

**CITY OF SHORELINE
STAFF REPORT TO PLANNING COMMISSION**

INITIAL FINDINGS, CONCLUSIONS AND RECOMMENDATION

PROJECT INFORMATION SUMMARY

Project Description: Master Development Plan Permit (“MDPP”) to guide the future development of CRISTA’S Campus over the next 20 years.

Project File Number: 201713

Project Address: 19303 Fremont Avenue North

Property Owner: CRISTA Ministries

Staff Recommendation: Approval with conditions

FINDINGS OF FACT

A. Current Development

1. The subject parcel is generally located at 19303 Fremont Avenue North.
2. The CRISTA Campus is approximately 57 acres and is developed with schools, assisted senior care residential units, independent senior living residential units, broadcasting, and administrative offices for the CRISTA organization. The site is zoned CRISTA Campus Zone (CCZ) and has a Comprehensive Plan Land Use designation of Campus.
3. The first buildings on-site were constructed in 1913 (see history section below).
4. CRISTA has been at this location since 1949.
5. The campus currently houses 525 senior units (assisted living/nursing/and senior housing), approximately 1,200 students (elementary, Jr. High, and high school), and 840 employees.
6. The site is surrounded by low-density single-family homes zoned Residential-6 units per acre (R-6).
7. There are 13 different access points to the CRISTA Campus, including Fremont Avenue North, North 195th Street, Dayton Avenue North, Greenwood Avenue North, 1st Avenue NW, and North 190th Street.
8. There are existing sidewalks on Dayton Avenue North and North 195th Street adjacent to CRISTA’S elementary school.

9. CRISTA originally submitted for the Master Plan on January 30, 2008 prior to the City's major update of the master planning process.
10. On December 8, 2008, the City Council adopted Ordinance No. 507, which changed the Comprehensive Plan Land Use designation on these sites from Single-family Institution to Campus and rezoned all institutional sites (CRISTA, Shoreline Community College, Fircrest, and the Public Health Lab).
11. CRISTA submitted additional information on March 6, 2009 based on the revised requirements of Ordinance 507.

B. Comprehensive Plan Land Use Designations.

12. The City Council changed the Comprehensive Plan Land Use Designation for this site on December 8, 2008 under Ordinance No. 507. The site is designated Campus in the Comprehensive Plan. All adjacent parcels have a Comprehensive Plan Land Use designation of Low Density Residential except the City of Seattle water towers which are designated Public Facility. See *Attachment 1 (Comprehensive Plan Map)*.

C. Current Zoning and Uses

13. CRISTA Campus is zoned CRISTA Campus Zone (CCZ). All adjacent parcels are zoned R-6 and developed with single-family homes except the City of Seattle water towers that are zoned Public Facility. See *Attachment 2 (Zoning Map)*.
14. Uses on the CRISTA Campus include childcare, K-12 schools with related activities, independent senior housing, senior assisted living, nursing care, broadcasting, administrative offices, and various accessory uses including special events such as charity walks/runs.

D. History of the CRISTA Campus

15. The Firlands Tuberculosis Sanatorium was opened in 1911 and patients were admitted into eight temporary buildings. In 1913, the administration building and hospital (now the High School) were constructed. The administration building and high school are the two biggest Tudor style buildings on the campus and generally the most notable for their unique architecture.
 - The power house was constructed in 1913 and was detailed to evoke a castle.
 - The green house was constructed in 1913 and no longer exists.

- In 1920, Sylvan Hall was constructed. This building does not have the brick work like the hospital and administration building.
- Also in 1920, a summerhouse was constructed. This building no longer exists.
- The fire house was constructed in 1921.
- Ward C (the Ambassador Apartments) was constructed in 1929. The building has been modified extensively throughout the years.
- The junior high school was constructed in the 1930's. This building continues to house students.
- The Firland Sanatorium moved to the Fircrest Campus in 1947.

16. King's Garden (later renamed CRISTA) moved to the site in 1949.

- The elementary school was built in 1955 as part of the Shoreline School District. CRISTA assumed ownership in the 1980's and continues to operate the elementary school.
- CRISTA broadcasting and radio tower - 1959.
- Cristwood senior housing complex was built in 1984.
- CRISTA radio tower rebuilt in the mid-1980's (current tower on-site).
- Cristwood senior activity building was built 1988.
- King's Garden Gym was constructed in 1996.
- Arbor deli and greenhouse were both constructed in 1997.
- Chestnut Court senior living was built in 1998.
- CRISTA added a new elementary school building in 2000.

E. CRISTA'S MDPP Proposal

17. The applicant has applied for an MDPP under SMC 20.30.353 to guide the future growth of the campus over the next 20 years. **The MDPP is attached as Attachment 3.** The building depictions on the MDPP do not represent the proposed footprint; the building footprint/building standards are set forth as text within the building depictions in the MDPP. Further, pages C1-C8 are not

considered as part of the MDPP; these are conceptual drainage and utility plans which will be required at the building permit stage. A summary of CRISTA'S MDPP proposal is set forth below.

18. The existing uses will continue. However, the buildings housing these uses would be remodeled, replaced, or demolished. In addition to new buildings, CRISTA has proposed a new athletic practice field in the southwest portion of the site.

19. The MDPP has been presented in three phases: 1-5 years, 5-10 years, and 10-20 years. See MDPP pages A5-5 through A10-15

20. Projects proposed in the first 5 years include:

- New practice field in the southwest portion of the site adjacent to 1st Avenue NW. In order to have a flat, usable space for sporting activities, a vacant home on CRISTA'S campus would be demolished and trees would be cleared. This area has historically been free of activity except for two vacant houses that were used by CRISTA as rental housing;
- New Cristwood Park North independent senior housing building replaces Cristwood activity center and revised the parking and circulation pattern around Cristwood;
- Relocate Cristwood hobby shop to the other side of Cristwood Drive;
- New senior building east of the stadium to replace the Crest senior apartments, Oaktree Court assisted living, E-wing for nursing center, and Ambassador Apartments (also included in years 10-15);
- New 3,500 square foot office on east side of King's Garden Drive;
- New senior housing on the east side of King's Garden Drive to replace the Royal apartments and garages, Intercristo buildings, the broadcast buildings and the women's ministries buildings;
- New King's jr. high will replace the old King's junior high school;
- New addition to existing King's Garden Gym;
- New math/science building will replace secondary portables 1 and 2;
- New greenhouse will replace the existing greenhouse;
- Science buildings 1, 2, and 3 will be demolished and replaced by a new parking area;
- Schirmer storage will be demolished without replacement.

21. Projects proposed in years 5-10 include:

- Performing arts building will replace the Castle children center, bus garage, and service station that would be demolished;
- Skilled nursing facility will replace the Castle infant center, grounds building, and a large portion of open space on the corner of N.190th Street and Fremont Avenue;

- New senior housing on the west side of King’s Garden Drive will replace senior community administration building, transmission buildings for radio tower (tower will not move), Sylvan Hall, Popular Court, Vernon Martin Deli, Vivian Martin Community Center;
- Early childhood center on the elementary school site;
- Schirmer Auditorium and King’s music building will be demolished for a plaza areas.

22. Projects proposed in years 10-20 include:

- Chestnut Court will be converted from assisted living to independent living and;
- Elementary School will be completely rebuilt and includes new play areas, open spaces, circulation, and landscaping areas.

23. **Proposed Development Standards.** SMC 20.30.353(D) sets forth development standards for MDPPs and provides that the standards may be modified to mitigate significant off-site impacts of implementing the master development plan in a manner equal or greater to the code standards. CRISTA has proposed the following development standards:

DEVELOPMENT STANDARD	Max allowed by SMC 20.30.353(D)	Proposed by Applicant in MDPP
Front, side, and rear yard setbacks from right-of-way	None specified; City Council can determine	10’
Front, side, and rear yard setbacks from R-6 Zones	20’ at 35’ height, 2:1 stepback ratio up to 65’	30’
Max. Building Coverage	None specified; City Council can determine	70%
Max. Hardscape	None specified; City Council can determine	85%
Height	65’	65’
Density (residential development)	48 dwellings per acre	24 dwellings per acre
Total Units (potential)	2,736	630

24. Sheets A3-P and A4-P proposed maximum development thresholds for new senior living buildings and new school buildings. If approved, these will become the development standards that building permit applications will comply with. For example, on sheet A3-P, CRISTA labels the Skilled Nursing Facility/Assisted Living Facility as 2-stories, 160 unit, 65,000 square foot footprint, and 130,000 square foot total building size. This would be the maximum building envelope authorized by the MDPP.

25. **Density:** CRISTA proposes to add more independent senior units and reduce assisted living units in the MDPP. Currently, CRISTA has 277 independent senior units and 248 assisted living units. In the MDPP, CRISTA proposes 475 independent senior housing units and 155 nursing and assisted living units. Overall, the total number of senior units would increase by 104 units over the 20 year MDPP.
26. **Traffic Analysis:** CRISTA incorporated a traffic mitigation plan in its MDPP.
27. **Stormwater and Impervious Areas:** CRISTA submitted conceptual stormwater plans to demonstrate compliance with the City's stormwater requirements. Currently, the site is 40% impervious area. The proposed master plan would increase the impervious area to approximately 49%.
28. **Retention of Significant Trees.** CRISTA has provided an inventory of all significant trees on the site. Sheets TR1 and TR2 of the MDPP proposal show approximately 1,337 significant trees spread among 57 acres. CRISTA proposes to retain 66% of the significant trees on-site.
29. **Sign Standards:** As part of its MDPP proposal, CRISTA proposes installation of on-site signage.

30. **SEPA Mitigations:**

The State Environmental Protection Act (SEPA) requires projects of this magnitude to analyze all potential environmental impacts generated by the proposal. The City reviewed the expanded SEPA checklist prepared by the applicant and determined that implementation of the MDPP will not result in significant environmental impacts if the conditions established in the MDNS are implemented.

Based on CRISTA'S MDPP proposal, the SEPA Responsible Official issued a Mitigated Determination of Nonsignificance (MDNS) for the MDPP proposal. Thus, the MDPP proposal must include the following SEPA mitigations:

- a. To further mitigate traffic impacts, CRISTA shall:
 - Limit the number of students (pre-school, elementary, junior and high school) to 1,610. City staff will verify enrollment with CRISTA after every 5 year phasing schedule. Staff may approve an increase of up to 10% in the enrollment cap, provided that the increase does not result in any new or expanded school facilities, and traffic impact analysis is provided to determine whether additional traffic mitigation measures are warranted by the increase.
 - Limit the amount of independent senior housing to 475 units. Total senior housing shall be limited to 630 units.

- Review its Transportation Management Plan (TMP) and modify as needed to encourage alternate modes of travel and reduce the project's impacts on the adjacent roadways and intersections.
 - Construct improvements to existing pedestrian facilities internal to the site to further promote non-vehicular travel to the site from the surrounding areas.
 - Develop a traffic control plan for special events including sporting, theatre, and performing arts, to be approved by the City of Shoreline. Utilize temporary traffic control as needed during these events to meet the conditions of the plan.
 - Install the following roadway modifications:
 - N 195th St – Widen the roadway to accommodate a Two-Way Left-Turn Lane (TWLTL) between Greenwood Ave N and Fremont Ave N. In order to properly transition to the TWLTL, an eastbound left-turn pocket will be required at Greenwood Ave N/N 195th St, and a westbound left turn pocket at Fremont Ave N/N 195th St. The TWLTL will consist of two 11ft wide lanes and an 11ft wide center turn lane. Projects that will trigger the required roadway modifications: King's Junior High, Early Childhood Center, Great Hall or Elementary School.
 - Fremont Ave N/N 195th St – left turn pockets will be required in all directions at this intersection. Projects that will trigger the required roadway modifications: Residential Living on King's Garden Drive North, King's Junior High, Early Childhood Center, Great Hall, Elementary School, or Residential Living on King's Garden Drive South.
 - Fremont Ave N/N 190th St – N 190th St shall be widened to accommodate three lanes: an eastbound left turn & thru lane, an eastbound right turn lane, and a westbound lane. Projects that will trigger the required roadway modifications: New Practice Field, Cristwood Park North, or Skilled Nursing Facility.
 - Upon issuance of the first building permit under the Master Development Plan, CRISTA shall contribute to the City \$20,000 to fund the implementation of other traffic calming measures not listed above as approved by City staff to be used in the Hillwood neighborhood. These funds will be used by the City of Shoreline to build traffic control devices to help manage any unanticipated traffic problems on local streets in the Hillwood neighborhood area during the CRISTA campus master plan implementation. Traffic control devices can include speed tables, traffic circles, or stationary radar signs. Any funds unused after 6 years after the final building permit is issued would be returned to CRISTA.
- b. To mitigate potential unreasonable impacts to wildlife, a professional in wildlife biology shall submit a report prior to the issuance of a clearing and

grading permit for the proposed practice field. The report must address expected impacts to wildlife during construction of and after completion of the proposed practice fields; implementation of any recommendations will be a condition of the clearing and grading permit.

c. To mitigate impacts to historical buildings:

- CRISTA shall nominate the exterior of the High School and Administration Building for Landmark status through the State Register of Historical Places.
- For structures identified in the Shoreline Historic Inventory List that are being modified/replaced; the applicant shall work with the Shoreline Historical Museum and King County's Historic Preservation Officer to implement a program that includes signage, photos, and narratives on the historical value of the property. The interpretive signage shall be accessible from the public sidewalk. The program must be approved before issuance of a permit involving structures in the historic core of the campus. In addition, substantial documentation should be done, using the standards and guidelines of the Historic American Building Survey (photos, plans and written history using archival stable media) for buildings proposed to be demolished and/or modified.

d. To mitigate noise and aesthetic impacts:

- A landscape buffer and/or sound barrier wall between the street and proposed practice field is required and design of the buffer/barrier shall be reviewed between the neighbors to the west, CRISTA and City Staff, with ultimate approval authority vested in the City. The height and design for the buffer and sound barrier wall must be approved by the City before any permits for the field can be issued.
- The practice field shall not include lights, large bleachers (defined as seating for more than 80 people), PA systems, signage, or public entrances from 1st Avenue NW. If internal access to the field (between the proposed field and Mike Martin Gym) is not ADA accessible, CRISTA must provide ADA accessible parking near the practice field from 1st Ave NW.

e. To mitigate impacts to air and soil quality, a qualified professional in the field of hazardous materials shall inspect any building or buildings proposed to be remodeled or demolished. Results of the inspection and any recommended mitigating conditions must be submitted to the City prior to issuance of any demolition or building permits.

F. SEPA and MDPP Procedural Compliance

31. Planning and Development Services issued a MDNS on December 22, 2009.

32. Staff analysis of the proposed Master Development Plan Permit includes information submitted in a pre-application meeting on December 17, 2008, an Early Community Input Meeting on January 29, 2009, a neighborhood meeting conducted on February 19, 2009, public comment letters, traffic report, site visits, and the Hillwood Neighborhood Association meeting of April 20, 2009.
33. A Public Notice of Application (NOA) was posted on 4-foot by 4-foot signs on all sides of the property facing a public right-of-way, mailed to all residents within 1000 feet of the campus, and advertised in the *Seattle Times* on November 19, 2009.
34. A Public Notice of Hearing was also posted, mailed and advertised in the same manner as above on December 22, 2009. Additional notices of public hearing were advertised at each subsequent public hearing.
35. An open record public hearing was held by the Planning Commission on January 21, 2010; the hearing was continued to February 18, 2010 and continued again to March 18, 2010.
36. No administrative appeal is available; the MDPP may be appealed to Superior Court after the City Council takes action.

G. Public Comment

37. 100 comment letters were received during the comment period (some commenters have sent multiple letters/emails). Public comment was requested three times (once during the NOA in May 1, 2008, again on March 26, 2009, and finally on November 19, 2009).
38. The public comment letters identified common issues about the CRISTA MDPP proposal. Common issues are drainage, trees, practice field, historical preservation, traffic, and other miscellaneous topics.

Drainage: Public comments addressed increased surface parking lots, flooding of adjacent streets, and requiring low-impact development techniques.

Practice field: Public comments addressed noise impacts from activities on the field; loss of trees to build the field; limit hours of use, limit use to CRISTA students only, no lights or bleachers or loudspeakers, no signs, build a sound barrier wall, limit size of field.

Trees: Public comments addressed concern about loss of trees and loss of wildlife habitat.

Historical Preservation: Public comments addressed significant buildings should be nominated for landmark status.

Traffic: Public comments addressed that the traffic report should consider the cumulative impacts from Point Wells, CRISTA and Town Center; CRISTA does not contribute money to maintain City streets; traffic from CRISTA is already significant; traffic from special events; traffic from buses; new entry to early childhood center from Greenwood Ave N; CRISTA should not be allowed to access local streets; and CRISTA should build an entrance from Richmond Beach Road.

Other topics: Potentially hazardous dust from demolition; history of bad relations between CRISTA and the surrounding neighborhood; CRISTA takes without giving back to the community; CRISTA does not pay taxes; CRISTA does not honor past agreements; and CRISTA has outgrown its campus.

H. ANALYSIS OF THE MDPP CRITERIA

The purpose of the Master Development Plan is to define the development of property zoned campus or essential public facilities in order to serve its users, promote compatibility with neighboring areas and benefit the community with flexibility and innovation.

Master Development Plan Permit Criteria

Criteria # 1. Is the project designated as either campus or essential public facility in the Comprehensive Plan and Development Code and is it consistent with goals and policies of the Comprehensive Plan?

The Planning Commission finds:

39. CRISTA is designated as CRISTA Campus Zone (CCZ). The MDPP proposal is consistent with the applicable MDPP policy of the Comprehensive Plan (Land Use Policy 43), which states:

LU43: The Campus land use designation applies to four institutions within the community that serve a regional clientele on a large campus. Existing uses in these areas shall constitute allowed uses in the City's Development Code. If development of any new use or uses is proposed on a site that is designated Campus, an amendment to the Comprehensive Plan and Development Code will be required. All development within the Campus Land Use shall be governed by a Master Development Plan.

These areas include:

1. CRISTA Ministries Campus: CRISTA Ministries is an approximately 55

acre campus that provides such services and uses as education, senior care and housing, broadcasting, headquarters for humanitarian missions, relief and aid to those in need and specialized camps. Although the services that are provided are not public, the campus provides housing for nearly 700 Senior citizens and education for 1,200 Pre-K to High School students.

Existing uses in these areas as of Ordinance #507 Adoption Date shall constitute allowed uses in the City's development code. If development of any new use is proposed on a site that is designated Campus Land Use, an amendment to the Comprehensive Plan and the Development Code will be required.

Criteria #2. Does the master development plan include a general phasing timeline of development and associated mitigation?

The Planning Commission finds:

- 40. A general phasing timeline is provided in the MDPP proposal. CRISTA has developed their plan to occur over a 15-20 year period. The majority of the work is demolition and replacement of aging facilities. The Master Plan has been broken up into 5 year phasing schedules on the following sheets of the CRISTA Campus Master Plan: A5-5 through A10-15.
- 41. The MDPP proposal does include associated mitigation for the development. Most of the mitigations will be completed before the first building permit may be issued. Some mitigation is based on specific development projects. Specific mitigations are set forth under the appropriate criterion that follows:

The MDPP proposes a 15-20 year phasing plan for student and resident populations:

	Existing	5 Years	10 Years	15 Years	Total	Change
Schools						
Jr High	250	250	250	250	250	0
Senior High	500	500	500	500	500	0
Elementary	720	720	720	720	720	0
Early Childhood	100	100	100	140	140	Increase by 40
Totals	1,570	1,570	1,570	1,610	1,610	Increase by 40
Senior Living						
Cristwood	199	Add 64			263	Increase by 64

CRISTA	78	Demo 78 Add 96	Add 92	Add 18	206	Increase by 128
Assisted Living	81	Demo 30	Demo 16 Add 70	Demo 35	70	Decrease by 11
Skilled Nursing	167	Demo 53	Add 90	Demo 114	90	Decrease by 77
Totals	525				629	Increase by 104

Note: Counts are based on space capacity
School enrollment is 80% of capacity
Senior living census is closer to 95% occupancy

Criteria #3. Does the master development plan meet or exceeds the current regulations for critical areas (if critical areas are present)?

The Planning Commission finds:

42. CRISTA'S MDPP proposal, as amended, complies with the adopted critical area regulations. CRISTA's MDPP identifies landslide hazard areas, including some greater than 40% – see Slope Map Exhibit sheet SL1 and SL2. CRISTA will be required to site all buildings outside of steep slope areas at the time of building permit submittal; any proposed development in the MDPP will be evaluated at the building permit stage for compliance with Chapter 20.80 SMC.

Criteria # 4. Does the proposed development use 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?

The Planning Commission finds:

43. The MDPP proposal requires that future development on the CRISTA campus be guided by sustainable design and construction practices. CRISTA intends to employ sustainable practices to steer design, construction, and site development toward not only energy efficiency, but also community development.
44. The MDPP proposal shows storm drainage flow control, water quality treatment measures and uses LID techniques in its Level 1 Downstream Analysis. The Analysis recommends other measures in developing final drainage concepts for the MDPP including:
- Using pervious concrete for new plaza areas and other internal hardscapes;

- Using downspout infiltration systems if soil conditions support their feasibility;
- Providing downspout dispersion systems where feasible; and
- Providing downspout perforated sub-out connections to the conveyance system.

The Level 1 Downstream Analysis also recommends that low impact design should be employed to reduce stormwater quantities and quality impacts where these design concepts could include but are not limited to:

- Maximizing retention of native forest cover and restoring disturbed vegetation to intercept, evaporate, and transpire precipitation;
 - Preserving permeable, native soil and enhance disturbed soils to store and infiltrate stormwater;
 - Retaining and incorporating topographic features that slow, store, and infiltrate stormwater;
 - Minimizing total impervious area and eliminate effective impervious surfaces; and
 - Utilizing a multidisciplinary approach that incorporates planners, engineers, landscape architects, and architects at the initial phase of the project.
45. The MDPP proposal retains 66% of the significant trees on-site. By retaining 66% of the significant trees, CRISTA more than doubles the amount of significant tree retention currently required by the SMC 20.50.290-.370.
46. The MDPP proposes tree replacement ratios of 1:1 with replacement trees being at least 8 feet high for evergreen trees and 3-inch caliper for deciduous trees, which is greater standard than set forth in SMC 20.50.360(c)(1) which requires replacement trees of 6 feet high for evergreens and 1.5-inch caliper for deciduous trees.

The Planning Commission further finds that under CRISTA's proposed MDPP:

47. The tree replacement section of the MDPP does not specify that replacement trees are on-site; tree replacement on-site is required to meet criteria #4.
48. In order to more fully meet criteria #4, the 66% retention of significant trees set forth in the MDPP should be adjusted to reflect that *not less than* 66% of significant trees shall be retained,.
49. There are unmitigated impacts to the neighbors adjacent to Fremont Avenue North. To ensure adequate screening of the proposed nursing facility on the corner of Fremont and N 190th, the Planning Commission recommends the following condition be added to the MPDD:

- a. All significant trees with trunks located within 60 feet from the Fremont Avenue right-of-way line, north of 190th Street and south of King's Garden Drive, shall be retained and enhanced with understory. The understory shall consist of drought tolerant vegetation native to the area. Understory vegetation shall be planted in areas that do not disturb the critical root zone of the significant trees in this area. All such trees shall be documented as protected trees. Any removed trees shall be replanted with a similar species and proximity at a ratio recommended by a certified arborist.

50. Additional conditions are needed to mitigate the impacts of CRISTA's buildings and structures to the surrounding neighborhood. To mitigate the impact of the structures, the Planning Commission recommends the changes to the development standards, as outlined in the following table:

DEVELOPMENT STANDARDS	Max allowed by SMC 20.30.353(D)	Proposed by Applicant in MDPP	Planning Commission Recommendation
Front, side, and rear yard setbacks from right-of-way	None specified; City Council can determine	10'	20'
Front, side, and rear yard setbacks from R-6 Zones	20' at 35' height, 2:1 stepback ratio up to 65'	30'	20'
Max. Building Coverage	None specified; City Council can determine	70%	55%
Max. Hardscape	None specified; City Council can determine	85%	65%
Height	65'	65'	65'
Density (residential development)	48 du/ac	24 du/ac	24 du/ac
Total Units (potential)	2,736	630	630

51. Energy efficient and environmentally sustainable architecture is not mandated in the CRISTA's proposed MDPP plan. To ensure this type of architecture is constructed, residential structures must meet 3-star Built Green Standards; non-residential structures must meet 3-star Built Green Standards or equivalent (e.g., LEED certified).

52. Low impact development techniques for stormwater systems are not clearly set forth in CRISTA's plan. To ensure low impact development techniques are employed in the development, all site and associated building improvements and development shall utilize low impact development techniques as specified by the most current version of *Low Impact Development Technical Guidance Manual for*

Puget Sound to the fullest extent feasible as indicated through continuous hydrological modeling as outlined in the 2005 Dept Of Ecology Manual adopted by the City of Shoreline.

Criteria # 5. Is there both 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 will there 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, has the applicant identified a plan for funding their proportionate share of the improvements?

The Planning Commission finds:

53. The City Traffic Engineer has determined that, with mitigations suggested by the applicant and the Commission, the MDPP will not overburden Shoreline's transportation system.
54. CRISTA will be responsible for funding all required mitigations before a building permit may be issued (refer to sidewalk triggers in MDPP conditions and roadway improvement triggers in SEPA mitigations).
55. CRISTA'S MDPP proposal sets forth the following sidewalk mitigations, which have been refined by staff. Sidewalk improvements are implemented based on the project. These proposed internal sidewalks and trails will supplement the existing pedestrian activity and safety on the site and for all phases of the project. Design and placement of the sidewalk will be determined by the Public Works Department.

The list of mitigations and project triggers are:

- The entire length of N. 190th Street between Fremont Ave to Cristwood Park Drive (triggers: New Practice Field, Cristwood Park North, Residential Living on CRISTA Lane, or Skilled Nursing Facility).
 - North 195th Street between Fremont Ave and Greenwood Ave (triggers: King's Junior High, Early Childhood Center, Great Hall, or Elementary School).
 - Fremont Ave between N.190th Street and N.195 Street (triggers: New Practice Field, Residential Living on King's Garden Drive North, King's Junior High, Skilled Nursing Facility, or Residential Living on King's Garden Drive South).
 - Greenwood Avenue North between N.195th Street and N. 196th Place (triggers: Early Childhood Center or Elementary School).
56. CRISTA'S MDPP proposal sets forth the following traffic mitigations, which have been refined by staff. Traffic improvements are also implemented based on

what project CRISTA decides to build. The list of CRISTA-proposed mitigations and project triggers are:

- N 195th St – Widen the roadway to accommodate a Two-Way Left-Turn Lane (TWLTL) between Greenwood Ave N and Fremont Ave N. In order to properly transition to the TWLTL, an eastbound left-turn pocket will be required at Greenwood Ave N/N 195th St, and a westbound left turn pocket at Fremont Ave N/N 195th St. The TWLTL will consist of two 11ft wide lanes and an 11ft wide center turn lane. Project triggers: King's Junior High, Early Childhood Center, Great Hall or Elementary School.
- Fremont Ave N/N 195th St – left turn pockets will be required in all directions at this intersection. Project triggers: Residential Living on King's Garden Drive North, King's Junior High, Early Childhood Center, Great Hall, Elementary School, or Residential Living on King's Garden Drive South.
- Fremont Ave N/N 190th St – N 190th St shall be widened to accommodate three lanes: an eastbound left turn & thru lane, an eastbound right turn lane, and a westbound lane. Project triggers: New Practice Field, Cristwood Park North, or Skilled Nursing Facility.

The Planning Commission further finds that:

57. Additional infrastructure-related improvements are needed to meet criteria #5, specifically: the applicant shall provide the City with funds to provide signage to prohibit parking on 1st Avenue NW (adjacent to the proposed practice field), 1st Avenue NW between 193rd and 195th, and Palantine Avenue (between N 195th Street and N 193rd Streets) as determined desirable by residents of those streets and approved by the City.
58. Additional funds are likely needed for additional infrastructure to support future MDPP development. Thus, CRISTA shall deposit a total of \$20,000 (in 2010 dollars CPI-U Seattle) with the City of Shoreline to fund the implementation of other City-approved traffic calming measures not specifically listed in the MDPP, to be used in the Hillwood neighborhood. These funds will be used by the City of Shoreline to build traffic control devices to help manage any unanticipated transportation problems on streets in the Hillwood neighborhood area attributable to the CRISTA campus master plan implementation. Transportation solutions can include speed tables, traffic circles, pedestrian improvements, stationary radar signs, or other devices deemed suitable by the city's traffic engineer.

The \$20,000 (in 2010 dollars) shall be deposited in two \$10,000 installments. The first \$10,000 shall be deposited prior to issuance of the first construction permit. The second \$10,000 shall be deposited prior to issuance of temporary Certificate of Occupancy of the first building over 4,000 square feet.

Any funds unused after 5 years from the date of deposit shall be returned to CRISTA.

Upon City request, CRISTA shall provide additional implementation fund deposits at a rate equivalent to \$20,000 (in 2010 dollars) as a result of staff updated analysis of traffic and mobility at up to two subsequent points through the duration of the plan.

59. An additional condition is needed to ensure that there is sufficient capacity and infrastructure to support development under the MDPP. Thus, when the applicant applies for a building permit for development during the term of the MDPP approval that generates 20 new pm peak trips at the nearest intersection or decreases the level of service standard, the applicant will review the traffic model output to determine the continuing accuracy of prior traffic modeling (including growth in background traffic) and whether additional transportation mitigation is warranted and submit to Shoreline staff to evaluate.

Criteria #6. Is there sufficient capacity within public services such as water, sewer and stormwater to adequately serve the development proposal in all future phases, or will there 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, has the applicant identified a plan for funding their proportionate share of the improvements?

The Planning Commission finds:

60. CRISTA has submitted letters from the City's water and sewer purveyors showing that there is sufficient capacity within public services to adequately serve the development proposal in all future phases. This is supported with documentation provided by Seattle Public Utilities, dated 01/29/08 and Ronald Wastewater District, dated 01/28/08.
61. The existing storm drainage system will have sufficient capacity to adequately serve the development proposal in all future phases as provided in the Level 1 Downstream Analysis and the Master Civil Plans that accompany the MDPP proposal.

The Planning Commission further finds:

62. Criteria #6 will also be supported by the condition requiring utilization of LID techniques for stormwater systems (see finding #52).

Criteria # 7. Does the master development plan proposal contain 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?

The Planning Commission finds:

63. CRISTA proposes to expand its facilities by either infilling empty portions of campus or demolishing and rebuilding those structures which are of inferior quality. The MDPP proposes to create connecting pathways/sidewalks (where possible) and landscaping patterns that recognize and respect the campus setting. The fact that the campus serves students as well as seniors' means that open space and recreational areas will be important design considerations.
64. Under the MDPP proposal, landscape design including street frontage landscape, landscape buffers and parking lot landscape shall be in accordance with the Shoreline Development Code. There are two places on Campus that will have more stringent standards: the sound barrier wall and landscape buffer adjacent to the proposed practice field and along Fremont Ave between N.190th Street and King's Garden Drive where the City is requiring retention of significant trees within 60 feet of the right-of-way.
65. CRISTA's modified MDPP only allows vehicular access to the new assisted living building from King Garden Drive.

The Planning Commission further finds that:

66. The proposed MDPP does not adequately show how it will minimize conflict with the adjacent neighborhoods resulting from any changes or increases to parking. Thus, in order to ensure any conflict is minimized, a parking management plan must be submitted before a Certificate of Occupancy is issued for the first project. The parking management plan shall analyze redistributing parking at high demand areas to where capacity is available, additional pedestrian connections on-campus, sharing of parking areas, additional wayfinding and directional parking signs, and enforcement. The parking management plan shall analyze offsite parking impacts and suggested mitigations.
67. The proposed MDPP does not adequately mitigate impacts to neighbors to the west of the proposed practice field. To mitigate these impacts:
 - a. Frontage improvements on 1st Avenue NW will be determined by the City's Development Review Engineer.
 - b. Hours of use for the proposed practice field shall be limited to no later than 8:00 pm.
 - c. Staff will work with neighbors to the west and CRISTA to design a sound barrier wall and landscaping on the western edge of the property adjacent

- to the proposed practice field. Ultimate approval of the specifications and performance of the sound wall and landscaping rests with the City.
- d. The size of the practice field shall be limited to 190' X 380'. The cleared area is limited to the area depicted by the Practice Field Study (126,000 square feet) provided that additional area may be allowed to be cleared for shoring. Tree removal shall not exceed values shown on the Practice Field Study.
 - e. As part of the tree replacement requirements, CRISTA shall provide 1 tree every 10 feet along the south and west boundary of the new practice field.
 - f. Access to the practice field from 1st Avenue shall be restricted; provided that:
 - i. If there is no internal ADA access to the field (between the practice field and Mike Martin Gym), CRISTA must provide ADA accessible parking from 1st Ave NW and ADA access from that parking space to the field.
 - ii. If the Fire Department requires access to the practice field from 1st Ave NW, the Fire Department will be provided access. CRISTA maintenance workers may also use this access.
68. The proposed MDPP plan does not adequately minimize construction impacts to the surrounding neighbors and does not provide strong enough best management practices for erosion and sedimentation controls to be implemented during construction. Thus:
- a. Construction shall be limited on the CRISTA campus to 8am – 7pm Monday –Friday and 9 am- 7pm Saturday and Sunday. The applicant shall submit a noise abatement plan with permit applications that recognize the sensitivity of the neighborhood on weekends and holidays to high noise levels.
 - b. All temporary erosion and sedimentation controls (TESC) plans shall meet Washington State Department of Transportation BMP's as long as plans don't conflict with City of Shoreline's TESC standards.
69. To further ensure criteria #7 is met, all new and remodeled buildings must be subject to additional administrative design review by the City.
70. To further ensure criteria #7 is met, CRISTA shall study alternative access to early childhood center from either an alternate location on Greenwood Avenue N, North 195th Street, or Dayton Avenue N.

Criteria #8. Has the applicant demonstrated that proposed industrial, commercial or laboratory uses will be safe for the surrounding neighborhood and for other uses on the campus.

The Planning Commission finds:

71. The MDPP does not introduce any changes in use on the campus. The current uses and proposed uses are consistent with the CCZ zoning land use matrix.

CONCLUSION

The Applicant has met all procedural requirements in the Development Code. The Applicant's proposed MDPP plan, as amended and conditioned by the Planning Commission, meets criteria 1-8.

- Criteria 1:** As set forth in finding of fact #39, CRISTA's proposed MDPP meets Criteria 1.
- Criteria 2:** As set forth in findings of fact #40-#41, CRISTA's proposed MDPP meets Criteria 2.
- Criteria 3:** As set forth in finding of fact #42, CRISTA's proposed MDPP meets Criteria 3.
- Criteria 4:** As set forth in findings of fact #43-#47, CRISTA's proposed MDPP requires future development be guided by sustainable design and construction practices, includes analysis that shows low impact development stormwater systems, retains 66% of significant trees on-site and proposes a 1:1 tree replacement ratio with evergreen trees at least 8 feet in height and deciduous trees of 3 inch caliper. However, additional conditions set forth in findings of fact #47-52 are needed to ensure Criteria 4 is met. The Commission concludes that, with the additional conditions recommended in findings of fact #47-52 added to the MDPP, CRISTA's proposed MDPP, as conditioned, meets Criteria 4.
- Criteria 5:** As set forth in findings of fact #53-#56, CRISTA's proposed MDPP does provide assurances that adequate capacity and infrastructure in the transportation system either exists or will be provided to safely support the MDPP development, and provides a plan for funding the improvements. However, additional conditions set forth in findings of fact #57-59 are needed to ensure Criteria 5 is met. The Commission concludes that, with the additional conditions in findings of fact #57-59 added to the MDPP, CRISTA's proposed MDPP, as conditioned, meets Criteria 5.
- Criteria 6:** As set forth in findings of fact #60-#62, CRISTA's proposed MDPP, as conditioned, meets Criteria 6.
- Criteria 7:** As set forth in findings of fact #63-65, CRISTA's proposed MDPP does include site design, landscape design, including buffers for the practice field, and open space that minimizes conflicts and creates transitions to adjacent neighborhoods as well as residential uses. However, additional conditions set forth in findings of fact #66-70 are needed to ensure Criteria 7 is met. The Commission concludes that, with the additional conditions

in findings of fact #66-70 added to the MDPP, CRISTA's proposed MDPP, as conditioned, meets Criteria 7.

Criteria 8: As set forth in finding of fact #71, CRISTA's proposed MDPP meets Criteria 8.

RECOMMENDATION

The Planning Commission recommends approval of CRISTA'S MDPP subject to the following amendments and conditions:

1. The MDPP building depictions and placements are not approved; only the building standards in text on sheets A3-P and A4-P as set forth in the MDPP is approved. Any placement of structures in the MDPP that violates Chapter 20.80 SMC is not approved.
2. Significant tree retention shall be no less than 66%.
3. Tree replacement ratios shall be 1:1 with replacement trees being at least 8 feet high for evergreen trees and 3-inch caliper for deciduous trees.
4. All significant trees that are fully within 60 feet of Fremont Avenue right-of-way line, north of 190th Street and south of King's Garden Drive, shall be retained and enhanced with understory. The understory shall consist of drought tolerant vegetation native to the area. Understory vegetation shall be planted in areas that do not disturb the critical root zone of the significant trees in this area. The trees included in this mitigation shall be reflected in CRISTA'S revised tree plan (sheets TR1 and TR2). All such trees shall be documented as protected trees. Any removed trees shall be replanted with a similar species and proximity at a ratio recommended by a certified arborist.
5. Sidewalk improvements shall include the following:
 - The entire length of N. 190th Street between Fremont Ave to Cristwood Park Drive (triggers: New Practice Field, Cristwood Park North, Residential Living on Crista Lane, or Skilled Nursing Facility).
 - North 195th Street between Fremont Ave and Greenwood Ave (triggers: King's Junior High, Early Childhood Center, Great Hall, or Elementary School).
 - Fremont Ave between N.190th Street and N.195 Street (triggers: New Practice Field, Residential Living on King's Garden Drive North, Skilled Nursing Facility, or Residential Living on King's Garden Drive South).
 - Greenwood Avenue North between N.195th Street and N. 196th Place (triggers: Early Childhood Center or Elementary School).
6. The applicant shall provide the City with adequate funds to install signage to prohibit parking on 1st Avenue NW (adjacent to the proposed practice field), 1st Avenue NW

(between 193rd and 195th) and Palatine Avenue (between N 195th Street and N 193rd Streets).

7. Administrative design review shall be required for all new or remodeled buildings that are located within the CRISTA Campus. Administrative design review will address building design (design must be compatible with existing architecture), building bulk, building placement (both consistent with the approved MDPP), and green building methods. New buildings must meet King County Built Green 3-Star, or equivalent, standards. An Administrative design review shall be processed concurrently with associated building permits to ensure consistency with the approved Master Development Plan.
8. CRISTA shall submit a parking management plan before the first project is completed. The parking management plan shall analyze redistributing parking at high demand areas to where capacity is available, additional pedestrian connections on-campus, sharing of parking areas, additional wayfinding and directional parking signs, and enforcement. The parking management plan shall analyze offsite parking impacts and suggest mitigations.
9. Frontage improvements on 1st Avenue NW shall be installed as determined by the City's Development Review Engineer or Public Works Director to mitigate impacts to neighbors to the west of the proposed practice field.
10. Access to the practice field must comply with the following:
 - a. If there is no internal ADA access to the field (between the practice field and Mike Martin Gym), CRISTA must provide ADA accessible parking from 1st Ave NW and ADA access from that parking space to the field.
 - b. If the Fire Department requires access to the practice field from 1st Ave NW, the Fire Department will be provided access. CRISTA maintenance workers will be provided access as well.
11. To mitigate potential noise from the practice field, staff will work with the neighbors to the west and CRISTA to design a sound barrier wall and landscaping on the western edge of the property adjacent to the proposed practice field. Ultimate approval of the specifications and performance of the sound wall and landscaping rests with the City.
12. CRISTA shall deposit a total of \$20,000 (in 2010 dollars adjusted by CPI-U Seattle) with the City of Shoreline to fund the implementation of other City-approved traffic calming measures not specifically listed in the MDPP, to be used in the Hillwood neighborhood. These funds will be used by the City of Shoreline to build traffic control devices to help manage any unanticipated transportation problems on streets in the Hillwood neighborhood area attributable to the CRISTA campus master plan implementation. Transportation solutions can include speed tables, traffic circles, pedestrian improvements, stationary radar signs, or other devices deemed suitable by the city's traffic engineer.

The \$20,000 (in 2010 dollars) shall be deposited in two \$10,000 installments. The first \$10,000 shall be deposited prior to issuance of the first construction permit. The second \$10,000 shall be deposited prior to issuance of temporary Certificate of Occupancy of the first building over 4,000 square feet.

Any funds unused after 5 years from the date of deposit shall be returned to CRISTA.

Upon City request, CRISTA shall provide additional implementation fund deposits at a rate equivalent to \$20,000 (in 2010 dollars) as a result of staff updated analysis of traffic and mobility at up to two subsequent points through the duration of the plan.

14. Limit hours of use of the proposed practice field to no later than 8pm.
15. All replacements trees must be onsite.
16. Residential structures must meet 3-star Built Green Standards; non residential structures must meet 3-star Built Green Standards or equivalent (like LEED Certified).
17. Maximum building coverage shall be 55%. Maximum hardscape shall be 65%.
18. Limit construction hours on the CRISTA campus to 8am – 7pm Monday –Friday and 9 am- 7pm Saturday and Sunday. The applicant shall submit a noise abatement plan with permit applications that recognize the sensitivity of the neighborhood on weekends and holidays to high noise levels.
19. CRISTA shall limit the size of the practice field to 190' X 380'. The cleared area is limited to the area depicted by the Practice Field Study (126,000 square feet) provided that additional area may be allowed to be cleared for shoring. Tree removal shall not exceed values shown on the Practice Field Study.
20. As part of tree replacement requirements; CRISTA shall provide 1 tree every 10 feet along the south and west boundary of the new practice field.
21. When the applicant applies for a building permit for development during the term of the MDPP approval that generated 20 new pm peak trips at the nearest intersection or decreases the level of service standard, the applicant will review the traffic model output to determine the continuing accuracy of prior traffic modeling (including growth in background traffic) and whether additional transportation mitigation is warranted and submit to Shoreline staff to evaluate.
22. All site and associated building improvements and development shall utilize low impact development techniques as specified by the most current version of *Low Impact Development Technical Guidance Manual for Puget Sound* to the fullest

extent feasible as indicated through continuous hydrological modeling as outlined in the 2005 Dept of Ecology Manual adopted by the City of Shoreline.

23. All temporary erosion and sedimentation controls (TESC) plans shall meet Washington State Department of Transportation BMP's as long as plans don't conflict with City of Shoreline's TESC standards.
24. Study alternative access to early childhood center from either an alternate location on Greenwood Avenue N, North 195th Street, or Dayton Avenue N.

Upon City Council approval, CRISTA shall modify its MDPP proposal to reflect the amendments and conditions set forth above.

Date: 3/29/2010

By: 
Planning Commission Chair

ATTACHMENTS

- Attachment 1 -Vicinity Map of Comprehensive Plan Land Use Designations
- Attachment 2 - Vicinity Map of Zoning Designations
- Attachment 3 – CRISTA'S MDPP Proposal