

FORT LAWTON ARMY RESERVE CENTER Redevelopment Plan

September 18, 2008



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The Fort Lawton Redevelopment Plan was prepared by the City of Seattle Office of Housing, in association with elected leaders, the Seattle Housing Authority, other City departments and housing providers, and consultant staff.

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EXECUTIVE SUMMARY

INTRODUCTION

After more than 100 years in military service, the Fort Lawton Army Reserve Center (Fort Lawton) was declared surplus as part of the 2005 Base Realignment and Closure actions as accepted by Congress and the President. This Redevelopment Plan provides a vision for the future use and redevelopment of the site, and meets the City of Seattle's obligations to the Department of Defense. The Department of Defense has named the City as the Local Redevelopment Authority, which in turn identified the Seattle Housing Authority as the lead developer.

The future uses envisioned for the Fort Lawton site include: wildlife habitat and open space; market-rate for-sale housing; self-help housing for first-time homeowners; and homeless housing and related support services for families and seniors.

SITE LOCATION AND CONTEXT

Located in the Magnolia neighborhood of Seattle, the Fort Lawton property abuts Discovery Park – which is nearly 550 acres – on the west and south, and a primarily residential neighborhood of single-family homes to the north and east. The Fort Lawton property consists of approximately 45 acres, including 11 buildings and a military cemetery. The federal government plans to retain approximately 16 acres of the site that contains the newest building and supporting parking and the military cemetery. The Department of Veterans Affairs (VA) plans to take over the use of the retained building on the site for clinical and administrative uses. Texas Way West runs through the remaining approximately 29 acres of the site, from West Government Way in the southeast to 40th Avenue West in the northwest, and provides access to the remaining ten existing structures.

OVERVIEW OF THE PROCESS AND REDEVELOPMENT TEAM

Under the BRAC program, portions of surplus military bases may be conveyed at no cost for housing or services for homeless people, and conveyed at a reduced or no cost for other federally designated public uses. As the Local Redevelopment Authority, the City is responsible for soliciting and evaluating Notices of Interest (NOIs) from agencies or organizations requesting properties for a specific federally qualified use.

The City provided a notice of the availability of property at Fort Lawton and held a workshop for homeless assistance providers and other eligible recipients of public benefit property transfers in September 2006. In January 2007, the City received five NOIs. The mayor appointed a technical advisory group which

advised City staff, who in turn recommended the following NOI program to Mayor Greg Nickels:

- Seattle Housing Authority – Master developer
- Archdiocesan Housing Authority (AHA) – Developer and service provider, housing for homeless seniors and families
- Young Women’s Christian Association (YWCA) of Seattle-King County-Snohomish County – Service provider, homeless family housing
- United Indians of All Tribes Foundation – Referral and service provider for homeless seniors
- Habitat for Humanity Seattle/South King County – Self-help housing
- Seattle Parks and Recreation Department – Property owner, open space for Discovery Park, neighborhood park and wildlife habitat

Upon approval by the mayor, these NOIs were integrated into the redevelopment planning process and are included in the plan discussed in detail in Chapter 5. The City also developed a Homeless Assistance Submission that further supports the housing program of this Redevelopment Plan.

The Fort Lawton BRAC public involvement process began in September of 2006 and continued through September 2008, with 18 community meetings, four City Council committee meetings, and two City Council public hearings.

PROJECT VISION

The vision for the redevelopment of the Fort Lawton site (described in Chapter 2) is intended to accomplish the following: result in a plan for a model community that is livable, diverse, environmentally sustainable, and fits into the surrounding neighborhood; reflect community involvement, City needs, and financial viability; and meet the requirements of the U.S. Department of Housing and Urban Development (HUD) and the Department of Defense. The uses envisioned for the site include:

- wildlife habitat and open space;
- market-rate for-sale housing;
- self-help housing for first-time homeowners; and
- homeless housing and supportive services for families and seniors, including veterans and Native American seniors.

At the same time, the City expects the resulting plan to be sensitive to wildlife, blend with Discovery Park, and be reflective of Native American values.

EXISTING CONDITIONS

Fort Lawton is located near the northwestern corner of Seattle’s Magnolia neighborhood, on a site overlooking the Lake Washington Ship Canal and the Salmon Bay estuary. Along its western and southern edges, Fort Lawton abuts the 534-acre Discovery Park. To the north and east of the site, it borders on a residential neighborhood containing primarily single-family homes, with several

apartment buildings to the south. The primary means of accessing the site is via Texas Way West, which runs through the property, from West Government Way at the site's southeast corner to 40th Avenue West at its northwest corner. A number of office buildings, utility buildings, and associated parking lots are currently located on the site.

ENVIRONMENTAL RESOURCES

The environmental constraints for the site (described in Chapter 3) include steep slopes at the northern and eastern edges of the property. A wildlife corridor study done in 2006 identified a wetland on the north slope. In addition, there is a large great blue heron rookery in Kiwanis Ravine near the site.

The project site is located on Magnolia Bluff, at an elevation of approximately 100 to 165 feet above mean sea level. The site generally slopes downward from its greatest elevation, at its southwest corner, to the north and northeast. However, construction of building pads, parking lots, and streets has resulted in grading of much of the site and the construction of a number of retaining walls.

The Fort Lawton site has two large areas of unmaintained natural vegetation, the north bluff area and a southern mixed-conifer forest adjacent to the Fort Lawton Cemetery. These areas comprise the majority of wildlife habitat on the site. The north bluff area and the southern mixed coniferous forest both currently have excellent habitat value for many migratory and resident bird species.

The great blue heron rookery in the Kiwanis Memorial Preserve Park (east of the Fort Lawton property) is of particular concern for this site. The Kiwanis Memorial Preserve Park is home to a breeding colony of approximately 40 nesting pairs of great blue herons, birds that use a variety of forest and aquatic habitats over the area, including forested patches of the Fort Lawton site. Several bald eagles have nested near the Salmon Bay shoreline or in Discovery Park, although no nests occur on the Fort Lawton site.

The site is located within the traditional territory of the Duwamish Indians, but archaeological investigation on the Fort Lawton site itself has uncovered no evidence of occupation.

LEGAL AND STRUCTURAL

The Fort Lawton site is in the process of being designated for multifamily residential use under the Seattle Comprehensive Plan (2007). The site is currently zoned SF 7200 (single-family residential with a minimum lot size of 7,200 square feet).

Planned residential developments may be permitted in single-family zones as a Council-approved conditional use. Planned residential developments

allow reuse of existing structures and provide additional housing flexibility by permitting townhouse units if they are 100 feet or more from property lines that abut or are directly across the street from property zoned single family.

Existing buildings at Fort Lawton include Harvey Hall and Leisy Hall – both two-story office buildings – and eight smaller maintenance buildings. Only Harvey and Leisy Halls were potentially useful for the anticipated Redevelopment Plan, but during the planning process, these buildings were also deemed inappropriate for the planned future uses.

Fort Lawton is currently served by utilities, which also supply the residential neighborhood to the east and enter the site from 36th Avenue West. This infrastructure – sewer, stormwater, water, natural gas, and electricity – was evaluated during this process and deemed adequate for all planned uses.

PARKS, RECREATION, AND OPEN SPACE

The project site is located adjacent to Discovery Park and a number of other recreational parks and facilities. However, because of local topography and street patterns, access to a number of these parks requires a moderate walk.

Discovery Park is immediately to the west and south of the project site on land that was previously part of Fort Lawton. Kiwanis Ravine Overlook is located adjacent to the site on 36th Avenue West. Kiwanis Memorial Preserve Park is an open space area designated as heron habitat; the only publicly accessible portion is a pedestrian bridge that crosses the park. Commodore Park lies adjacent to the Lake Washington Ship Canal and provides panoramic views of the canal and the Hiram M. Chittenden Locks. The Daybreak Star Cultural Center is located on the northern edge of Discovery Park.

TRANSPORTATION

The primary access to Fort Lawton is via the intersection of West Government Way, Texas Way West, and 36th Avenue West. The segregation of access to Fort Lawton and the adjacent neighborhood to the east has created a poorly designed five-way intersection. Vehicular access is also possible, albeit less directly, via Texas Way West and 40th Avenue West, which connects to residential areas to the north and West Commodore Way. Texas Way West, a two-lane road, provides the sole access through Fort Lawton. Outside the site, West Government Way is an arterial street that provides convenient access. 36th Avenue West, directly parallel to Texas Way West to the east, is a residential street with chicanes to calm traffic and no curbs.

Three King County Metro bus routes serve Fort Lawton, and the site is well connected to the existing bicycle network, but pedestrian access within and around Fort Lawton is challenged by grades and design aimed at restricting pedestrian access.

HOUSING MARKET

Magnolia is a well-established residential neighborhood with limited housing supply and very little new residential construction. The Fort Lawton property represents one of the few opportunities for larger scale development of multiple single-family units. Magnolia is a primarily single-family neighborhood with approximately 6,000 units of single-family housing and a total residential unit count of 8,803. The majority of the apartments built in Magnolia are located near more central retail areas and transportation corridors. Magnolia homes have an average size of 2,600 square feet. Home sales to the south and east of the Fort Lawton site ranged between \$500,000 and \$800,000. Properties located to the north of the project site saw prices above \$800,000, with some sales reaching over one million dollars due primarily to the proximity to, or location along, the waterfront.

Based on analysis of market demand, homes sized between 2,000 and 2,800 square feet appear to be the most characteristic of the existing neighborhood. Smaller lot single-family homes represent a desirable product that is currently not met by housing in the Magnolia neighborhood, and thus may have a meaningful pent-up demand. Finally, a mix of luxury and smaller townhomes appear viable.

REDEVELOPMENT PLANNING PROCESS

During the spring and summer of 2008, the City worked with the Seattle Housing Authority, the NOI housing providers, and a multi-disciplinary consultant team to develop this plan in close communication with the Magnolia community, other government agencies, and interested stakeholders. Throughout the process, decisions were based on community input, federal BRAC requirements, and City policy (including housing, parks, planning and development, and transportation). As information was collected and analyzed and decisions were made, these were shared with the community at subsequent community meetings, which took place every two to four weeks between March and July of 2008. Participants in those meetings were of mixed opinions on many subjects. Workshop topics (described in Chapter 4) included: goals and guiding principles; redevelopment program elements; issue options; redevelopment plan alternatives; a Draft Concept Plan; and the proposed Redevelopment Plan.

Goals and guiding principles include aspirations related to community, housing, circulation, and open space/environment.

Redevelopment program elements include housing and open space. The homeless housing program includes senior housing to be developed and managed by the Archdiocesan Housing Authority and served by the YWCA and the United Indians of All Tribes Foundation, as well as self-help home ownership housing to be developed by Habitat for Humanity. The market-rate housing program includes single-family homes on small lots, modest-sized single-family

homes, and townhomes of various sizes. The open space program includes recreational open space and wildlife habitat.

Issue options include access from the south, internal circulation, the treatment of 36th Avenue West, park and open space concepts, and alternative sites for the senior housing building.

The Redevelopment Plan alternatives explored options for housing configurations and densities, site access, street configurations, parks, greenways, stormwater, and the relationship to the future VA property. These alternatives were analyzed for transportation context and traffic impact.

The Draft Concept Plan synthesized the alternatives based on public input, updated background information, and official decision-making. The proposed Redevelopment Plan – presented in Chapter 5 – is a further refinement of the Draft Concept Plan.

FORT LAWTON REDEVELOPMENT PLAN

The proposed Redevelopment Plan is for a new mixed-income neighborhood that will be laid out on a north-south street grid following the pattern of the adjacent Kiwanis Ravine neighborhood. There will be between 108 and 125 market-rate units; a 55-unit building for homeless seniors; 30 units for homeless families; and six self-help homeownership units to be developed by Habitat for Humanity.

The current artificially plateaued and mostly paved site will be regraded to slope gently from south to north to blend in with the surrounding neighborhood and natural areas in a more seamless manner. All existing forested areas and most interior trees will be retained and enhanced, with the addition of a diverse mixture of new street trees.

The addition of two new parks, two pocket parks, and a new north-south 37th Avenue West greenway with swales and natural landscaping will further enhance the community. Careful treatment of the 36th Avenue West streetscape will blend the new community into the existing neighborhood while enhancing the existing landscaped buffer aesthetically and providing avian habitat.

CIRCULATION

Key circulation issues for the new Fort Lawton neighborhood include site access, internal circulation, and street connections to the existing Kiwanis Ravine neighborhood.

The Redevelopment Plan makes little change to the north access via Texas Way West, 40th Avenue West, and ultimately Commodore Way.

South access to the new Fort Lawton neighborhood will be via Texas Way West. The plan reduces 36th Avenue West south of West Fort Street to a local

access loop serving only the homes on that block. As such, the redundancies of Texas Way West and 36th Avenue West will be eliminated, allowing tree planting, reduction of pavement, and an improved avian habitat linkage between Discovery Park and Kiwanis Ravine.

Texas Way West becomes the primary access road for the existing and new neighborhoods. A new intersection, created at the curve of Texas Way West, slopes down to connect 36th Avenue West just south of the existing Harvey Hall.

A north-south street grid will organize the site, continuing the pattern of the existing Kiwanis Ravine neighborhood. A new central north-south street – 37th Avenue West – will unify the new neighborhood and allow for the dispersal of local north-south traffic. East-west streets will be connected to the existing neighborhood at three points – Lawton Lane West, West Lawton Street, and West McCord Place.

OPEN AND GREEN SPACE

The Redevelopment Plan protects existing forested areas and many existing trees. It would also enhance the landscaped buffer along 36th Avenue West as a natural habitat. The plan proposes the addition of two new parks, two pocket parks, and scores of new street trees to the site. This plan calls for conveyance of major forested areas and open space on the site to the City of Seattle Parks and Recreation Department as a BRAC public benefit conveyance.

The Redevelopment Plan includes a neighborhood park at a location central to both existing and new housing, as well as a greenway that will serve as a central pedestrian spine and corridor for natural stormwater treatment. A north-south greenway will line the length of the east side of the new 37th Avenue West from Texas Way West all the way north to Lawton Lane West. A central neighborhood park of about 25,000 square feet (5/8 acre) will be situated along West McCord Place, between 36th Avenue West and the new 37th Avenue West. A second park will be situated along the curve of Texas Way West to the north, providing a public viewpoint and a potential location for a naturalized stormwater pond.

The Redevelopment Plan protects a maximum number of existing trees. A few interior trees will be lost, but this loss will be offset by the planting of numerous new trees selected to create greater species variety in the area.

The Fort Lawton site is bordered by forest to the south, west, and north. As such, the key neighborhood interface is on the east edge of the site along 36th Avenue West. The Redevelopment Plan places new single-family houses along 36th Avenue West but allows vehicular access and garages along a rear alley. Much of the tree canopy will be retained, perforated periodically by paired walkways serving the new houses. This approach strikes a balance between

creating a friendly, two-sided residential street, and preserving existing trees for their character, screening effect, and potential habitat value.

Housing Program

This Redevelopment Plan envisions a mixed-income neighborhood including between 108 and 125 market-rate units, 85 units for the homeless, and six units for Habitat for Humanity.

Unit Type	Single-Family Focus	Townhouse Focus
Large Single Family	14	6
Mid-sized Singe Family	15	10
Small Single Family	50	50
Large Townhomes	17	42
Smaller Townhomes	12	17
Total Market Rate Units	108	125
Total Self-Help Townhomes	6	6
AHA Townhomes	30	30
AHA Senior Studios	55	55
Total Homeless Units	85	85
Total Units	199	216

The proposed unit mix of the Redevelopment Plan focuses on product types in the middle-income range, with a few large single-family homes, and no stacked flats proposed. Market-rate units include detached single-family homes of various sizes as well as duplex townhouses. The Redevelopment Plan includes six Habitat for Humanity self-help home ownership units, as well as 30 AHA family homes in duplex townhouses, and 55 senior studio units in a single building located on the parcel that is west of Texas Way West.

PUBLIC BENEFIT CONVEYANCES

Following the redevelopment program described above, a total of 9.49 acres of the Fort Lawton site will be requested for public benefit conveyance for open space, homeless housing, and self-help homeownership housing, as described in Chapter 6.

Specifically, the City of Seattle requests a minimum of 6.66 acres of currently forested areas as public benefit conveyances for parks, open space, and wildlife habitat. An additional .57 acres is requested for a central neighborhood park. The City of Seattle requests that approximately 2.01 acres of the Fort Lawton site be conveyed to the City of Seattle for development of homeless housing. Finally, Habitat for Humanity Seattle/South King County requests that 0.25 acres of the Fort Lawton site be conveyed to Habitat for Humanity for six units, averaging 1,850 square feet per unit, of self-help homeownership housing in duplex townhomes.

IMPLEMENTATION STRATEGY

The Redevelopment Plan for Fort Lawton requires a sophisticated financing model and phasing strategy to achieve its objective of an environmentally sustainable, mixed-income neighborhood. This is described in Chapter 7.

Executive Summary

Existing Fort Lawton Aerial Photo



Proposed Fort Lawton Redevelopment Plan





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- Appendix E: Infrastructure Study*
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- Appendix G: Market Demand Study*
- Appendix H: Financial Model*

Acronyms

ADA	Americans with Disabilities Act
AHA	Archdiocesan Housing Authority
BRAC	Base Realignment and Closure
BRH	Bush, Roed and Hitchings, Inc.
CAPER	Consolidated Plan Annual Performance and Evaluation Report
CDBG	Community Development Block Grant
CFR	Code of Federal Regulations
CHPD	Cluster Housing Planned Development
DOD	U.S. Department of Defense
DPA	down payment assistance
DPD	Seattle Department of Planning and Development
DS	determination of significance
EA	environmental assessment
EIS	environmental impact statement
ESA	Endangered Species Act
FLARC	Fort Lawton Army Reserve Center
FONSI	finding of no significant impact
GIS	geographic information system
HFP	King County Housing Finance Program
HOF	Housing Opportunity Fund
HTF	Washington State Housing Trust Fund
HUD	U.S. Department of Housing & Urban Development
LIHTC	Low Income Housing Tax Credits
LRA	Local Redevelopment Authority
MDNS	mitigated determination of non-significance
MUP	Master Use Permit
NEPA	National Environmental Policy Act
NHPA	National Historic Preservation Act
NOI	Notice of Interest
NRHP	National Register of Historic Places
OEA	Office of Economic Adjustment
OH	Seattle Office of Housing
OMS	Organizational Maintenance Shop
PRD	Planned Residential Development
PSE	Puget Sound Energy
PUDA	Property Use and Development Agreement
RAHP	Regional Affordable Housing Program
ROW	right-of-way
SEPA	State Environmental Policy Act
SF	square foot
SHA	Seattle Housing Authority
SHP	Supportive Housing Program
SMC	Seattle Municipal Code
TAG	technical advisory group
USACE	U.S. Army Corps of Engineers

USARC U.S. Army Reserve Center
VA Department of Veterans Affairs
WDFW Washington State Department of Fish and Wildlife
YWCA Young Women's Christian Association

CHAPTER 1

Introduction and Purpose

1.1 PURPOSE AND NEED

The Fort Lawton Army Reserve Center (Fort Lawton) in the Magnolia neighborhood of Seattle, Washington, is planned for closure by September 2011 under the U.S. Department of Defense (DOD) 2005 Base Realignment and Closure (BRAC) actions as accepted by Congress and the President. This Fort Lawton Redevelopment Plan (Redevelopment Plan), or BRAC plan as it is sometimes referred to, provides a vision for the future use and redevelopment of the site as well as to meet the City of Seattle's obligations to the Department of Defense.

The closing of Fort Lawton presents both opportunities and challenges for the City of Seattle (the City) and the Magnolia neighborhood. To ensure a well-orchestrated and collaborative planning process, the DOD named the City as the Local Redevelopment Authority (LRA) for Fort Lawton, and the LRA identified the Seattle Housing Authority (SHA) as the lead developer. The City and SHA have a strong, positive history of building well-integrated and environmentally sensitive new neighborhoods in Seattle; this Redevelopment Plan conveys the vision and plan for one more.

Under the BRAC program, all or portions of surplus military facilities may be conveyed for housing or services for homeless people, or for other federally designated public uses. As documented in this Redevelopment Plan, the future uses envisioned for the Fort Lawton site include the following: (1) wildlife habitat and open space; (2) market-rate for-sale housing; (3) self-help housing for first-time homeowners; and (4) homeless housing and related support services for families and seniors. The City of Seattle has prepared this plan to address the multiple and diverse issues associated with the proposed redevelopment program for the Fort Lawton site, including the environmental resources in the vicinity, the concerns and needs of the surrounding neighborhood, balancing the needs of the homeless with economic and other development needs of the community, and the myriad components of the overall planning process that culminated in the preparation of the Redevelopment Plan.

1.2 HISTORY OF THE SITE

In 1897, the Seattle Chamber of Commerce and local citizens donated 703 acres of the community's spectacular Magnolia Bluff to the United States Army for use as a base to defend Seattle and northern Puget Sound. The facility was converted to infantry use five years later.

Fort Lawton was in active military use as a staging center and prisoner of war camp through two world wars, the Korean War, and into Vietnam. For a time during World War II, the Fort included 450 buildings, housing 20,000 soldiers. More than one million soldiers deployed from Fort Lawton during that war, and as many as 10,000 a day were transported to Korea in the early 1950s.

In 1968, the Army decided to surplus much of the Fort Lawton site, and Senator Henry M. Jackson sponsored legislation to transfer the site at no cost to the City of Seattle. This is now Discovery Park, the City's largest park.

Native Americans, led by Bernie Whitebear, asserted their rights to the land after it was transferred by the DOD and successfully negotiated with the City for a 20-acre site to create the Daybreak Star Cultural Center, described by the United Indians of All Tribes as "an urban base for Native Americans in the Seattle area."

While most of the Fort was given to the City, the DOD retained approximately 45 acres as an Army Reserve Center. In 1997, the Army built a new Fort Lawton Army Reserve Center (FLARC) building. Fort Lawton continues in active use today.

1.3 PLAN, POLICY, AND PROGRAM GUIDANCE

In creating the Redevelopment Plan for Fort Lawton, the City and its stakeholders considered not only the adjacent neighborhood but the overall Seattle region and were also mindful that redevelopment of the site must serve today's residents as well as future generations. In achieving these objectives, the City of Seattle and its partners balanced a number of local, state, and federal requirements and policy objectives, including the following:

- Base Redevelopment and Realignment Manual (DOD)
- Housing and Urban Development Guidebook on Military Base Reuse and Homeless Assistance (HUD)
- City of Seattle Comprehensive Plan and Municipal Code
- City of Seattle Consolidated Plan and Consolidated Plan Annual Performance and Evaluation Report (CAPER)
- 10-Year Plan to End Homelessness and One Night Count of Homeless People in Seattle-King County
- Great Blue Heron Management Plan

NOTE: All policies and documents referenced in this plan are available on the Fort Lawton website (www.seattle.gov/neighborhoods/fortlawton/brac).

1.4 SITE LOCATION AND CONTEXT

Located in the Magnolia neighborhood of Seattle, the Fort Lawton property abuts Discovery Park – which is nearly 550 acres – on the west and south, and a primarily residential neighborhood of single-family homes to the north and east (Figure 1.4-1). The Fort Lawton property consists of slightly more than approximately 45 acres, including 11 buildings and a military cemetery. The federal government plans to retain approximately 16 acres of the site that contains the existing FLARC building and supporting parking and the military cemetery. The Department of Veterans Affairs (VA) plans to take over the use of the FLARC building on the site for clinical and administrative uses.

Texas Way West runs through the remaining approximately 29 acres of the site, from West Government Way in the southeast to 40th Avenue West in the northwest, and provides access to the remaining 10 existing structures.

Figure 1.4-1: Fort Lawton Project Site Vicinity Map



1.5 LOCAL REDEVELOPMENT AUTHORITY

The DOD recognizes a Local Redevelopment Authority (LRA) as the entity responsible for creating a redevelopment plan for military facilities in a BRAC process. The DOD considers the LRA's plan before transferring any property for redevelopment to nonfederal entities. This provides one local point of contact for the DOD as well as efficient property transfer and community consensus for redevelopment plans. The process is governed by the DOD's Base Redevelopment and Realignment Manual and the associated sections of the Code of Federal Regulations (CFR) that are referenced by the manual and the Department of Housing and Urban Development (HUD) and its CFR sections. The Office of Economic Adjustment (OEA) recognizes the LRA to manage the public process for the preparation of a redevelopment plan; to serve as the single point of contact for the DOD and the local community; and ultimately to deliver a plan that balances the unmet needs of the homeless with other community economic redevelopment needs and the needs of HUD and DOD.

Mayor Greg Nickels submitted and the Seattle City Council approved a resolution in June 2006 for the City to request to be named the LRA for the Fort Lawton Army Reserve Center. The City was officially named the LRA on July 10, 2006 (refer to Appendix A for Resolution No. 30883).

As the LRA, the City is charged with creating a redevelopment plan for the Fort Lawton site that balances the needs of the homeless with economic and other development needs of the community.

As the LRA, the City should:

- conduct outreach to homeless assistance providers and other eligible recipients of public benefit property transfers, including the announcement of availability of surplus property for homeless and public benefit conveyance;
- provide leadership and build consensus for the redevelopment plan;
- consult with the military department on personal property disposal; and
- serve as the single point of contact for the community.

1.6 OVERVIEW OF THE NOI PROCESS AND REDEVELOPMENT PROGRAM

Under the BRAC program, portions of surplus military bases may be conveyed at no cost for housing or services for homeless people, and conveyed at a reduced or no cost for other federally designated public uses. As the LRA, the City is responsible for soliciting and evaluating Notices of Interest (NOIs) from agencies or organizations requesting properties for a specific federally qualified use. “Public benefit conveyances” can be made for uses such as public health, self-help housing, homeless housing, or open space. A complete list of all public benefit conveyances is provided in Chapter 6. Specifically, the LRA must do the following:

- announce the availability of surplus property for homeless and public benefit conveyances;
- give applicants at least 90 days and no more than 180 days to submit Notices of Interest;
- consider all Notices of Interest; and
- review applications and determine those to be included in the redevelopment plan.

The City provided notice on September 12, 2006, of the availability of property at Fort Lawton and held a workshop on September 26, 2006, for homeless assistance providers and other eligible recipients of public benefit property transfers. On January 10, 2007, the City received five Notices of Interest, which are summarized below.

- United Indians of All Tribes Foundation (Lead Developer) – Included market-rate housing, homeless housing, community space, and open space. The application included a proposal from the Archdiocesan Housing Authority (AHA) to operate homeless housing.
- Seattle Housing Authority (Lead Developer) – Included market-rate housing, homeless housing, and open space. The proposal included an application from the Young Women’s Christian Association (YWCA) of Seattle-King County-Snohomish County to operate homeless housing and Habitat for Humanity Seattle/South King County.
- Downtown Emergency Service Center – Included homeless housing only.
- Seattle Parks and Recreation Department – Included open space to be incorporated into Discovery Park.
- Seattle Veterans Museum – Included space for Seattle Veterans Museum.

The mayor appointed a technical advisory group (TAG) comprised of local citizens with expertise in land use planning, financing, housing for the homeless, as well as residents of the Magnolia neighborhood to advise him on the Fort Lawton redevelopment, including review of the NOIs. It is important to note that

while the LRA can only select or approve NOIs from those submitted, the LRA, together with the applicant, can modify a specific NOI. The TAG completed their review in early 2007, providing guidance to the City interdepartmental staff who recommended the following NOI program to the mayor:

- Seattle Housing Authority – Master developer
- Archdiocesan Housing Authority – Developer and service provider, housing for homeless seniors and families
- YWCA of King County – Service provider, homeless family housing
- United Indians of All Tribes Foundation – Referral and service provider for homeless seniors
- Seattle Parks and Recreation Department – Property owner, open space for Discovery Park



Fort Lawton Entry

Upon approval by the mayor, these NOIs were integrated into the redevelopment planning process and are included in the plan discussed in detail in Chapter 5. The City also developed a Homeless Assistance Submission that further supports the housing program of this Redevelopment Plan. The Homeless Assistance Submission includes an outline of the need of the homeless in Seattle as well as

a discussion of the policies designed to address homelessness. The Homeless Assistance Submission is submitted to DOD and HUD with this Redevelopment Plan and is available at www.seattle.gov/neighborhoods/fortlawton/brac.

1.7 PUBLIC INVOLVEMENT AND PLAN DEVELOPMENT PROCESS

Adjacent to the largest park in the city (Discovery Park), bounded by a residential neighborhood and sensitive heron habitat, and with views of Puget Sound, Fort Lawton's future redevelopment matters to the entire city of Seattle. Uses on the site must be internally compatible and blend with these bordering uses. Therefore, the public involvement component was designed to engage the public throughout the Fort Lawton Redevelopment Plan process.



July 12, 2008, Fort Lawton Community Workshop

The Fort Lawton BRAC public involvement process began in September 2006 with a workshop and tour of the site for those organizations interested in the NOI process for surplus property. The general public was welcome and was among those attending the workshop. To ensure the general public had opportunities to understand the BRAC process and what would be happening at Fort Lawton, two meetings were held following this workshop.

In 2007 and 2008, 15 meetings were held beginning in February 2007 and ending in July 2008 (Appendix B). The early meetings discussed the BRAC process and the NOIs received by the City for Fort Lawton property. The remaining meetings in 2008 focused on how the LRA would incorporate selected NOIs in this Redevelopment Plan.

It was important for the City to engage the public throughout the redevelopment planning process to produce a plan with stakeholders that could be supported by the community. In support of the defined vision for the redevelopment program (neighborhood integrity and community connectedness, social responsibility, and environmental stewardship, as described in more detail in Chapter 2),

the LRA, its consultants, and the lead developer (SHA) held six Saturday workshops. They focused first on defining a vision for the redevelopment of Fort Lawton. The second focus was on understanding and shaping the plan components through informational exchanges with the consultants working on the Redevelopment Plan and engaged stakeholders.

To address community questions on homeless housing and services, the LRA held an informational meeting on homeless housing. Following this meeting, the LRA held a series of three community meetings on detailed aspects of the selected homeless providers' programs that could later be incorporated into a Community Relations Plan between the community and the homeless providers.

CHAPTER 2

Project Vision

2.1 PROJECT CHALLENGE AND VISION

The vision for the redevelopment of the Fort Lawton site is intended to accomplish the following: meet the requirements of HUD and the DOD; reflect community involvement, City needs, and financial viability; and at the same time result in a plan for a model community that is livable, diverse, green, and that fits into the surrounding neighborhood. The uses envisioned for the site include:

- wildlife habitat and open space;
- market-rate for-sale housing;
- self-help housing for first-time homeowners; and
- homeless housing and supportive services for families and seniors, including veterans and Native American seniors.

At the same time, the City expects the resulting plan to be sensitive to wildlife, blend with Discovery Park, and be reflective of Native American values.

The vision for Fort Lawton is to create a mixed-income, environmentally sensitive community that affords families of varying income levels the opportunity to live in a diverse and sustainable neighborhood. This vision capitalizes on a number of the unique attributes of the Fort Lawton site, including its location adjacent to both Discovery Park and the city's largest blue heron rookery in Kiwanis Ravine. In addition, the Redevelopment Plan for Fort Lawton will respond to Seattle's commitment to the 10-Year Plan to End Homelessness while simultaneously reconnecting the site to the existing Magnolia community.

From this overarching vision, the City of Seattle, together with SHA and the local community, developed a set of topical vision statements to direct the redevelopment of the site.

NEIGHBORHOOD INTEGRITY AND COMMUNITY CONNECTEDNESS

- Blend with the existing neighborhood and Discovery Park
- Enhance the quality of the existing neighborhood
- Reflect Native American values

SOCIAL RESPONSIBILITY

- Create a mixed-income community and respond to Seattle’s needs for housing for homeless
- Provide diverse housing types
- Build a livable community designed to meet the needs of its residents and neighbors

ENVIRONMENTAL STEWARDSHIP

- Create a community that respects the adjacent natural areas and is developed in an environmentally sustainable manner
- Protect and improve wildlife habitat on the site



2.2 GOALS AND PRINCIPLES

There are three sets of aspiration statements for the Fort Lawton project in this document. The first is the vision for the project, described above, which motivated the City to launch the project and guided City decision-making throughout. The second is a set of goals identified by participants in community workshops on March 29 and April 26, 2008. The third is a set of guiding principles, which were identified by the planning team (the City, SHA, consultants, and the community) to shape the site planning phase of the project. The guiding principles attempt to respond to the City’s vision, the community’s goals, and financial feasibility. The goals and guiding principles developed during the redevelopment planning process are listed in Chapter 4.

CHAPTER 3

Existing Conditions

3.1 OVERVIEW

Fort Lawton is located near the northwestern corner of Seattle's Magnolia neighborhood, on a site overlooking the Lake Washington Ship Canal and the Salmon Bay estuary. Along its western and southern edges, Fort Lawton abuts the 534-acre Discovery Park. To the north and east of the site, it borders on a residential neighborhood containing primarily single-family homes, with several apartment buildings to the south. The primary means of accessing the site is via Texas Way West, which runs through the property, from West Government Way at the site's southeast corner to 40th Avenue West at its northwest corner.

A number of office buildings, utility buildings, and associated parking lots are currently located on the site. Agencies that submitted NOIs considered reusing some of these buildings. In addition, the federal government plans to retain the recently constructed Fort Lawton U.S. Army Reserve Center (FLARC) building and a large, adjacent parking area, which cover an area of approximately 8.5 acres.

The Seattle City Council has begun the process of designating the entire site for multifamily housing in the City of Seattle Comprehensive Plan. The Redevelopment Plan makes a recommendation for specific rezoning.



Fort Lawton North Parking Lot

The environmental constraints for the site include steep slopes at the northern and eastern edges of the property. A wildlife corridor study done in 2006 identified a wetland on the north slope. In addition, there is a large blue heron rookery in Kiwanis Ravine near the site. The City protected this rookery through a Great Blue Heron Management Plan, incorporated in the Department of Planning and Development (DPD) Director's Rule 5-2007. Bald eagles previously nested in Discovery Park and have nested more recently in residential areas near the Army Reserve site.

3.2 ENVIRONMENTAL RESOURCES

TOPOGRAPHY AND SOILS

The project site is located on Magnolia Bluff, at an elevation of approximately 100 to 165 feet above mean sea level. The site generally slopes downward from its greatest elevation, at its southwest corner, to the north and northeast. However, construction of building pads, parking lots, and streets has resulted in grading of much of the site and the construction of a number of retaining walls.

The site is located on mostly gentle slopes underlain by advance outwash deposits and pre-Fraser deposits (Figure 3.2-1). The advance outwash units include the Lawton Clay at the very northern end of the site, the Esperance Sand, and coarser grained advance outwash. Soils underlying the site consist primarily of sand and gravel with some silt units. The soils generally become coarser grained toward the south. Silt to clay soil becomes predominant near the north end. Fill soils of local derivation are likely present over parts of the site where past grading has taken place.

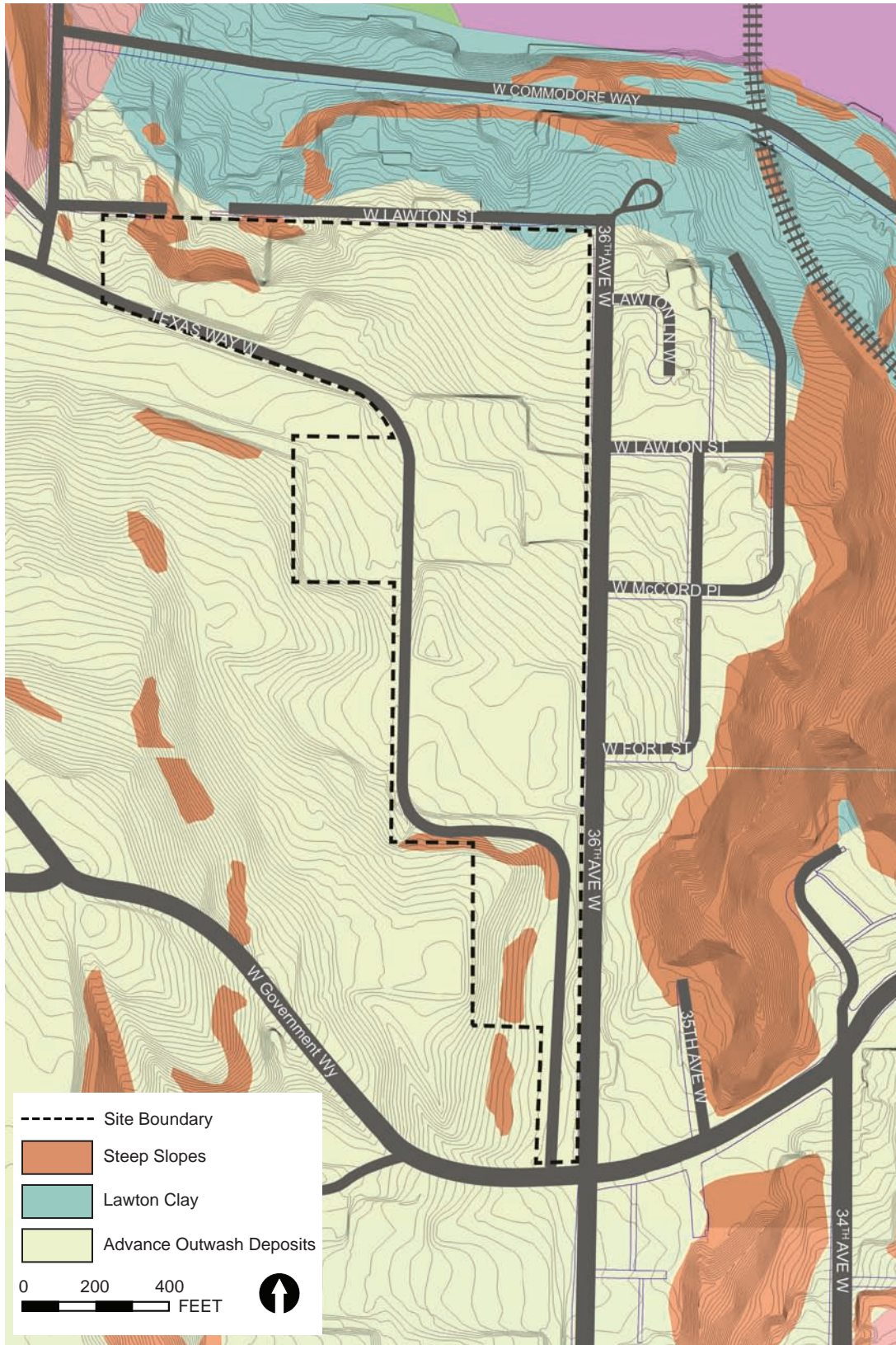
The slope along the north end of the site is potentially unstable. The slope is steep enough and the presence of seeps and springs are such that alteration of the slope conditions would likely lead to shallow surface soil failures or erosion on some portions of the slope unless engineer-designed mitigation measures are in place.

Soils underlying much of the site have been overridden by glacial ice. As such, the native soils have been over-consolidated and will support typical light building foundation loads. However, soil conditions across the site are likely variable as at least a portion of the site is located in an area transitioning between the Lawton Clay, Esperance Sand, and more generic glacial outwash and as past grading on the site has likely left areas underlain by fill. Larger buildings with heavier foundation loads may be subject to differential settlement unless site foundation designs specific to site soil conditions are developed.

Much of the site is currently covered with impervious surfaces, and water is directed into an existing stormwater system. Redevelopment of the site could potentially infiltrate more stormwater if low impact development techniques are used. If groundwater recharge is maintained at similar levels as is currently taking place at the site or at levels near natural conditions, no off-site impacts would be posed.

Additional information on topography and soils is presented in Appendix C.

Figure 3.2-1: Topography and Soils



VEGETATION

The Fort Lawton site has two large areas of unmaintained natural vegetation, the north bluff area and the southern mixed-conifer forest adjacent to the Fort Lawton Cemetery (Figure 3.2-2). These areas comprise the majority of wildlife habitat on the site, and each area contains elements of structural complexity and specific habitat features that support wildlife. Additionally, individual trees of mixed ages are scattered throughout the site as landscaping between buildings and parking lots. Many of the landscape trees are native species such as big-leaf maples (*Acer macrophyllum*), although some black locusts (*Robinia pseudoacacia*) and other non-natives occur. A narrow “canopy corridor” of native trees currently exists along the eastern edge of the Fort Lawton site, adjacent to 36th Avenue West, and another between the FLARC parking area and Texas Way West. Trees in the 36th Avenue West corridor north of West Fort Street are young and planted among native shrubs; trees south of West Fort Street are much older and have no associated shrubs or understory. Trees near the FLARC parking area are young and have some associated native shrubs among them.

The north bluff area covers about 3.5 forested acres and borders West Lawton Street from 36th Avenue West to 40th Avenue West, along the northern property boundary. The forest in this area is dominated by mature deciduous trees, including big-leaf maples, red alders (*Alnus rubra*), and some hawthorns (*Crataegus sp.*). A few western red cedars (*Thuja plicata*) are present; however, there are few mature conifers, and they are not dominant in the canopy or subcanopy. Significant dead stems are present on many of the big-leaf maples, and there is an abundance of leaf litter and small woody debris on the forest floor. Some large woody debris is present as well. The understory is dominated by weedy and invasive vegetation, including English ivy (*Hedera helix*), bindweed (*Convolvulus arvensis*), Himalayan blackberry (*Rubus armeniacus*), herb-robert geranium (*Geranium robertianum*), Scotch broom (*Cytisus scoparius*), and patches of knotweed (*Polygonum sp.*). Invasive plant cover is significantly impacting native plant species’ growth and health, and reducing the overall plant diversity and habitat value of the site.

The southern mixed-coniferous forest is tucked between the Fort Lawton Cemetery and Texas Way West. This area is approximately 2 acres and is conterminous with forested patches of Discovery Park. Tree canopy species are primarily Douglas-fir (*Pseudotsuga menziesii*), big-leaf maple, red alder, Pacific madrone (*Arbutus menziesii*), and western red cedar. There are no snags or large woody debris, although some big-leaf maples have dead stems that support woodpecker foraging. The understory has some native species cover, including red elderberry (*Sambucus racemosa*), swordfern (*Polystichum munitum*), sapling western red cedar, and native woodland rose (*Rosa sp.*). Invasive plant species are a significant problem here as well and include ivy,

Figure 3.2-2: Vegetation



holly (*Ilex aquifolium*), cherry laurel (*Prunus laurocerasus*), and Himalayan blackberry. The forest floor in this area is much more shaded than in the north bluff, and conditions are more difficult for some invasive species due to low light, although ivy, holly, and laurel are abundant.

In both the north bluff and southern mixed coniferous forest, significant room for enhancement and habitat restoration exists. Many existing mature big-leaf maples are nearing the end of their natural lifespan. These maples are covered with ivy, which competes with trees for nutrients and light and can significantly weaken trees due to excess weight and exacerbation of wind damage. Native understory planting, invasive plant removal, and native tree planting, especially with conifers, would increase the health and habitat value of each forest patch.

WILDLIFE

The north bluff area and the southern mixed coniferous forest both currently have excellent habitat value for many migratory and resident bird species. Most forest birds documented to use Discovery Park have good potential to use these forested areas. Many species of coniferous forest birds and mammals are likely to use the southern mixed coniferous forest for foraging and

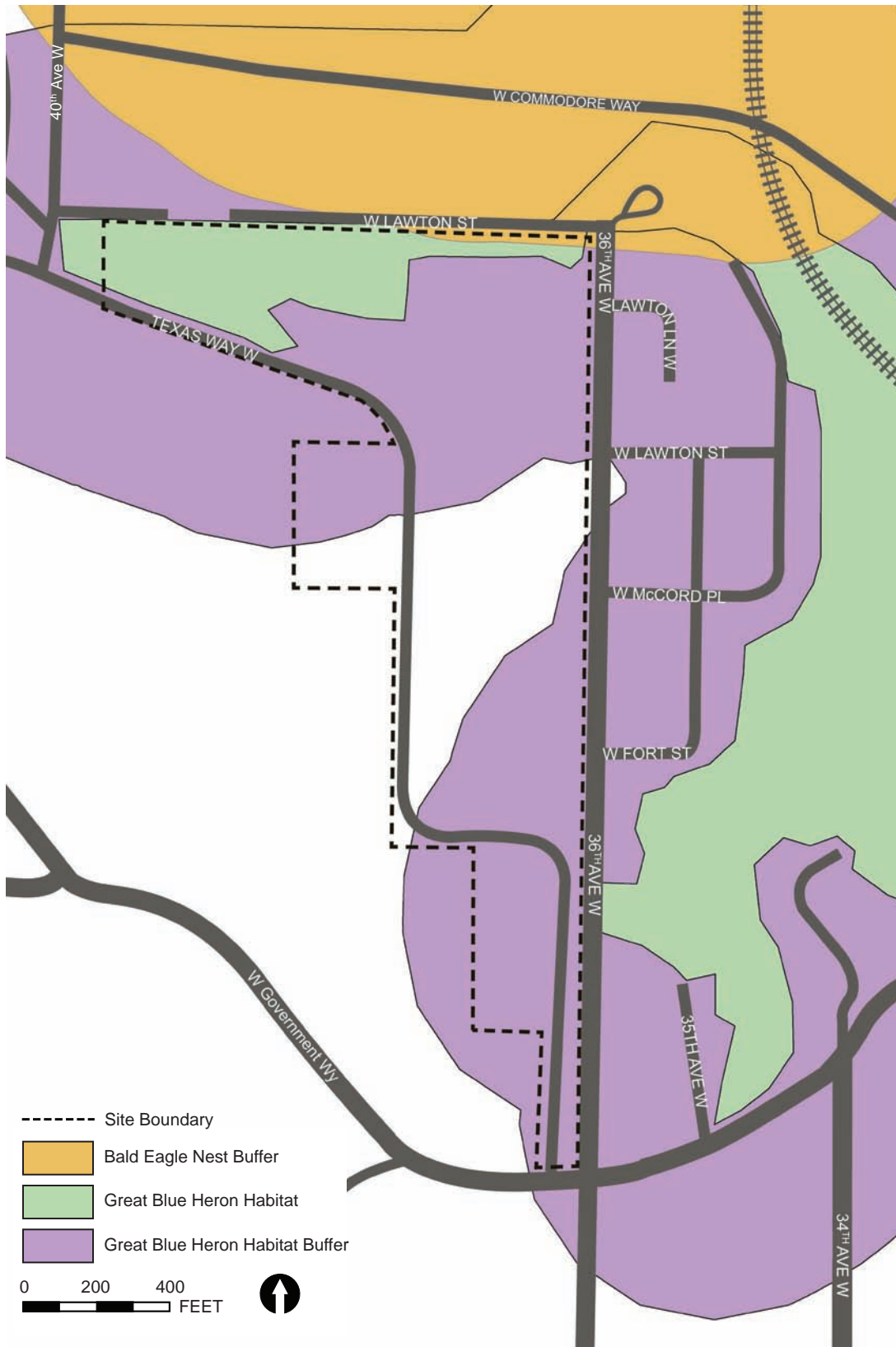
nesting, taking advantage of the contiguous forest through the park. The southern mixed-coniferous forest has excellent value as a bridge between Discovery Park and Kiwanis Memorial Preserve Park, providing a forested path through neighborhoods. Piscivorous birds and raptors are likely to use the north bluff area frequently because of the open views of multiple habitats, including saltwater shoreline. The north bluff canopy trees provide excellent perching, foraging, and sunning opportunities for many species, with views of the canal and Salmon Bay shoreline where many piscivorous species forage. Bald eagles (*Haliaeetus leucocephalus*) and great blue heron (*Ardea herodias*) are likely to use these trees often to perch, view fishing grounds, and sun



themselves. Big-leaf maples with portions of dead crown are abundant, and snags are plentiful throughout the site, providing habitat for woodpeckers and other cavity-nesting birds. Much of the standing dead wood has evidence of multiple woodpecker species use. Small mammals such as raccoons (*Procyon lotor*) and voles (*Microtus spp.*) may use the dense understory as cover from predators or as a travel corridor between various habitats. The north bluff area represents more than half of the forest cover within 800 feet of Salmon Bay, and is important to any species needing both aquatic resources and forested areas.

A great blue heron rookery in the Kiwanis Memorial Preserve Park (east of the Fort Lawton property) is of particular concern for this site. The Kiwanis

Figure 3.2-3: Wildlife



Memorial Preserve Park is home to a breeding colony of approximately 40 nesting pairs of great blue herons, birds that use a variety of forest and aquatic habitats over the area, including forested patches of the Fort Lawton site. The great blue heron would benefit from protection and enhancement of an aerial tree canopy corridor extending from the north bluff area east to the Kiwanis Memorial Preserve Park and south through the length of the Kiwanis Ravine, looping back west at the southern portion, near Ohman Place, where significant canopy cover can lead through to Discovery Park. Retention of the southern mixed coniferous forest and improvement of the Texas Way/36th Avenue West access corridor may help to provide a contiguous aerial greenbelt that could support movement of great blue heron between Discovery Park and Kiwanis Memorial Preserve Park, and support other wildlife species that use canopy cover as well.

Several bald eagles have nested near the Salmon Bay shoreline or in Discovery Park, although no nests occur on the Fort Lawton site. Nest sites and winter roosts are mapped by the Washington State Department of Fish and Wildlife (WDFW), and these locations are protected by variable buffers ranging from 400 feet to ¼ mile, depending on site conditions and nest type. One bald eagle buffer extends for approximately 10 feet into the very northeast portion of the site, within the eastern portion of the north bluff area.

Great blue herons and bald eagles are both protected by the WDFW; habitat and buffers for both species are depicted in Figure 3.2-3.

CULTURAL AND HISTORIC RESOURCES

Archaeological Resources

The site is located within the traditional territory of the Duwamish Indians, and evidence found at several sites in the area indicates past tribal occupation (DOD n.d.). However, archaeological investigation on the Fort Lawton site has uncovered no evidence of occupation (DOD 1997). Previous construction and demolition activities have disturbed large portions of the site, making discovery and disturbance of archaeological resources highly unlikely.

Historic Resources

Military use of the site began in 1898, when the Chamber of Commerce presented the Army with the land on which Fort Lawton would be established (DOD 1997). Fort Lawton was in active military use as a staging center and prisoner of war camp through two world wars, the Korean War, and into the conflict in Vietnam. During World War II, the Fort included 450 buildings, housing 20,000 soldiers. In 1968, the Army decided to surplus much of Fort Lawton, and Senator Henry M. Jackson sponsored legislation to return the site to the City of Seattle. Of the 700 acres originally given to the Army,



Top and Left Photos: Harvey Hall

Right Photo: Building 275 Smokestack

approximately 400 acres of land was transferred to the City in 1972. This is now Discovery Park, the City's largest park.

Portions of the project site have been occupied by buildings, including World War II-era barracks and warehouses as well as other facilities (USACE 2007). Most of these historical structures have since been demolished. Portions of Building 275, which includes the foundation of an incinerator and a 60-foot smokestack, date from circa 1900 and remain at the northern edge of the property. Previous investigation found that this building was not eligible for the National Register of Historic Places (NRHP) (DOD 1997). Harvey Hall, built in 1958, may be eligible for the NRHP based on its age but does not appear to meet other eligibility criteria.

3.3 LAND USE

COMPREHENSIVE PLAN AND DEVELOPMENT CODE

Zoning

The Fort Lawton site is in the process of being designated for multifamily residential use under the Seattle Comprehensive Plan (2007). The site is currently zoned SF 7200 (single-family residential with a minimum lot size of 7,200 square feet) (Figure 3.3-1). While single-family residences are the primary use in this zone, the Seattle Municipal Code (SMC) permits certain other uses outright, such as nursing homes with up to eight residents and adult family homes licensed by the state (SMC 23.44.006.G and H, respectively). Other sections of the SMC also identify exceptions for allowable uses. For example, SMC 23.44.028 *Structures unsuited to uses permitted outright*, describes the basis for allowing uses that are otherwise not permitted within existing structures (e.g., Harvey Hall). As stated, a use may be permitted if: (1) the structure design is not suitable for conversion to a use permitted outright, (2) the structure contains more than 4,000 square feet, and (3) the proposed use would provide a public benefit. If such structures were reused for multifamily housing, for example, the structure and associated site area would be subtracted from the area used to calculate allowable density for the remainder of the site (Hauger, pers. comm., May 8, 2008).

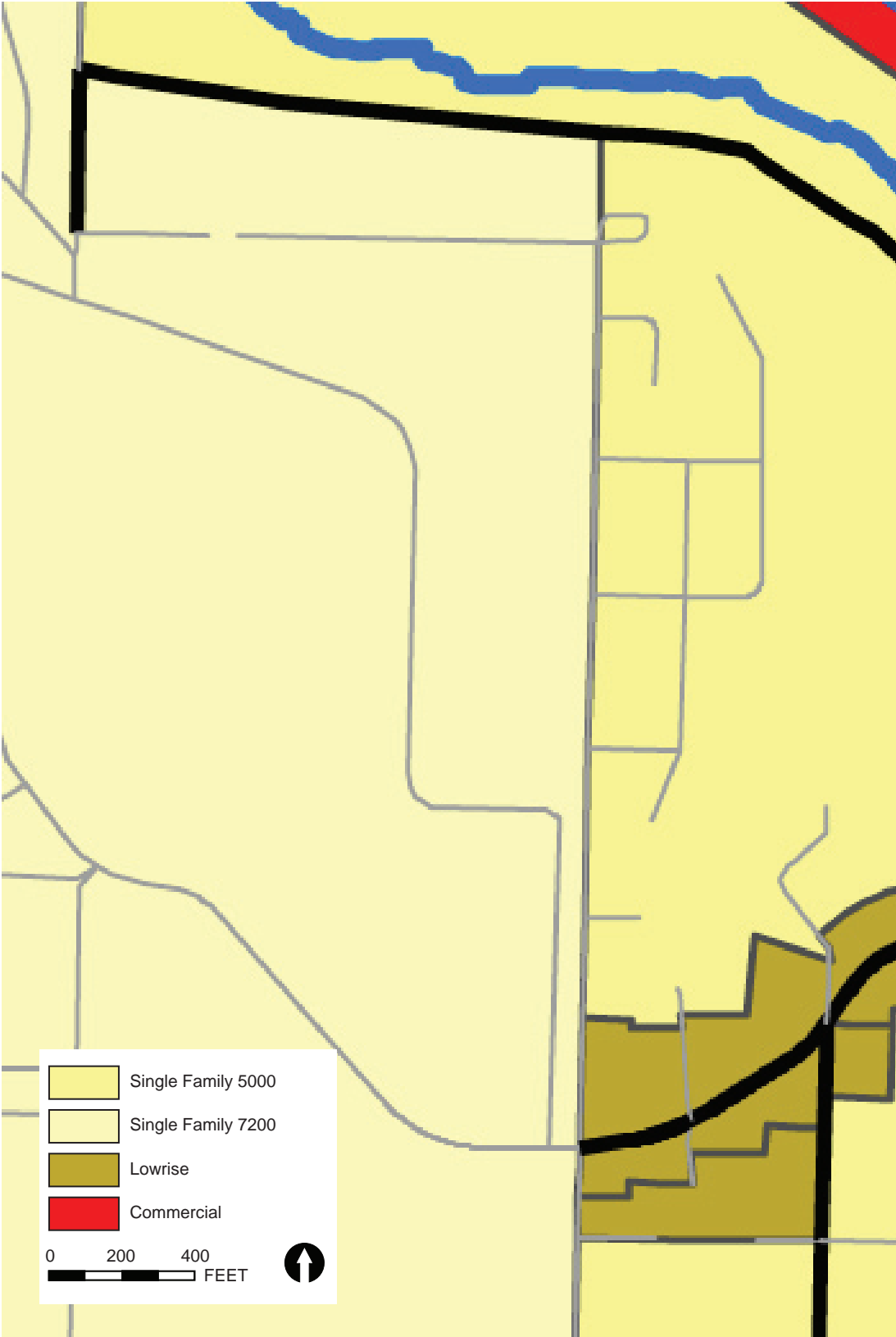
Subdivision Standards

Subdivision standards (SMC 23.22.052) generally require street dedication for adequate traffic and pedestrian circulation, unless the City determines that such needs and the public interest can be met through private easements. SMC 25.09.240 includes specific provisions for subdivisions with environmentally critical areas, including steep slopes, and excludes easements and/or fee simple property used for shared vehicular access from the area used to calculate the number of lots permitted. The administrative conditional use (SMC 25.09.260) process allows certain exceptions for subdivisions within environmentally critical areas. However, in this case, the areas proposed for development on the site exclude the steep slope areas.

Planned Residential Development

Planned residential developments (PRDs) (SMC 23.44.034) may be permitted in single-family zones as a Council-approved conditional use. PRDs allow reuse of existing structures (e.g., Harvey Hall), and provide additional housing flexibility by permitting townhouse units if they are 100 feet or more from property lines that abut or are directly across the street from property zoned single family. PRDs also may accommodate an increase in the maximum number of dwelling units by up to 20 percent if the PRD provides additional public benefits such as low-income housing and/or usable public open space. According to SMC

Figure 3.3-1: Zoning



23.44.034, “A PRD is intended to enhance and preserve natural features, encourage the construction of affordable housing, allow for development and design flexibility, and protect and prevent harm in environmentally critical areas.”

Number of Housing Units Allowed

The City’s DPD has determined that the land area used to calculate the total number of housing units is based on the parcel prior to subdivision and right-of-way dedication, independent of the type of development proposed (Stave, pers. comm., June 30, 2008). This issue was considered and addressed in DPD Interpretation No. 05-004 for a Clustered Housing Planned Development (CHPD) and subsequently upheld by the Seattle Hearing Examiner and courts (Stave, pers. comm., June 30, 2008). In this plan, the number of housing units would be calculated for the site excluding the steep slope areas and existing structures (if applicable).

DESIGN STANDARDS

SMC 23.22.100 provides design standards under the subdivision standards for streets and other pedestrian and vehicle access, blocks, lots, and utilities. The Hearing Examiner may authorize exceptions (SMC 23.22.106) based on hardship, topography, and other relevant conditions. Single-family development under the existing SF 7200 zoning designation would be required to comply with the standards of SMC 23.44. If townhouses are included in a PRD, they would need to meet L-1 (Lowrise 1) development standards (SMC 23.45).

NEIGHBORHOOD INTEGRATION

Neighborhood integration is incorporated in various code provisions described above. These include standards for access requirements (SMC 23.22.052), environmentally critical areas, administrative conditional uses (SMC 25.09.260), and PRDs (SMC 23.44.034). PRDs require single-family houses along the edges adjacent to single-family property. DPD also has suggested other possible features for this site to promote neighborhood integration, such as aligning new streets with existing streets, providing pedestrian access to Discovery Park, and orienting new housing toward 36th Avenue West (Hauger, pers. comm., May 8, 2008).

3.4 EXISTING FACILITIES

EXISTING STRUCTURES

Existing buildings at Fort Lawton that are being considered in this Redevelopment Plan were evaluated for their overall condition, use, and characteristics. This facilities assessment addresses five of the seven major existing buildings at Fort Lawton (Figure 3.4-1). Drawings were used in the field to confirm current condition and layouts of the buildings. Each building's construction methods, square footage, exterior appearance, interior facets, and mechanical systems were addressed. Two buildings were not examined: the Fort Lawton USARC Building 240 is to be turned over to the Veterans Administration and is not part of the City's Redevelopment Plan, and documents for the Organizational Maintenance Shops (OMS) Building 245 were unavailable. Generally, all the buildings are in good condition.

Building 211, 214, and 222

These are relatively small maintenance, storage, and office buildings that are not appropriate for the expected new uses on the site.

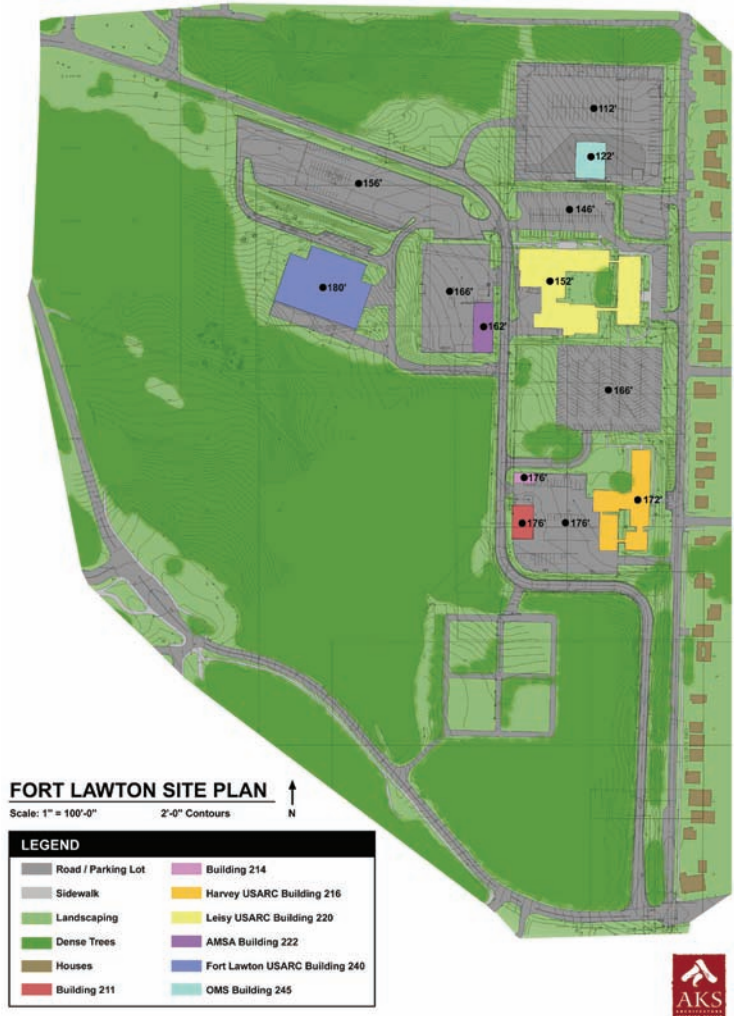
Harvey Hall - USARC Building 216

This building was built in 1952 and in 2003 an addition was added. It is a two-story concrete with brick masonry veneer and steel joist structure that contains offices, classrooms, storage, and an auditorium. It may contain asbestos. The 2003 building addition is a one-story pre-engineered metal structure with metal siding and a brick veneer wainscot.

Leisy Hall - USARC Building 220

This building was built in 1970 with a building addition added in 1976. It is a two-story precast concrete column and steel joist structure with precast concrete panels and contains offices, classrooms, storage, and assembly spaces. It may contain asbestos.

Figure 3.4-1: Existing Site Plan



INFRASTRUCTURE

Fort Lawton is currently well served by utilities, which also supply the residential neighborhood to the east and enter the site from 36th Avenue West. The infrastructure on site is summarized below, with more detailed information provided in Appendix E.

Sewer

Wastewater generated on site is carried north by a single 8-inch sewer line to a major stormwater/sewer trunk line on West Commodore Way. This trunk then carries wastewater to King County's West Point Sewage Treatment Plant. Analysis indicates that the existing on-site sewer system has a capacity of 2.0 million gallons per day, which far exceeds current demand, as well as any projected demand from this Redevelopment Plan.

Stormwater

Stormwater collected from downspouts, roadside swales, and parking lot catchbasins flows into the City's combined stormwater/sewer system (USACE 2007). Large portions of the site are currently paved or built upon, so that stormwater quantities are relatively high compared to surrounding properties.

Water

Water mains supply potable water to buildings on the site, to outdoor connections and irrigation systems, and to fire hydrants. A 12-inch water main running along 36th Avenue West serves the site and should provide a high level of service. However; there is no record of pressure or flow testing for water mains in the vicinity (BRH 2008).

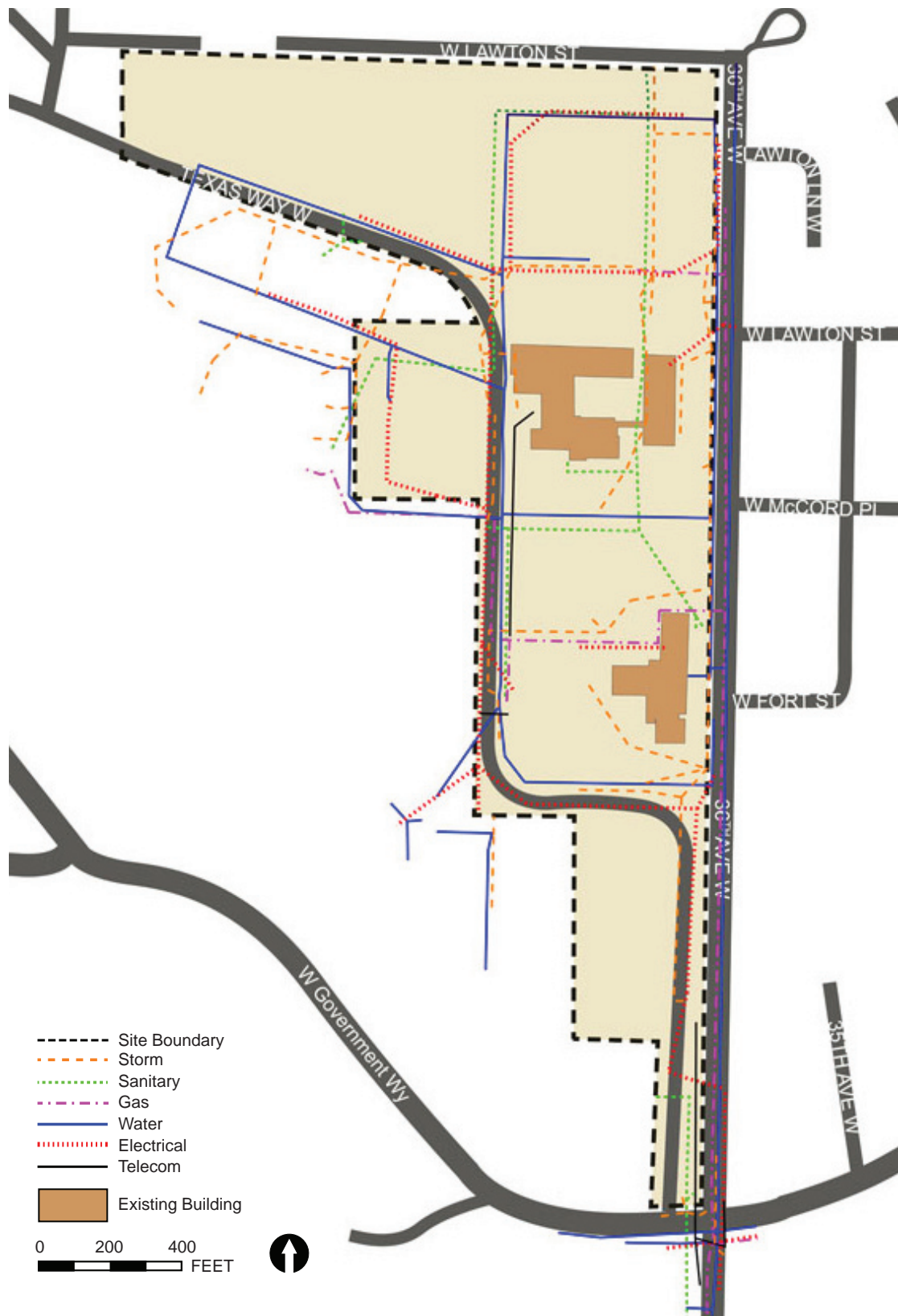
Natural Gas

Gas service is provided by Puget Sound Energy (PSE) via a main located along 36th Avenue West. Service is currently provided to the FLARC building, Harvey Hall, and Building 250 (refer to Figure 3.4-2).

Electricity

Fort Lawton is currently served by an electrical system that was installed when the FLARC building was constructed in 1999. According to Seattle City Light, existing buildings are supplied by a 26-kV primary underground system via three pulling vaults and four transformer vaults. Electrical service is provided via underground transmission lines from a Seattle City Light substation on the east side of 36th Avenue West.

Figure 3.4-2: Infrastructure



3.5 PARKS, RECREATION, AND OPEN SPACE

The project site is located in proximity to Discovery Park and a number of other recreational parks and facilities (Figure 3.5-1). However, because of local topography and street patterns, access to a number of these parks requires a moderate walk. Distances noted below are measured from the center of the project site.

Discovery Park is immediately to the west and south of the project site on land that was previously part of Fort Lawton. Most of Discovery Park consists of wooded areas and meadows accessed by trails, paths, and paved roads. Park facilities in the vicinity of the project site consist of picnic areas, a children's play area, and tennis courts located approximately 0.4 miles south of the project site. The Discovery Park Visitors Center is also approximately 0.4 miles south of the project site; it is used for Parks and Recreation Department programs and has rooms available for rent or use by the community. The Wolf Tree Nature Trail and additional picnic areas lie approximately 0.5 miles to the west of the project site. The primary access points to the park are from West Emerson Street on the south border of the park and from 40th Street West at the northern end. Primary access to the site is from the main Texas Way West entrance at the south end of the site. A continuous fence prevents direct access to Discovery Park from within the project site.

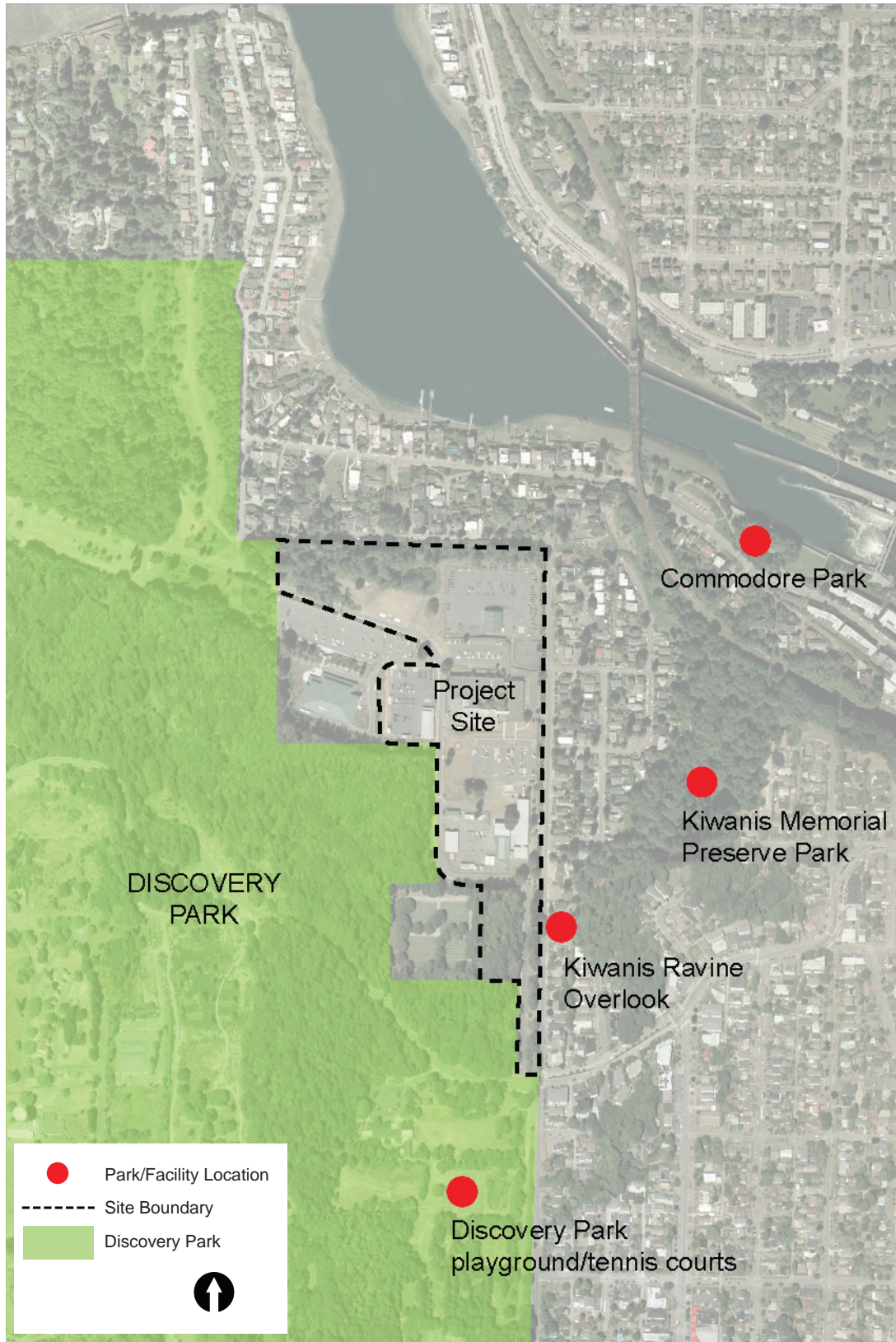
Kiwanis Ravine Overlook (approx. 0.3 acres) is located adjacent to the site on 36th Avenue West. This area contains views into the adjacent Kiwanis Memorial Preserve Park but no other park facilities.

Kiwanis Memorial Preserve Park (approx. 16.3 acres) is an open space area designated as heron habitat; the only publicly accessible portion is a pedestrian bridge that crosses the park. Although the park itself is near the project site, the pedestrian bridge is located approximately 0.8 miles away.

Commodore Park (3.9 acres) lies adjacent to the Lake Washington Ship Canal and provides panoramic views of the canal and the Hiram M. Chittenden Locks. Park facilities consist of Americans with Disabilities Act (ADA) compliant restrooms and paths as well as picnic areas. Although physically near, this park is approximately 0.8 miles from the project site by road.

The Daybreak Star Cultural Center (approx. 20 acres) is located on the northern edge of Discovery Park, approximately 0.7 miles from the project site. The center property includes views of Puget Sound and walking paths; the cultural center itself does not provide indoor facilities that are open to the general public, with the exception of the Indian Art Gallery. The center hosts a number of events and programs, including the annual Seafair Indian Days Pow Wow.

Figure 3.5-1: Parks, Recreation, and Open Space



3.6 TRANSPORTATION

ACCESS AND CIRCULATION

The primary access to Fort Lawton is via the intersection of West Government Way, Texas Way West, and 36th Avenue West (Figure 3.6-1). The segregation of access to Fort Lawton and the adjacent neighborhood to the east has created a poorly designed five-way intersection. Vehicular access is also possible, albeit less directly, via Texas Way West and 40th Avenue West, which connects to residential areas to the north and West Commodore Way. Texas Way West, a two-lane road, provides the sole access through Fort Lawton. Outside the site, West Government Way is an arterial street that provides convenient access. 36th Avenue West, directly parallel to Texas Way West to the east, is a residential street with chicanes to calm traffic and no curbs.

No official traffic counts are available from the City of Seattle for major intersections surrounding the Fort Lawton site. Nelson\Nygaard conducted two spot counts during the PM peak hour (4:30-5:30 PM) in order to estimate traffic volumes at Texas Way West and West Government Way (these counts are not official or scientifically accurate and should not be used for design or decision-making purposes). Spot counts of peak hour traffic indicate daily volumes in the range of 1,600 to 2,000 vehicles (based on the assumption that PM peak hour represents 10 percent of daily traffic volume). Park uses accessed by West Government Way suggest that dramatic variations in traffic volumes occur based on day and time of year.

TRANSIT

Three King County Metro bus routes serve Fort Lawton (Figure 3.6-2):

- Route 19 (West Magnolia-Downtown) – Service is provided during weekday peak hours only. The closest stop is two blocks away at West Government Way and 34th Avenue West.
- Route 24 (West Magnolia-Downtown) – Service is provided seven days a week, with headways 12 to 30 minutes during peak, 30 minutes during nonpeak. The closest stop is two blocks away at West Government Way and 34th Avenue West.
- Route 33 (Discovery Park-Downtown) – Service is provided seven days a week, headways with 15 to 45 minutes during peak and 45 to 60 minutes during nonpeak. The route travels through Fort Lawton on Texas Way West.

All routes will connect to the Ballard-Uptown RapidRide bus rapid transit service on 15th Avenue West when RapidRide is implemented. Given the low-density character of the site and overall neighborhood, the quality of existing bus service is high.

Figure 3.6-1: Vehicular Transportation



NON-MOTORIZED TRANSPORTATION

Fort Lawton is well connected to the existing bicycle network. Bicycle lanes on West Government Way and Gilman Avenue West and shared roadways on other streets connect the site to the rest of Magnolia and Seattle and integrate into the larger City network of bike lanes and trails. Steep grades leading up to the site and adjacent neighborhoods are a barrier to nonrecreational bicycling.

Pedestrian access within and around Fort Lawton is challenged by grades and design aimed at restricting pedestrian access. Sidewalks are intermittent on Texas Way West, and a fence limits access to and through the site from 36th Avenue West via a few widely spaced gates. Outside the site, 36th Avenue West has sidewalks only on the east side, while West Government Way has intermittent sidewalks. Walking in the area is still relatively comfortable because of low traffic volumes and connectivity with the Discovery Park trail system.

Additional information on transit is presented in Appendix F: Transportation Study.

Figure 3.6-2: Transit and Non-Motorized Transportation



3.7 HOUSING MARKET

Magnolia is a well-established residential neighborhood with limited housing supply and very little new residential construction. The Fort Lawton property represents one of the few opportunities for larger scale development of multiple single-family units.

BUILDING TYPES

Magnolia is a primarily single-family neighborhood with approximately 6,000 units of single-family housing and a total residential unit count of 8,803. Apartments make up the next largest land use with 1,577 units and represent 23 percent of the total land use makeup of the Magnolia neighborhood. Because of Magnolia's proximity to downtown, as well as its many waterfront view lots, condominiums and townhouses have not seen the same market acceptance as in other areas of Seattle such as Belltown and Capitol Hill. Condominiums and townhouses represent approximately 10 percent of the total unit makeup of the neighborhood, with condominium units making up just over 700 units of the neighborhood's residential stock and townhouses making up less than 200 units (Figures 3.7-1 and 3.7-2).

APARTMENT LOCATIONS

The majority of the apartments built in Magnolia are located near more central retail areas and transportation corridors. No apartment buildings have been built near the project site since before 1990. This again shows that as land values in Magnolia have seen increases in value, feasibility for apartments has begun to diminish.

BUILDING SIZE

Magnolia homes have an average size of 2,600 square feet. This is due to dated housing stock in an established neighborhood, as well as requirements from zoning. With only 27 percent of all of Magnolia's housing stock at less than 2,000 square feet, small lot single-family units may represent a market segment that may not contain the supply with which to meet its demand.

HOME SALE PRICES

Home sales to the south and east of the Fort Lawton site ranged between \$500,000 and \$800,000. Properties located to the north of the project site saw prices above \$800,000, with some sales reaching over one million dollars due primarily to the proximity to, or location along, the waterfront. Because of its proximity to downtown and ample waterfront property, Magnolia will continue to see home prices that are above those of the Seattle market area.

Based on analysis of market demand, Gardner-Johnson has identified homes sized between 2,000 and 2,800 square feet as most characteristic of the existing neighborhood. Smaller lot single-family homes represent a desirable

product that is currently not met by housing in the Magnolia neighborhood, and thus may have a meaningful pent-up demand. Finally, a limited number of smaller townhomes and luxury townhomes appears viable, but it is hard to predict due to historically low demand for such products. Additional information on market demand is presented in Appendix G.

Figure 3.7-1: Building Types

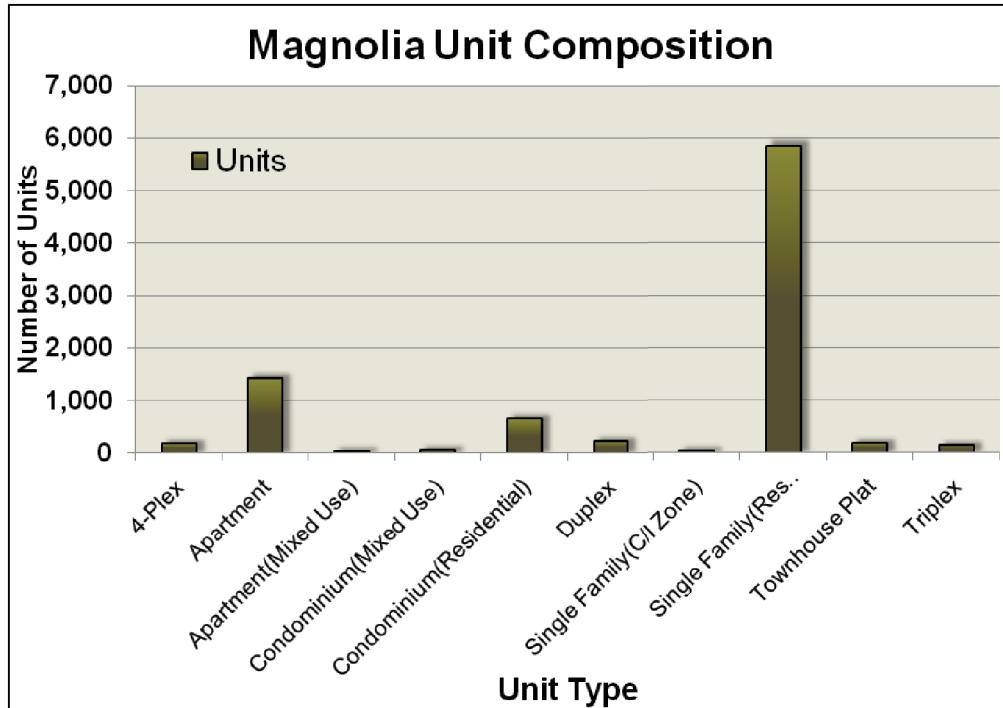
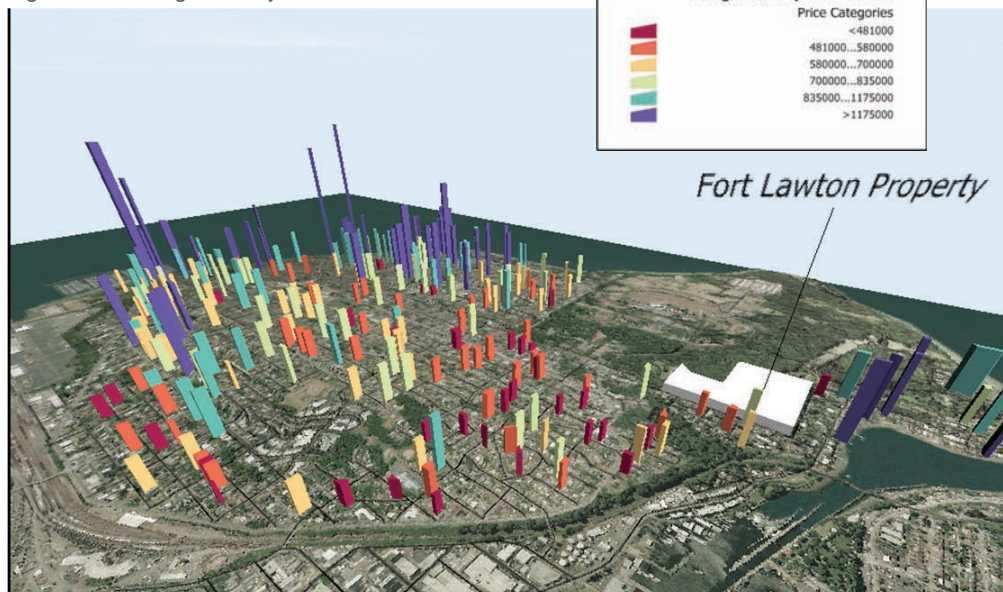


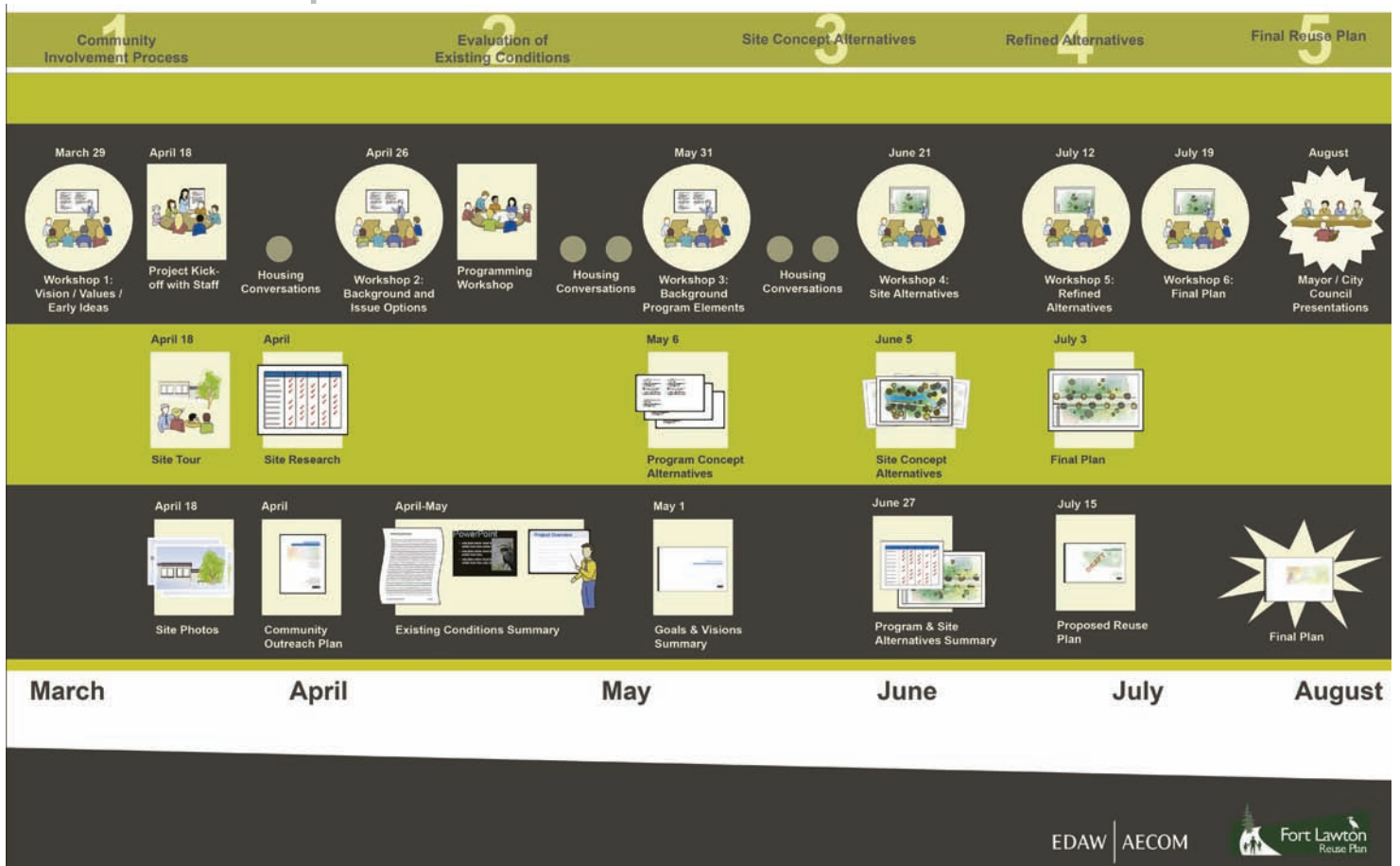
Figure 3.7-2: Single-Family Home Sale Prices



CHAPTER 4

Redevelopment Planning Process

In contrast to many BRAC redevelopment sites, Fort Lawton is a relatively small parcel that is located within an established residential neighborhood. The approximately 29-acre site is situated between Discovery Park and a largely single-family residential portion of Seattle's Magnolia neighborhood. As such, the City of Seattle understands that the vision of redeveloping the base as a mixed-income neighborhood is of keen interest to the Magnolia community and especially to the site's neighbors. In this context, the City embarked on the highly interactive, iterative, and public process of preparing this Redevelopment Plan.



Planning Process Graphic

During the spring and summer of 2008, the City worked with the Seattle Housing Authority (SHA), the Archdiocesan Housing Authority (AHA), the YWCA of Seattle-King County-Snohomish County, the United Indians of All Tribes Foundation, Habitat for Humanity Seattle/South King County, and a multi-disciplinary consultant team to develop this plan in close communication with the Magnolia community, other government agencies, and interested stakeholders. This process (as illustrated in the diagram on the previous page) helped shape project goal setting, analysis of the site and background issues, program elements and plan alternatives, and refinement of the proposed Redevelopment Plan.

Throughout the process, decisions were based on community input, federal BRAC requirements, and City policy (including housing, parks, planning and development, and transportation). As information was collected and analyzed and decisions were made, these were shared with the community at subsequent community meetings, which took place every two to four weeks between March and July 2008. Participants in those meetings were of mixed opinions on many subjects, and the following narrative attempts to characterize feedback received during each step of the planning process as expressed through verbal input at meetings, written notes on formal comment sheets, and e-mail.

4.1 COMMUNITY WORKSHOP GOALS AND GUIDING PRINCIPLES

On March 29 and April 26, 2008, the first two community workshops on the redevelopment process focused on identifying community values and goals related to the redevelopment of Fort Lawton. Participants were asked what they wanted from the redevelopment and what characteristics a new neighborhood might have.

There was considerable debate from participants in the March 29, 2008, workshop about development of a mixed-income neighborhood in this location. Some participants, however, expressed strong support for the concept. Workshop participants were asked to place dots adjacent to various value and goal statements that best reflected their own opinions. The following represents a summary of those statements receiving the highest scores in this workshop.

COMMUNITY WORKSHOP GOALS

Community

- Reflect neighborhood **character**
- Maintain home **property values** in this community
- Keep current **zoning**
- Enhance neighborhood **quality and values**
- Ensure a **family-safe** environment

Housing

- Optimize **residential mix**
- **Mix incomes** in a natural way
- Offer **diverse housing** choices for incomes, ages, and family sizes
- **Limit** total development
- **Blend** new development with existing neighborhood

Circulation

- Minimize neighborhood **traffic**
- Improve entry to **Discovery Park**
- Offer multiple circulation **choices**
- Create pedestrian-**friendly and safe** streets
- Minimize impact of the **Veterans Affairs** building and traffic

Open Space / Environment

- Protect existing **forested areas**
- Improve **wildlife corridors** between Kiwanis Ravine and Discovery Park
- Increase **trails** into Discovery Park
- Improve **trees, vegetation, and habitat** across the site
- Repair site **topography** and natural **drainage**
- Create a **green and environmentally** sensitive community

In the ensuing weeks, the planning team (the City, SHA, and consultants) considered these community-expressed goals in light of other background analyses, City policy and objectives, community design principles, and financial feasibility analysis. To shape the specific program options and Redevelopment Plan alternatives, the planning team identified the following guiding principles for the project.

GUIDING PRINCIPLES

Community

- **Blend / integrate** new development with the adjacent neighborhood and Discovery Park
- **Enhance neighborhood quality** and values through a master planning approach
- Create a **safe** community
- Maintain / enhance **property values** with good master planning
- **Plan for impacts** on the community (schools, police, traffic, etc.)

Housing

- Provide a **diversity of housing options** including a mix of market-rate, affordable, self-help, and homeless housing
- **Blend new housing into the fabric** of the surrounding community; avoid “Urban Village” character
- **Blend self-help and homeless housing** into community in a natural way.
- **Reuse existing buildings** if feasible
- Build “**built green**” homes

Circulation

- Create **pedestrian-friendly and safe** streets
- **Minimize negative traffic impacts** (from new homes or FLARC) on existing neighborhood streets
- Improve the West Government Way **entry to Discovery Park**
- Improve **public transit** service
- Increase connections to **local pedestrian and bike trails** (e.g., Discovery Park)

Open Space / Environment

- Create a **green and environmentally sensitive** community, including minimizing carbon footprint
- Provide **adequate parks and open spaces** for new community residents
Balance clustered housing with open space
- Protect existing **specimen trees**, forested areas, and **wildlife habitat** areas
- **Improve wildlife corridor** connections between Kiwanis Ravine and Discovery Park
- Repair site **topography and natural drainage**

4.2 REDEVELOPMENT PROGRAM ELEMENTS

By the time the initial program phase of the process started, the City had completed an initial stakeholder process and determined that it was interested in mixed-income residential development for the site. The City also concluded that commercial or industrial uses for the site were not appropriate in this residential neighborhood and that no City departments had use for the various existing buildings on the site (see the Homeless Assistance Submission). These decisions were compatible with the current residential zoning and with various City policies (such as for parks and transportation). As such, the planning team included residential uses and open space during the redevelopment planning process. The only exceptions to this were potential ancillary uses, such as community rooms or centers.

The City's BRAC process also identified SHA as the master developer, with AHA, YWCA, United Indians of All Tribes Foundation, and Habitat for Humanity as the developers and operators of the homeless and self-help housing on the site. Specific numbers of units and services to be provided were not clear at the outset of this phase of planning, but became clearer as the process evolved. The following sections describe the housing program for this site.

MIXED-INCOME COMMUNITY

In keeping with comprehensive plan goals and City housing policy, the redevelopment planning process sought to create a neighborhood with a balance of affordable and market-rate housing. A combination of market demand, City housing goals, and neighborhood compatibility drove decisions about the total number of housing units appropriate for the site. The total number of self-help and homeless units was determined as a balance between housing needs, financial feasibility, and the desire to create a stable, mixed-income neighborhood that will blend appropriately with surrounding residential neighborhoods and the adjacent park.

HOMELESS HOUSING PROGRAM

After receiving NOI submittals (including one from SHA), SHA was chosen as the master developer of the Fort Lawton redevelopment site. From the NOIs submitted, the LRA selected three homeless service and housing providers to develop homeless housing serving both elderly homeless individuals and homeless families. Specifically, the AHA and United Indians of All Tribes Foundation were selected to develop approximately 55 units of housing for homeless seniors, with a focus on Native American elders. The AHA and YWCA were selected to develop 30 units of housing for homeless families. After careful analysis of the existing buildings, costs to convert the existing office buildings into housing and the programmatic needs for the homeless housing, it was determined that neither of the significant existing buildings were suitable

for redevelopment as homeless housing. Accordingly, the LRA and homeless housing providers are requesting property to develop a 55-unit building for homeless seniors and property to develop 30 duplex-style units for homeless families. Additionally, the homeless housing providers and LRA are requesting the commercial kitchen equipment and other equipment as described in Chapter 7. Refer to the City's Homeless Assistance Submission for additional detail.

AHA Senior Housing

The AHA will develop and maintain a facility for homeless elderly residents. The United Indians of All Tribes Foundation will recruit and provide services for elderly Native Americans in this facility. AHA senior housing will provide studio living spaces with bathrooms for single residents over 55 years of age. Residents will share common spaces including a commercial kitchen, dining facilities, and community space, and offices for service providers. These studio units can best be incorporated into a single three-story structure composed of stacked studio apartments. This building will also require parking for social service providers, cooking and maintenance staff, and some parking for residents. The facility will also include open space appropriate to the needs of the residents. Because of economies of scale in construction, maintenance, and ongoing operation, this facility will be designed to house 55 residents. For site planning purposes, such a facility will need a bit more than 1 acre.

AHA Family Housing

The AHA will also develop and maintain a number of residences for homeless families. YWCA will provide case management services to these residents. AHA family housing provides housing for families of various sizes. Units range from two to four bedrooms. AHA and YWCA envision these as townhouse-style duplexes, with small private yards and access to some sort of community open space. For efficiency of support services, AHA and YWCA try to develop housing in 10-unit increments. The plan includes 30 family housing units.

Self-Help Housing

The City of Seattle also received a NOI for self-help housing from the local chapter of Habitat for Humanity. Residents of Habitat for Humanity housing trend toward larger family sizes. Accordingly, units will be a mixture of three, four, and five bedrooms. These would also likely be developed as duplex townhomes. The number of Habitat for Humanity units will be determined as a balance between providing for affordable homeownership, and the need for market-rate units to create neighborhood balance and support land development costs. Currently, analysis of these factors indicates that Habitat for Humanity will develop approximately six units.

MARKET-RATE HOUSING PROGRAM

Demographics

Gardner-Johnson, LLC conducted a residential market analysis for the Fort Lawton site (see Appendix G). As an established neighborhood with solid housing stock and good access to downtown, Magnolia has enjoyed substantially rising residential property values in recent years. The predominant residential type in Magnolia is single-family homes with some apartments. While multifamily housing is present in the area and continues to be constructed, Magnolia does not have a large enough mixed-use commercial center to attract a major amenity-driven multifamily housing market. View properties in Magnolia can demand premium prices comparable to Seattle's most expensive homes, but most of the neighborhood is made up of middle to upper-middle priced homes.

Buyers at the Fort Lawton site will most likely be people who value the adjacent park, access to views, and the Magnolia neighborhood, but are also comfortable with the diversity of a mixed-income neighborhood. Judging by the success of market-rate housing in Seattle HOPE VI projects (e.g., High Point and Rainier Vista), there are many buyers in Seattle looking for the opportunity to purchase quality new housing in an economically diverse neighborhood. The market-rate housing program represents a desire to develop housing that will appeal to a broad and reasonably safe section of the market rather than focusing on the highest-end segment represented in portions of the adjacent existing neighborhood.

Housing Types

Market research identified five types of market-rate housing that could be considered for the site. The types and their general characteristics follow. Illustrations are for general reference, and match those used to communicate these housing types in the community meetings.



Stacked Flats (apartments or condominiums). Multifamily units from 350 to 1,200 square feet were considered, but market analysts felt that Seattle has many more desirable locations for this type of housing in the private market. As such, redevelopment planning only considered stacked flat units for the AHA senior housing (350 square foot studios).



Townhouses in the 900 to 1,700 square foot range were seen as a modest potential market for the Fort Lawton site. There are some but not many townhouses and/or duplexes in the area, and little sales data are available. This was seen as a modest risk product for market-rate housing at Fort Lawton, and as the most likely development style for both the Habitat for Humanity and AHA family housing.



Small-Lot Single-Family Homes in the 1,500 to 1,800 square foot range were seen as a highly desirable and underrepresented housing type in this area, with a buyer profile likely to be comfortable with a mixed-income neighborhood. As such, this type of housing was identified as the lowest risk product for new housing.



Single-Family homes in the 2,000 to 2,500 square foot range are most similar to much of the existing neighborhood adjacent to Fort Lawton, and likely a low-risk product, but with less pent-up demand than the small-lot product described above.



Larger Single-Family Homes in the 2,500 to 2,800 square foot range reflect many of the view homes in the area, and are likely to sell well in prime locations, with moderate risk. Market analysts felt that buyers of premium homes larger than this might not be attracted to a mixed-income neighborhood, and did not recommend a large percentage of this product.

UNIT MIX

The proposed unit mix for the redevelopment program focuses on product types in the middle range, with a few large single-family and no stacked flats proposed. Through an iterative process of market and pro-forma analysis, SHA identified a range of unit counts in each category for site planning purposes. These mixes were identified for site planning purposes and financial feasibility analysis. They are based on 2008 market information. The proposed mix of units presented in Chapter 5 will vary to some extent based on market conditions at the time of development.

OPEN SPACE PROGRAM

The open space program for Fort Lawton includes new recreational open space, preserved areas of wildlife habitat, and improved areas of existing forest and natural areas.

Recreational Open Space

Given the adjacency of Discovery Park, the Seattle Parks and Recreation Department has identified portions of the Fort Lawton site as a priority for expansion of Discovery Park. With a mixture of forested and open areas, a network of trails, and large lawn areas, Discovery Park has citywide significance, serving citizens' passive recreational and open space needs.

Wildlife Habitat

The Fort Lawton site is situated between the forests of Discovery Park to the west, the Kiwanis Ravine greenbelt to the east, and the Salmon Bay estuary to the north. Forested areas of the site are not primary wildlife habitat but have been identified as habitat corridors connecting larger forested open space tracts for great blue herons and other species. Their proximity to Salmon Bay, which is a fishing grounds for resident herons, gives them additional importance for wildlife. As identified in the *Environmental Resources* section of this plan, forested areas of the site are City-designated habitat of various types, placing some restrictions and limitations on any new development (see Chapter 3).

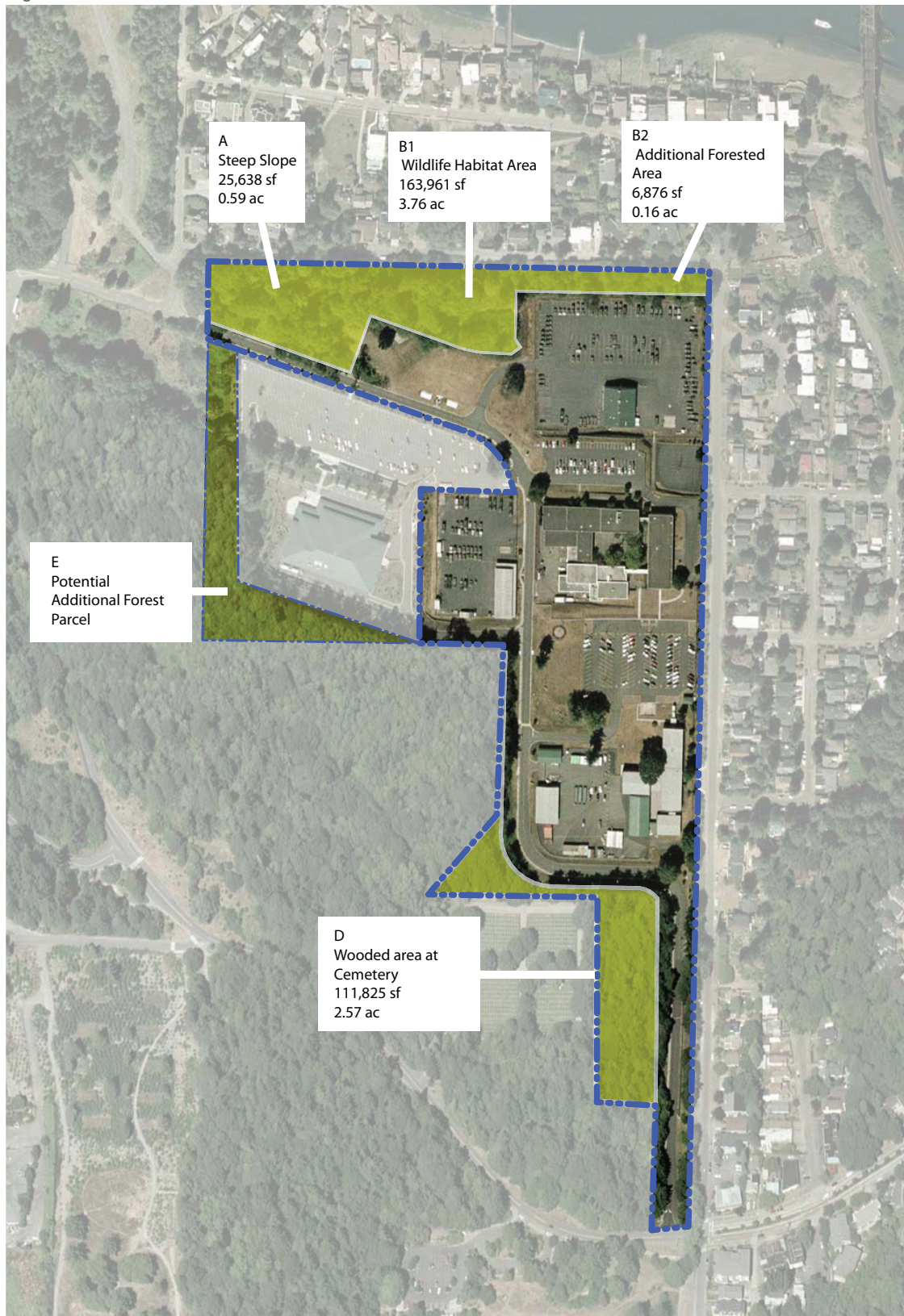
The Seattle Parks and Recreation Department is interested in acquisition of forested areas at the north, west, and south of the project site with existing and potentially enhanced habitat value in keeping with their goals of enhancing overall urban wildlife habitat networks.

In addition to its habitat value, the north bluff area generally contains steeper slopes and would be difficult and costly to develop. Therefore, the planning team decided that all existing forested areas should be designated as permanent open space, and eventually transferred to Parks and Recreation Department ownership. Figure 4.2-1 illustrates the location and acreages of forested parcels of the site.

There is a forested area to the south and west of the building being retained for use by the Department of Veterans Affairs (shown as E on Figure 4.2-1). The LRA is interested in any and all of this land that is not needed by the VA for its planned functions in this building.

The forested area at the south end of the site is located between Texas Way West and the Fort Lawton Cemetery. The property boundary between the site and the cemetery is not definitively known, but all parties agree that the southern area of the site should remain as wooded habitat and stay in public ownership whether the owner is the City or the federal government.

Figure 4.2-1: Forested Areas



4.3 ISSUE OPTIONS

At the community workshop on May 31, 2008, the planning team asked the community for input on a variety of issue options for the Redevelopment Plan for Fort Lawton. These included access from the south end of the site, internal circulation, the treatment of 36th Avenue West, park and open space concepts, and the location of the senior housing building on the site. These issue options and a synopsis of community feedback are described below.

ACCESS FROM THE SOUTH

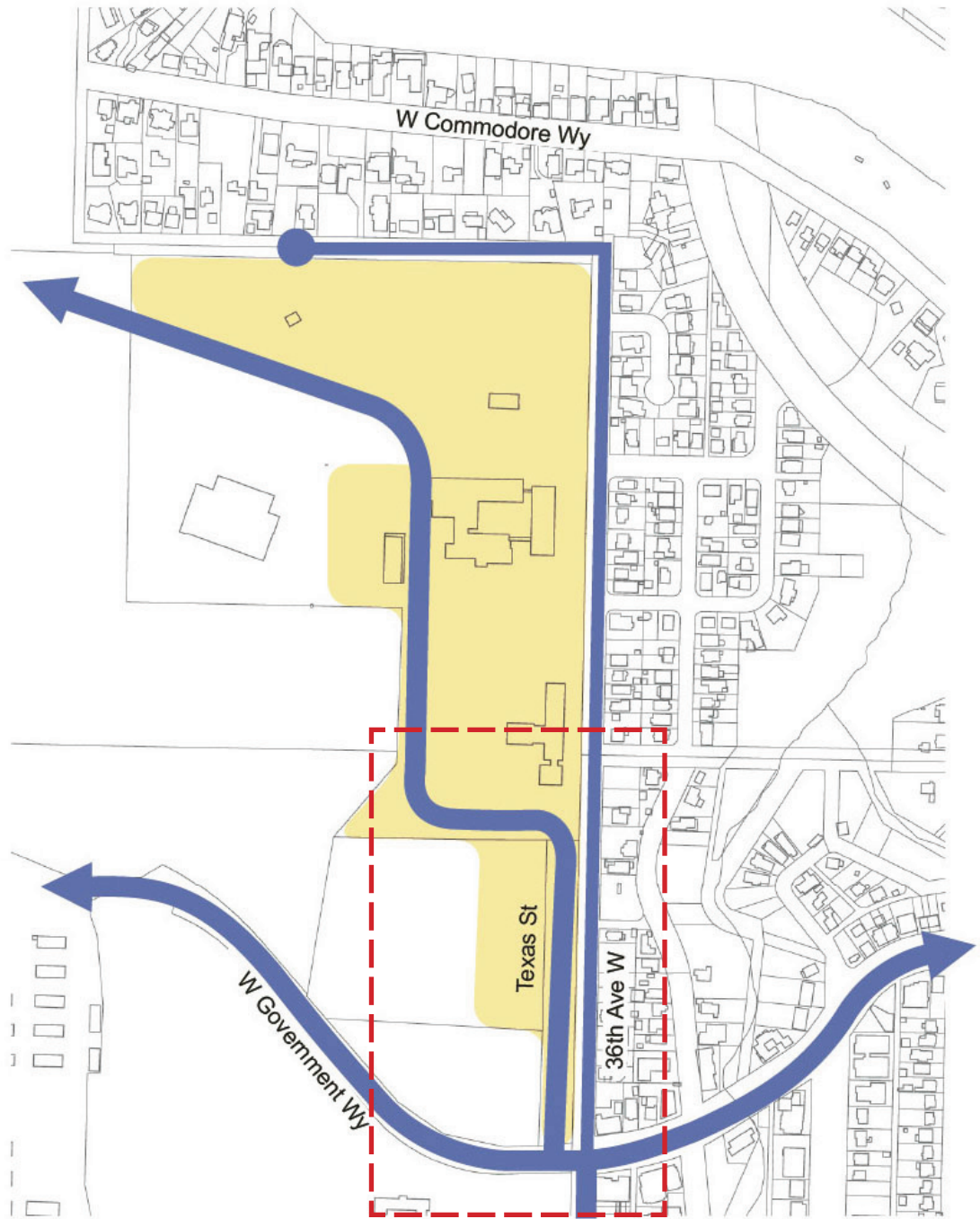
Fort Lawton's location at the north end of Magnolia at the top of the bluff and adjacent to Discovery Park limits the number of access routes to the site and surrounding neighborhood. Access is available from the north via 40th Avenue West and West Commodore Way, but this is not the most direct route to most Seattle locations. As such, the area is primarily accessed from the south, via West Government Way (from the east) or 36th Avenue West (from the south). Currently, Fort Lawton's southern entrance is Texas Way West, while the only entrance to the Kiwanis Ravine neighborhood is on 36th Avenue West. These roads run parallel to each other, separated only by approximately 30 feet.

This configuration creates two challenges. First, it creates an awkward five-way intersection at West Government Way. Second, the amount of pavement at the intersection of the forested Kiwanis Ravine and the forested area adjacent to the Fort Lawton Cemetery and Discovery Park creates an impediment for wildlife movement. Additionally, in the March and April 2008 community workshops, neighbors expressed concern about the existing and potential future increased speed of vehicles traveling on 36th Avenue West.

To respond to these concerns, the consultant team explored possibilities and presented three options at the community meeting on May 31, 2008. These included keeping both streets in use as they are now, closing Texas Way West and using 36th Avenue West as the sole access route, and making Texas Way West the primary access while making the southern end of 36th Avenue West just a driveway for homes located in that area. These concepts are illustrated in the following diagrams, along with advantages and disadvantages of each option.

After lively discussion, participants at the May 31 community meeting overwhelmingly expressed a preference for the third option (Texas Way West as the primary access).

Existing Site Access: see graphics on following page



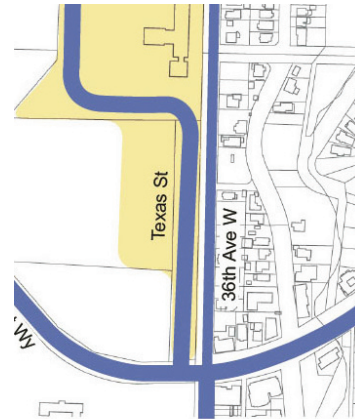
TEXAS WAY AND 36TH AVE WEST (EXISTING CONDITION)

PROS

- Familiar access to site
- Reduces potential traffic volume along 36th Avenue West
- Minimizes site disturbance

CONS

- Cumbersome intersections at West Government Way
- Continues to fragment wildlife habitats
- Duplication of roadways



36TH AVENUE ONLY

PROS

- Improves 36th Avenue West/West Government Way intersection
- Adds buffer to habitat west of Texas Way West
- Reduces pavement area
- Reduces stormwater runoff

CONS

- Increases traffic volumes on 36th Avenue West



TEXAS WAY WITH 36TH AVENUE DRIVEWAYS

PROS

- Familiar access to site
- Restores habitat connections from Kiwanis Ravine to Discovery Park
- Reduces traffic volumes on southern segment of 36th Avenue West
- Reduces pavement area
- Reduces stormwater runoff

CONS

- Potential safety impacts associated with driveways off of Texas Way West



INTERNAL CIRCULATION

At the March and April 2008 community workshops, a majority of participants expressed concern about increased traffic with the new development at Fort Lawton, as well as encroachment into their established neighborhood by people and activities new to the neighborhood. Many also expressed strong fondness for the landscaped buffer that lines much of the west edge of 36th Avenue West, as well as concern that new streets connecting to 36th Avenue West would damage this buffer and cause loss of trees.

To explore this issue, the consultant team presented four options at the May 31, 2008, community workshop, including extending the existing street grid to



CONNECTED NEIGHBORHOOD

PROS

- Improves pedestrian and vehicular flow throughout neighborhood and site
- Integrates the neighborhood
- Provides opportunities for street improvements for the existing neighborhood
- Provides existing neighborhood with an additional exit to the north

CONS

- May increase traffic and pedestrian flow in existing neighborhood



PEDESTRIAN CONNECTIONS ONLY

PROS

- Increases pedestrian connectivity
- Reduces traffic flow through existing neighborhood

CONS

- Reduces overall neighborhood connectivity
- Benefits of improvements would occur only on Fort Lawton site
- May result in traffic bottlenecks at primary access points

connect with the new development; limiting connections to pedestrian access only; connecting streets to 36th Avenue West; but allowing only pedestrian connections to Texas Way West; and creating separate cul-de-sacs at each of the terraced levels of the site.

Some participants at the May 31 community workshop supported each of these options, but a large majority favored the second option, with only pedestrian connections between the existing and new neighborhoods.



PEDESTRIAN CONNECTIONS TO VA

PROS

- Separates residential and FLARC uses
- Improves pedestrian and vehicular flow
- Integrates the residential neighborhood
- Provides opportunities for street improvements for the existing neighborhood

CONS

- May increase traffic and pedestrian flow in existing neighborhood



SEPARATE NEIGHBORHOODS

PROS

- Reduces traffic flow through existing neighborhood

CONS

- Reduces overall neighborhood connectivity
- Benefits of improvements would occur only on Fort Lawton site
- No new connections to Discovery Park for existing residents
- May result in traffic bottlenecks at primary access points

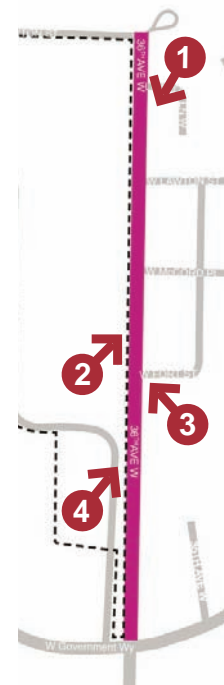
36TH AVENUE WEST TREATMENT

Another important issue for the adjacent neighbors is the treatment of the west side of 36th Avenue West, especially with regard to the landscaped buffer that many neighbors helped to create. The existing conditions are illustrated below.

As described in Chapter 3, the existing landscaped buffer provides excellent screening between the Kiwanis Ravine neighborhood and the Army Reserve base. As a long-term proposition, however, the buffer has a number of limitations. The fast-growing Douglas-firs are too densely planted for long-term health. There is little species variety. In short, for long-term heron habitat enhancement, this buffer should be thinned and diversified.

The consultant team presented three options for this street front: (1) retaining and expanding the buffer while removing the Fort Lawton driveways; (2) extending the berm with a sidewalk and bioswale in a “green street” concept; and (3) modifying this street edge into more of a traditional neighborhood street with coniferous trees, ground plantings, and a sidewalk. These are illustrated and described below.

Discussion on this program element evolved over the course of the public workshops; most workshop participants expressed interest in the green street concept.



RETAINING AND EXPANDING EVERGREEN BUFFER

- 36th Avenue West with completed berm / buffer
- Backyards of new homes face berm / buffer on 36th Avenue West



GREEN STREET

- 36th Avenue West narrowed
- Extended berm and bioswale with pedestrian and bike trail
- Backyards of new homes face berm / buffer on 36th Avenue West



TRADITIONAL NEIGHBORHOOD STREET

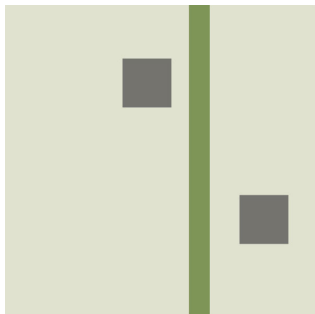
- 36th Avenue West improvements
- Traditional street with sidewalks and consistent street trees
- New homes face 36th Avenue West



PARK AND OPEN SPACE CONCEPTS

The consultant team discussed various approaches to park and open space elements of the redevelopment, illustrated below.

Visual Buffer



Size: varies

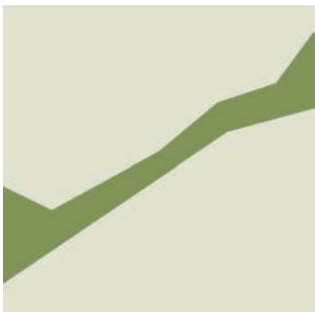
Users: Adjacent residents

Use opportunities:

- Privacy buffer
- Habitat



Greenway



Size: 1+ acre

Users: All residents

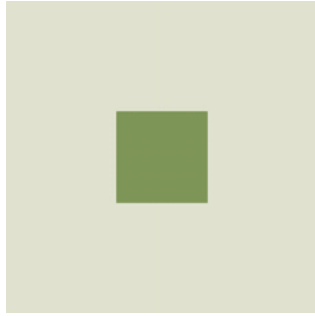
Use opportunities:

- Habitat corridor
- Pedestrian trail
- Bike trail
- Interpretive displays
- Discovery park connections



Workshop participants were quite mixed in their evaluation of these concepts, but slightly favored central/neighborhood parks and visual buffers. Preferred uses included public viewpoints, P-patches, and wildlife habitat.

Central / Neighborhood



Size: Central Green = 1 acre
Neighborhood Park = 0.5 acre

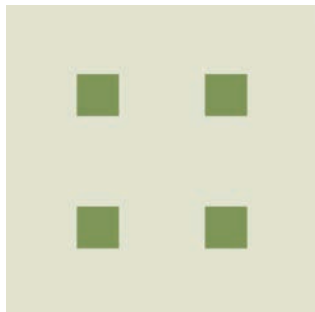


Users: All residents

Multiple uses:

- Informal play field for younger children
- Playground equipment
- Picnic areas
- Small P-patch

Dispersed Parks



Size: 1,000 – 8,000 sq. ft.



Users: All residents

Individual site opportunities:

- Tot lot
- P-patch
- Passive natural open space
- Interpretive site
- Viewpoint park

SENIOR HOUSING BUILDING SITE

Workshop participants also discussed options, illustrated at right, for the location of the AHA senior housing building. Options included:

- A** Reusing Harvey Hall as senior housing
- B** Locating a new senior building in the existing Harvey Hall parking lot
- C** Locating a new building in the area west of Texas Way West, adjacent to the current FLARC (Future VA building)

Participants were split between whether to reuse Harvey Hall (A) for this use or to locate a new building in the west parcel of the site adjacent to the future VA building (C).



A Reuse Harvey Hall



B Harvey Hall Parking Lot



C West Parcel by VA

4.4 SITE PLAN DEVELOPMENT

Once community-expressed goals and the planning team guiding principles were identified, background and site information was analyzed, and issues and options were explored and discussed with the community, the process turned to site plan development. Alternating between community workshops and planning team work sessions, the proposed site plan was developed in a series of stages. Each new stage of development incorporated input from a range of stakeholders including the community, City staff and officials, and homeless housing providers. Proposals at each stage were checked against goals initially established for the redevelopment. The community was engaged through three community meetings that addressed the alternatives and proposed Redevelopment Plan.

REDEVELOPMENT PLAN ALTERNATIVES

Having separately studied circulation, open space, reuse of existing buildings, neighborhood interface, and street layout, these elements were combined into three Redevelopment Plan alternatives that explored various combinations of these elements. The matrix below illustrates how the various components were intermixed.

At this point in the process, the City of Seattle and the SHA had narrowed the housing mix options to between 180 and 220 total units, including 66-100 units of permanent housing for the homeless, 20-40 units of self-help homeownership housing, and 100-120 market-rate units.

	Alternative 1 “East-west”	Alternative 2 “North-south”	Alternative 3 “Hybrid”
Senior Housing	On West Parcel	In Harvey Hall	On West Parcel
Family Housing	Scattered	West Parcel	Scattered
Harvey Hall	Remove	Reuse	Remove
Leisy Hall	Reuse	Remove	Remove
Total Units	200	180	220
South Access	Via Texas Way	Via Texas Way and 36th	Via Texas Way
Grid	East-west	North-south	Hybrid
North End	East-west grid	North-south grid	East-west streets North-south swale and pedestrian
Parks	One Medium	One Smaller	Viewpoint Park
Greenway	Small East-west	North-south	Viewpoint Park
Stormwater	Vault	Pond	System
VA Property	No	No	Market-rate homes on Texas Way

Table 4.4-1: Description of the Redevelopment Plan Alternatives

The following figures illustrate the three initial alternatives. The alternatives were reviewed with stakeholders and the community, with the goal of combining the most successful aspects of each of the three alternatives into a single Draft Concept Plan. In addition to testing combinations of elements previously discussed, the three alternatives explore impacts of street layout on site connectivity, potential locations for open space, preservation of views, site grading requirements, and adaptability for desired housing mix.

ALTERNATIVE 1 – EAST-WEST

Key Elements

- East-west grid structures the plan
- Texas Way West serves as the main access route
- Leisy Hall is reused
- A dispersed park system is created
- The south end of 36th Avenue West is limited to local access

Strengths

- Good connections to the adjoining neighborhood
- Convenient access to parks from all residences
- Pedestrian and vehicular connectivity is balanced
- Reuse of Leisy Hall provides a link to the past and reuses materials
- Improved wildlife connection between Discovery Park and Kiwanis Ravine

Weaknesses

- North-south traffic is concentrated on Texas Way West
- No clear neighborhood center is created
- Smaller blocks limit development flexibility
- Reuse of Leisy Hall puts a large building at the site's center

Figure 4.4-1: Alternative 1



ALTERNATIVE 1
Site Plan Alternatives June 21, 2008



ALTERNATIVE 2 – NORTH-SOUTH

Key Elements

- A north-south grid structures the site plan
- Texas Way West and 36th Avenue West both remain as through-streets
- Harvey Hall is reused for senior studios
- Open space consists of two neighborhood parks and a green spine

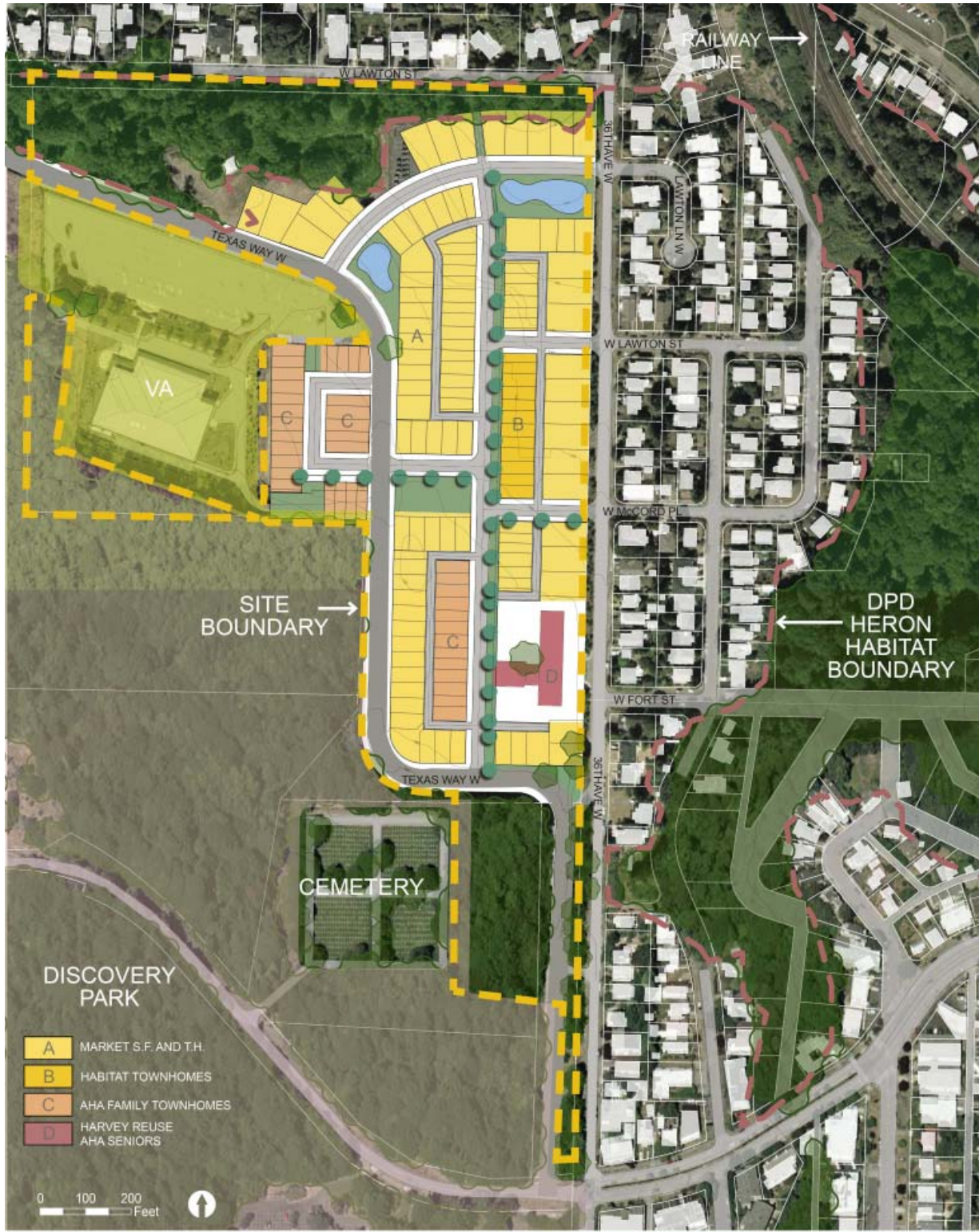
Strengths

- Clear central spine for open space & circulation
- North-south circulation distributed between Texas Way West and a new north-south street
- East-west circulation filtered by offset streets
- A highly flexible block layout is created
- Reuse of Harvey Hall provides historical references and reuse of materials
- Extension of existing street pattern
- Parks provide locations for stormwater ponds

Weaknesses

- Longer blocks reduce the number of pedestrian connections
- The share of traffic on 36th Avenue West is greater
- More grading would be required to blend existing terraces

Figure 4.4-2: Alternative 2



ALTERNATIVE 2
Site Plan Alternatives June 21, 2008



ALTERNATIVE 3 - HYBRID

Key Elements

- A hybrid grid based on topography structures the site plan
- Access to 36th Avenue West is limited
- A central neighborhood park is located to provide water views to the north.

Strengths

- The central park provides a clear heart for the community
- Strong connections between the neighborhood and Discovery Park
- An overlook park provides shared access to views
- Grading is minimized
- Best potential to maintain existing internal trees
- Improved wildlife connection between Discovery Park and Kiwanis Ravine

Weaknesses

- The major park is internal to the redevelopment and distant from the neighborhood
- Limited space is available for locating a stormwater pond

Figure 4.4-3: Alternative 3



ALTERNATIVE 3
Site Plan Alternatives June 21, 2008



TRANSPORTATION CONTEXT

Several guiding principles related to site circulation and transportation were employed by the design team in the development of three site layout alternatives. The following section provides a brief comparative analysis of how the three alternatives meet the following principles.

Create pedestrian friendly and safe streets. Site Alternative 2 creates four-point intersections at 36th Avenue West, organizing the street grid in a traditional pattern well understood by motorists. This, combined with added sidewalks on the west side of 36th Avenue West, would help to eliminate the “blank wall” conditions that exist today and encourage drivers to speed, as speed is a significant factor in fatality accidents. All of the options make use of alleyways, contributing to pedestrian safety by eliminating driveway crossings on street sidewalks.

Minimize negative traffic impact (from new homes or VA) on existing neighborhood streets. All site alternatives encourage traffic accessing the VA and the Fort Lawton redevelopment site onto Texas Way West. Only Alternative 2, which maintains the current configuration of parallel Texas Way West and 36th Avenue West, would be likely to draw significant additional traffic through the neighborhood to the east.

Alternative 3 provides the best internal site access, via a continuous north-south street designed for low-speed traffic, pedestrians, and bicycles. Internal circulation could be further strengthened by making east-west streets continuous between 36th Avenue West and Texas Way West. By contrast, Alternatives 1 and 2 provide much more limited connectivity to the north portion of the site, separating those homes from other parts of the development and forcing even local circulation trips to use Texas Way West and 36th Avenue West collector streets.

Improve Government Way entry to Discovery Park. The current five-point configuration of West Government Way, Texas Way West, and 36th Avenue West creates an inefficient intersection. While current low volumes minimize safety or traffic issues related to the design, future growth in traffic could increase conflicts, most likely caused by simultaneous turn movements from Texas Way West and 36th Avenue West. The proposed site alternatives use two treatments of Texas Way West and 36th Avenue West.

Alternatives 1 and 3: North-south traffic accessing the site would be concentrated on Texas Way West; access to 36th Avenue West would be provided at a new intersection at the sharp bend in Texas Way West.

Alternative 2: Texas Way West and 36th Avenue West would be maintained in their current configuration in this alternative.

From a traffic operations perspective, the consolidation of all north-south traffic onto Texas Way West would be optimal. This would also minimize traffic impacts on existing homes located to the east of 36th Avenue West.

Improve public transit service. The projected increases in residential units and employee and visitor activity at the VA facility are not likely to merit additional service based solely on King County Metro service expansion standards. However, the overall site plan and uses may merit further investment in transit service frequency during off-peak times and extension of service hours. In addition, the City is in conversation with King County Metro regarding increasing transit service to the site.

Increase connections to local and pedestrian trails. All site designs would improve access for neighborhoods east of the site to Discovery Park. No new off-site trail connections are proposed; however, the addition of east-west streets and greenways included at some level in all alternatives would provide pedestrians safe and comfortable access to trails from Texas Way West. Improved sidewalks on Texas Way West south of the site should be a priority as well, providing better pedestrian access to trailheads in the vicinity of Texas Way West and West Government Way.

Traffic Generation

The three site alternatives have varying mixes of planned housing. Adjusted estimates from the Institute of Transportation Engineers Trip Generation Manual were used to estimate the net change in traffic volumes at build out compared to current conditions. The following table shows the net new vehicle trips (all types) that would be generated under each alternative due to housing development, planned use of the Fort Lawton Army Reserve Center, and the removal of existing military housing in Discovery Park (as part of a separate project, the former military Capehart housing site is being transferred to the City and incorporated into Discovery Park). Combined activities would lead to a net increase of 80 to 115 vehicle trips per PM peak hour. This equates to an additional 1.5 to 2 cars per minute passing through the intersection at Texas Way West/36th Avenue West and West Government Way during this period.

Table 4.4-2: Projected Change in Traffic Volume, by Alternative

	Daily Housing Trips	PM Peak Hour Housing Trips	New Daily VA Trips	New PM Peak Hour VA Trips	Capehart Daily Trips	Capehart Peak Hour Trips	Net New PM Peak Hour Trips
Alternative 1 200 units	1,070	110	350	35	-380	-50	95
Alternative 2 180 units	1,000	95	350	35	-380	-50	80
Alternative 3 220 units	1,160	125	350	35	-380	-50	115

Traffic Projections based on trip generation estimates from Institute of Transportation Engineers Trip Generation Manual

PUBLIC RESPONSE

At the community workshop on June 21, 2008, participants voiced a variety of reactions to various elements of these alternatives. Themes included the following:

Street Connectivity

During planning team meetings following the May 31, 2008, workshop, the City clarified its intention to connect the streets of the Fort Lawton site to the surrounding Kiwanis Ravine neighborhood street grid in the name of good urban design. As such, each of the alternatives was shown with streets in the new development connected to 36th Avenue West and the adjoining neighborhood grid.

Many of those who preferred to be separated from the proposed mixed-income site were disappointed with the City's decision on connectivity. Other voices expressed favor for neighborhood integration and the greater social benefit of interconnected streets. Many residents favored multiple pedestrian connections, but more limited vehicular connections.

Texas Way West Configuration

Comments focused on two major topics. First, many expressed interest in using the redevelopment as an opportunity to improve the five-way intersection at Texas Way West/36th Avenue West/West Government Way, both for safety, and to create a more appropriate entrance to Discovery Park. Others were interested in the details of how 36th Avenue West would interface with Texas Way West if 36th Avenue West were closed at the connection with the Kiwanis Ravine. While many favored reconfiguring 36th Avenue West, others felt it could create difficulties for residents living north of the break. Most felt that more detailed analysis was needed to determine the optimal configuration if 36th Avenue West were broken.

Housing Mix & Location

This was the first time in the process that community members saw site plans with individual residential lots identified. Perhaps the strongest reaction in the community meeting was to the overall number of units. Several people said there were simply too many units, and that there should be more open space. Others said that there were too many low-income units. Reaction was generally favorable to the idea of locating the larger senior building in the western portion of the site. A few participants expressed support for the housing concepts shown.

Street Layout

Generally, participants liked Alternatives 2 and 3 more than Alternative 1 because they interpreted a predominantly north-south circulation system as likely to put less traffic onto 36th Avenue West. But, again, many were still concerned with any vehicular connectivity with 36th Avenue West.

Open Space

Many participant comments expressed interest in preserving the wooded, natural character of the neighborhood, both for ecological and aesthetic reasons. Participants were strongly in favor of maintaining the existing forested areas. Residents favored transfer of these areas to Seattle Parks and Recreation Department to ensure that they are retained as open space. Others suggested that landscaping on the site should focus on native plantings. Trail connections to Discovery Park were favored, but others wanted to maintain controlled access to the park.

Participants generally liked the option of locating the major park to capture northerly views. Others advocated placing parks so they could better be shared with the existing neighborhood. Participants were divided in their support of a naturalized stormwater pond.

4.5 DRAFT CONCEPT PLAN

The next step in the planning process was the preparation of a Draft Concept Plan based on an iterative process that considered the City vision, community-expressed goals, guiding principles, the best features of previous issue and site plan alternatives, community feedback, updated background information, and official decision-making (Figure 4.5-1). The Draft Concept Plan that was presented to the community on July 12 was primarily a synthesis of Alternatives 2 and 3 that were presented at the previous workshop. Key issues discussed on July 12 are presented here, as well as modifications to the plan. The proposed Redevelopment Plan is presented in Chapter 5.

HOUSING MIX

Working with the City’s goals for homeless housing and increasingly detailed market analysis, the planning team refined the housing program to a fairly narrow range, as shown below. The two scenarios shown here represent a range of 199 to 216 total housing units as potential build-out under the Draft Concept Plan. Both show six self-help homeownership units and 85 homeless units. The difference in total units is the mix of townhomes versus single-family homes in the market-rate housing. The “single-family emphasis” scenario shows 79 single-family houses and 29 townhomes, for a total of 108 market-rate units. The “townhouse-emphasis” scenario shows 66 single-family houses and 59 townhomes, for a total of 125 market-rate units.

Table 4.5-1: Housing Mix Scenarios Under the Draft Concept Plan

Unit Type	Single-Family Focus	Townhouse Focus
Large Single Family	14	6
Mid-sized Single Family	15	10
Small Single Family	50	50
Large Townhomes	17	42
Smaller Townhomes	12	17
Total Market-Rate Units	108	125
Total Self-Help Townhomes	6	6
AHA Townhomes	30	30
AHA Senior Studios	55	55
Total Homeless Units	85	85
Total Units	199	216

Figure 4.5-1: Draft Concept Plan (under the Townhouse-Focus Scenario)



Draft Concept Plan
July 11, 2008



CIRCULATION

Key circulation issues include site access, internal circulation, and street connections to the existing neighborhood.

Site Access from the south is via Texas Way West. A new intersection is created at the curve of Texas Way West, with a new section of roadway sloping down to 36th Avenue West.

Internal Circulation. A north-south street grid organizes the site, continuing the pattern of the existing residential neighborhood to the east. A central north-south street unifies the new neighborhood, and allows for dispersal of local north-south traffic.

36th Avenue West Connections. East-west streets in the proposed grid connect to the existing neighborhood streets at three points – Lawton Lane West, West Lawton Street, and West McCord Place. The new sections of West Lawton Street and West McCord Place are offset at the new 37th Avenue West to discourage cut-through traffic.

OPEN SPACE

Open space includes forested habitat areas and internal parks and greenways. Forested areas of the site have been reserved for habitat preservation and restricted from housing development.

Internal Parks and Greenways

The Draft Concept Plan includes a north-south greenway along the new 37th Avenue West and a central neighborhood park situated along West McCord Street, between 36th Avenue West and the new 37th Avenue West. An additional park is situated along the curve of Texas Way West, providing a public viewpoint, and a potential location for a naturalized stormwater pond.

Existing and New Trees

Street networks and building locations were laid out to protect existing trees as much as possible. A small pocket park is proposed along the new 37th Avenue West just south of the new central neighborhood park, which will preserve the oak tree adjacent to Harvey Hall. An appropriate mixture of native species for new street trees is planned for all of the new streets, producing a significant net gain in trees on the site.



Harvey Hall Oak

REUSE OF EXISTING BUILDINGS

Most structures on the Fort Lawton redevelopment site were built for storage or vehicle repair purposes. Two structures containing administrative and training facilities were considered for possible reuse as part of the Draft Concept Plan. Evaluation of the existing structures is provided in Chapter 2 and in the Appendix D of this plan. Reuse potential of the two structures is described below.

Harvey Hall

Harvey Hall is located at the southeast corner of the site, adjacent to the existing residential neighborhood. Because of its narrow floorplate, it was not considered viable for market-rate flat or townhome development, although this brick and concrete structure was initially considered viable for reuse as AHA senior housing. However, after careful study, it was determined that Harvey Hall would not be appropriate for use as homeless housing. Extensive modifications would be required to make the building viable for any residential use. The addition of windows, modification of floorplans, and creation of appropriate service spaces would all be necessary. Creating individual units with attached bathrooms would entail costly modifications to a building designed for office uses. In addition, the proximity of the structure to existing single-family homes does not allow for the transition in scale and use intensity encouraged by the Seattle Land Use Code. As a result, reuse of Harvey Hall was not compatible with overall site plan goals.



Harvey Hall

Leisy Hall

Located at the center of the Fort Lawton site, this precast concrete structure has commanding northerly water views. Because of its views, unique architectural character, and reasonable floorplate, planners considered reuse of Leisy Hall for market-rate townhomes.

Several factors led to the decision not to pursue reuse of this structure. Leisy Hall spans much of Fort Lawton from east to west, dividing the site into separate north and south sections. This ran contrary to the goal of creating a single, integrated neighborhood. Additionally, further architectural analysis indicated that the 15-foot structural module would only allow for narrow two-bedroom units, whose expected market value could not justify the high cost of repurposing and completing a seismic upgrade of the building. Finally, market-rate housing in Leisy Hall would require a sizeable surface parking lot in the middle of the site.



Leisy Hall

NEIGHBORHOOD INTERFACE

The Draft Concept Plan proposes to front single-family houses along 36th Avenue West, but allows vehicular access and garages along a rear alley. Much of the tree canopy could be retained, perforated periodically by paired walkways serving the new houses. This approach strikes a balance between creating a friendly two-sided residential street, and existing neighbors' desire to preserve trees for their character, screening effect, and potential habitat value.

The planning team also presented a detailed photographic analysis of the landscaped buffer at each of the proposed intersections with new streets, discussing the potential removal or relocation of specific trees, and various means of mitigating these actions, as well as the potential wildlife habitat and vegetation improvements that might be made. These are summarized in the following graphics and lists.

Existing 36th Avenue West Landscaped Buffer

Assets

- Strong visual buffer between neighborhood & military uses
- Maturing trees
- Potential wildlife corridor

Liabilities

- Limited visibility
- Potential hiding place
- Too densely planted (needs thinning)
- Limits connection to new neighborhood

Challenges

- Buffer created as screen for military vehicle storage
- Dense planting stunts growth as trees mature
- Limited visibility – possible safety issue
- Dominated by younger Douglas-firs – limited tree mix
- No pedestrian amenities



Existing 36th Avenue West Edge

Proposed 36th Avenue West Buffer Modifications

Wildlife Habitat Modifications

- Thin to improve structure as existing trees mature
- Plant additional tree species for structural variety
- Plant native shrub layer for forage
- Add wet meadow species in swale

Human Habitat Modifications

- Add sidewalk
- Add swale to manage stormwater and separate sidewalk from street
- Thin lower limbs to improve visibility
- Face houses toward the street to enhance neighborhood character



Proposed 36th Avenue West Modifications

HOUSING DISTRIBUTION

The Draft Concept Plan that was presented at the July 12 community workshop shows a total of 216 new housing units on the Fort Lawton site. Of these, 85 are housing for families and individuals who are homeless, six are Habitat for Humanity self-help homeownership units, and 125 are market-rate homes. As noted earlier, the range of market rate units may vary between 108 to 125 units depending on conditions at the time of development. As drawn, the Draft Concept Plan illustrates how the higher number of units may be accommodated on the site. The mix of housing types in this plan is as follows:

6	Large Single Family
10	Mid-sized Single Family
50	Small Single Family
42	Large Townhomes
<u>17</u>	<u>Smaller Townhomes</u>
125	Market-Rate Units
30	AHA Townhomes
<u>55</u>	<u>Senior Studios</u>
85	Homeless Units
<u>6</u>	<u>Habitat Townhomes (Self-Help)</u>
216	Total Units

These numbers are not intended to indicate a final unit mix but reflect the current mix as indicated by market analysis and project feasibility. The ultimate market rate housing mix will be determined by the market.

In the Draft Concept Plan, the market rate units are scattered throughout the site, with larger single-family homes facing 36th Avenue West, all served by rear alleys. In general, larger units are located on 36th Avenue West and toward the north end, where there are the best views. Market-rate duplex townhomes are interspersed with single-family homes and AHA family duplexes throughout the remainder of the site. Some smaller townhomes are located adjacent to the AHA senior housing building on the parcel west of Texas Way West.

As mentioned above, the AHA building for homeless seniors is on the parcel west of Texas Way West near the VA building. The AHA/YWCA family townhomes are interspersed with the market rate townhomes in groups of four to seven duplexes.

4.6 COMMUNITY FEEDBACK

Participants in the July 12 community workshop were clearly pleased with many elements of the Draft Concept Plan. Even most of those with serious concerns expressed praise for the detailed nature of the analysis and design. The key issues of debate were consistent with previous meetings, although more refined and to some extent more resolved.

HOUSING MIX

Quite a few neighbors noted their discomfort with the number of housing units and/or the number of homeless units. At the same time, some other stakeholders said they liked what they saw in terms of total units and the mix.

One new theme came up relating to the quality of design and construction of the new homes. Enthusiasm was expressed for design review and close monitoring by the master developer (SHA).

STREET CONNECTIVITY

Many of the neighbors present expressed their desire to not connect the streets in the new development to 36th Avenue West. In a spirited discussion, some participants strongly supported the proposed connections, while others strongly opposed them. The consultant team and City staff made it clear that the final plan would show connected streets. At one point, a participant asked if it would be possible to make one less connection. The planning team suggested that perhaps West Lawton Place did not need to connect. This idea was strongly supported by those in attendance.

Many people expressed appreciation for the offsets in the east-west streets at the new 37th Avenue West.

TRAFFIC

Many of those present had continued concern about traffic on 36th Avenue West. There were wide-ranging opinions about the impacts of overall density, street connectivity, and other factors on traffic on 36th Avenue West. One interesting thread in the conversation was that several of those who had earlier strongly supported the closure of the south end of 36th Avenue West expressed doubt about that earlier idea.

WILDLIFE HABITAT

Participants continued to be passionately concerned about wildlife habitat, especially for the great blue herons. In this meeting, it seemed that participants were reassured that the plan they were looking at responded to these concerns quite well. People expressed pleasure at the preservation of forested areas and interior trees. Most were guarded but fairly accepting of the treatment of the 36th Avenue West landscaped buffer, especially if the West Lawton Street connection were removed.

INTERIOR PARKS AND GREENWAYS

Most participants seemed quite pleased with the interior parks and greenways as proposed. There was discussion about ownership and maintenance of these green spaces, and it was initially clarified that a homeowners association would be responsible. Upon further discussion with stakeholders, it was determined that the central neighborhood park shown in the proposed Redevelopment Plan (see Chapter 5) will be owned and maintained by the Seattle Parks and Recreation Department. The remaining open space will be managed by a homeowners association.

4.7 IMPACTS

The planning team evaluated the Redevelopment Plan against the community-expressed goals and guiding principles, with the following results. Checkmarks indicate that the planning team believes the goals and/or principles were achieved. Question marks are described in the following section.

COMMUNITY-EXPRESSED GOALS

Community

- √ Reflect neighborhood **character**
- √ Maintain home **property values** in this community
- ? Keep current **zoning**
- √ Enhance neighborhood **quality and values**
- √ Ensure a **family-safe** environment

Housing

- √ Optimize **residential mix**
- √ **Mix incomes** in a natural way
- √ Offer **diverse housing** choices for incomes, ages, and family sizes
- √ **Limit** total development
- √ **Blend** new development with existing neighborhood

Circulation

- ? Minimize neighborhood **traffic**
- √ Improve entry to **Discovery Park**
- √ Offer multiple circulation **choices**
- √ Create pedestrian-**friendly and safe** streets
- √ Minimize impact of the **Veterans Affairs** building and traffic

Open Space / Environment

- √ Protect existing **forested areas**
- √ Improve **wildlife corridors** between Kiwanis Ravine and Discovery Park
- ? Increase **trails** into Discovery Park
- √ Improve **trees, vegetation, and habitat** across the site
- √ Repair site **topography** and natural **drainage**
- √ Create a **green and environmentally** sensitive community

GUIDING PRINCIPLES

Community

- √ **Blend / integrate** new development with the adjacent neighborhood and Discovery Park
- √ **Enhance neighborhood quality** and values through a master planning approach
- √ Create a **safe** community
- √ Maintain / enhance **property values** with good master planning
- √ **Plan for impacts** on the community (schools, police, traffic, etc.)

Housing

- ✓ Provide a **diversity of housing options** -- including a mix of market-rate, affordable, self-help, and homeless housing
- ✓ **Blend new housing into the fabric** of the surrounding community; avoid “Urban Village” character
- ✓ **Blend self-help and homeless housing** into community in a natural way
- ✓ **Reuse existing buildings** if feasible
- ✓ Build “**built green**” homes

Circulation

- ✓ Create **pedestrian-friendly and safe** streets
- ✓ **Minimize negative traffic impacts** (from the new homes or FLARC) on existing neighborhood streets
- ✓ Improve the West Government Way **entry to Discovery Park**
- ✓ Improve **public transit** service
- ✓ Increase connections to **local pedestrian and bike trails** (e.g., Discovery Park)

Open Space / Environment

- ✓ Create a **green and environmentally sensitive** community, including minimizing carbon footprint
- ✓ Provide **adequate parks and open spaces** for new community residents
Balance clustered housing with open space
- ✓ Protect existing **specimen trees**, forested areas, and **wildlife habitat** areas
- ✓ **Improve wildlife corridor** connections between Kiwanis Ravine and Discovery Park
- ✓ Repair site **topography and natural drainage**



In short, the planning team believed that the Redevelopment Plan met all the criteria of the guiding principles, and nearly all the community-expressed goals. The three community-expressed goals that remain in question are as follows:

- **Keep current zoning.** While the Redevelopment Plan does not require an overall zone change, it does require use of the City's Planned Residential Development master planning option. It also requires a contract rezone for the parcel housing the AHA senior building.
- **Minimize neighborhood traffic.** The planning team believes that the Redevelopment Plan's network of interconnected streets is the best plan for minimizing traffic. The team acknowledged, however, that many of the neighborhood participants in the process would prefer no road connections between the new development and 36th Avenue West.
- **Increase trails into Discovery Park.** The Redevelopment Plan certainly could make a strong connection to the Discovery Park trail system, and some think it should. Others, however, don't think such a connection is desirable. This question is outside this project's scope of work. The plan works fine with or without trail connections to Discovery Park.

The Draft Concept Plan was further refined based on community input, new information, and official decision making. In general, there were few changes relative to the Draft Concept Plan. The proposed Redevelopment Plan is presented in total in Chapter 5.

CHAPTER 5

Fort Lawton Redevelopment Plan

The proposed Fort Lawton Redevelopment Plan was crafted during the spring and summer of 2008, based on the City's and community's vision, the various stakeholders' goals as expressed during the public involvement process, analysis of site and design issues, and economic feasibility. The plan was refined during a highly iterative and interactive process that is described in detail in the previous chapter. A summary of the proposed Redevelopment Plan is presented here.



Aerial View looking West from 36th Avenue West

5.1 OVERALL PLAN

The proposed Redevelopment Plan is for a new mixed-income neighborhood that will be laid out on a north-south street grid following the pattern of the adjacent Kiwanis Ravine neighborhood (Figure 5.1-1). Approximately 144 to 161 single-family houses and duplex townhomes, together with a 55-unit apartment building, will be arranged throughout the site. This includes 85 units for homeless families and single seniors, as well as six self-help homeownership units to be developed by Habitat for Humanity.

One goal of the new Fort Lawton neighborhood is to be a model of an environmentally friendly and sustainable community. The current artificially plateaued and mostly paved site will be regraded to slope gently from south to north to blend in with the surrounding neighborhood and natural areas in a more seamless manner. All existing forested areas and most interior trees will be retained and enhanced with the addition of a diverse mixture of new street trees.

The addition of two new parks, two pocket parks, and a new north-south 37th Avenue West greenway with swales and natural landscaping will further enhance the community. Careful treatment of the 36th Avenue West streetscape will blend the new community into the existing neighborhood while enhancing the existing landscaped buffer aesthetically and providing avian habitat.



Texas Way West: Looking North to Viewpoint Park

At this stage, the Redevelopment Plan is conceptual. Site planning provides enough detail to determine its physical and economic feasibility, as well as its alignment with City policy and neighborhood goals. This is not, however, a final design. Site base information has been taken from City of Seattle, King County, and Army records. No new site survey has been conducted. Market conditions will evolve during the time it takes to negotiate a transfer of the property from the federal government. Detailed design and site engineering are required before construction can begin, and the public will have the opportunity to comment during this design development process. City agencies have reviewed drafts of the plan and deemed it feasible, but detailed construction drawings will be subject to review and approval through the City's standard development permitting pathways. Nevertheless, the plan represents the City of Seattle's intent at this time.

Throughout the process, public conversations focused on several critical site plan elements, including circulation, open and green space, and the housing program. These elements are described below.

Figure 5.1-1 Rendered Site Plan



5.2 CIRCULATION

Key circulation issues for the new Fort Lawton neighborhood include site access, internal circulation, and street connections to the existing Kiwanis Ravine neighborhood.

SITE ACCESS

Given Fort Lawton’s location between Discovery Park and Kiwanis Ravine, and at the edge of the bluff above the Lake Washington Ship Canal, access is limited to West Government Way and 36th Avenue West to the south and Texas Way West and 40th Avenue West to the north.

The Redevelopment Plan makes little change to the north access via Texas Way West, 40th Avenue West, and ultimately Commodore Way.

South access to the new Fort Lawton neighborhood will be via Texas Way West. The plan reduces 36th Avenue West south of West Fort Street to a local access loop serving only the homes on that block. As such, the redundancies of Texas Way West and 36th Avenue West will be eliminated, allowing tree planting, reduction of pavement, and an improved avian habitat linkage between Discovery Park and Kiwanis Ravine.

Texas Way West becomes the primary access road for the existing and new neighborhoods. A new intersection, created at the curve of Texas Way West, slopes down to connect 36th Avenue West just south of the existing Harvey Hall (Figure 5.2-1 Area A).

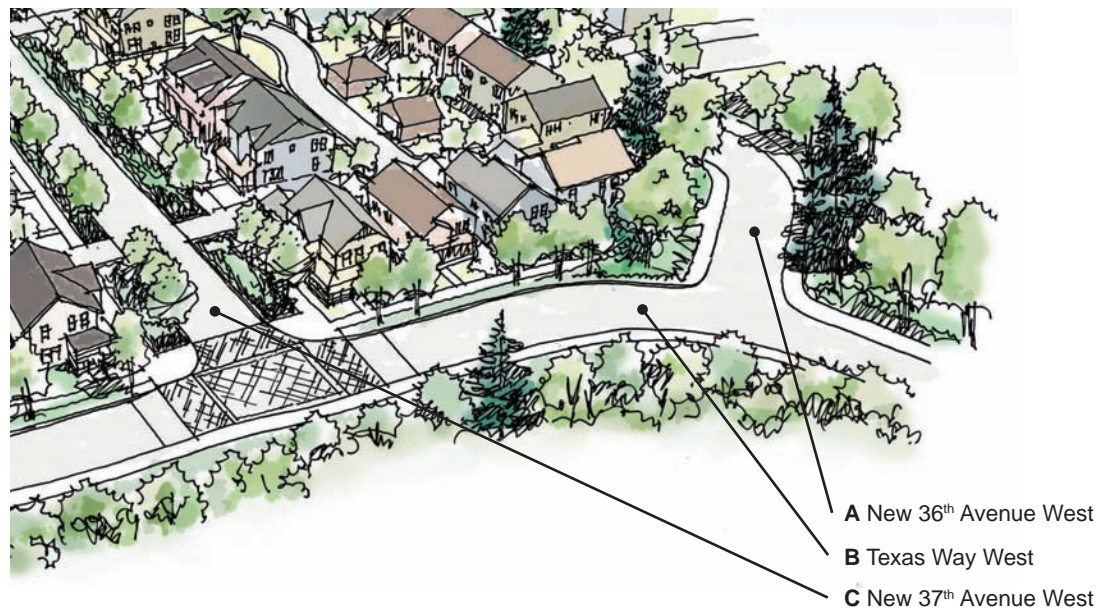


Figure 5.2-1: Proposed Intersections at Texas Way West

INTERNAL CIRCULATION

The plan maintains strong pedestrian and vehicular connectivity internally and with the adjacent neighborhood, while minimizing cut-through traffic.

A north-south street grid will organize the site, continuing the pattern of the existing Kiwanis Ravine neighborhood. A new central north-south street – 37th Avenue West (Figure 5.2-2 Area B) – will unify the new neighborhood and allow for the dispersal of local north-south traffic. This street contains sufficient right-of-way to allow for enhanced landscaping and the creation of a vegetated swale for stormwater management. This street will act as both street and greenway, creating a public amenity for pedestrians and vehicles, and serving new and existing residents.

36TH AVENUE WEST CONNECTIONS

East-west streets will be connected to the existing neighborhood at three points (Figure 5.2-3) – Lawton Lane West (D), West Lawton Street (E), and West McCord Place (F). The new section of West Lawton Street will connect to Texas Way West, offset to the north at the new 37th Avenue West, and will connect to the existing West Lawton Street with a combined street and pedestrian way. The new section of West McCord Place will be offset around the proposed park at the new 37th Avenue West. This will simultaneously discourage cut-through traffic, while also emphasizing the new park as a community centerpiece.

The Redevelopment Plan currently illustrates the portion of West Lawton Street west of the north-south alleys between 36th and 37th avenues as a pedestrian corridor and pocket park (Figure 5.2-3 Area E). This option could help save some significant trees in the 36th Avenue West landscaped buffer. However, final design of this connection will be determined after additional study by the City of Seattle and SHA to determine whether a full vehicular connection is required or if it may remain as a pedestrian connector.

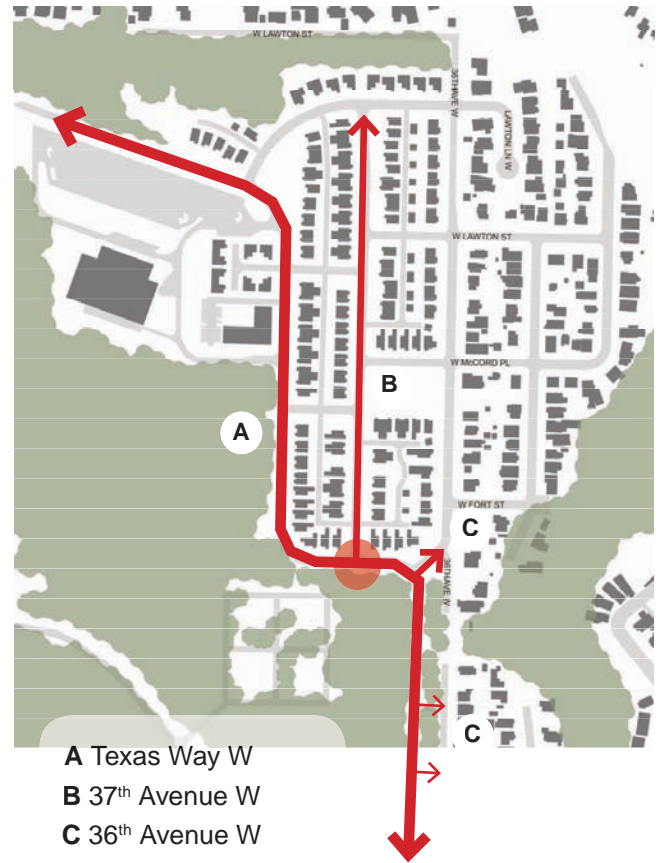


Figure 5.2-2: Circulation Diagram

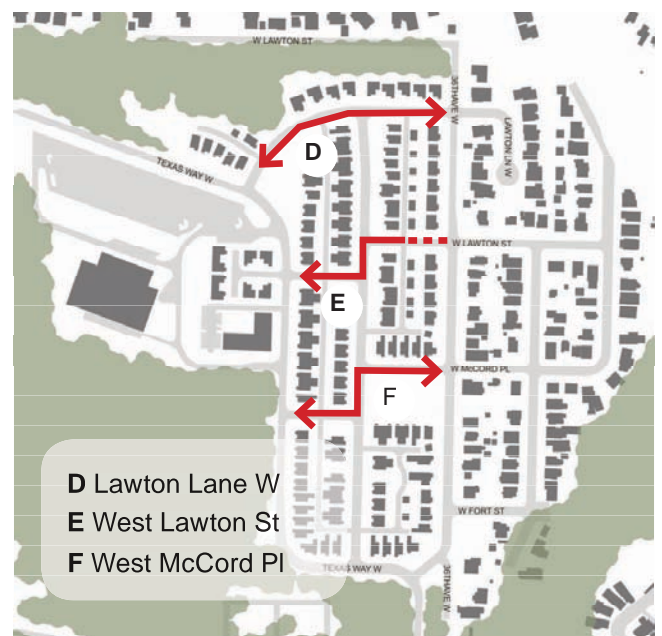


Figure 5.2-3: Offset East-West Streets

5.3 OPEN AND GREEN SPACE

The Redevelopment Plan protects existing forested areas and many existing trees. It also aims to enhance the landscaped buffer along 36th Avenue West as a natural habitat. The plan also proposes the addition of two new parks, two pocket parks, and scores of new street trees to the site.

FORESTED HABITAT AREAS

This plan calls for conveyance of major forested areas on the site to the City of Seattle Parks and Recreation Department as a BRAC public benefit conveyance. This includes the acreage of the wooded slope at the site's north end and forested area on the west of Texas Way West at the south end of the site. In addition, the City is requesting conveyance of wooded property to the west and south of the Fort Lawton Army Reserve Center not needed by the Department of Veterans Affairs (Figure 5.3-1 Area A).

In conjunction with the reconfiguration of 36th Avenue West south of West McCord Place, tree plantings and other improvements should be made to the west of 36th Avenue West to improve the avian habitat connection between Kiwanis Ravine and Discovery Park (Figure 5.3-1 Area B).

INTERNAL PARKS AND GREENWAYS

The Redevelopment Plan includes a neighborhood park at a location central to both existing and new housing, as well as a greenway that will serve as a central pedestrian spine and corridor for natural stormwater treatment. A north-south greenway will line the length of the east side of the new 37th Avenue West from Texas Way West all the way north to Lawton Lane West. This greenway allows for natural stormwater management and makes the new street a handsome pedestrian promenade with northerly views toward Ballard, Sunset Hill, and the Shilshole Marina (Figure 5.3-1 Area C).

A central neighborhood park of about 25,000 square feet (5/8 acre) will be situated along West McCord Place, between 36th Avenue West and the new 37th Avenue West. This park provides access for new and existing residents. The park will provide for passive recreational use for neighbors of all age groups, as well as a play area for young children. The alignment of this park just south of West McCord Place allows an east-west green connection and view corridor from 36th Avenue West to the edge of Discovery Park (Figure 5.3-1 Area D).

A second park will be situated along the curve of Texas Way West to the north, providing a public viewpoint and a potential location for a naturalized stormwater pond. This park will protect the existing excellent views down Texas Way West all the way to the Ship Canal and Salmon Bay (Figure 5.3-1 Area E).

Figure 5.3-1: Open Space Diagram



EXISTING AND NEW TREES

The Redevelopment Plan protects a maximum number of existing trees. As shown, a few interior trees will be lost, but these will be offset by the planting of numerous new trees selected to create greater species variety in the area. The plan also proposes modifying the landscaped buffer on 36th Avenue West to enhance its ability to support natural habitat while also improving neighborhood connections. This would include the removal and addition of trees to create greater habitat diversity.

The Redevelopment Plan maximizes the protection of existing trees. For example, small pocket parks will be located around existing trees along 37th Avenue West (Figure 5.3-1 Area C).

An additional pocket park is shown between 36th Avenue West and the new residential alleys at West Lawton Street. This park will offer a pedestrian entrance to the new neighborhood, as well as an excellent location for transplanting trees from the landscaped buffer during thinning and creation of new street intersections at Lawton Lane West and West McCord Place.

NEIGHBORHOOD INTERFACE

The Fort Lawton site is bordered by forest to the south, west, and north. As such, the key neighborhood interface is on the east edge of the site along 36th Avenue West. The east side of 36th Avenue West is currently single-family housing, except for several multifamily buildings immediately north of West Government Way. The west side is largely an earthen berm, planted with evergreen trees. This wooded berm screens the residential area from the military uses.

The Redevelopment Plan places new single-family houses along 36th Avenue West but allows vehicular access and garages along a rear alley. Much of the tree canopy will be retained, perforated periodically by paired walkways serving the new houses. This approach strikes a balance between creating a friendly, two-sided residential street, and preserving existing trees for their character, screening effect, and potential habitat value.

Existing evergreen trees along the 36th Avenue West buffer are maturing, but too densely



Proposed Plan at 36th Avenue West



Existing Section View at 36th Avenue West



Proposed Buffer Enhancements at 36th Avenue West

New Home Landscaped Buffer 36th Avenue West Existing Home

planted for long-term health. They also offer limited visibility and little species variety. As such, some of the younger evergreens should be moved to the locations of existing curb cuts and/or the new pocket park at West Lawton Street. This will allow the paired walkways for new residences along 36th Avenue West, as well as the new intersections at West Lawton Street and West McCord Place, while preserving and enhancing the tree cover as avian habitat. This effort will be further enhanced by planting new trees with varied native species and a native shrub layer for the long-term health of the landscaped buffer area.

This plan also envisions adding a sidewalk and bioswale in the existing 36th Avenue West right-of-way immediately east of the existing landscaped buffer. Some trimming of the lower limbs of existing evergreens and planting a varied native shrub mix will allow human circulation and visibility at the same time it preserves avian habitat and improves forest health.



Existing Landscaped Buffer at 36th Avenue West

5.4 HOUSING PROGRAM

This Redevelopment Plan envisions a mixed-income neighborhood including between 108 and 125 market-rate units, 85 units for the homeless and six for Habitat for Humanity (Table 5.4-1 and Figure 5.4-1).

Table 5.4-1: Housing Program

Unit Type	Single-Family Focus	Townhouse Focus
Large Single Family	14	6
Mid-sized Single Family	15	10
Small Single Family	50	50
Large Townhomes	17	42
Smaller Townhomes	12	17
Total Market Rate Units	108	125
Total Self-Help Townhomes	6	6
AHA Townhomes	30	30
AHA Senior Flats	55	55
Total Homeless Units	85	85
Total Units	199	216

MARKET RATE HOUSING

The proposed unit mix of the Redevelopment Plan focuses on product types in the middle income range, with a few large single-family homes, and no stacked flats proposed. The market-rate mix was identified for site planning purposes and financial feasibility analysis. It is based on 2008 market information. The final mix of units may vary based on market conditions at the time of development. The difference between the two identified scenarios is the emphasis on single-family homes versus duplex townhomes in the market-rate housing. The site plan diagram and rendering illustrate the higher number of total units in the “townhome-focus” scenario.

Market-rate units include detached single-family homes of various sizes as well as townhouse duplexes. All new housing along 36th Avenue West and the north edge of the site will be single-family. Additional single-family lots will be scattered throughout the site, with a heavier concentration to the north. These will be a combination of larger and modestly sized homes on lots of approximately 5,000 square feet, and small-lot single-family houses. The final mix will depend on market conditions at the time of development, but in general larger lots will face 36th Avenue West and view locations to the north, with smaller lots interior to the site and to the south.

Townhouse duplexes are proposed in lieu of larger townhouse buildings because this scale of structure is similar in character to a larger house and better reflects the character of the Magnolia neighborhood. These duplexes, which would contain both large and small townhome units, would be built throughout the new community, except along 36th Avenue West or the northern edge of the site. These duplex townhouses will also be interspersed with the self-help and homeless housing described below.

SELF-HELP HOUSING

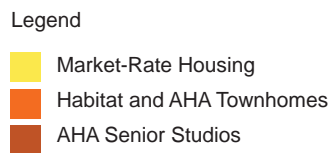
The Redevelopment Plan includes six Habitat for Humanity self-help home ownership units. These are proposed as a group of three duplexes located amid smaller market-rate single-family houses and duplexes.

HOMELESS HOUSING

The Redevelopment Plan includes 30 AHA family homes in townhouse duplexes. These are scattered throughout the site, especially along Texas Way West and the new 37th Avenue West. These are proposed as groups of four to seven duplexes, interspersed with market-rate single-family and duplex units.

The Redevelopment Plan includes 55 senior studio units in a single building located on the parcel that is west of Texas Way West. The building is at the south end of this parcel, allowing residents on one side to have views of Discovery Park, and some of the residents on the other side to have views of Ballard and Salmon Bay. This location also provides easy access for any veteran residents to the services at the VA facility immediately to the west, and presents a nice façade to Texas Way West.

Figure 5.4-1: Housing Distribution Diagram



Chapter 5: Fort Lawton Redevelopment Plan

Existing Fort Lawton Aerial Photo



Proposed Fort Lawton Redevelopment Plan



CHAPTER 6

Public Benefit Conveyances

The following sections describe the City of Seattle's homeless housing and public benefit conveyance requests.

6.1 NOTICES OF INTEREST RECEIVED AND SELECTED

In the fall of 2006, the City of Seattle provided notice of the availability of property at Fort Lawton, and received five notices of interest in early 2007, as follows:

- United Indians of All Tribes (Lead Developer) – Included market-rate housing, homeless housing, community space, and open space
- Seattle Housing Authority (Lead Developer) – Included market-rate housing, homeless housing, self-help housing, and open space
- Downtown Emergency Service Center – Included homeless housing only
- Seattle Parks and Recreation Department – Included open space to be incorporated into Discovery Park
- Seattle Veterans Museum – Included space for Seattle Veterans Museum

Advised by a technical advisory group, the mayor approved the following NOI program:

- Seattle Housing Authority – Master developer
- Archdiocesan Housing Authority – Developer and service provider, housing for homeless seniors and families
- YWCA of Seattle-King County-Snohomish County – Service provider, family housing
- United Indians of All Tribes – Referral and service provider for homeless seniors
- Habitat for Humanity Seattle/South King County – Developer of self-help homeownership housing
- Seattle Parks and Recreation Department – Owner and manager of a portion of parks and open space

Further information on this process and Seattle's homeless housing program is provided in the City's Homeless Assistance Submission that is submitted to the U.S. Department of Housing and Urban Development along with this Redevelopment Plan, available at www.seattle.gov/neighborhoods/fortlawton/brac.

6.2 SITE PLAN DISCUSSION

As described in previous chapters, the City of Seattle conducted a thorough, interactive, and iterative community engagement and redevelopment planning process during the spring and summer of 2008. The homeless housing and public benefit conveyance requests presented here represent a balance between the City's vision, community goals expressed during this process, homeless housing needs, and specific site considerations.

The Fort Lawton site, identified as surplus by the Army, is approximately 28.81 acres, located between Discovery Park and a neighborhood of largely single-family homes, as well as some apartments. About 25 percent of the site (7.08 acres) is currently forested and proposed to remain so for avian habitat corridors between the great blue heron rookery in Kiwanis Ravine and Discovery Park. Another 4.4 acres are taken up by the Texas Way West corridor, which is currently a federal road and proposed to become a public city street. The remainder of the site – 17.33 acres – is currently developed as military facilities and parking lots.

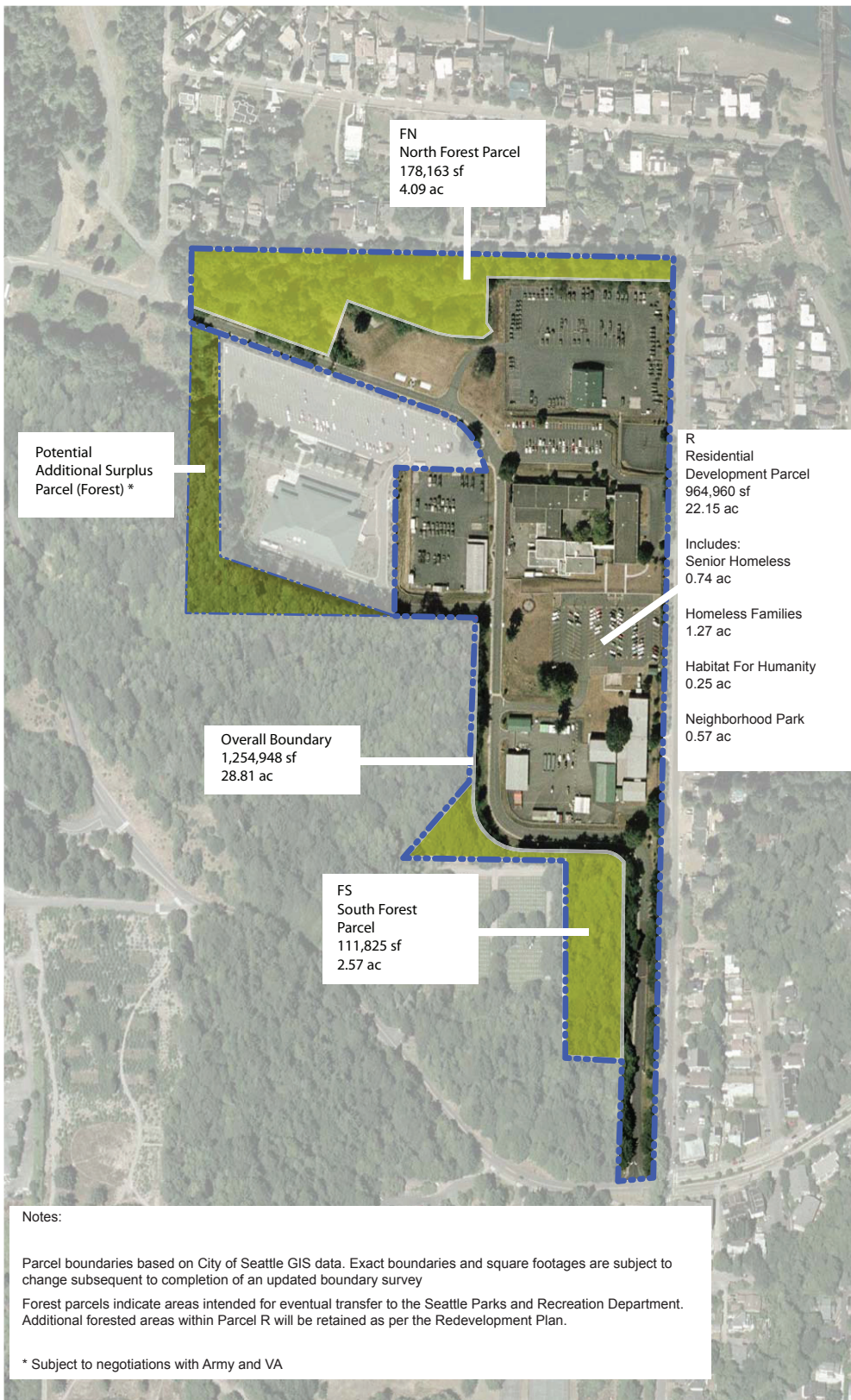
The City of Seattle proposes that this remaining area be redeveloped as a mixed-income neighborhood that is highly compatible with Discovery Park and the established Kiwanis Ravine neighborhood, and features new parks and greenways, 85 units of homeless housing, six self-help homeownership housing units, and approximately 108-125 units of market-rate housing. The homeless housing is proposed as 55 senior studios in a single building, as well as 30 units of family housing in 15 duplex townhomes. The self-help homeownership housing is proposed as six units in three duplex townhome structures developed by Habitat for Humanity.

6.3 CONVEYANCE REQUESTS

Following the redevelopment program described above, a total of 9.49 acres of the Fort Lawton site will be requested for public benefit conveyance for open space, homeless housing, and self-help homeownership housing. The open space and senior homeless housing conveyances are described on the accompanying diagrams (Figures 6.3-1 and 6.3-2). The homeless family housing and self-help homeownership housing conveyances will be on scattered lots across the remaining site, as described below.

As part of this BRAC redevelopment planning process and public benefit conveyance, the City of Seattle expects to pay the Army fair market value for the remainder of the site as determined through market and pro-forma analysis, as well as subsequent negotiations.

Figure 6.3-1 Parcelization Plan



PARKS

The City of Seattle requests a minimum of 6.66 acres of currently forested areas as public benefit conveyances for parks, open space, and wildlife habitat. This includes 4.09 acres at the north end of the site that is currently mixed coniferous forest and largely steep slopes, as well as 2.57 acres at the south end of the site that is currently evergreen forest adjacent to Texas Way West and the Fort Lawton Cemetery. See the accompanying parcelization map (Figure 6.3-1). These parcels will be conveyed to the City of Seattle Parks and Recreation Department and become part of Discovery Park.

In addition, the City is requesting a conveyance of 25,000 square feet in the central east portion of the site for a neighborhood park. This approximately one-half acre park is an important component to the success of the Fort Lawton Redevelopment Plan and is a key to integrating the redeveloped site with the existing neighborhood.

Finally, the City is requesting conveyance of wooded property to the west and south of the Fort Lawton Army Reserve Center that is not needed by the Department of Veterans Affairs. Depending on the needs of the VA, this area is approximately 2.5 acres (Figure 6.3-1).

HOMELESS

The City of Seattle requests that approximately 2.01 acres of the Fort Lawton site be conveyed to the City of Seattle for development of homeless housing. Of this, 0.74 acres (150 feet X 215 feet) is located at the south end of the parcel west of Texas Way West, as shown on the accompanying parcelization map. This parcel will be used for the senior housing building, as well as accompanying parking, landscaping, and outdoor activity areas (Figure 6.3-2 Area C).

The remaining 1.27 acres will be scattered throughout the developed portion of the site as 30 lots, averaging 1,850 square feet, for family duplex units and yards. These units are expected to be clustered in groups of three to seven duplexes (six to 14 units) that are interspersed with self-help and market-rate duplexes and single-family houses (Figure 6.3-2 Area B).

HABITAT FOR HUMANITY SEATTLE/SOUTH KING COUNTY

Finally, Habitat for Humanity Seattle/South King County requests that 0.25 acres of the Fort Lawton site be conveyed to Habitat for Humanity for six units, averaging 1,850 square feet per unit, of self-help homeownership housing in duplex townhomes. It is anticipated that these three duplexes will be adjacent to each other and to market-rate townhomes at a location to be determined in detailed site planning to come (Figure 6.3-2 Area B).

Figure 6.3-2 Redevelopment Plan Diagram



6.4 PERSONAL PROPERTY NECESSARY TO SUPPORT REDEVELOPMENT

After reviewing the personal property listing for Fort Lawton, the LRA is requesting the following items to support the homeless uses in this Redevelopment Plan: all commercial grade kitchen equipment, two desks, two desk chairs, six visitor chairs, and two four-drawer legal filing cabinets.

CHAPTER 7

Implementation Strategy

7.1 FINANCING MODEL

The Redevelopment Plan for Fort Lawton requires a sophisticated financing model to achieve its objective of an environmentally sustainable, mixed-income neighborhood. SHA, as master developer, is familiar with the various financing strategies to develop a project of this size, including acquisition loans, construction debt, and financial management. While final funding sources will be determined in the future as the project progresses, the basic expenses and sources of income for the project are outlined on the following pages.



Redevelopment Plan Rendering Detail

EXPENSES

The expected expense items for implementation of the Redevelopment Plan include the following:

- development of detailed drawings and plans by an architectural and engineering team;
- submittal for entitlements, including demolition and master use permits;
- replatting of the site to include public rights-of way (ROW) for new streets and individual parcels for parks and housing;
- demolition of the existing buildings and parking lots;
- preparation of site, including grading;
- installation of site infrastructure, including all utilities, a stormwater system, and roads; and
- preparation of final buildable lots for transfer to homeless housing providers and Habitat for Humanity Seattle/South King County or sale to market-rate developers.

INCOME

The income source for the project will be the sale of single-family and duplex townhome lots to market-rate developers. SHA has used this model successfully at its other large, master planned communities, refining the process through the years. Please see Appendix H for a detailed explanation of the financing model.

SOURCES OF AVAILABLE FUNDING

The development of both the homeless housing projects by the Archdiocesan Housing Authority and the affordable self-help homeownership townhomes by Habitat for Humanity Seattle/South King County will require financing from both private and public sources. These financing applications will be made in the future upon the approval of the Redevelopment Plan by the City Council. Each organization has a strong track record of securing financing for similar projects.

HOMELESS HOUSING

The Archdiocesan Housing Authority will develop a total of 85 units of homeless housing at Fort Lawton. This will include 30 units of townhome development (in duplexes) for homeless families, and a 55-unit studio multifamily building for homeless seniors. While the developments differ from one another, it is anticipated that each will utilize the following potential sources:

Supportive Housing Program (SHP)

The Supportive Housing Program is authorized by the McKinney-Vento Homeless Assistance Act and is designed to develop supportive housing and services that will allow homeless persons to live as independently as possible.

SHP funds can be used in the following ways to provide new permanent housing:

- Acquisition
- Rehabilitation
- New construction
- Leasing
- Supportive services
- Operations
- Administration

Low Income Housing Tax Credits (LIHTC)

The Low Income Housing Tax Credit is a congressionally created tax credit (Internal Revenue Code Section 42) available to investors in low-income housing. It is designed to encourage investment that helps finance construction and rehabilitation of housing for low-income renters. The LIHTC program offers property owners and investors a credit or reduction in their tax liability every year for 10 years. The equity raised through the sale of these credits represents approximately half the cost of development.

Section 8 Project-Based Program

The Section 8 Project-based program subsidizes units in Seattle Housing Authority-owned and privately owned properties throughout Seattle. Tenants residing in project-based units pay 30 percent of their income for rent and utilities; the balance of their housing costs is paid by the Section 8 Project-based program. Tenants in project-based units are assisted as long as they live in the unit and continue to qualify for the program.

Washington State Housing Trust Fund (HTF)

Established in 1987, the Washington State Housing Trust Fund helps communities meet the housing needs of low-income and special needs populations. The HTF provides funds to:

- support the construction, acquisition, and rehabilitation of more than 4,500 units every biennium;
- create rental and homeownership opportunities in every region of the state for people with incomes below 80 percent of median; and
- support special needs housing.

King County Housing Finance Program (HFP)

Most of King County's funds for affordable housing development and preservation are made available through the King County Housing Finance Program. HFP provides capital funds for acquisition, rehabilitation, site improvements, new construction, and other costs related to housing development. Projects are selected through a competitive application process. The HFP includes funds from King County's local Housing Opportunity Fund

(HOF), the federal HOME program, the County and Small Cities portion of the Community Development Block Grant (CDBG) entitlement, and the Regional Affordable Housing Program (RAHP). Periodically, HFP will also offer other County fund sources targeted for a specific special needs population.

City of Seattle Office of Housing (OH)

The Office of Housing Multifamily Program provides capital and operating funds to support the preservation or development of affordable multifamily rental housing. Application rounds in this competitive funding process are held twice a year, with approximately \$15 million of capital awarded annually. Supportive housing that serves homeless families and individuals is a high priority.

SELF-HELP HOMEOWNERSHIP HOUSING

Habitat for Humanity of Seattle/South King County

Habitat for Humanity of Seattle/South King County will sponsor the development of six self-help homeownership units at Fort Lawton. These are proposed as a group of three duplexes located amid smaller market-rate single-family houses and duplexes. It is anticipated that homeowners may require down payment assistance to afford their new homes.

Washington State Housing Trust Fund (HTF)

Housing Trust Funds may be used for the following homeownership activities:

- Down Payment Assistance Loans (on existing homes) - HTF funds may be used for down payment assistance (DPA) loans to assist low-income households to purchase an existing home or condominium. If a homebuyer cannot afford an additional payment, the DPA may be loaned on a zero interest basis secured by a subordinate deed of trust in favor of the sponsor with repayment when affordable or at refinance or sale.
- Self-Help Projects - HTF funds may be used for the purchase of land or infrastructure to benefit self-help homeownership projects.

City of Seattle Office of Housing (OH)

The Office of Housing Homeownership Program funds may be used for the activities listed below:

- Homeownership Program funds can be used for down payment assistance loans to low-income homebuyers purchasing units in newly constructed or rehabilitated housing projects.
- Homeownership funds can be used to pay development costs for new construction and acquisition/rehabilitation projects, including acquisition, infrastructure and building construction, and development soft costs.

7.2 IMPLEMENTATION ACTION PLAN

CITY PLANS AND ENTITLEMENT

As guided by the City of Seattle's Comprehensive Plan, the zoning, local permitting and approvals, and platting are the City entitlements that will be required on the site prior to undertaking development activities. These entitlements would be initiated by SHA with involvement from the City and, in some instances, DOD.

POLICY / ZONING CHANGES

The proposed Redevelopment Plan may be implemented under the existing Comprehensive Plan policies and SF-7200 (Single Family) zoning, with the potential exception of the area of the site that would accommodate the AHA senior housing building. These land use decisions would occur as part of a Master Use Permit (MUP) approval and is one of several pieces of the MUP that will be evaluated together and receive combined decisions/recommendations from several City departments and require final approval by the Seattle City Council.

LOCAL PERMITTING AND APPROVALS

The City of Seattle Department of Planning and Development (DPD) will oversee the MUP process conducted by SHA. The MUP may incorporate the following items:

1) *Council conditional use* for Planned Residential Development (PRD) (SMC 23.44.034) for single-family and townhouse residences meeting L-1 standards.

2) *Contract rezone* (SMC 23.34.004) for the senior housing building. As part of a contract rezone, the following provisions must also be submitted:

- Property Use and Development Agreement (PUDA) (SMC 23.34.004A) for the AHA senior housing building on a separate parcel, which will restrict the use and development standards of the rezoned property to the proposed specific use, as well as any other density or development forms beyond PRD provisions.
- Waiver of Certain Requirements (SMC 23.34.004B) to waive specific bulk and off-street parking and loading requirements (presumably under PRD) as needed.

3) *Subdivision provisions* (SMC 23.22.100) that provide standards for streets, pedestrian and vehicle access, blocks, lots, and utilities. Platting would delineate:

- Contract rezone parcel(s)
- Single-family lots
- Other development units
- New public streets

4) *Administrative conditional use provisions* (SMC 25.09.240) to consider exemptions within environmentally critical areas, although not expected due to the avoidance of critical area impacts in the proposed Redevelopment Plan.

However, it is important to note that the final permitting and approval process will be determined after extensive review by the Seattle Department of Planning and Development.

ENVIRONMENTAL REVIEW

The National Environmental Policy Act (NEPA) of 1969 directs all federal agencies to conduct environmental reviews for proposed actions, such as the conveyance of the Fort Lawton property to the City of Seattle for park and residential uses. The Army will be responsible for completing the NEPA process. Depending on the Army's approach and schedule, NEPA could be conducted separately or integrated with the Washington State Environmental Policy Act (SEPA). SEPA is the responsibility of the local jurisdiction, in this case, the City of Seattle. SEPA is triggered by certain land use actions, including the request for a rezone or for development permits for projects over a specific size threshold (typically 20 units). SEPA determinations are made at the time of application for rezone or land use permit. Possible scenarios for conducting NEPA/SEPA include:

- *Separate and distinct NEPA/SEPA processes* – This scenario could occur, especially if the Army determines its action is categorically exempt from NEPA. The City would then conduct a separate SEPA process by preparing a SEPA checklist / mitigated determination of non-significance (MDNS) or a determination of significance (DS) / environmental impact statement (EIS).
- *Sequential process* – In this scenario, DOD would prepare an environmental assessment (EA) and finding of no significant impact (FONSI), and the City could adopt a supplemented EA (if necessary) to satisfy SEPA. It is unlikely that an EIS would be required under NEPA.
- *Combined document* – A NEPA EA / SEPA checklist or EIS could be prepared as one integrated document.

These decisions will be made prior to the conveyance of the property and will allow for additional public input and comment on the proposed redevelopment plan.

OTHER FEDERAL/STATE REGULATIONS AND APPROVALS

Federal sources of funding directed toward the redevelopment of the Fort Lawton site will trigger compliance with the Endangered Species Act (ESA) and the National Historic Preservation Act (NHPA). Other regulations may be applicable as more detailed project planning goes forward.

7.3 PHASING

The redevelopment of the Fort Lawton site could potentially be completed within 5 to 6 years after the conveyance of the land by DOD. The key activities to be scheduled during that timeline include the following: entitlements and design; demolition of existing buildings and site elements; and construction of the new site infrastructure, housing, and open spaces (Figure 7.3-1).

One unique element of this redevelopment effort is the potential impact of the City of Seattle's DPD Directors Rule 5-2007, which recommends a buffer of 500 feet from the perimeter of the Kiwanis Ravine heron colony. A major condition of that rule requires that any clearing, grading, or outside construction shall be done outside of the nesting season (February 1 through July 31.) However, the buffer only overlaps portions of the northern and southern ends of the site not the middle. The draft phasing plan for the redevelopment considered the impact of this restriction in the overall phasing of the site and assumes that activities can be scheduled around the six-month nesting season.

Years 1-2: Entitlements and Design

It is anticipated that it will take 18-24 months to secure all of the entitlements and permits identified in the *City Plans and Entitlements* section. However, the goal would be to fast track the completion of the demolition and mass grading plans once the overall master plan is completed and approved. This would enable demolition and grading to proceed in Year 2 while construction documents for the infrastructure and housing are completed and permits secured.

Year 2: Demolition and Mass Grading

As noted above, demolition of existing buildings and site elements would be completed in Year 2. After demolition, the site would be regraded in preparation for the construction of the infrastructure. These two activities can be completed outside of the heron nesting season.

Year 3: Site Infrastructure

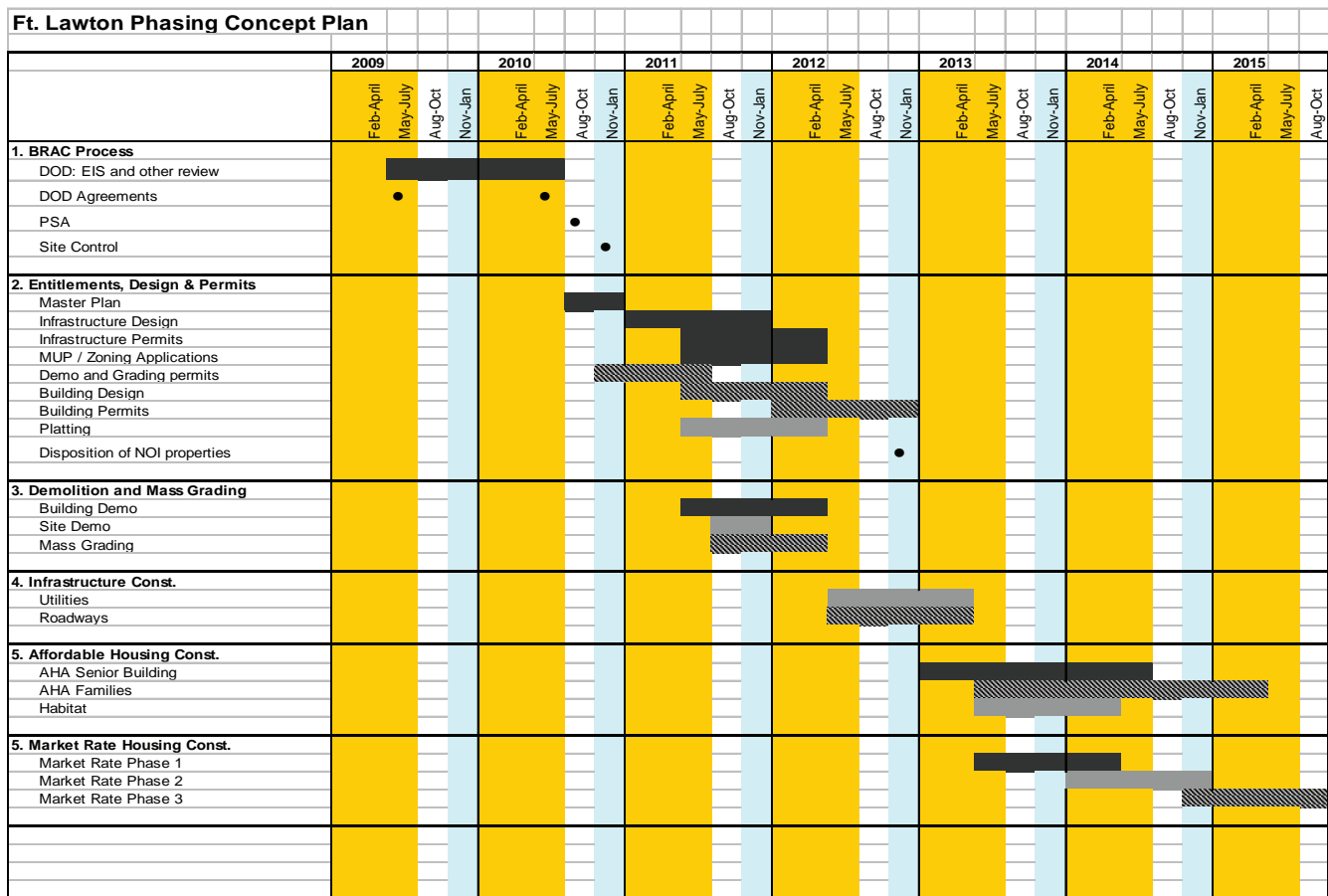
Construction of the redevelopment's infrastructure (streets, utilities, etc.) would be completed in Year 3. By having the site prepared in Year 2, this site work will proceed quickly from north to south, with activities phased based on the heron nesting season. If necessary, work can begin on the center portion of the site, which is not impacted by the Directors Rule, and then focus on the northern and southern portions outside of the nesting season.

Years 4–6 Housing Construction

Construction of all of the housing units will occur over a period of 2-3 years depending on the overall housing market at the time of development. It is anticipated that construction of the larger AHA senior housing building would begin at the start of Year 4. This site is outside of the heron buffer so, while it

may take 12-18 months to complete, its schedule will be uninterrupted. All of the remaining homes proposed in the plan are smaller and thus have shorter construction timelines – 6-8 months for a single home. Thus, the phasing of the construction of the remaining homes may be carefully coordinated with the heron nesting season. Since the center portion of the site is not impacted by these restrictions, it is anticipated that housing construction may continue in that area year round, while new housing on the northern and southern portions of the site would be coordinated with the seasonal restrictions. It is anticipated that construction on the northern end of the site would precede that on the southern portion. This works well with the site utilities phasing. Since it is anticipated that construction access would be from the southern end of the site, building from north to south will also limit impact on homes once they are completed and occupied.

Figure 7.3-1: Schematic Phasing Diagram



CHAPTER 8

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