] Clifford Merrill Drury, Captain, Chaplain Corps, United States Naval Reserve, The History of the Chaplain Corps, United States Navy, Volume 2, *1939*-1949 (Philadelphia, PA: Naval Publications and Forms Center, 1949), 1. Available via: http://www.navybmr.com/study%20material/14282.pdf.
[7] Drury, The History of the Chaplain Corps, 123, 127, and 130.
[8] Drury, *The History of the Chaplain Corps*, 130.
[9] "On a hillside…," *The Stethoscope,* Vol II, No. 7: 3.

1943, stated:

> *Set apart on this hospital reservation in a wooded area, we have found a natural cathedral-like setting made by God for the erection of a religious edifice where men and women of whatever denomination can come to worship as he or she wills. Whether the individual finds his soul expression in the quietude of silence as practiced by the Quaker; in the elaborate ritual of the Catholic Church, or in the symbolism of the Jew, he or she is provided with the material provision to worship the Higher Power which each recognizes as the force which guides and directs their lives to better living.*[10]

Highly decorated for his service, Boone received the Congressional Medal of Honor, the Distinguished Service Cross, three Purple Hearts, the Croix de Guerre with two palms, the Order of Fourragère from the French government, and the War Cross from the Italian government. He also received an Oak-Leaf Cluster from the War Department in recognition of his service with the United States Marine Corps' Fourth Brigade during World War I.[11] Boone received steady promotions throughout his career, even serving as Physician to the White House between 1929 and 1931, while Herbert Hoover was president. Boone was promoted to Commander in 1931; he then spent two years on the hospital ship *Relief* beginning in 1933 before being transferred to serve at San Diego Naval Base, first at the naval hospital and then as Forced Medical Officer, Fleet Marine Force. He was promoted to Captain in 1939 and became the Commanding Officer of the Naval Dispensary at Long Beach, California. By late 1940, Boone became the Senior Medical Officer at Naval Air Station, San Diego, before being transferred to the Naval Hospital in Seattle. Then in April 1945, he was promoted to Commodore to serve as Fleet Medical Officer to Commander, Third Fleet, before being promoted to Rear Admiral. He returned to San Diego in 1946, serving as District Medical Officer, Eleventh Naval District. In 1948 he was appointed Executive Secretary on the Secretary of Defense's Committee on Medical and Hospital Services of the Armed Forces. Then in 1950, he became the Inspector of the Medical Department. He retired at the end of 1950 with the rank of Vice Admiral. After retirement from the Navy he served as the Chief Medical Director of the Veterans Administration for four years. He died in 1974 and is buried at Arlington National Cemetery.[12]

Under Boone's leadership, construction on the chapel was completed by mid-November 1944. *The Stethoscope* coverage of the chapel's dedication further noted the new chapel as the first interdenominational hospital chapel authorized for the continental United States.

The concept design of the chapel is attributed to the Austin Company with drawings dated September of 1943 and drawn by Donaldson.[13] The Austin Company reduced the building's length twice in October of 1943, first to 88 feet and then to 77 feet. Their original design also had a second doorway off the northwest corner of the building and had scissor trusses that extended to the outer walls, rather than springing from the inner row of posts. The gable end windows in their original design also differ slightly from what was actually installed.

It appears the 13th Naval District Public Works Department (Public Works) took over the design of the chapel, converting the schematic design drawings into construction drawings. As part of this process, Public Works designed all of the structural and finish details and elements within the building. They provided project management for the chapel construction, hiring and overseeing J.W. Bailey Construction Company to

---

[10] "Address Given by Captain Joel T. Boone (MC) U.S. Navy at Ground Breaking Ceremony for Hospital Chapel on 28 May 1944, *The Stethoscope*, Vol II, No 7: 4.
[11] "Capt. Boone Gets Medal for Action in 1918," *The Seattle Sunday Times*, January 2, 1944: 7.
[12] Naval History and Heritage Command, "Boone, Joel T.," *Naval History and Heritage Command*, https://www.history.navy.mil/our-collections/photography/us-people/b/boone-joel-t.html (accessed September 24, 2020).
[13] The Austin Company, "U.S. Naval Hospital, Seattle, Washington, Chapel, Plan," drawn by Donaldson, September 8, 1943, P20-1; The Austin Company, "U.S. Naval Hospital, Seattle, Washington, Chapel, End Elevation and Section," drawn by Donaldson, September 8, 1943, P20-2; The Austin Company, "U.S. Naval Hospital, Seattle, Washington, Chapel, Elevation," drawn by Donaldson, September 8, 1943, P20-3. All available through DSHS.

construct the building. Drawings were generally prepared and approved by May 1944, with some follow-up details in September 1944. The building length was increased to 82 feet 10 inches and the width to 34 feet 8 inches. Some adjustments were made to the interior layout including adding the inner post rows to support the trusses and eliminating the northwest doorway. Public Works prepared the door designs, window and casework, rose window, pews, trusses, chapel altar, tabernacle details, site plan, and all mechanical and building systems. The Burke Millwork Company completed all the millwork for the new chapel. Based on original shop drawings, this included but was not limited to the pews, casings, windows, and the steps up to the chancel. As part of their work they prepared shop drawings for the elements that were fabricating for approval by J. W. Bailey and Public Works. Most of these drawings were dated to August and September of 1944.

During World War II, the chapel was used for religious services, weddings, funerals, and other ecclesiastical activities.

Post-WWII History

After World War II ended, the U.S. Navy's need for the Seattle Naval Hospital campus dwindled. In February 1947, the Secretary of the Navy James Forrestal ordered the closure of hospital, requiring personnel and equipment to be relocated to the Naval Hospital in Bremerton by April 1st. At the time, only 400 beds in the 1,300-bed hospital were in use.[14] By May 1947, Dr. Robert Davies, medical director of Firland Sanatorium, and Dr. Cedric Northrup, tuberculosis control director with the Washington State Health Department, petitioned the Navy Department and Washington's congressional delegation to reuse the hospital for tuberculosis patients. It was originally assumed the Veterans Administration (VA) would utilize the hospital campus, even placing a freeze order on the hospital. However, the VA soon relinquished it to King County.[15] At the time, the Firland Sanitorium was in need of a 600-bed addition to adequately treat the county's tuberculosis cases[16]. Davies and Northrup were successful in their proposal, and it was decided in October 1947 to move the King County tuberculosis hospital to the former Seattle Naval Hospital. Patients from Firland Sanatorium was relocated to the grounds on November 25, 1947, and sanitorium's former facilities were shuttered, along with another tuberculosis hospital, Morningside Sanitorium.[17] On the morning of November 25, 420 tuberculosis patients were transferred by ambulances and charter busses to the former Seattle Naval Hospital, renamed Firland Sanatorium. Of those 420 patients, 230 were from the old Firland. The former naval hospital grounds were transferred from the Navy to the King County Tuberculosis Hospitals board of managers via an interim permit. Firland continued to occupy the hospital grounds until 1973.

In 1959, another institution moved onto the hospital grounds, Fircrest School (Fircrest Residential Habilitation Center) and remains in operation. The school for developmentally disabled citizens, operated by the Washington State Department of Social and Health Services (DSHS), moved onto one section of the property, divided from Firland by a fence. In 1962, 85 acres of the former naval hospital grounds were redeveloped for the new Shorecrest High School. Fircrest School continues to utilize the remaining portions of the former naval hospital grounds, grounds which include the chapel.

Architectural Style—Tudor Revival

The chapel is an example of the Tudor Revival style, which was one of the architectural styles utilized frequently for military buildings between 1900 and 1945.[18] Tudor Revival is inspired by the English

[14] "Naval Hospital Being Readied for Closure," *The Seattle Times*, February 15, 1947: 4.
[15] "Hospital Sought for T. B. Cases," *The Seattle Times*, May 14, 1947: 11.
[16] "600-Bed Addition to Firland Will be Asked by City," *The Seattle Times*, February 2, 1947: 4.
[17] "T.B. Patients to Be Moved Soon," *The Seattle Times*, October 9, 1947: 46; "Poll Shows No Use for Firland," *The Seattle Times*, November 1, 1947: 3; "420 T.B. Patients Moved In Rain to New Hospital," *The Seattle Times*, November 25, 1947: 1.
[18] Michelle Michael and Adam Smith with Jennifer Sin, "The Architecture of the Department of Defense: A Military Style Guide," prepared for DoD Legacy Resource Management Program (December 2011), 56-57, http://dnr.alaska.gov/parks/oha/publications/archdodguide.pdf (accessed August 7, 2020).

architecture of the 17th and 18th centuries. Key elements of Tudor Revival include half-timbering (cosmetic, not structural), patterned masonry, multiple exterior materials, steeply pitched roof, dominant cross-gables, large chimneys, and entry porticos. Windows on Tudor Revival buildings are typically tall, narrow, multi-lite, and grouped and may be casement or double-hung.

It appears that other chapels constructed at naval hospitals during World War II utilized a range of architectural styles, indicating there was not a standard design for chapels during this time. See naval hospital chapel examples at St. Albans, NY, San Diego, CA, and Corona, CA, contemporary to the Seattle Naval Hospital Chapel in **Figures 56-58.**

In reviewing other Tudor Revival religious buildings in the greater Seattle area, the Seattle Naval Hospital Chapel stands out for its scale and ornamentation. Two comparisons that share some elements with the chapel include Hadaway Hall Chapel in Tacoma and Bright Presbyterian in Seattle **(see Figures 59-60)**.

Hadaway Hall Chapel is located at 4301 N Stevens Street in Tacoma. The chapel was constructed in 1955 on the grounds of the Weyerhauser estate; the property was acquired by the Dominican Sisters of Marymount in 1942. Similarities between Hadaway Hall Chapel and the Seattle Naval Hospital Chapel include cross gable entries, brick texture, and glulam interior beams. However, Hadaway Hall Chapel has more vertical emphasis and—given its later construction date—a more mid-century modern appearance, particularly on the interior.

Bright Presbyterian Church is located 6701 51st Avenue S in Seattle. The church was constructed in 1927 and designed by Durham, Anderson & Freed. The Bright Presbyterian Church has a more vertical emphasis, but it has similar side window placement, rose window, entrance timber detailing, and brick as the naval chapel. Although, the Seattle Naval Hospital Chapel has more exuberant texture and detailing than the church.

Designer and Engineer—The Austin Company[19]

Carpenter and builder Samuel Austin founded The Austin Company in Cleveland, Ohio in 1878. Samuel immigrated to the United States from England in 1872. Prior to starting his own business, Samuel began worked with a contractor in Cleveland constructing houses. Although originally focusing on residential construction, Samuel soon took on commercial projects, including the Broadway Savings Bank in 1889. The bank's clientele appreciated Samuel's work and hired his company to construct factories. These projects included a Chicago factory (1895) for the Western Mineral Wool Company of Cleveland and Cleveland's first electric lamp factory (1895), which led to a series of projects with the National Electric Lamp Association (the predecessor of General Electric).

Samuel's son, Wilbert J. Austin, joined the company in 1904 after graduating with an engineering degree from Case School of Applied Sciences (now part of Case Western Reserve University). With Wilbert's participation in the company, the Austin Company began offering engineering and construction services, allowing clients to have their projects designed, engineered, and constructed by the same firm. By the end of 1904, the father and son business partners incorporated as The Samuel Austin & Son Company. Throughout the early 1900s and 1910s, the company continued to design and construct large manufacturing plants from New England and Canada to the Pacific Coast. In 1916, they officially changed their name to The Austin Company.

The company continued to work as the United States entered World War I. By this point, they had developed an array of standardized industrial buildings and shipped these prefabricated factories to France. After the

[19] Unless otherwise noted, the history of the Austin Company is summarized from the company's "History of The Austin Company" on their website, https://theaustin.com/wp-content/uploads/2019/05/Detailed-History-of-The-Austin-Company.pdf (accessed July 24, 2020).

war, they built a number of aviation facilities and began to construct automobile industrial facilities in the 1920s and medical facilities in the 1930s. By the time Samuel passed away in 1936, the company had completed more than 5,000 projects around the world.

George A. Bryant became the new president of Austin after Wilbert tragically died in an airplane crash in 1940. During World War II, under Bryant's leadership, The Austin Company designed and constructed a number of critical defense facilities. These projects included aircraft-assembly plants, military airports, Air Force training stations, and naval facilities. In addition to the Seattle Naval Hospital (and chapel), The Austin Company designed and constructed the Naval Air Station at Sand Point.

The Austin Company remains in business and continues to design and construct air transportation, broadcasting, food manufacturing, communications, general manufacturing, printing and publishing, pharmaceutical, and laboratory facilities. A well-known King County project designed by The Austin Company is Boeing's assembly plant at Everett, constructed in 1966–67 for production of the 747 jumbo jet. The Austin Company also designed the assembly plant's expansions in 1978–1979 (for the 767 aircraft) and 1991 (for the 777 aircraft). The company became part of Kajima USA group companies in 2006.

Builder—J. W. Bailey Construction Company

Although the Austin Company often designed *and* constructed their projects, that was not always the case. Seattle construction firm J. W. Bailey Construction Company was hired to build the Seattle Naval Hospital's chapel. The firm had their office in the Insurance Building in downtown Seattle.

J. W. Bailey Construction Company was founded by Joseph W. Bailey (b. 1888) in 1929. Joseph was born in Harrison, Arkansas, in 1888 to parents J. W. and Minnie (Coffman) Bailey. The Bailey family moved to Spokane, Washington, when Joseph was a child. Joseph's first known job was with the Security Bridge Company based in Billings, Montana, in 1919. He then was employed by Hofius Steel Company in Seattle through 1920. In 1921, he began to work as an engineer and estimator for Peter Gjarde Building Contractor in Seattle. He stayed there until he started his own construction firm in 1929. He married Helen Almvig on May 8, 1926.[20]

J. W. Bailey Construction Company had a number of military construction contracts preceding and during World War II, for both the U.S. Army and Navy. They were awarded construction contracts at Fort Lewis near Tacoma for a headquarters building, barracks, stables, a mess hall extension, temporary housing, temporary buildings, an ordinance shop, boiler house, and ordinance warehouses.[21] They also built an interfaith chapel at Fort Lewis (1934), in addition to being awarded the contract to construct the fire station and guard house at McChord Field.[22]

J. S. Bailey Construction Company also constructed the headquarters for the Commercial Tire Company (Denny Way and Ninth Avenue, ca. 1930), a plant for the Butler Packing Company (Marginal Way and 14th Avenue S, ca. 1938), and a parking garage and service station (Fourth Avenue and Virginia Street, ca. 1938). [23]

Millwork—Burke Millwork Company

[20] "Joseph W. Bailey Sr. (Building Contractor)," Pacific Coast Architecture Database, http://pcad.lib.washington.edu/person/5840/ (accessed August 5, 2020).
[21] "Seattle Firm Gives Tacoma Contracts," *The Seattle Times*, March 18, 1941: 22; "Seattle Firm to Build at Fort," *The Seattle Times*, June 26, 1941: 4; "Fort Lewis to Get 110 Buildings," *The Seattle Daily Times*, August 2, 1940: 1;
[22] "Seattle Firms Get McChord Contracts," *The Seattle Daily Times*, December 8, 1939: 23.
[23] "Work to begin Monday on New Tire Quarters," *The Seattle Sunday Times*, November 2, 1930: 17; "Food Product Plant Ready New Month," *The Seattle Sunday Times*, December 25, 1938: 10; "Work Begins on New Security Market Garage," *The Seattle Sunday Times*, January 9, 1938: C8.

Originally organized as Joe Burke Mill Company by J. R. Burke, the company was renamed Burke Millwork Company in 1937. It moved to its location in Fremont in 1939, at 34th and Fremont at the bridge. The move allowed the company more room to complete a sash and door project for the Yesler Housing Project.24 During the 1940s, the Burke Millwork Company was the largest company of its kind in the area, occupying 12 acres along the canal near the Fremont Bridge, managed by J.R. Burke and his wife, Florence. They specialized in woodworking for home construction, but also sold lumber to builders of large projects and members of the Prefabricated Home Manufacturers' Institution of Washington, D. C. Prior to World War II, the company had also sold products to individuals and even had architects on staff to design homes, but demands changed during the war so they changed their business model.[25] Between 1958 and 1962, J.R. Burke bought out his business partners and transformed the mill into an industrial park—Burke Industrial Center and Fremont Dock. The Burke family continues to manage significant land holdings in Fremont.[26]

Bibliography

"420 T.B. Patients Moved In Rain to New Hospital." *The Seattle Times.* November 25, 1947: 1.

"600-Bed Addition to Firland Will be Asked by City." *The Seattle Times.* February 2, 1947: 4.

"Address Given by Captain Joel T. Boone (MC) U.S. Navy at Ground Breaking Ceremony for Hospital Chapel on 28 May 1944." *The Stethoscope.* Vol II, No 7: 4.

The Austin Company. "History of The Austin Company." *The Austin Company.* https://theaustin.com/wp-content/uploads/2019/05/Detailed-History-of-The-Austin-Company.pdf. Accessed July 24, 2020.

---. "U.S. Naval Hospital, Seattle, Washington, Chapel, Elevation." Drawn by Donaldson. September 8, 1943, P20-3. Available through DSHS.

---."U.S. Naval Hospital, Seattle, Washington, Chapel, End Elevation and Section." Drawn by Donaldson. September 8. 1943, P20-2. Available through DSHS.

---. "U.S. Naval Hospital, Seattle, Washington, Chapel, Plan." Drawn by Donaldson. September 8, 1943. P20-1. Available through DSHS.

Beers, Carole. "Florence M. Burke, 89, helped Shape the History of Fremont." *The Seattle Times.* July 27, 1998. https://archive.seattletimes.com/archive/?date=19980727&slug=2763245. Accessed August 10, 2020.

"Capt. Boone Gets Medal for Action in 1918." *The Seattle Sunday Times.* January 2, 1944: 7.

Copass, Cloantha. "Overview of Shoreline History: prepared as part of the Survey and Inventory of Historic Resources in the City of Shoreline." Prepared for the King County Historic Preservation Program. September 30, 1996. Available via WISAARD.

Denfeld, Duane Colt, Ph.D. "Naval Hospitals in Washington." *HistoryLink.org the Free Encyclopedia of Washington State History.* 2012. https://www.historylink.org/File/10144 (accessed July 8, 2020).

Drury, Clifford M. *The History of the Chaplain Corps, United States Navy, Volume One, 1778-1939.* Bureau of Naval Personnel. Available via: http://www.navybmr.com/study%20material/14281.pdf.

Drury, *The History of the Chaplain Corps, United States Navy, Volume 2, 1939-1949.* Philadelphia, PA: Naval Publications and Forms Center, 1949. Available via:

---

[24] "About Us," Fremont Dock Co., http://www.fremontdockco.com/html/aboutus.html (accessed August 10, 2020).
[25] Margaret Pitcairn Strachan, "Fremont: A District that Thrives," *The Seattle Sunday Times*, May 12, 1946: Magazine Section, page 5
[26] Janet I. Tu, "The Land Baroness of Fremont," *The Seattle Times*, July 29, 2001, https://archive.seattletimes.com/archive/?date=20010729&slug=psuzie29 (accessed August 10, 2020); Carole Beers, "Florence M. Burke, 89, helped Shape the History of Fremont," *The Seattle Times*, July 27, 1998, https://archive.seattletimes.com/archive/?date=19980727&slug=2763245 (accessed August 10, 2020).

http://www.navybmr.com/study%20material/14282.pdf.

“Food Product Plant Ready New Month.” *The Seattle Sunday Times*. December 25, 1938: 10.

“Fort Lewis to Get 110 Buildings.” *The Seattle Daily Times.* August 2, 1940: 1.

Fremont Dock Co. “About Us.” *Fremont Dock Co*. http://www.fremontdockco.com/html/aboutus.html. Accessed August 10, 2020.

“Hospital Sought for T. B. Cases.” *The Seattle Times*. May 14, 1947: 11.

“Joseph W. Bailey Sr. (Building Contractor*).” Pacific Coast Architecture Database.* http://pcad.lib.washington.edu/person/5840/. Accessed August 5, 2020.

Michael, Michelle, and Adam Smith with Jennifer Sin. “The Architecture of the Department of Defense: A Military Style Guide.” Prepared for DoD Legacy Resource Management Program. December 2011. http://dnr.alaska.gov/parks/oha/publications/archdodguide.pdf. Accessed August 7, 2020.

Naval History and Heritage Command. “Boone, Joel T.” *Naval History and Heritage Command.* https://www.history.navy.mil/our-collections/photography/us-people/b/boone-joel-t.html. Accessed September 24, 2020.

“Naval Hospital Being Readied for Closure.” *The Seattle Times*. February 15, 1947: 4.

“On a hillside…” *The Stethoscope.* Vol II, No. 7: 3.

“Poll Shows No Use for Firland.” *The Seattle Times.* November 1, 1947: 3.

“Seattle Firms Get McChord Contracts.” *The Seattle Daily Times.* December 8, 1939: 23.

“Seattle Firm Gives Tacoma Contracts.” *The Seattle Times.* March 18, 1941: 22.

“Seattle Firm to Build at Fort.” *The Seattle Times.* June 26, 1941: 4.

Strachan, Margaret Pitcairn. “Fremont: A District that Thrives.” *The Seattle Sunday Times.* May 12, 1946: Magazine Section, page 5.

“T.B. Patients to Be Moved Soon.” *The Seattle Times.* October 9, 1947: 46.

Tu, Janet I. “The Land Baroness of Fremont.” *The Seattle Times.* July 29, 2001, https://archive.seattletimes.com/archive/?date=20010729&slug=psuzie29 (accessed August 10, 2020).

“Work Begins on New Security Market Garage.” *The Seattle Sunday Times.* January 9, 1938: C8.

“Work to begin Monday on New Tire Quarters.” *The Seattle Sunday Times.* November 2, 1930: 17.

Figure List

SITE PLAN AND MAPS A.3
Figure 1. Vicinity Map. A.3
Figure 2. Site Map A.4
Figure 3. 1937 Aerial. A.5
Figure 4. 1952 Aerial. A.6
Figure 5. 1954 Aerial. A.7
Figure 6. 1969 Aerial. A.8
Figure 7. Photograph Key A.9

CURRENT PHOTOGRAPHS A.10
Figure 8. South facade. A.10
Figure 9. West facade. A.11
Figure 10. Northwest corner. A.11
Figure 11. North facade. A.12
Figure 12. Northeast corner. A.12
Figure 13. East facade. A.13
Figure 14. Southeast corner. A.13
Figure 15. Front entrance. A.14
Figure 16. Southeast corner entrance. A.14
Figure 17. Northeast corner entrances. A.15
Figure 18. Rose window detail. A.15
Figure 19. Brick detail, west facade, typical conditions. A.16
Figure 20. Road, looking west away from the building. A.16
Figure 21. Road, looking towards the building. A.17
Figure 22. Road, looking northeast towards the building. A.17
Figure 23. Pathway, looking northeast from the parking lot. A.18
Figure 24. Pathway, looking northeast. A.18
Figure 25. Pathway, looking north towards the parking lot. A.19
Figure 26. Pathway, looking south from the parking lot. A.19
Figure 27. Photograph Key A.20
Figure 28. Nave, looking east. A.21
Figure 29. Nave, looking northeast from the vestibule. A.21
Figure 30. Chancel, looking east from the nave. A.22

Figure 31. Nave, looking west. A.22
Figure 32. North aisle, looking east. A.23
Figure 33. Grille detail at the organ room off the northeast corner of the nave. A.23
Figure 34. Chaplain's office, looking northeast from the doorway to the nave. A.24
Figure 35. Chaplain's office, built in cabinets on the south wall. A.24
Figure 36. North hallway, looking south from the Chaplain's office to the chancel. A.25
Figure 37. Altar a the east end of the chancel. Looking southeast. A.25
Figure 38. Chancel, looking southeast. A.26
Figure 39. Organ room off the northwest corner of the chancel. A.26
Figure 40. South hallway, looking from the chancel south to the prayer chapel. A.27
Figure 41. Window detail showing typical interior casings. A.27
Figure 42. Prayer chapel, looking southwest. A.28
Figure 43. Prayer chapel, north wall, converted for universal access restroom use. A.28
Figure 44. Nave, southeast corner with the added ramp and railing behind the piano. A.29
Figure 45. Pews, looking southwest towards the main entrance. A.29
Figure 46. Baptismal font. A.30
Figure 47. Console type pulpit. A.30
Figure 48. Rose window, interior view. A.31
Figure 49. Main branched fixture type, detail. A.31
Figure 50. Branched fixture detail. A.32
Figure 51. Truss and branched fixture detail. A.32
Figure 52. Vestibule, looking southeast. A.33
Figure 53. Vestibule light fixture. A.33

HISTORIC PHOTOGRAPHS A.34
Figure 54. ca. 1944 photograph of the building during construction. A.34
Figure 55. undated, rendering of the proposed building prior to construction. A.34

COMPARATIVE PHOTOGRAPHS A.35
Figure 56. Naval Hospital Chapel, St. Albans, New York. A.35
Figure 57. Naval Hospital Chapel, San Diego, California. A.35
Figure 58. Naval Hospital Chapel, Corona, California. A.36
Figure 59. Hadaway Hall, Tacoma, Washington. A.36
Figure 60. Brighton Presbyterian Church, Seattle, Washington. A.37

DRAWINGS A.38

SITE PLAN AND MAPS

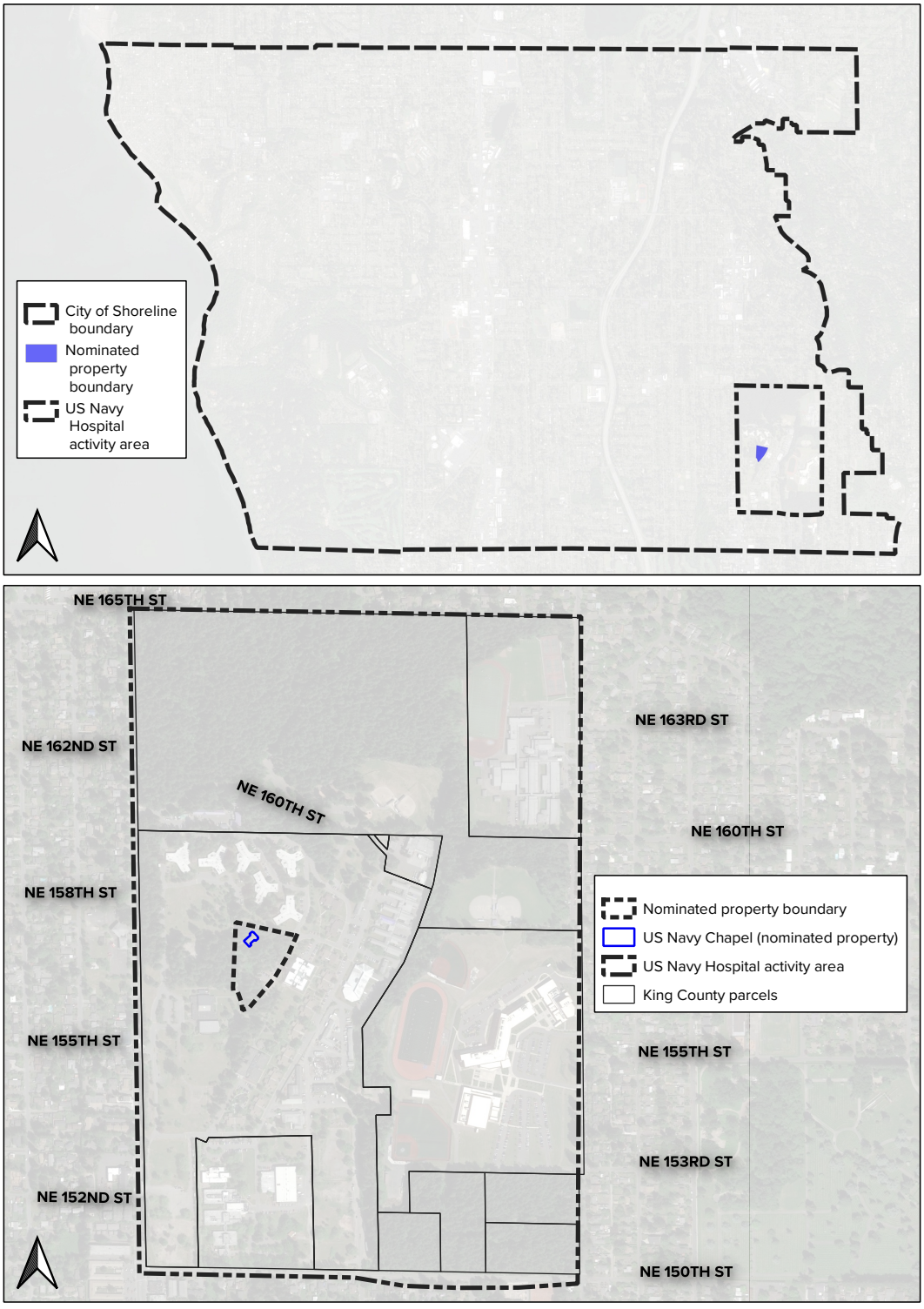


Figure 1. Vicinity Map.

The upper map shows the US Navy Hospital activity area placement within the City of Shoreline for general reference. The lower map shows the nominated property within the former hospital area.

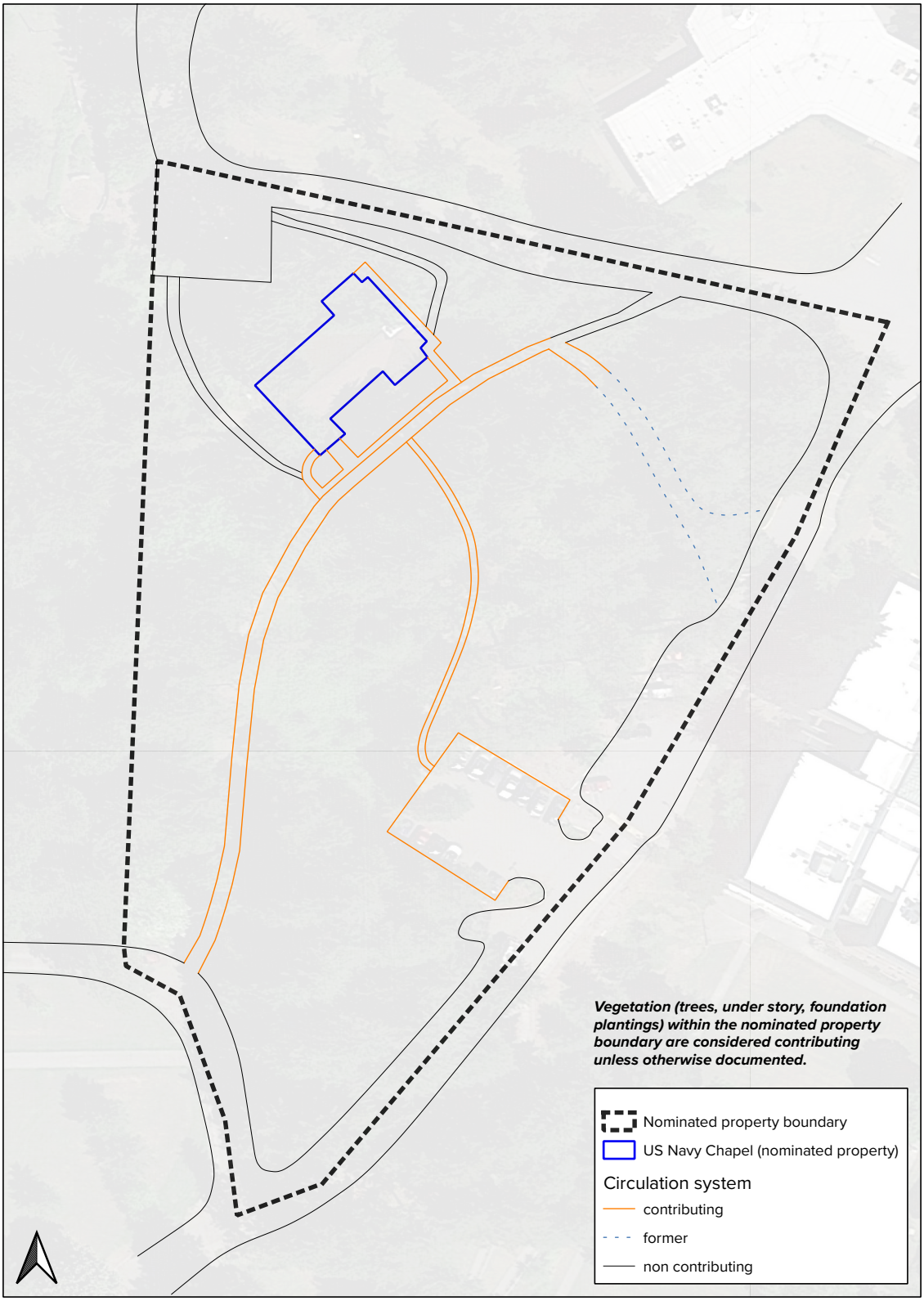


Figure 2. Site Map

This map shows the nominated property and identifies contributing resources within the boundary.

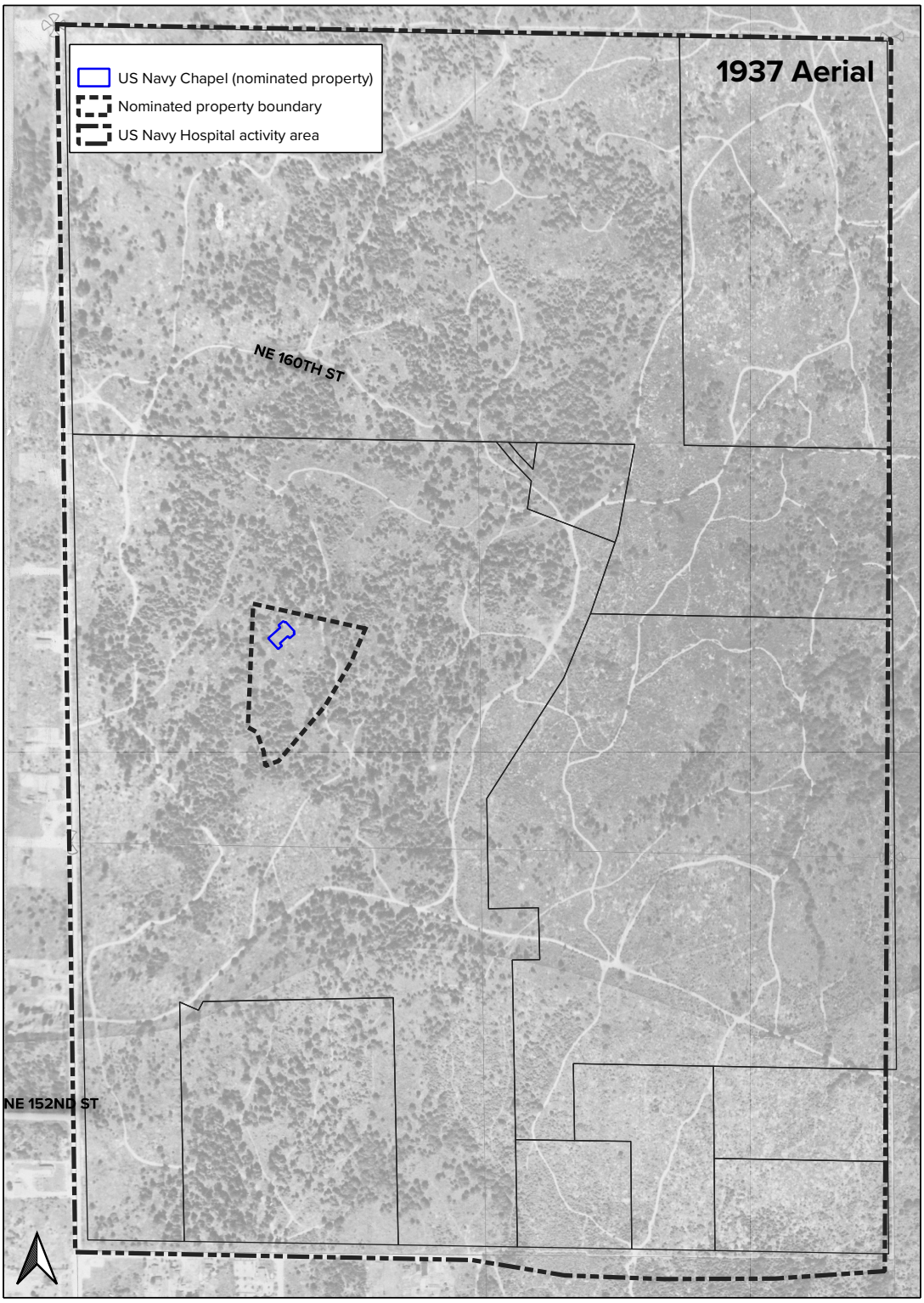


Figure 3. 1937 Aerial.

This map shows site conditions prior to development. Aerial courtesy of the King County Road Services Map Vault, township 26N, range 4E, section 16.



Figure 4. 1952 Aerial.

This map shows the nominated building and nomination boundary overlaid on a 1952 aerial. Aerial courtesy of the U.S. Geological Survey.



Figure 5. 1954 Aerial.

This map shows the nominated building and nomination boundary overlaid on a 1954 aerial. Aerial courtesy of the U.S. Geological Survey.



Figure 6. 1969 Aerial.

This map shows the nominated building and nomination boundary overlaid on a 1969 aerial. Aerial courtesy of the U.S. Geological Survey.

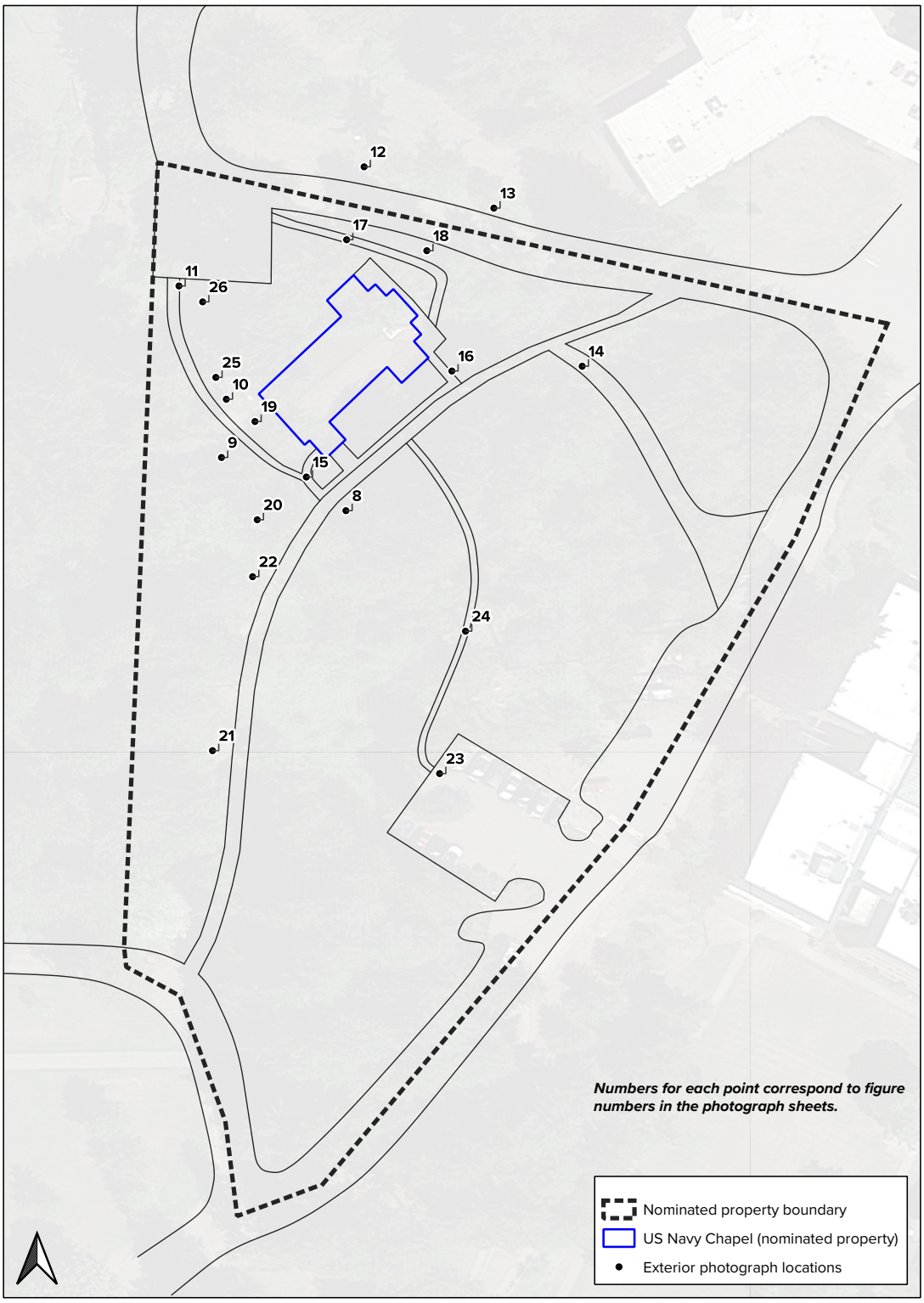


Figure 7. Photograph Key

This map shows locations where each photograph were taken.

CURRENT PHOTOGRAPHS



Figure 8. South facade.



Figure 9. West facade.



Figure 10. Northwest corner.



Figure 11. North facade.



Figure 12. Northeast corner.



Figure 13. East facade.



Figure 14. Southeast corner.



Figure 15. Front entrance.



Figure 16. Southeast corner entrance.



Figure 17. Northeast corner entrances.



Figure 18. Rose window detail.

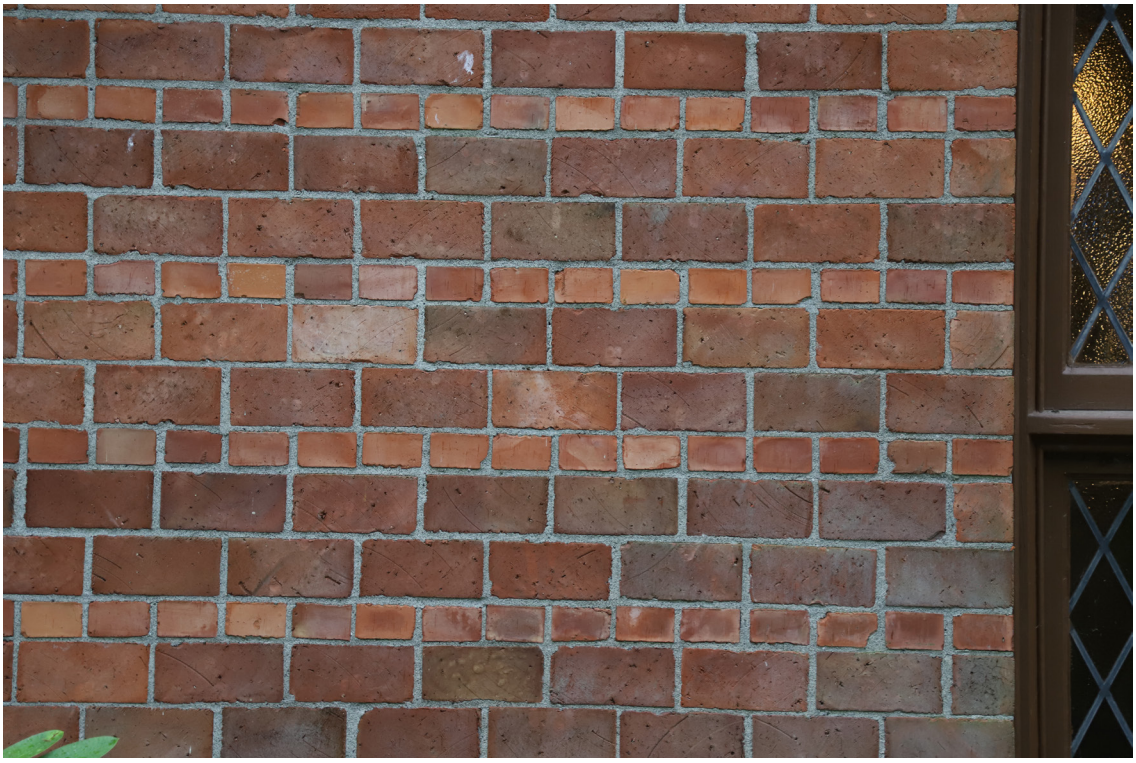


Figure 19. Brick detail, west facade, typical conditions.



Figure 20. Road, looking west away from the building.



Figure 21. Road, looking towards the building.



Figure 22. Road, looking northeast towards the building.



Figure 23. Pathway, looking northeast from the parking lot.



Figure 24. Pathway, looking northeast.



Figure 25. Pathway, looking north towards the parking lot.



Figure 26. Pathway, looking south from the parking lot.

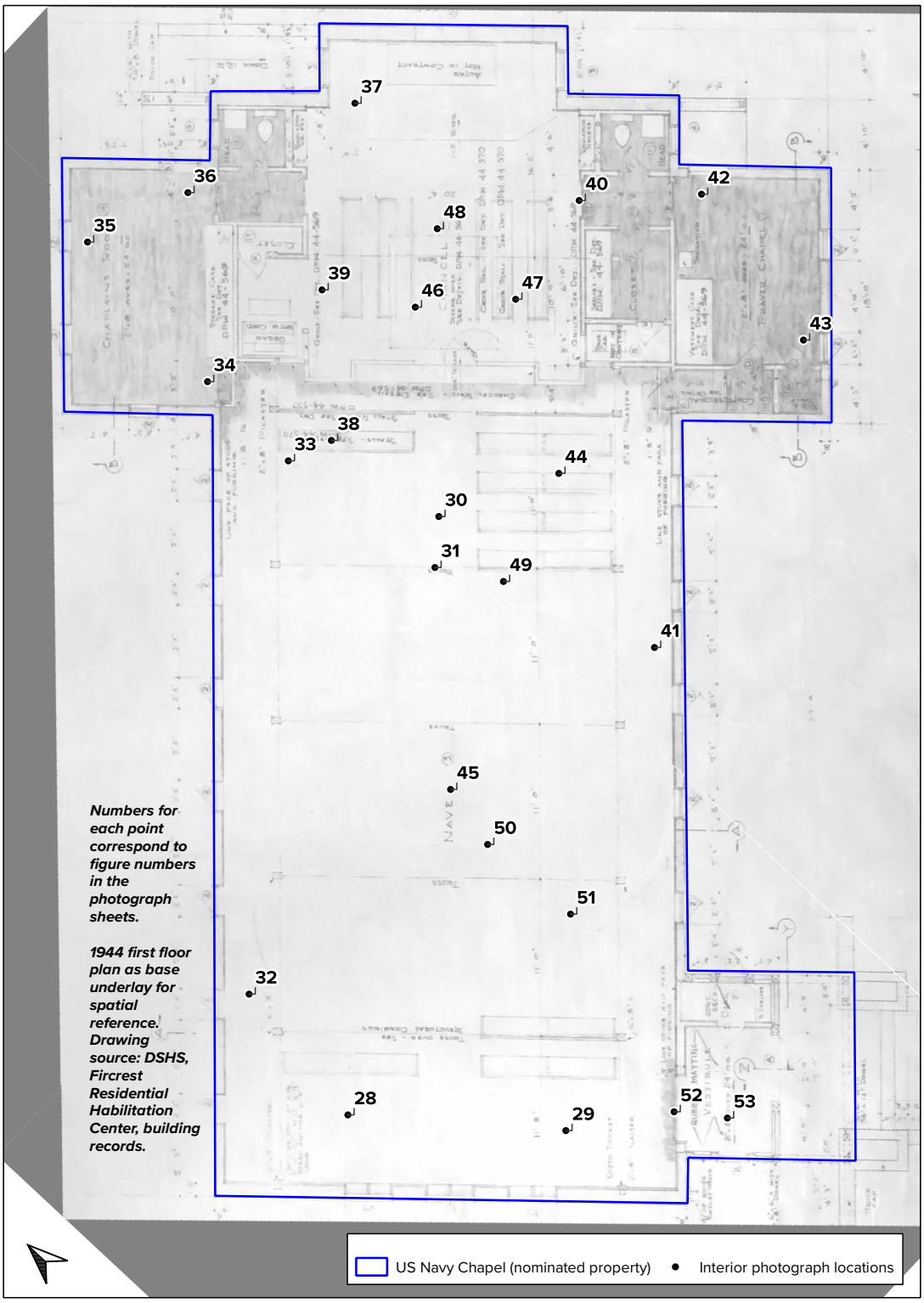


Figure 27. Photograph Key

This map shows locations where each photograph were taken.



Figure 28. Nave, looking east.



Figure 29. Nave, looking northeast from the vestibule.



Figure 30. Chancel, looking east from the nave.



Figure 31. Nave, looking west.

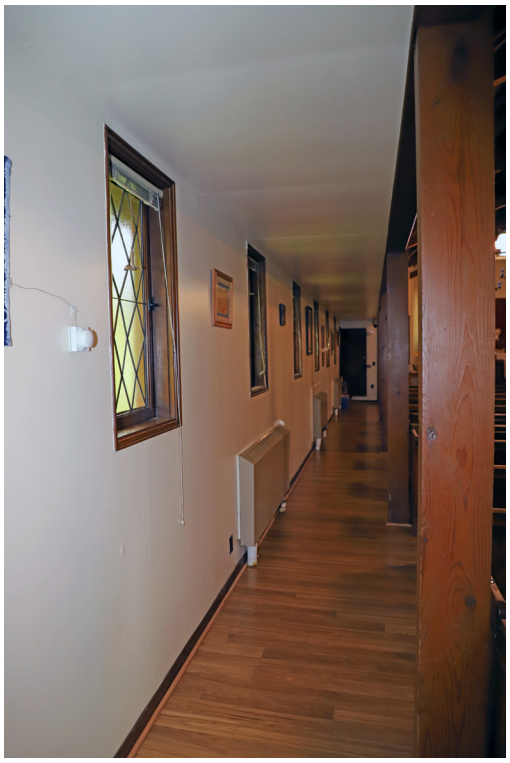


Figure 32. North aisle, looking east.

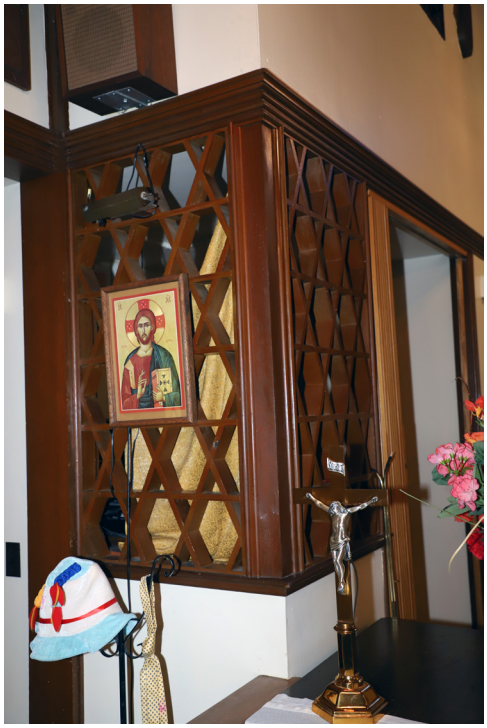


Figure 33. Grille detail at the organ room off the northeast corner of the nave.



Figure 34. Chaplain's office, looking northeast from the doorway to the nave.



Figure 35. Chaplain's office, built in cabinets on the south wall.

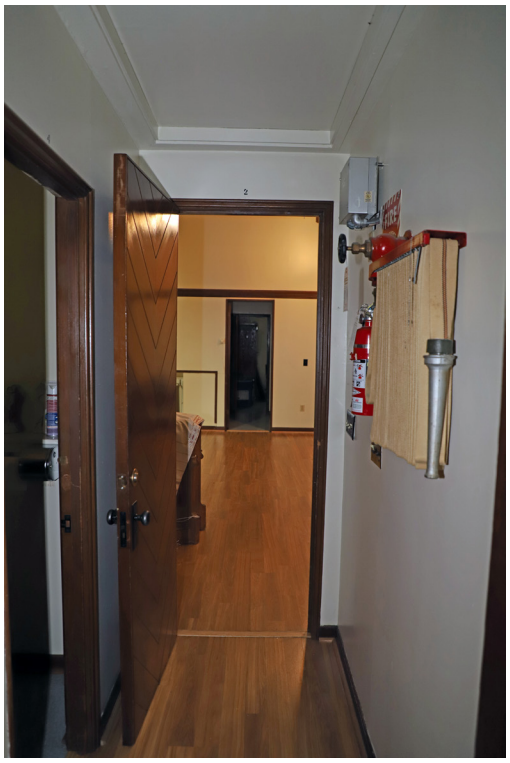


Figure 36. North hallway, looking south from the Chaplain's office to the chancel.



Figure 37. Altar a the east end of the chancel. Looking southeast.



Figure 38. Chancel, looking southeast.



Figure 39. Organ room off the northwest corner of the chancel.



Figure 40. South hallway, looking from the chancel south to the prayer chapel.

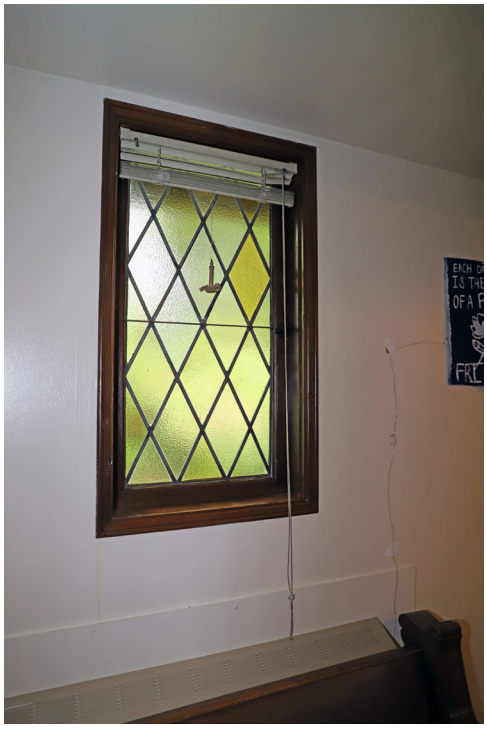


Figure 41. Window detail showing typical interior casings.



Figure 42. Prayer chapel, looking southwest.



Figure 43. Prayer chapel, north wall, converted for universal access restroom use.



Figure 44. Nave, southeast corner with the added ramp and railing behind the piano.



Figure 45. Pews, looking southwest towards the main entrance.



Figure 46. Baptismal font.



Figure 47. Console type pulpit.



Figure 48. Rose window, interior view.



Figure 49. Main branched fixture type, detail.



Figure 50. Branched fixture detail.



Figure 51. Truss and branched fixture detail.



Figure 52. Vestibule, looking southeast.



Figure 53. Vestibule light fixture.

HISTORIC PHOTOGRAPHS



Figure 54. ca. 1944 photograph of the building during construction.

Source: DSHS, Fircrest Residential Habilitation Center, building records.



Figure 55. Undated, rendering of the proposed building prior to construction.

Source: DSHS, Fircrest Residential Habilitation Center, building records.

COMPARATIVE PHOTOGRAPHS



Figure 56. Naval Hospital Chapel, St. Albans, New York.

Source: Library of Congress. Gottscho-Schleisner, Inc, photographer. *U.S. Naval Hospital Chapel, St. Albans, Long Island, New York*. South facade, general. October 5, 1945. https://www.loc.gov/item/2018744906/.



Figure 57. Naval Hospital Chapel, San Diego, California.

Source: John and Jane Adams Postcard Collection, San Diego State University Digital Collections. E. C. Kropp Company, Milwaukee, WI. U. S. Naval Hospital Chapel, San Diego, California. Postcard. https://digital.sdsu.edu/view-item?i=130308&WINID=1597774326797.



Figure 58. Naval Hospital Chapel, Corona, California.

Source: U.S. National Library of Medicine Digital Collections. https://collections.nlm.nih.gov/catalog/nlm:nlmuid-101402908-img



Northwest



Southwest



Southeast



Interior

Figure 59. Hadaway Hall, Tacoma, Washington.

Source: WISAARD, Department of Archaeology and Historic Preservation. Photographed by Caroline T. Swope, MSHP, PhD.

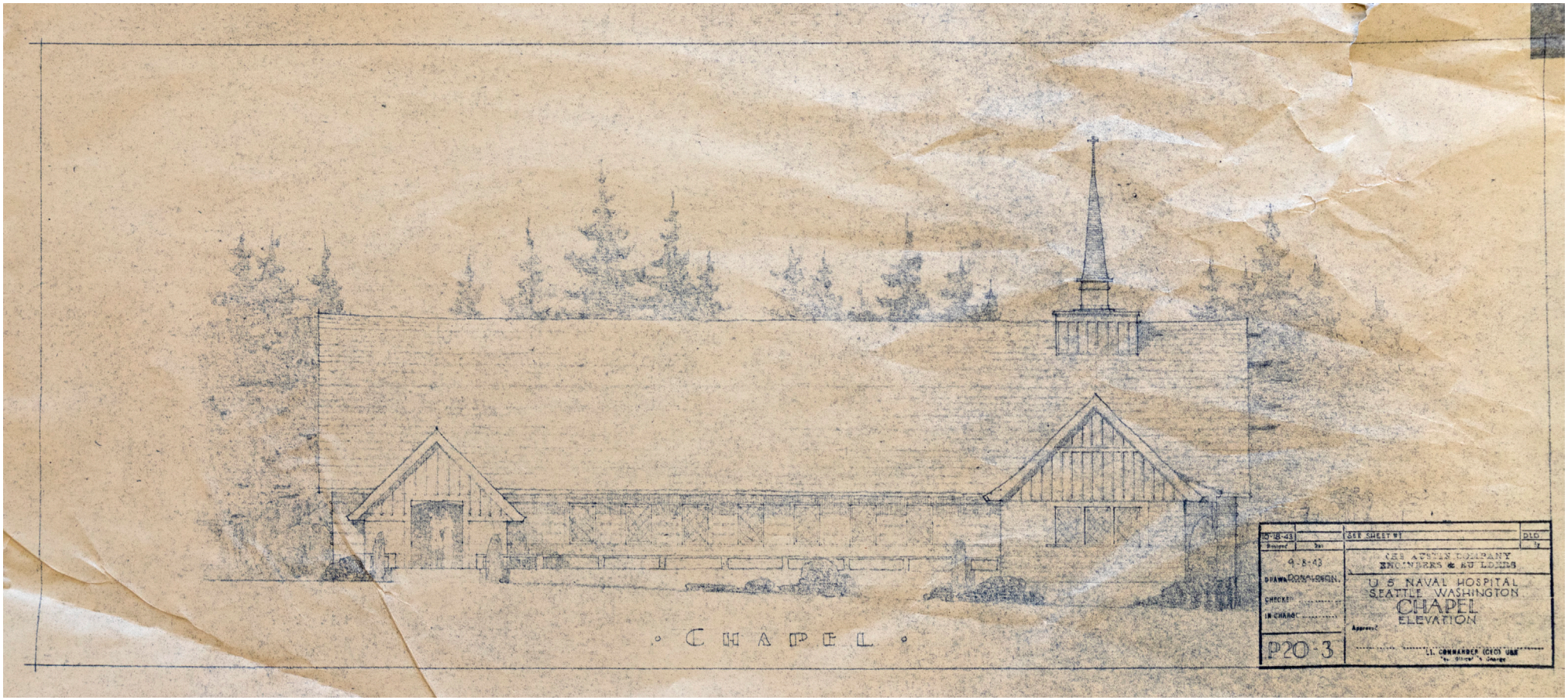


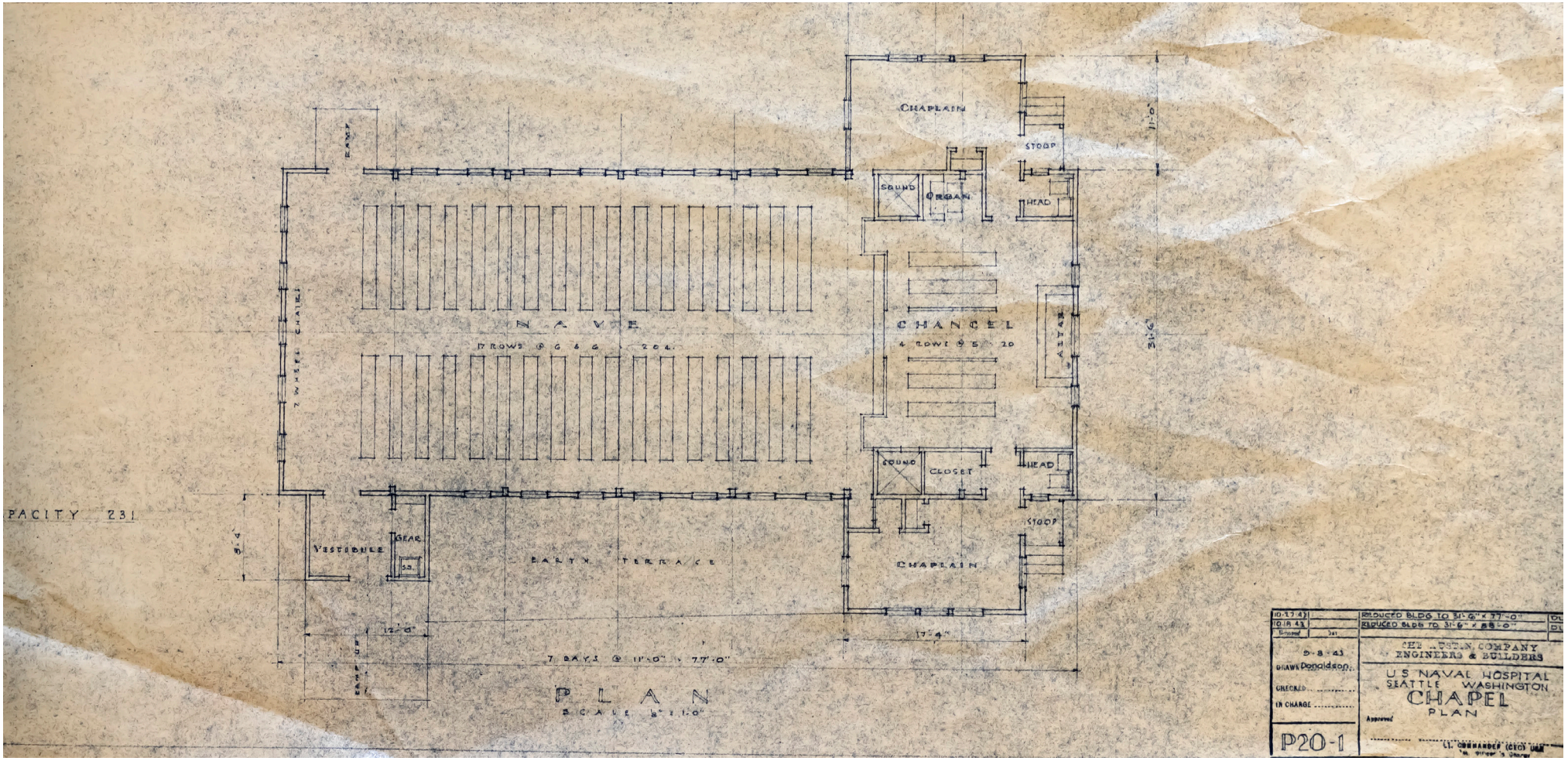
Figure 60. Brighton Presbyterian Church, Seattle, Washington.

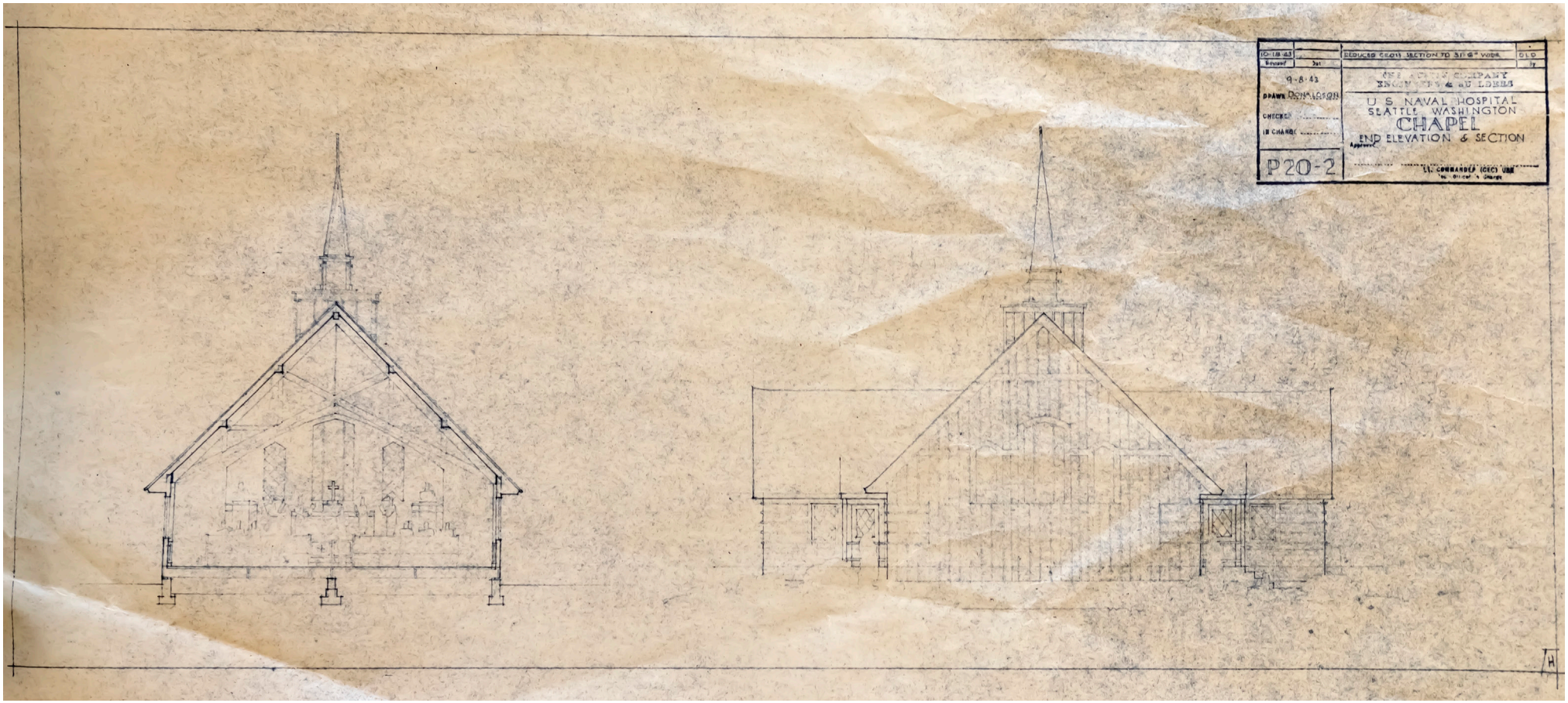
Source: WISAARD, Department of Archaeology and Historic Preservation. Photographed by Susan Johnson.

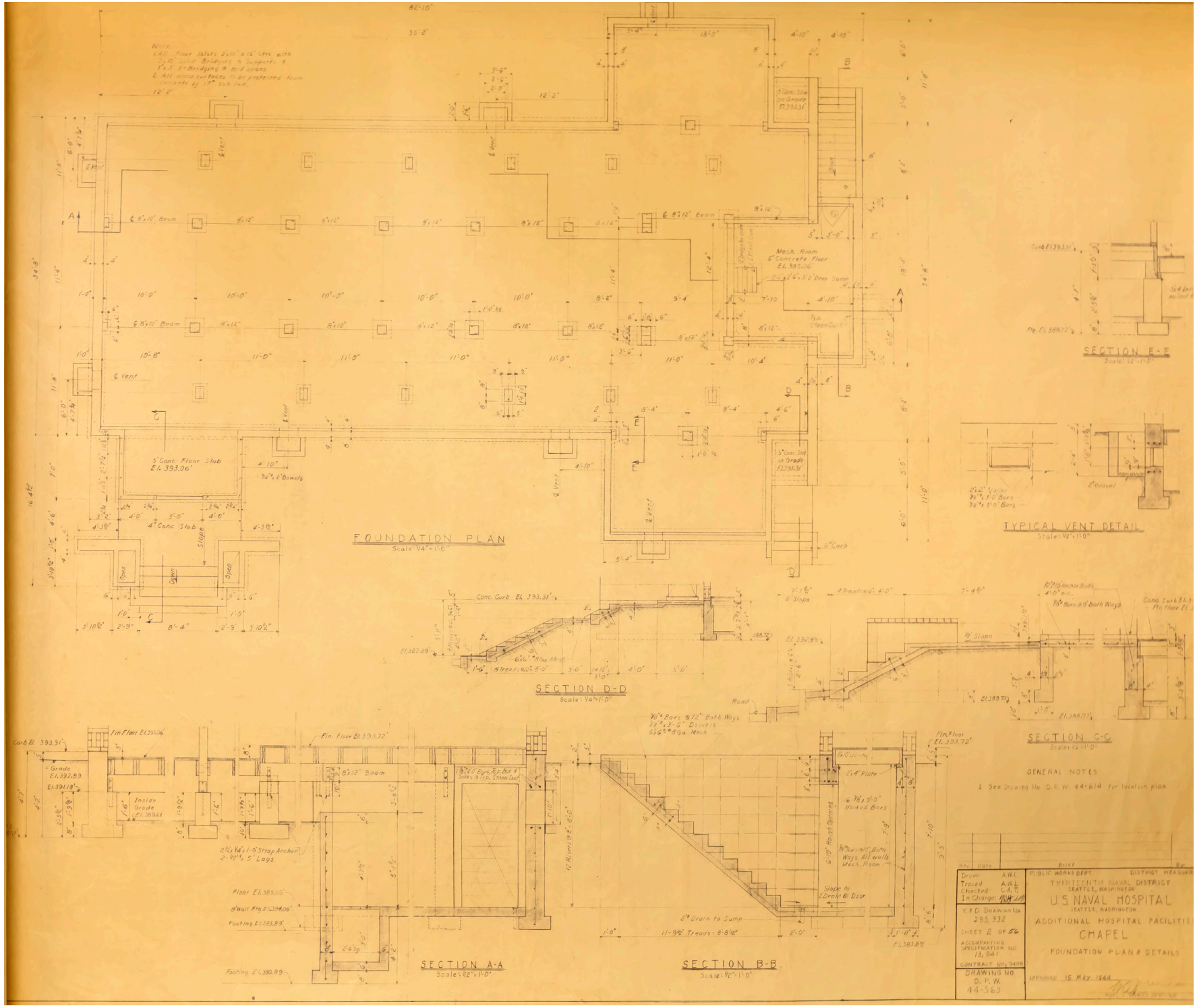
DRAWINGS

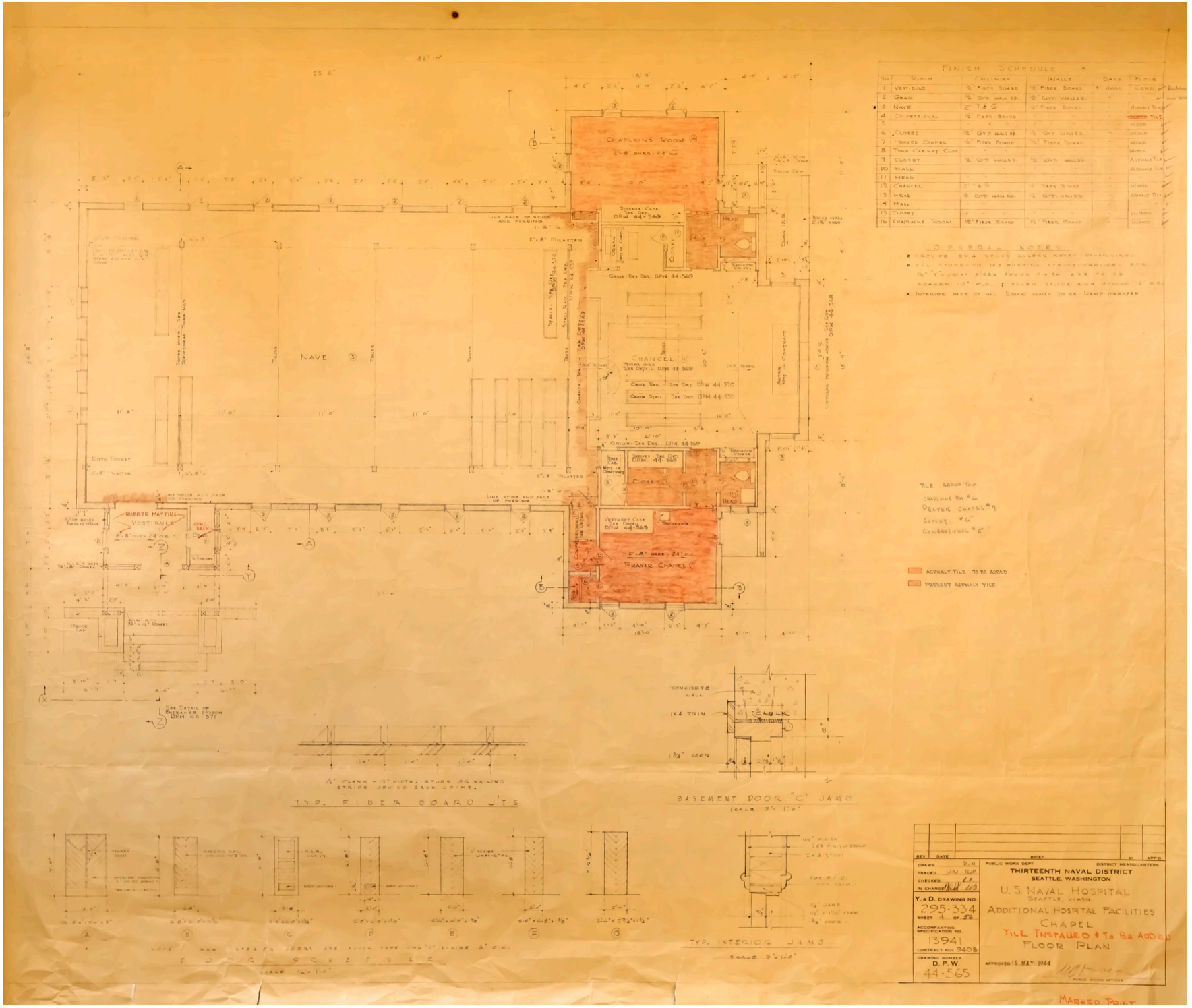
All of the following drawings source: DSHS, Fircrest Residential Habilitation Center, building records.

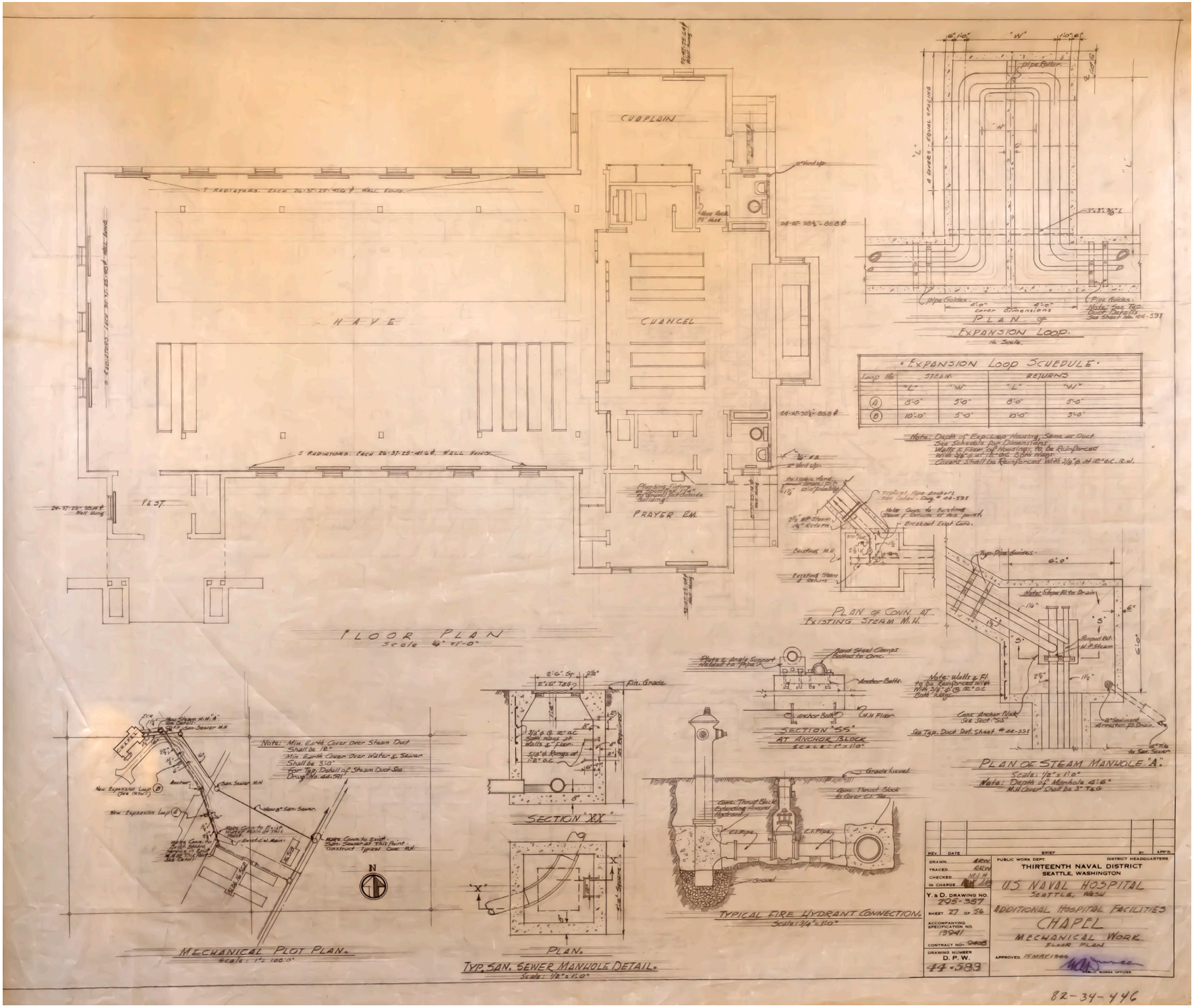


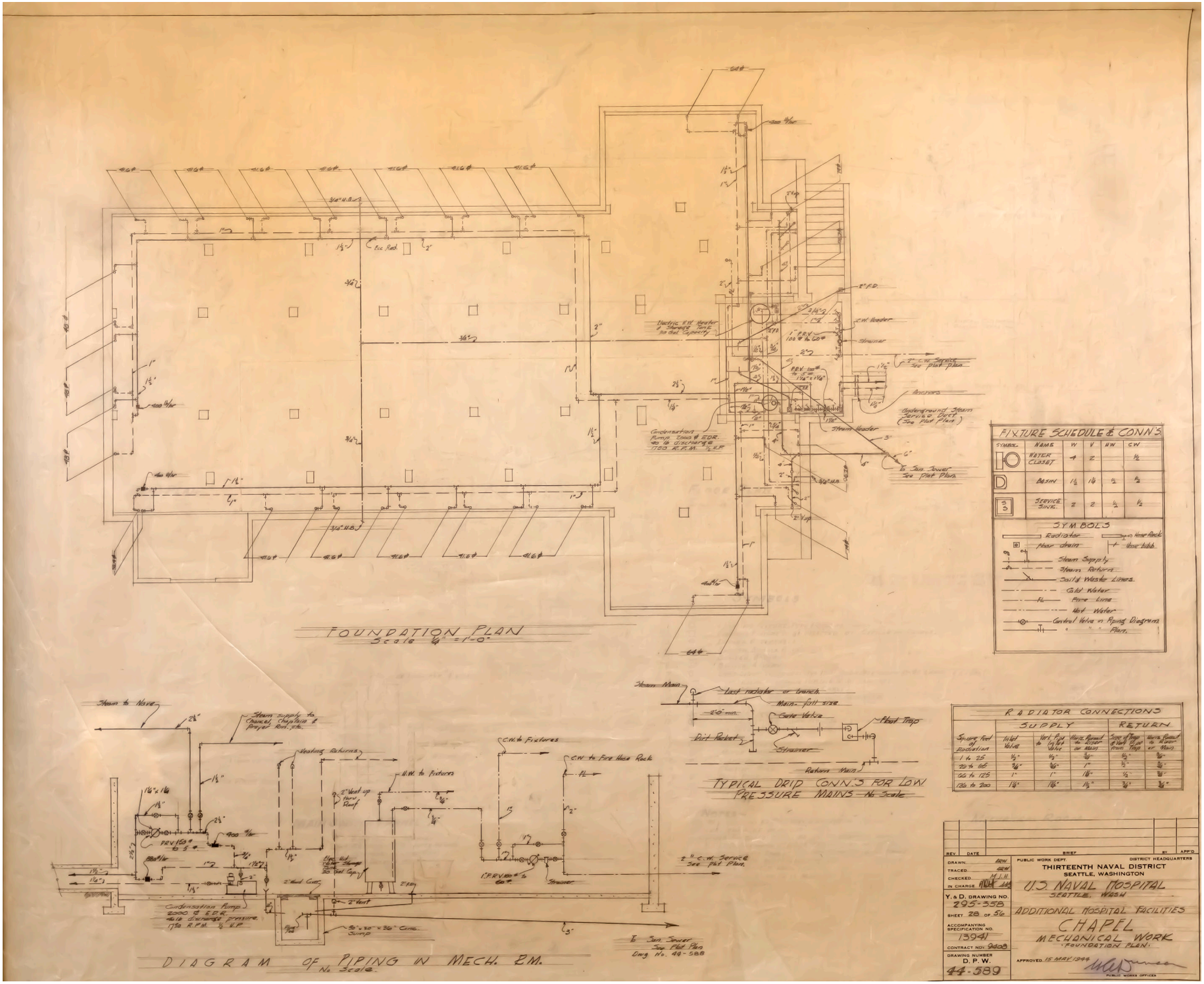

CHAPLAIN
STOOP
SOUND
ORGAN
HEAD
RAMP
NAVE
17 ROWS @ 6 & 6 = 204
CHANCEL
4 ROWS @ 5 = 20
RAMP
7 WHEEL CHAIRS
SOUND
CLOSET
HEAD
STOOP
CHAPLAIN
VESTIBULE
GEAR
55
EARTH TERRACE
12'-0"
17'-4"
7 BAYS @ 11'-0" = 77'-0"
31'-6"
PLAN
SCALE 1/8" = 1'-0"
PACITY 231
REDUCED BLDG TO 31'-6" x 77'-0"
REDUCED BLDG TO 31-6" x 88'-0"
5-8-43
DRAWN Donaldson
CHECKED
IN CHARGE
THE AUSTIN COMPANY
ENGINEERS & BUILDERS
U.S. NAVAL HOSPITAL
SEATTLE WASHINGTON
CHAPEL
PLAN
P20-1

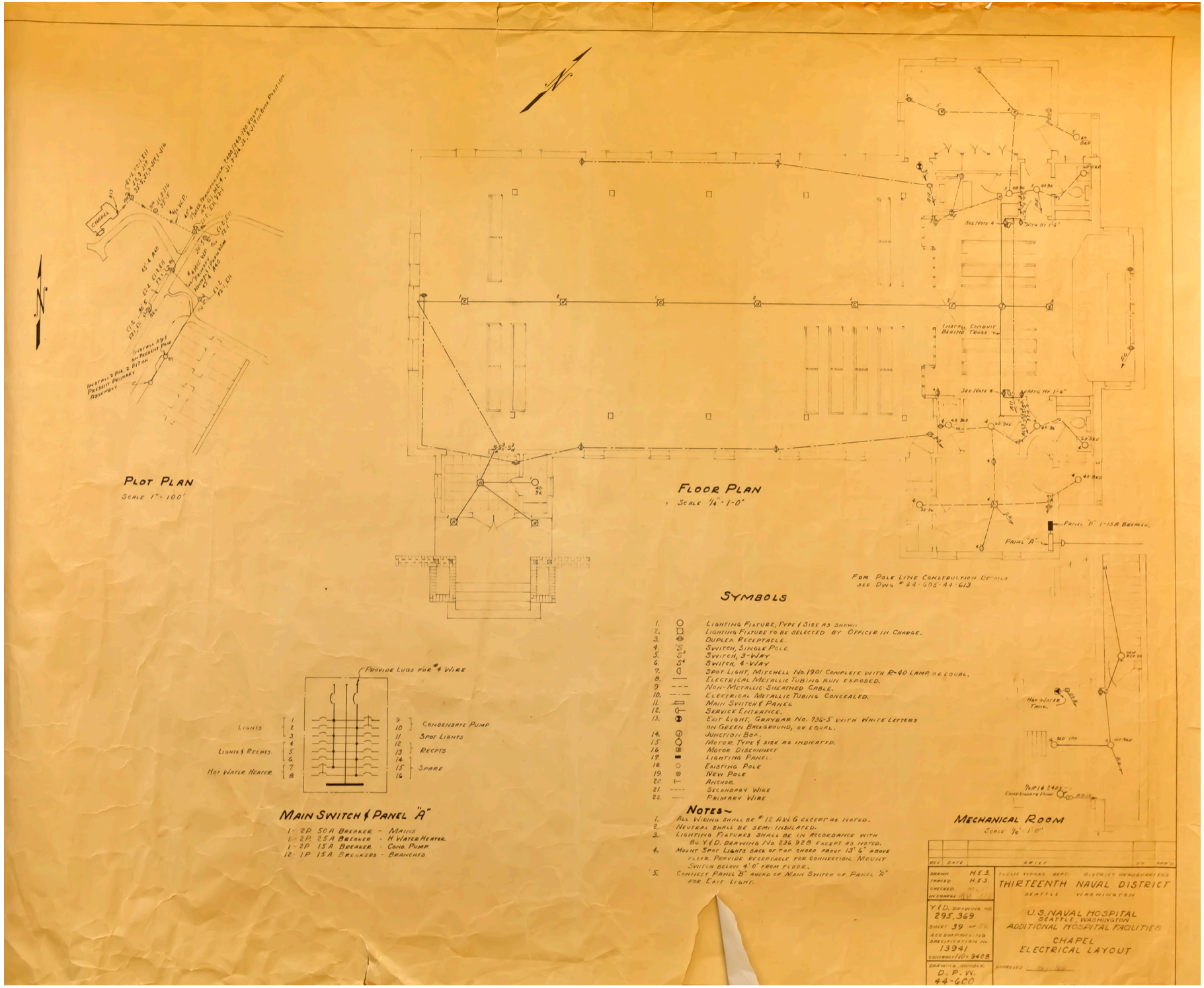

REDUCED CROSS SECTION TO 3/16" WORK
9-8-43
U. S. NAVAL HOSPITAL
SEATTLE, WASHINGTON
CHAPEL
END ELEVATION & SECTION
P20-2

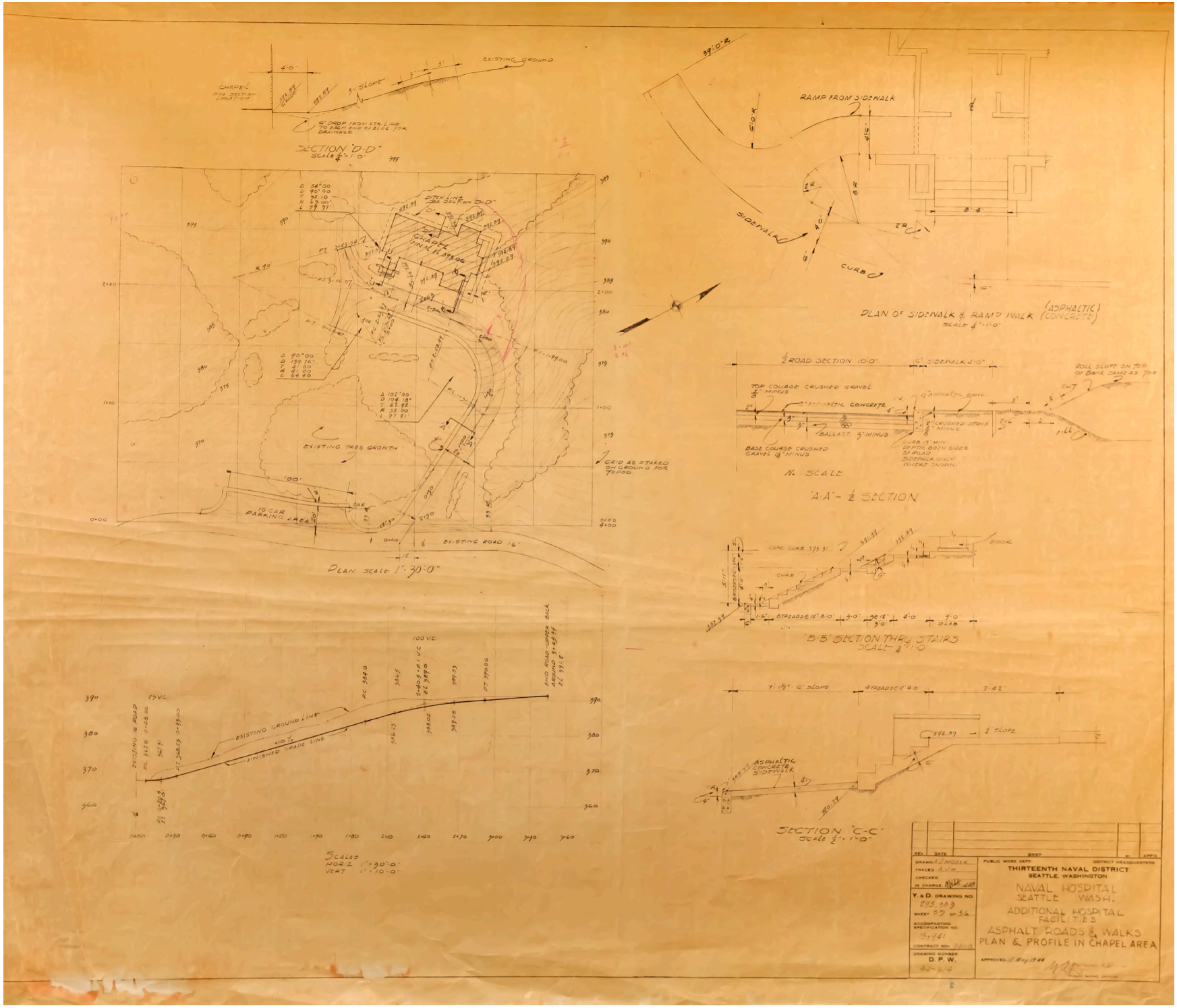

FOUNDATION PLAN
Scale: 1/4"=1'-0"
SECTION D-D
Scale: 1/4"=1'-0"
SECTION A-A
Scale: 1/2"=1'-0"
SECTION B-B
Scale: 1/2"=1'-0"
SECTION E-E
Scale: 1/2"=1'-0"
TYPICAL VENT DETAIL
Scale: 1/2"=1'-0"
SECTION C-C
Scale: 1/2"=1'-0"
GENERAL NOTES
1 See Drawing No. D.P.W. 44-614 for location plan
U.S. NAVAL HOSPITAL
SEATTLE, WASHINGTON
ADDITIONAL HOSPITAL FACILITIES
CHAPEL
FOUNDATION PLAN & DETAILS
DRAWING NO. D. P. W. 44-563

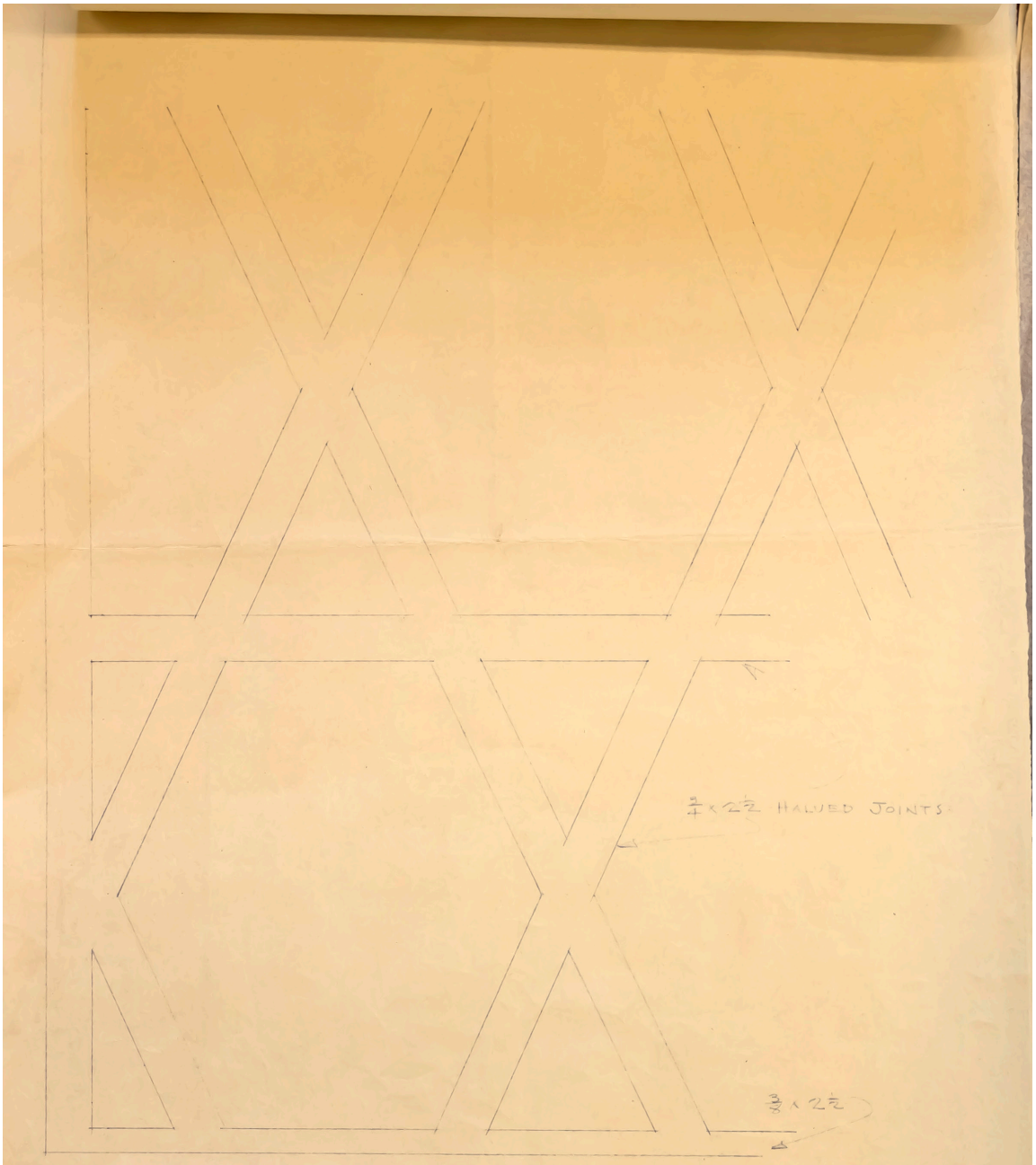

FINISH SCHEDULE
GENERAL NOTES
CHAPLAINS ROOM
NAVE
CHANCEL
PRAYER CHAPEL
VESTIBULE
CLOSET
ASPHALT TILE TO BE ADDED
PRESENT ASPHALT TILE
TYP. FIBER BOARD J'TS.
BASEMENT DOOR "C" JAMB
TYP. INTERIOR JAMB
FOR SCHEDULE
THIRTEENTH NAVAL DISTRICT
SEATTLE, WASHINGTON
U.S. NAVAL HOSPITAL
SEATTLE, WASH.
ADDITIONAL HOSPITAL FACILITIES
CHAPEL
TILE INSTALLED & TO BE ADDED
FLOOR PLAN
Y. & D. DRAWING NO. 295-334
SHEET 4 OF 56
ACCOMPANYING SPECIFICATION NO. 13941
CONTRACT NO. 940B
DRAWING NUMBER D.P.W. 44-565
APPROVED 15 MAY 1944
MARKED POINT

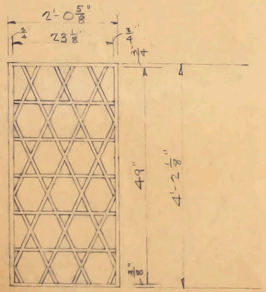

CHAPLAIN
NAVE
CHANCEL
PRAYER RM.
5 RADIATORS EACH
FLOOR PLAN
Scale 1/4" = 1'-0"
PLAN OF EXPANSION LOOP.
EXPANSION LOOP SCHEDULE
PLAN OF CONN. AT EXISTING STEAM M.H.
PLAN OF STEAM MANHOLE "A".
SECTION "XX"
SECTION "SS" AT ANCHOR BLOCK
TYPICAL FIRE HYDRANT CONNECTION.
MECHANICAL PLOT PLAN.
TYP. SAN. SEWER MANHOLE DETAIL.
PLAN.
THIRTEENTH NAVAL DISTRICT
SEATTLE, WASHINGTON
US NAVAL HOSPITAL
SEATTLE, WASH.
ADDITIONAL HOSPITAL FACILITIES
CHAPEL
MECHANICAL WORK.
FLOOR PLAN
Y. & D. DRAWING NO. 205-387
DRAWING NUMBER D. P. W. 47-389
82-34-446


FOUNDATION PLAN
Scale 1/4" = 1'-0"
FIXTURE SCHEDULE & CONN'S
SYMBOL
NAME
W
V
HW
CW
WATER CLOSET
BASIN
SERVICE SINK
SYMBOLS
Radiator
Floor drain
Hose Rack
Hose Bibb
Steam Supply
Steam Returns
Soil & Waste Lines
Cold Water
Fire Line
Hot Water
Control Valve in Piping Diagrams
" " " Plans
TYPICAL DRIP CONN.S FOR LOW PRESSURE MAINS No Scale
RADIATOR CONNECTIONS
SUPPLY
RETURN
Square feet of Radiation
Valve
Vert. Pipe to Valve
Horiz. Pipe to Riser or Main
Size of Trap at Riser from Trap
Horiz. Pipe to Riser or Main
1 to 25
26 to 65
66 to 125
126 to 200
DIAGRAM OF PIPING IN MECH. RM.
No Scale
Steam to Nave
Heating Returns
H.W. to Fixtures
C.W. to Fixtures
C.W. to Fire Hose Rack
2" C.W. Service See Plot Plan
To San. Sewer See Plot Plan Dwg. No. 44-588
THIRTEENTH NAVAL DISTRICT
SEATTLE, WASHINGTON
U.S. NAVAL HOSPITAL
SEATTLE, WASH.
ADDITIONAL HOSPITAL FACILITIES
CHAPEL
MECHANICAL WORK
FOUNDATION PLAN
Y. & D. DRAWING NO. 295-358
SHEET 28 OF 56
ACCOMPANYING SPECIFICATION NO. 13941
CONTRACT NO. 9408
DRAWING NUMBER D. P. W. 44-589
APPROVED 16 MAY 1944


PLOT PLAN
SCALE 1" = 100'
FLOOR PLAN
SCALE 1/4" - 1-0"
SYMBOLS
1. Lighting Fixture, Type & Size as shown.
2. Lighting Fixture to be selected by Officer in Charge.
3. Duplex Receptacle.
4. Switch, Single Pole.
5. Switch, 3-Way
6. Switch, 4-Way
7. Spot Light, Mitchell No. 1901 Complete with R-40 Lamp or Equal.
8. Electrical Metallic Tubing Run Exposed.
9. Non-Metallic Sheathed Cable.
10. Electrical Metallic Tubing Concealed.
11. Main Switch & Panel.
12. Service Entrance.
13. Exit Light, Graybar No. 736-5 with White Letters on Green Background, or Equal.
14. Junction Box.
15. Motor, Type & Size as indicated.
16. Motor Disconnect
17. Lighting Panel.
18. Existing Pole
19. New Pole
20. Anchor.
21. Secondary Wire
22. Primary Wire
NOTES~
1. All Wiring shall be #12 A.W.G. except as noted.
2. Neutral shall be semi-insulated.
3. Lighting Fixtures shall be in accordance with Bu.Y&D. Drawing No. 236,928 except as noted.
4. Mount Spot Lights back of top chord about 13'6" above floor. Provide receptacle for connection. Mount Switch below 4'0" from floor.
5. Connect Panel B ahead of Main Switch of Panel A for Exit Light.
MAIN SWITCH & PANEL "A"
1-2P. 50A Breaker - Mains
1-2P. 25A Breaker - H Water Heater
1-2P. 15A Breaker - Cond. Pump
12-1P 15A Breakers - Branched
Provide Lugs for #4 Wire
Lights
Lights & Recepts.
Hot Water Heater
Condensate Pump
Spot Lights
Recpts
Spare
MECHANICAL ROOM
SCALE 1/4" - 1'0"
For Pole Line Construction Details see Dwg. # 44-605-44-613
Panel "B" 1-15A Breaker
Panel "A"
Hot Water Tank
Condensate Pump
REV. DATE BRIEF BY APP'D
DRAWN H.E.S.
TRACED H.E.S.
CHECKED
IN CHARGE
Y & D. DRAWING NO. 295,369
SHEET 39 OF 54
ACCOMPANYING SPECIFICATION NO. 13941
CONTRACT NO. 9408
DRAWING NO. (GRAPHIC) D.P.W. 44-600
PUBLIC WORKS DEPT. DISTRICT HEADQUARTERS
THIRTEENTH NAVAL DISTRICT
SEATTLE WASHINGTON
U.S. NAVAL HOSPITAL
SEATTLE, WASHINGTON
ADDITIONAL HOSPITAL FACILITIES
CHAPEL
ELECTRICAL LAYOUT
APPROVED


SECTION "D-D"
RAMP FROM SIDEWALK
SIDEWALK
CURB
PLAN OF SIDEWALK & RAMP WALK (ASPHALTIC) (CONCRETE)
CHAPEL
EXISTING TREE GROWTH
10 CAR PARKING AREA
EXISTING ROAD 16'
PLAN SCALE 1"=30'-0"
"A-A" - ½ SECTION
"B-B" SECTION THRU STAIRS
EXISTING GROUND LINE
FINISHED GRADE LINE
SCALES HORIZ 1"=30'-0" VERT 1"=10'-0"
ASPHALTIC CONCRETE SIDEWALK
SECTION "C-C"
THIRTEENTH NAVAL DISTRICT
SEATTLE, WASHINGTON
NAVAL HOSPITAL
SEATTLE WASH.
ADDITIONAL HOSPITAL FACILITIES
ASPHALT ROADS & WALKS
PLAN & PROFILE IN CHAPEL AREA
D. P. W.
45-614





4 GRILLES 2-0 5/8 x 4 2 3/8 x 2 1/2"
#1 COM. & BTR. CEDAR.

CHAPEL.

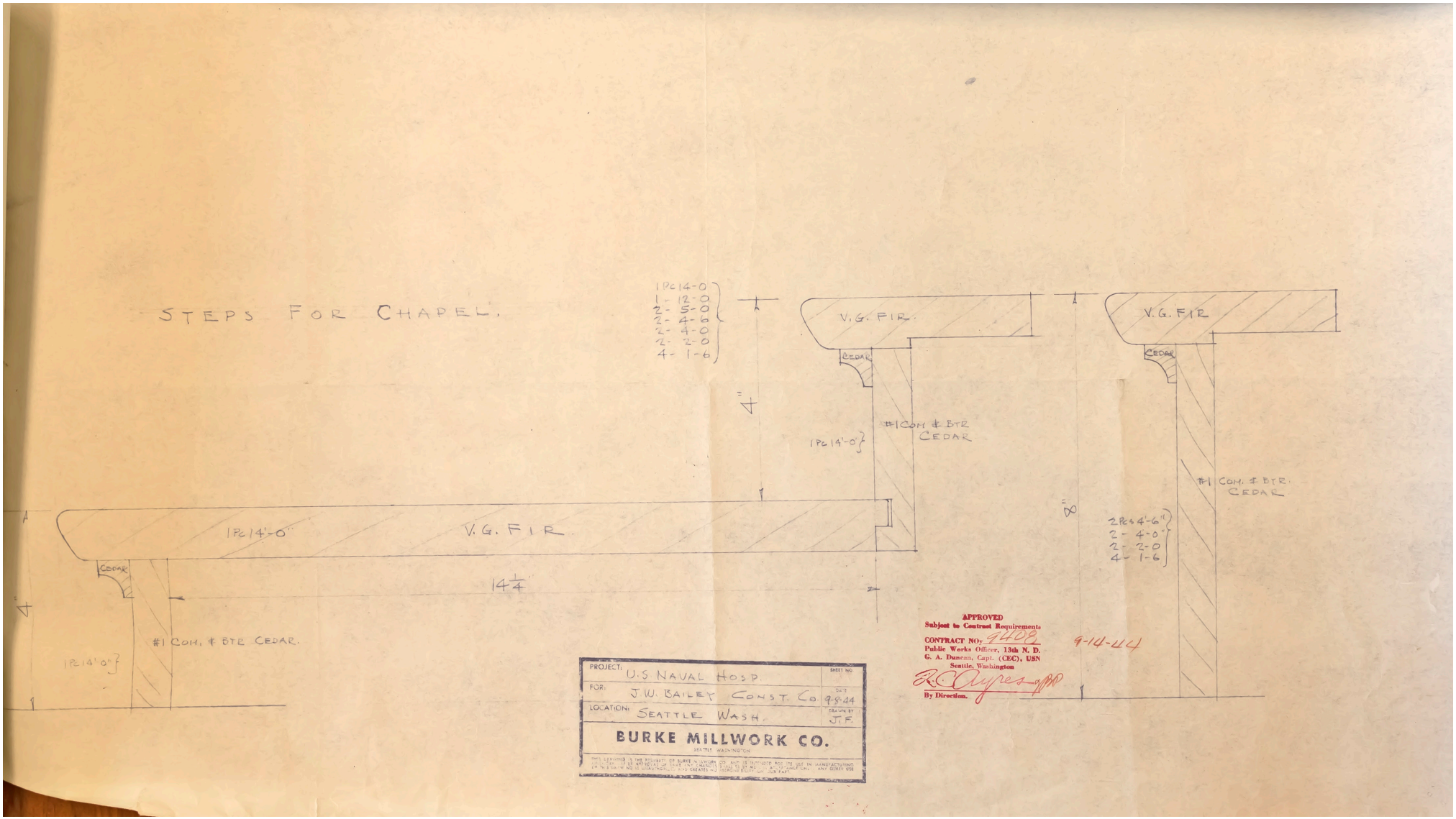
PROJECT: U.S NAVAL HOSPITAL.	SHEET NO.
FOR: J.W. BAILEY CONST. CO.	DATE 9-5-44
LOCATION: SEATTLE WASH.	DRAWN BY J.F

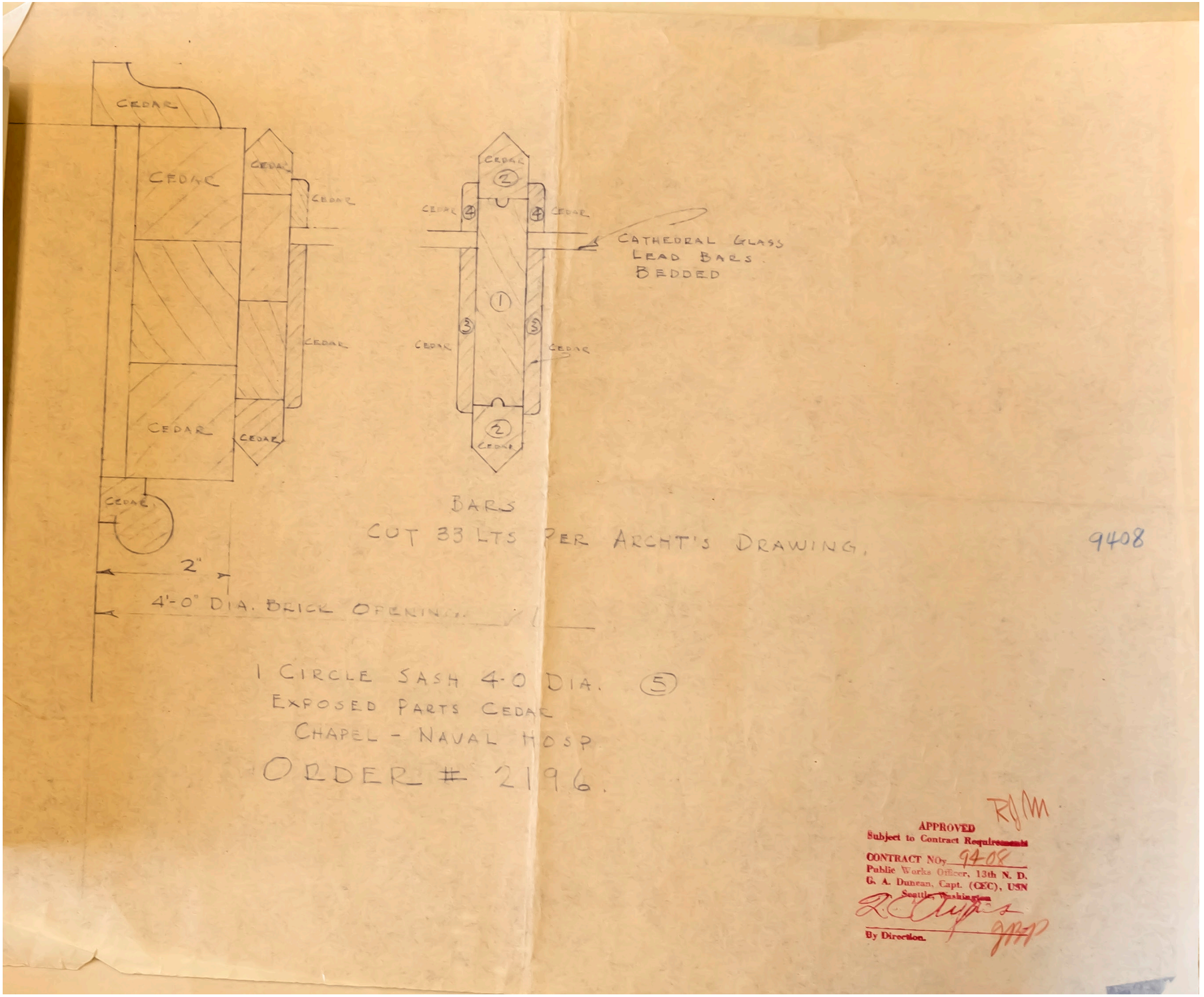
BURKE MILLWORK CO.
SEATTLE, WASHINGTON

THIS DRAWING IS THE PROPERTY OF BURKE MILLWORK CO. AND IS INTENDED AND TO BE USED IN MANUFACTURING OF THIS WORK ONLY. IT IS LOANED, NOT SOLD AND LOANED NO COPYING SELLING OR USE OF ANY OTHER USE

APPROVED
Subject to Contract Requirements
CONTRACT NO. 9466
Public Works Officer, 13th N. D.
C. A. Duncan, Capt. (CEC), USN
Seattle, Washington
By Direction

V.A.N.
9-14-44

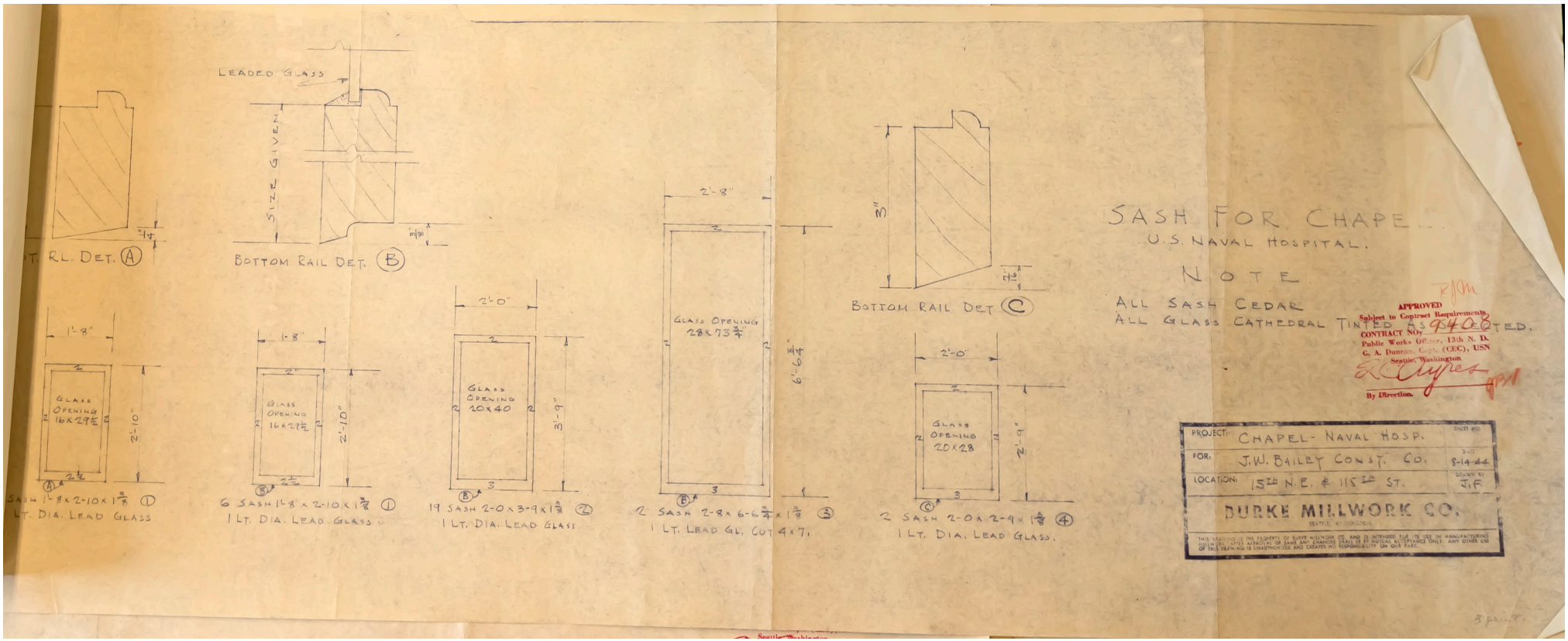

STEPS FOR CHAPEL.
1 Pc 14'-0
1 - 12'-0
2 - 5'-0
2 - 4'-6
2 - 4'-0
2 - 2'-0
4 - 1'-6
V. G. FIR
CEDAR
#1 COM. & BTR CEDAR
1 Pc 14'-0
1 Pc 14'-0"
V. G. FIR
14¼"
CEDAR
#1 COM. & BTR. CEDAR.
1 Pc 14'-0
V. G. FIR
CEDAR
#1 COM. & BTR. CEDAR
2 Pcs 4'-6"
2 - 4'-0"
2 - 2'-0
4 - 1'-6
APPROVED
Subject to Contract Requirements
CONTRACT NO: 9408
Public Works Officer, 13th N. D.
C. A. Duncan, Capt. (CEC), USN
Seattle, Washington
9-14-44
By Direction.
PROJECT: U.S NAVAL HOSP.
FOR: J.W. BAILEY CONST. CO.
LOCATION: SEATTLE WASH.
DATE 9-8-44
DRAWN BY J.F.
BURKE MILLWORK CO.
SEATTLE WASHINGTON

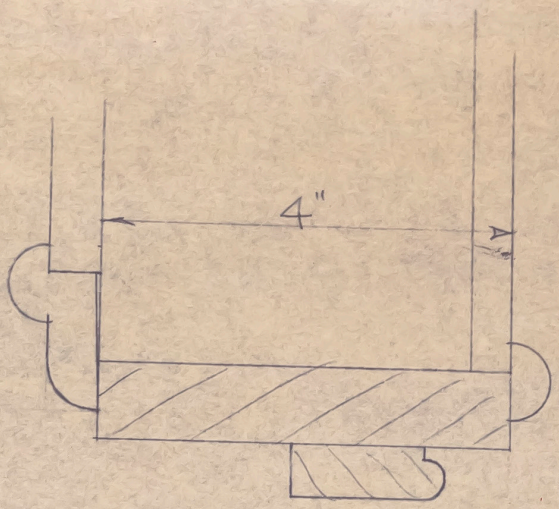


BARS
CUT 33 LTS PER ARCHT'S DRAWING. 9408

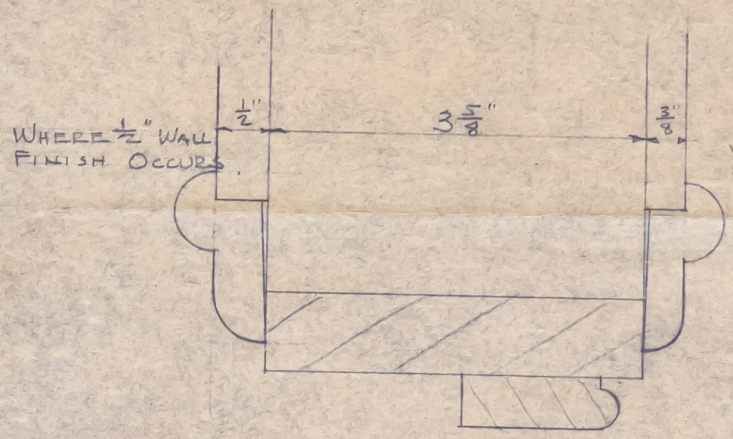
1 CIRCLE SASH 4-0 DIA. (5)
EXPOSED PARTS CEDAR
CHAPEL - NAVAL HOSP
ORDER # 2196.

APPROVED
Subject to Contract Requirements
CONTRACT NO. 9408
Public Works Officer, 13th N. D.
G. A. Duncan, Capt. (CEC), USN
Seattle, Washington
By Direction.


LEADED GLASS
SIZE GIVEN
BOTTOM RAIL DET. (B)
T. RL. DET. (A)
BOTTOM RAIL DET (C)
GLASS OPENING 16x27½
GLASS OPENING 20x40
GLASS OPENING 28x73¾
GLASS OPENING 20x28
SASH FOR CHAPEL
U.S. NAVAL HOSPITAL.
NOTE
ALL SASH CEDAR
ALL GLASS CATHEDRAL TINTED AS SPECIFIED.
APPROVED
Subject to Contract Requirements
CONTRACT NO. 9408
Public Works Officer, 13th N. D.
G. A. Dungan, Capt. (CEC), USN
Seattle, Washington
By Direction
PROJECT: CHAPEL - NAVAL HOSP.
FOR: J.W. BAILEY CONST. CO.
LOCATION: 15TH N.E. & 115TH ST.
DATE 8-14-44
DRAWN BY J.F.
BURKE MILLWORK CO.
SEATTLE, WASHINGTON



2 I.S. DOOR FRA. 2-6 x 7-3¼ x 1¾ (G)



2 I.S. DOOR FRA. 2-8 x 6-8½ x 1¾ (D)
4 " " " 2-6 x 6-8½ x 1¾ (E)
6 " " " 2-0 x 6-8½ x 1¾ (F)

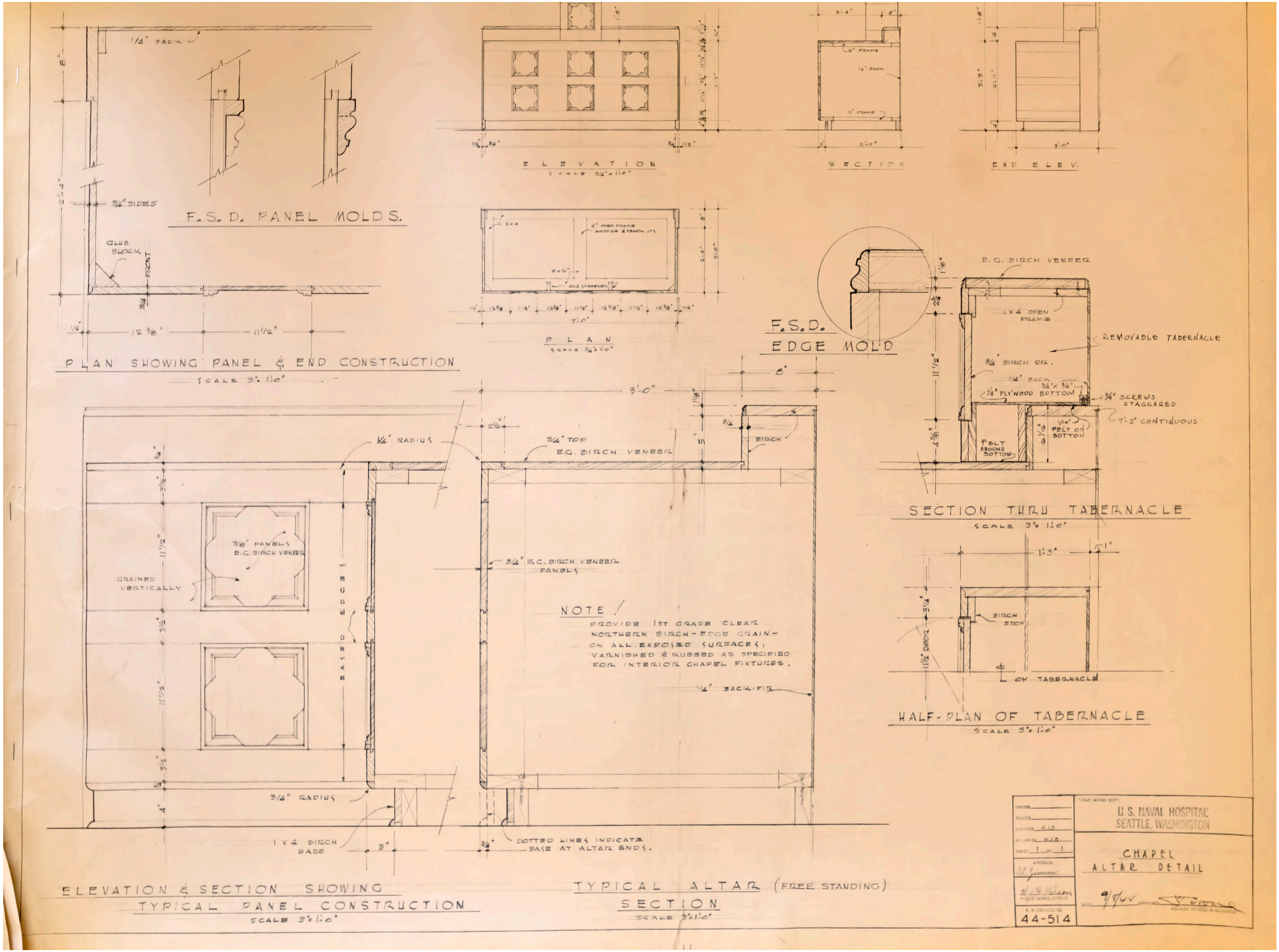
I.S. DOOR FRAMES FOR CHAPEL
U.S. NAVAL HOSPITAL.
#1 COM. & BTR. CEDAR.

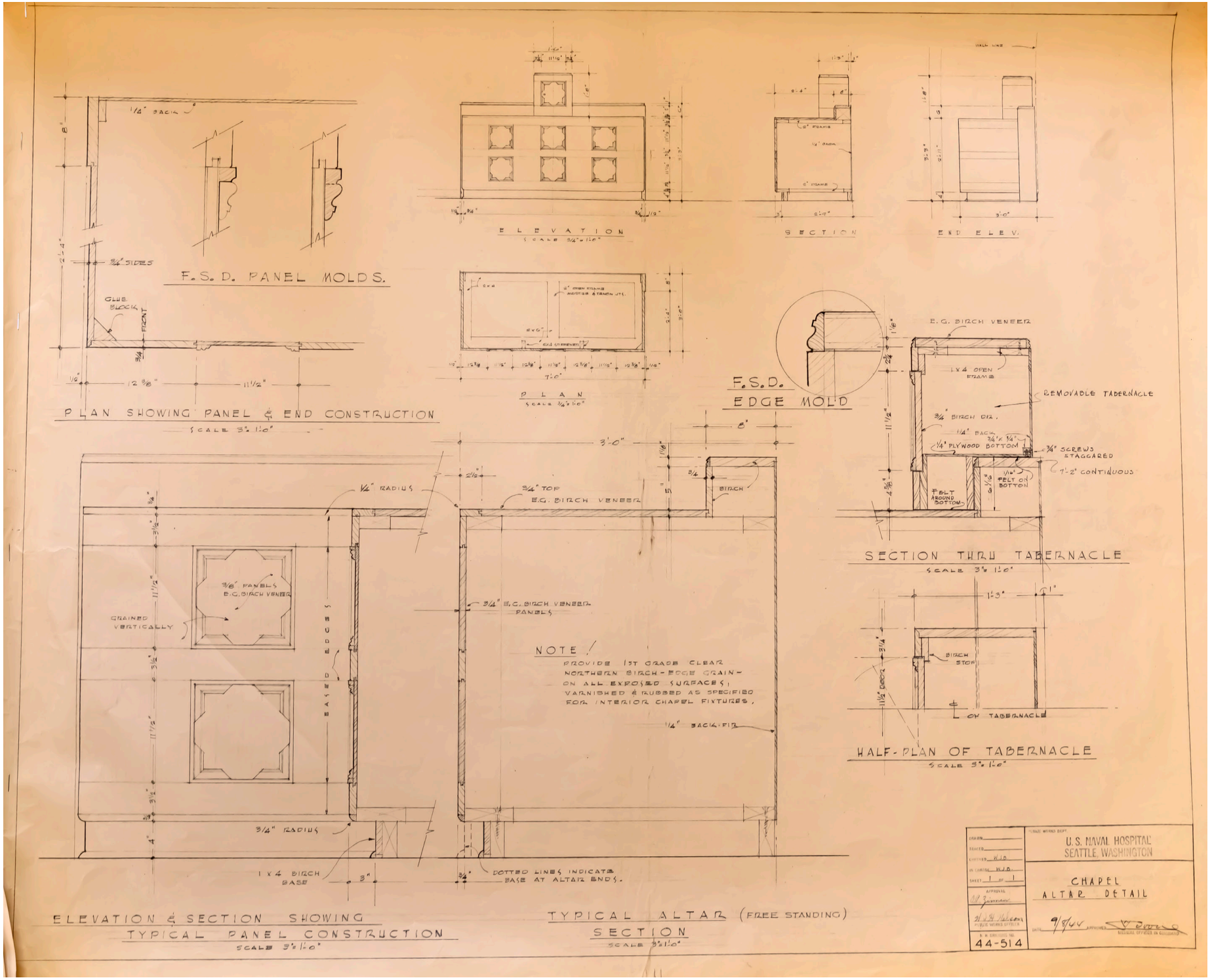
APPROVED
Subject to Contract Requirements
CONTRACT NOy
Public Works Officer, 13th N. D.
C. A. Duncan, Capt. (CEC), USN
Seattle, Washington
J.A.J.
9-16-44
By Direction

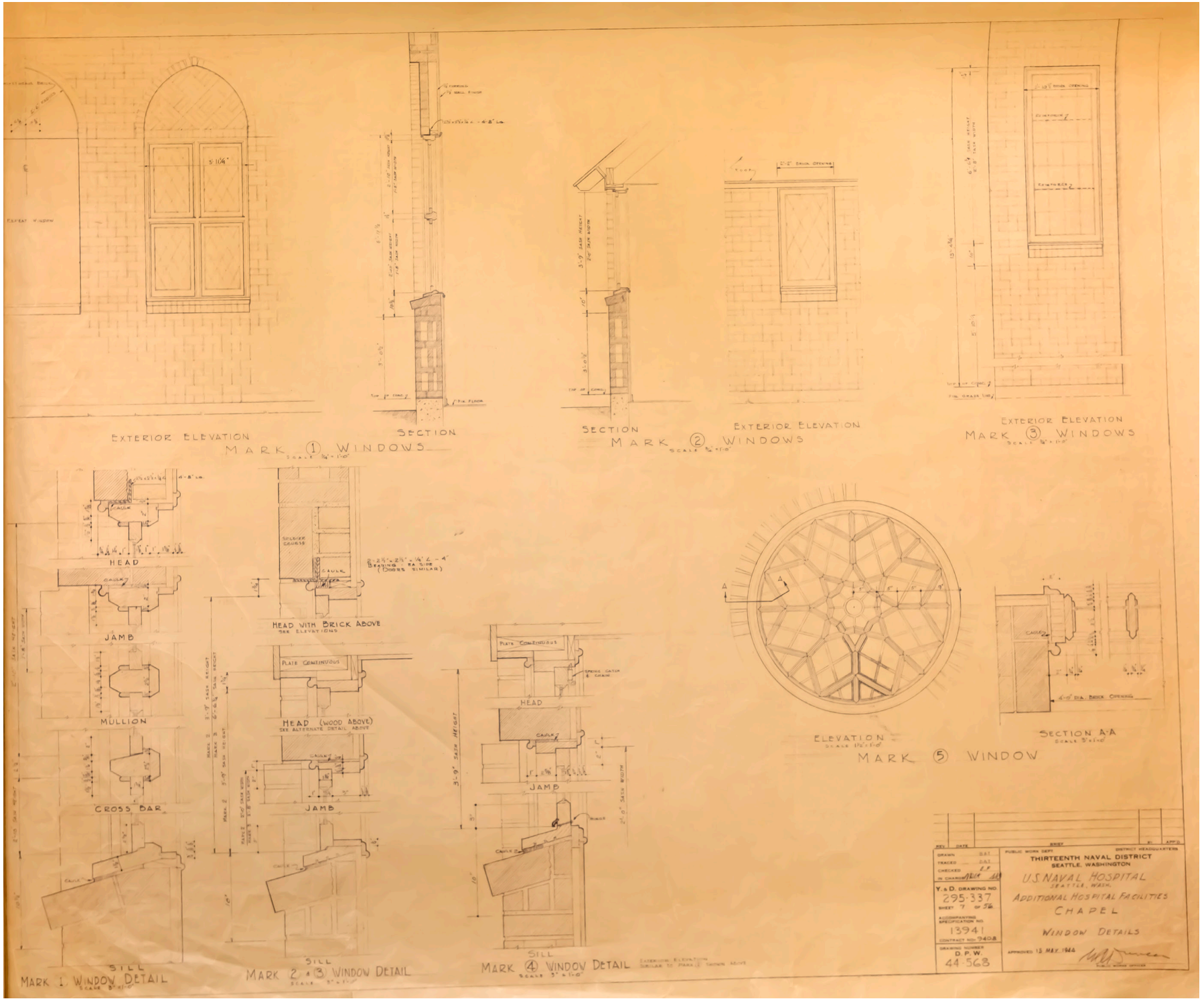
PROJECT: U.S. NAVAL HOSPITAL	SHEET NO.
FOR: J.W. BAILEY CONST. CO.	DATE 9-11-44
LOCATION: SEATTLE WASH	DRAWN BY J.F.

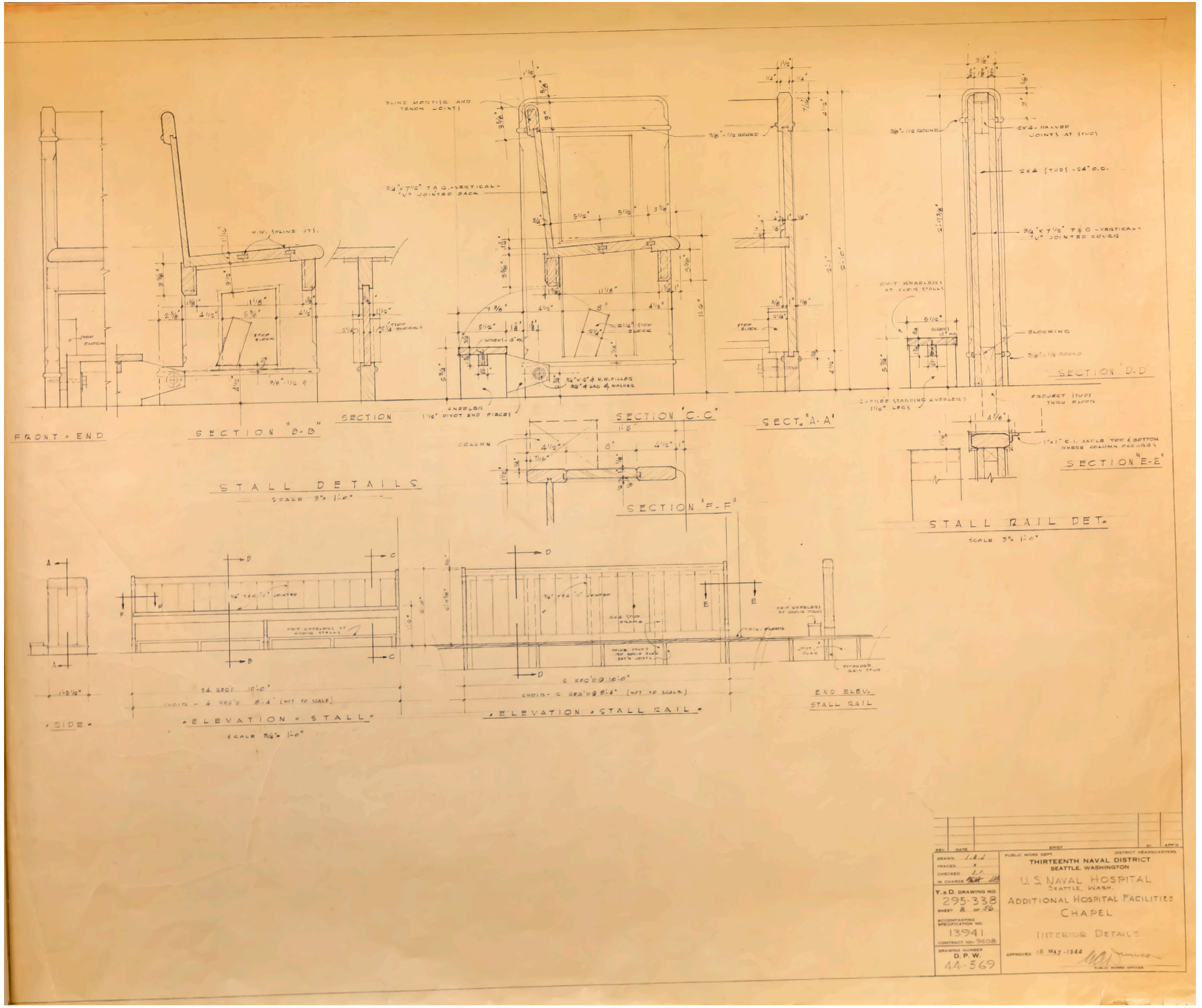
BURKE MILLWORK CO.
SEATTLE, WASHINGTON

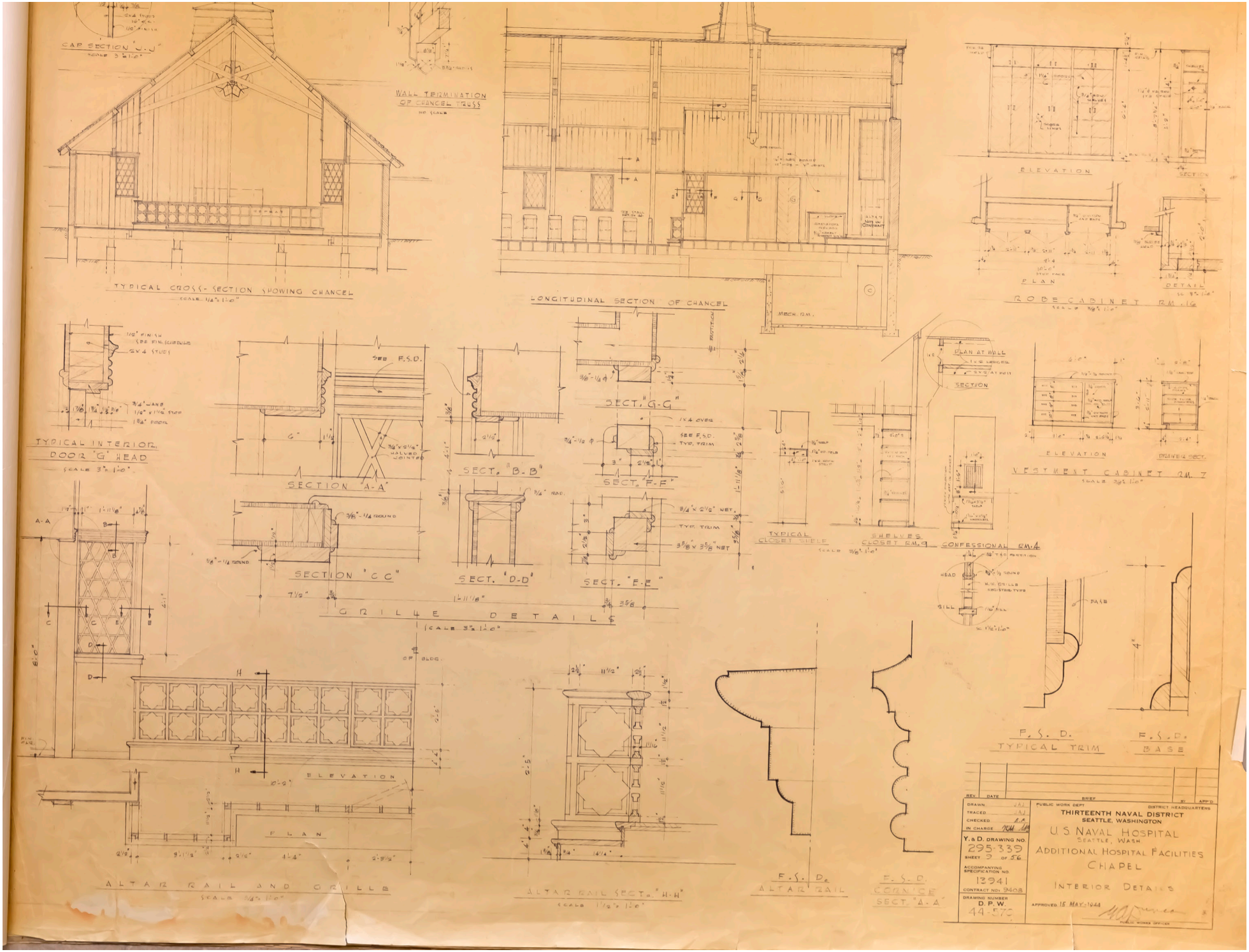
THIS DRAWING IS THE PROPERTY OF BURKE MILLWORK CO. AND IS INTENDED FOR ITS USE IN MANUFACTURING MILLWORK. IT IS APPROVAL OF SAME ANY CHANGES SHALL BE BY NO WAY ACCEPTANCE ON ANY OTHER USE OF THIS DRAWING IS UNAUTHORIZED AND CREATES NO RESPONSIBILITY ON OUR PART.

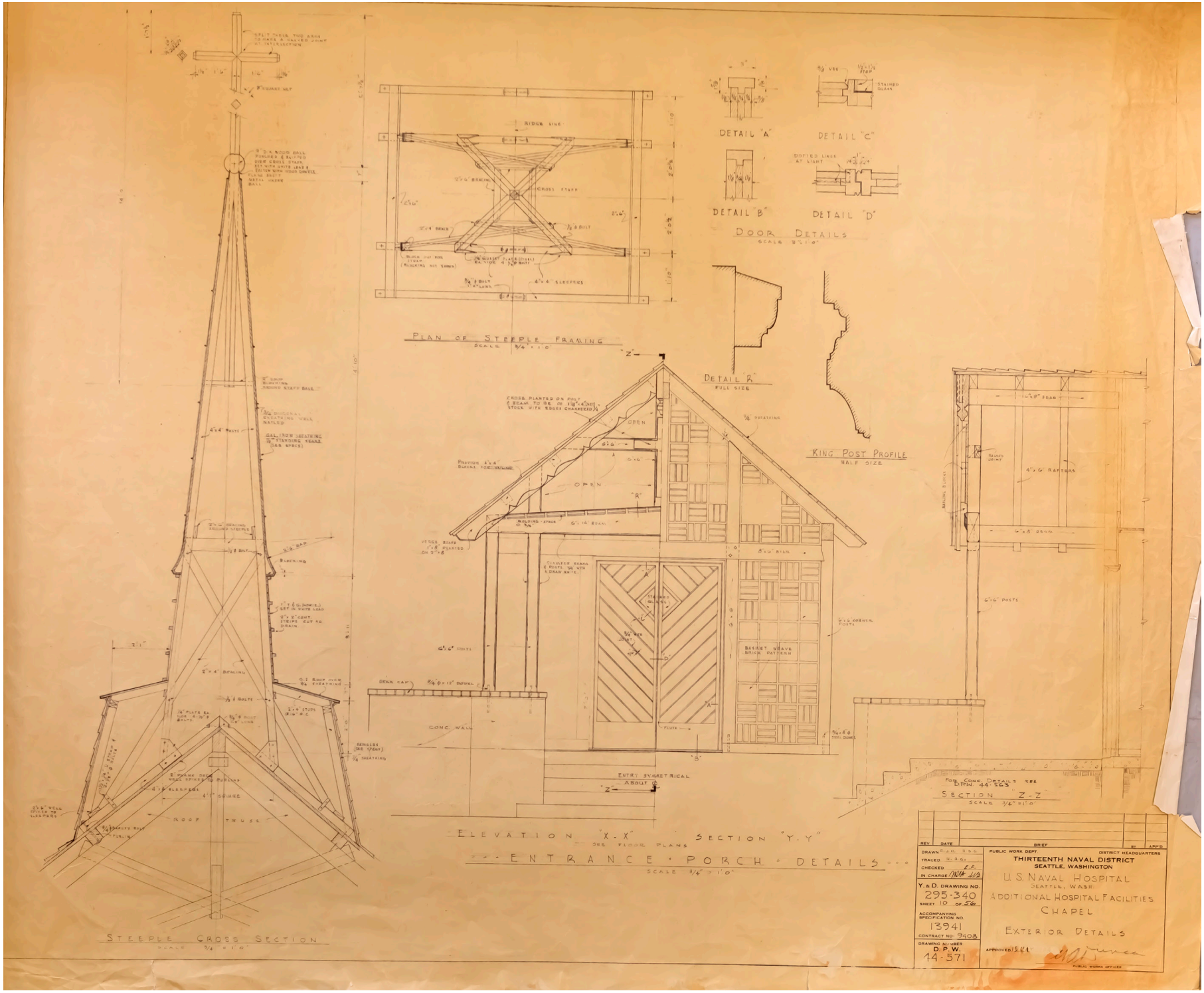

F.S.D. PANEL MOLDS.
PLAN SHOWING PANEL & END CONSTRUCTION
SCALE 3" 1'-0"
ELEVATION
SECTION
END ELEV.
PLAN
F.S.D. EDGE MOLD
SECTION THRU TABERNACLE
SCALE 3" 1'-0"
HALF-PLAN OF TABERNACLE
SCALE 3" 1'-0"
ELEVATION & SECTION SHOWING TYPICAL PANEL CONSTRUCTION
SCALE 3" 1'-0"
TYPICAL ALTAR (FREE STANDING) SECTION
SCALE 3" 1'-0"
NOTE!
PROVIDE 1ST GRADE CLEAR NORTHERN BIRCH - EDGE GRAIN - ON ALL EXPOSED SURFACES; VARNISHED & RUBBED AS SPECIFIED FOR INTERIOR CHAPEL FIXTURES.
DOTTED LINES INDICATE BASE AT ALTAR ENDS.
U.S. NAVAL HOSPITAL SEATTLE, WASHINGTON
CHAPEL
ALTAR DETAIL
9/9/44
44-514

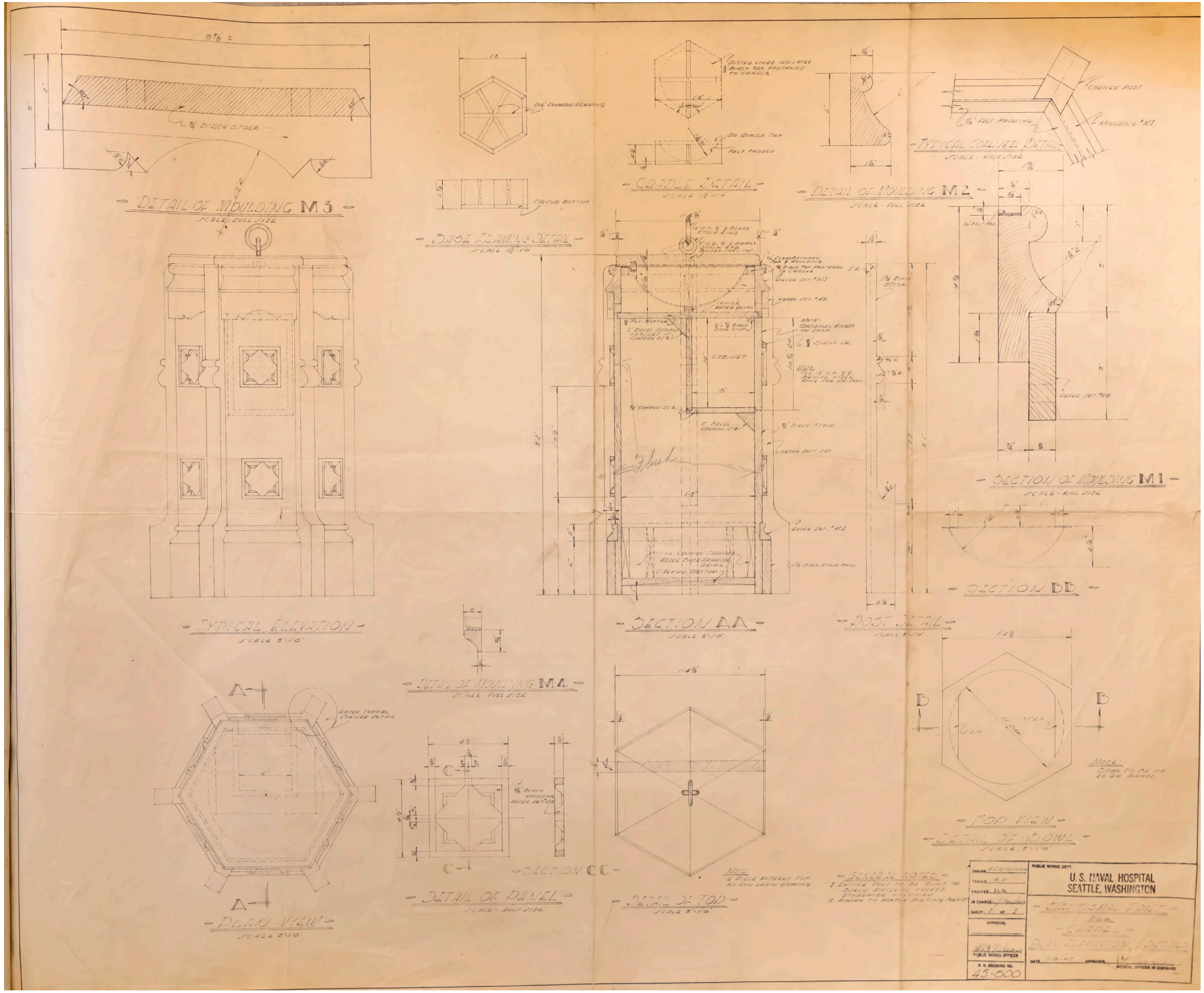

F.S.D. PANEL MOLDS.
PLAN SHOWING PANEL & END CONSTRUCTION
SCALE 3"=1'-0"
ELEVATION
SECTION
END ELEV.
PLAN
F.S.D. EDGE MOLD
E.G. BIRCH VENEER
1 X 4 OPEN FRAME
REMOVABLE TABERNACLE
SECTION THRU TABERNACLE
SCALE 3"=1'-0"
HALF-PLAN OF TABERNACLE
SCALE 3"=1'-0"
ELEVATION & SECTION SHOWING TYPICAL PANEL CONSTRUCTION
SCALE 3"=1'-0"
TYPICAL ALTAR (FREE STANDING) SECTION
SCALE 3"=1'-0"
NOTE:
PROVIDE 1ST GRADE CLEAR NORTHERN BIRCH-EDGE GRAIN- ON ALL EXPOSED SURFACES, VARNISHED & RUBBED AS SPECIFIED FOR INTERIOR CHAPEL FIXTURES.
U.S. NAVAL HOSPITAL SEATTLE, WASHINGTON
CHAPEL
ALTAR DETAIL
44-514

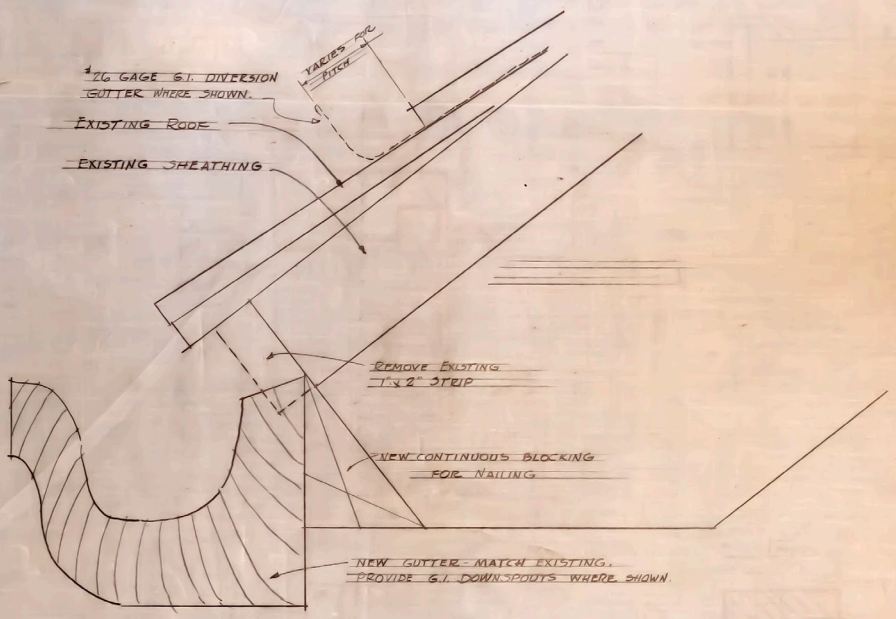

EXTERIOR ELEVATION
SECTION
MARK ① WINDOWS
SECTION
EXTERIOR ELEVATION
MARK ② WINDOWS
EXTERIOR ELEVATION
MARK ③ WINDOWS
HEAD
JAMB
MULLION
CROSS BAR
SILL
MARK 1 WINDOW DETAIL
HEAD WITH BRICK ABOVE
HEAD (WOOD ABOVE)
JAMB
SILL
MARK 2 & 3 WINDOW DETAIL
HEAD
JAMB
SILL
MARK ④ WINDOW DETAIL
ELEVATION
SECTION A-A
MARK ⑤ WINDOW
THIRTEENTH NAVAL DISTRICT
SEATTLE, WASHINGTON
U.S. NAVAL HOSPITAL
SEATTLE, WASH.
ADDITIONAL HOSPITAL FACILITIES
CHAPEL
WINDOW DETAILS
Y. & D. DRAWING NO. 295-337
SHEET 7 OF 56
SPECIFICATION NO. 13941
CONTRACT NO. 3408
DRAWING NUMBER D.P.W. 44-568
APPROVED 15 MAY 1944


FRONT • END
SECTION "B-B"
SECTION
SECTION "C-C"
SECT. "A-A"
SECTION "D-D"
SECTION "E-E"
SECTION "F-F"
STALL DETAILS
SCALE 3" = 1'-0"
STALL RAIL DET.
SCALE 3" = 1'-0"
• SIDE •
• ELEVATION • STALL •
SCALE 3/4" = 1'-0"
• ELEVATION • STALL RAIL •
END ELEV.
STALL RAIL
THIRTEENTH NAVAL DISTRICT
SEATTLE, WASHINGTON
U.S. NAVAL HOSPITAL
SEATTLE, WASH.
ADDITIONAL HOSPITAL FACILITIES
CHAPEL
INTERIOR DETAILS
Y. & D. DRAWING NO. 295-338
DRAWING NUMBER D.P.W. 44-569
APPROVED 18 May 1944

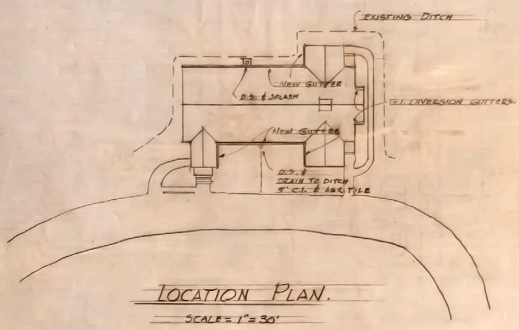

CAP SECTION "J-J"
WALL TERMINATION OF CHANCEL TRUSS
TYPICAL CROSS-SECTION SHOWING CHANCEL
LONGITUDINAL SECTION OF CHANCEL
ELEVATION
PLAN
DETAIL
ROBE CABINET RM. 16
TYPICAL INTERIOR DOOR "G" HEAD
SECTION "A-A"
SECT. "B-B"
SECT. "G-G"
SECT. "F-F"
SECTION "C C"
SECT. "D-D"
SECT. "E-E"
GRILLE DETAILS
PLAN AT WALL
SECTION
TYPICAL CLOSET SHELF
SHELVES CLOSET RM. 9
ELEVATION
DRAWER SECT.
VESTMENT CABINET RM. 7
CONFESSIONAL RM. 4
ELEVATION
PLAN
ALTAR RAIL AND GRILLE
ALTAR RAIL SECT. "H-H"
F. S. D. ALTAR RAIL
F. S. D. CORNICE SECT "A-A"
F. S. D. TYPICAL TRIM
F. S. D. BASE
REV. DATE BRIEF BY APP'D
DRAWN
TRACED
CHECKED
IN CHARGE
Y. & D. DRAWING NO. 295-339
SHEET 3 OF 56
ACCOMPANYING SPECIFICATION NO. 13941
CONTRACT NO. 9408
DRAWING NUMBER D.P.W. 44-570
PUBLIC WORKS DEPT. DISTRICT HEADQUARTERS
THIRTEENTH NAVAL DISTRICT
SEATTLE, WASHINGTON
U.S. NAVAL HOSPITAL
SEATTLE, WASH.
ADDITIONAL HOSPITAL FACILITIES
CHAPEL
INTERIOR DETAILS
APPROVED 15 MAY 1944
PUBLIC WORKS OFFICER


DETAIL "A"
DETAIL "C"
DETAIL "B"
DETAIL "D"
DOOR DETAILS
SCALE 3"=1'-0"
PLAN OF STEEPLE FRAMING
SCALE 3/4"=1'-0"
DETAIL "E"
FULL SIZE
KING POST PROFILE
HALF SIZE
ELEVATION "X-X"
SECTION "Y-Y"
SEE FLOOR PLANS
ENTRANCE PORCH DETAILS
SCALE 3/4"=1'-0"
STEEPLE CROSS SECTION
SCALE 3/4"=1'-0"
SECTION Z-Z
SCALE 3/4"=1'-0"
ROOF TRUSS
CONC. WALL
OPEN
BASKET WEAVE BRICK PATTERN
ENTRY SYMMETRICAL ABOUT ℄
DRAWN
TRACED
CHECKED
IN CHARGE
Y. & D. DRAWING NO. 295-340
SHEET 10 OF 56
ACCOMPANYING SPECIFICATION NO. 13941
CONTRACT NO. 9408
DRAWING NUMBER D.P.W. 14-571
PUBLIC WORKS DEPT
DISTRICT HEADQUARTERS
THIRTEENTH NAVAL DISTRICT
SEATTLE, WASHINGTON
U.S. NAVAL HOSPITAL
SEATTLE, WASH.
ADDITIONAL HOSPITAL FACILITIES
CHAPEL
EXTERIOR DETAILS
APPROVED
PUBLIC WORKS OFFICER


DETAIL OF MOULDING M3
SCALE: FULL SIZE
CRADLE DETAIL
SCALE 1½"=1'0
DETAIL OF MOULDING M2
SCALE: FULL SIZE
TYPICAL CORNER DETAIL
SCALE: HALF SIZE
BASE FRAMING DETAIL
SCALE 1½"=1'0
SECTION OF MOULDING M1
SCALE: FULL SIZE
TYPICAL ELEVATION
SCALE 3"=1'0"
SECTION AA
SCALE 3"=1'0"
SECTION BB
DOOR DETAIL
SCALE 3"=1'0"
DETAIL OF MOULDING M4
SCALE: FULL SIZE
SECTION CC
DETAIL OF PANEL
SCALE: HALF SIZE
DETAIL OF TOP
SCALE 3"=1'0"
PLAN VIEW
SCALE 3"=1'0"
TOP VIEW
DETAIL OF DOWEL
SCALE 3"=1'0"
GENERAL NOTES
U.S. NAVAL HOSPITAL
SEATTLE, WASHINGTON
CAST IRON BASE FOR CRADLE
PLAN, ELEVATION & DETAILS
45-600



F. S. DETAIL



LOCATION PLAN.
SCALE: 1" = 30'

Rev.	Date	Brief	By	Appr'd.

DRAWN: W.R.S.
TRACED:
CHECKED: E.F.
IN CHARGE:
Y. & D. DRAWING NO.
SHEET 1 OF 1
ACCOMPANYING SPECIFICATION NO.
CONTRACT NO.
DRAWING NUMBER: D.P.W. 44-1355

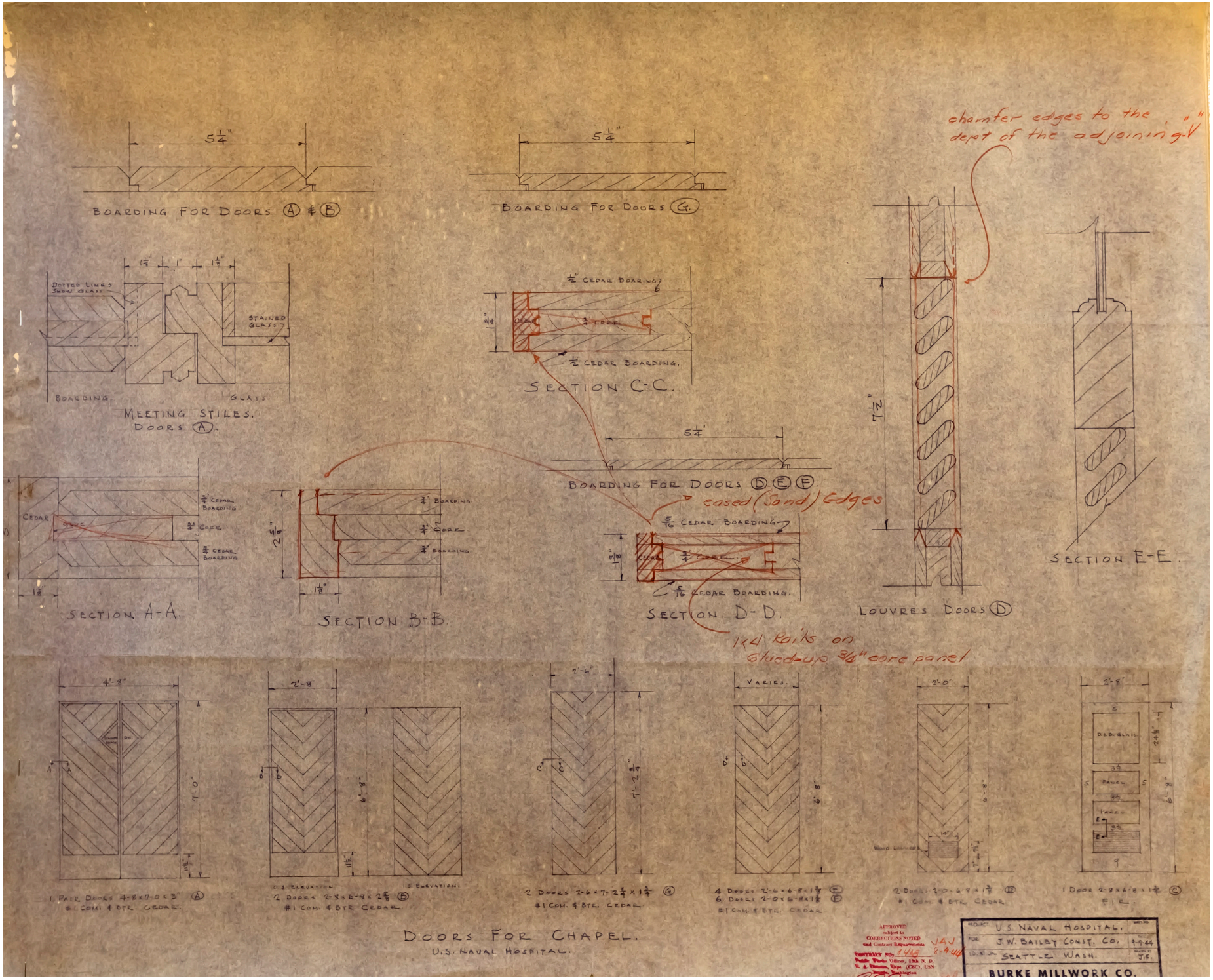
PUBLIC WORKS DEPT. DISTRICT HEADQUARTERS
THIRTEENTH NAVAL DISTRICT
SEATTLE, WASHINGTON

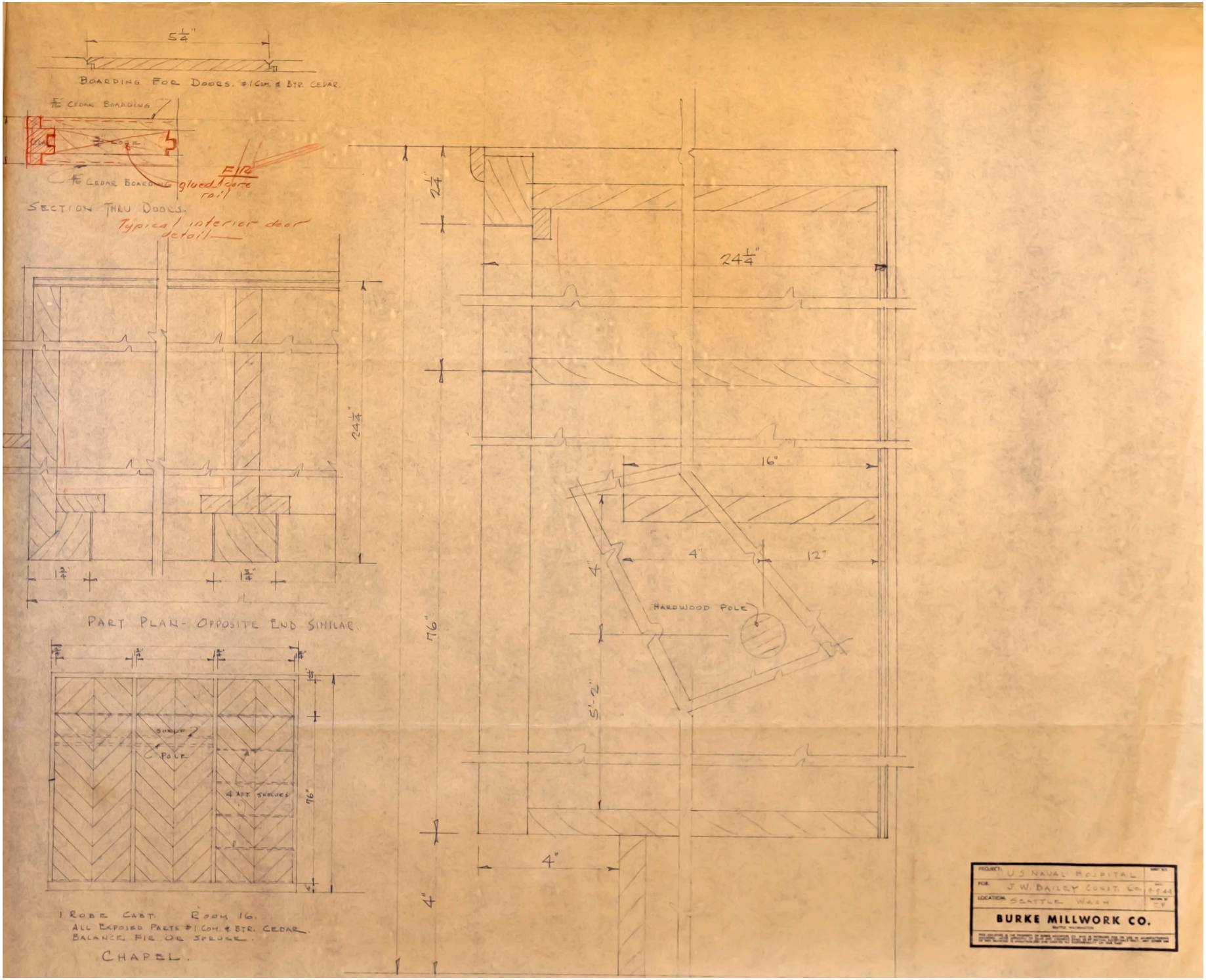
U.S. NAVAL HOSPITAL
SEATTLE, WASHINGTON

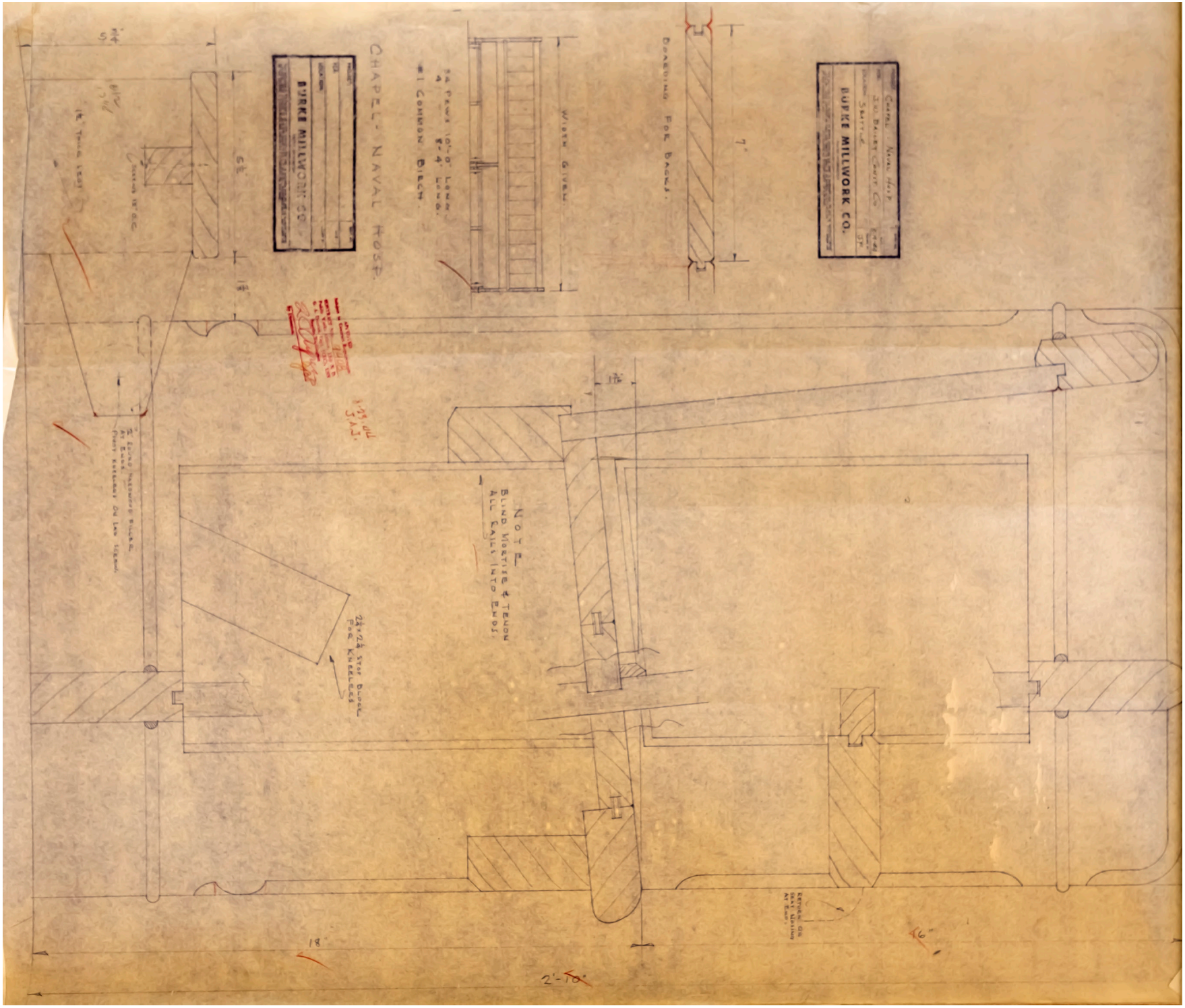
ROOF GUTTERS & DOWNSPOUT DRAINS FOR CHAPEL

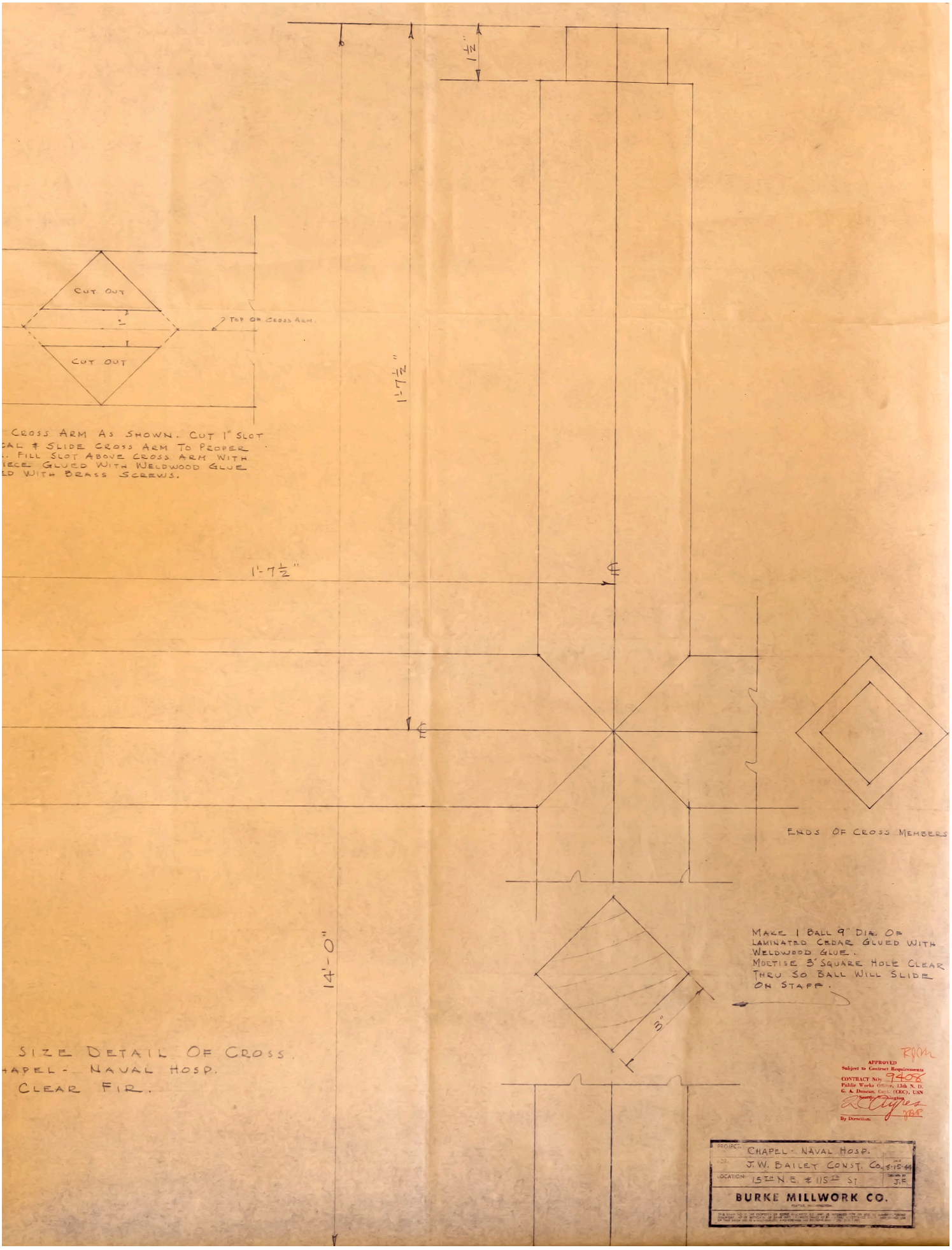
APPROVED 3 Jan 1945
PUBLIC WORKS OFFICER

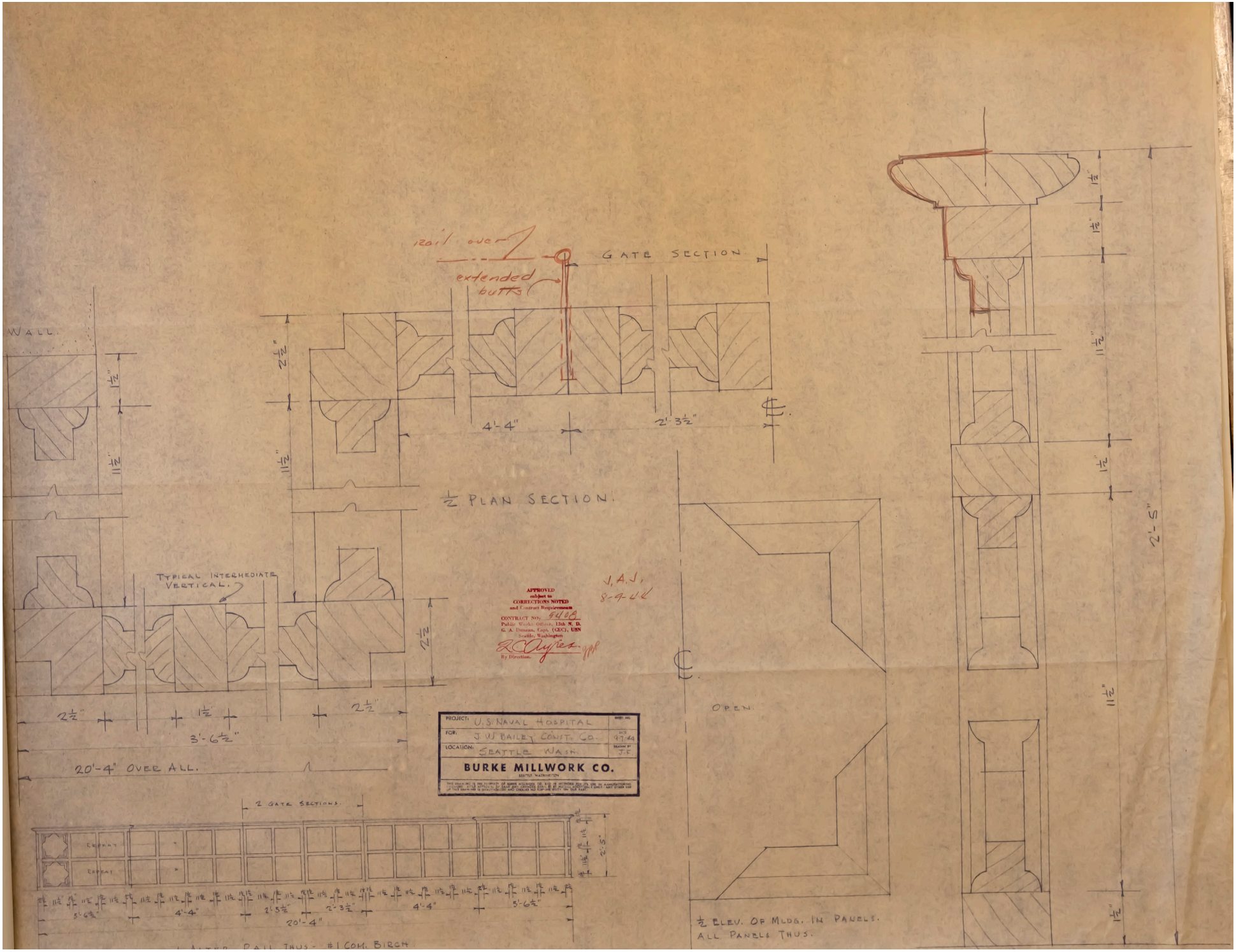
82-34-566

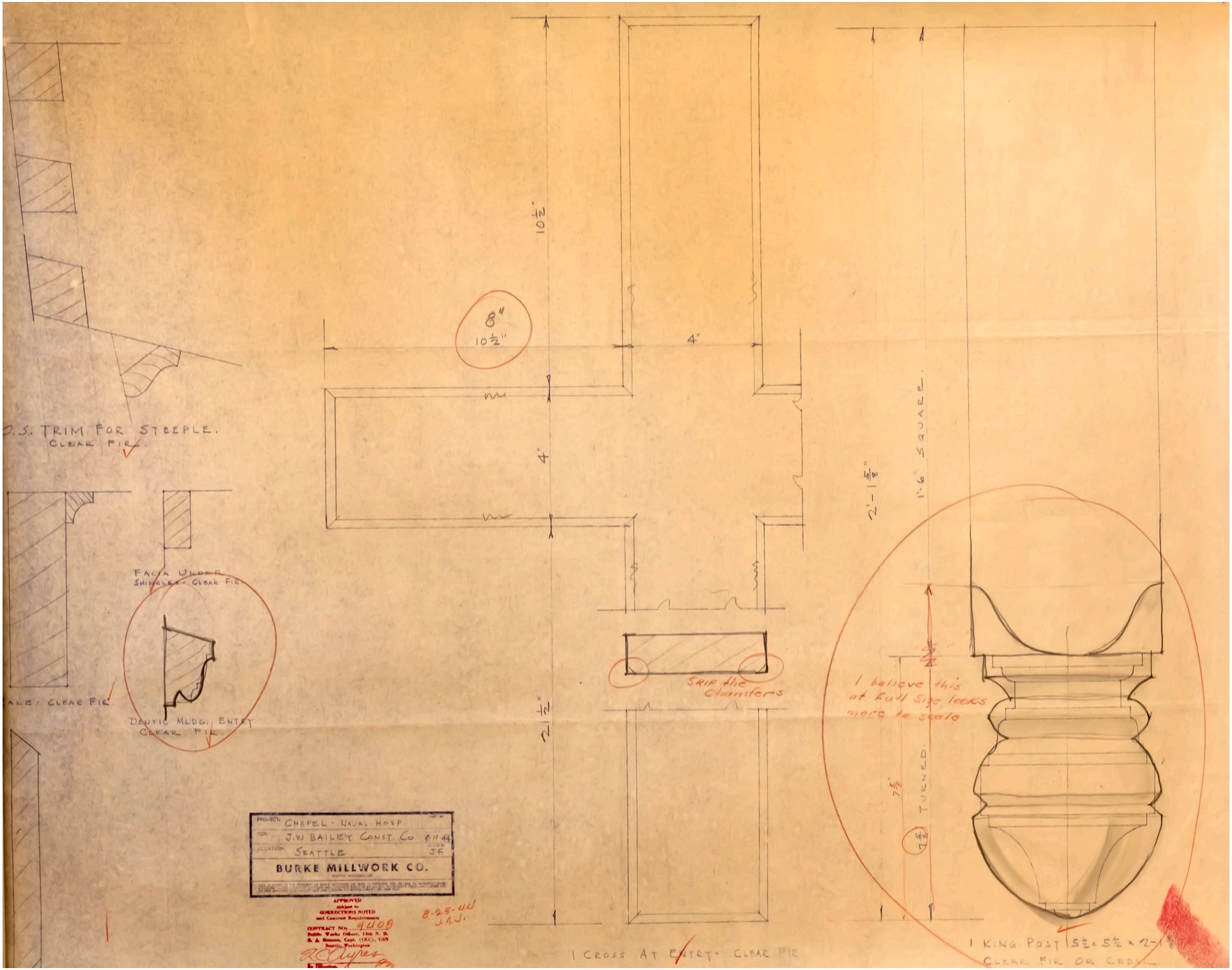

BOARDING FOR DOORS (A) & (B)
BOARDING FOR DOORS (C)
chamfer edges to the depth of the adjoining "V"
DOTTED LINES SHOW GLASS
STAINED GLASS
BOARDING
GLASS
MEETING STILES. DOORS (A).
½" CEDAR BOARDING
CORE
½" CEDAR BOARDING.
SECTION C-C.
SECTION E-E.
BOARDING FOR DOORS (D) (E) (F)
eased (Sand) Edges
CEDAR
SPACE
¾" CEDAR BOARDING
¾" CORE
¾" CEDAR BOARDING
SECTION A-A.
¾" BOARDING
¾" CORE
¾" BOARDING.
SECTION B-B.
5/16" CEDAR BOARDING
CORE
5/16" CEDAR BOARDING.
SECTION D-D.
LOUVRES DOORS (D)
1x4 Rails on Glued-up 3/4" core panel
VARIES
1 PAIR DOORS 4'-8"x7'-0"x1¾" (A) #1 COM. & BTR. CEDAR.
O.S. ELEVATION
I.S. ELEVATION
2 DOORS 2'-8"x6'-8"x1¾" (B) #1 COM. & BTR. CEDAR
2 DOORS 2'-6"x7'-2¾"x1¾" (C) #1 COM. & BTR. CEDAR
4 DOORS 2'-6"x6'-8"x1¾" (E) 6 DOORS 2'-0"x6'-8"x1¾" (F) #1 COM. & BTR. CEDAR
2 DOORS 2'-0"x6'-8"x1¾" (D) #1 COM. & BTR. CEDAR.
1 DOOR 2'-8"x6'-8"x1¾" (C) F.R.
DOORS FOR CHAPEL.
U.S. NAVAL HOSPITAL.
APPROVED subject to CORRECTIONS NOTED and Contract Requirements
CONTRACT NO. 149
PROJECT U.S. NAVAL HOSPITAL.
FOR J.W. BAILEY CONST. CO.
SEATTLE WASH.
BURKE MILLWORK CO.

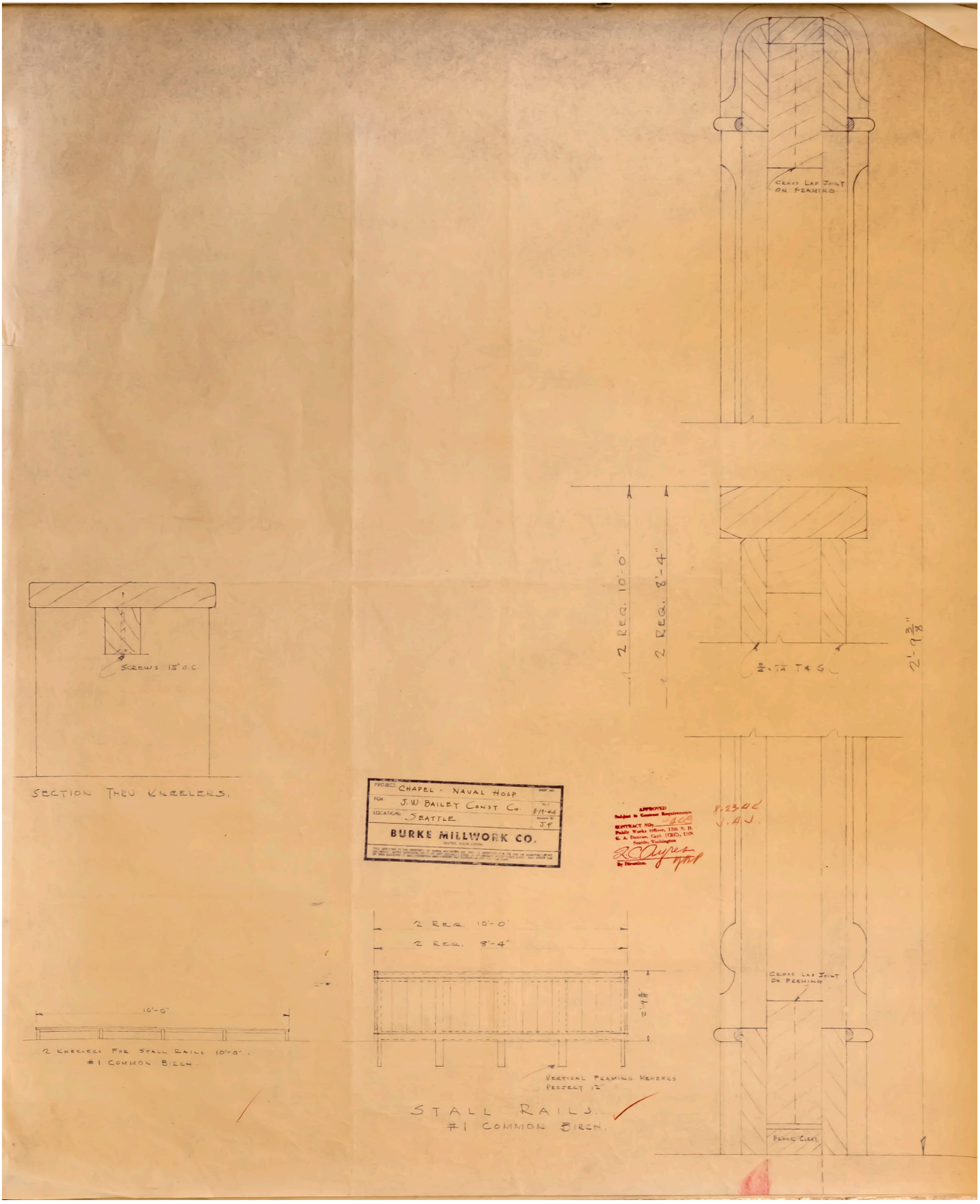

5¼"
BOARDING FOR DOORS. #1 COM. & BTR. CEDAR.
⅝" CEDAR BOARDING
FIR
glued & dove rail
SECTION THRU DOORS.
Typical interior door detail
24¼"
1¾"
1¾"
PART PLAN - OPPOSITE END SIMILAR.
SHELF
POLE
4 APT SHELVES
76"
1 ROBE CABT. ROOM 16.
ALL EXPOSED PARTS #1 COM. & BTR. CEDAR.
BALANCE FIR OR SPRUCE.
CHAPEL.
24"
24¼"
16"
4"
12"
4"
HARDWOOD POLE
76"
5'-2"
4"
4"
PROJECT U.S. NAVAL HOSPITAL
FOR J.W. BAILEY CONST. CO.
LOCATION SEATTLE WASH
BURKE MILLWORK CO.
SEATTLE, WASHINGTON

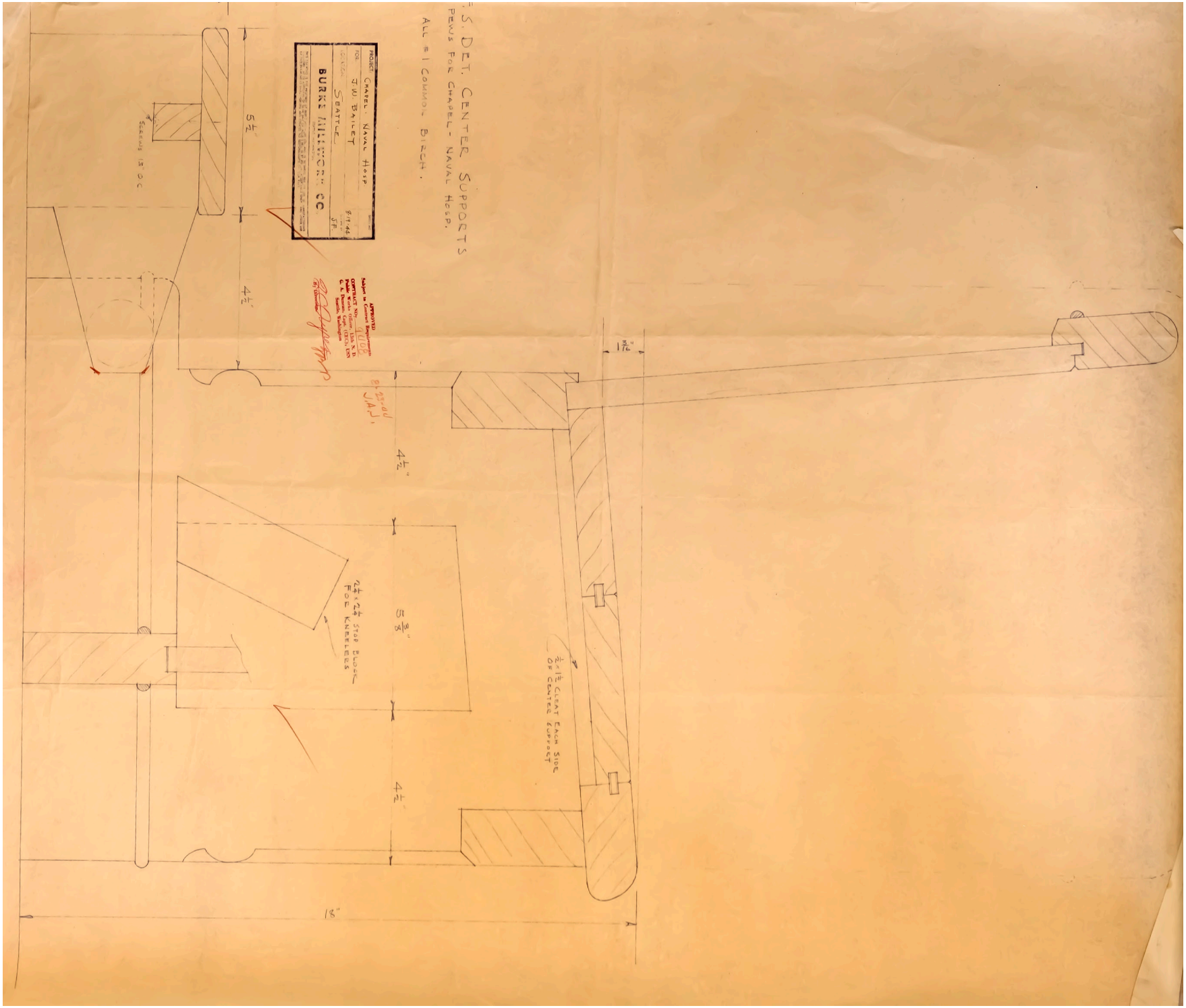

CHAPEL - NAVAL HOSP.
BURKE MILLWORK CO.
BURKE MILLWORK CO.
NOTE
BLIND MORTISE & TENON
ALL RAILS INTO ENDS.
2'-10"

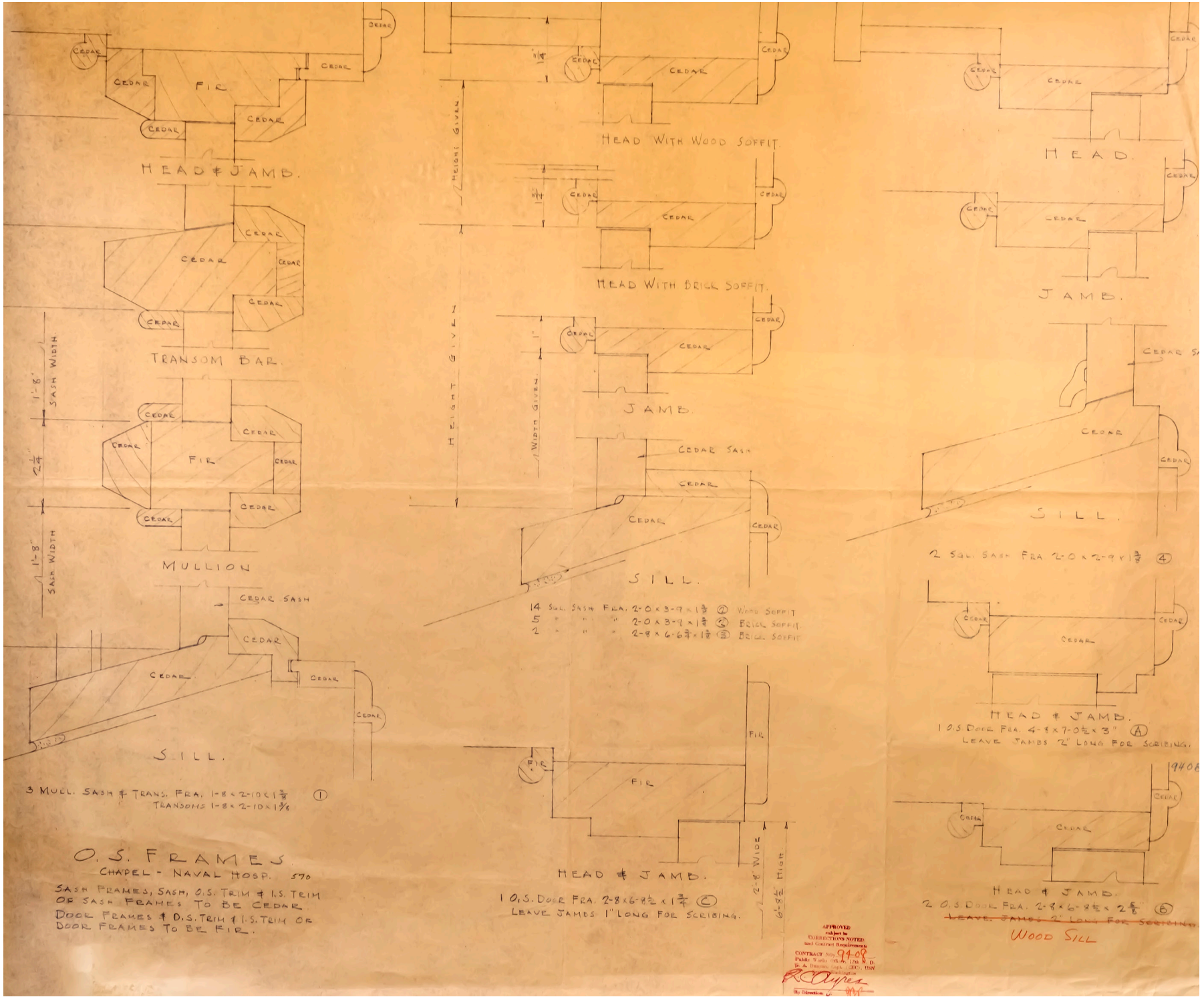

1½"
CUT OUT
1"
TOP OF CROSS ARM
CUT OUT
1'-7½"
CROSS ARM AS SHOWN. CUT 1" SLOT
AL & SLIDE CROSS ARM TO PROPER
. FILL SLOT ABOVE CROSS ARM WITH
IECE GLUED WITH WELDWOOD GLUE
D WITH BRASS SCREWS.
1'-7½"
ENDS OF CROSS MEMBERS
14'-0"
3"
MAKE 1 BALL 9" DIA. OF
LAMINATED CEDAR GLUED WITH
WELDWOOD GLUE.
MORTISE 3" SQUARE HOLE CLEAR
THRU SO BALL WILL SLIDE
ON STAFF.
SIZE DETAIL OF CROSS.
HAPEL - NAVAL HOSP.
CLEAR FIR.
APPROVED
Subject to Contract Requirements
CONTRACT NO. 9408
Public Works Officer, 13th N. D.
C. A. Duncan, Cmdr. (CEC), USN
By Direction
PROJECT: CHAPEL - NAVAL HOSP.
J. W. BAILEY CONST. CO.
LOCATION: 15TH N.E. & 115TH ST
DATE: 5-15-44
DRAWN BY: J.E.
BURKE MILLWORK CO.


GATE SECTION.
½ PLAN SECTION.
WALL.
TYPICAL INTERMEDIATE VERTICAL.
4'-4"
2'-3½"
20'-4" OVER ALL.
OPEN.
2 GATE SECTIONS.
½ ELEV. OF MLDG. IN PANELS.
ALL PANELS THUS.
APPROVED
subject to
CORRECTIONS NOTED
and Contract Requirements
CONTRACT NO. 9408
Public Works Officer, 13th N. D.
G. A. Duncan, Capt. (CEC), USN
Seattle, Washington
By Direction.
PROJECT: U.S. NAVAL HOSPITAL
FOR: J. W. BAILEY CONST. CO.
LOCATION: SEATTLE WASH.
BURKE MILLWORK CO.
SEATTLE, WASHINGTON


O.S. TRIM FOR STEEPLE.
CLEAR FIR.
FACIA UNDER SHINGLES - CLEAR FIR
DENTIL MLDG. ENTRY CLEAR FIR
ALE - CLEAR FIR
10½"
8"
10½"
4"
4"
2½"
SKIP the Chamfers
1 CROSS AT ENTRY - CLEAR FIR
2'-1⅝"
1'-6" SQUARE.
I believe this at Full Size looks more to scale
TURNED.
1 KING POST 5½ x 5½ x 2-1
CLEAR FIR OR CEDAR
PROJECT: CHAPEL - NAVAL HOSP
FOR: J.W. BAILEY CONST. CO. 8-11-44
LOCATION: SEATTLE JF
BURKE MILLWORK CO.
APPROVED subject to CORRECTIONS NOTED and General Requirements
CONTRACT NO. 9408
8-28-44 J.A.J.


CROSS LAP JOINT ON FRAMING
2 REQ. 10'-0"
2 REQ. 8'-4"
2'-9 3/8"
SCREWS 15" O.C.
SECTION THRU KNEELERS.
PROJECT: CHAPEL - NAVAL HOSP.
FOR: J.W. BAILEY CONST. CO.
LOCATION: SEATTLE.
BURKE MILLWORK CO.
APPROVED
CONTRACT NO. 405
2 REQ. 10'-0"
2 REQ. 8'-4"
2'-9 3/8"
10'-0"
2 KNEELERS FOR STALL RAILS 10'-0".
#1 COMMON BIRCH.
VERTICAL FRAMING MEMBERS PROJECT 12"
STALL RAILS.
#1 COMMON BIRCH.
CROSS LAP JOINT ON FRAMING
FLOOR CLEAT


U.S. DET. CENTER SUPPORTS
PEWS FOR CHAPEL - NAVAL HOSP.
ALL #1 COMMON BIRCH.
CHAPEL - NAVAL HOSP
FOR J.W. BAILEY
SEATTLE
BURKE MILLWORK CO
5½"
4½"
4½"
5⅜"
4½"
15"
4½ x 2½ STEP BLOCK FOR KNEELERS
2 - 1½ CLEAT EACH SIDE OF CENTER SUPPORT


HEAD & JAMB.
CEDAR
FIR
TRANSOM BAR.
SASH WIDTH
MULLION
CEDAR SASH
SILL.
3 MULL. SASH & TRANS. FRA. 1-8 x 2-10 x 1 3/8 (1)
TRANSOMS 1-8 x 2-10 x 1 3/16
O.S. FRAMES
CHAPEL - NAVAL HOSP. 570
SASH FRAMES, SASH, O.S. TRIM & I.S. TRIM OF SASH FRAMES TO BE CEDAR.
DOOR FRAMES & O.S. TRIM & I.S. TRIM OF DOOR FRAMES TO BE FIR.
HEAD WITH WOOD SOFFIT.
HEAD WITH BRICK SOFFIT.
HEIGHT GIVEN
WIDTH GIVEN
JAMB.
CEDAR SASH
14 SGL. SASH FRA. 2-0 x 3-7 x 1 3/8 (2) WOOD SOFFIT
5 " " " 2-0 x 3-7 x 1 3/8 (3) BRICK SOFFIT
2 " " " 2-8 x 6-6 3/4 x 1 3/8 (3) BRICK SOFFIT
HEAD & JAMB.
1 O.S DOOR FRA. 2-8 x 6-8 1/2 x 1 3/4 (C)
LEAVE JAMBS 1" LONG FOR SCRIBING.
2'-8" WIDE
6'-8 1/2" HIGH
APPROVED
subject to
CORRECTIONS NOTED
and General Requirements
CONTRACT NO. 91-08
HEAD.
JAMB.
SILL.
2 SGL. SASH FRA 2-0 x 2-9 x 1 3/8 (4)
HEAD & JAMB.
1 O.S DOOR FRA. 4-8 x 7-0 1/2 x 3" (A)
LEAVE JAMBS 2" LONG FOR SCRIBING.
HEAD & JAMB.
2 O.S DOOR FRA. 2-8 x 6-8 x 2 5/8 (B)
LEAVE JAMBS 2" LONG FOR SCRIBING.
WOOD SILL

Respondent-Landowners,
DSHS/DNR's
Prehearing Brief
Exhibit 2

STATE OF WASHINGTON
DEPARTMENT OF SOCIAL AND HEALTH SERVICES
Office of Capital Programs
Facilities, Finance, and Analytics Administration
P.O. Box 45848, Olympia, Washington 98504-5848

November 18, 2020

King County Department of Natural Resources and Parks
Historic Preservation Program
201 South Jackson, Suite 700
Seattle, Washington 98104

Attention: Sarah Steen

SUBJECT: **SHORELINE NAVAL HOSPITAL CHAPEL**

I provide these comments as remarks from the Department of Social and Health Services (DSHS) representing our interests and programs on the Fircrest School campus. Our facilities inventory includes the Chapel building and we lease the subject property from the Department of Natural Resources.

DSHS supports the nomination to include the Chapel building for landmark status on the Shoreline Historic Register. As wonderfully described in the nomination submittal, the building is a gem on this campus and has well served our clients and staff at Fircrest School for more than sixty years.

However, to assure our program's needs can be adequately met in the years ahead, DSHS asks that the proposed inclusion of the 3.2 acres of land be modified. Specifically, DSHS requests that the easterly boundary of the plot be moved eighty feet to the west as indicated on the attached sketch. The eighty foot strip of land lies immediately west of the service road accessing our Administration Building (Building 65). This plot includes a 14-stall parking lot and ten diagonal parking spaces off the service drive. These 22 parking stalls primarily support our Administration Building, though they are also available to those attending events in the Chapel.

Though DSHS has no immediate plans to expand parking in this area, current actions to more densely redevelop the east side of our campus – the lower campus – will likely eliminate existing parking stalls. At that time, we may seek additional parking east of the Administration Building.

Exhibit 2

I have personally inspected the vicinity around the Chapel and believe the woodsy character of this site would not be significantly diminished if a second parking lot were developed adjacent the existing parking lot. This area has far fewer trees than the area further north. The topography of the site drops off east of the Chapel and the existing parking lot and immediate vicinity cannot be seen from the Chapel.
I understand that including the entire 3.02 acre site on the Shoreline Historic Register does not prevent DSHS from developing future parking on the parcel, but it does unnecessarily add additional permitting tasks to an already burdensome process.

Please approve this modification to the Chapel nomination as described. I believe doing so protects DSHS's interests and responsibilities on this campus without compromising the historic character of the Chapel or its natural setting.

Sincerely,

Robert J. Hubenthal, Chief
Office of Capital Programs
Robert.Hubenthal@dshs.wa.gov
360-480-6935

Attachment

Electronic transmission only.

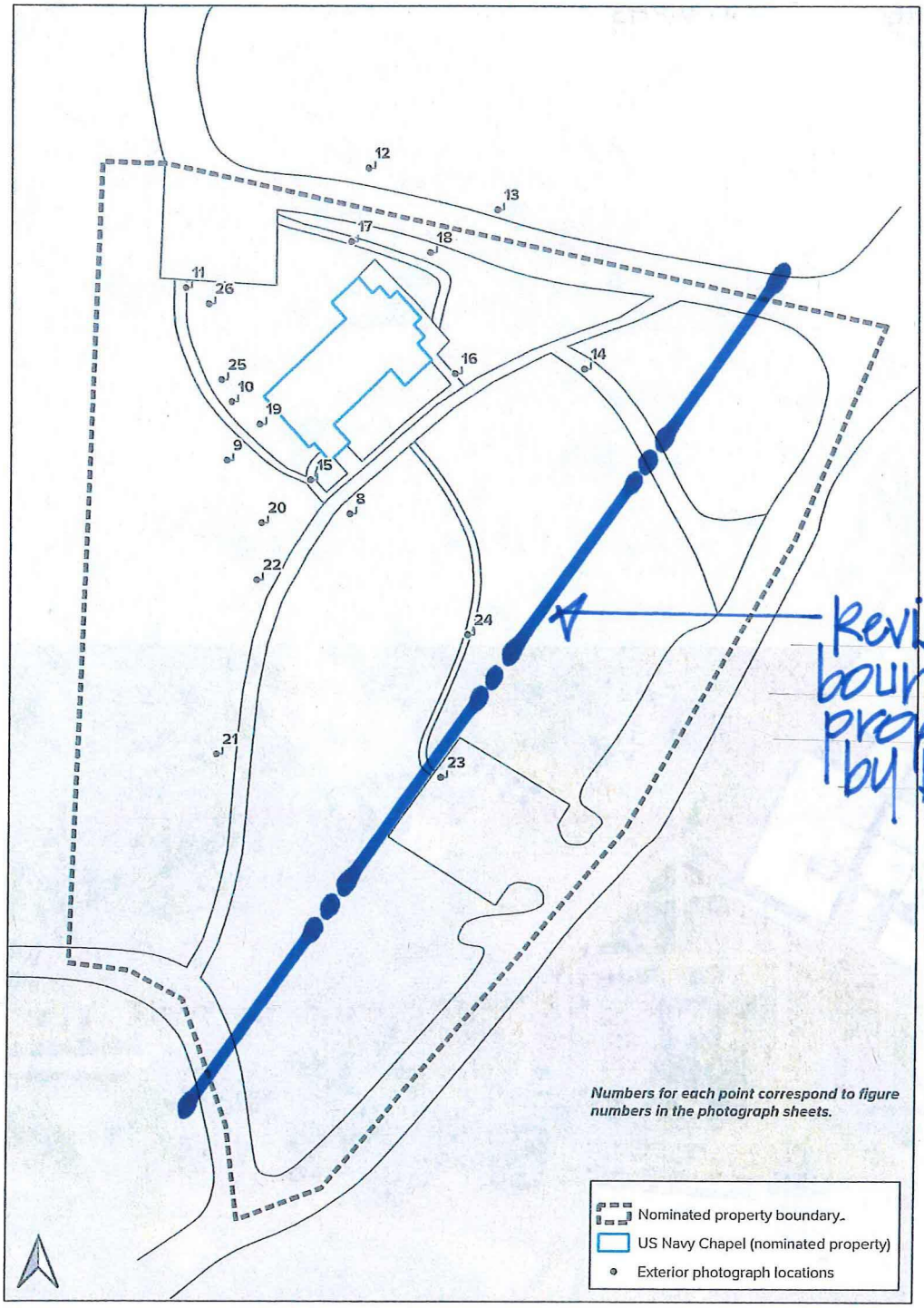


Figure 7. Photograph Key

This map shows locations where each photograph were taken.

Respondent-Landowners,
DSHS/DNR's
Prehearing Brief
Exhibit 3

KING COUNTY LANDMARKS COMMISSION
MEETING MINUTES*

November 19, 2020
Zoom (Call-in) Conference
Seattle, Washington
(Approved 12/17/2020)

COMMISSIONERS PRESENT: Poppi Handy, Chair; Caroline Lemay, Vice-Chair; Ella Moore, Rebecca Ossa, Amber Earley, Cristy Lake, Dave Pilgrim, Amy Blue

COMMISSIONERS EXCUSED: None

STAFF PRESENT: Sarah Steen, Jennifer Meisner

GUESTS: Michael Johnson, Ashley Gould, Jeff Potter, Tim Ebley, Spencer Howard, Katie Pratt, Cate Lee, Janet Way, Bob Hubenthal, Lance Young, Vicki Stiles, Wendy DiPeso, Erling Ask, Kristin Ellison Oslin, Patty Hale, Candace Tucker

CALL TO ORDER: Handy called the meeting to order at 4:32pm. Introductions of commissioners and staff were made.

Convene KENT LANDMARKS COMMISSION

SPECIAL COMMISSIONER: Nancy Simpson

CITY STAFF PRESENT: None

GUESTS: Michael Johnson

OTHER BUSINESS – Adoption of Mill Creek Historic District Guidelines

Steen gave a brief report on the background of the guidelines, describing how they were developed in 2016 as a collaboration between property owners in the historic district and KCHPP staff. The 2016 guidelines were never formally adopted, so as staff were preparing to put them forward for adoption by the KLC, the Policy & Planning Committee and the Design Review Committee reviewed the guidelines, making structural, language and regulatory revision recommendations.

As part of this revision process, staff spoke with members of the community who had been involved in the initial development of the guidelines. These community members felt strongly that the regulatory elements of the guidelines should only be changed through a public community meeting process, since that was how the guidelines were initially determined. Staff agreed to move forward with language and structural changes focused on clarity alone, leaving other elements as they were in 2016.

Michael Johnson, who served as the chair of the committee that developed the 2016 guidelines, talked about the two-year process involved in creating them. Johnson spoke on the committee's

intention to really focus regulatory controls on the façade of the houses in the district. He offered to answer any questions the commissioners may have.

Blue said her only comment as a member of the Policy & Planning Committee was that she thought that language should be inserted into the city code, referencing the guidelines and offering them legal backing for enforcement within the district. She offered to work with Special Commissioner Nancy Simpson on that effort. Pilgrim thought they were a valuable resource, and they were in good shape to adopt and formally reference.

Johnson said he thought the Mill Creek Historic District was the only residential district in King County. Meisner said yes it was. North Bend has a commercial historic district, and the town of Selleck was also a historic district, but Mill Creek was the only specifically residential one.

Handy asked if any other members of the public wished to speak on the guidelines. Hearing none, she called for a motion.

Blue/Pilgrim moved to adopt the Mill Creek Historic District Guidelines as developed in 2016 and revised in 2020. The motion passed 9-0.

PUBLIC COMMENT: None

ANNOUNCEMENTS: None

ADJOURN: The KLC was adjourned at 4:45 p.m.

Convene KING COUNTY LANDMARKS COMMISSION

APPROVAL OF MINUTES: Handy asked for any changes/corrections to the September 24th meeting minutes. Hearing none, she called for a motion.

Blue/Moore moved to approve the September 24th meeting minutes of the King County Landmarks Commission. The motion passed 6-0, with Lake and Handy abstaining.

CERTIFICATE OF APPROPRIATENESS # 20.24: Restore habitat along Patterson Creek on associated pastureland – Englebert Matt Dairy Farm, 1818 Redmond Fall-City Road

Steen presented a brief staff report on the Matt Dairy Farm, describing its history and unusual configuration. She noted the .8-acre remnant pastureland was separated from the main farm cluster by a highway, which Matt used to cross every morning to graze his herd on the pasture. Steen showed the location of Patterson Creek, which runs through the southwest corner of the landmarked pasture and detailed the project proposal to restore fish habitat along roughly 140' of the creek within the parcel.

Handy asked if the applicant would like to speak on the project. Gould reiterated the goal of the project as restoration of fish habitat along the creek. Handy asked if members of the public wished to speak to the commission regarding the proposal. Wendy DiPeso, resident of Shoreline, said she

was thrilled to see this kind of habitat restoration work moving forward, in light of devastation caused by excessive development in other areas. Handy asked for other comment or questions. Earley asked if an archaeological survey had been completed on this portion of the project. Gould said yes, they have been coordinating with the King County archaeologist. Steen noted that a map of the survey shovel probes completed had been included in the commissioners' materials packets. Lemay said she thought the restoration was great, and had no issues with compatibility or impact, but she asked what the scope of the project involved. Gould said planting buffers were planned for a number of surrounding parcels, east, south and north of the Matt Farm parcel. Creating patchworks of habitat through working with property owners in the area. Handy asked what the change to the water temperature would be with the recreated habitat. Gould said she didn't have specific numbers, but it was a couple of degrees. As important was the leaf litter and plant detritus created for the fish.

Handy asked if there were any additional questions, or if the commission had more comments. Hearing none, she called for a motion.

Blue/Lemay moved to approve CoA #20.24 as proposed and recommended by the DRC. The motion passed 8-0.

OTHER BUSINESS – Request to reconsider condition of approval requiring archaeological survey on CoA #20.21 (Olson Farm)

Steen gave a brief explanation of the recent Olson Farm/Community Church CoA. The commission approved the landscaping plan and design of a new maintenance building, with a condition that an archaeological survey be performed on areas of new ground disturbance. Steen explained the processes for appealing all or part of a decision, which include either filing a formal appeal to the Hearings Examiner or requesting the commission reconsider its decision. The applicant, Jeff Potter, decided to request the commission reconsider the condition for an archaeological survey attached to their CoA.

Potter reiterated the points he had outlined in a letter submitted to the commission in advance of the meeting, noting that this CoA was itself satisfying a condition of an earlier CoA, The applicants believe the archaeology condition is not appropriate as it had not come up as an issue in numerous other permit reviews, including master plan reviews by the landmarks commission, and that the site had undergone massive regrading for its previous use as a golf course. Earlier CoA approvals included grading on the site, which was approved without an archaeological component.

Handy asked if anyone from the public would like to speak on this matter. Hearing none, she asked if commissioners had any questions for the applicant. Hearing none, she closed public comment and moved into commission deliberations.

Pilgrim said the archaeological requirement had been discussed at the Policy & Planning Committee meeting. Pilgrim noted that he had not been in favor of attaching the condition because of the extent of earlier grading on the site for its use as a golf course. He said one option they'd discussed was having an Inadvertent Discovery Plan on hand as an alternative to a full survey, and asked commissioner/archaeologist Earley to explain the plan in more detail. Earley stated that she

maintained that a survey was warranted on the site, despite the previous permit approvals. Archaeology as a discipline improves its practice regularly. She said an IDP was put in place when a survey is not an option, and it outlines the steps project managers would take in the event archaeological features are discovered during the course of work. Earley said she doesn't prefer IDPs to actual survey work, because the workers lack the professional training necessary to identify significant features. She said the county likely has a template the applicants could use. Lemay asked Earley if the site was graded so extensively, why she believes archaeological features could still be discovered undisturbed. Earley said not enough detail on what areas have been altered is available, parts of the landscape may not have been graded, so there still might be undiscovered features in areas of the site. Pilgrim stated he was in the area when the site was regraded, and said the regrading was extensive, ten feet or more on the berms. He doesn't believe a full survey for the landscaping plan isn't warranted because of the prior work.

Blue asked Potter if they could incorporate an IDP on their project. Potter said they hadn't considered it yet and wasn't familiar with it yet. But he noted it does seem feasible. Handy said she had worked with them before, and they aren't onerous, though the work would cease if something is found. Earley said most projects don't have an archaeologist on call.

Blue and Lemay said having an IDP seems like an appropriate alternative. Moore asked if any of the current site under consideration for change had not been included in the golf course. Potter explained the scope of the site and ownership history, most of the northern portion wetlands, and most of the southern portion site now being altered was involved in the golf course regrading.

Ossa encouraged the use of an IDP, as those in the field need to understand the impacts of discovery and necessity of stopping work if something is found. Lake asked Earley for more detail on how archaeology has improved its practice over the years. Earley briefly went through some aspects of the evolution of the field. She reiterated that mass grading doesn't always eliminate sites and features. Having an IDP is good in terms of knowing what to do with an obvious discovery, but not good at identifying features that may be more subtle.

Handy asked for any additional comments or discussion from commissioners and asked for a straw poll for using an IDP as an alternative to a full survey. Handy asked for a motion to adjust the condition of the earlier CoA approval.

Blue/Pilgrim moved to remove the condition for an archaeological survey on CoA #20.21 and replace it with a condition that the applicants develop an Inadvertent Discovery Plan prior to commencing ground disturbing work. The motion passed 7-1.

PUBLIC COMMENT: None

HISTORIC PRESERVATION OFFICER'S REPORT: Meisner reported that the first ever virtual John D. Spellman Awards will be broadcast on December 2nd. A save the date and the YouTube link will be sent out in advance. KCTV did a wonderful job on producing the program. Meisner also reported that the appointment packet for the four new commissioners has gone forward to the Executive for approval, before moving to the County Council for final approval. December will be the last meeting for Handy, Pilgrim, and Ossa.

ANNOUNCEMENTS: None

ADJOURN: The KCLC was adjourned at 5:29 pm.

Convene SHORELINE LANDMARKS COMMISSION

SPECIAL COMMISSIONER: Andy Galuska

CITY STAFF PRESENT: Cate Lee, Senior Planner

GUESTS: Spencer Howard, Katie Pratt, Janet Way, Bob Hubenthal, Lance Young, Vicki Stiles, Wendy DiPeso, Erling Ask, Kristin Ellison Oslin, Patty Hale

PUBLIC HEARING – Shoreline Naval Hospital Chapel Nomination Application

Steen gave a short presentation on the designation process in general, then introduced the nomination applicants who presented on the Shoreline Naval Hospital Chapel.

Janet Way, from the Shoreline Preservation Society, spoke on SPS interest in the site and their role in hiring consultants to develop a nomination application. Spencer Howard and Katie Pratt, nomination authors, presented the architectural features and use history of the Naval Hospital Chapel within the larger hospital campus, the site's historical significance, and how the chapel building meets the criteria for designation as a Shoreline Landmark. Janet Way followed their presentation with a short video tour of the chapel and the surrounding wooded site.

Bob Hubenthal, representing the building owners Washington State DSHS, spoke in support of the designation. Hubenthal requested an amendment of the boundary line along the eastern edge of the grounds, to reduce the grounds under regulation and allow for more project flexibility if additional parking is required in that area as part of future development. Lemay asked Steen to show the map Bob submitted to clarify details of his boundary amendment request. Hubenthal noted that DSHS owns the chapel building, but DNR owns the land. Steen stated that staff had met with DNR representatives about the nomination, and DNR was notified of the designation hearing.

Handy asked if there was any public comment on the nomination.

Lance Young, resident of Shoreline, spoke in support of the designation, particularly noting the natural setting surrounding the chapel. He suggested a compromise on amending the eastern boundary – rather than following the right-of-way, to carve out the area needed for future parking in advance.

Vicki Stiles, resident of Shoreline and member of the Shoreline Historical Museum, spoke in support of the nomination. She supported Young's recommendation on amending the eastern boundary.

Wendy DiPeso, resident of Shoreline, spoke in support of the nomination. She also noted her support for setting the designation boundaries as presented in the nomination, for the retention of reflective green space surrounding the chapel as an integral element of its original design.

Erling Ask, resident of Shoreline, spoke in support of the nomination.

Reverend Kristin Ellison Oslin, Chaplain at Fircrest, spoke in support of the nomination. She stated she didn't have any specific concerns amending the eastern boundary, as she doesn't believe it would impact the feeling of the chapel itself.

Patty Hale, resident of Shoreline and the neighboring Ridgecrest neighborhood, spoke in support of the nomination. She said the chapel was the last historic building left from the historic Naval Hospital campus.

Janet Way, of the Shoreline Preservation Society, commented that Shoreline doesn't have many protected landmarks. She noted that hospital staff and patients planted the surrounding landscape. She pointed out the connection between the Fircrest Tuberculosis Hospital development and the current Covid-19 pandemic underway. Way also supports maintaining the boundary lines as presented in the nomination.

Additional discussion on clarifying significant features within nomination boundaries, including a memorial garden not included within the designation. General comment on importance of the forest buffer and the ambiguous western boundary line through the trees.

Handy asked if any other members of the public wished to speak. Hearing none, she called for commissioner deliberation.

Handy noted the commission has had issues in the past with CoA project review on properties with unclear boundaries. Lake and Ossa concurred, saying the boundary should be visually tied to landscape features. Moore suggested a survey might be necessary. Handy said the eastern property boundary could be amended, but the surrounding trees are an important feature of the site. Lemay stated that interior features should also be included in the designation, specifically the interior woodwork and the volume of the space. She said she thought the north, east, and south boundaries aligned with the streets are clear and should be approved as presented. Future projects remain feasible and could come through the commission for approval. She thought that given the importance of the landscape buffer the commission should have the opportunity to review project impact. Lemay concurred that a straight line drawn on a map, which is presently the western boundary, would be difficult to work with on future project reviews.

Handy asked if there was any historical justification for the western boundary as it was drawn in the nomination application. Ossa asked about using established visual landscape features to clarify the boundary lines. Moore concurred both with having clear boundaries, potentially determined by a survey, and with Lemay's point about including significant interior features. Discussion continued regarding clarifying boundaries and interior features.

Handy stated that while there was general agreement on the significance and eligibility of the building and site, the boundary lines and inclusion of interior features should be clarified before the nomination application is approved. Other commissioners agreed.

Meisner suggested being clearer on the type of survey being requested. Generally, they are used to establish property lines, and can be expensive. She recommended tabling the nomination as opposed to conditioning the approval, to iron out some of these issues. Handy agreed.

Lemay and Ossa suggested pushing the western boundary farther west to the next road. Earley noted that Howard could mark the boundaries as GIS points on a map, which she said is a common practice in archaeological sites that do not adhere to visible landscape markers or parcel lines. Handy and Ossa agreed with this approach. Meisner also cautioned against expanding the boundaries when the landowner isn't present at the hearing and the public comment period has been closed. Handy suggested tabling the consideration to better define the boundaries. Earley said with the use of GIS markers, the boundaries as defined in the nomination make sense, and that it shouldn't be onerous for the applicants to come back before the commission for future projects.

Galuska thought lat/long GIS points drawn on a map might not be clear enough to establish the boundaries. He suggested using a "distance from" existing structure determination, since ground surveys could be different from GIS points. Earley said she has found UTMs more accurate and easier than lat/long, and more accurate than measuring distance from an object, since they are points in space measured by satellites. Galuska asked if a survey would be needed, Earley said no, the existing maps against satellite measurements are accurate enough.

Handy asked if more features needed discussion. Pilgrim said Lemay had captured interior features. Meisner recommended being very clear on defining interior features to not impede the functionality of the chapel building. The staff report laid out significant interior features. Moore noted the application called out the interior woodwork. Discussion continued on what specific interior features should be included in the designation.

Steen noted that the owner has not had the opportunity to review interior features as significant and hadn't considered whether they supported designating them. Lemay and Pilgrim thought that many of the interior elements were significant, so the owner should have the opportunity to review a list. Blue clarified what aspects need to be clarified before continuing the nomination application. Handy asked if the commission was ready to call a motion to table the nomination application.

Blue/Earley moved to table consideration of landmark designation for the Naval Hospital Chapel under Criterion A1 and A3 for final determination at a future commission hearing, as details regarding designation boundaries and significant interior features are further defined. The motion passed 8-0.

PUBLIC COMMENT: None

ANNOUNCEMENTS: None

ADJOURN: The meeting was adjourned at 7:05 p.m.

Respondent-Landowners,
DSHS/DNR's
Prehearing Brief
Exhibit 4

KING COUNTY LANDMARKS COMMISSION
MEETING MINUTES*

January 28, 2021
Zoom (Call-in) Conference
Seattle, Washington
(Approved 02/25/2020)

COMMISSIONERS PRESENT: Cristy Lake, Chair; Caroline Lemay, Vice-Chair; Ella Moore, Amber Earley, Dean Kralios, Adam Alsobrook, Tanya Woo, Candace Tucker

COMMISSIONERS EXCUSED: Amy Blue

STAFF PRESENT: Sarah Steen, Jennifer Meisner

GUESTS: None

CALL TO ORDER: Lemay called the meeting to order at 4:32pm. Introductions of commissioners and staff were made.

Convene KING COUNTY LANDMARKS COMMISSION

APPROVAL OF MINUTES: Lemay asked for any changes/corrections to the December 17th meeting minutes. Hearing none, she called for a motion.

Lake/Earley moved to approve the December meeting minutes of the King County Landmarks Commission. The motion passed 4-0, with newly appointed commissioners Kralios, Alsobrook, Woo and Tucker abstaining.

Election of Officers. Lemay/Earley moved to elect Lake as Chair for 2021. The motion passed 8-0 with Lake abstaining. Lake/Moore moved to elect Lemay as Vice-Chair for 2021. The motion passed 8-0 with Lemay abstaining.

PUBLIC COMMENT: None

HISTORIC PRESERVATION OFFICER'S REPORT: Meisner reported that this year's first Regional Training Workshop would be held on February 3rd, with updates from both KCHPP and 4Culture and a session on SEPA functions in cultural resource management. She also discussed the status of the Mukai Fruit Barreling Plant rehabilitation project on Vashon Island, noting that construction was underway but inferior soil conditions may delay some of the approved work elements. Meisner said that KCHPP had recently issued an RFP to hire a consultant to develop a mid-century residential multiple property document (MPD). A state CLG grant is funding the project. Finally, Meisner told commissioners there were a number of landmark nominations moving forward. Three of them (Fall City Hop Shed, Newcastle Cemetery, Redmond Hotel) are part of KCHPP's equity and inclusion focus – existing landmark nominations which are being researched and expanded to include significant people or communities omitted from the original documentation.

*May include minutes for cities who have interlocal historic preservation agreements with King County.

Exhibit 4

ANNOUNCEMENTS: None

ADJOURN: The KCLC was adjourned at 4:53 pm.

Convene SHORELINE LANDMARKS COMMISSION

SPECIAL COMMISSIONER: Andy Galuska

CITY STAFF PRESENT: Cate Lee

GUESTS: Wendy DiPeso, Katie Pratt, Janet Way, Bob Hubenthal, Spencer Howard, Carrie Nelson, Vicki Stiles

PUBLIC HEARING – *(continuation)* Nomination of Naval Hospital Chapel

At the opening of the hearing, Commissioner Alsobrook disclosed that his employer, Willamette CRA, employs Northwest Vernacular as a subcontractor on two on-call contracts with King County. Both contracts were executed prior to Alsobrook's employment with WCRA, and Alsobrook stated he has had no involvement or interaction with Northwest Vernacular or the Naval Hospital Chapel nomination development.

Chair Lake ran through the public hearing meeting structure and order of procedure, noting that prior hearing testimony and submitted letters of comment were still included in the record and had been reviewed by all commissioners. Lake also revisited the issues that had resulted in the hearing being continued.

Steen gave a brief summary on the criteria considerations and general discussion from the Naval Hospital Chapel nomination hearing on November 19, 2020. She noted that the landmark boundaries and the inclusion of interior features were the two primary undecided elements of the November hearing.

Lake invited the applicant and the owner to speak on the nomination. Janet Way spoke as the project applicant, reiterating her support for the commission's deliberations, the historic significance of the Chapel, and her belief that the boundaries were well defined in the nomination. She thanked the commission for their attention and time. Spencer Howard and Katie Pratt, architectural historians with Northwest Vernacular and authors of the nomination draft, offered their PowerPoint presentation again on the location, history, and significance of the property and detailed how it met the criteria for designation.

Bob Hubenthal, representing the building owners DSHS (Washington State Department of Social and Health Services), clarified the ownership structure of the site and noted that DSHS has been a good steward of the Chapel for over 60 years. Hubenthal stated that when it was submitted for consideration at the November hearing, DSHS supported the landmark nomination, notably for the historic building's exterior. Though the nomination initially had DSHS support in general, at the November hearing Hubenthal requested the eastern boundaries be amended – moved west approximately 80 feet - to enable future parking expansion without necessitating an additional

layer of permit review. Hubenthal said that the nomination as presented in January's hearing includes the exterior features but does not address DSHS's request that the eastern boundary be shifted west, and also includes interior features. Neither the landmark boundaries as submitted nor the inclusion of interior features are supported by DSHS, and so Hubenthal rescinded his support for landmark designation. He stated that though DSHS currently has no plans to modify either the interior or exterior of the Chapel, he believes regulating interior features is an overreach, and is concerned that designating them may prohibit DSHS from adapting the building to a different use in the future. Hubenthal stated that if interior features were not included, and if the boundaries were modified as requested, DSHS would again support the designation of the Chapel.

Carrie Nelson, representing landowner DNR (Washington State Department of Natural Resource), also spoke in opposition to the designation as proposed. She noted that DNR did not attend the November hearing, but having reviewed the designation report and other meeting materials, DNR supports DSHS's current position on the nomination. She reiterated that the added layer of permitting regulation if the eastern boundary was approved as submitted is onerous. Nelson also has concerns about restrictions or review requirements with regard to landscape maintenance on DNR land within the boundaries.

Lake thanked the applicants and owners for their comments. She then opened the floor to public comment.

Wendy DiPeso, resident of Shoreline, asked for more information regarding the removal of hazardous trees. She then spoke about the importance of the setting and concerns about increasing development. She supports the nomination boundaries as submitted and asked how significant interior features would be maintained.

Victoria Stiles, Executive Director of the Shoreline Historical Museum, spoke on the historic significance of the Naval Hospital site overall. She is concerned aspects will be lost if it isn't designated properly.

Janet Way, applicant, stated that she had served on Shoreline City Council, noting that the city has jurisdiction over the removal of hazard trees if necessary. She read a paragraph ascribed to Captain Boone on the selection of the Chapel site setting. She believes the trees should be protected as well.

Steen addressed Nelson's concerns regarding landscape maintenance, noting that for routine landscape maintenance, including the removal of hazardous trees, there is no design review requirement. She then answered DiPeso's question describing standard preservation practice with designated interior features. Steen also noted that interior features were not included in the initial designation report, primarily because its relatively rare to designate interior features. Enforcement is difficult, generally, and interior designation can make adaptive reuse difficult. She stated there are circumstances were designating interior features is appropriate, which is the focus of discussion at this hearing.

Lake asked for any closing comments from applicants and owners.

DRAFT

Hubenthal said he was aware of the contribution of the trees to the setting but pointed to early photos of the site that showed limited trees around the Chapel when it was built. He reiterated there were no current plans to modify the Chapel, but if another use was developed it would be done thoughtfully. He said he didn't wish to burden his successors with the additional regulatory oversight resulting from interior designation. Hubenthal discussed a pending roof replacement project, outlining his understanding of the design review process and raising concerns that anyone could appeal a decision. Steen displayed the map Hubenthal submitted showing the requested eastern boundary revision. Hubenthal explained the reasoning behind the request, noting that the tree cover was not as thick near the eastern boundary.

Way rebutted Hubenthal's comments, stating that the section along the eastern boundary is forested and important to the integrity of the Chapel site. She maintained the landscape is strongly connected to the Chapel, and part of its original design.

Nelson stated that DNR as the landowner manages the land to preserve the trees and landscape. She noted that DSHS has to work through DNR for any action on the property, that the site was part of state land held in School Trust and DNR provides use of the property to DSHS at low cost but with oversight. No clear-cutting would be approved on the site. Nelson said the photos of the eastern boundary show parking development already, and recommended compromise allow for both preservation and continued use.

Lake asked if the commissioners had questions for the applicant or owners. Kralios said he was unclear how the landmark boundaries were determined. Lake noted that the boundaries located within a defined legal parcel were a bit part of the November discussion – how to best define them when the landmark boundary does not coincide with the legal boundaries of the parcel. Kralios said it then seemed like there was some flexibility with regard to boundaries. Kralios also said that in the nomination there was a 1937 aerial photo showing that the site was not historically heavily forested. Steen displayed historic aerial photos.

Moore asked for clarification on DSHS intentions for the Chapel. Hubenthal stated that the use of the building will continue as a Chapel and a gathering space. He said no specific plans were being developed to do anything different on the site. Nelson reiterated that there were no current plans to modify the site or the Chapel. She did note there was an ongoing need to examine ways to best serve their populations, so master plans are being considered. Nelson noted how much regulation is already imposed on the site, and Hubenthal's interest in not adding more is understandable. Clarification discussions continued on the potential future campus development, a potential need to expand parking and what state agencies are involved.

Alsobrook asked the representatives of the state agencies to speak to state historic preservation regulations, how designation would interact with Executive Order 05-05, and clarification on the period of significance, specifically related to the tree cover. Alsobrook also made a point of order, asking how the chat comments in zoom meetings are handled in the public record. Steen answered that while she doesn't yet have any specific legal direction on the matter, she is including all chat comments in the record of the hearing. Hubenthal responded to the 05-05 question, explaining that the order requires consultation with DAHP and affected Tribes on projects involving any property 50 years or older, or if ground-disturbance is involved. He described the consultation process.

DRAFT

Nelson said DNR also follows the executive order, and DNR has its own cultural resources division which reviews projects. DNR has a mandate to preserve historic features and sites. Hubenthal noted that DAHP is primarily concerned with historic exteriors but will sometimes address significant interior features as well. Pratt spoke to the period of significance, noting that King County landmark nomination forms do not include a period of significance, so the commission needs to define one. Howard followed up with explaining the landmark boundary was determined through analysis of the historic use of the site and development of the surrounding site, describing the features they reviewed.

Lemay asked for further clarification on the map included in the nomination and why the specific contributing site features were included. Howard explained how they concluded what pathways and circulation features should be included. Tucker asked if the parking lot dated to the construction of the Chapel. Howard said the location was originally used as a parking lot, but some alterations have been made. Steen displayed a map of the site showing included features. Howard added that topography was a consideration in defining the boundaries.

Lake asked if there were any remaining comments, hearing none she closed the public comment period and asked for commissioner discussion.

Earley commented there were two items under consideration – the boundaries and inclusion of interior features. Kralios suggested beginning with boundary definition, stating the reasoning behind boundary definition in the nomination made sense. He noted, however, that the topography slopes down to the parking lot, which is 10-15 feet below and likely visually obscured from the Chapel. That noted, he thought the boundary adjustment was reasonable and would have limited impact to the integrity and feeling of the Chapel, especially considering the intervening landscape buffer. Kralios thought that future development there wouldn't detract from the significance of the site or the experience of the Chapel.

Lemay said she understood the interest in reducing the regulatory burden but thought the discussion should concentrate on the merits of the landmark nomination itself. Creating a reasonable buffer around the building was the purpose, she said, and wondered if modifying the boundary would leave enough of one. She suggested DSHS could construct a building near the Chapel without review if that area was not included. Earley said the historic photos were helpful in showing the historic use of the existing parking area, so it doesn't seem unreasonable to include it within the boundary. While DSHS has been a good steward, that's no guarantee the future owners would be, and future projects would not be subject to design review if the boundary was amended, so Earley thought the boundary as proposed was appropriate.

Moore asked for photographs showing perspectives on site, from the Chapel to the parking area. Steen displayed photos from the nomination. Lemay thought the 80-foot eastern boundary shift to the west might be acceptable, since the photos show limited lines of sight from the Chapel. Lemay returned to the idea that the interior features of the building were important. Kralios argued that the north boundary of the Chapel is much closer to the building than the eastern boundary, and even with the reduction of 80 feet there remains 75-100 feet between the road and the Chapel to act as a buffer. Lemay reiterated her concern that they were chipping away at aspects of the landmark, and while the boundary reduction might be acceptable, leaving out the interior features would not be. Earley asked what was most important to the community, noting that as

preservationists the historic interior features might be considered important, but most of the discussion and community testimony had centered on the significance and value of the Chapel's exterior and surrounding setting.

Kralios cited the SOI Standards for Rehabilitation, reading Standard 1 and noting that the boundary still seemed somewhat arbitrary, and thought it needed further definition based on the contributing characteristics of the site. Tucker asked if the parking lot could be considered one of those features, part of the original design and integral to the overall story of the site. Tucker stated her concern about the parking lot not being included but noted there may be space on either side without contributing features. Moore asked Kralios to clarify his assertion that remaining buffer between the Chapel and the amended eastern boundary was adequate. Kralios reviewed his earlier comments and went on to say the site map shows how close the north roadway is to the Chapel in comparison.

Discussion continued on various options under consideration to define the boundaries while including contributing site features as outlined in the nomination. Woo asked if the owner's interest in reducing the regulatory burden was something the commission needed to consider. Lemay said no, it was not within the commission's purview. Woo noted that if designated, the commission was the only civilian board with a review mandate of projects on the site, and having nearby projects come before the commission for review would offer a good check and balance.

Meisner suggested a straw poll on the boundary definition, after which the discussion could move forward to the interior features. Kralios stated he felt comfortable with revising the boundary. Lemay thought the parking area and path to the Chapel should remain part of the designation, but other adjustments could be made. Moore and Woo supported the boundaries as defined in the nomination. Tucker supported a compromised boundary definition, which retained the parking lot and pathways as contributing features but adjusted the boundary to the south. After additional discussion, Galuska, Earley, Lake and Alsobrook agreed with Tucker.

Steen listed the interior features being considered for inclusion in the designation. Earley asked if there were other existing landmark designations which included interior features. Steen said yes, there are landmark barns in King County which included interior hay lofts in their designations. Steen also noted the Crawford Store, also in Shoreline, which had interior features included in the designation, but they had been removed by various owners over the years. Steen reiterated including interior features in landmark designations was not a common practice for a number of reasons. Lemay argued that while it may not be common for King County, it was common in Seattle and in other preservation circles. Adequate enforcement may be more of an issue with residential properties than with commercial or institutional buildings. She said it is hard to separate the interior features of the Chapel with its exterior design and purpose. Alsobrook agreed, stating the clearly relatable significance of the interior features to the overall resource. He said if the unique interior features were lost, the overall significance of the site would be compromised. Alsobrook then suggested limiting interior feature inclusion to the public spaces of the Chapel, including only the chancel and nave. Galuska commented that the interior features are intimately tied to the use of the building as a Chapel and wondered about the potential impact of use change in the future. He said the interior wood structural elements should be included.

DRAFT

Kralios agreed, citing SOI Standards 2 and 5, noting that the interior open volume is of paramount importance, as are the visible structural elements and interior woodwork in the chancel and nave. Tucker and Lake agreed with Alsobrook and Kralios. Lake stated that the interior features represent design and material associated with the era and use, removing them would negatively impact the association of the building.

Lake called for a motion on the proposal. Tucker moved to approve the nomination including all exterior features of the Chapel; interior features including scissor trusses, wood posts and trim, exposed wood purlins and roof sheathing, iron pendant light fixtures, interior cedar doors with chevron patterns and associated metal knobs and escutcheons, wall fiberboard, built-in cabinets with chevron patterned cedar doors, decorative chancel railing, wood wall screens enclosures at the chancel corners and the open volume; contributing site features include circulating paths, forested setting, south parking lot, and all land area within nominated boundaries shown on map with the following amendment: the south boundary line has been revised to exclude the area to the south of the contributing parking lot.

Clarification on motion process and what interior features to include continued. Lemay seconded the existing motion. Lake moved to amend the motion to add Criterion A1 for the Chapel's association with Seattle Naval Hospital during WWII and Criterion A3 as described in the designation report. Kralios moved to amend the motion to remove interior features in areas other than the nave and chancel, such as the wall fiberboard and the built-in cabinets. Discussion continued on how to clearly specify interior features. Kralios listed the interior features of the chancel and nave to be included: the scissor trusses, wood posts and trim, exposed wood purlins and roof decking, cedar doors with chevron patterns and associated hardware connect to the chancel and nave, decorative wood chancel railing and open volume of the space. Excluded are the fiberboard wall finishes and the built-in cabinets. Lemay includes the iron pendant light fixtures. Tucker includes the wood screen corner installations. Alsobrook noted its unusual to have an historic interior space as intact as exists in the Chapel, which is why discussion and specification of the interior features is important. Steen stated that there needed to be a vote on the amendments to the original motion, then the commission can vote on the motion itself.

Earley defined the boundaries as proposed in the nomination and amended as follows: a boundary line extending from the northwestern edge of the contributing parking lot following the same angle leading to the road at the southern boundary defines what is excluded from the designation boundary south of the Chapel. A revised map reflecting the revision of the southern corner will be included in the Findings of Fact. Lake called for a vote on the amendment to the motion.

Lemay/Earley moved to approve the amendment to the original motion. Motion passed 9-0.

Earley/Moore moved to approve the designation of the Naval Hospital Chapel as a Shoreline Landmark under Criterions A1 and A3 with the following boundaries and features of significance: the boundaries of the landmark are those proposed by the applicant and amended to exclude an area south of the contributing parking lot which extends from the northwest corner of the contributing parking lot toward the southwest where it intersects with the road; the features of significance include all exterior features as well as interior features of the nave and chancel including scissor trusses, associated wood posts and trim, exposed wood purlins and roof decking, cedar doors with chevron pattern and metal knobs and escutcheons connected to nave and chancel,

decorative chancel railing, decorative wood corner screens, iron pendant lighting fixtures, and the open volume; site features include circulating paths to the south and east of the Chapel, the forested setting, and all of the land area within the nominated boundaries. The motion passed 9-0.

PUBLIC COMMENT: Way said she hoped this was a good sign for the future of historic properties in Shoreline. Hubenthal stated that the commission has taken an action opposed to the requests of the building owner, and that exemptions of a handful of interior features and the limited revision of the southern boundary are of no value to DSHS.

ANNOUNCEMENTS: None

ADJOURN: The SLC adjourned at 7:33p.m.

DRAFT

Respondent-Landowners,
DSHS/DNR's
Prehearing Brief
Exhibit 5

SHORELINE HISTORIC PRESERVATION PROGRAM
c/o King County Historic Preservation Program
Department of Natural Resources & Parks
201 S. Jackson, Suite 500, Seattle, WA 98104

SHORELINE LANDMARKS COMMISSION

FINDINGS OF FACT AND DECISION

Naval Hospital Chapel

SUMMARY

The Shoreline Landmarks Commission (Commission) designates the Naval Hospital Chapel, located at 1902 NE 150th Street, Shoreline, Washington, a Shoreline Landmark.

Property Description: A 2.7-acre area including and surrounding the Chapel building within legal parcel 162604-9010 (*see attached map*).

Public Hearing Record: The Commission held a public hearing on the nomination of the Naval Hospital Chapel on November 19, 2020, continuing the hearing on January 28, 2021. Both the hearing and its continuation were held as Zoom Conference virtual meetings. The landmark registration form; a boundary map delineating the boundaries of the nominated property; photographs and site plans; (29) public comment letters as well as statements from the property owners were submitted to commissioners prior to the meeting. A staff recommendation was presented at the hearing. Representatives from DSHS and DNR (property owners) were present and testified in opposition to landmark nomination as proposed. Community members were present at the hearing and continuation and testified in support of the designation. The Commission made the following findings in support of its decision:

FINDINGS

1. The Naval Hospital Chapel was designated as a City of Shoreline Landmark under **Criterion A1** for its association with the development and use of the Seattle Naval Hospital during WWII. The Naval Hospital Chapel was also found significant under **Criterion A3** as a distinctive and well-executed example of Tudor Revival design, which was one of the architectural styles utilized frequently for military buildings between 1900 and 1945.

2. The Puget Sound area has had a number of naval hospital facilities since the first naval hospital was established in 1891 at Puget Sound Naval Shipyard (PSNS) in Bremerton. As the Navy's presence expanded in Western Washington, additional facilities were added, both at the Bremerton shipyard and elsewhere around Puget Sound. When the U.S. entered World War II, it was clear there was a severe shortage of hospital beds for the navy to support the wounded and injured from the Pacific War. The Navy found a location for a new hospital facility on a 165-acre site in Shoreline and construction began on the Seattle Naval Hospital in March 1942.

Exhibit 5

3. The Chaplain Corps of the Navy expanded during the World War II era, reflecting the rapid growth of the navy itself. Between 1942 and 1945, 83 Navy chapels were authorized for construction, the Seattle Naval Hospital (SNH) among them. Built in 1944, the SNH Chapel was the first Interdenominational Chapel constructed at a naval hospital.

4. With original conceptual designs by the Austin Company of Cleveland, Ohio, the 13th Naval District Public Works Department (Public Works) completed the design of the chapel, converting schematic design drawings into construction drawings. Public Works designed all of the structural and finish details and elements within the building.

5. Cruciform in plan, the interior layout of the Chapel consists of a central nave flanked by narrow aisles leading to a chancel and altar at the east end, with flanking chaplain office and prayer chapel. A tall tapered spire rises from the ridgeline above the chancel on a short shingle clad steeple. Chapel walls are load bearing brick masonry, wood shakes clad the roof. Windows are leaded, multi-pane, with a round, stained glass window in the east gable. Raised chord scissor trusses span the nave and chancel. Stained wood and painted plaster define the interior wall and millwork finishes, with iron pendant light fixtures throughout the nave and chancel. The Chapel is integrated with its forested setting, which was cultivated as an important element of its design.

6. Shoreline is located in northwestern King County. Steep bluffs along the Puget Sound shore and forested rolling uplands, combined with a lack of soils well suited for farming, delayed development of Shoreline in comparison with the more readily accessible river valleys of King County. Donation land claims were made in Shoreline as early as 1872. However, early Euro-American settlement in Shoreline concentrated primarily in the Richmond Beach area. Richmond Beach was accessible by boat, which enabled easier travel in and out of the community than the often-impassable wagon road which ran between Seattle and Everett.

7. The Seattle and Montana Railroad (financed by the Great Northern) was completed over Stevens Pass to Everett and south to Richmond Beach in 1891. In 1893, the line reached Seattle. Serving a flag stop station at Richmond Beach, the railroad had a significant impact on local development, allowing the more convenient transport of local agricultural produce, providing employment, and bringing new people into the area. In the early 1900s, Shoreline remained thinly settled. Travel in the area was difficult, and the region did not have the soils or transportation links to attract large-scale agriculture or resource-based industries (other than logging) which were spurring growth in other parts of King County. The 1910s and 1920s were times of great change, however. Between the extension of the Interurban Rail line into Shoreline in 1906 and the onset of the Great Depression in 1929, new transportation networks linking Shoreline to Seattle and population pushing north from Seattle spurred development. Middle-and-upper class Seattle residents looked to the north end as a semi-rural retreat from the city, while less affluent residents sought relatively inexpensive land or rental housing in the area.

8. World War II had a significant social impact on Shoreline. Residents left to serve in the armed forces or took jobs in war-related industries. The war brought a halt to suburban expansion, by restrictions on the use of building materials and because of strict rationing of gasoline and tires, which were essential to would-be commuters. Temporary watch towers were built throughout the district, which were staffed by local volunteers who scanned the skies for enemy aircraft. In anticipation of the arrival of wounded sailors from the Pacific Theater arriving back in the Seattle area, the Navy constructed the Fircrest Naval Hospital in Shoreline in 1942. The hospital grew quickly, housing over 2000 soldiers and 600 staff people at its peak in 1945.

9. After the war ended, Shoreline developed significantly as a residential suburb. Between 1942 and 1950, 9,000 new houses were constructed, and school enrollment increased 96 percent. As the area's population grew, residents and businesses pushed for a larger community identity to tie the scattered areas together. "Shoreline" was selected as the name for the community in 1949 and the city was incorporated in 1995. The completion of the north–south running Interstate 5 in 1964 established commercial patterns in the area that remain today.

10. After World War II ended, the U.S. Navy's need for the Seattle Naval Hospital campus dwindled. In February 1947, the Secretary of the Navy James Forrestal ordered the closure of hospital. By May 1947, the medical director of nearby Firland Sanatorium and the tuberculosis control director with the Washington State Health Department petitioned the Navy Department and Washington's congressional delegation to reuse the hospital for tuberculosis patients. Later that year over 400 tuberculosis patients were transferred to SNH and the campus became the (new) Firland Sanitorium. In 1959, another institution moved onto the hospital grounds, Fircrest School (Fircrest Residential Habilitation Center) and remains in operation. The school for developmentally disabled citizens, operated by the Washington State Department of Social and Health Services (DSHS), moved onto one section of the property, divided from Firland by a fence. In 1962, 85 acres of the former naval hospital grounds were redeveloped for the new Shorecrest High School. Fircrest School continues to utilize the remaining portions of the former naval hospital grounds, grounds which include the chapel.

11. The Naval Hospital Chapel retains a high level of integrity and original visual character. While changes have occurred at the SNH site as it has been adaptively reused for other public purposes, many significant structures remain, including wards, staff residences, recreation facilities, and the chapel building.

12. The Naval Hospital Chapel possess integrity of:
    a. *Location*, because the building remains in its original location within the campus of Seattle Naval Hospital.
    b. *Design*, because the building reflects the Tudor-Revival style used for military buildings during this period, exemplified by patterned masonry, multiple exterior materials, steeply pitched roof, dominant cross-gables, large chimneys, entry porticos and tall, narrow, multi-lite windows.
    c. *Setting*, because the surrounding campus still retains significant features from its historic period, and the immediate site remains forested
    d. *Materials*, because the type and configuration of physical materials used in the building, though repaired and structurally augmented, has not changed from its historic period
    e. Workmanship, because the building expresses the Military-standard craftsmanship for this type of mid-21st century religious structure;
    f. *Feeling*, because overall the physical features of the building conveys its historic character and use as WWII-era military chapel; and
    g. *Association*, because the building has a documented link to the historic context as described in the landmark registration form including a strong association with the WWII-era development of the naval hospital and Shoreline area.

13. The landmark boundary encompasses the chapel building; directly associated walkways; the curvilinear driveway servicing the building; the hillside descending to and including the

associated lower parking area; the immediate landscape and the forest setting that are integral to the siting and experience of the building. This includes a 2.7-acre total area.

14. The Landmark Registration Form for the Naval Hospital Chapel provides additional contextual information to support the above-stated findings.

MINUTES AND EXHIBITS

The following exhibits are part of the record:

Exhibit No. 1: Shoreline Landmark Registration Form, *Naval Hospital Chapel (September 2020)*
Exhibit No. 2: Boundary Map/Site map
Exhibit No. 3: Photographs
Exhibit No. 4: Staff public hearing presentation materials and recommendation report; applicant presentation materials *(November 19, 2020; January 28, 2021)*
Exhibit No. 5: Public comment letters and property owners' comment letters submitted to the commission prior to the public hearing
Exhibit No. 6: November 19, 2020; January 28, 2021 public hearing minutes and audio recordings

All exhibits are on file in the King County Historic Preservation Program office, 201 S. Jackson, Suite 500, Seattle, WA.

DECISION

At its January 28, 2021 meeting the Shoreline Landmarks Commission unanimously approved a motion to designate the Naval Hospital Chapel as a Shoreline landmark based on the above findings.

Boundaries of Significance: A defined 2.7-acre area surrounding the Chapel within legal parcel 162604-9010. The designated property is bounded by private campus roadways to the north and east. A straight line through forested area delineates the western boundary. UTM coordinates defining the area of designation are shown on the attached site map.

Features of Significance: All exterior elements of the Chapel; interior volume of the chancel and nave; interior features of the chancel and nave including the scissor trusses and associated wood posts and wood trim, exposed wood purlins and roof sheathing, iron pendant lighting fixtures, interior doors connected to the chancel and nave with chevron pattern v-groove cedar boards and associated hardware, decorative wood chancel railing, wood wall screen enclosures at the outer chancel corners; exterior site features including the circulation paths to the south and east of the Chapel, the associated south parking area, forested setting and all of the land area within the designated boundaries (*see attached map*).

PROTECTION MEASURES

Controls: No feature of significance may be altered nor may any new construction take place within the designated boundaries, without first obtaining a Certificate of Appropriateness from the Shoreline Landmarks Commission pursuant to the provisions of Shoreline Municipal Code 15.20.025. The following exclusions are allowed:

1. In-kind maintenance and repair
2. Routine landscape maintenance
3. Emergency repair work

INCENTIVES

The following incentives are available to the property owner:

1. Eligibility to apply for funding for property rehabilitation/restoration (as available) through the Shoreline Landmarks Commission and 4Culture
2. Eligibility for technical assistance from the Shoreline Landmarks Commission and King County HPP staff
3. Eligibility for historic site marker
4. Eligibility for special tax programs (as available) through King County

Decision made January 28, 2021
Findings of Fact and Decision issued February 2, 2021

SHORELINE LANDMARKS COMMISSION

Crystal L Lake

Cristy Lake, Chair

February 2, 2021
Date

TRANSMITTED this 2nd day of February 2021 to the following parties and interested persons:

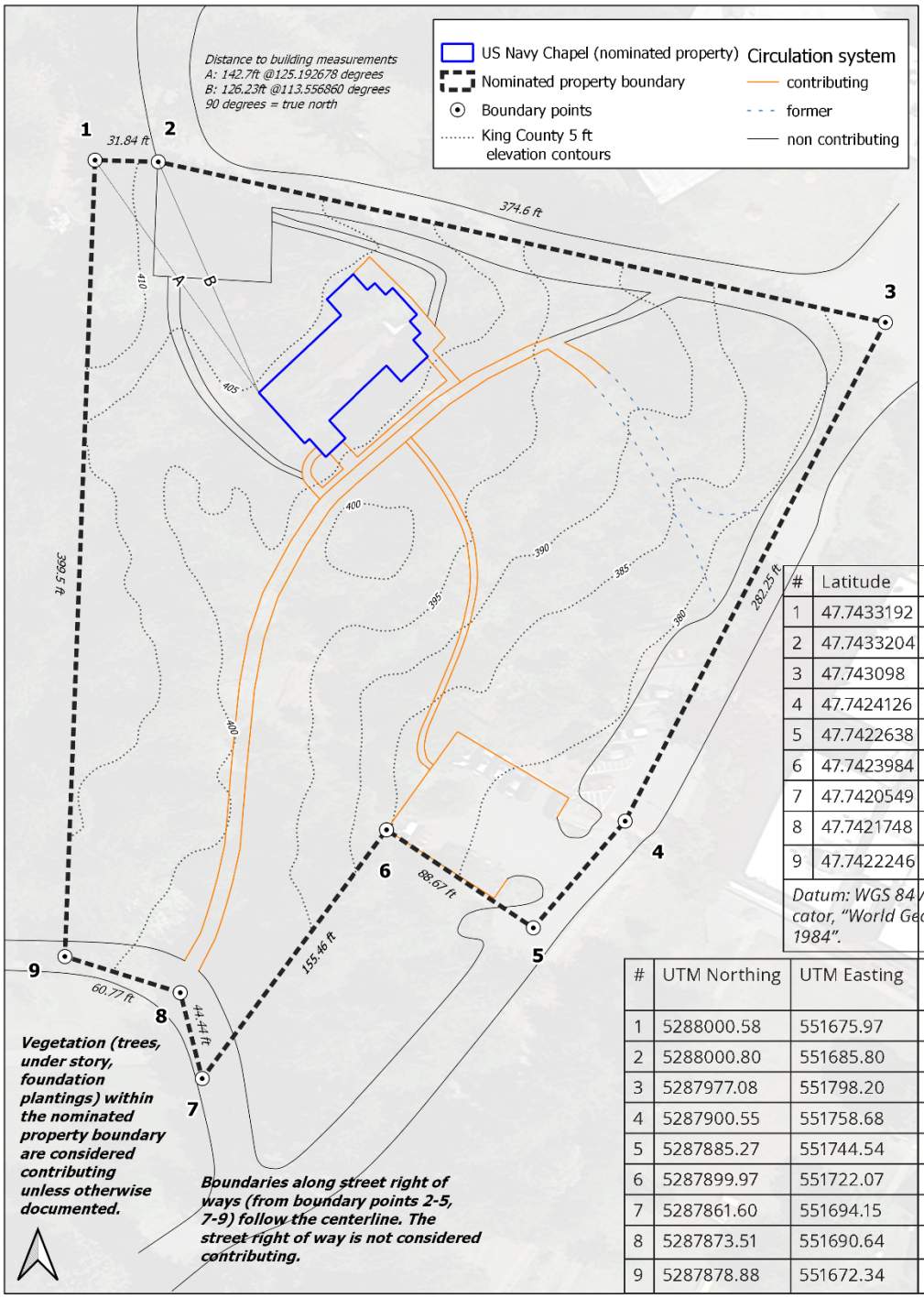
Bob Hubenthal, Washington State Dept of Social and Health Services, owner
Kari Fagerness, Washington State Dept of Natural Resources, owner
Janet Way, Shoreline Preservation Society, applicant
Spencer Howard and Katie Pratt, Northwest Vernacular, applicant
The Honorable Rod Dembowski, King County Councilmember, District 1
Mayor Will Hall, City of Shoreline
Cate Lee, City of Shoreline
Cristy Lake, Chair, Shoreline Landmarks Commission
Sally Soriano

Kris Barrows
LeeAnne Beres
Jean Hilde
Allan Brookes
Maralyn Chase
Ruth Danner
Saskia Davis
Wendy DiPeso
Carl Larson
Patricia Hale
Kathleen Russell
Jan Steward
Lael White
Eugenia Woo
Maryn Wynne
Charles Moore
Lance Young
Erling Ask

NOTICE OF RIGHT TO APPEAL OR RECONSIDER

Appeal. Any person aggrieved by a decision of the Shoreline Landmarks Commission designating or rejecting a nomination of a landmark may, within 35 calendar days of mailing of notice of the action, appeal the decision to the Shoreline City Council. Written notice of appeal shall be filed with the Historic Preservation Officer and the City Clerk and shall be accompanied by a statement setting forth the grounds of the appeal, supporting documents and argument. (KCC 20.62.110 A, as adopted by reference in SMC 15.20.025)

Reconsideration. Any person aggrieved by a decision of the Shoreline Landmarks Commission designating or rejecting a nomination for designation of a landmark may, within 20 calendar days of mailing of notice of the decision, petition the Commission for reconsideration on the grounds the decision was based on 1) error or omissions of fact; or, 2) that new information bearing on the decision, and not reasonable available to the Commission at the time of the decision, is available. The written petition must be filed with the Historic Preservation Officer and must be accompanied by 1) a statement setting forth the grounds for the petition; and, 2) any supporting documents. Within 70 calendar days of a petition for reconsideration, the Commission shall review the record, and may, at its discretion, render a revised decision. The Commission may, at its discretion, hold another public hearing on the landmark nomination.



#	Latitude	Longitude
1	47.7433192	-122.3106616
2	47.7433204	-122.3105304
3	47.743098	-122.309034
4	47.7424126	-122.3095702
5	47.7422638	-122.3097613
6	47.7423984	-122.3100586
7	47.7420549	-122.3104359
8	47.7421748	-122.310481
9	47.7422246	-122.3107244

Datum: WGS 84 / Pseudo-Mercator, "World Geodetic System 1984".

#	UTM Northing	UTM Easting	UTM Zone
1	5288000.58	551675.97	10
2	5288000.80	551685.80	10
3	5287977.08	551798.20	10
4	5287900.55	551758.68	10
5	5287885.27	551744.54	10
6	5287899.97	551722.07	10
7	5287861.60	551694.15	10
8	5287873.51	551690.64	10
9	5287878.88	551672.34	10

Figure 2. Site Map

Respondent-Landowners,
DSHS/DNR's
Prehearing Brief
Exhibit 6

STATE OF WASHINGTON
DEPARTMENT OF SOCIAL AND HEALTH SERVICES
Office of Capital Programs
Facilities, Finance, and Analytics Administration
P.O. Box 45848, Olympia, Washington 98504-5848

February 21, 2021

Ms. Jennifer Meisner, Historic Preservation Officer
Shoreline Historic Preservation Program
c/o King County Historic Preservation Program
Department of Natural Resources and Parks
201 South Jackson, Suite 700
Seattle, WA 98104

RE: **PETITION FOR RECONSIDERATION OF HISTORIC LANDMARK DESIGNATION OF SHORELINE NAVAL HOSPITAL CHAPEL**

Ms. Meisner:

On January 28, 2021, the Shoreline Landmarks Commission (Commission) designated the Naval Hospital Chapel located at 1902 NE 150th Street, Shoreline, Washington, to be a historic landmark. The Commission based its decision on boundaries of significance, exterior features of significance, and interior features of significance.

The Commission reached its decision over the objections of the Department of Natural Resources (DNR) and the Department of Social and Health Services (DSHS), which asked the Commission to adjust the eastern boundary line approximately 80 feet to the west. As proposed by DNR and DSHS, the boundary line would have been continuous with the western side of the existing square parking lot, extending where it intersected with the roads to the northeast and southwest.

After deliberation, the Commission ultimately adopted a "compromised" eastern boundary line, excluding a small portion of the parcel to the south of the existing parking lot (the south-east corner of the parcel).

DSHS petitions for reconsideration of the Commission's above-referenced landmark designation. Here, the Commission based its decision regarding the eastern boundary on apparent errors or omissions of fact as to the "compromised" boundary line—crafted by Commissioners Caroline Lemay and Candace Tucker—a line which was adjusted for the purported benefit of DSHS. This petition is also based on new information bearing on the decision that was not reasonably available to the Commission on January 28, 2021. This information specifically includes new photographs of the parking lot towards the chapel from the existing parking lot; photographs from the area to the northeast of said parking lot; and some rough mapping on tree locations and

Exhibit 6

sizes northeast of the existing parking lot, which DSHS now respectfully provides for further review.

In short, the Commission should exclude the area to the *north* of the existing parking lot from landmark designation, *not* the area to the *south*. The Commission's exclusion of the area to the south of the parking lot is inconsistent with its larger deliberation over the nomination and the information presented by DSHS. The Commission appears to have confused the area that was to be excluded via compromise, removing an area in the southeast corner that is of little-to-no value to DSHS. This corner is poorly positioned for DSHS's anticipated future development needs to serve our clients with developmental disabilities in the northeast portion of Fircrest School campus. In support of its petition, DSHS respectfully offers the following references from the January 28, 2021, hearing for the Commission's review and reconsideration:

A. DSHS's Comments and Response: The Northeast Area is of Greatest Importance

- 1:08:25-1:10:32: The Commission viewed DSHS's proposed boundary line in a map. DSHS included this map alongside its comments before the initial hearing over this landmark nomination, which was held on November 19, 2020. DSHS explained that it is interested in duplicating the existing parking lot to the *north*. DSHS explained that this northeastern area has very few trees and is an area where a dozen diagonal parking spaces already exists. This northeastern area is also considerably flatter, more open, and mostly obscured from the chapel itself. Moreover, there is only one cluster of three trees that would have to be removed in order to expand the parking to the north, and as such, this northern area would be better suited for additional parking development than the southern area that was excluded from landmark designation, as reflected by Attachments A and B.
- 1:28:16-1:28:35: In response to a question presented by Commissioner Ella Moore, DSHS explained that the state is considering new nursing facilities in the northeast corner of Fircrest School campus. DSHS also emphasized its need to replace buildings on the easterly side of the campus. DSHS explained that it expected to remain at Fircrest School campus well into the foreseeable future, a campus where it has served as a good steward of the chapel and cared for clients with developmental disabilities for more than 60 years.

B. Commissioner Deliberation: Compromise Intended North of the Parking Lot

- 1:45:20-1:48:25: Commissioner Lemay suggested that it was difficult to decide how to best designate the boundary line because the Commission was "working with very little to go off of," and that she was "a little fuzzy still on this." Commissioner Lemay suggested that, as to the boundary line, the dispositive issue was creating a reasonable buffer around the chapel. All this while weighing DSHS's proposed boundary line adjustment and other factors such as mitigating landscape buffers and topographical grades.
- 1:50:00-1:52:02: Commissioner Moore inquired if there were any current photos from the parking lot to the chapel and vice versa. The Commission reviewed available

photographs, and confirmed that the Naval Hospital Chapel is *not* viewable from the existing parking lot because of heavy forestation. Furthermore, the chapel cannot be clearly viewed from the area northeast of the existing parking lot.

- 1:52:45-1:54:11: In furtherance of her earlier comments on creating a sufficient buffer around the building, Commissioner Lemay ventured to say that, to her, "maybe the 80 foot boundary move [proposed by DSHS] would be acceptable." Commissioner Lemay suggested that based on the photographs reviewed, even with DSHS's proposed boundary line, the forested setting of the remaining designation could be maintained.
- 1:55:30-1:56:20: Commissioner Lemay suggested that "chipping away" at the boundary around the chapel could be acceptable.
- 1:59:12-2:01-15: In deliberating over whether to maintain the existing parking lot as part of the landmark designation, Commissioner Lemay suggested that doing so could be justified. In furtherance of that comment, Commissioner Lemay suggested that the boundary line could be moved 80 feet westward in accordance with DSHS's proposal, to the *north* of that contributing parking lot. Commissioner Tucker immediately responded with approval, expressing that doing so would offer a good compromise. Commissioner Dean Kralios explained that DSHS's proposed boundary line would still preserve a 75-foot buffer to the chapel itself.
- 2:01:35-2:08:47:
    - Commissioner Adam Alsobrook sought clarification on the boundary line issues described by Commissioners Lemay and Tucker. Commissioner Lemay emphasized that the boundary line could be adjusted in accordance with DSHS's proposal to the *north* of the contributing parking lot. Commissioner Tucker agreed that such an amendment to the *north* would be acceptable, and that doing so would maintain the experience of the site.
    - Commissioner Lemay explained that what she meant by "*to the north*" was "*to the north of the contributing parking lot…the north piece of that*." In doing so, Commissioner Lemay was specifically discussing the portion of the applicant's suggested boundary line, which could be moved 80 feet westward in accordance with DSHS's proposal. Commissioner Lemay explained that this adjustment could be achieved while simultaneously keeping "*the south side of the parking as well in the boundary*." That is because Commissioner Lemay considered the south side of the parking to be part of the whole circulation experience of the Naval Hospital Chapel. Commissioner Lemay further explained that "*to the north of there, could be opportunities for development*" by DSHS.
    - During Commissioner Lemay's suggestion, Commissioner Tucker proceeded to show a map of DSHS's proposed boundary line, and when doing so, accurately pointed to the *north* of the existing parking lot (2:02:42-2:02:52). Shortly thereafter, in response to Commissioner Alsobrook's desire for a clearer

demarcation, Commissioner Tucker proceeded to hand draw a red line around the boundary being discussed, which erroneously *included* the northern portion above the parking lot as part of the historic landmark designation, while erroneously *excluding* the southern portion below the parking lot (2:04:33-2:04:42).

- Commissioner Tucker asked if her hand drawn outline accurately reflected the amended boundary being discussed: removing the area north of the existing parking lot from the designation. In response to Commissioner Tucker, Commissioner Lemay erroneously indicated that the outline *was* accurate (which it was not). All this despite Commissioners Lemay and Tucker clearly intending to exclude the area *south* of the existing parking lot from the designation, as opposed to the area *north* of that parking lot.

- 2:08:47-2:18:18: The Commission took an informal poll on the boundary line adjustment issue. Commissioner Lemay signaled approval for the purported compromise based on the erroneous demarcation (2:10:10); Commissioner Tucker signaled approval for the purported compromise based on the erroneous demarcation (2:11:20-2:12:20). As part of the informal poll, Commissioner Tucker reintroduced her hand drawn boundary line, which was then considered for landmark designation despite being based on an error and omission of fact: the southwestern corner excluded by this red line was inconsistent with her earlier words and those of Commissioner Lemay, which were clearly intended to remove the area north of the existing parking lot in accordance with DSHS's proposed boundary line (2:17:29).

C. Motion and Amendments Based on Error, Omission, and Inconsistency

- 2:49:47-2:54:41: Commissioner Lemay discussed removing the area *south* of the contributing parking lot based on the erroneous demarcation, as opposed to the *north*. In support of that clarification, Commissioner Tucker reintroduced her hand drawing, which was inconsistent with the larger discussion on compromise with DSHS (2:50:25-2:51:55).

- The Commission viewed a technical map of the site to help achieve a more narrative description of the amended boundary line based on Commissioner Tucker's hand drawing (2:51:55-2:54:14). The Commission voted to approve the amendment to the motion that excluded the area to the *south* of the contributing parking lot, despite being inconsistent with the earlier intent and words of Commissioners Lemay and Tucker. This intent and these words were in furtherance of compromise with DSHS over its proposed boundary line adjustment to the *north* of the existing parking lot for its future development needs (2:54:30-2:54-41).

- 2:56:00- 2:58:18: The Commission moved to approve the Naval Hospital Chapel for landmark designation. This motion included the modified boundary line that excluded the area *south* of the contributing parking lot, as opposed to the area *north* of the parking lot based on the erroneous demarcation.

- 2:59:20-2:59:40: After the Naval Hospital Chapel was approved, guest Wendy DiPeso inquired as to the approved boundary line, as she was still unclear on what had actually changed: whether the area *north* or *south* of the parking lot was included within the landmark designation. This comment reflects apparent confusion over the boundary line adjustment after more than three hours of public comment and deliberation by the Commission.

DSHS appreciates the Commission's thoughtful consideration of the varying and competing interests pertaining to the Fircrest School campus and the Naval Hospital Chapel therein. DSHS also appreciates the Commission's interest in achieving compromise with DSHS. And DSHS fully appreciates the difficulty of operating remotely during the current pandemic, especially the work of a deliberating body such as the Commission. Unfortunately, DSHS has no choice but to seek reconsideration of the Commission's landmark designation because the compromise, made for the benefit of DSHS, is, unfortunately, of little benefit to DSHS and was based on error, omission, and apparent confusion. In sum, the final landmark designation is inconsistent with the words and stated intentions of Commissioners Lemay and Tucker, as well as the larger discussion as to DSHS's development needs and the proposed boundary line adjustment to the *north* of the existing parking lot.

In the spirit of compromise, should the Commission reconsider its landmark designation to *include* the area *south* of the existing parking lot and to *exclude* the area to the *north* of the existing parking lot up to where it intersects with the road, DSHS will waive further objections and/or appeal of the Commission's landmark designation of the Naval Hospital Chapel. Such designations that DSHS considers objectionable include, but are not limited to, the interior features and the historic preservation of the existing/contributing parking lot. DSHS believes that this slight adjustment—consistent with the Commission's stated intent, as reflected throughout the deliberation process in totality—would be a just result that preserves both the interest of the community in this historic landmark and DSHS's development interests in serving the needs of residents and staff at the Fircrest School campus.

Sincerely,

Robert J. Hubenthal

Robert J. Hubenthal, Chief
Office of Capital Programs
Robert.Hubenthal@dshs.wa.gov and 360-480-6935

Enclosures/Attachments
cc: Kenneth Hong, AAG
Carrie Nelson, DNR

Attachment A – Page 1
DSHS: Photos Submitted with Letter Requesting Reconsidereation



A: Path from Chapel Looking Southeast toward Existing Parking Lot



B: Trash Enclosure and Three Parking Spots South of Existing Parking Lot

Attachment A – Page 2
DSHS: Photos Submitted with Letter Requesting Reconsidereation



C: Proposed Future Parking Lot Site, Northerly Section



D: Proposed Future Parking Lot Site, Southerly Section

Attachment A – Page 3
DSHS: Photos Submitted with Letter Requesting Reconsidereation



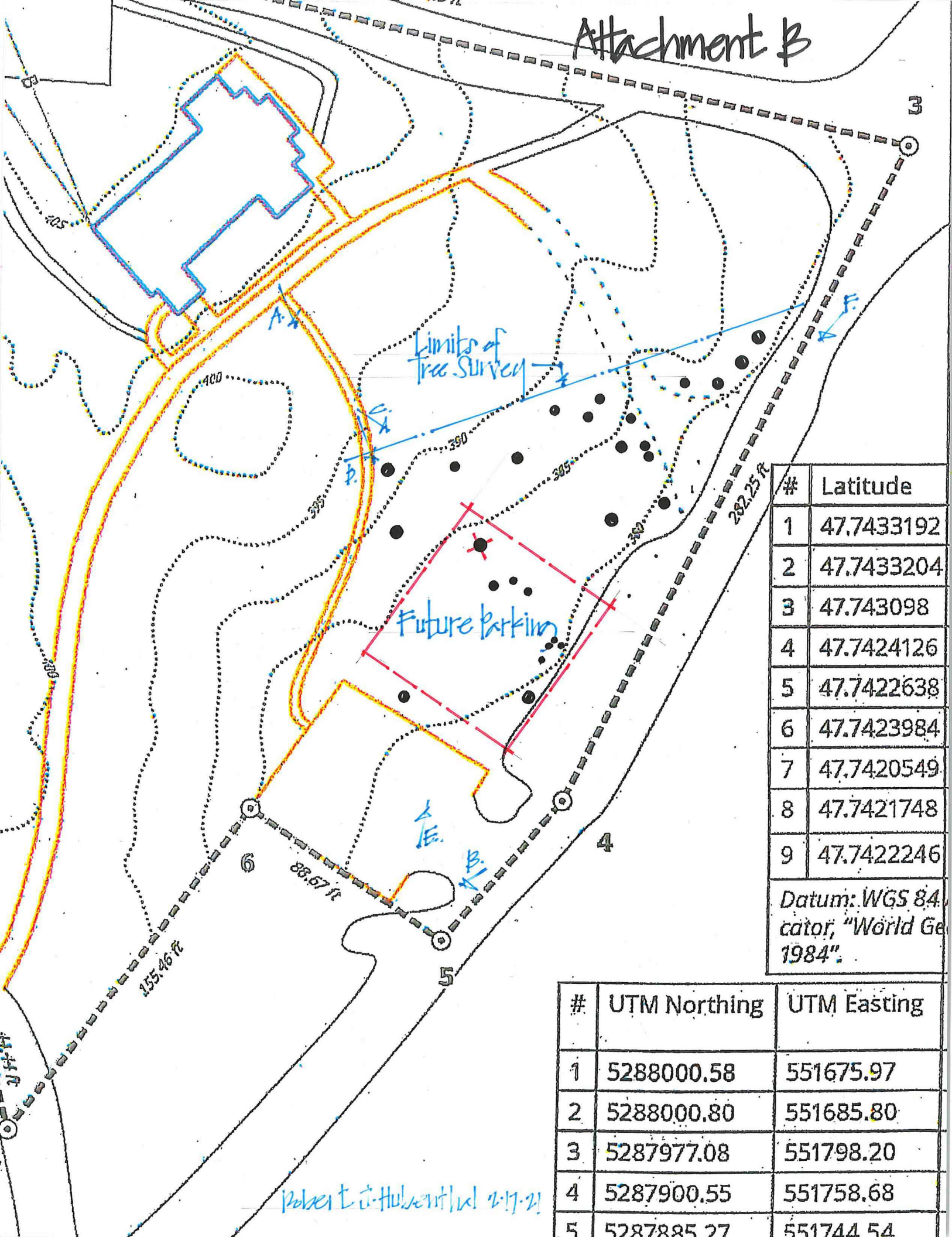
E: View towards Proposed Future Parking Lot Site from Existing Parking Lot



F: Existing Diagonal Parking with Future Parking Potential to the North

Photos by Robert J. Hubenthal, 2/17/2021

Attachment B



#	Latitude
1	47.7433192
2	47.7433204
3	47.743098
4	47.7424126
5	47.7422638
6	47.7423984
7	47.7420549
8	47.7421748
9	47.7422246

Datum: WGS 84 / cator, "World Ge 1984".

#	UTM Northing	UTM Easting
1	5288000.58	551675.97
2	5288000.80	551685.80
3	5287977.08	551798.20
4	5287900.55	551758.68
5	5287885.27	551744.54

Robert E. Hulsenthal 2-17-21

Respondent-Landowners,
DSHS/DNR's
Prehearing Brief
Exhibit 7

KING COUNTY LANDMARKS COMMISSION
MEETING MINUTES*

March 25, 2021
Zoom (Call-in) Conference
Seattle, Washington
(Approved 04/22/2021)

COMMISSIONERS PRESENT: Cristy Lake, Chair; Ella Moore, Amber Earley, Dean Kralios, Adam Alsobrook, Amy Blue

COMMISSIONERS EXCUSED: Caroline Lemay, Candace Tucker, Tanya Woo

STAFF PRESENT: Sarah Steen, Todd Scott

GUESTS: None

CALL TO ORDER: Lake called the meeting to order at 4:34pm. Introductions of commissioners and staff were made, and the Chair detailed the structure of the hearing. At the opening of the hearing, Commissioner Alsobrook disclosed that he had a conversation with Brian Rich regarding the Woodinville School adaptive reuse preservation plan during its early development, but noted that their discussion did not pertain to the design revisions currently before the landmarks commission for consideration.

Convene AUBURN LANDMARKS COMMISSION

SPECIAL COMMISSIONER: Greg Watson *(absent)*

CITY STAFF PRESENT: Allison Hyde

GUESTS: None

CERTIFICATE OF APPROPRIATENESS #21.04: Auburn Post Office, 20 Auburn Avenue – roof replacement/repair, alley and grounds development project

Steen presented a brief staff report outlining the proposed project at the Auburn Post Office. Project elements include repair/replacement of deteriorated flat roof sections, installation of string lights over an adjoining alley with custom shades and small exterior power outlet and placing a carved Muckleshoot Welcome Figure at the front of the building. She noted that this is an ongoing project to adaptively reuse the Auburn Post Office as the city's new arts and culture center.

Allison Hyde, the Arts Coordinator of the City of Auburn, spoke about the proposed project. She said the city was thrilled to be working with talented Muckleshoot artists on the Welcome Figure. She also noted that the light string installation was something the community had expressed a strong interest in, to help create a safe welcoming urban park-like space around the Arts & Culture Center.

Commissioner Kralios offered the DRC report on the application, noting that they had no concerns with the roof repair work, or the installation of the Welcome Figure planned for the flagpole base.

*May include minutes for cities who have interlocal historic preservation agreements with King County.

He said they asked questions about how the light strings were planning to be attached to the building and recommended the anchors for the light strings be placed in the mortar joints to minimize damage to historic fabric. The DRC recommended approval of the project.

Lake asked if any members of the public wished to speak. Hearing none, the public comment portion of the meeting was closed for commissioner deliberation. Blue and Earley said they had no questions about the project, and consider it to be pretty straightforward.

Blue/Earley moved to approve the project as proposed and recommended by the DRC. The motion passed 6-0.

PUBLIC COMMENT: None

ADJOURN: The ALC was adjourned at 4:53 pm.

Convene WOODINVILLE LANDMARKS COMMISSION

SPECIAL COMMISSIONER: Phyllis Keller

CITY STAFF PRESENT: None

GUESTS: Jordan Kiel, Susan Conway, Philip Chrisofides

CERTIFICATE OF APPROPRIATENESS #18.24 *(amendment)*: Old Woodinville School, 13205 NE 175th Street – proposal to revise approved design of south elevation

Steen presented a brief staff report outlining the proposed design revisions on the south elevation at the Woodinville School. She described what had been previously approved by the landmarks commission in 2018 and detailed changes to the elevator bank design, the metal canopy cover, the south elevation entryways and a rooftop equipment zone.

Applicant Jordan Kiel with Bassetti Architects showcased their proposed design for the south elevation, offering the reasoning behind the requested changes.

Lake asked if there were any members of the public who wished to speak on the project. Hearing none, she asked if commissioners had any additional questions of staff or the applicant. Lake closed the public comment portion of the meeting and requested commissioner deliberation.

Kralios gave an overview of the DRC discussion, noting he was the only commissioner reviewing the application (Tucker was absent, and Lemay had to recuse herself from the project review). Kralios stated he focused on the bulk and scale of the new elevator bank, believing it to be disproportionate to the overall design. Another comment was related to the metal canopy, initially designed to wrap around most of the south elevation entry doors. Kralios thought it presented too heavy a visual intrusion across the elevation. The final concern Kralios expressed at DRC was regarding the proposed new single-entry door to the east of the primary entry in the center of the

DRAFT

south elevation. He requested more information regarding the need to cut another door opening into that elevation.

Earley asked for Kralios's thoughts on the canopy revision presented by the applicants' current proposal (revised after taking DRC comments into account). Kralios thought the current option is the more sensitive approach, which breaks up the canopy between the central entry and the elevator foyer entry. He also wondered whether a glass canopy would help break up the heavy black line of the canopy, though they are difficult to maintain. Earley agreed that glass might help break up the heavy line and offer more visual access to the historic fabric. Alsobrook agreed that glass canopies are a significant maintenance problem and he doesn't support their use. Blue noted that Criterion B is specifically geared toward the reasonableness of applicant objectives and said the metal canopy meets that criteria. She appreciated the applicant's reasoning regarding the elevator bank as it relates to water runoff and saw no issue with the project overall.

Kralios asked if other commissioners wanted to weigh in on the additional entry door proposed for the south elevation. He thought the previously approved openings should be enough for that elevation. Kiel introduced the tenant, Philip Christofides, to explain the circulation needs for the restaurant planned for the space which necessitated an additional door to the east of the central entry. Christofides said they discovered some beautiful historic brick walls on the interior they wanted to keep, which required them to revise the planned circulation patterns in the interior space. The new door will separate public access from service access and is designed to match the width and location of a historic door opening (which would have been filled in and half below grade, as approved in the prior CoA.)

Lake noted the original doors were double doors and asked if there was a reason a single door with sidelights is planned instead. The applicants had no objection to making that opening a double door, except the width may be an issue with ADA code requirements. Alsobrook noted the new door looks like a public access door and should be without sidelight and transom as a reference to the historic doors and to remove less material. Blue concurred with the idea of minimizing the loss of historic material. Kralios agreed, saying the door should read as a service door and requesting the applicant retain and store any historic brick removed. Steen noted that half of the brick proposed for removal is not historic brick – it is infill approved by the previous CoA in a historic door opening now partially under grade. She also cautioned the commission on designing from the podium, stating that the standards addressing compatibility and encouraging material retention certainly apply, but redesigning proposals according to architectural preferences is not an aspect of commission deliberation. Kralios clarified that the brick above the concrete lintel was historic brick. Steen said it was. Christofides noted the service door description is related to a specific restaurant use, and patrons would likely use it as well in certain circumstances.

Blue returned to the criteria, looking at the reasonableness of the project as proposed. Lake said she is comfortable with the current proposal but would recommend the applicants consider a double door in that location. Alsobrook said he would not recommend a double door, as the applicant has already noted that width could be an issue in meeting ADA requirements. Lake rescinded her recommendation. Blue clarified the condition regarding the handling of the removed historic brick, which is to be stored and reused wherever feasible. Kralios showed a photo of the concrete lintel under discussion. Earley asked what height the lintel would be with the new doors, the applicant guessed about 3' from grade. Alsobrook noted the damage already done to the lintel,

DRAFT

which had been ground down, and suggested cutting it for the door opening and leaving remnants in place to indicate where it was historically. Earley suggested leaving that as a recommendation rather than a condition, to allow for potential construction issues. Kralios agreed. Blue said the lintel is not a particularly significant character-defining feature, so would agree with recommending the applicants just consider retaining remnant pieces. She also concurred with conditioning the approval to salvaging historic brick. Lake called for a motion.

Blue/Earley moved to approve amending CoA 18.24 to allow for design modifications to the south elevation of the Woodinville School as presented, including the applicant's preferred option for the canopy, with the condition that any removed historic brick be retained and repurposed. The motion passed 6-0.

PUBLIC COMMENT: None

ADJOURN: The WLC was adjourned at 5:41 pm.

Convene NORTH BEND LANDMARKS COMMISSION

SPECIAL COMMISSIONER: Gardiner Vinnedge

CITY STAFF PRESENT: None

GUESTS: None

OTHER BUSINESS: Special Tax Valuation Application – Glazier's Dry Goods/Volition Brewing, 112 W North Bend Way

Steen presented the staff report on the rehabilitation project on Glazier's Dry Goods building in the North Bend Historic District. She offered an overview of the Special Valuation Program, presented before, during and after photos of the work transforming the building into Volition Brewing, and reviewed each categorical expense for eligibility.

Craig Glazier, owner of the building, described his family's history in downtown North Bend, and offered more detail on each stage of the project. He narrated the history and project process for each photo included in the staff presentation, noting the building had been vacant for 26 years, after his uncle closed his store. Glazier was interested in creating a vibrant space to pull people downtown more consistently and partnered with Volition Brewing to shape the building and lot. He said they have had really positive community response to the new business, and it was one of his most fun he has ever had on a rehabilitation project.

Lake asked if any members of the public wished to speak. Hearing none, she asked if the commissioners had any questions for staff or the applicant. Steen asked if the commissioners had any questions or concerns regarding the list of expenses submitted. The general answer was no. Vinnedge commented that both he and the community were pretty excited about this project, and that the building is important both to the Glazier family and to downtown North Bend. He said to have it back in circulation was a big deal. Lake called for a motion.

DRAFT

Blue/Vinnedge moved to approve the eligible rehabilitation costs for the Glazier's Dry Goods building Special Valuation application as submitted, with a total amount of $423,904. The motion passed 7-0.

PUBLIC COMMENT: None

ADJOURN: The NBLC was adjourned at 6:00 pm.

Convene SHORELINE LANDMARKS COMMISSION

SPECIAL COMMISSIONER: Andy Galuska

CITY STAFF PRESENT: Cate Lee

GUESTS: Wendy DiPeso, Janet Way, Bob Hubenthal, Carrie Nelson, Vicki Stiles, Kenneth Hong, Steve Zenke, Lance Young, Richard Ellison, Patty Hale

PUBLIC HEARING – Request for Reconsideration, Naval Hospital Chapel landmark boundary decision

Chair Lake stated the reason for the hearing was to review a Request for Reconsideration of the eastern boundary of the Naval Hospital Chapel designation submitted by the building owner, DSHS. Lake outlined the public hearing meeting structure and order of procedure.

Steen gave a presentation on the background of the nomination process with regards to the Chapel and the legal framework for the Request for Reconsideration as part of the appeals process. She offered a description of the argument put forward by DSHS to justify reconsideration of the commission's decision and redraw the boundary. She then showed site photos keyed to a map and aerial photos with relevant measurements of the site and delineated what is within the commission's purview to consider at this hearing.

Lake invited the owner/applicant to present their argument for reconsideration of the eastern boundary of the designated site. Bob Hubenthal with DSHS thanked the commission. He then described the commission's discussion at prior hearings related to DSHS' interest in potentially developing an area north of and adjacent to the existing lower parking lot. He believes the initial intention of the commission in crafting a compromise on the eastern boundary was to exclude the north section to accommodate the DSHS' future plans, and the discussion became confused and excluded the southern section instead. Hubenthal introduced Kenneth Hong, with the Washington State Attorney General's Office, to speak on behalf of DSHS about the reconsideration request.

Hong detailed DSHS position with regard to the reconsideration request, noting the request was based on inconsistencies in the commissioner's discussion at the January meeting. He walked through specific comments made by commissioners during the deliberation period included in the request based on his analysis of the audio record of the hearing.

DRAFT

Lake thanked the applicants, then opened the floor to public comment, requesting those who wished to speak to please use the raised hand feature in the Zoom platform.

Janet Way, on behalf of the Shoreline Preservation Society who put forward the Naval Hospital Chapel nomination, spoke in opposition to revising the eastern boundary of the landmark site. They support the commission's decision at the January hearing, and believe the designation should be determined based on what is important for the landmark and not the future plans of the owner. Way referenced recent tree cutting on the Chapel site. She said the 60' wide northern section now under consideration for removal from the landmark boundaries contains important native forest growth.

Steve Zenke, with TreePac, spoke in opposition to revising the eastern boundary, citing the importance of the habitat on the Chapel landmark site. He believes the landscape which includes Pacific Madrone, Western Red Cedar and Douglas Fir, was in place at the time of the Chapel's construction and makes the site unique, and he believes it should be protected. He noted there are other areas that DSHS could expand parking.

Lance Young spoke in opposition to revising the eastern boundary. Young said the commission recognized the importance of setting to the feeling of the Chapel in its designation. He contends that maintaining the landmark designation over this part of the site would allow for additional outside review of any development there in the future. There are other parking lots on the campus which are often not fully utilized.

Victoria Stiles, Executive Director of the Shoreline Historical Museum, spoke in opposition to revising the eastern boundary. She noted that forested setting is an important part of the Chapel's significance. Stiles attended the January hearing, and while agreeing that there was some confusion during the commission's deliberation, contends that the commissioners were careful and thorough in their deliberation and final decision.

Richard Ellison spoke in opposition to revising the eastern boundary. He contends the plants within the site are unique, particularly the young and healthy Pacific Madrones, and the area DSHS wishes to remove is acting as a buffer protecting the trees and landscape closer to the Chapel. He believes the whole Chapel area's habitat should be restored.

Wendy DiPeso spoke in opposition to revising the eastern boundary. She noted there was some confusion during the commissioner deliberation, but believes the commission made the right choice in defining the site how they did. The northern area being reconsidered is much closer to the Chapel, and she believes a parking lot there would be visible from the Chapel building. She asked what the priorities are with this site, and reiterated that if the boundaries remain as designated, DSHS can go through the design review process if/when they need additional parking on the campus. DiPeso also contends that DSHS cherry-picked the commissioner's comments at the January hearing to make their argument for reconsideration. She also referenced the recent tree cutting on the site.

Maralyn Chase, a local resident, spoke in opposition to revising the eastern boundary. She contends that possible future development is not a strong argument for excluding a portion of the

site. She agrees with comments made by other members of the public on the importance of the trees to the character of the Chapel site.

Carrie Nelson, representing DNR (landowner), addressed the public comments related to trees recently cut on the site, stating they were identified as hazard trees by DNR foresters. Trees are not removed arbitrarily by DNR, and those which were cut down were left in place to contribute to the habitat of the site. Nelson also noted DNR's support of DSHS request for reconsideration, though they did not sign on as one of the applicants in the request.

Lake asked if any other members of the public wished to speak. Hearing none, she asked if there were any closing comments by members of the public who had spoken.

Steve Zenke said he disagreed with Nelson's characterization of the trees removed as hazardous. He also said the issue is encroachment into the area surrounding the Chapel which he believes would affect the character of the historic site. DSHS could come before the commission with any future development plans.

Lance Young reiterated his support for the original designation decision. He thinks a more environmentally conscious solution would be more appropriate.

Janet Way reiterated her support for the boundaries as designated, reciting a Joni Mitchell quote. She said the commission made a brave decision that is worth defending. The forest is protecting the Chapel and the environment as a whole.

Wendy DiPeso said they are trying to protect a sanctuary created for people who had experienced war. She said the commission carefully considered significant features in their deliberation and encourages the commission to take a stand to maintain the designation boundaries.

Richard Ellison said if a section was removed from the protected site, they would not have the opportunity to develop a restoration plan for the area.

Lake thanked the public for their comments and invited the applicants to make closing comments.

Bob Hubenthal noted that DSHS has been a good steward of the Chapel over the last 60 years. He found it unusual the commission would proceed with a landmark designation over the objections of the property owners and appreciates the commission's efforts to find a middle ground at the January hearing. DSHS submitted the request for reconsideration based on inconsistencies during that deliberation, and he believes what was discussed in terms of the eastern boundary was not what was ultimately approved. A compromise was intended, he contends, but the end result was of no value to DSHS.

Kenneth Hong also spoke, noting the issue up for consideration at this hearing is whether the deliberations and the end result were consistent. He suggested the commission review the discussion details, saying it's clear there was some confusion during the commission deliberation.

Chair Lake invited the commissioners to ask questions of staff or the applicant.

Commissioner Blue thanked members of the public for their comments and reminded the public that the commission's authority does not extend to habitat protection or include environmental considerations in decisions. From a legal standpoint it would be inappropriate for the commission to consider environmental concerns in its decision-making beyond associated historic setting. Blue said the commission's role is to evaluate the extent to which the proposed boundary change would actually compromise the forest setting of the Chapel itself.

Blue then reported on her site visit, noting commissioners and staff spent a good amount of time walking the site to assess impacts of a boundary revision on the setting from the perspective of the Chapel building. She said they paid specific attention to how removing trees from the lower north section, an area which already had a number of downed trees, would affect the canopy as viewed from the Chapel. Blue thought the buffer would not be overly compromised by the removal of the northern section. She says the setting near the Chapel maintains its intended feeling of serenity as there are still a significant number of trees between the Chapel and the road which will remain. In her opinion, revising the boundaries would not compromise the integrity of the site.

Lake asked Steen to display the site visit photographs. Lake narrated her observations through the site views, specifically noting the visual distance between the revised boundary and the Chapel. Earley asked if the commissioners who visited the site reviewed the southern sections proposed to be re-included in the boundary. Lake said not specifically, noting it was forested. Blue stated it was farther from the Chapel building, and they were focused on looking at the northern boundary change in relation to the Chapel. Steen showed photos of the section south of the lower parking lot, explaining how the road curves up toward the Chapel bounding the site. Lake said the northern section was flatter than she expected and the steep hill to the south starts at the 60' line (the existing parking lot.) Steen further explained the topography of the site through site photos. Blue also noted that the flat northern area is less forested in general, especially near the existing parking lot. She thought the topography would help protect the viewshed from the Chapel.

Lake closed the public comment section and opened commissioner deliberation. Earley said it seemed like the issues under discussion included whether revising the boundary impacts the historic setting and whether the decision made by the commission at the January hearing was based on incorrect information or misunderstanding. With regard to the January decision, Earley believes that by the time the motion was made all commissioners understood pretty clearly that the northern was being included and the southern portion excluded. She said that while the discussion itself had some points of confusion; at the end of deliberation she was clear about what she was voting for in terms of the final boundary determination.

Blue said she wasn't in the January meeting, but after weighing the impact of the boundary change on the Chapel, she said she would approve a boundary change. Kralios and Earley clarified that Blue would be comfortable revising the boundary as requested, and Blue said she was. Earley said she would like to have more information on the southern section, to assess whether it should be re-included. Blue said that when touring the site, they had discussed whether continuing the 60' line south (following the top line of the lower parking lot) would actually impact the site. Lake said that the southern forested section is not at all visible from the Chapel site and is only seen from the road on the hill. Earley asked Steen to display the requested boundary. Steen also clarified that the reason she didn't photograph the southern section during their site visit is because they were

DRAFT

focusing on impact to the Chapel, and she didn't believe the southern section would have a significant direct impact on the Chapel building either way.

Kralios recalled that the initial request from DSHS was a straight line through the site (along the top line of the lower parking lot.) He went on to say that at the January hearing he had pointed out that the Chapel sits 15-20' higher topographically, that its removed both horizontally and vertically from the lower area around the existing parking lot. It had a decent buffer around it already. He said that landscape was a difficult issue because of its potential transience, so he believes vegetation is less critical than the actual land area around the Chapel. Lake noted that a consistent issue with this nomination has been that there are no clearly defined boundaries to the site.

Blue asked the commission in general if they believed excluding the northern section would impact the setting of the Chapel. Alsobrook said he wanted clear coordinates from the site plan read into the record as part of the motion so there is no lingering doubt on the boundaries. Alsobrook took issue with the applicants' assertion that he did not understand what was being voted on at the January hearing, and has decided to abstain from voting on the matter due to negative feelings toward the applicant for what Alsobrook perceives to be a personal attack on him.

Moore recalled that a clear boundary delineation was requested in the November hearing. Earley said yes it was, so coordinates were included in the landmark designation map at the January hearing, but not read in as part of the motion. Earley said that based on the photographs, she believes removing the 60' northern section would cause enough of a difference in the forested area to impact the Chapel. Moore agreed.

Kralios asked staff if development occurred adjacent to the site, would that come before the landmarks commission or KCHPP staff. Steen said that if the development was outside the designated boundaries, it would not come before her or the commission for review. Todd Scott said any Section 106 review goes to City of Shoreline, and King County staff only comments if asked to by the city. Earley noted that not every action would fall under Section 106 cultural resource review anyway. Scott said that in the end the Chapel and its context is the focus, so the question before the commission is to determine what the critical area is around the Chapel that is necessary to maintain its context.

Lake said she also clearly understood what she was voting on at the January hearing. But having walked the site, she doesn't feel that removing the flat section would change the feeling of the Chapel. Scott noted that Fircrest is a large, evolving campus, and additional development is to be expected. Kralios said that given the proximity of the Chapel to the north, development there would have a greater impact on the Chapel than it would in the area below it, especially with the elevation distance. He thinks the remaining buffer is enough to support a boundary revision.

Discussion continued on what coordinates had been submitted and how to include them in a motion. Steen reminded the commission that a motion can be made, discussed and voted on, even if there were competing views on the appropriate approach. Kralios asked for the revised boundary map to be displayed. Alsobrook reviewed each coordinate on the map. Discussion continued on

DRAFT

how to clearly record the eastern boundary, with agreement that a final coordinated map would be needed to approve the boundary revision.

Galuska said he thought removing area under consideration would have little impact on the context of the Chapel but asked for clarification on what parameters the commission was using to make a determination. He asked if they were limited to only assessing the reconsideration request – in effect determining the earlier decision was a mistake – or could they revise the boundary based on their general understanding of its impact to the Chapel context. Earley clarified his question. Steen answered that unlike for appeals before a Hearings Examiner, both elements were part of the commission deliberation in this hearing, and the commission could move on both or each as separate considerations.

Blue stated that before the commission can make an effective motion, they will need an exact map (with GPS coordinates) which clearly defines the final boundaries. Discussion continued on what coordinates were included in previous maps.

Scott said one option was for the commission to approve a preliminary determination on the revised boundary, then schedule a final approval after DSHS submits a map keyed with lat/long and UTM coordinates. That way the applicants and public will have a sense of where the commission is heading on its determination and leave only an approval hearing necessary to finalize the designation. Discussion continued on how best to approach managing a clear preliminary determination with later approval.

Blue/Kralios moves to approve a preliminary determination to revise the eastern landmark boundary of the Naval Hospital Chapel [to exclude the northeast portion and include the southeast portion] as proposed by DSHS at today's meeting, with a stipulation that DSHS provide a clear map with coordinates included for final approval at the April 22nd landmarks commission meeting. The motion passes 4-2, with one abstention.

PUBLIC COMMENT: None

ANNOUNCEMENTS: None

ADJOURN: The SLC adjourned at 8:01 p.m.

DRAFT

Respondent-Landowners,
DSHS/DNR's
Prehearing Brief
Exhibit 8

Shoreline Landmarks Commission

Public Hearing

Request for Reconsideration – Naval Hospital Chapel landmark designation boundary

Exhibit 8

NHC DESIGNATION PROCESS – Prior Hearings & Decisions

- A nomination application for the designation of the Naval Hospital Chapel was presented to the Shoreline Landmarks Commission on November 19, 2020. After hearing from the applicant, the owner(s) and members of the public, the meeting was continued to clarify the western boundary delineation and to identify significant historic interior features for potential designation inclusion.

- The continued public hearing on the nomination application for the Naval Hospital Chapel took place on January 28, 2021. Historic interior features were identified and included, the western boundary was clarified, and a compromise eastern boundary, intended to address owners' concerns regarding future development plans near the site, was proposed. The Shoreline Landmarks Commission approved the designation of the Naval Hospital Chapel with the (compromise) eastern boundary.

- A formal Request for Reconsideration was filed by DSHS with the King County Historic Preservation Program office in February 2021. This public hearing was scheduled to consider DSHS's petition to revise the eastern boundary of the designated site.

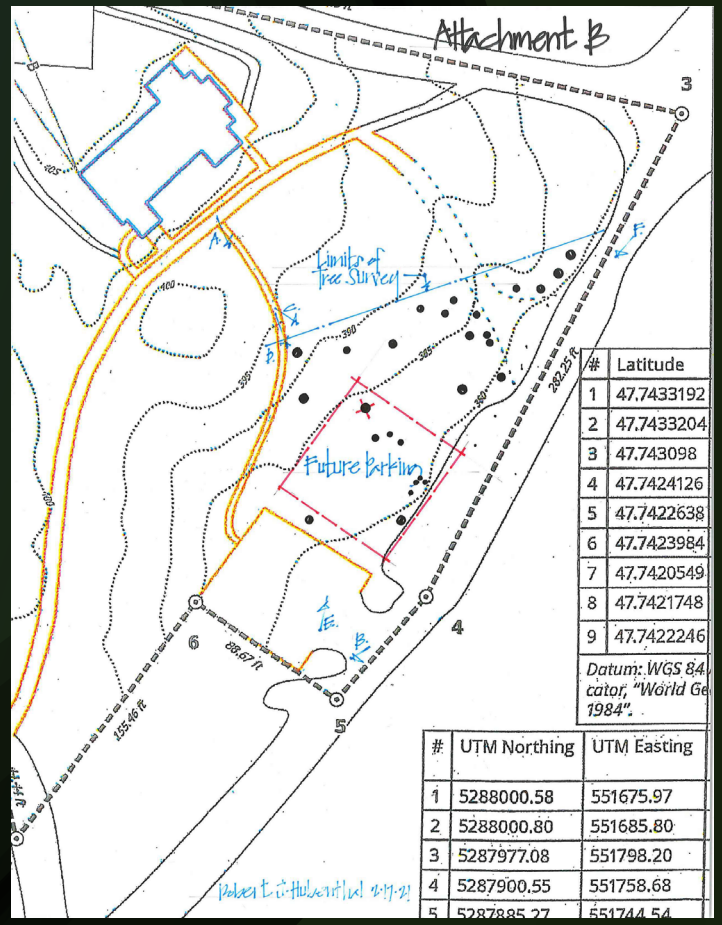
REQUEST FOR RECONSIDERATION – Legal Framework

- Shoreline Landmarks Commission Rules & Procedures, Part IX (2)
- Shoreline Municipal Code 15.20.025 (*King County Code 20.62.110 adopted by reference*)

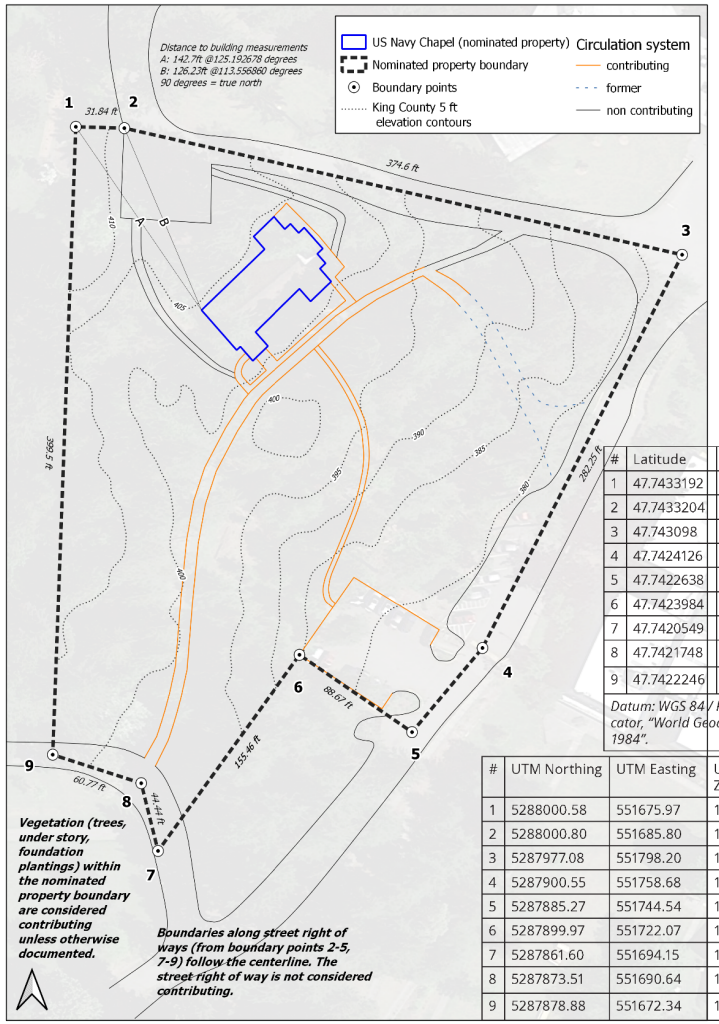
DSHS has submitted the following as a basis for reconsideration of the landmark boundary decision:

- Error: During commission deliberations at the January continuation hearing, the area to be excluded along the eastern boundary as a compromise solution was initially the area north of the existing parking lot. DSHS believes the conversation became confused and the southern area was excluded instead. DSHS has submitted an analysis of the public hearing audio file to support this argument.

DSHS requests the commission revise the eastern boundary to include the area south of the lower parking lot and exclude the area north of it – redrawing the eastern boundary line to extend from the northernmost corner of the lower parking lot to the road forming the north boundary line of the landmark



NHC - SITE



#	Latitude	Longitude
1	47.7433192	-122.3106616
2	47.7433204	-122.3105304
3	47.743098	-122.309034
4	47.7424126	-122.3095702
5	47.7422638	-122.3097613
6	47.7423984	-122.3100586
7	47.7420549	-122.3104359
8	47.7421748	-122.310481
9	47.7422246	-122.3107244

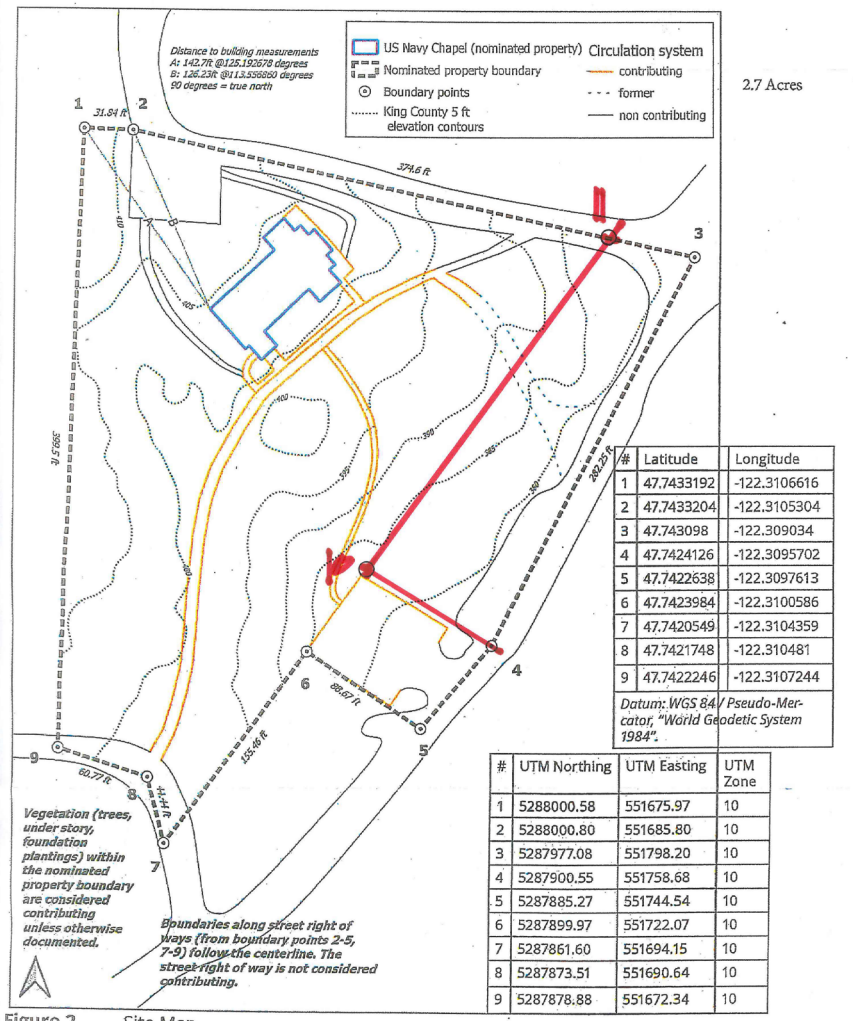
Datum: WGS 84 / Pseudo-Mercator, "World Geodetic System 1984".

#	UTM Northing	UTM Easting	UTM Zone
1	5288000.58	551675.97	10
2	5288000.80	551685.80	10
3	5287977.08	551798.20	10
4	5287900.55	551758.68	10
5	5287885.27	551744.54	10
6	5287899.97	551722.07	10
7	5287861.60	551694.15	10
8	5287873.51	551690.64	10
9	5287878.88	551672.34	10

Figure 2. Site Map

Shoreline Naval Hospital Chapel
Address: 1902 NE 150th Street

Landmark Registration Form
Page A.4



#	Latitude	Longitude
1	47.7433192	-122.3106616
2	47.7433204	-122.3105304
3	47.743098	-122.309034
4	47.7424126	-122.3095702
5	47.7422638	-122.3097613
6	47.7423984	-122.3100586
7	47.7420549	-122.3104359
8	47.7421748	-122.310481
9	47.7422246	-122.3107244

Datum: WGS 84 / Pseudo-Mercator, "World Geodetic System 1984".

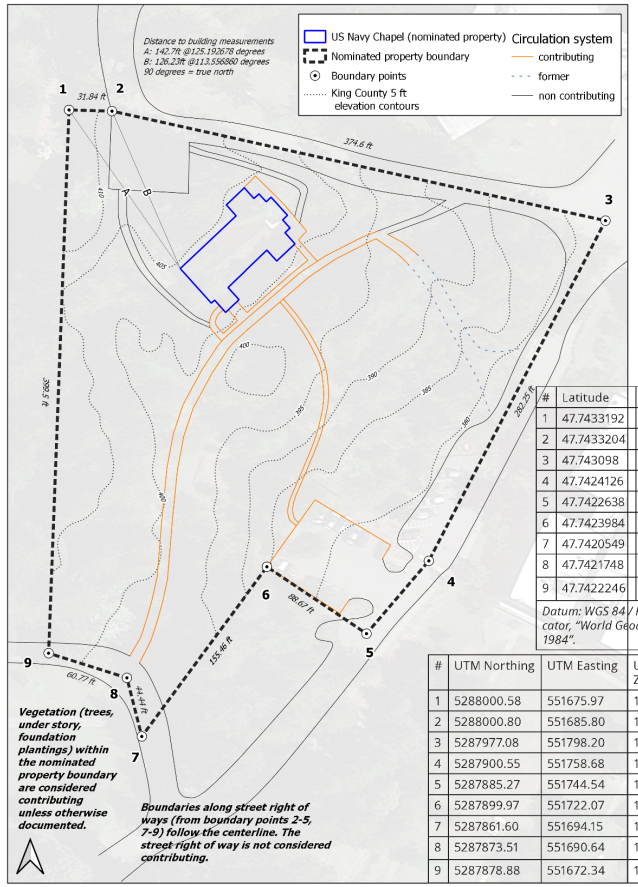
#	UTM Northing	UTM Easting	UTM Zone
1	5288000.58	551675.97	10
2	5288000.80	551685.80	10
3	5287977.08	551798.20	10
4	5287900.55	551758.68	10
5	5287885.27	551744.54	10
6	5287899.97	551722.07	10
7	5287861.60	551694.15	10
8	5287873.51	551690.64	10
9	5287878.88	551672.34	10

Figure 2. Site Map

NHC - SITE

Shoreline Naval Hospital Chapel
Address: 1902 NE 150th Street

Landmark Registration Form
Page A.4



2.7 Acres

#	Latitude	Longitude
1	47.7433192	-122.3106616
2	47.7433204	-122.3105304
3	47.743098	-122.309034
4	47.7424126	-122.3095702
5	47.7422638	-122.3097613
6	47.7423984	-122.3100586
7	47.7420549	-122.3104359
8	47.7421748	-122.310481
9	47.7422246	-122.3107244

Datum: WGS 84 / Pseudo-Mercator, "World Geodetic System 1984".

#	UTM Northing	UTM Easting	UTM Zone
1	5288000.58	551675.97	10
2	5288000.80	551685.80	10
3	5287977.08	551798.20	10
4	5287900.55	551758.68	10
5	5287885.27	551744.54	10
6	5287899.97	551722.07	10
7	5287861.60	551694.15	10
8	5287873.51	551690.64	10
9	5287878.88	551672.34	10

Figure 2. Site Map

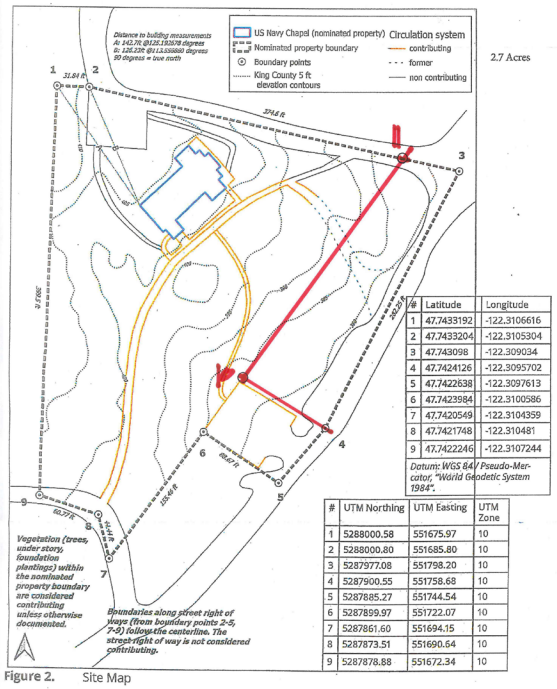


NHC - SITE



Shoreline Naval Hospital Chapel
Address: 1902 NE 150th Street

Landmark Registration Form
Page A.4



#	Latitude	Longitude
1	47.7433192	-122.3106616
2	47.7433204	-122.3105304
3	47.743098	-122.309034
4	47.7424126	-122.3095702
5	47.7422638	-122.3097613
6	47.7423984	-122.3100586
7	47.7420549	-122.3104359
8	47.7421748	-122.310481
9	47.7422246	-122.3107244

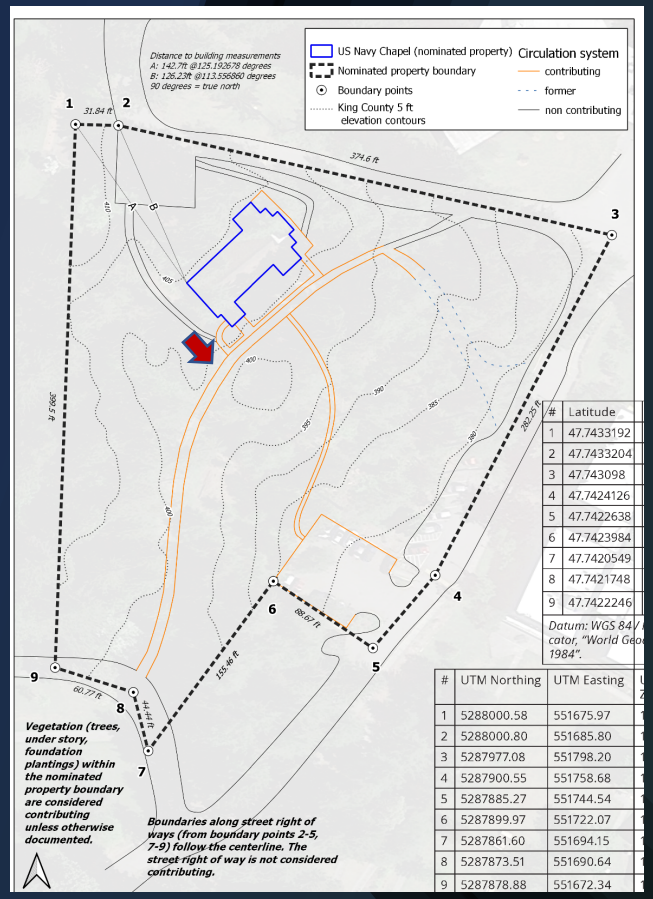
Datum: WGS 84 / Pseudo-Mercator, "World Geodetic System 1984".

#	UTM Northing	UTM Easting	UTM Zone
1	5288000.58	551675.97	10
2	5288000.80	551685.80	10
3	5287977.08	551798.20	10
4	5287900.55	551758.68	10
5	5287885.27	551744.54	10
6	5287899.97	551722.07	10
7	5287861.60	551694.15	10
8	5287873.51	551690.64	10
9	5287878.88	551672.34	10

Figure 2. Site Map



NHC - SITE



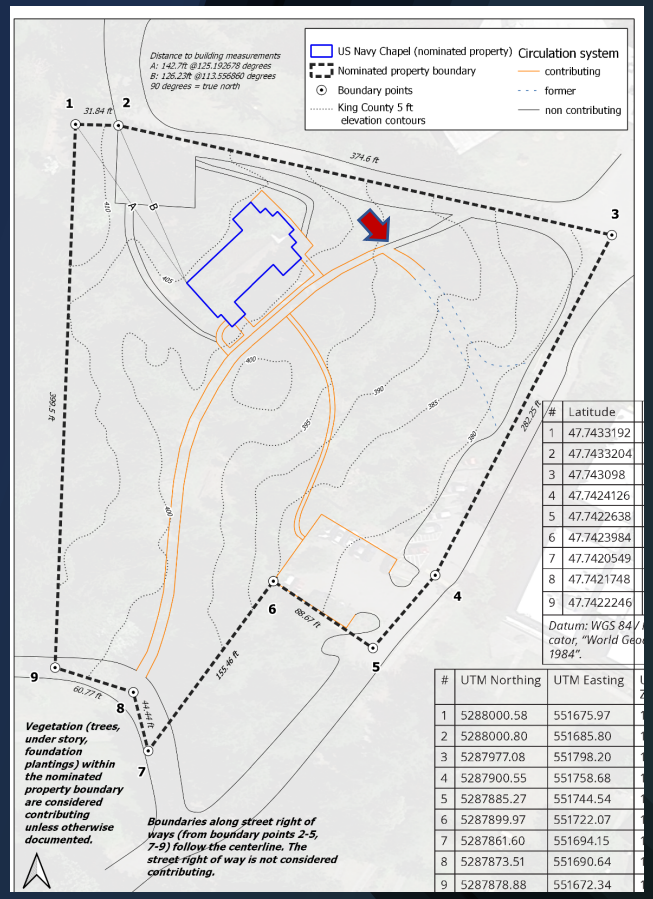
#	Latitude
1	47.7433192
2	47.7433204
3	47.743098
4	47.7424126
5	47.7422638
6	47.7423984
7	47.7420549
8	47.7421748
9	47.7422246

Datum: WGS 84 / ... cator, "World Geo... 1984".

#	UTM Northing	UTM Easting
1	5288000.58	551675.97
2	5288000.80	551685.80
3	5287977.08	551798.20
4	5287900.55	551758.68
5	5287885.27	551744.54
6	5287899.97	551722.07
7	5287861.60	551694.15
8	5287873.51	551690.64
9	5287878.88	551672.34



NHC - SITE



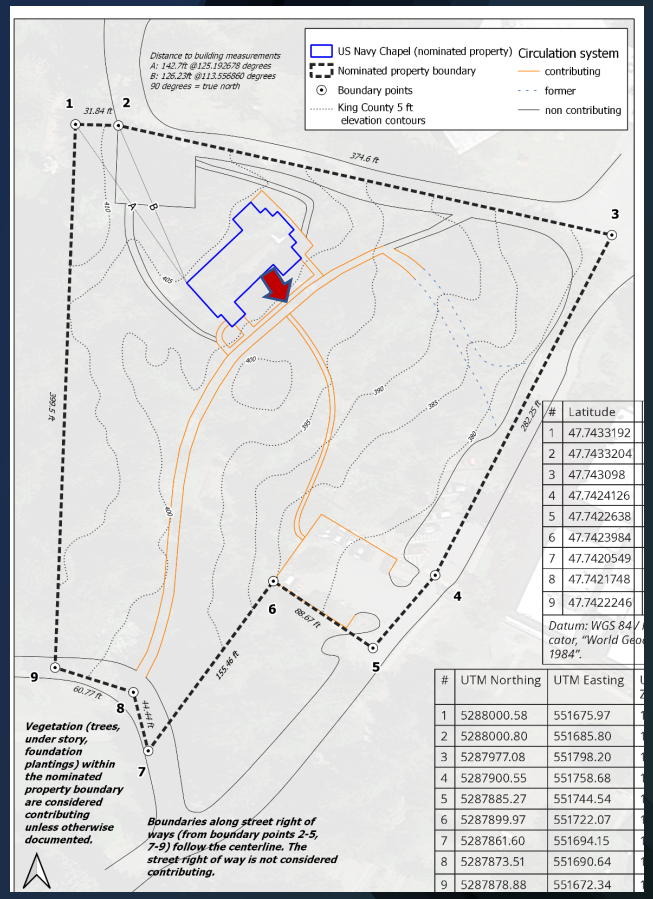
#	Latitude
1	47.7433192
2	47.7433204
3	47.743098
4	47.7424126
5	47.7422638
6	47.7423984
7	47.7420549
8	47.7421748
9	47.7422246

Datum: WGS 84 / [illegible] cator, "World Geo[illegible] 1984".

#	UTM Northing	UTM Easting
1	5288000.58	551675.97
2	5288000.80	551685.80
3	5287977.08	551798.20
4	5287900.55	551758.68
5	5287885.27	551744.54
6	5287899.97	551722.07
7	5287861.60	551694.15
8	5287873.51	551690.64
9	5287878.88	551672.34



NHC - SITE



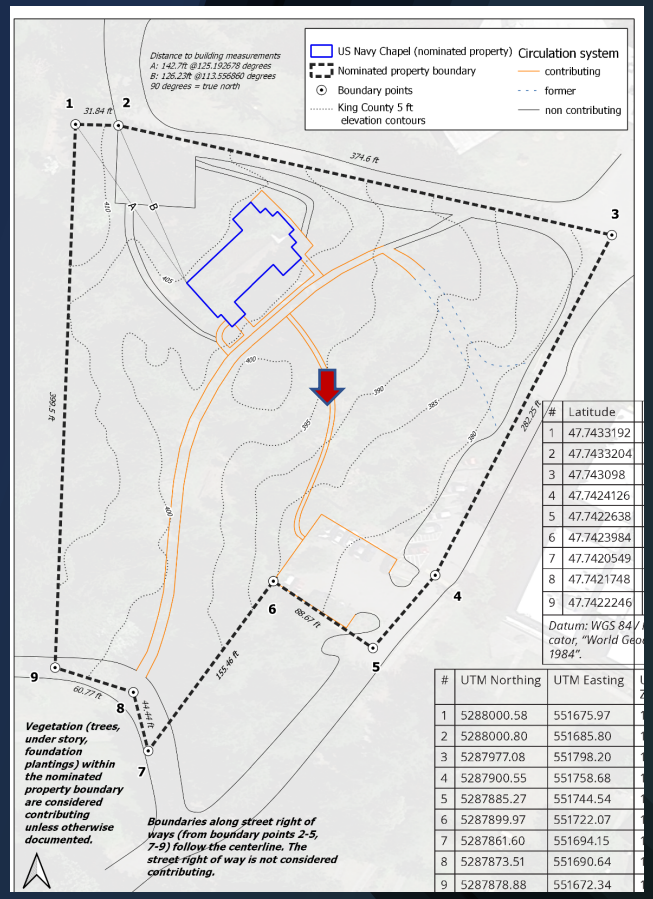
#	Latitude
1	47.7433192
2	47.7433204
3	47.743098
4	47.7424126
5	47.7422638
6	47.7423984
7	47.7420549
8	47.7421748
9	47.7422246

Datum: WGS 84 / cator, "World Geo 1984".

#	UTM Northing	UTM Easting
1	5288000.58	551675.97
2	5288000.80	551685.80
3	5287977.08	551798.20
4	5287900.55	551758.68
5	5287885.27	551744.54
6	5287899.97	551722.07
7	5287861.60	551694.15
8	5287873.51	551690.64
9	5287878.88	551672.34



NHC - SITE



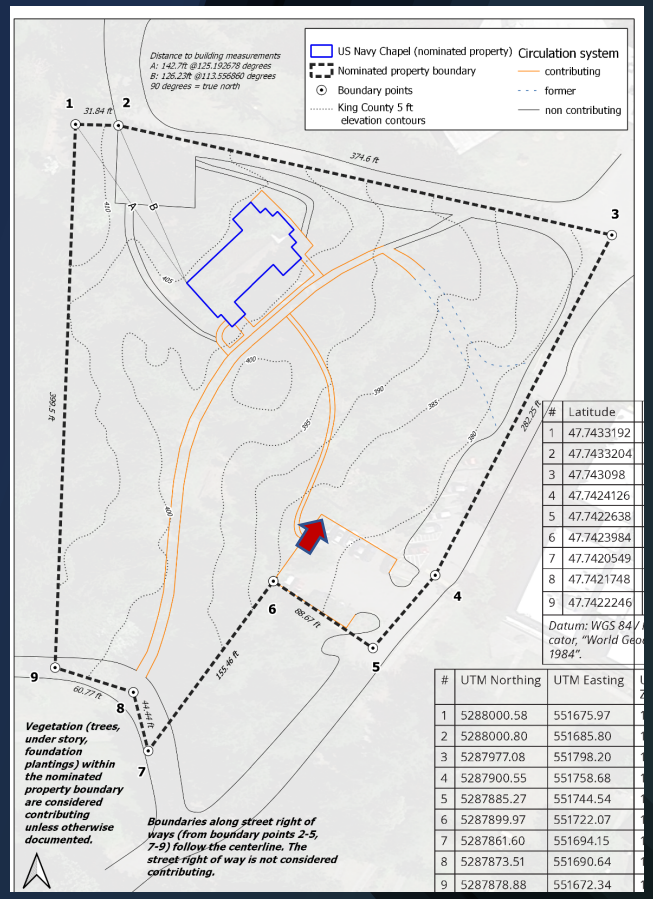
#	Latitude
1	47.7433192
2	47.7433204
3	47.743098
4	47.7424126
5	47.7422638
6	47.7423984
7	47.7420549
8	47.7421748
9	47.7422246

Datum: WGS 84 / ... cator, "World Geo... 1984".

#	UTM Northing	UTM Easting
1	5288000.58	551675.97
2	5288000.80	551685.80
3	5287977.08	551798.20
4	5287900.55	551758.68
5	5287885.27	551744.54
6	5287899.97	551722.07
7	5287861.60	551694.15
8	5287873.51	551690.64
9	5287878.88	551672.34



NHC - SITE



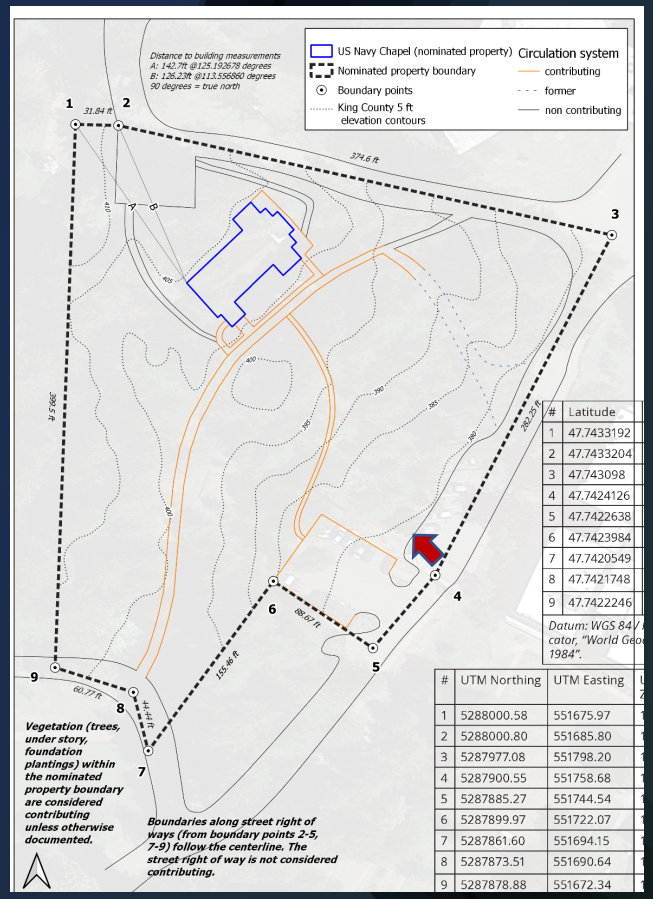
#	Latitude
1	47.7433192
2	47.7433204
3	47.743098
4	47.7424126
5	47.7422638
6	47.7423984
7	47.7420549
8	47.7421748
9	47.7422246

Datum: WGS 84 / ... cator, "World Geo... 1984".

#	UTM Northing	UTM Easting
1	5288000.58	551675.97
2	5288000.80	551685.80
3	5287977.08	551798.20
4	5287900.55	551758.68
5	5287885.27	551744.54
6	5287899.97	551722.07
7	5287861.60	551694.15
8	5287873.51	551690.64
9	5287878.88	551672.34



NHC - SITE



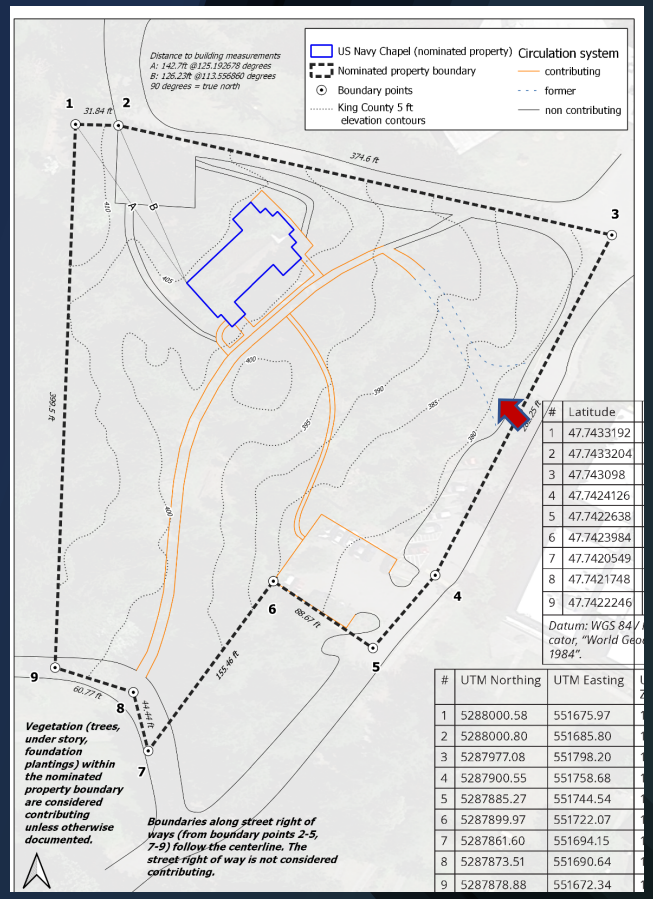
#	Latitude
1	47.7433192
2	47.7433204
3	47.743098
4	47.7424126
5	47.7422638
6	47.7423984
7	47.7420549
8	47.7421748
9	47.7422246

Datum: WGS 84 / ... cator, "World Geo... 1984".

#	UTM Northing	UTM Easting
1	5288000.58	551675.97
2	5288000.80	551685.80
3	5287977.08	551798.20
4	5287900.55	551758.68
5	5287885.27	551744.54
6	5287899.97	551722.07
7	5287861.60	551694.15
8	5287873.51	551690.64
9	5287878.88	551672.34



NHC - SITE



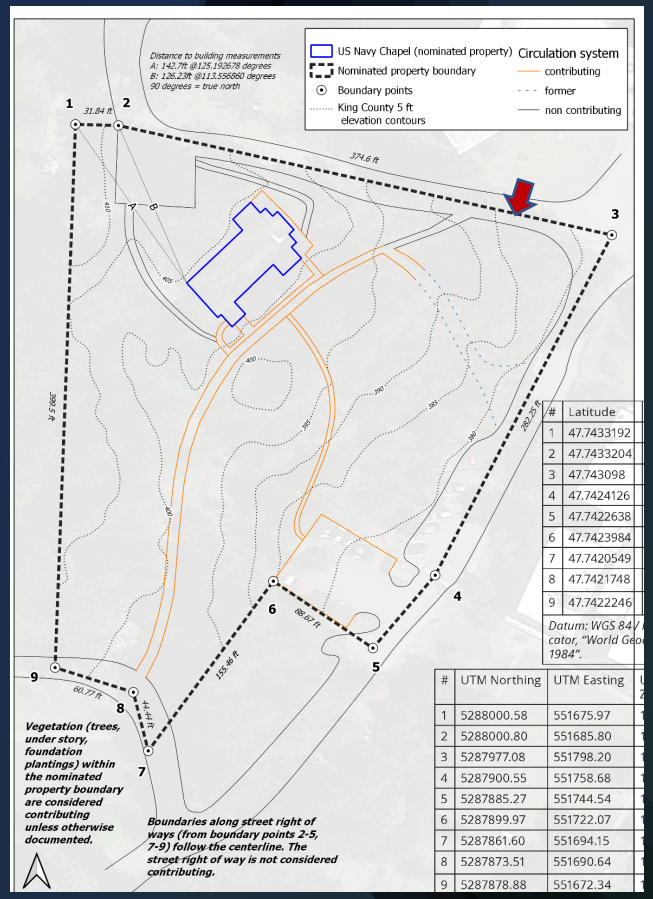
#	Latitude
1	47.7433192
2	47.7433204
3	47.743098
4	47.7424126
5	47.7422638
6	47.7423984
7	47.7420549
8	47.7421748
9	47.7422246

Datum: WGS 84 / ... cator, "World Geo... 1984".

#	UTM Northing	UTM Easting
1	5288000.58	551675.97
2	5288000.80	551685.80
3	5287977.08	551798.20
4	5287900.55	551758.68
5	5287885.27	551744.54
6	5287899.97	551722.07
7	5287861.60	551694.15
8	5287873.51	551690.64
9	5287878.88	551672.34



NHC - SITE



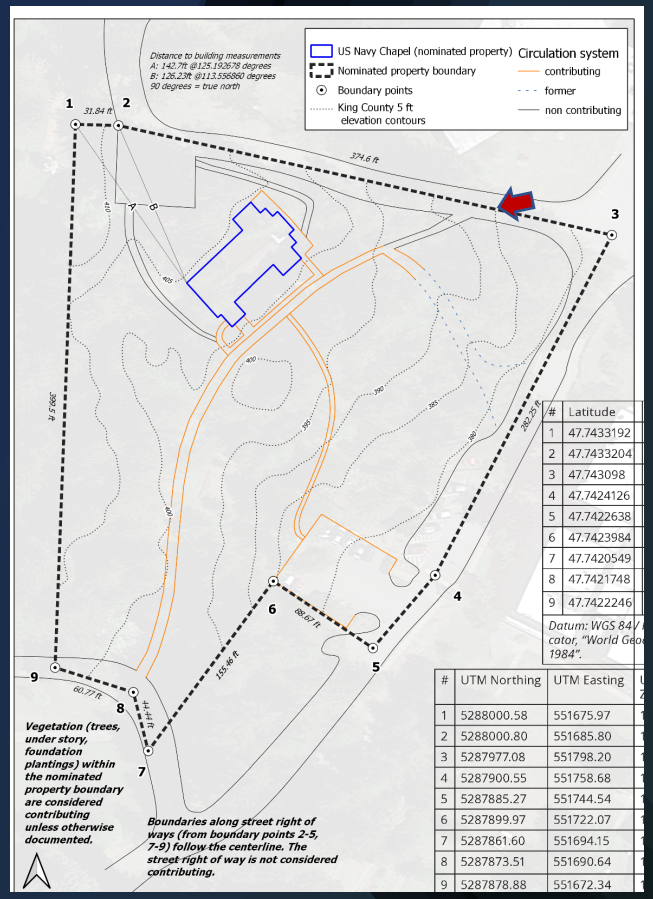
#	Latitude
1	47.7433192
2	47.7433204
3	47.743098
4	47.7424126
5	47.7422638
6	47.7423984
7	47.7420549
8	47.7421748
9	47.7422246

Datum: WGS 84 / ... cator, "World Geo... 1984".

#	UTM Northing	UTM Easting
1	5288000.58	551675.97
2	5288000.80	551685.80
3	5287977.08	551798.20
4	5287900.55	551758.68
5	5287885.27	551744.54
6	5287899.97	551722.07
7	5287861.60	551694.15
8	5287873.51	551690.64
9	5287878.88	551672.34



NHC - SITE



#	Latitude
1	47.7433192
2	47.7433204
3	47.743098
4	47.7424126
5	47.7422638
6	47.7423984
7	47.7420549
8	47.7421748
9	47.7422246

Datum: WGS 84 / ... cator, "World Geo... 1984".

#	UTM Northing	UTM Easting
1	5288000.58	551675.97
2	5288000.80	551685.80
3	5287977.08	551798.20
4	5287900.55	551758.68
5	5287885.27	551744.54
6	5287899.97	551722.07
7	5287861.60	551694.15
8	5287873.51	551690.64
9	5287878.88	551672.34



NHC LANDMARK BOUNDARY - Focus of Today's Public Hearing

- The landmark commission's mandate per this hearing is focused on DSHS's Request for Reconsideration of the eastern boundary and the associated setting of the designated Naval Hospital Chapel building

- The commission will review this reconsideration request based on:
  - Evidence submitted from previous hearings and documentation of current site conditions
  - Public comment related to the potential impact of revising the eastern boundary to the feeling and setting of the Chapel building
  - The Landmark Commission's review of prior hearing deliberations concerning the eastern boundary and an impact assessment of a boundary revision to the feeling and integrity of the Chapel building

Please Note: The landscape and forested setting around the Chapel (within the designated boundaries) was found significant and proposed changes within the site are subject to design review regulatory requirements. Should the boundaries be revised, the remaining designated site would be subject to the same regulations. However, standard grounds maintenance, including thinning for the health of the site and hazard tree removal, are exempted from design review. Individual trees and plants are not landmarked.

Respondent-Landowners,
DSHS/DNR's
Prehearing Brief
Exhibit 9

SHORELINE HISTORIC PRESERVATION PROGRAM
c/o King County Historic Preservation Program
Department of Natural Resources & Parks
201 S. Jackson, Suite 500, Seattle, WA 98104

SHORELINE LANDMARKS COMMISSION

FINDINGS OF FACT AND DECISION

Naval Hospital Chapel

SUMMARY

The Shoreline Landmarks Commission (Commission) designates the Naval Hospital Chapel, located at 1902 NE 150th Street, Shoreline, Washington, a Shoreline Landmark.

Property Description: A 2.6-acre area including and surrounding the Chapel building within legal parcel 162604-9010 (*see attached map*).

Public Hearing Record: The Commission held a public hearing on the nomination of the Naval Hospital Chapel on November 19, 2020, continuing the hearing on January 28, 2021. Both the hearing and its continuation were held as Zoom Conference virtual meetings. The landmark registration form; a boundary map delineating the boundaries of the nominated property; photographs and site plans; (29) public comment letters as well as statements from the property owners were submitted to commissioners prior to the meeting. A staff recommendation was presented at the hearing. Representatives from DSHS and DNR (property owners) were present and testified in opposition to landmark nomination as proposed. Community members were present at the hearing and continuation and testified in support of the designation.

Following the January designation hearing, DSHS, the building owner, submitted a Request for Reconsideration to the Shoreline Landmarks Commission to revise the eastern boundary to include a section south of the contributing lower parking lot and exclude a 60’ x 260’ section north of the lower parking lot. A public hearing was scheduled for March 25, 2021 to review DSHS petition.

During the March 25th Shoreline landmarks commission hearing to consider the boundary revision request, staff offered an overview of prior hearing decisions and outlined the discussion parameters. The applicant then presented their argument in support of the request. Members of the community who had supported the landmark designation submitted letters, which were sent to landmarks commissioners before the meeting, and/or spoke in opposition to the boundary revision requested by DSHS. Two commissioners who had toured the Chapel site also reported their observations during the hearing.

After hearing the staff report, the owner/applicant’s argument, reports from the site visit and taking public comment, the Shoreline landmarks commission determined that revising the eastern boundary to exclude the proposed 60’x 260’ section would not have a significant adverse impact on the integrity and character of the Chapel setting, and voted to approve the reconsideration request 4-2, with one abstention. Because DSHS had not submitted a site map with clear

Exhibit 9

coordinates marking landmark boundaries in time for the March hearing, a Preliminary Determination was issued with a stipulation that DSHS would submit a map for final commission approval at the April 22, 2021 meeting. The final Naval Hospital Chapel boundary map was approved on April 22, 2021 by a 4-1 vote, with 3 abstentions.

The Commission made the following findings in support of its decision:

FINDINGS

1. The Naval Hospital Chapel was designated as a City of Shoreline Landmark under **Criterion A1** for its association with the development and use of the Seattle Naval Hospital during WWII. The Naval Hospital Chapel was also found significant under **Criterion A3** as a distinctive and well-executed example of Tudor Revival design, which was one of the architectural styles utilized frequently for military buildings between 1900 and 1945.

2. The Puget Sound area has had a number of naval hospital facilities since the first naval hospital was established in 1891 at Puget Sound Naval Shipyard (PSNS) in Bremerton. As the Navy's presence expanded in Western Washington, additional facilities were added, both at the Bremerton shipyard and elsewhere around Puget Sound. When the U.S. entered World War II, it was clear there was a severe shortage of hospital beds for the navy to support the wounded and injured from the Pacific War. The Navy found a location for a new hospital facility on a 165-acre site in Shoreline and construction began on the Seattle Naval Hospital in March 1942.

3. The Chaplain Corps of the Navy expanded during the World War II era, reflecting the rapid growth of the navy itself. Between 1942 and 1945, 83 Navy chapels were authorized for construction, the Seattle Naval Hospital (SNH) among them. Built in 1944, the SNH Chapel was the first Interdenominational Chapel constructed at a naval hospital.

4. With original conceptual designs by the Austin Company of Cleveland, Ohio, the 13th Naval District Public Works Department (Public Works) completed the design of the chapel, converting schematic design drawings into construction drawings. Public Works designed all of the structural and finish details and elements within the building.

5. Cruciform in plan, the interior layout of the Chapel consists of a central nave flanked by narrow aisles leading to a chancel and altar at the east end, with flanking chaplain office and prayer chapel. A tall tapered spire rises from the ridgeline above the chancel on a short shingle clad steeple. Chapel walls are load bearing brick masonry, wood shakes clad the roof. Windows are leaded, multi-pane, with a round, stained glass window in the east gable. Raised chord scissor trusses span the nave and chancel. Stained wood and painted plaster define the interior wall and millwork finishes, with iron pendant light fixtures throughout the nave and chancel. The Chapel is integrated with its forested setting, which was cultivated as an important element of its design.

6. Shoreline is located in northwestern King County. Steep bluffs along the Puget Sound shore and forested rolling uplands, combined with a lack of soils well suited for farming, delayed development of Shoreline in comparison with the more readily accessible river valleys of King County. Donation land claims were made in Shoreline as early as 1872. However, early Euro-American settlement in Shoreline concentrated primarily in the Richmond Beach area. Richmond Beach was accessible by boat, which enabled easier travel in and out of the community than the often-impassable wagon road which ran between Seattle and Everett.

7. The Seattle and Montana Railroad (financed by the Great Northern) was completed over Stevens Pass to Everett and south to Richmond Beach in 1891. In 1893, the line reached Seattle. Serving a flag stop station at Richmond Beach, the railroad had a significant impact on local development, allowing the more convenient transport of local agricultural produce, providing employment, and bringing new people into the area. In the early 1900s, Shoreline remained thinly settled. Travel in

the area was difficult, and the region did not have the soils or transportation links to attract large-scale agriculture or resource-based industries (other than logging) which were spurring growth in other parts of King County. The 1910s and 1920s were times of great change, however. Between the extension of the Interurban Rail line into Shoreline in 1906 and the onset of the Great Depression in 1929, new transportation networks linking Shoreline to Seattle and population pushing north from Seattle spurred development. Middle-and-upper class Seattle residents looked to the north end as a semi-rural retreat from the city, while less affluent residents sought relatively inexpensive land or rental housing in the area.

8. World War II had a significant social impact on Shoreline. Residents left to serve in the armed forces or took jobs in war-related industries. The war brought a halt to suburban expansion, by restrictions on the use of building materials and because of strict rationing of gasoline and tires, which were essential to would-be commuters. Temporary watch towers were built throughout the district, which were staffed by local volunteers who scanned the skies for enemy aircraft. In anticipation of the arrival of wounded sailors from the Pacific Theater arriving back in the Seattle area, the Navy constructed the Fircrest Naval Hospital in Shoreline in 1942. The hospital grew quickly, housing over 2000 soldiers and 600 staff people at its peak in 1945.

9. After the war ended, Shoreline developed significantly as a residential suburb. Between 1942 and 1950, 9,000 new houses were constructed, and school enrollment increased 96 percent. As the area's population grew, residents and businesses pushed for a larger community identity to tie the scattered areas together. "Shoreline" was selected as the name for the community in 1949 and the city was incorporated in 1995. The completion of the north–south running Interstate 5 in 1964 established commercial patterns in the area that remain today.

10. After World War II ended, the U.S. Navy's need for the Seattle Naval Hospital campus dwindled. In February 1947, the Secretary of the Navy James Forrestal ordered the closure of hospital. By May 1947, the medical director of nearby Firland Sanatorium and the tuberculosis control director with the Washington State Health Department petitioned the Navy Department and Washington's congressional delegation to reuse the hospital for tuberculosis patients. Later that year over 400 tuberculosis patients were transferred to SNH and the campus became the (new) Firland Sanitorium. In 1959, another institution moved onto the hospital grounds, Fircrest School (Fircrest Residential Habilitation Center) and remains in operation. The school for developmentally disabled citizens, operated by the Washington State Department of Social and Health Services (DSHS), moved onto one section of the property, divided from Firland by a fence. In 1962, 85 acres of the former naval hospital grounds were redeveloped for the new Shorecrest High School. Fircrest School continues to utilize the remaining portions of the former naval hospital grounds, grounds which include the chapel.

11. The Naval Hospital Chapel retains a high level of integrity and original visual character. While changes have occurred at the SNH site as it has been adaptively reused for other public purposes, many significant structures remain, including wards, staff residences, recreation facilities, and the chapel building.

12. The Naval Hospital Chapel possess integrity of:
    a. *Location*, because the building remains in its original location within the campus of Seattle Naval Hospital.
    b. *Design*, because the building reflects the Tudor-Revival style used for military buildings during this period, exemplified by patterned masonry, multiple exterior materials, steeply pitched roof, dominant cross-gables, large chimneys, entry porticos and tall, narrow, multi-lite windows.
    c. *Setting*, because the surrounding campus still retains significant features from its historic period, and the immediate site remains forested
    d. *Materials*, because the type and configuration of physical materials used in the building,

though repaired and structurally augmented, has not changed from its historic period

e. Workmanship, because the building expresses the Military-standard craftsmanship for this type of mid-21st century religious structure;
f. *Feeling*, because overall the physical features of the building conveys its historic character and use as WWII-era military chapel; and
g. *Association*, because the building has a documented link to the historic context as described in the landmark registration form including a strong association with the WWII-era development of the naval hospital and Shoreline area.

13. The landmark boundary encompasses the chapel building; directly associated walkways; the curvilinear driveway servicing the building; the hillside descending to and including the associated lower parking area; the immediate landscape and the forest setting that are integral to the siting and experience of the building. This includes a 2.6-acre total area.

14. The Landmark Registration Form for the Naval Hospital Chapel provides additional contextual information to support the above-stated findings.

MINUTES AND EXHIBITS

The following exhibits are part of the record:

Exhibit No. 1: Shoreline Landmark Registration Form, *Naval Hospital Chapel (September 2020)*
Exhibit No. 2: Boundary Map/Site map
Exhibit No. 3: Photographs
Exhibit No. 4: Staff public hearing presentation materials and recommendation report; applicant presentation materials *(November 19, 2020; January 28, 2021; March 25, 2021; April 22, 2021)*
Exhibit No. 5: Public comment letters and property owners' comment letters submitted to the commission prior to the public hearing(s)
Exhibit No. 6: November 19, 2020; January 28, 2021; March 25, 2021; April 22, 2021 public hearing minutes and audio recordings

All exhibits are on file in the King County Historic Preservation Program office, 201 S. Jackson, Suite 500, Seattle, WA.

DECISION

At its March 25, 2021 meeting the Shoreline Landmarks Commission approved a motion to designate the Naval Hospital Chapel as a Shoreline landmark based on the above findings.

Boundaries of Significance: A defined 2.6-acre area surrounding the Chapel within legal parcel 162604-9010. The designated property is bounded by private campus roadways to the north and south. A straight line through forested area delineates the western boundary. The eastern boundary follows the private campus road from the southern boundary of the site to the northern side of the lower contributing parking lot. From the northernmost tip of the parking lot a straight line runs 262' to the northern boundary road. UTM coordinates defining the area of designation are shown on the attached site map.

Features of Significance: All exterior elements of the Chapel; interior volume of the chancel and nave; interior features of the chancel and nave including the scissor trusses and associated wood posts and wood trim, exposed wood purlins and roof sheathing, iron pendant lighting fixtures, interior doors connected to the chancel and nave with chevron pattern v-groove cedar boards and associated hardware, decorative wood chancel railing, wood wall screen enclosures at the outer chancel corners; exterior site features including the circulation paths to the south and east of the Chapel, the associated south parking area, forested setting and all of the land area within the designated boundaries (*see attached map*).

PROTECTION MEASURES

Controls: No feature of significance may be altered, nor may any new construction take place within the designated boundaries, without first obtaining a Certificate of Appropriateness from the Shoreline Landmarks Commission pursuant to the provisions of Shoreline Municipal Code 15.20.025. The following exclusions are allowed:

1. In-kind maintenance and repair
2. Routine landscape maintenance
3. Emergency repair work

INCENTIVES

The following incentives are available to the property owner:

1. Eligibility to apply for funding for property rehabilitation/restoration (as available) through the Shoreline Landmarks Commission and 4Culture
2. Eligibility for technical assistance from the Shoreline Landmarks Commission and King County HPP staff
3. Eligibility for historic site marker
4. Eligibility for special tax programs (as available) through King County

Decision made January 28, 2021
Findings of Fact and Decision issued February 2, 2021
Petition for Reconsideration Hearing March 25, 2021
Revised Findings of Fact and Decision issued April 26, 2021

SHORELINE LANDMARKS COMMISSION

Crystal L Lake

Cristy Lake, Chair

April 22, 2021
Date

TRANSMITTED this 26th day of April 2021 to the following parties and interested persons:

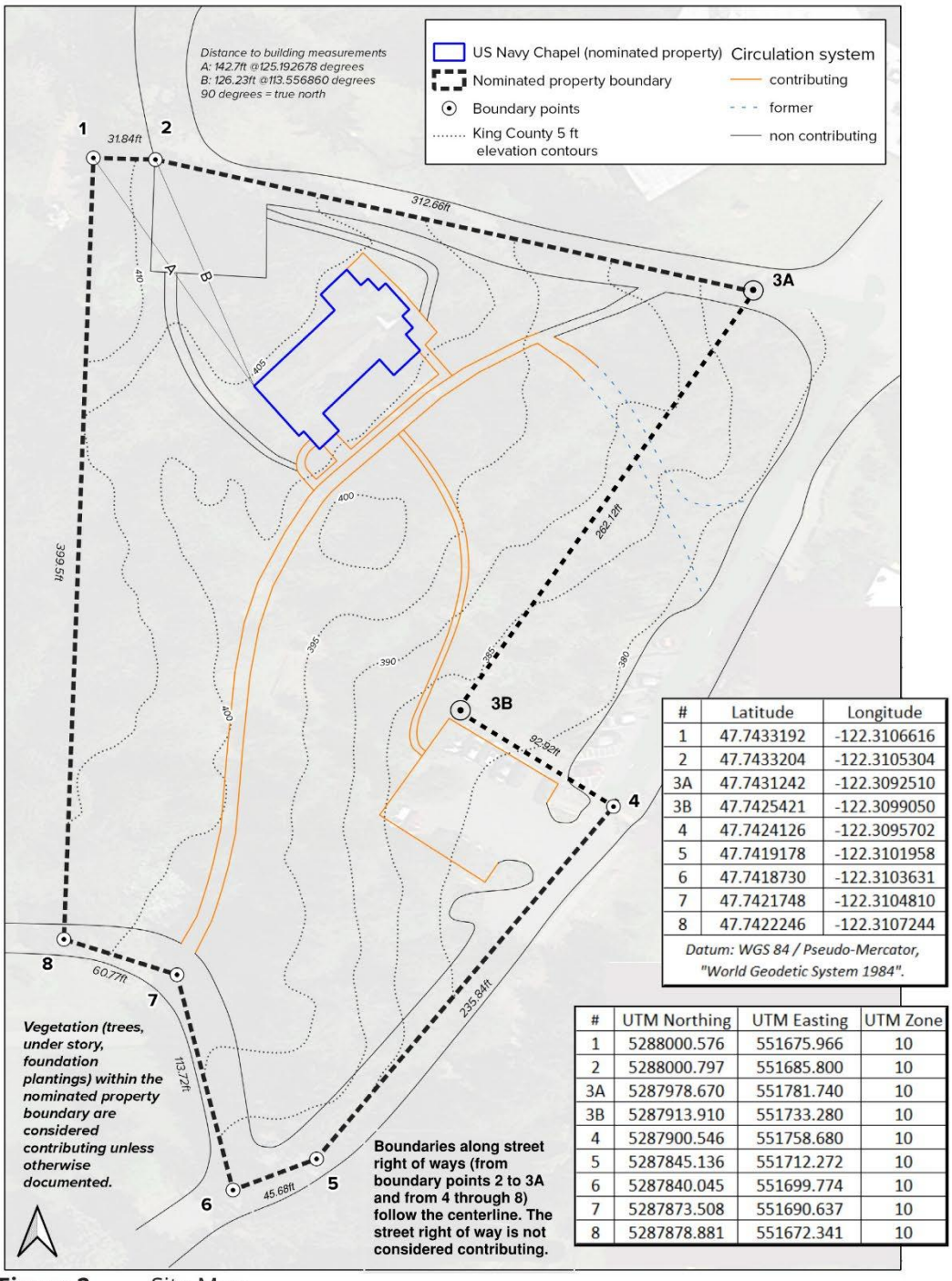
Bob Hubenthal, Washington State Dept of Social and Health Services, owner
Kari Fagerness, Washington State Dept of Natural Resources, owner
Carrie Nelson, Washington State Dept of Natural Resources, owner
Janet Way, Shoreline Preservation Society, applicant
Spencer Howard and Katie Pratt, Northwest Vernacular
The Honorable Rod Dembowski, King County Councilmember, District 1
Mayor Will Hall, City of Shoreline
Cate Lee, City of Shoreline
Cristy Lake, Chair, Shoreline Landmarks Commission
Sally Soriano

Kris Barrows
LeeAnne Beres
Jean Hilde
Allan Brookes
Maralyn Chase
Ruth Danner
Saskia Davis
Wendy DiPeso
Carl Larson
Patricia Hale
Kathleen Russell
Jan Steward
Lael White
Eugenia Woo
Maryn Wynne
Charles Moore
Lance Young
Erling Ask

NOTICE OF RIGHT TO APPEAL OR RECONSIDER

Appeal. Any person aggrieved by a decision of the Shoreline Landmarks Commission designating or rejecting a nomination of a landmark may, within 35 calendar days of mailing of notice of the action, appeal the decision to the Shoreline City Council. Written notice of appeal shall be filed with the Historic Preservation Officer and the City Clerk and shall be accompanied by a statement setting forth the grounds of the appeal, supporting documents and argument. (KCC 20.62.110 A, as adopted by reference in SMC 15.20.025)

Reconsideration. Any person aggrieved by a decision of the Shoreline Landmarks Commission designating or rejecting a nomination for designation of a landmark may, within 20 calendar days of mailing of notice of the decision, petition the Commission for reconsideration on the grounds the decision was based on 1) error or omissions of fact; or, 2) that new information bearing on the decision, and not reasonable available to the Commission at the time of the decision, is available. The written petition must be filed with the Historic Preservation Officer and must be accompanied by 1) a statement setting forth the grounds for the petition; and, 2) any supporting documents. Within 70 calendar days of a petition for reconsideration, the Commission shall review the record, and may, at its discretion, render a revised decision. The Commission may, at its discretion, hold another public hearing on the landmark nomination.



#	Latitude	Longitude
1	47.7433192	-122.3106616
2	47.7433204	-122.3105304
3A	47.7431242	-122.3092510
3B	47.7425421	-122.3099050
4	47.7424126	-122.3095702
5	47.7419178	-122.3101958
6	47.7418730	-122.3103631
7	47.7421748	-122.3104810
8	47.7422246	-122.3107244

Datum: WGS 84 / Pseudo-Mercator, "World Geodetic System 1984".

#	UTM Northing	UTM Easting	UTM Zone
1	5288000.576	551675.966	10
2	5288000.797	551685.800	10
3A	5287978.670	551781.740	10
3B	5287913.910	551733.280	10
4	5287900.546	551758.680	10
5	5287845.136	551712.272	10
6	5287840.045	551699.774	10
7	5287873.508	551690.637	10
8	5287878.881	551672.341	10

Figure 2. Site Map

This map shows the nominated property and identifies contributing resources within the boundary.

Respondent-Landowners,
DSHS/DNR's
Prehearing Brief
Exhibit 10

LANDMARKS COMMISSION
Meeting Agenda*

April 22, 2021
4:30 p.m. – 6:00 pm

Zoom (Call-in) Conference
https://us02web.zoom.us/j/82883411356?pwd=UnNpQ09DUkxUVC9DbHlZandNM1M5UT09
Meeting ID: 828 8341 1356
Passcode: 473940

SHORELINE LANDMARKS COMMISSION

I. CALL TO ORDER/INTRODUCTIONS

II. ***EXECUTIVE SESSION*** *- 15 Minutes*

III. OTHER BUSINESS – Site map review (based on Preliminary Determination); revised Naval Hospital Chapel landmark boundary

IV. PUBLIC COMMENT *(general)*

V. ADJOURN

KING COUNTY LANDMARKS COMMISSION

I. CALL TO ORDER

II. APPROVAL OF MINUTES – February 25, 2021; March 25, 2021

III. PUBLIC COMMENT *(general)*

IV. HISTORIC PRESERVATION OFFICER'S REPORT

V. ANNOUNCEMENTS

VI. OTHER BUSINESS – 10Minute Training: *Land Use Law (Amy Blue)*

VII. ADJOURN

*May include agendas for cities with interlocal historic preservation agreements with King County. Meetings of the King County Landmarks Commission and City Commissions are open to the public. Testimony on matters being considered may be presented at the meeting or by submission of written statement to the King County Historic Preservation Program, 201 S. Jackson Street, Suite 500, Seattle, WA 98104, prior to the meeting. Accommodations for persons with disabilities will be provided upon request. Please contact (206) 375-6916 to make arrangements.

Exhibit 10

BEFORE THE SHORELINE CITY COUNCIL

In Re: Appeal by SHORELINE PRESERVATION SOCIETY of Decision Re Naval Hospital Chapel	APPELLANT SHORELINE PRESERVATION SOCIETY'S REPLY BRIEF

INTRODUCTION

ARGUMENT

A. Did the Shoreline Landmark Commission err in granting the Motion for Reconsideration filed by DSHS because it did not apply the proper legal standard for a Motion for Reconsideration?

In its response brief, DSHS implicitly admits that it did not present any new information bearing on the decision that was not reasonably available to the petitioner at the time of the original decision. Throughout its brief, the evidence that DSHS relies on to make its case is evidence that was submitted and considered at the November, 2020, and January, 2021, hearings for the original decision. The only "new" information submitted at the reconsideration hearing was simply images of the landmarked site that were generally available before the original decision had been made. That did not meet the standard, which requires "new information bearing on the decision and **not reasonably available** to the petitioner at the time of the decision..." SMC 15.20, Part IX (2)(emphasis supplied).

The central argument presented by DSHS is that the Commission granted the motion for reconsideration on the grounds that it "erred in fact." Resp. Br. at 6. DSHS argues that because the Commission at the April hearing "elected to modify its prior decision and render a revised decision," is in and of itself proof that the prior decision was made in error. Resp Br. at 7. The record does not support their claim.

This issue was presented in full and considered in the November, 2020, and January, 2021, meetings before the original decision was made. In the November hearing, the Commission received testimony from Mr. Hubenthal and his request for modification to the eastern boundary. The Commissioners gave a variety of opinions in response, but consensus at the time was to keep the north, south and eastern boundaries defined by the roads. Their concern was with the western boundary as it could not be easily defined. See Exhibit B Commissioner Testimony Nov/Jan

Just to recap, the Commission during their deliberations concluded that excluding the southern portion of the Landmark was more appropriate as it is further away from the Chapel and because excluding the northern portion would encroach upon the curvilinear walkway that starts at the base of the slope from the historical parking lot. It is clear from their comments they were well aware of what they were voting on. As we stated in our Opening Brief, the Commission stated unequivocally and for the record that they did not commit any error in its original decision.

Regarding the proper legal standard to apply on a motion for reconsideration, DSHS argues that the rules do not limit the Commission's discretion "in so narrow a fashion as SPS contends." First of all, it's incorrect to characterize our position as seeking a "narrow" standard. SPS simply echoed the legal standard that is stated in the rules for a motion for reconsideration. Rule IX (2) provides a clear statement of the legal criteria that must be met before a motion for reconsideration can be approved. SPS didn't define the standard for approval of a motion for reconsideration - the Commission's rules define that standard.

Second, DSHS improperly conflates and confuses the content of procedural and other rules with the legal standard for approval of a motion for reconsideration. There are three different concepts addressed by the rules: (1) the process for the hearing, (2) the legal standard that must be met by the movant, and (3) the relief that can be granted by the Commission if the applicant meets

that standard. DSHS has confused these three concepts and conflated them incorrectly. The rule that authorizes the Commission to hold a hearing and accept additional evidence is about the hearing process, not the criteria for approval of the motion. The rule that authorizes the Commission to modify a decision is about the relief that can be granted only after a movant has met the criteria for approval. These rules don't "broaden" or change the legal standard that must be met by DSHS.

B. Did the Shoreline Landmark Commission err when it concluded that revising the eastern boundary to exclude the proposed "60 feet by 240" feet section would not have a significant adverse impact on the integrity and character of the Chapel setting?

DSHS argues that SPS misstates the standard of review. SPS did not invent the legal standard that we argued about under this heading in our opening brief – we echoed literally exactly what the Commission stated in its decision and then we argued that it was the wrong standard. The grounds for approval of the motion, as stated by the Commission, was "revising the eastern boundary to exclude the proposed 60 X 240 section would not have a significant adverse impact on the integrity and character of the Chapel setting." Ex. 106. DSHS also oddly ignores the fact that SPS argued that this was the incorrect standard.

In their response brief, DSHS, introduces yet another new legal standard. DSHS argues that the issue presented was whether the excluded area was "integral to the integrity of the Chapel setting" – thus removing the "significant adverse impact" language entirely. There is no source for applying that legal standard on a motion for reconsideration anywhere in the rules. They have to prove that an error was made, they cannot revisit the issue entirely without presenting new information.

Even if that was the proper legal standard to apply, the evidence is clear that the area excluded is integral to the integrity and character of the Chapel setting. When considering a property for a Landmark it is important to consider the whole as a historical artifact. This was

established in the nomination presentation by Northwest Vernacular. The surrounding roadways and curvilinear pathways established in the Chapel Design in 1944 when the Chapel was envisioned and built by order of Base Commander Captain Boone.[1] Per Commissioner's comments in the January meeting removing the area in dispute will change the experience of those visiting the Chapel via the curvilinear walkway that snakes up the eastern side of the bluff.

DSHS et al, spend a lot of time talking about trees, considering that they also claimed during the hearings of the Motion for Reconsideration that the trees were not important to the Landmarking of the Chapel and Forest. But the trees are vitally important because the Shoreline Landmarks Commission had just landmarked the Forest around the Chapel in January, because it was clearly identified historically by repeated statements from Captain Boone that the trees themselves were integral to the Chapel and to the Healthcare and Spiritual comfort of his patients, their families and the staff.

DSHS argues that: "The typography of the site drops off east of the Chapel and the existing parking lot and immediate vicinity cannot be seen from the Chapel." Resp. Br. at 9. This concept has been repeated numerous times by DSHS and their attorney in various arguments and unfortunately, the Commission began repeating and believing it. They apparently care a great deal about protecting the Chapel, but they seem to forget that they had also landmarked the surrounding Forest.

To illustrate the absurdity of this theory, we can point to many historic treasures. Space constraints allow for one.

Consider the beautiful Dunn Gardens in North Seattle, which is on the National Register of Historic Places list. Say one is visiting the main building for an event, but on the other side of the

[1] Also, to reiterate a point we made in our Opening Brief, the dimensions of the area in question is actually 90' x 260' not 60 x 240 as stated in this question. That is an error.

massive garden with huge trees, a rude neighbor is busy with a chain saw cutting some historic trees. Would you say that doesn't matter because you can't see that part of the garden from the main pavilion? We think not.

In that same vain, the historic forest that the Shoreline Landmarks Commission first saw fit to Landmark, because it was shown that the Landmark is not just the building, it includes the beautiful forest that Captain Joel T Boone highlighted repeatedly as his inspiration for building the chapel is **integral to the Landmark**. He very clearly set aside the area withing the roadways as a "sanctuary" for spiritual and physical renewal and healing. They are a part of the whole!

C. Did the Shoreline Landmark Commission err because it failed to give due consideration to the findings set forth in the February 2, 2021, Findings of Fact and Decision of the Shoreline Landmark Commission?

DSHS claims that the Commission acted appropriately when it voted to reverse itself and exclude the area north of the historic parking lot. Interestingly, instead of referring to the February 2, 2021 Findings of Fact and Decision, they refer to the March 25, 2021 meeting minutes and its April 26, Findings of Fact.

The section that was ignored in the Feb 2, 2021 Findings of Fact is No. 13, which says: "The landmark boundary encompasses the Chapel building; *directly associated walkways; the curvilinear driveway servicing the building; the hillside descending to and including the associated lower parking area; the immediate landscape and the forest setting that are integral to the siting and experience of the building.* **Exhibit 55 Findings of Fact and Decision of Commission.**

Also, under Features of Significance, it states: "exterior site features *including the circulation paths to the south and east of the Chapel, the associated south parking areas, forested setting and all of the land area within the designated boundaries*. Ex. 86(I) (emphasis added).

The Findings of Fact do not exist in a vacuum. It is a summary of an extensive process that took place in the November and February meetings. After noting both DSHS objections and the public testimony in favor of the Landmark as proposed (3 acres), the Commission examined the evidence and designated 2.7 of the 3acre area which included the Naval Hospital Chapel and surrounding forest, as a Shoreline Landmark. The Commission applied the standard for designation that is set forth in KCC 20.62.040, specifically concluding that the 2.7 acre parcel met Criteria A1 and A3. The Commission concluded that the Chapel is integrated with its forest setting, which was cultivated as an important element of its design. The land itself, with the added plantings done by patients and staff of the Naval Hospital and TB Sanitorium is itself a historic artifact.

On reconsideration, the Commission in the March hearing erroneously set aside those findings in order to cede control to DSHS of a portion of the Landmark. A portion that is key to the long-term viability of the rest of the landmark as stated elsewhere in this reply.

D. Did the Shoreline Landmark Commission err when it did not accept testimony and arguments on protecting the existing landmark from environmental harm.

DSHS claims that "comments and arguments related to habitat and protection of tree species within the revision area were irrelevant to the Council's [Commission's] determination regarding the boundary of the historic landmark." But then they go on to say that "the relevant question was whether the Commission's prior action was erroneous and whether DSHS's proposed boundary change would negatively impact the Chapel site or experience." Resp. Br. at **PAGE NUMBER**.

What DSHS fails to comprehend is that the health of the habitat is integral to the health of the Chapel site and experience. Per Botanist Richard Ellison removal of the area in question will undermine the integrity of the remaining trees upslope. Over time as additional trees are damaged

and then removed the stability of the slope itself will be impacted. [See comments in section H ref Exhibit 86 J Zoom Meeting recording This will, in turn, undermine the integrity of the landmark.

Furthermore, the Commission's prior action in November and February was legitimate based on the criteria for Landmark application, and their careful deliberations. As for the question of whether the boundary change undertaken in March would negatively impact the Chapel site or experience the answer is absolutely it will. See Section H in this reply brief by Reference Exhibit 86 Zoom Meeting recording.

E. Did the Shoreline Landmark Commission err to the extent it considered evidence of DSHS's intent to use and develop the Fircrest property in the future?

DSHS filed its Motion for Reconsideration after suggesting in the November and January Hearings that they "might" at some time in the future want to build an extended Parking Lot next to and East of the existing lot and therefore requested the Forested Lot be gifted back to them. DSHS stated this but then also stated that they really didn't have any actual plans or weren't sure what to do. And yet the fact that neither the Land Use Assessment and Fircrest Master Plan Phase III ever mentions the disputed Landmark Forest property in question for a parking lot or any other use is relevant to the final decision and shows that the decision was flawed on many levels. The Commission should have considered those two documents and the need to protect the nominated property as planning moves forward for future developments. They were both mentioned in the record and we reiterate them by reference here. Exhibit 86 Zoom Meeting Recording Senator Chase testimony 2:06:42 – 2:10:07 AND Exhibit 105 C Staff Power Point for final landmark designation boundary map.

F. Did the Shoreline Landmark Commission err to the extent its decision to revise the boundary was a response to a threat of litigation by DSHS?

DSHS alleges that they did not "threaten" or intimidate the Commission and Landmark supporters, however the record clearly shows this happened repeatedly both in the original petition of a Motion for Reconsideration, but also during the Hearing.

The last paragraph of the Motion for Reconsideration Petition of February 21, 2021 from DSHS Director of Capitol Programs Bob Hubenthal states this threat very clearly and couches it "in the spirit of compromise:"

> In the spirit of compromise, should the Commission reconsider its landmark designation to include the area south of the existing parking lot and to exclude the area to the north of the existing parking lot up to where it intersects with the road, DSHS will waive further objections and/or appeal of the Commission's landmark designation of the Naval Hospital Chapel. Such designations that DSHS considers objectionable include, but are not limited to, the interior features and the historic preservation of the existing/contributing parking lot. DSHS believes that this slight adjustment—consistent with the Commission's stated intent, as reflected throughout the deliberation process in totality—would be a just result that preserves both the interest of the community in this historic landmark and DSHS's development interests in serving the needs of residents and staff at the Fircrest School campus.

And the same threat was made by Attorney Kenneth Hong at the March Motion for Reconsideration Hearing, Exhibit 86 J Zoom Meeting Record, Mr Hong stated that he "respectfully DSHS understands and from the beginning has applauded the seeking out of this Chapel for Landmark consideration but if this Commission as it intended to do so sought to seek a compromise with DSHS it should revise its decision, respectfully revise its decision so as to meet the circumstances and intent of that compromise, so it can provide the force necessary to preserve the Chapel while preserving also DSHS's need to satisfy its stewardship of this property for its clients,.."

Mr Hong continues:

> DSHS has indicated to me, because I am just an attorney, it's not my decision at the agency, that should the Commission be willing to revise its boundary consistent with its earlier intention and stated words and just make that slight correction, DSHS will

> waive its right to further appeal its designation as a whole which include the inclusion of that original parking lit, which there was a lot of discussion about that interior features as well, but ot the extend that it doesn't correct this it reserves its right to seek further appeal of the designation in its totality and will revisit that and accordingly.

This was clearly another obvious threat to either undermine the historic Chapel Interior or the entire Landmark. Mr Hubenthal had also stated previously at the November Landmark hearing (as we highlighted several times in our filings) that he didn't think the use of the Chapel Interior might suit the DSHS future needs and might be better suited as a "community center" or some other use. He emphasized that he found regulations too constraining as well.

G. Did the Shoreline Landmark Commission err to the extent it considered evidence of DSHS's intent to use and develop the Fircrest property in the future?

First, it is important to note as stated by multiple Commissioners throughout the November, January and March hearings that the Commission was required to make its decision based on the value of the Landmark itself. Considering whether the landowner or building owner might want to do something else with the property in the future is in their words" "Outside our purview." **SOURCE?** That if DSHS wanted to do something new in the future they could apply for a COA just like any non-governmental entity. Exhibit 32 H Zoom recording, Exhibit 50 J Zoom meeting and Exhibit 86 J Zoom Meeting recording.

Additionally, Commissioners were misled by DSHS various and confusing declarations of intent on future uses of Fircrest property. At times they claimed they wanted this forested property, which is nearly the size of two Olympic Swimming pools, for a Parking Lot, but other times they stated they didn't know why or what use they would have for it.

And the fact that neither the Land Use Assessment and Fircrest Master Plan Phase III ever mentions the disputed Landmark Forest property in question for a parking lot or any other use is

directly pertinent to the question here and shows that the decision was flawed on many levels. The Commission should have prioritized the need to protect the nominated property as planning moves forward for future developments. Instead, the commission opted to compromise away a section of historic Landmarked Forest. Both documents were mentioned in the record and we reiterate them by reference. Exhibit 86 Zoom Meeting Recording Senator Chase testimony and Exhibit 105 C Staff Power Point for final landmark designation boundary map

H. Was the Appeal Action the result of an unfair and improper public process due to a lack of reasonable public notice and unfair timeline causing substantial harm to Appellant?

DSHS claimed that the Commission published regular notice of the March 25, 2021 hearing, "which included reference to reconsideration of the Shoreline Navel Chapel Landmark designation." However, they are referring to the April 22nd hearing agenda, not a notice of the March 25th hearing, the one where DSHS presented their case.

DSHS then concedes our point: "DSHS presumes that the Commission's public notice was timely, but is unable to locate direct evidence in the record as to the exact date when the notice was published. DSHS does not refute SPS's allegation regarding the timing of notice to SPS regarding the March 25th hearing." Resp. Br. at **PAGE 16 & 17.**

The exact date of public notice was Friday March 19th 1:42 PM. Exhibit 66 (Email Way-Steen). Per the email communication, the deadline for response with documentation to refute DSHS request for reconsideration was Wednesday March 24th by end of day. That gave SPS only five and a half days to review the information provided, reach out to supporters, engage their expert consultants, and try to develop a meaningful and effective response. DSHS then asserts that it doesn't matter anyway because in their view the short notice "did not appear to cause substantial harm to the appellant."

Had SPS had sufficient preparation time for the hearing, we believe that the Commission would have ruled differently. Lack of time did substantial harm not only to SPS, but also to the Landmark itself. If SPS had been provided adequate time, SPS would have provided:

Botanist Richard Ellison who has extensive knowledge of Urban Forestry explained that removing the existing "buffer" area would expose and weaken the other existing hundreds of trees upslope causing them to be impacted by what is called "Edge Effects."

Our Exhibit A is a compilation of pictures and illustrations that pertain both by reference from testimony and from other exhibits. Exhibit 86 Zoom Meeting Recording Senator Chase testimony and Exhibit 105 C Staff Power Point for final landmark designation boundary map

The first illustration is one Richard Ellison shared with us from a textbook he used while teaching as an adjunct professor at Shoreline Community College called "Urban Forestry Landscapes." It shows what happens to the edge of a forest if not properly managed.

Also contained in Exhibit A is a series of photos of the Chapel Landmark area. The Shoreline City Council can see for themselves that this "Edge Effect is precisely what has been happening to the buffer area in question.

To recap "Edge Effect." This is a term the Commissioners could have asked Richard Ellison to define. It is a question SPS did ask, and Richard referred us to one of his textbooks of choice with this quote:

"The biggest challenge in remnant landscapes is to mitigate biological edged, particularly that associated with wind. In "wall" edges, one of two outcomes is likely with no mitigation. The wall blows down at its edge, and the blowdown progresses over time toward the interior of the stand, or edge trees are thinned by the wind and branches on residual trees are "pruned" off by breakage."

Quote from Urban Forest Landscapes Chapter Eleven "Remnant Landscapes" page 134 paragraph three.

One of the things to note from the Commissioners who did a site visit is that they noticed that several of the trees that had been cut by DNR had their tops broken off. From that one would surmise that the trees were damaged by windstorms and then died and needed to be cut down to prevent them falling on persons or buildings. A typical example of "Edge Effect."

Had we been given more time we would have presented the above and a solution to "Edge Effect."

We refer you back to Exhibit A to view an illustration of how to manage the edge of a forest stand to reduce wind damage to the rest of the stand.

Whereas the Commission cannot be directed to require SPS or DSHS or DNR to draft a recovery plan, if the area in question is restored to the Landmark there is then ample opportunity to start a discussion between SPS, DNR and DSHS to that end.

DNR manages a large amount of real estate. Giving the kind of attention to this stand is more than they have time for by evidence of its current condition. However well intended they are.

With the help of volunteers (who sign hold harmless agreements) the invasive plants can be removed. Under the guidance of DNR and other experts volunteers can then plant and prune as needed to create a stepped up wall as illustrated above.

What else would we have presented? Evidence that DSHS does not need more parking in the area in question.

A copy of the 2021 Fircrest Land Use Assessment Index No. 94 shows 3 options for citing the new Nursing Facility that SPS is happy to support. The illustrations from the Fircrest Land Use Assessment show that wrap around parking is already planned for the nursing facility. And contrary to Bob Hubenthal's claim that the facility is likely to be cited Northeast of the Chapel thereby

removing some existing parking, SPS has been informed by someone inside the DSHS administration that the preferred location is West of the Chapel just outside the Landmark. The Land Use Assessment also declares this to be the favored location.

While members of the public and SPS would grieve for the loss of the trees West of the Chapel, locating there would allow residents of Fircrest to more easily visit the Chapel, and for that we are glad.

We refer you back to Exhibit Figure 21 for an illustration of the most likely location of the new Nursing Facility to be located in four two story buildings West of the Chapel.

Another differentiation between the area west of the Chapel from the east: West of the Chapel the land is flat. The land east of the Chapel is a bluff whose integrity depends upon the trees remaining there undisturbed by "Edge Effect" that will happen if the buffer is removed.

A further note, in figure 22 in Exhibit And you can see that part of the plan for the new Nursing Facility is the addition of 144 more parking spaces.

We would have then questioned DSHS,...with 144 NEW parking places for the new Nursing Facility, and no loss of the existing parking east of the Chapel, and with the increased distance between the new Nursing Facility and existing Parking, one would conclude that additional parking won't be needed in the area in question. In the event that new parking is needed, it can be located where the Y buildings are now that are slated for demolition.

I. Was DSHS required to notify the Washington State Department of Archaeology and Historic Preservation or tribal groups of its motion for reconsideration?

Upon review of EXECUTIVE ORDER 21-02 ARCHAEOLOGICAL AND CULTURAL RESOURCES, it appears clear to us that "consultation" with DAHP and tribal groups is required for such actions as a "Motion for Reconsideration" on a Landmarked property by DSHS which would

significantly alter the future preservation of historic lands and leave them open to destruction. Please see Exhibit 94 EO 21-02 Governor

J. Forestry Restoration Plan relief

DSHS complains improperly about the relief requested for a Forestry Restoration plan if the Council rules for the SPS petition. Shoreline Preservation Society's request for relief in the form of a restoration plan and actual implementation is completely appropriate, given the condition of the area in question. DSHS as manager of this forest has clearly abused this area with intent to neglect and then advocate for a future parking lot in its Motion for Reconsideration. Evidence of "Edge Effect" can be seen given the large number of trees that DNR said had to be removed. Invasive weeds have been allowed to begin taking over. This is similar to what developers or landowners often do when they are waiting for permission to develop. Intentional "blighting" of a site is a common practice, but it is shameful behavior for DSHS and DNR, when they are charged with the care of this land. Is this what the community and Council can expect going forward with Land Use proposals being considered over the next decades at Fircrest? We certainly hope not. However, our request for a simple Forest Restoration plan is the least that can be expected. If necessary, we refer DSHS and DNR to the recent passage of the WA Community Urban Forestry Bill HB 1216 this last Spring. There is plenty of funding available there from the State. Also, community volunteers could be deployed with help from nonprofits such as Mountains to Sound Greenway or Carter Suburu.

The Landmarks Commission showed photos of the recently cut trees on this site at their March Hearing. SPS is clearly justified to request a restoration of this historic community forest as relief. We request those photos be made available to Council to show the degradation that has been allowed by DSHS at the site in question.

CONCLUSION

In conclusion, we ask that the Council reverse the decision of the Shoreline Landmarks Commission, reject the Motion for Reconsideration outcome, and restore the original Landmark designation of January 28, 2021, to protect the Shoreline Naval Hospital Chapel and its historic surrounding native forest setting for posterity and the benefit of future generations in Shoreline. This would ensure that the sacrifices made to heal service members and the efforts of Naval staff to create a place of healing and respite will be remembered and honored for all time.

Filed on behalf of SHORELINE PRESERVATION SOCIETY this 12th day of July, 2021.

By: 

Janet Way
Shoreline Preservation Society
940 NE 147th Street
Shoreline, WA 98155
Janetway@yahoo.com

Exhibit List Appellant reply 7.12.21

Exhibit A references multiple items on the master Exhibit list

Exhibit B references Exhibit 32 H Zoom Meeting Minutes AND Exhibit 50 J Zoom Meeting Recording

Exhibit A Information Commission was denied due to lack of notification to SPS

Before the City Council for the City of Shoreline

In the Matter of the Appeal of:

Shoreline Preservation Society

Of a decision by the Shoreline Landmarks Commission pertaining to the designation of the Naval Hospital Chapel at Fircrest as a Shoreline Landmark.

Prehearing Rebuttal respondent Applicant Shoreline Preservation Society et al.

SPS asserts that had sufficient preparation time been granted the Commission would have ruled differently. Lack of time did substantial harm not to the organization of SPS, but to the Landmark itself.

If SPS had been provided adequate time here is what SPS would have provided:

Botanist Richard Ellison who has extensive knowledge of Urban Forestry explained that removing the existing “buffer” area would expose and weaken the other existing hundreds of trees upslope causing them to be impacted by what is called “Edge Effects.” If not addressed this will undermine the integrity and long term success of the Landmark.

Below is an illustration Richard shared with us from a textbook he used while teaching as an adjunct professor at Shoreline Community College called “Urban Forestry Landscapes.”

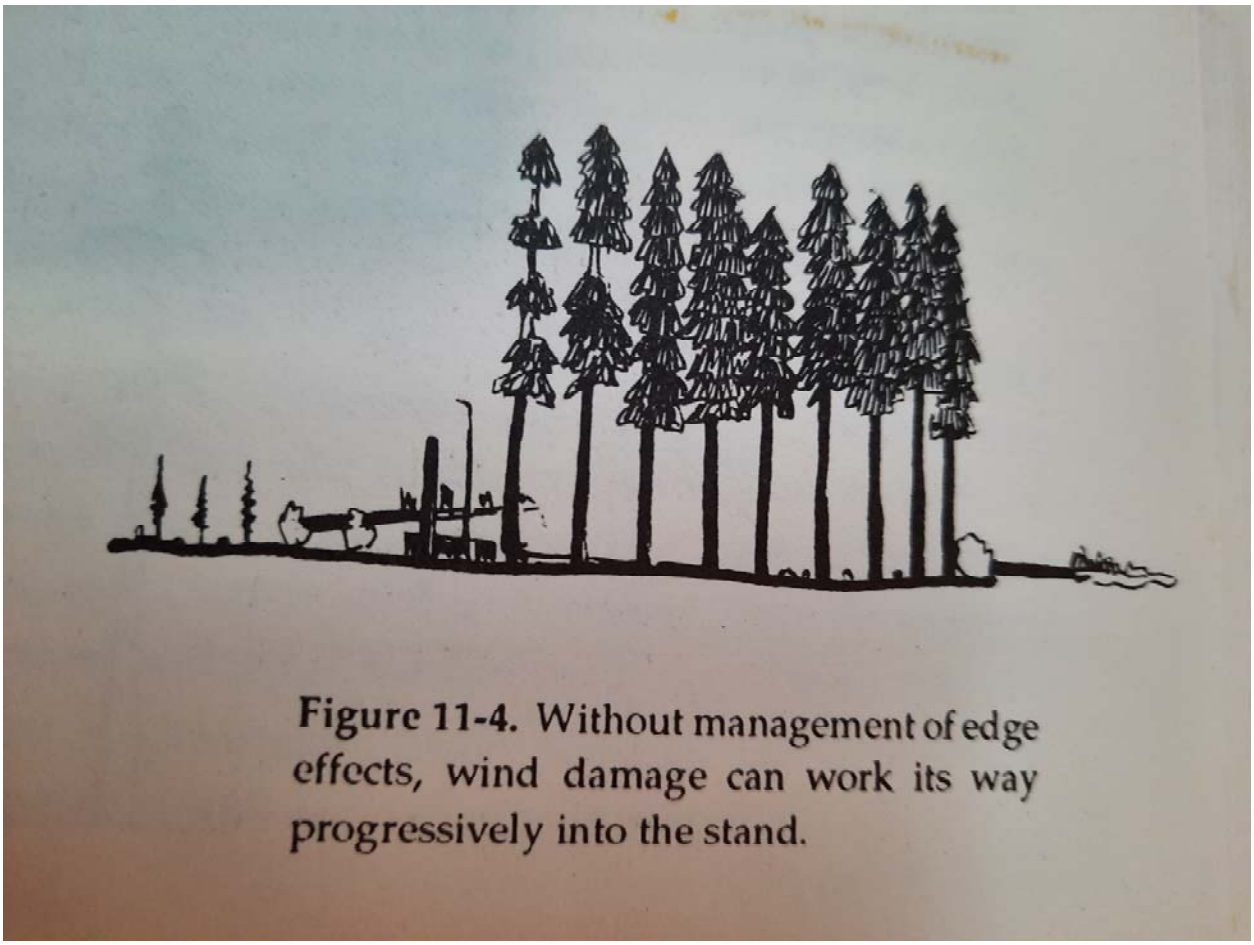
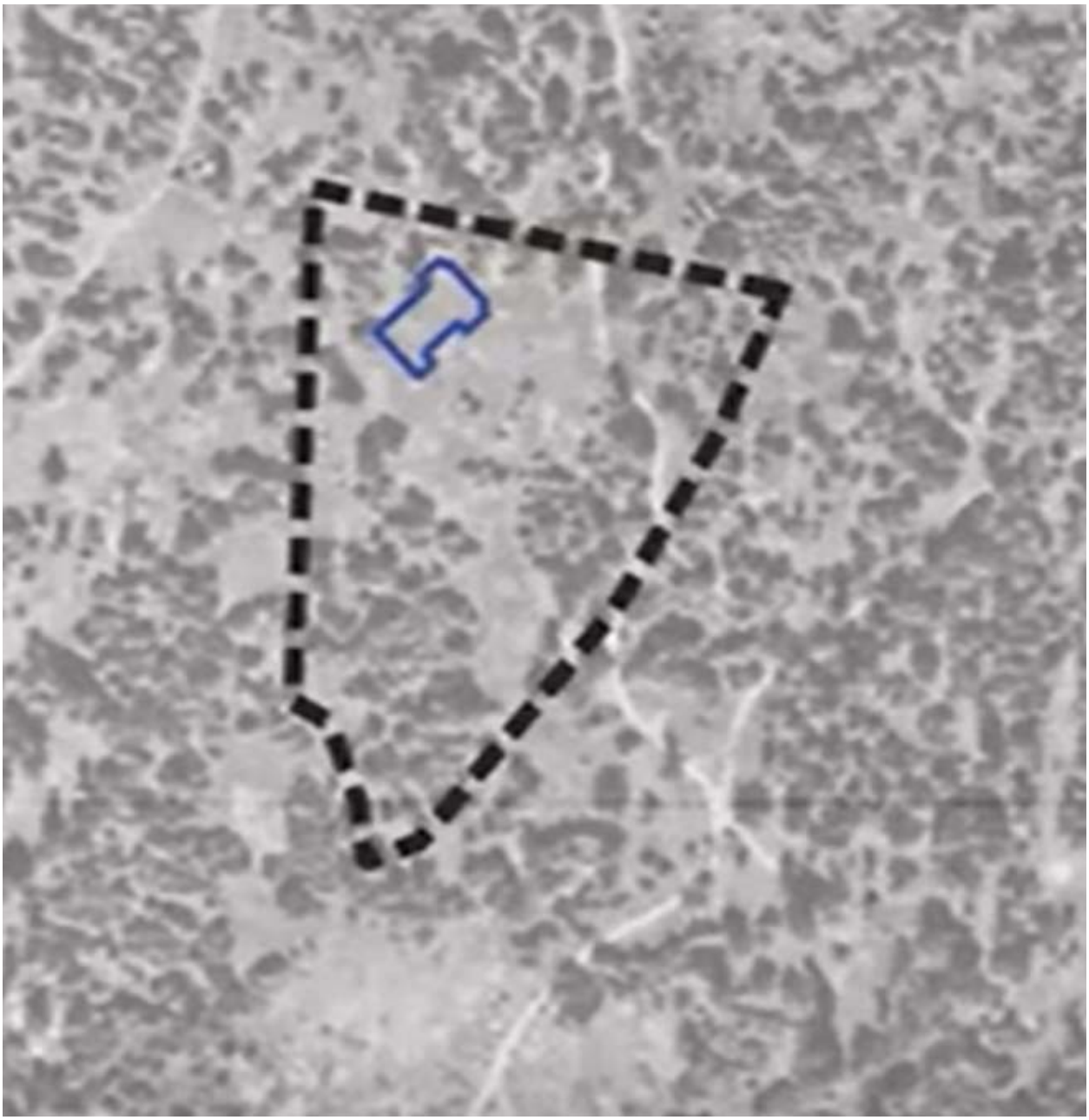
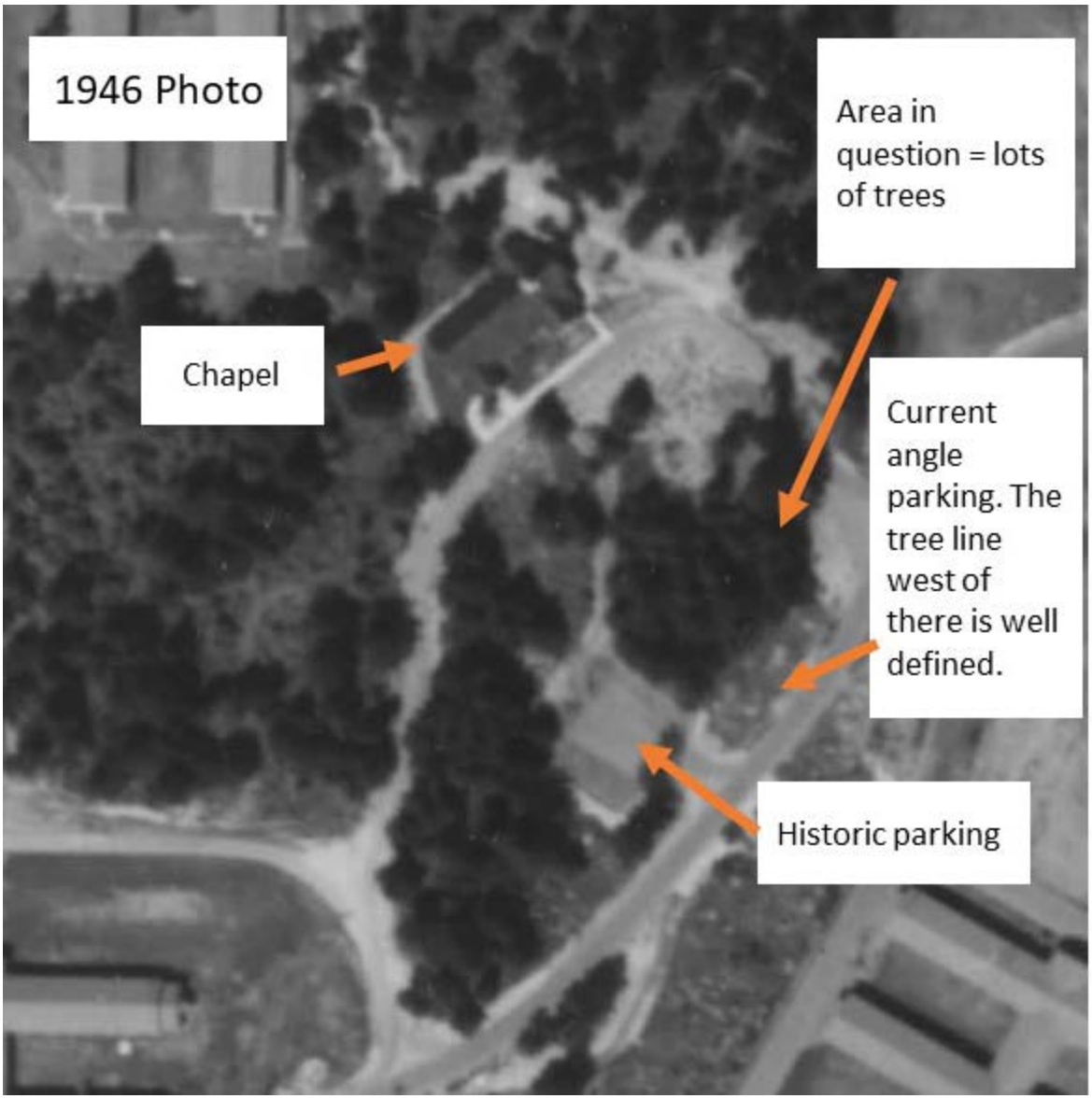


Figure 11-4. Without management of edge effects, wind damage can work its way progressively into the stand.

By showing a series of photos of the Chapel area the City Council can see for themselves that this “Edge Effect is precisely what has been happening to the buffer area in question.



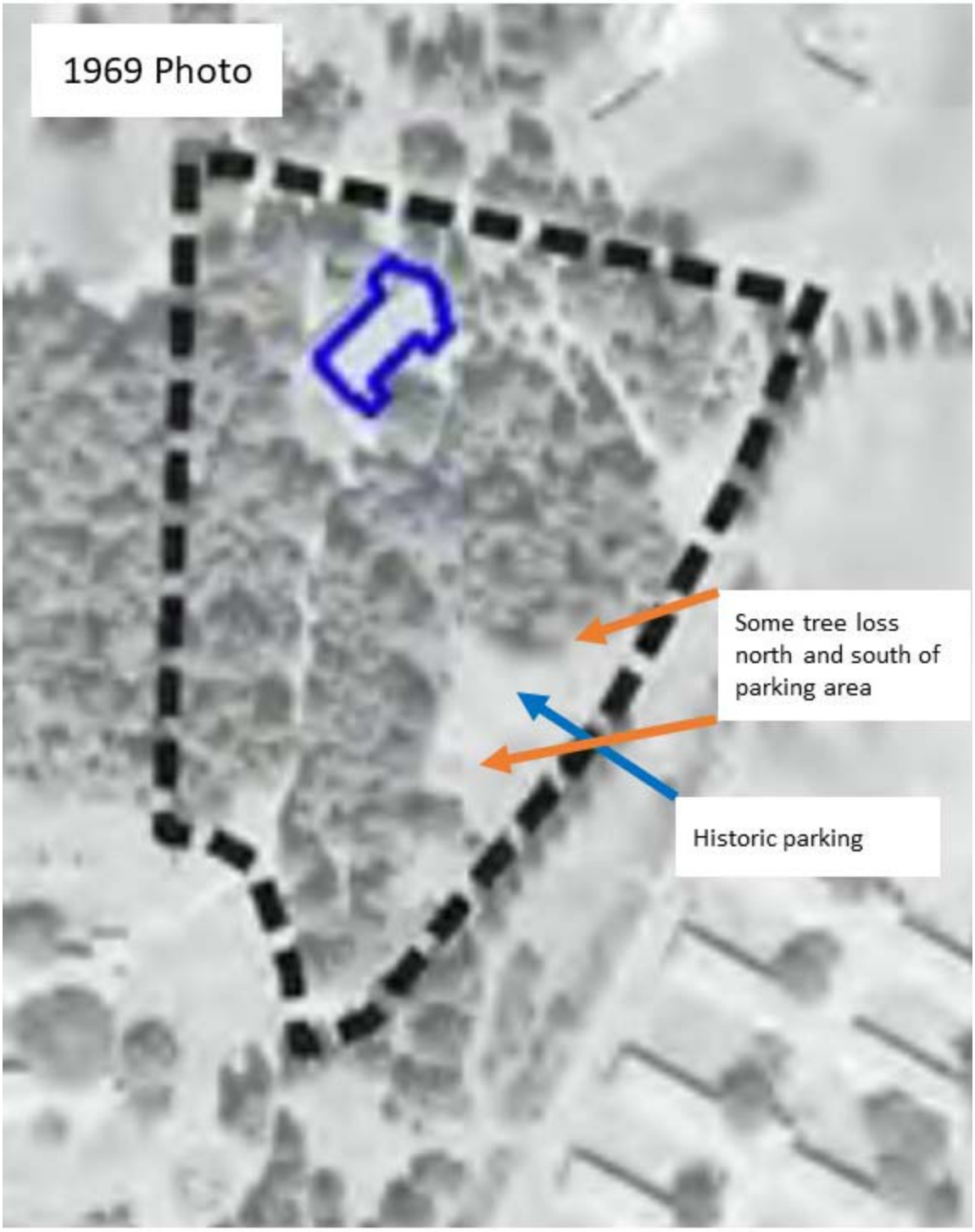
Here is a photo that is in the original Landmark application Index No. 1 Landmark Registration Form. The figure has been expanded to make it easy to see that the area in question on the east side was heavily treed prior to construction of the Chapel. The blue outline marks where the future chapel would be built.



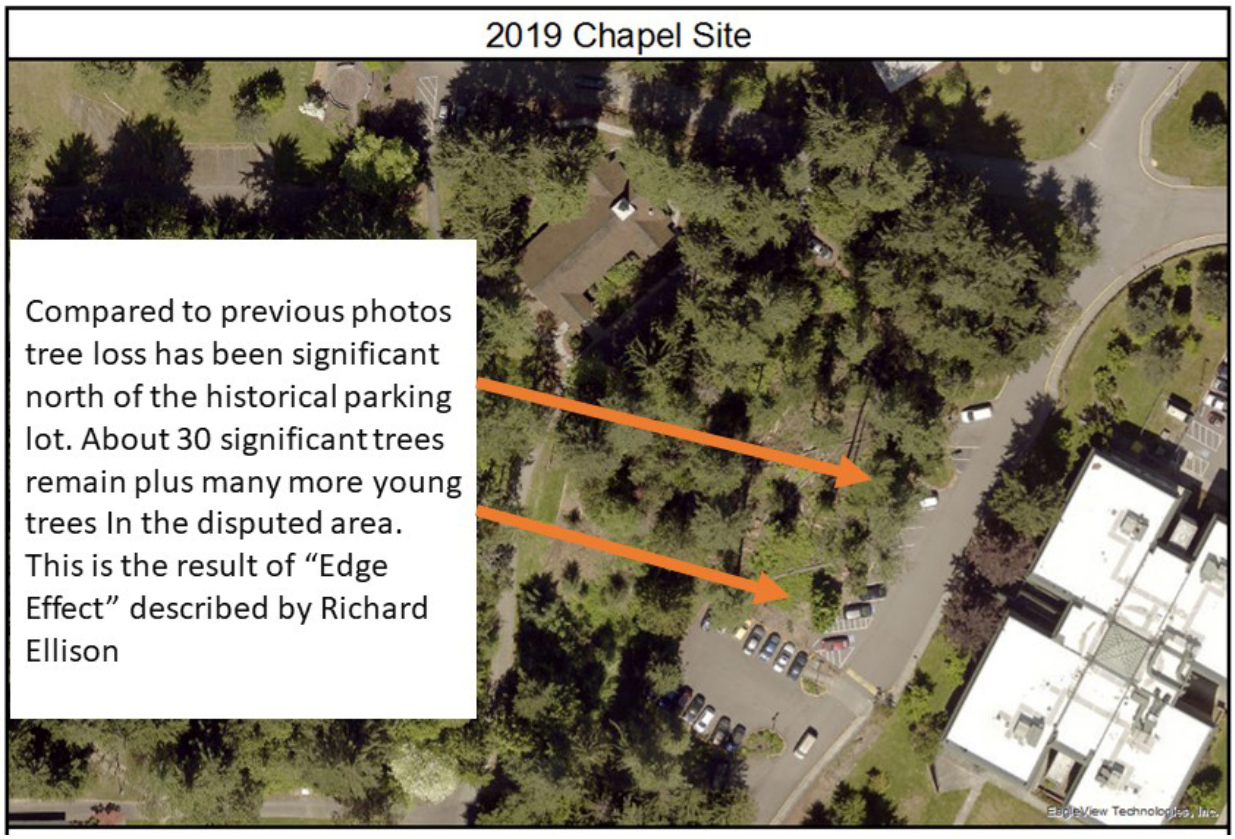
Next is a photo from 1946 after the Chapel was built but prior to when some of the new plantings would achieve any notable size around the Chapel. Here again there are a large number of trees contained in the area in question.



In this photo from 1954 you can see a row of trees that had been planted where the angle parking is now. Exhibit 4 Staff Report and Application.



In this photo from 1969 you can start to see some degradation of the area in question. Exhibit 4 Staff report and Application.



In this next 2019 photo you can see quite a bit of degradation has happened with significant tree loss in the buffer area. Index No. 86 C aerial image. 3-24-21

To recap "Edge Effect." This is a term the Commissioners could have asked Richard Ellison to define. It is a question SPS did ask, and Richard referred us to one of his textbooks of choice with this quote:

"The biggest challenge in remnant landscapes is to mitigate biological edged, particularly that associated with wind. In "wall" edges, one of two outcomes is likely with no mitigation. The wall blows down at its edge, and the blowdown progresses over time toward the interior of the stand, or edge trees are thinned by the wind and branches on residual trees are "pruned" off by breakage."

Quote from Urban Forest Landscapes Chapter Eleven "Remnant Landscapes" page 134 paragraph three.

One of the things to note from the Commissioners who did a site visit is that they noticed that several of the trees that had been cut by DNR had their tops broken off. From that one would surmise that the trees were damaged by windstorms and then died and needed to be cut down to prevent them falling on persons or buildings. A typical example of "Edge Effect."

To be clear, this is not an "environmental issue" this is an issue that strikes at the heart of the long-term viability of the Landmark itself. What will happen to the Chapel if the bluff erodes away beneath it?

Had we been given more time we would have presented the above and a solution to "Edge Effect."

Below is an illustration of how to manage the edge of a forest stand to reduce wind damage to the rest of the stand.

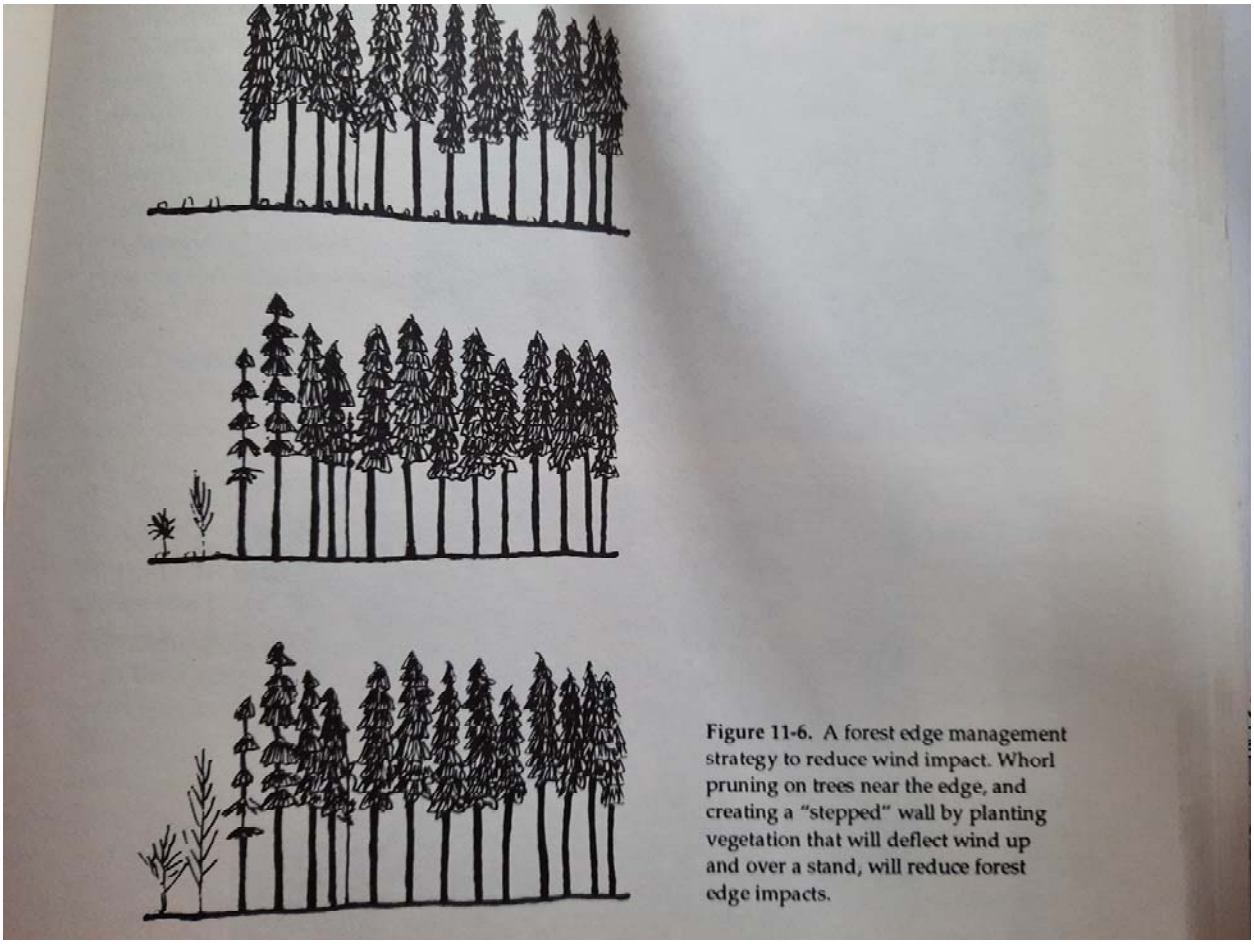


Figure 11-6. A forest edge management strategy to reduce wind impact. Whorl pruning on trees near the edge, and creating a "stepped" wall by planting vegetation that will deflect wind up and over a stand, will reduce forest edge impacts.

Whereas the Commission cannot be directed to require SPS or DSHS or DNR to draft a recovery plan, if the area in question is restored to the Landmark there is then ample opportunity to start a discussion between SPS, DNR and DSHS to that end.

DNR manages a large amount of real estate. Giving the kind of attention to this stand is more than they have time for by evidence of its current condition. However well intended they are.

With the help of volunteers (who sign hold harmless agreements) the invasive plants can be removed. Under the guidance of DNR and other experts, volunteers can then plant and prune as needed to create a stepped up wall as illustrated above. **In so doing the long-term integrity and success of the Landmark will be ensured.**

What else would we have presented? Evidence that DSHS does not need more parking in the area in question.

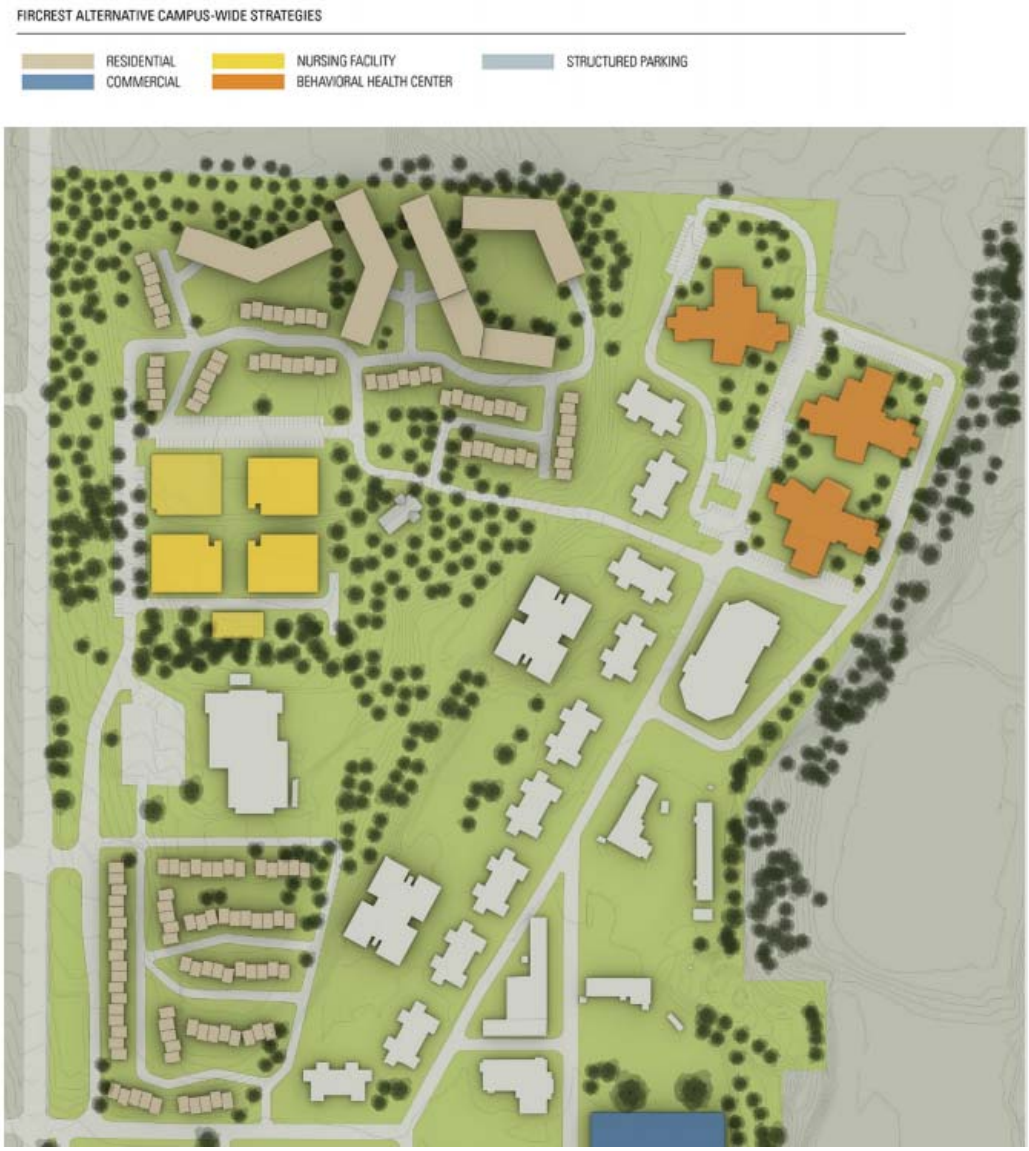
A copy of the 2021 Fircrest Land Use Assessment Index No. 94 shows 3 options for citing the new Nursing Facility that SPS is happy to support. The illustrations from the Fircrest Land Use Assessment show that wrap around parking is already planned for the nursing facility. And contrary to Bob Hubenthal's claim that the facility is likely to be cited Northeast of the Chapel thereby removing

some existing parking, SPS has been informed by someone inside the DSHS administration that the preferred location is West of the Chapel just outside the Landmark. The Land Use Assessment also declares this to be the favored location.

While members of the public and SPS would grieve for the loss of the trees West of the Chapel, locating there would allow residents of Fircrest to more easily visit the Chapel, and for that we are glad.

Below is an illustration of the most likely location of the new Nursing Facility to be located in four two story buildings West of the Chapel.

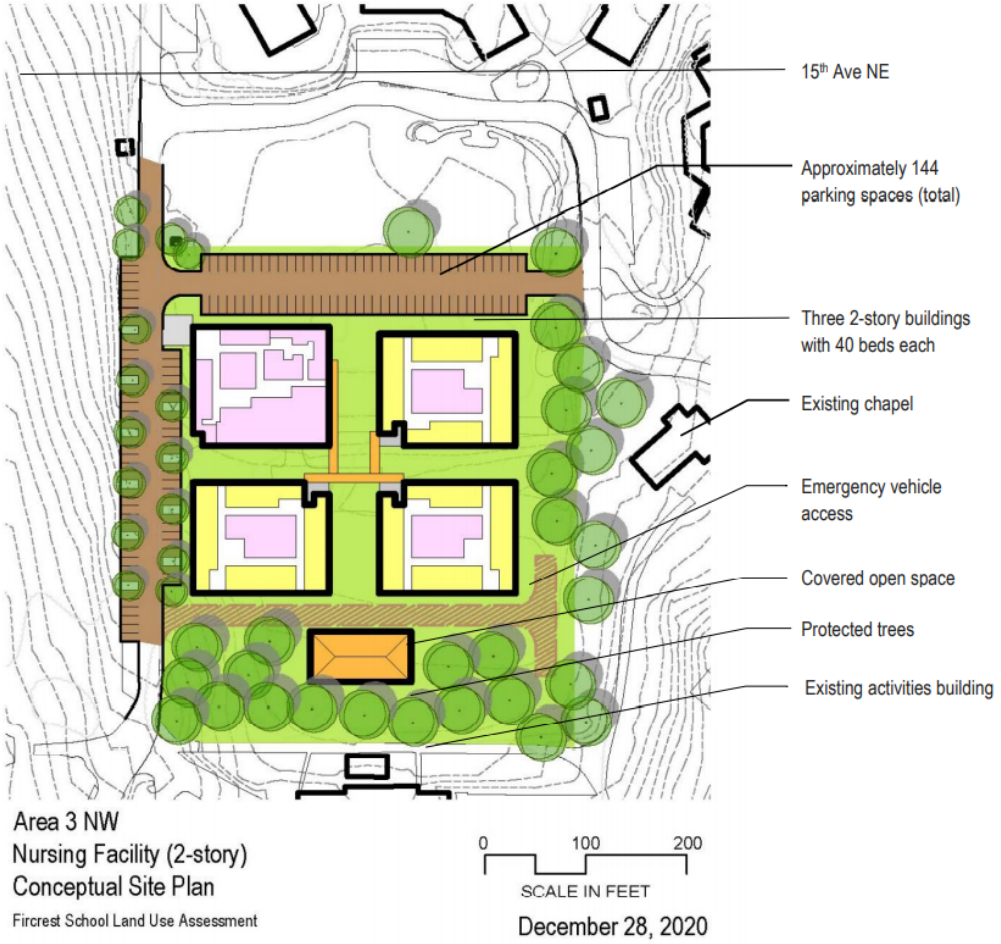
Figure 21 Alternative #1 site planning concept



Another differentiation between the area west of the Chapel from the east: West of the Chapel the land is flat. The land east of the Chapel is a bluff whose integrity depends upon the trees remaining there undisturbed by the potential increase of “Edge Effect” that will happen if the buffer is removed.

A further note, in the illustration below you can see that part of the plan for the new Nursing Facility is the addition of 144 more parking spaces.

Figure 22 Diagrammatic site plan for a 2-story nursing facility on the Madrona site (Area 3)



We would have then questioned DSHS,…with 144 NEW parking places for the new Nursing Facility, and no loss of the existing parking east of the Chapel, and with the increased distance between the new Nursing Facility and existing Parking, one would conclude that additional parking won’t be needed in the area in question. In the event that new parking is needed, it can be located where the Y buildings are now that are slated for demolition.

So DSHS does not need the parking. The Landmark does, however, need the land; in order to be complete both as a historic artifact and to ensure the long-term integrity and success of the Landmark.

Exhibit B Commissioner Testimony November and January

Chair Handy commented "I don't know how others on the commission feel about that, (Western boundary) but I just know we've had a lot of discussions and a lot of heartburn with trying to figure out where the boundaries are after the fact on nominations." Ex. 32 H Zoom Meeting recording 2:01:55 – 2:02:56.

Commissioner Lemay also pointed out "And for the boundaries, my feeling is that I would prefer to keep the boundaries – well, the east, north and south one, anyway, the ones that are aligning with the streets around the building as-is. And I think because it just provides a boundary that has a clear, kind of, landmark, right?" Then she adds:

> The fact that in the future there would be a bigger parking lot or a house or, you know, whatever would be a development in that area would just need to come through the commission. It's not - - it's a step, but I think it's an important one just to make sure that whatever is going there - - because we're talking about maybe a future parking there, but if we remove that from that boundary, it could be more than a parking.
>
> We have no say about what this could be. And to me, the buffer that is the trees right now is more than just a visual buffer to the church. It's really - - it's a - - it's an all-sense-encompassing environment that is bigger than just, you know, a sliver of trees, right? Not a sliver. Maybe that's not the right word. But cutting it in half, kind of just based on where the current parking line is. So it's a little bit arbitrary, you know.

Ex. 32 H. Zoom Meeting Recording 2:4:43 – 2:8:10

What follows is an extensive discussion about the western boundary with various Commissioners agreeing with Commissioner Lemay that the eastern boundary should be the center line of the road. Commissioner Ossa said: "I also agree with Caroline's suggestion that we leave the property on the east because, like she said, I think we have to do a COA, but still, that doesn't mean the parking lot can't be expanded if needed." Ex 32 H Zoom Meeting Recording 2:11:11.

Commissioner Earley summed it up well: “I agree with other people who have said that the eastern boundary seems like it’s appropriate and it’s not an insurmountable task to come back to the commission and, you know, ask for more parking or whatever might need to be done. But I think Caroline (Commissioner Lemay) said it first, it’s important that, you know, we have some ability to say what is an appropriate use of that land which is clearly, you know, very important part of the property.” Ex 32 H Zoom Meeting Recording 2:18:13 – 2:18:44

The Commission tabled the nomination in order to consider specific interior features and the western boundary at the January hearing. Ex. 32 H. Zoom Meeting Recording 2:28:23

In the January meeting there was extensive conversation and a lot of questions from the Commissioners about both the western and eastern boundary. While there was agreement that the proposed eastern boundary made sense, and several Commissioners expressed concern about the loss of opportunity to review any development proposals if the area were excluded, there was a willingness on the part of some if not all of the Commissioners to provide DSHS some accommodation. At first there was conversation about ceding the property to the north of the historic parking lot to DSHS, “but the - - to the north of there could be opportunities for development there.” Exhibit 50 J Zoom Meeting Recording 2:02:30 – 2:03:25

After a sketch was drawn excluding the area south of the historic parking lot and including the area north of the historic parking lot the Commissioners did not state that the drawing was not accurate. They did change their minds about what to include while taking a straw poll. “I would agree with that with the reservation of the - -the contributing parking area and path leading up to that parking area. I - - still in my mind, I think that should be part of the designation of the - - yeah, designation.” Exhibit 50 J Zoom Meeting Recording 2:02:01 – 2:2:17

"I'm in Favor of – of – of this – (illustration) of this compromised boundary area that - - that keeps that contributing parking lot and then the circulation to the north within the boundary. And then – and then merely as – as a compromise to make sure that the public is heard, move the boundary to – to the south of the parking lot, southwest maybe, but move to the blue proposed line." Exhibit 50 J Zoom Meeting Recording 2:11:19 – 2:12:13

"I think there is a large enough vegetative buffer there. It's much larger than the buffer to the north. So I don't think it would be creating a smaller buffer if that area was redeveloped….And I would add that all of those - - those kind of trail entry points would be protected with a compromise that would include that parking area. So I –I—I change my mind. I would agree that that – that the parking are should be included." Exhibit 50 J Zoom Meeting Recording 2:12:13-2:13:26

"I agree with the proposed compromise boundary. I think that that - - I think that that accomplishes sort of keeping the historic circulation pathways to and from the – the parking lot intact while also allowing for future development needs." Exhibit 50 Zoom Meeting Recording Commissioner Early. 2:13:28 – 2:13:54

"Yeah,..I would like to echo the - - the support of the amended boundary to specifically include the contributing parking lot,….I'm in favor of, you know, keeping the contributing parking lot and the circulation paths as they are presented by the applicant's consultant on that site plan, you know, I'm in favor of making sure that those are contained within the boundaries of the landmark." Exhibit 50 J Zoom Meeting recording 2:13:56 – 2:15:46.

Commissioner Woo then asked for confirmation that the Commission was considering excluding the portion of the boundary to the south of the historic parking lot. Commissioner Early responded. "so if you draw out the diagonal line to the southwest from the parking lot that would be excluded from the boundary. And then the portion to the northeast would be included. Does that sound correct Candace?"

Commissioner Tucker's response "So the red line would be what we, as Landmarks Commission, would consider to be the amended boundary line to be then excluding the lower furthermost corner of what the applicant has – has asked for." Exhibit 50 J Zoom Meeting Recording.

Commissioner Moore was the only one who disagreed. Her position was to keep the boundaries as originally proposed with no compromise. Exhibit 50 J Zoom Meeting Recording 2:10:25 – 2:11:15

Just to recap, the Commission during their deliberations concluded that excluding the southern portion of the Landmark was more appropriate as it is further away from the Chapel and because excluding the northern portion would encroach upon the curvilinear walkway that starts at the base of the slope from the historical parking lot. It is clear from their comments they were well aware of what they were voting on. As we stated in our Opening Brief, the Commission stated unequivocally and for the record that they did not commit any error in its original decision.