



**City of Seattle**  
**COMMUNITY**  
**PREFERRED REUSE PLAN**  
**for**  
**SAND POINT**



November 1993



City of Seattle  
**PLANNING DEPARTMENT**



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**Adopted by City Council, November 22, 1993**



City of Seattle  
**PLANNING DEPARTMENT**

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# INTRODUCTION

By Fall 1995, the United States Navy will vacate the Naval Station Puget Sound at Sand Point, a 151-acre parcel of property located along Sand Point Way NE and adjacent to Lake Washington. The closure of the Base presents a unique opportunity to convert to broader public use military property and facilities, with great potential benefit to the people of Seattle and the Puget Sound region. The Preferred Reuse Plan for Sand Point — the product of two years of joint effort by Mayor Norm Rice, City Councilmembers, City staff, and the community — reflects our recognition of the opportunity to meet a variety of needs: open space, recreation, housing, education, and community, arts and cultural activities.

This document provides: (Section I) an explanation of the vision, goals, and key considerations for reuse of the Navy Base; (Section II) a description of the six Activity Areas identified for future development; (Section III) discussion of the Base's infrastructure and issues which must be addressed when the property is converted to civilian use; (Section IV) anticipated impacts surrounding conversion of the Base, including costs to the City; and (Section V) discussion of ownership, acquisition and management strategies that would result in effective implementation of the preferred uses.

## BACKGROUND

In 1922, the United States Navy established the Puget Sound Air Station on 366 acres along the shores of Lake Washington, at what is now 7500 Sand Point Way NE. The facilities were expanded during World War II and served as an airport until 1970. Three years later, the Navy surplused 215 acres of the property, which were divided between the City of Seattle and the federal government. The surplused area is now home to the National Oceanic and Atmospheric Administration (NOAA) and the City of Seattle's Warren G. Magnuson Park. The remaining 151 acres of the Naval Air Station were renamed Naval Station Puget Sound, which has served as an administrative facility, and includes a small research facility for the U.S. Fish and Wildlife Service.

In the mid-1980s, the Navy announced plans to consolidate and relocate many of its West Coast operations —

including programs housed at Sand Point — to the Everett Homeport. In addition, in 1990 the United States Congress passed the Defense Base Closure and Realignment Act (DBCRA), which legislated the closure of several military facilities across the nation. The Naval Station Puget Sound was among the facilities closed as a result of the Act, and the Sand Point Command began the lengthy and complex process of preparing the Base for closure. At the same time — at the Navy's request — the City of Seattle began to plan for conversion of the Base to other uses. Listed below is a summary of the activities that have taken place since the Navy announced the closure of Sand Point.

- |               |   |
|---------------|---|
| October 1991  | The Navy asked the City of Seattle to take the lead in developing a local plan for reuse of Base property and facilities.   |
| November 1991 | Mayor Rice directed the Planning Department to coordinate, and asked the Sand Point Community Liaison Committee to assist in, the development of reuse concepts.  |
| March 1992    | Community meetings were conducted to solicit input from citizens and organizations on potential reuses.   |
| June 1992     | The preliminary report on reuse alternatives was published and additional community input solicited.  |
| October 1992  | The Seattle City Council adopted <i>Recommended Reuse Concepts for the Naval Station Puget Sound, Sand Point</i> , describing alternatives for reuse of the Base. |
| April 1993    | The City accelerated planning for Sand Point reuse in order to submit a preferred reuse plan by late Fall 1993.   |
| June 1993     | Community Liaison Committee prepared its own draft <i>Citizens' Preferred Sand Point Reuse Plan</i> and solicited community input.                                |
| July 1993     | The City conducted three community planning workshops to gather further   |

public input on proposed reuses and criteria for establishing preferred uses.

- September 1993 The City published the *Mayor's Preferred Reuse Plan for Sand Point*.
- October 1993 The City Council reviewed, and conducted a public hearing on, the Mayor's Preferred Reuse Plan for Sand Point.
- November 1993 The *City of Seattle's Preferred Reuse Plan for Sand Point* is adopted by City Council and submitted to the U. S. Navy.

Under federal law, the first decisions regarding disposal of the Base to be made by the Navy will focus on proposals by two federal agencies — NOAA, and the U. S. Fish and Wildlife Service.

The Navy must then consider reuse proposals made by state and local agencies while the U.S. Departments of Health and Human Services and Housing and Urban Development screen proposals made under the McKinney Act. This legislation requires that all surplus federal land must be screened for suitability and, if certain criteria are met, property must be made available to provide housing and services to homeless persons. These two processes — State and Local Screening and McKinney Screening — will be carried out simultaneously during 1994, with McKinney uses taking priority.

#### **TIMELINE OF FUTURE REUSE PLANNING ACTIVITIES FOR SAND POINT**

##### **1994**

- Public Benefit Discount and McKinney Applications to be submitted to Navy and administering federal agencies;
- City to develop reuse implementation, zoning, and finance plans;
- Navy to prepare Environmental Impact Statement and issue statement of record on disposition of property.

##### **1995**

- Navy to complete Base Realignment and Closure (BRAC) Cleanup Plan;
- Naval Station Puget Sound to close at Sand Point and complete property disposal process;
- City and partners to begin reuse of Sand Point.

The Clinton Administration has indicated that for communities experiencing Base closure, the decisions regarding disposal of military property should be guided by locally-developed reuse plans. Under federal law, the Secretary of the Navy has the power to make the final decisions regarding the disposal and transfer of Navy Base property. The Navy, however, must follow other federal requirements.

# I

## VISION, KEY CONSIDERATIONS, AND GOALS

In developing this Reuse Plan, the City envisions the Naval Base properties becoming part of a multi-purpose regional center that provides benefit to the public through:

Expanded opportunities for recreation, education, arts, cultural and community activities;

Increased public access to the shoreline and enhanced open space and natural areas;

Opportunities for affordable housing and community and social services — with a special priority for addressing the needs of homeless families; and

Expanded opportunities for low-impact economic development uses (for example a film studio and/or small retail store) which could provide employment and services for residents of the site and for the broader community.

### KEY CONSIDERATIONS

The City also has followed four Key Considerations in developing the Preferred Reuse Plan:

Maximize and balance public benefits and accommodate as broad a range of uses in as cohesive a way as possible;

Ensure compatibility between reuses and the surrounding residential community;

Seek cost-effective and financially feasible outcomes that keep the tax burden to the public in mind; and

Encourage maximum continued community involvement in the future planning, development, and management of Sand Point land and facilities.

### GOALS FOR SAND POINT

During the development of the Sand Point Reuse Plan, the City was also guided by Goals in the following areas: environmental stewardship, accessibility, social equity, security, cultural diversity, and historic preservation. A description of each of these goals follows.

**ENVIRONMENTAL STEWARDSHIP:** enhance the environment, preserve existing and create additional open space, and demonstrate sensitivity to ecological concerns.

**ACCESSIBILITY:** ensure physical accessibility to facilities, maximize safe pedestrian and bicycle use of the park and surrounding area, minimize automobile traffic, and promote adequate public transit.

**SOCIAL EQUITY:** provide opportunities for those in need of assistance, encourage self-sufficiency and empowerment while seeking integration of all residents within the broader community.

**SECURITY:** ensure the safety of person and property for residents, neighbors, and visitors.

**CULTURAL DIVERSITY:** reflect and support a diversity of cultures in the reuse of the Base.

**HISTORIC PRESERVATION:** respect, preserve, and enhance the historic character of the property.

By remaining mindful of the above Goals and Key Considerations, the City — with much assistance from the community — has been able to develop and refine a realistic, well-integrated, and feasible Reuse Plan that reflects our vision for the future of Sand Point.

### POLICY CONTEXT

Since Sand Point is considered a regional facility, planning for the reuse of the Base has taken place in the much larger context of the City's long-term goals for Seattle and the Puget Sound region. The Department of Parks and Recreation's COMPLAN, as well as existing housing and human services policy, have played an important role in shaping the City's goals for Sand Point.

In addition, long-term planning goals for the City are embodied in Seattle's Draft Comprehensive Plan, released by Mayor Rice in April 1993. The public is currently reviewing the Draft, and the Planning Department is revising it for submittal to the City Council in early 1994. Included in the Draft Comprehensive Plan are Framework Policies, which, when adopted with the Plan in 1994, will set priorities in a number of areas of City policy. Although the Framework Policies have only been provisionally adopted, a number of them have given general guidance to this Preferred Reuse Plan for Sand Point. Such proposed policies include:

- **OPEN SPACE:** The City's open space network will be expanded and improved to increase the availability of public parks and open space resources throughout the city, preserve the city's natural qualities and views, and provide a public focus and identity for existing and evolving neighborhoods. The Parks COMPLAN also notes a particular need for public open space in northeast Seattle, and the importance of public access to shorelines.
- **FAMILIES:** Through both neighborhood preservation and new development, the City shall support increased opportunities for households with young children to secure suitable housing with yards and play areas immediately adjacent to their homes, whether families seek to buy or rent.
- **HOMELESSNESS:** The City shall help to meet the housing needs of homeless persons and other people with special needs. The City shall strive to promote stability of people at risk of homelessness, alleviate immediate hardship of homeless families and individuals, and restore homeless people to their highest and best participation in the life of the community.
- **COMMUNITY:** In order to attract and retain households with children, neighborhoods need a range of commercial, cultural, educational, and recreational services. City policies must recognize and support the relationship between housing and other neighborhood facilities and services.
- **TRANSPORTATION:** Transportation-related planning activities shall reduce reliance on the automobile through offering alternatives and disincentives to the automobile, in order to improve air and water quality in the city. Accel-

erating development of bicycle and pedestrian facilities and improving transit within the city and to regional destinations will help us create urban neighborhoods that protect the natural environment, increase safety, and, at the same time, foster a sense of community and neighborhood identity.

- **ARTS:** Seattle shall maintain its strong commitment to the arts, including visual arts, performance, crafts, humanities, literature, and other forms of expression.
- **HISTORIC PRESERVATION:** Designated historic landmark structures and areas shall be protected.
- **CULTURAL DIVERSITY:** Diversity and density create a critical mass for a wide variety of cultural activities, including specific ethnic traditions, avant-garde performance and music, political art that challenges its audience, community arts education facilities, and others that might find it difficult to survive in smaller, more homogeneous places. Maintaining an environment in which this variety of activity flourishes is important for education and fosters a sense of place and community.
- **CHARACTER:** Special measures, including, for example, design review, special overlay provisions, or development incentives and requirements, shall be employed to ensure that new development contributes to high-quality urban environments. In doing so the City will strive to preserve and strengthen existing neighborhoods.
- **SECURITY:** As Seattle grows, its human services and law enforcement capabilities shall keep pace, in order that it continue to be a city where all people are cared for and safe. Safety from harm at each others' hands depends primarily on community, not law.
- **CONSISTENCY:** Sub-area and neighborhood planning shall be accomplished within the context of the City's Comprehensive Plan.

These pending Framework Policies, the Goals and Key Considerations listed above, and the specific opportunities and constraints of the Sand Point site, have guided the development of the Reuse Plan's Activity Areas, which are described on the following pages.

## II

# ACTIVITY AREAS

This Preferred Reuse Plan would divide the Base property into six Activity Areas, including (1) the North Shore Recreation Area, (2) the Education and Community Activities Area, (3) the Magnuson Park Arts, Culture, and Community Center, (4) the Magnuson Park Open Space/Recreation Expansion, (5) the Residential Area, and (6) Federal Institutional Uses. The map on page 20 shows the location and size of these Activity Areas.

## 1. NORTH SHORE RECREATION AREA

### Summary:

**The northern part of the Navy Base would become a public park, and would afford public access to the Pontiac Bay shoreline. It would also become the site of the new Sailing Center for small boats, and potentially for other water-related recreation uses. The Department of Parks and Recreation would own and operate the property as part of an expanded Magnuson Park, and would contract with a non-profit organization for the operation of the Sailing Center.**

### Principal Considerations:

- **Ensure public shoreline access**
- **Expand waterfront recreational opportunities**
- **Connect Sand Point to the Burke-Gilman Trail**
- **Demonstrate environmental stewardship**
- **Reuse historic resources**
- **Minimize negative impacts**

The Pontiac Bay shoreline at the north end of the Navy Base totals approximately 1650 feet in length and includes a boathouse and other moorage facilities. Inland from the shoreline are the existing public works

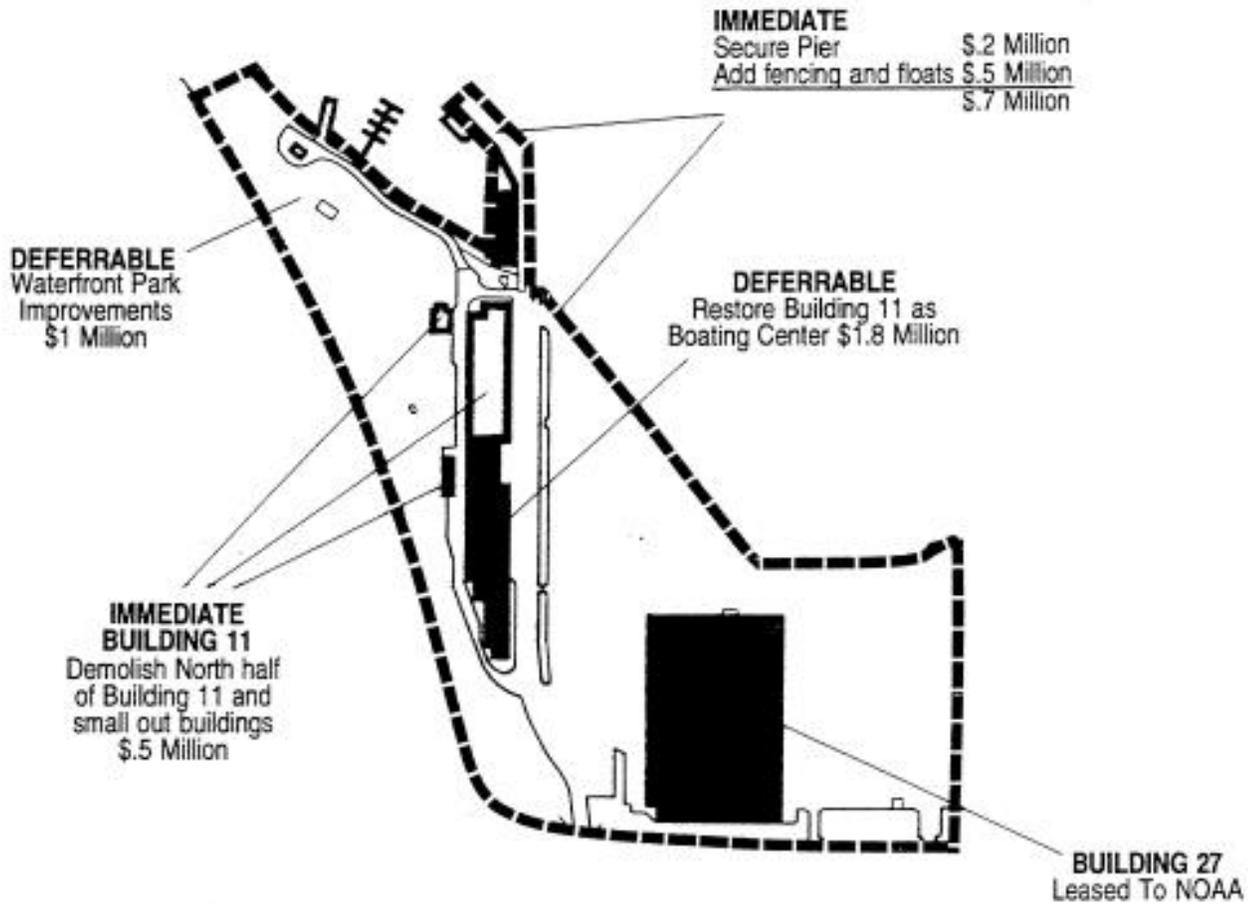
offices and shops in Building 11 and related structures, a vast amount of paved area formerly used as parking for seaplanes, the former hangar space in Building 27, and open lawn areas that slope from Sand Point Way NE to the shoreline. This 21-acre area is intrinsically well-suited for recreation use as a waterfront park with boating facilities. The City will seek the entire North Shore Recreation Area under a public benefit discount for Parks and Recreation.

### Sailing Center

A new Sailing Center would be the focus of the North Shore Recreation Area. Long advocated by sailing enthusiasts in Seattle and recommended in the Department of Parks and Recreation's May 1993 COMPLAN, the new Sailing Center would be a place where small, hand-launched sailboats could be stored on shore with easy access to the waters of Lake Washington. The site is well-protected from prevailing southerly winds, yet is well-situated to take advantage of gentle summer northerly winds, ideal for sailing. The Sailing Center would provide low-cost, dry land moorage of privately-owned small craft, and be the home of organizations that promote sailing through instructional classes, safety programs, club activities and regattas. While it is assumed that the Department of Parks and Recreation would incur initial costs of establishing the Sailing Center, it is envisioned that it would ultimately be operated under license from the Department of Parks and Recreation by a public, non-profit board, similar to the very successful Jericho Beach Sailing Center in Vancouver, British Columbia.

Much of the development necessary to create the Sailing Center is already in place. Building 11 would be remodeled to provide office, classroom, changing room and sail locker areas. Only the southern portion of the building, amounting to approximately 19,000 square feet, would be needed for such spaces and the northern, two-story portion of the building would be removed. Structural strengthening for seismic stability, abatement of hazardous materials, accessibility improvements, heating and mechanical system replacements, and other improvements would be undertaken in the portion of the building to be remodeled. The large paved area east of Building 11 would be used for a fenced boat yard, automobile parking, and for a waterfront promenade. Launching floats would be added to the existing timber bulkhead along the shoreline, and additional floats added to the existing pier.

**1. NORTH SHORE RECREATION AREA  
(Approximately 15 Acres)**



Initial Annual Operating Costs:  
\$80,000 per year small boat center  
Ongoing Annual Operating Costs:  
\$30,000 per year

**LEGEND**

- Buildings to be Reused
- Buildings to be Demolished

Building 31, the large boathouse alongside the pier, would receive various structural repairs, and Building 402, the floating moorage shed, would be removed.

### **Waterfront Park**

The City shall seek ownership of the entire North Shore Recreation Area, including the land underlying Building 27, through a public benefit discount for Parks and Recreation. If the terms of the public benefit discount transfer permit, the City will then negotiate with NOAA a possible lease option of Building 27 whereby NOAA may utilize Building 27 over a period of ten (10) to twenty (20) years, but the land would remain in City ownership. When the lease ends, the City would look at the feasibility and determine the best course of action: to continue use of the building for recreation-related uses, or to demolish it to expand the open space area of the waterfront park. The City's ultimate intent is to restore the entire area to water-related parks uses, provided the property can be transferred without consideration, or provided all or a substantial portion of the purchase price (for the building or the property) can be recovered from lease payments from NOAA.

The sloping hillside to the west of Building 11, and extending from Sand Point Way NE to the Pontiac Bay shoreline, would be maintained largely in its present form, although various park improvements would be made to afford better public use of the area. In particular, Buildings 40, 98 and 115 would be removed, landscaping improvements such as tree plantings and lawn restoration would be undertaken, and a pathway connection would link the new park space to the existing Burke-Gilman Trail above Sand Point Way NE. Some degree of shoreline restoration would be necessary in the area west of the boathouse. Shoreline and landscape improvements in the area formerly occupied by the northern portion of Building 11 would also be made. The passive park space that would be created by such improvements would complement the Sailing Center described above.

This new waterfront park would be owned and operated by the Seattle Department of Parks and Recreation. The property to create the park would be acquired from the Navy through a public benefit transfer in which the City could acquire the surplus federal property for recreational purposes at no cost.

### **Traffic and Parking**

While the availability of additional waterfront picnic areas should attract some additional users, the main trip generator in this Activity Area is likely to be the Sailing Center. The average number of trips per day is estimated to be approximately 100. Noise and traffic impacts may be higher during peak use times on certain summer weekends, causing minor increases in traffic volumes on Sand Point Way NE. Such increases probably would not affect level of service. Parking would be located just north of the overpass at NE 80th Street (the current NOAA access road) in order to minimize vehicular incursion at the waterfront.

## **2. EDUCATION AND COMMUNITY ACTIVITIES AREA**

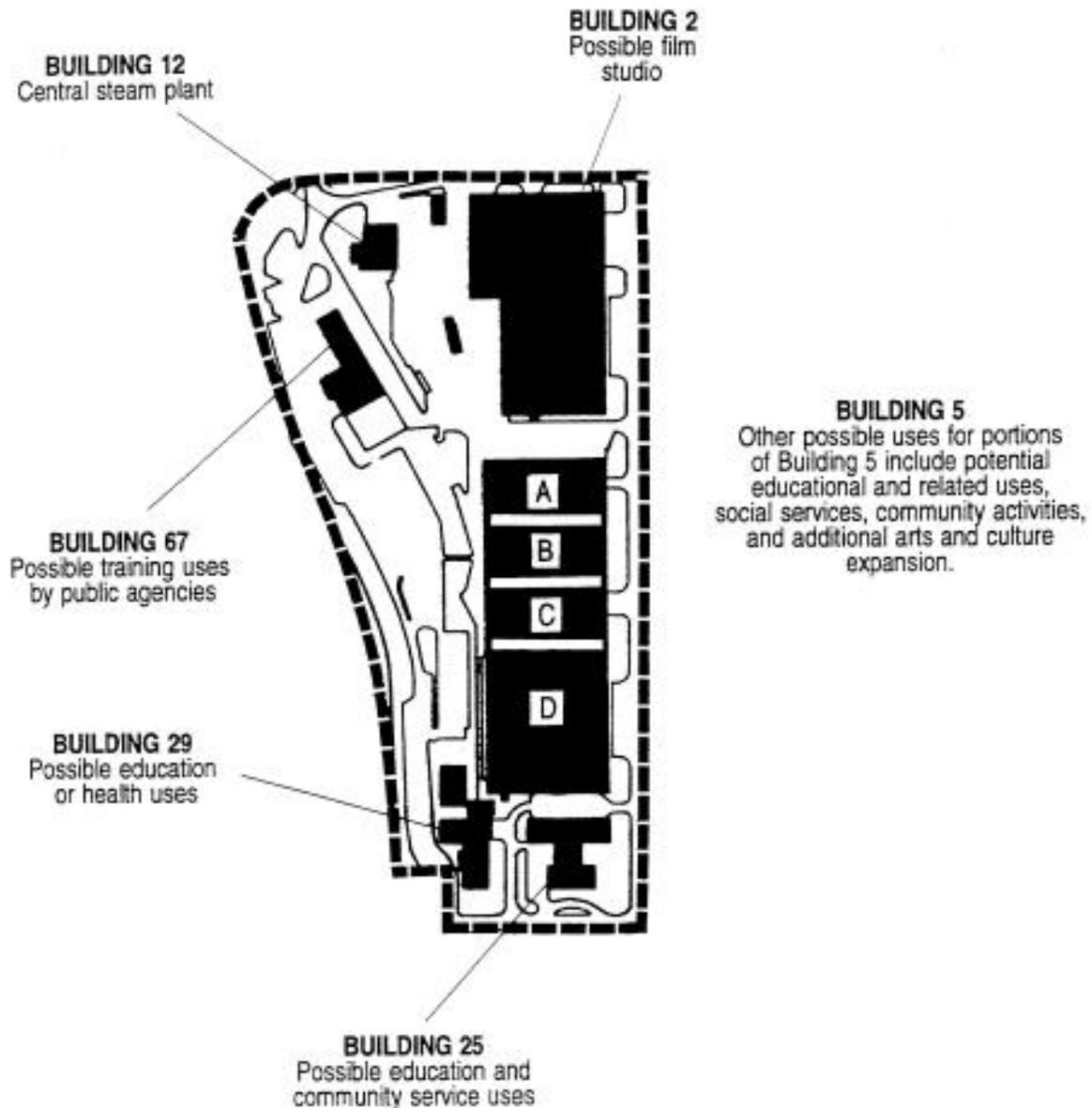
### **Summary:**

**The City's priority for the use of this area is to promote the development of education, community activities, the arts, and public open space, and to allow for the development of a film studio in Building 2. These activities should maximize public use and benefit, help achieve City goals for social equity and cultural diversity, and be compatible with the surrounding residential community. The City will seek ownership of all or most of this area, but will also work as a partner with other potential owners/users to ensure uses which are compatible with City goals and comply with City zoning codes and regulations. The City will seek the flexibility to operate some buildings in the area under concession agreements, and to lease or pass through buildings to agencies which can provide public services that meet the City's goals for the area.**

### **Principal Considerations:**

- **Maximize public benefits and provide a range of uses and activities**
- **Minimize taxpayer burden**
- **Place priority on educational uses — including consideration for the needs of Native American students**

## 2. EDUCATION AND COMMUNITY ACTIVITIES AREA (Approximately 18 Acres)



The organizations listed below have expressed interest in locating in the Education and Community Activities Area:

Jewish Community Center  
Muckleshoot Indian Tribe  
North Seattle Community College  
Northwest Montessori School  
Other Arts organizations  
Pacific Medical  
Salvation Army

Seattle Conservation Corps  
Seattle Fire Department  
The Sharehouse  
State Archives  
United Indians of All Tribes Foundation  
University of Washington  
Washington Motion Picture Council

- **Maintain public access and promote uses open to the public**
- **Promote social equity and address community needs**
- **Promote cultural diversity and activities and services for families, youth, seniors, and other diverse populations**
- **Minimize negative impacts, such as traffic, noise, and pollution**

The Education and Community Activities area includes about 18 acres located south of the North Shore Recreation Area and north of the Residential Area, along Sand Point Way NE. This area is dominated by a large warehouse, Building 5, and a large hangar, Building 2. These and several other of the brick buildings in the area are being considered part of a potential historic district. Other structures in the area include Buildings 29, 25, 67, and 12.

The City will design the uses and environment in the Education and Community Services Area in such a way as to create a linkage between the North Shore Recreation Area and the Arts, Culture and Community Center Area. This will permit an integration of the public uses of the entire base. An extension of the Burke-Gilman bicycle/ pedestrian trail would be brought through this area to connect the trail to the existing portions of Magnuson Park. Where consistent with federal law, the City will apply for property in this activity area under a public benefit discount process or similar conveyance mechanism.

The City expects to work collaboratively with potential users as various proposals are developed for acquisition, ownership, and use. While remaining flexible, the City believes that the following potential uses for buildings and land in the Education and Community Activities Area are compatible with the goals of this Plan and should be given careful consideration:

- **Educational programs** such as Native American primary, secondary and vocational schools; North Seattle Community College classrooms; University of Washington support services; a Northwest Montessori School campus; classes in the arts; or a training center run by the Seattle Fire Department and other City departments.

- **Limited administrative, training, or storage uses** by public or private non-profit agencies — with priority for agencies providing community or social services in other parts of the Sand Point site (such as agencies serving homeless persons).
- **Community and social services**, such as a senior center, a non-profit community center, or other organizations which support residents of Sand Point and the surrounding neighborhoods.
- **Development of a film studio/sound stage** (in Building 2).

The City considers the following activities incompatible and undesirable:

- **Manufacturing activities**
- **Intensive commercial or industrial uses.**

In developing the uses anticipated for this activity area, the City is open to a partnership with an educational institution or the State which may wish to apply for buildings in this Activity Area through the public benefit discount process for education. Any such educational institution must agree to participate in the management structure established for the site.

The City is supportive of the development of a film studio in Building 2, either under City or State ownership. A film studio is a non-polluting industry which can provide significant economic development opportunities for the community with minimal negative impact.

If a public benefit discount or similar conveyance mechanism for economic development is created, as anticipated, by pending federal legislation, the City will take advantage of whatever opportunities exist in federal law to aggressively pursue obtaining Building 2 for City or State ownership.

The City will work with the Navy prior to property transfer to impose appropriate deed restrictions requiring adherence to City zoning and master planning by parties acquiring surplus Naval property at Sand Point. The City will also work to ensure an overall management plan and oversight structure which includes participation by community members.

After ten years from the date of acquisition the buildings within this activity area which are found unfeasible to renovate and use would be considered for demolition, and the area landscaped as usable open space or used for other buildings compatible with the goals defined for this Activity Area.

### **Traffic and Parking**

Since specific uses for this area are not yet known, it is difficult to estimate the traffic impacts with any degree of precision. A film studio would be expected to generate approximately 500 trips per day, but would be utilized only a portion of the time. A medical clinic could produce an average of as many as 800 trips per day. The impact of educational uses would vary according to the number and age of students. Children might be dropped off and picked up, while adults might drive themselves and make additional trips, especially if no commercial services are available within easy walking distance. In general, activities which involve extensive public use on a daily basis would be expected to generate more traffic than storage, administrative, or other intermittent uses.

Parking requirements would also vary, as some uses might be able to share parking, or lease spaces from the Arts, Culture and Community Center which would only be necessary for evening or weekend events. The parcel to the west of Building 5, along Sand Point Way NE, should be divided between uses in Building 5 and Building 29, according to requirements of each for parking.

## **3. MAGNUSON PARK ARTS, CULTURE AND COMMUNITY CENTER**

### **Summary:**

**At the center of the Navy Base will be the Arts, Culture and Community Center in Buildings 18, 30, 41, and 406 and adjacent outdoor spaces. Buildings 18, 30, and 41, as well as an amphitheater on the site of Building 222, would be owned by the Department of Parks and Recreation and operated by a private, non-profit organization. Building 406—the former**

**Brig—would be owned and operated by the State Archives.**

### **Principal Considerations:**

- **Maximize arts, culture and community opportunities**
- **Ensure compatibility of uses**
- **Encourage and celebrate cultural diversity**
- **Reuse historic resources**

The complex of existing buildings and outdoor adjacent spaces at the center of the Navy Base are appropriate for reuse as an Arts, Culture and Community Center that would complement an expanded Magnuson Park. This area totals approximately 17 acres in size and includes Building 30, administration and hangar; Buildings 18 and 41, fire station and former service station; Building 406, brig; and the sites of Buildings 222 and 223, offices.

### **Arts, Culture, and Community Center**

Earlier this year the Sand Point Community Liaison Committee and the Sand Point Arts and Culture Coalition, a project of Allied Arts of Seattle, recommended the creation of a multi-purpose arts, cultural, and community facility at Sand Point that would provide for community meetings, public exhibitions, performances, and educational activities. A review of recent studies of the arts in Seattle and King County, plus a survey of local arts organizations that might be interested in facilities at Sand Point, indicated that many arts organizations were operating in substandard spaces and that there was a need for additional and improved spaces for the arts. Discussions between the Liaison Committee, the Arts Coalition, and the Department of Parks and Recreation led to evaluation of Buildings 30, 18, 41 and others to accommodate such needs.

The City will request the buildings and property in this activity area from the Navy via a public benefit transfer for recreational use at no cost. The City will retain ownership of the land and buildings and will explore potential community funding and management models, such as San Francisco's Fort Mason Foundation.

Management of the Center would include fund raising for capital improvements and setting rental rates for facilities that will cover the operating and maintenance costs.

The City will, at the same time, explore the appropriateness of such a management model for the entire site. The management model ultimately adopted for Sand Point should emphasize a high degree of community oversight and participation, leveraging non-City resources for capital improvements, and emphasizing effective management for facilities and operations which would limit City involvement in managing day-to-day operations.

The proposed Arts, Culture, and Community Center at Sand Point would include facilities where community events and theatrical and dance performances could be held, art exhibitions mounted, and instruction given in performing and fine arts. Existing buildings at Sand Point would be used to create a mix of large and small spaces for performance, exhibition, studio, workshop, and classroom needs. Both short-term and permanent uses would provide a variety of opportunities for citizens of Seattle and the region. Many of the spaces would be designed for multipurpose use to allow for flexibility in programming. Following is a description of the buildings proposed for the Arts, Culture, and Community Center.

Building 30 consists of east and west office wings of two and three stories, respectively, separated by a large open area that was formerly an airplane hangar. The large open area would be used for performing arts as well as community gatherings and other events, while spaces in the office wings would be used for offices, classrooms, rehearsal, and art studio spaces. Structural strengthening to provide for seismic stability, accessibility improvements (including elevators and exterior ramps), toilet facility upgrades, abatement of hazardous materials, and electrical and mechanical system replacement would be necessary to reuse the building. Eventually, a 1500-seat theater could be temporarily or permanently constructed in the central hangar space.

Building 18, the existing fire station, is a two-story structure, which could be remodeled to provide exhibition gallery space on the main floor and office and classroom spaces upstairs. The building would need insulation and many of the same improvements noted above for Building 30.

Building 41 is a small structure that formerly served as a gas station. It is proposed for office use for management of the Arts, Culture, and Community Center and would also need various minor improvements and repairs.

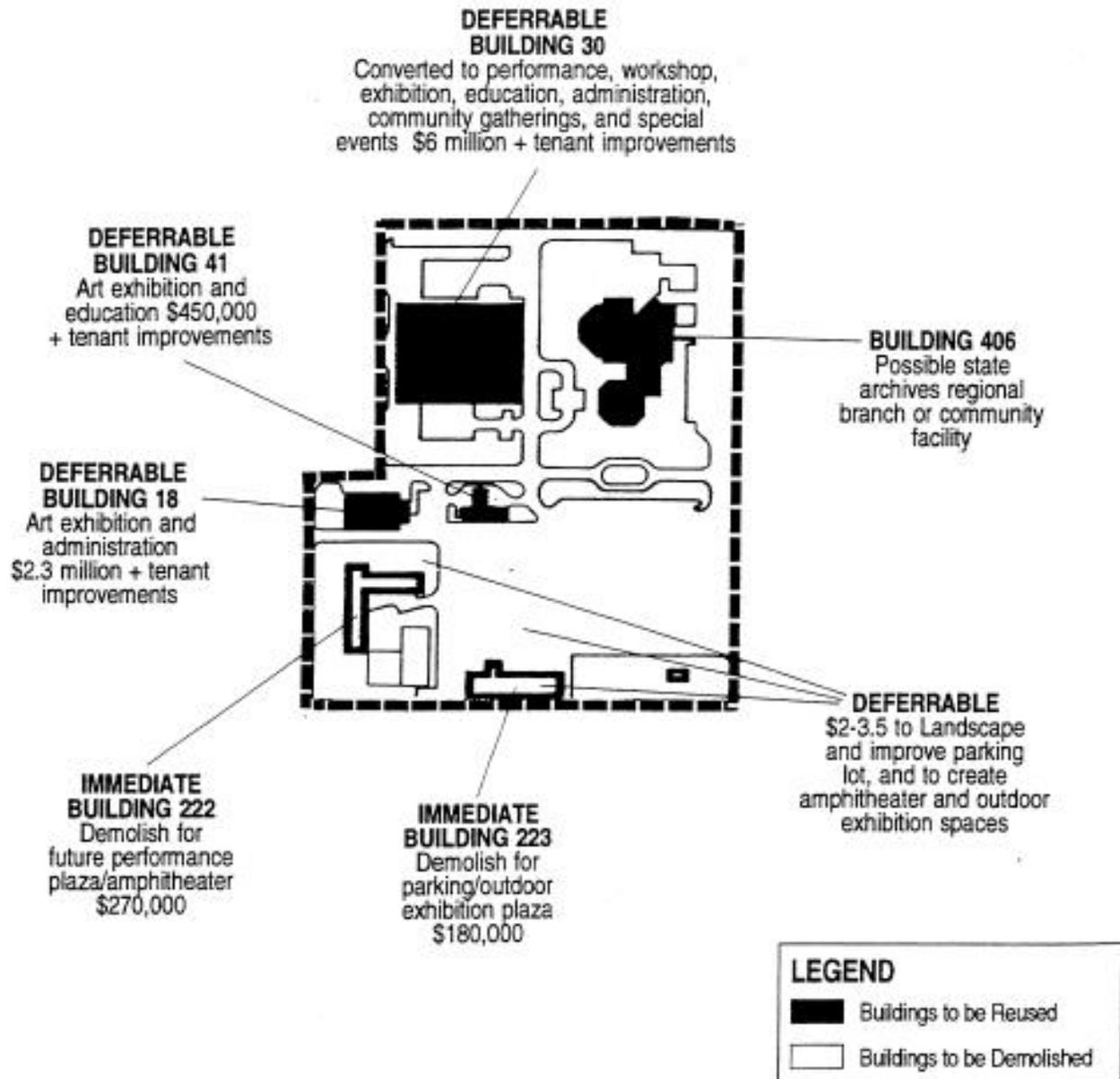
Buildings 18, 30, and 41 are of attractive and comparable architectural style with red brick exteriors, and can serve the proposed Arts, Culture, and Community Center reuse well. Buildings 222 and 223 are rather nondescript, wood-frame office structures of limited utility. They are proposed for removal, with their sites used for outdoor components of the Arts, Culture, and Community Center. At the site of Building 222, an outdoor amphitheater of terraced lawn would provide for outdoor performance space, while the Building 223 site would be integrated with parking and other outdoor spaces to the east. A large, well-landscaped parking lot for 200 to 300 vehicles would occupy the former hardstand storage/parking area to the south and east of Building 41. This lot would serve not only the Arts, Culture, and Community Center activities, but other activities in Magnuson Park. The entire Arts, Culture, and Community Center area would be landscaped consistent with the historic character at the core of the Navy Base.

Public benefits of the Arts, Culture, and Community Center would be many. Public arts and cultural facilities would be provided, increasing exposure to the arts for the citizens of Seattle and King County. Reuse of existing facilities would provide for preservation of historic structures while other unnecessary structures could be removed to create additional open space on the site. Traffic impacts of the arts and culture facilities would typically not be expected to be any greater than those realized during Navy uses at the site in recent years. The exception, however, might occur during certain special events staged at the Center.

### **State Archives**

Building 406, a one-story structure built in 1988, would be converted from its current use as a Navy brig into an important cultural adjunct to the Arts and Culture Center — a branch of the State Archives. In this capacity, the facility would house, preserve, and provide public research access to historically valuable records from local government and state field agencies in King, Kitsap, and Pierce Counties. Its mission would be to make these archival collections available for public use near where they were created.

### 3. MAGNUSON PARK ARTS, CULTURE, AND COMMUNITY CENTER (Approximately 17 Acres)



#### ESTIMATED TOTAL COSTS

**IMMEDIATE: "MOTHBALLING" Bldgs. 41, 18 & 30**  
(includes: boarding, ventilation security system and demolition of Bldgs. 222 & 223.)

\$950,000 initial capital  
plus \$100,000 annual O & M

**DEFERRABLE: REHABILITATION OF BLDGS. 41, 18 & 30**  
(includes: seismic upgrades ADA compliance new HVAC system and demolition of Bldgs. 222 & 223 and outdoor improvements to arts and culture center).

Up to \$10.25 million capital  
plus \$500,000 annual O & M and program costs

This use would further expand the diversity of other components of the Arts and Culture Center by attracting local historians, genealogists, research scholars, students, teachers, architects, historic preservationists, lawyers, environmental researchers, government employees, and many other residents of the Puget Sound region. In addition, historical exhibits could be made available for visitors to Magnuson Park.

The State's long-term goal would be to house up to 40,000 cubic feet of collections along with a public research room and an archival processing area. In addition, this facility could eventually house archival collections belonging to the City, King County, and Seattle School District. Despite being a site of permanent employment, the archives would have minimum negative impacts on other activities at Sand Point or on the surrounding neighborhoods.

### **Traffic and Parking**

The Arts and Culture Center is expected to have relatively low daily traffic impact, but could generate as many as 3500 trips on the day of a sold-out performance in a 1500-seat theater. Shared parking with Magnuson Park, and perhaps NOAA, as well as promotion of transit and other shuttle parking arrangements, would help alleviate potential traffic and parking problems. Use of the archives in the former Brig would be much less intensive, generating an average of 50 trips per day. Parking for the Arts and Culture Center would be provided on existing pavement to the south and east of Buildings 30 and 41. Since much of this parking would be for evening or weekend special events, joint use agreements with the State or other nearby daytime users should be encouraged.

## **4. MAGNUSON PARK OPEN SPACE/RECREATION EXPANSION AREA**

### **Summary:**

Much of the south end of the Navy Base would be added to Magnuson Park to create an improved park entrance at the intersection of NE 65th and Sand Point Way NE, as well as additional sportsfields and unstructured open space. In

addition, the existing Navy recreation center would be acquired as a new community center with gymnasium, theater, indoor swimming pool, and meeting spaces. The 50-acre expansion of Magnuson Park would be owned and operated by the Seattle Department of Parks and Recreation. A public benefit transfer could allow the City to acquire this property from the Navy for recreational use at no cost.

### **Principal Considerations:**

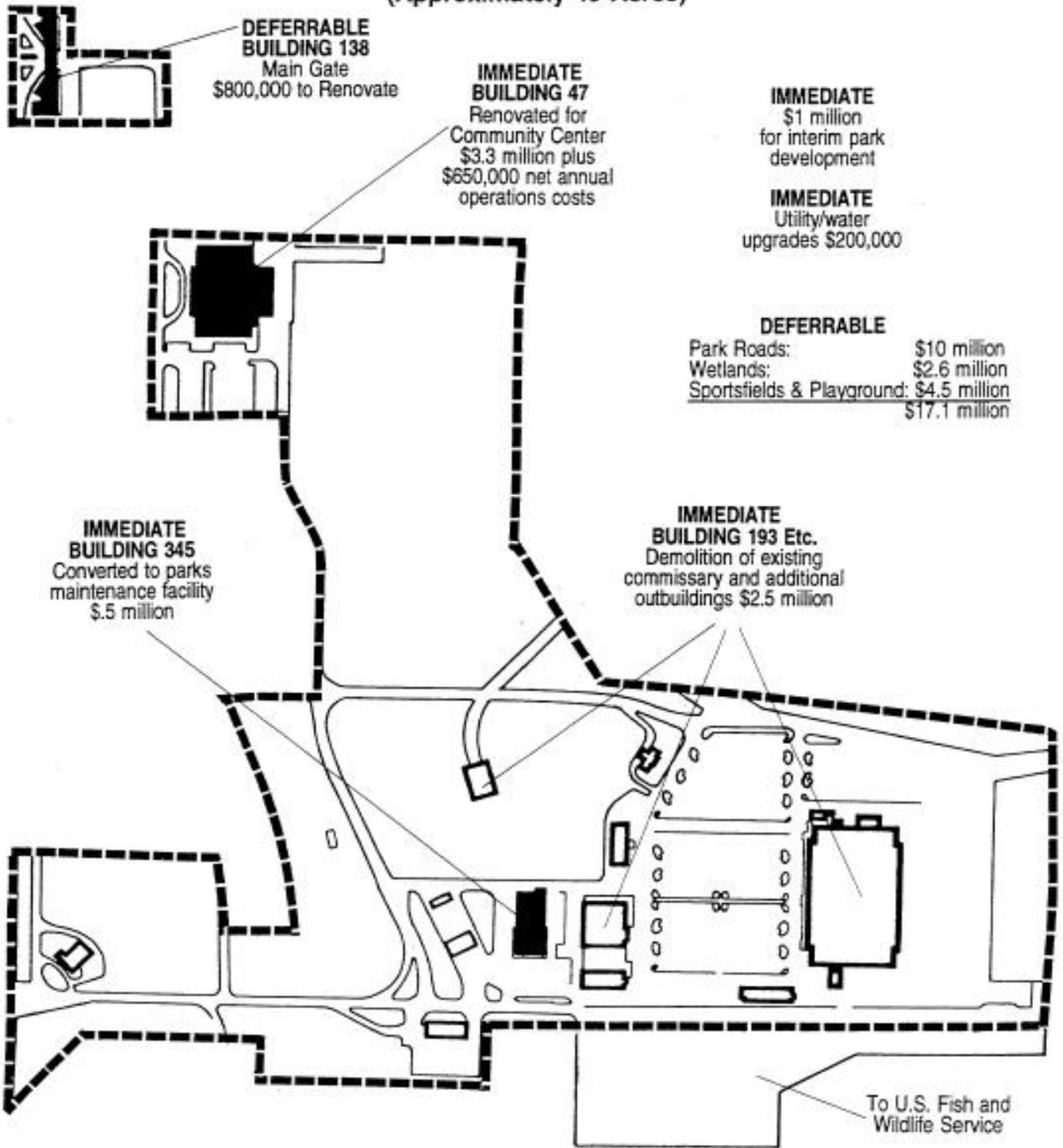
- **Expand recreational opportunities**
- **Enhance open space and natural areas**
- **Demonstrate environmental sensitivity**
- **Improve accessibility**
- **Reuse historic resources**

Approximately 50 acres at the south end of the Navy Base, immediately adjacent the existing Magnuson Park can be readily added to the park. This area includes land in the existing entrance corridor to the park from the intersection of NE 65th and Sand Point Way NE, the existing Navy Commissary and Exchange area, the existing Navy sportsfields, and the existing Navy recreation center in Building 47. Use of much of this area has been contemplated since the original "Sand Point Park" plan for Magnuson Park was prepared in 1975. Acquisition of the Commissary area and removal of the buildings in that area will allow for a better roadway and separate bicycle/pedestrian access to the park, as well as allow the restoration of the former "Mud Lake" wetlands that existed until the Navy airfield was built in the 1930s. Acquisition and reuse of Building 345 in this area will also allow for a park maintenance facility to be developed consistent with the original park plan and as recommended in the Department of Parks and Recreation's 1993 COMPLAN.

### **Park Entrance/Circulation**

At present, the entrance to Magnuson Park is via a narrow, half-mile long corridor through the southern part of the Navy Base. While there is some tree planting alongside the road in the westerly end of the corridor, there is none in the easterly end along the edge

#### 4. MAGNUSON PARK OPEN SPACE/RECREATION EXPANSION AREA (Approximately 49 Acres)



**ESTIMATED TOTAL COSTS:**

IMMEDIATE: \$7.5 MILLION plus \$150,000 annual O&M costs  
 DEFERRABLE: \$17.9 MILLION plus \$650,000 net annual O&M costs  
 Note: Does not include utility change over.

**LEGEND**

- Buildings to be Reused
- Buildings to be Demolished

of the Navy commissary facilities. There is also no sidewalk. Thus, the entrance to one of Seattle's major urban parks provides little accommodation for pedestrian access. There is also insufficient accommodation of bicycle access, despite the proximity of the park to the very popular Burke-Gilman Trail.

The proposed acquisition of land along the entrance corridor would allow the roadway to be slightly widened, a separate bicycle and pedestrian pathway to be developed alongside the roadway (with some greater degree of horizontal separation from the roadway where desirable to follow the contours of the steep hillside into the park), and appropriate tree plantings and other landscaping improvements consistent with the character of Magnuson Park. Buildings 15, 333 and 334 and 310, all situated along the entry corridor, would be removed to make way for these roadway, pathway and landscaping improvements. Existing fencing in the access corridor would be removed and new fencing installed only where necessary to separate park areas from adjacent private uses. Additional pedestrian connections from Sand Point Way NE to Magnuson Park would encourage foot traffic and help to integrate the Park with nearby neighborhoods.

At the Base of the hillside, midway in the access corridor, a roadway intersection would be created. The main, landscaped park roadway and parallel bicycle and pedestrian pathway would swing to the north to enter the existing Magnuson Park and provide access to the existing swimming beach and sports meadow areas, while the existing roadway that extends due east would be retained as a secondary route to provide for access to the U.S. Fish and Wildlife laboratories and the existing Magnuson Park boat launching ramp. This improved park roadway scheme is intended to enhance user safety and reduce user conflicts as well as improve access to the park and provide for an appropriate entrance.

### **Open Space and Wetlands**

Removal of the Commissary area facilities will allow former wetlands to be restored. Prior to the Navy's creation of the airfield, an extensive wetland known as Mud Lake existed at Sand Point. Following the removal of structures and pavements, extensive grading and planting would be undertaken to create a complex ecosystem of wet meadows, scrub thickets, emergent vegetation and open water similar to that which previ-

ously existed. The wetlands would be charged from the outflow of water withdrawn from Lake Washington and used by the U.S. Fish and Wildlife Service laboratories. This outflow, presently discharged to Lake Washington by a storm drain, could be intercepted to discharge to the wetlands. Runoff from portions of the Navy Base to the west are also routed to Lake Washington via this storm drain, providing a secondary and seasonal source of water. The new wetlands would greatly improve Magnuson Park's value as a wildlife habitat. These wetlands, coupled with perimeter pedestrian pathways and several well-placed view-points, will also increase the utility of the site for environmental education and recreational pursuits such as bird watching.

The only building in the commissary area proposed for retention is Building 345, a one-story utilitarian structure built in 1976 for use as a service station. With minimal remodeling the structure can serve as a park maintenance facility that would include office, lunch room and changing room spaces as well as storage for tractors and other maintenance equipment. An adjacent service yard would be well-screened and appropriately landscaped to fit the park setting. Buildings 193, 228, 244, 301, 308, 340, 341, 342, and 344 would be demolished and surrounding pavements removed to create the wetlands and open space noted above. Existing fencing would be removed in order to integrate this area with the remainder of Magnuson Park.

### **Sportsfields and Playgrounds**

The Navy's existing sportsfield area includes two softball diamonds, an open field sport area for soccer and related sports, and nearby picnic and playground areas. Initially these facilities would be added to Magnuson Park in their present form, with little modification or repair. Outfield fences on one or both of the softball fields may be relocated to allow for their use for Baseball. Areas adjacent to Building 244 — a small storage structure that would be removed — could be improved to serve as additional sportsfield space, most likely for softball. Eventually, however, further improvements would be needed to meet the burgeoning demand for sportsfield facilities. A "cloverleaf" of four softball diamonds is recommended to be developed near the western edge of the Park.

Additional soccer fields are also recommended between the existing Navy sportsfields and the existing sports

meadow at Magnuson Park. Such soccer fields may extend onto property which is currently owned by NOAA, but which NOAA has indicated may be declared surplus to their needs as early as 1994-95.

Other development recommended in the sportsfield vicinity to blend the existing Magnuson Park with lands proposed for acquisition from the Navy includes a large unstructured open space, additional park restroom facilities, and a substantial play area for young children. A parking lot for up to 200 cars is recommended to meet parking demands associated with the sportsfields and play area. Reuse of the existing roadway is proposed to provide access from the main park roadway to the new parking and related facilities. Fencing that separates the Navy sportsfields from the existing park would be removed.

### **Tennis Center**

The Department of Parks and Recreation has noted in its COMPLAN the need for a tennis center in the north end of Seattle. Rather than renovate an existing building, the City would consider a location for the North Seattle Tennis Center to the east of Building 47, the Community Recreation Center. This would allow the Tennis Center to make joint use of the locker and restroom facilities in Building 47. To replace the ballfields that would be lost by building the Tennis Center in this location, the existing outdoor tennis courts in Magnuson Park would be converted to ballfields. A final decision on siting will need to consider issues of access, compatibility, and complementarity with other facilities.

### **Community Recreation Center**

Building 47 is the Navy's existing recreation center. A large structure of over 50,000 square feet, it includes a double gymnasium, a five-lane swimming pool, a 600-seat theater, exercise rooms, locker rooms, a library, and a game room. The facility could be readily converted to serve as a community center with remodeling to provide for improved meeting rooms and to meet current accessibility requirements. This would include installation of an elevator to provide access between the two main levels of the building, new toilet facilities for the theater, and other work. Structural strengthening for seismic stability, removal of hazardous materials, and new electrical and mechanical systems would also

be needed. The theater would potentially be operated in concert with the arts and culture facilities previously described in order to maximize utility of the theater space, but the facility would otherwise operate like other community centers in Seattle and provide for a wide range of recreational programming.

Outside the Community Recreation Center, the existing 80-car parking lot to the south would be retained for the parking demands generated by the Center. Some minimal site work at the entry would be undertaken to improve accessibility to the building, but the historic landscape character at the core of the Navy Base would be retained. To the north, the site of Building 222 would be used for an outdoor amphitheater of terraced lawn, and a large paved area to the northeast would be retained for parking, as described in the preceding section concerning the Arts, Cultural, and Community Center.

### **Security**

As noted previously, the existing park entrance would be improved to provide better access to the expanded Magnuson Park. Access would also be afforded to the park via the existing main entrance to the Navy Base. This secondary access would provide direct access to the proposed Arts and Culture Center and a connection to the main park roadway in the vicinity of the new sportsfields and playground area. Gates to restrict auto access to the interior areas of the park can be placed at the park entrance corridor and at the secondary access roadway for security purposes. Such gates would probably be closed nightly to provide greater security in the Park.

Impacts of the proposed expansion of Magnuson Park would be largely beneficial. The buildings in the existing Commissary area can be removed to allow for restoration of a large naturalistic open space and the existing Navy sportsfields transferred to public use. Reuse of the existing Navy recreation center for a new community center is a cost-effective means of providing for indoor recreation and community meeting facilities, while also providing for preservation of a historic structure.

### **Traffic and Parking**

Expansion of the park entry corridor allows for better and safer traffic control by separating conflicting forms

of traffic, as well as creating an appropriate entrance to the larger park. The baseline number of trips generated by Magnuson Park is expected to remain steady, and gradually increase as new facilities are provided. A new Tennis Center with eight courts is expected to generate approximately 270 trips per day. The Community Recreation Center in Building 47 would produce about 800 trips per day. Additional ballfields and play areas could increase the average number of daily trips. Parking will be needed near specific facilities, and are included in the plan for the expanded Magnuson Park.

## 5. RESIDENTIAL AREA

### Summary:

The Residential Area, located in the western portion of the Base, would include 18 acres with a number of existing residential buildings, to be used to develop up to 250 units of housing with appropriate services for homeless and low-income (up to 80% of median) persons and families. The City would work in partnership with the Coalition for the Homeless to secure property under the provisions of the McKinney Act. In addition, the City would support the University of Washington's acquisition of about 3 acres at the southwestern corner of the Base for future expansion of the student family housing currently situated south of NE 64th Street. The City shall explore the possibility of locating a small-scale neighborhood retail convenience facility in the Residential Area, which would support balance and integration of residential uses with other uses at Sand Point and the surrounding neighborhood. This would also provide job training opportunities for Sand Point residents.

### Principal Considerations:

- Provide housing for homeless and low-income persons and families
- Ensure cost-effectiveness and programmatic effectiveness of housing strategy
- Integrate residential area with existing neighborhood
- Maintain stability, security, and sense of community

- Promote social equity and cultural diversity
- Reuse historic buildings

The proposed residential area is about 18 acres in the western area of the Base, and 3 acres to the south. Existing buildings in the residential area are numbers: 9, 224, 6, 26N, 26S, 330, 331, 332, 333, and 334. With the exception of Building 6 and the northern portion of Building 9, these buildings are currently used by the Navy for residential purposes. The City would seek to acquire property, in partnership with the Seattle-King County Coalition for the Homeless (and possibly Seattle Housing Authority), under the provisions of the McKinney Act. The University of Washington would purchase land in the south residential area.

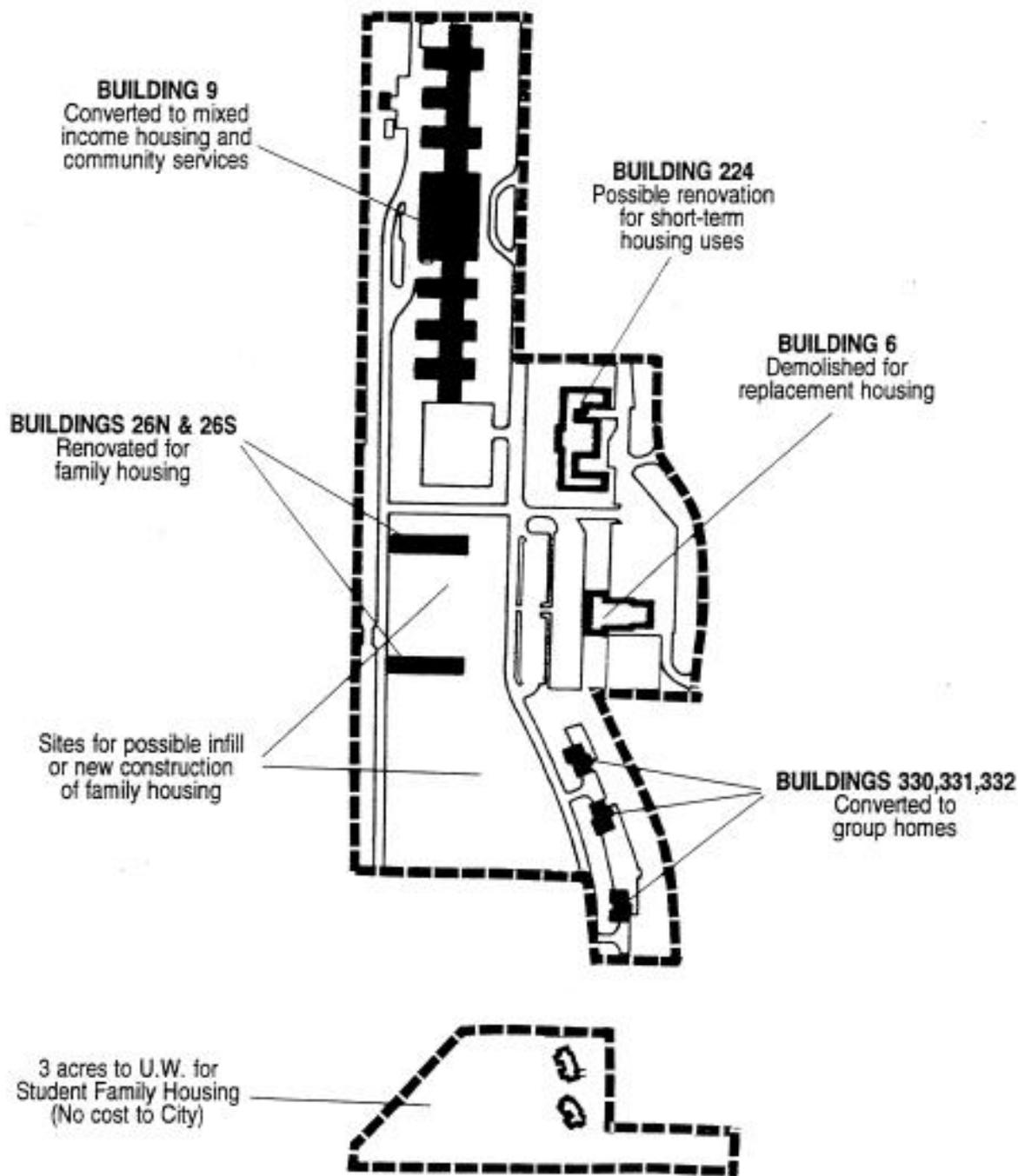
City housing funds at Sand Point will be used in a manner consistent with City housing policy. Under current policy, rental units which are subsidized by City funds must be affordable to households at or below 50% of median income, and home ownership opportunities must be affordable to households at or below 80% of median income. The 1994 Comprehensive Housing Assistance Strategy includes a 1994 action plan which states "the intent to review current affordability policies and explore with the Mayor and Council a potential change to allow serving households up to 80% of median income (the maximum allowed by HUD and CDBG regulations) in limited and specific circumstances."

As flexibility in new HUD regulations is clarified, the City will explore opportunities to include mixed-income housing, (low-income and non-low-income, subject to a cap of 250 units), which are consistent with federal law. In the future, innovative housing options such as co-housing and community land trusts may be possible within approved City housing policy.

### Housing Under the McKinney Act

The City, in partnership with the Seattle-King County Coalition for the Homeless, would apply for property under McKinney Act preference and would serve as the underlying owner of most of the residential area. Under the provisions of the McKinney Act, the City and the Homeless Coalition would work with the U.S. Department of Health and Human Services (HHS) and the

**5. RESIDENTIAL AREA  
(Approximately 21 Acres)**



**ESTIMATED TOTAL COST (CITY'S SHARE)**

\$12 Million Capital

Maximum \$5 Million Annual Operations/Services Cost

**LEGEND**

- Buildings to be Reused
- Buildings to be Demolished
- Possible Temporary Use

U.S. Department of Housing and Urban Development (HUD) to acquire this portion of the Base and develop and operate up to 250 units of transitional and permanent housing in a cost-effective and programmatically effective manner.

The City will seek cost-effective and financially feasible outcomes by: 1) leveraging other possible fund sources to maximize available housing resources; and, 2) setting limits on total funds available to support capital development and operating costs of housing created at Sand Point. The City will rehabilitate existing historic structures where it can be shown to be cost-effective and appropriate. When rehabilitation is not appropriate, buildings will be razed and housing will be created through infill or new construction on the site in order to achieve the housing goals of up to 250 units for a cost to the City of no more than \$12 million. The City will seek flexibility in the types of housing created in order to increase the effectiveness of serving homeless persons by providing a mix of permanent and transitional housing on the site. The City will also seek to develop units for households up to 80% of median income to encourage a diverse and stable residential community.

The City will promote the development of low-income housing which enhances safety, reduces social isolation, and creates a sense of community among residents. The City will strive to preserve the historic and neighborhood character in the housing created at Sand Point. In order to achieve these objectives the City may convene a site design team comprised of City staff, designers, providers, and community representatives to develop a site plan and promote creative housing design solutions.

At this time, specific unit goals for individual buildings cannot be realistically set in light of many "unknowns" such as: condition of buildings, hazardous materials abatement, funding availability, and alternative design solutions. The City will promote family housing development and will work with the Homeless Coalition and other partners regarding the most appropriate design and configuration of units.

Determining specific uses and reuse priorities of various buildings will be a collaborative effort between the City, Homeless Coalition, housing and service providers, and the community throughout the development process. Initial priorities for building reuses follow.

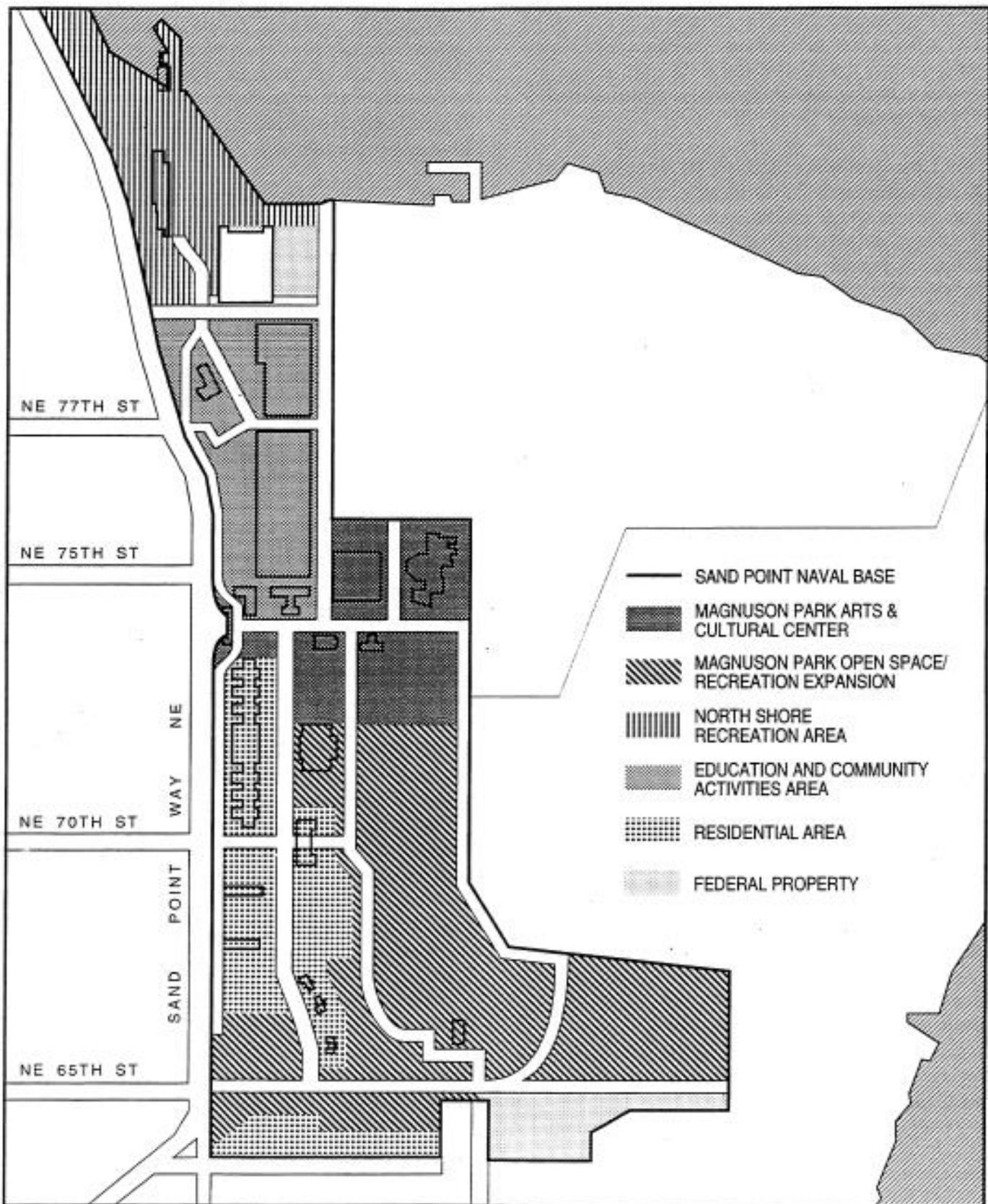
Buildings 330, 331 and 332, the Commanding Officer's quarters, will be secured through the McKinney Act for use as group homes for homeless and at-risk youth, as well as teen mothers with infants. These buildings will require only minor renovation under current proposals.

Buildings 26-N and 26-S will be used for homeless or low-income family housing and services if remodeling can be accomplished at a reasonable cost. The open parcel between the two buildings is a possible site for infill construction of additional housing or service facilities if needed to achieve goals.

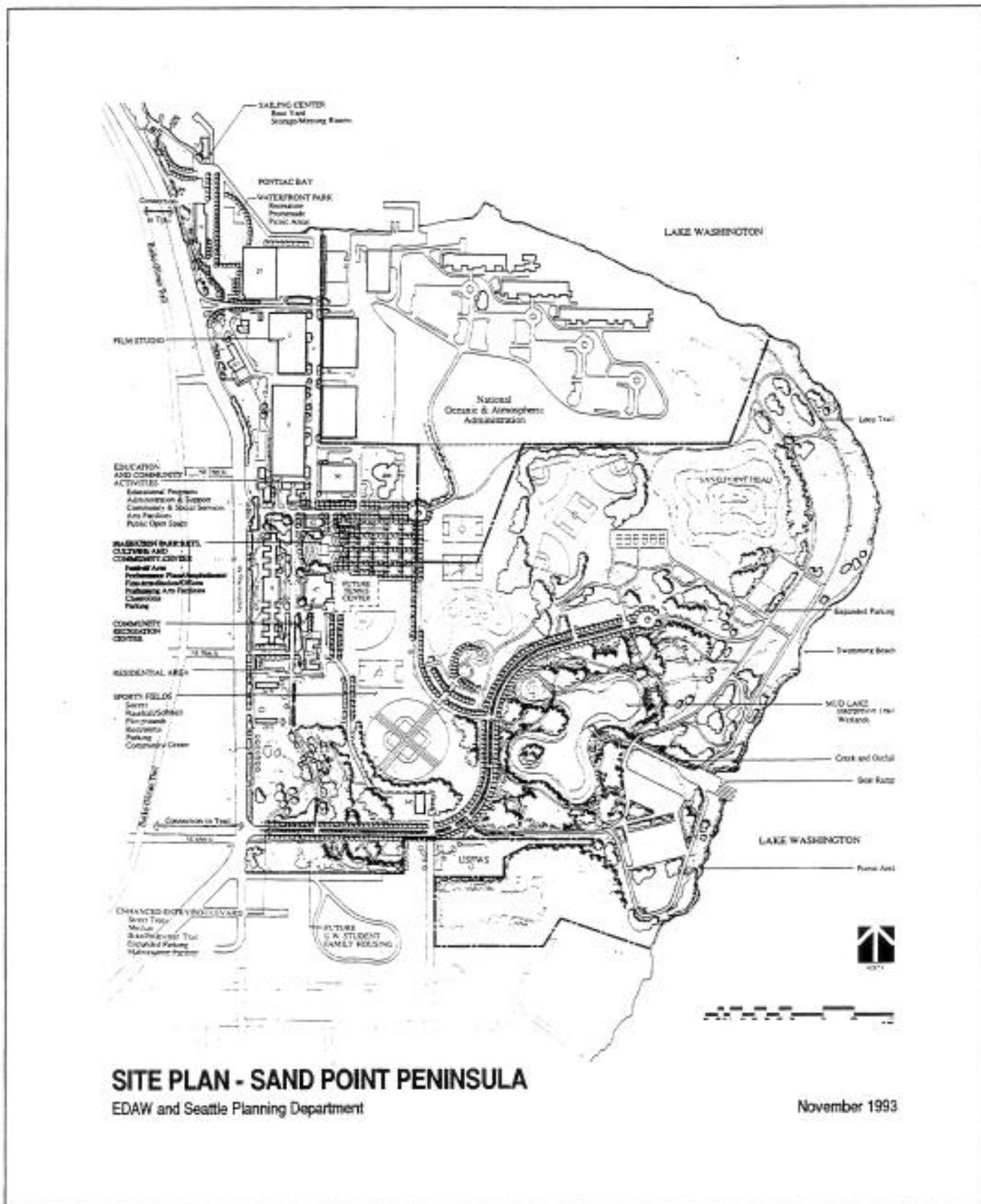
Building 6 will be demolished and the site used for developing new cost-effective family housing which promotes a sense of safety and community. Building 224 may be used for housing, at least for the first phase of housing development. It is newer than the historic buildings and has been well-maintained. Its long-term suitability for housing should be explored during and after Phase I.

Building 9 will be used for services for homeless households, compatible with the goals of community integration and safety. If cost-effective, low-income housing units will be included in Building 9. As the largest residential building on the Base, it contains both significant opportunities as well as design challenges. There are many constraints to maximizing the use of Building 9 for use as family housing, especially as primarily transitional housing for homeless families: overall cost to rehabilitate the building for families; potential significant health concerns and financial barriers related to presence of hazardous materials; concerns about concentrations of high numbers of homeless families in a single residential building; and the need to consider other potential compatible uses. The City intends to work with providers and developers to design the best use of this building for homeless and low-income persons and families. While the number of units for family housing may be limited, there is significant potential for additional mixed-income housing and siting of social and community services needed by residents of this area.

A portion of the lawn area south of Building 26-S may be used for new housing construction if the Sand Point housing goal cannot be met through reuse of existing buildings and the new construction on the sites of Buildings 6 and 224.



## COMMUNITY PREFERRED REUSE PLAN FOR SAND POINT



**SITE PLAN - SAND POINT PENINSULA**

EDAW and Seattle Planning Department

November 1993

**SITE PLAN - SAND POINT PENINSULA**

EDAW and Seattle Planning Department

November 1993

Community members have emphasized that a number of issues must be addressed in order for homeless/low-income housing to be effective at Sand Point. These issues include improved access to public transportation, appropriate supervision and management of housing, careful screening of potential residents, the provision of necessary services and amenities, and improved security in the immediate area. The City will work to see that these issues are addressed appropriately and will facilitate and support the development of an oversight group, including City, provider, and community representatives to review site design, development, and management of housing within the Residential Area. The City would also establish provisions to ensure that management and oversight of the Residential Area is coordinated and integrated with overall management and oversight across all activity areas at Sand Point.

In order to be accountable for the effective management of City resources and keep resources available to pursue other city-wide housing goals over the period from 1995 to 2000, the City will use the following guidelines for the upper limits of local resources dedicated to the Sand Point Residential Project:

- The City would provide no more than \$12 million dollars (1993 dollars) in capital costs for development in the Sand Point Residential Zone. The City would follow the per unit guidelines applied under the current Seattle Housing Levy programs.
- Although future operating funds cannot be allocated in advance, the City would seek to provide a share of the total support for operations and housing services to homeless and low-income housing residents at Sand Point at a level not to exceed \$500,000 per year.

### **University of Washington Student Family Housing**

In addition to the Residential Area acquired under the McKinney Act, the City will support acquisition by the University of Washington of about 3 acres in the extreme southwestern area of the Base to allow for future expansion of the student family housing currently situated south of N.E. 64th Street. The University has indicated that although it has no immediate plans to redevelop the site, the long-term use for the

property would be similar to the existing student family housing at Sand Point. The City will work with the University to ensure that any new construction is compatible in size and character with the adjacent neighborhood and proposed improvements to the entrance to Magnuson Park.

### **Traffic and Parking**

Ordinarily, 250 units of low-rise housing would be expected to generate approximately 6.5 trips per unit, or an average of 1625 trips per day. However, since many occupants will not own vehicles, and others will work or study on site, the actual number of trips to be generated by this housing is expected to be lower. For the University of Washington housing, similar assumptions result in a projection of 520 trips for 80 units. However, the unique nature of student families and the availability of direct transit to the University may reduce this number. Parking for the housing would reflect the lower level of need, as well as the pedestrian-oriented environment of Sand Point, while student family parking would be required on site.

## **6. FEDERAL INSTITUTIONAL USES**

### **Summary:**

**The two existing federal neighbors at Sand Point can be accommodated and better integrated into the peninsula from a physical, social, and aesthetic perspective.**

### **Principal Considerations:**

- **Ensure compatibility of use**
- **Design for visual integration**
- **Maintain public access to park and waterfront**
- **Ensure safety and security of people and property**

Since federal agencies are not legally required to adhere to City laws concerning land use or other activities impacting public and private property at Sand Point, the City will continue to work with federal neighbors to

ensure the compatibility of activities on the Sand Point peninsula. Compatible activities include research or offices which have no adverse impact on noise levels or environmental quality at Sand Point, as well as storage uses which generate low levels of traffic. Within the limits of agency security, public access should be maintained, especially shoreline and natural areas. The visual and physical coherence of the site should be enhanced by any neighboring federal uses.

### **National Oceanic and Atmospheric Administration**

The National Oceanographic and Atmospheric Administration, or NOAA, has requested Building 27, a hangar at the northern end of the Base, and the ten acres surrounding it, including approximately 700 feet of waterfront. NOAA has stated its intention to use the building for large-scale storage of marine buoys, cable, and other nautical equipment, as well as some laboratory and office uses on a short-term basis. However, there is no indication that waterfront access is necessary for the proposed NOAA use. Since one of the City's highest priorities for Sand Point is public access to the water, this Plan accommodates NOAA use of Building 27 via a lease of approximately six acres, with no water frontage. The City would seek to retain an easement for pedestrian and emergency access and the preservation of a view corridor from the heart of the Base property to the north waterfront during the tenure of the NOAA lease.

In addition, the City would like to discuss with NOAA ways in which integration with Magnuson Park and other portions of the Naval property could be achieved. Considerations might include alternatives to the existing fence, including landscaping or other physical security measures. In addition, some agreement concerning joint use of parking areas for special events or weekends could reduce the overall amount of paved space needed at Sand Point.

### **United States Fish and Wildlife Service**

The U.S. Fish & Wildlife Service has requested approximately 4 acres, on which it currently has a long-term lease with the Navy. The continuing use there would be the National Fisheries Research Center, a laboratory and office facility. This existing activity has not been incompatible with the existing Magnuson

Park, although provision could be made to better integrate the site with the surrounding open areas following the disposition of Base property. The facility would require continued use of the roadway leading to the existing boat ramp at Magnuson Park.

### **Traffic and Parking**

Use of the Fish and Wildlife site is not expected to change; therefore, its traffic contribution is expected to remain steady, and parking will continue to be provided on site. NOAA has indicated that its uses of Building 27—storage and research—are largely existing functions and would add a minimal amount of new traffic. If 20 researchers were housed there, approximately 50 trips per day would be generated. More specific analysis should be possible upon publication by NOAA of an overall development plan.



### III

## INFRASTRUCTURE

### AUTO ROADS AND EMERGENCY ACCESS

#### Existing Conditions

The Navy's existing street network consists of ten principal roadways of differing lengths and widths. The network's main artery (Avenue "B") is a broad central avenue which originally connected the southern edge of the Base with the northern waterfront. The original grid has been disrupted over the years by building placement and development of Magnuson Park and the NOAA campus, leaving a confusing pattern of roadways.

As with other aspects of Sand Point development, the road system was platted independently of the surrounding community. As a result, most streets do not intersect with Sand Point Way NE, and the few that do are not aligned with the city street grid (e.g., NE 70th and 75th Streets). Typical of the challenge of reintegrating Sand Point into the surrounding neighborhoods is Avenue "A", a narrow service road which runs parallel and adjacent to Sand Point Way NE for almost the entire length of the Base. Removal of the Base's fence will make this avenue redundant as a circulation route.

#### Reuse Plan

All the roadways are adequate for their current use. A lifecycle analysis will have to be performed on the pavement in order to determine actual longevity and pavement thickness for future use.

The road system must provide sufficient public access and be compatible with the surrounding community. Because of the public nature of the intended uses for Sand Point and the City's broader objective of reducing automobile dependence, special emphasis will be placed on access for bicycles, pedestrians, and transit. In addition, special access provisions will comply with the federal Americans with Disabilities Act.

To facilitate reintegration of Sand Point into the surrounding urban context and to maintain emergency access, a hierarchy has been developed for roadway designation consisting of public streets, public access/utility rights of way, and easements. (Please refer to the map on page 27.)

Public streets at Sand Point would consist of 62nd Avenue NE and 63rd Avenue NE (formerly Avenue "B") along with the western portion of the current NOAA entrance road (renamed NE 80th Street), the Navy's main entrance road (renamed NE 74th Street), and a connection to the North Shore Recreation Area along a new NE 77th Street and the NOAA underpass road, renamed 61st Avenue NE. Ownership will be assumed by the City in order to provide pedestrian and vehicular access for the public as well as utility access to property at Sand Point. As with other City streets, maintenance will be performed by Seattle Engineering Department. In addition, an emergency access easement would be required from the new NE 80th Street and 63rd Avenue NE to the waterfront. This access would also preserve the visual connection across the proposed NOAA use to Lake Washington.

This configuration of rights-of-way and easements would provide sufficient service and emergency access to all of the former Base property. Additional safety considerations include provision of sufficient fire hydrants and building sprinkler systems.

### VIEWS/PEDESTRIAN IMPROVEMENTS/BICYCLE PATHS

#### Views

The view toward the Base along the corridor of Sand Point Way NE as one approaches the site from the southwest should be retained as a green open space extension from Magnuson Park to Sand Point Way NE and NE 65th Street. A bicycle/pedestrian trail between Officer Houses 331 and 332 could continue this alignment and better integrate the Park with Sand Point Way.

Expansive views of Lake Washington, the Eastside, and the Cascades are one of Sand Point's most outstanding features. This vista is critical to the desirability of property on both sides of Sand Point Way, both

in terms of land values and character; thus, the view impacts of any physical developments on the site must be carefully considered. Currently, a 30' to 40' grade change allows impressive views to the east over Magnuson Park from most of the Base except where obstructed by existing buildings and trees.

Equally significant is the view north toward Lake Washington along the proposed 63rd Avenue NE, the broad road bounded by Buildings 2 and 5 on the west and NOAA on the east. This view is particularly important since it provides the only visual connection to the waterfront from the rest of the site and must be maintained, regardless of who acquires the parcel between NOAA and Building 27. At a minimum, an easement for emergency access should require that this corridor in the northeast corner of the Base remain visually open.

In renewing Sand Point's open character, as much of the site as possible should be publicly accessible. The site's relatively small scale, gentle topography, and proximity to Magnuson Park and the Burke-Gilman Trail make walking or bicycling ideal modes of transportation in and around Sand Point.

### **Pedestrian Improvements**

Sidewalks and separate pedestrian entrances to Magnuson Park could encourage nearby residents and visitors to walk instead of drive. In general, a finer-grained circulation network is required for pedestrians than for automobiles. Parking lots on or near 62nd Avenue NE or Sand Point Way NE should be discouraged. Improved transit frequency and facilities would also encourage pedestrian use. A logical location for new bus shelters would be the southwest and northeast corners of NE 70th Street and Sand Point Way NE. In addition, the intersection of Sand Point Way NE and NE 74th Street, at the Main Gate, should be made perpendicular, in order to improve safety. Crosswalks should be added across Sand Point Way NE at NE 68th Street, NE 70th Street, NE 77th Street, and the northern connection to the Burke-Gilman Trail. Finally, signs oriented to pedestrians as well as automobiles could help facilitate circulation.

### **Bicycle Paths**

Sand Point is situated within easy pedaling distance from the Burke-Gilman Trail, and it has been a long-

held desire of many in the community to connect the trail with Magnuson Park. (See map on page 21.) At the south end of the property, an enhanced entrance corridor would include a separate bicycle lane of more moderate grade than the steeply sloping automobile road. Pedestrian improvements at the intersections of Sand Point Way at NE 65th and NE 70th Streets would be necessary to ease access for walkers and cyclists going to and from the trail, located one block west. At the north end, improvements to an old railroad spur owned by the City would allow direct access to the North Shore Recreation Area. Crossing Sand Point Way NE at this point would also require pedestrian improvements. In addition to these main entrances, Sand Point would be easily accessible from Sand Point Way NE through the Navy's existing main gate and the NOAA entrance road (NE 80th Street). Additional entrances would be added for foot and bicycle traffic near Building 67 and NE 77th Street, and at NE 68th Street in the Residential Area.

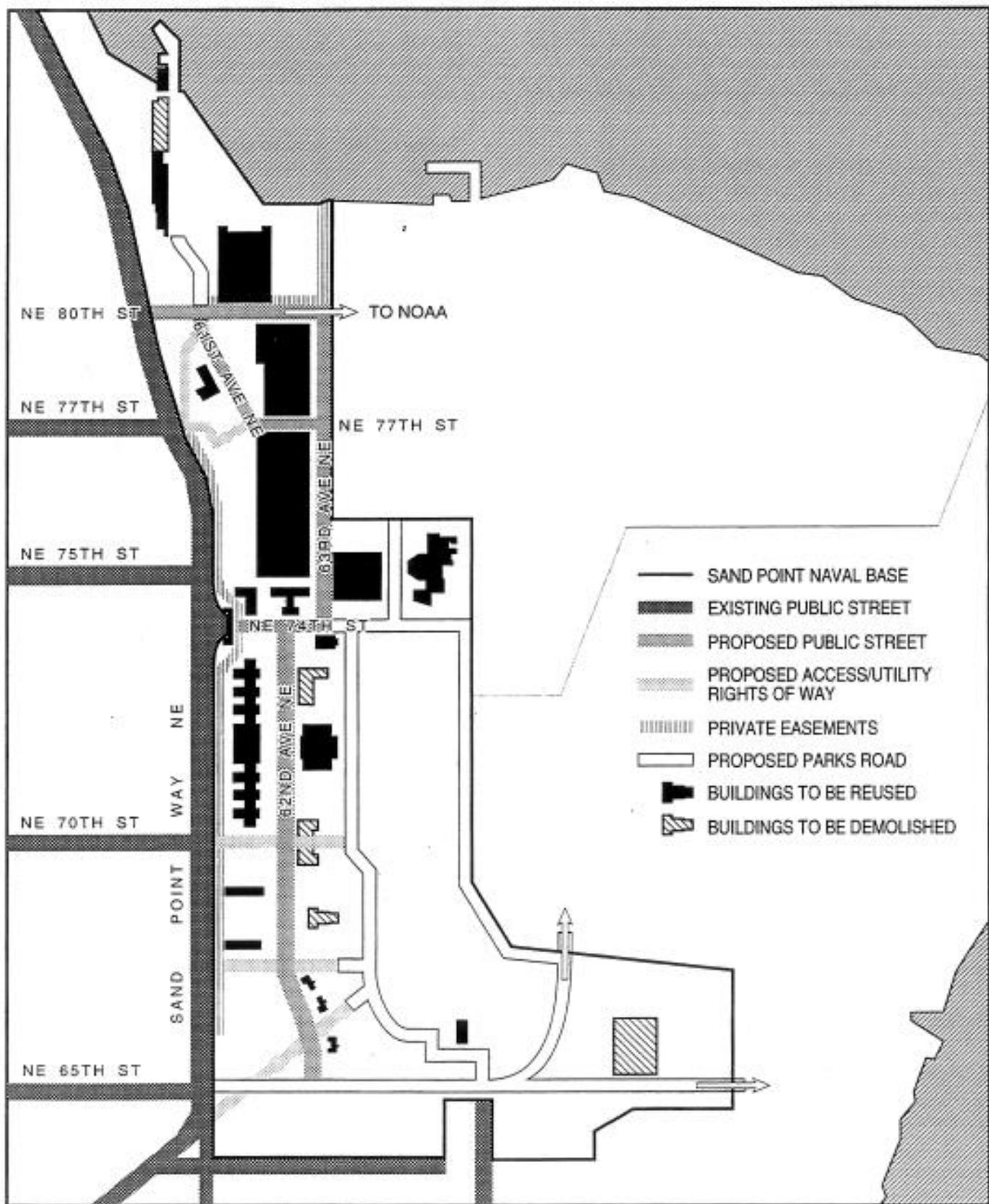
Within the Base itself, bicycle and pedestrian circulation would be facilitated by the Navy's road network, some of which would be closed to automobiles. To ensure a quality pedestrian- and bicycle-friendly environment, installation of bike racks, hand rails, benches, trees, lighting, and other amenities would be necessary.

Of particular importance is access between the lakefront and the rest of the site. Ideally, a publicly accessible trail running along the shore should provide a continuous circuit from the southern connection with Burke-Gilman Trail at NE 65th Street with the northern junction across Sand Point Way NE at Building 11. This outer belt should connect with a network of trails linking future recreation and open space areas with all proposed activity zones.

## **HEATING SYSTEM**

### **Existing Conditions**

Every building on the Naval Base property is currently heated by the Base's central steam plant located in Building 12. This heating plant houses three boilers rated at 27,000, 40,000, and 20,000 pounds of steam per hour (pph) respectively. All three boilers are reported to be in good condition and the oldest should not need replacement until the year 2001.



PROPOSED RIGHTS-OF-WAY -- SAND POINT

Current demand ranges from a winter peak of 40,000 pph to a summer peak of 8,000 pph. These levels of demand are expected to drop significantly due to proposed demolition of some buildings and transfer of others under the Plan.

The system's primary fuel supply is Washington Natural Gas (WNG)'s four-inch underground gas main which provides interruptible service to the Base. During periods of high demand during winter cold spells, the plant switches to a backup supply of Number 2 fuel oil. This heating oil is stored in three tanks — one 100,000 gallon underground tank and two above-ground tanks of 7,500 and 8,500 gallons.

Because of the frequency of curtailment periods (when gas pressure drops below 15 pounds per square inch, or psi) the plant is very dependent on this backup fuel supply and needs at least 50,000 gallons reserve fuel capacity during peak demand periods. Testing is currently underway to determine if soil contamination due to fuel leaks has occurred around the large underground storage tank (UST). If so, the Navy will have to remove the tank by September 1994 in order to decontaminate the site. Should this occur, the Navy and its successors would have to provide alternative fuel storage or arrange firm (non-interruptible) service from Washington Natural Gas.

The existing gas supply system to Sand Point has insufficient capacity to provide firm service to the Base. According to Washington Natural Gas, the current average hourly and daily loads would have to be reduced by 50-75% before firm service could be provided by the existing supply system. However, WNG is planning to reinforce service within five years, and could possibly provide a smaller, diversified load at Sand Point with firm service by late 1995, if this would prove cost-effective in the long run.

### **Reuse Plan**

Eventually, individual heating systems for each building would most likely be more energy-efficient, cost-effective, and administratively practical for independently-managed buildings. Conversion would require major heating, ventilation, and air conditioning (HVAC) renovations which require substantial time and capital investment.

In the interim, several options are available for the City, the selection of which is likely to be influenced by the outcome of the Navy's soil tests and subsequent actions.

The first option would be establishment of a heating cooperative among future building occupants to operate the existing heating plant on its own or through contract with a qualified heating contractor. In this way, all buildings would be able to make an orderly conversion from reliance on the central system to independent systems without temporary loss of service. In addition, costs of plant operation would be shared among all system users. The advantage to this option is that the existing system could be continued without modification or interruption. The disadvantage is temporary continued dependence on a costly, inefficient system.

Another alternative would be installation of temporary heating plants to be leased to building owners during construction of permanent heating systems. This system would result in lower cost, but these plants will require installation time and occupy space within or adjacent to each building.

## **ELECTRIC SYSTEM**

### **Existing Conditions**

All buildings on the Base are currently served by a Seattle City Light transformer near the main gate. Electricity consumption is measured by the City Light meter between the transformer and the Navy's main switchgear. Service was upgraded by the Navy and City light in 1980 and the underground distribution system is adequate to serve existing buildings.

### **Reuse Plan**

After the property is vacated by the Navy: (1) the existing 4,000 volt underground cable/transformer system would transfer to City Light; (2) electric meters would have to be installed at owner/customer expense on each building; (3) Seattle City Light would transfer customer service from the existing transformer and cable system onto new cable and transformers at each load center; (4) as new loads are added or building uses change and loads increase, City Light would apply standard service connection policies to these increases, resulting in extensive additions to the distribution

system at direct cost to the customers; and (5) new distribution lines would be located in dedicated street right-of-way or in easement areas as needed to serve the buildings, regardless of building ownership.

According to City Light's standard policy on new line extensions, all new customers would have to provide their own transformer vault or pad. For underground line extensions, which are more expensive, customers would pay the difference between the cost of overhead lines and underground service.

## **WATER SYSTEM**

### **Existing Conditions**

The Naval Base accesses the City's 16-inch water main with 8- and 10-inch diameter meters at both 6500 and 7600 Sand Point Way NE. There are also necessary direct fire hydrant connections to the City main at the north end of the Base. Water for Magnuson Park is currently supplied through the existing Base system, with the Department of Parks and Recreation retaining its own meter. NOAA has its own direct connections to City Mains, but the U. S. Fish and Wildlife would need to be connected.

The Base distribution system is configured in a loop network. This system is comprised of 28,000 feet of waterlines, of which 99% is cast iron with leaded joints, ranging in size from 1 1/2" to 16" diameter. The Navy's 1986 utilities report listed the condition of the 50 to 65 year-old system as fair. Preliminary investigation by the Seattle Water Department determined that the existing system is constructed of substandard materials and often substandard pipe size. Horizontal separation of water lines from sewer and/or storm sewer lines is also substandard. The City is concerned about the uncertain condition of the system, and particularly about possible leaks.

### **Reuse Plan**

The long-term plan is to replace the existing system with standard water mains of standard materials to be installed within the proposed network of public streets. The advantages of a water delivery loop system at Sand Point would be to provide water to individual institutional users, provide fire protection, enhance system reliability, and ease maintenance and operations. Installation would be conducted during street resurfac-

ing or other major construction activities. All construction would be paid by appropriate property owners, per a special tap charge ordinance.

Property owners would pay for individual mastermeters serving their property. Each owner would use the portion of the Navy's existing system to serve the piping needs of their property, and would be responsible for cutting and capping at their property line. In the interim, the Navy's existing system would continue to be used with minor system changes such as installation of new water meters, additional connections, and cutting and capping where required. In addition, the Fire Department may require installation of a new isolation valve and hydrant modifications.

An expanded Magnuson Park would continue to use the existing main; however, a larger line may be required for fire protection. The Parks Department would abandon its existing meter at the park entrance and perform required cut and cap work.

## **SANITARY SEWER SYSTEM**

### **Existing Conditions**

The Navy Base is currently connected to the City of Seattle gravity sewer main that runs north along Sand Point Way. The sewage collection system within the Naval Station was installed in the 1940s. The system includes five main pump stations located near buildings 11, 27, 5, 228, and 193. Each station has two pumps: the main pump, and one backup used during main pump shutdown and extremely high flows. The pumps are electric and have backup generators with standby fuel capacity to run for up to 8 hours in case of power outages. Operation of these pumps would be a continuing source of operations and maintenance costs.

The system's 16,000 feet of 4- to 18-inch diameter lines are a combination of concrete pipe with rubber joints, vitrified tile pipe with mortar joints, and cast iron pipe with lead joints. The Navy has described the condition of the system as fair with problems resulting from root infiltration, broken tiles and loose joints. In addition, the Navy has stated that infiltration — groundwater entering the sewer system — appears to have been a problem during high water table conditions, especially during extremely intense rainfall.

## **Reuse Plan**

To correct these deficiencies, a rehabilitation program is recommended that includes line replacement, joint grouting, and root removal. The Navy has concluded that with implementation of this rehabilitation program and regular maintenance, the system should have many years of service life.

The City is assuming that it would acquire three of the five pumpstations located near Buildings 11, 27, and 5, which will need to be upgraded for safety. The two remaining pumpstations will probably be abandoned. A certain percentage of sanitary sewer lines would probably have to be relined or replaced within the first five years, but the system would have to be cleaned and studied before the exact quantity can be determined.

The City is currently working with the Navy to ascertain how much of the rehabilitation has been completed and what future rehabilitation needs will be. The outcome of this work will help to determine the magnitude of future costs to the City.

## **DRAINAGE SYSTEM**

### **Existing Conditions**

The drainage system at the Base collects runoff by gravity and directs the flows to Lake Washington through six outflow pipes. The system's trunk lines also provide drainage for portions of the nearby NOAA property and Magnuson Park. The Naval Station's system is not connected to the City of Seattle's storm drainage system. The system serves approximately 33 acres of buildings and 70 additional acres of impervious surface area.

The trunk lines of the Station's four major drainage basins range from 18 to 42 inches in diameter, with capacities ranging from 28 to 93 cubic feet per second. Their combined capacity at the point where they leave the site is approximately 177 cfs, which can comfortably handle the expected 5-year storm flow.

### **Reuse Plan**

The system is in undetermined condition. Because the runoff contains contaminants associated with vehicles

and parking areas, storm water should go through oil and water separating devices.

Storm drainage system ownership and maintenance is expected to be the responsibility of property owners. Where a single system serves multiple property owners, each owner would be responsible for the portion of the system serving that property.

The City is working with the Navy to determine the current condition of the drainage system. The City is also in the process of determining how much work will be required to bring the portions of the storm drainage system to be acquired by the Drainage and Wastewater Utility (DWU) in the Engineering Department up to City code.

## **CONCLUSION**

The City will require detailed utilities studies in order to evaluate more accurately existing conditions, to determine the most effective way to meet the needs of future uses at Sand Point for utility services, and to estimate costs for system upgrades. Utilities planning will continue concurrent with development of the implementation strategy and finance plan.

# IV IMPACTS

## HISTORIC PRESERVATION

The historic character of the Sand Point Naval Station includes a number of buildings. A historic district of statewide or national significance may be designated on the western portion of the Base.

Buildings which appear to be the most significant include the Officers' Houses, Numbers 330-332; Residential Buildings 26-S, 26-N, and 9; the Main Gate (Building 138) and the Recreation Center (47); and the three buildings in the Proposed Arts, Culture, and Community Center, Numbers 18, 30, and 41. In addition, the Dispensary (Number 29), Administration (25), Supply Warehouse (5), and Reserve Hangar (2) in the Education and Community Activities Zone, and Buildings 11 and 27 near the North Shore, may be significant, and should be evaluated further.

The exterior of those structures which contribute significantly to the character of Sand Point should be maintained. At the same time, buildings which are not significant or which cannot be safely or cost-effectively reused may need to be removed. Any redevelopment should reflect the historic character of the Base, and contribute to the unity of the site. The important history of Naval Station Puget Sound can be preserved while enabling active reuse of the Base and its buildings.

## NEIGHBORHOOD CHARACTER

As a military facility, Sand Point developed completely independently of surrounding residential neighborhoods. While future uses of the Base should strive for compatibility with the surrounding community, Sand Point itself should maintain its own distinct, historic flavor. A redeveloped Sand Point will have a positive impact on surrounding neighborhoods despite its non-conforming character, by enriching the diversity of northeast Seattle.

Consistent with the Mayor's vision of maximizing public benefit, Sand Point should have an open, public

feel wherever possible. Buildings converted to education, arts, cultural and recreational uses, along with the open spaces between them, should be inviting to visitors and residents alike. Sand Point should be a vital place where outdoor areas complement a diversity of indoor uses in fostering activity on a year-round basis.

The character of the Base itself will reflect the civilian character of reuse and a return to a more natural environment. Many paved spaces will be returned to open, planted areas or wetlands. Most of the existing perimeter fence will be removed. Buildings which contribute to the historic or aesthetic character of the Base will be retained, while less important structures will be removed. Any infill or redevelopment will be sited in a manner which strengthens the integration between the Base and adjacent neighborhoods. Neighboring residents have expressed concern over possible glare from sports field lighting equipment; care should be taken during equipment selection and location to prevent adverse impacts to the surrounding community.

The predominant character of the Sand Point Peninsula will reflect the primary uses — an expanded Magnuson Park, an integrated public Arts, Culture, and Community Center, and a new North Shore Activity Area. Green spaces at each of the north, central, and south entrances to the site will indicate the return of Sand Point to the natural environment, and will invite public use. Built areas will help to define the open space at Sand Point.

## COMMUNITY AND SOCIAL IMPACTS

At this stage it is difficult to assess fully the potential community and social impacts of the Mayor's Preferred Reuse Plan. However, we can identify the social concerns and issues which will need to be addressed as we move forward with redevelopment.

The proposed residential area will house up to 250 low-income and homeless households, with a total of up to 375 children living on the former Base property, about half of whom will be school age. Additional households may include some low-income elderly or other special needs populations. Family units and long-term housing are new uses for the Base. In addition, new types of educational, employment, and recreational uses will

attract a more diverse population to Sand Point. As the Reuse Plan moves forward, the City will consider the following social and community impacts.

The diversity of activities and users at Sand Point is expected to have a positive effect on social integration. Citizens from different ethnic, economic, and experiential backgrounds will be able to interact in a positive manner through various activities, programs, and events. Park visitors, residents, students of all ethnic groups — including Native Americans, student families, elderly residents of northeast Seattle, and children and youth will all be able to take advantage of the opportunities at Sand Point.

The families residing on the Base will need access to local schools. In addition to the children living in family housing, up to 24 youth will be living in the three group homes. Homeless children will need extra support — provided either through family support workers employed in neighborhood schools or through special schools for homeless children. The City will remain cognizant of the needs of these children and youth and will work with local schools and service providers to ensure adequate levels of support and access to specialized schools and services.

The Homeless Coalition has identified a range of support services critical to the successful housing of homeless and low-income households. The support services proposed to be provided at the Sand Point site include child care, health care, employment and training services, general support services, and a meals program for residents. Initially these specific services are intended for the residents of Sand Point; services could possibly be expanded to serve the broader community if this is determined to be both desirable and cost-effective. Residents will also have access to other education, recreational, cultural, and community services developed as part of overall Reuse Plan.

In addition to facilities on site, the residents will have access to social services and employment in other parts of the City. It will be critical that transportation services accommodate these needs. The City will work with providers to identify the full range of support services needed and create strategies to ensure their availability. The City will also work to ensure that adequate transit be available for Sand Point residents, workers, and visitors.

It is important that the residents and users of the Sand Point facilities and members of the surrounding community are safe and secure from harm. The City will work closely with developers, operators, and the community to ensure that the programs provided and the physical design of the housing and other buildings developed at Sand Point promote a sense of safety and security.

It will be critical that the City and community work with providers and residents to overcome isolation and potential stigma and alienation. The City will work with providers and the neighborhood to develop the connections necessary to promote a sense of community within the residential area and a sense of belonging in the surrounding neighborhoods. The City is responsible for ensuring that resources are effectively deployed in order to ensure adequate policing and public safety.

## TRANSPORTATION AND PARKING

While improvement of Sand Point for pedestrian and bicycle use is a priority, it is important to realize that many community members will drive their cars to activities at Sand Point. Estimates of average weekday trips indicate that auto trips should not be significantly higher than those currently generated by the Base, especially given the existing heavy traffic in the commissary area. Provision of small-scale commercial services on or near Sand Point could reduce the number of daily trips made by residents or workers for basic needs such as food.

Estimates of average weekday trips by Activity Area are as follows:

AREA	TRIPS
North Shore Recreation Area	100
Education and Community Activities	1700-2900
Arts, Culture, and Community Center	550
Magnuson Park Open Space/Recreation	1500
Residential Area	2150
NOAA Expansion (Building 27 only)	50
<b>TOTAL</b>	<b>6050-7250</b>
Existing Trips to Base and Park	7600

Transit on Sand Point Way NE currently connects the Naval property with Northgate and the University

District. Headways (the times between buses) during the day and evenings, seven days a week, are 30 minutes. The change in resident population and employment at Sand Point will probably not merit a change in transit service; however, an increased number of children may require new school bus routes. The City will continue to work with the Seattle School District and Metro on this and other issues.

Due to the large areas of pavement existing on the Base, parking is likely to be sufficient. The screening and landscaping of large paved areas will improve the aesthetic environment. The large lot east of the Main Gate/NE 74th Street entrance should provide sufficient spaces for the Arts, Culture, and Community Center, which would have the highest peak need for parking. This lot can be shared with the Community Recreation Center and Magnuson Park, and daytime lease agreements could be made with users in the Education and Community Activity Area. Parking for the North Shore Activity Area, NOAA, and U.S. Fish and Wildlife would be provided on site. Parking on or adjacent to 62nd Avenue NE, in the heart of the former Base, should be minimized, and parking lots or garages should be screened and sited so that they do not detract from the pedestrian environment or park setting.

## NATURAL ENVIRONMENT

As a large and relatively open parcel of land partially surrounded by Lake Washington, Sand Point is a unique environmental asset for the central Puget Sound region. For most of this century, the Sand Point Peninsula was occupied by the Naval Air Station, including an airfield and military support facilities. Over the years, the site has undergone significant amounts of dredging, filling, and heavy construction. Until the creation of Magnuson Park in the 1970s, most of the surface was paved or built at the expense of natural habitat and soil hydrologic functions. Other negative impacts included excessive noise, exhaust, use of hazardous materials, and the general lack of natural buffers to mitigate these problems.

The conversion of the remainder of the Navy Base into a mixed-use area serving a variety of civilian uses offers a rare and significant opportunity to improve the natural physical environment of a large parcel of urban land. Consistent with the City's proposed Comprehensive Plan Framework policies, reuse planning at Sand

Point should improve air, water, and soil quality, increase open space, lower noise levels, and include more sensitivity to needs of pedestrians.

### BRAC Environmental Activities

As mandated by federal government's Defense Base Closure and Realignment Act, the Navy is responsible for the environmental condition of the Base. Under the direction of the Department of Defense's BRAC Environmental Coordinator (BEC), a bottom-up review is being conducted of required cleanup programs. The product of this will be the BRAC Cleanup Plan (BCP), a comprehensive summary of the status of environmental programs, providing a strategy and schedule for selecting and implementing response actions under all applicable regulatory programs. Accordingly, the following major environmental actions have been scheduled by the Navy:

ACTIVITY	START*	COMPLETION*
Environmental Baseline Survey	Oct. 1993	Sept. 1994
Environmental Impact Statement	Aug. 1993	Sept. 1994
Revised Site Inspection	Oct. 1993	Dec. 1993
BRAC Cleanup Plan	Sept. 1993	March 1995
Community Relations Plan	Oct. 1993	Feb. 1994
100,000 Gallon Underground Tank (UST)	Sept. 1993	March 1995
Auto Hobby Shop Activities	June 1993	March 1995
Aviation Gas Pipeline Activities	Sept. 1993	Sept. 1995
Asbestos Survey and Abatement	Jan. 1993	Jan. 1994
Lead Paint Survey	Oct. 1993	Jan. 1994
UST Removal	Sept. 1993	May 1994
Hazardous Waste Storage Permitting & Closure	March 1994	Sept. 1994

\*approximate dates

All environmental work at Sand Point will be overseen by the BRAC Cleanup Team (BCT) which will include officials from the City, as well as the Navy, state Department of Ecology, and others. Community input to the process will be facilitated by an independent Restoration Advisory Board (RAB) consisting of a broad spectrum of public agencies and community organizations.

The most significant environmental activity performed by the Navy will be the Environmental Impact Statement. The EIS will analyze the impacts of this reuse plan and support Navy decision making in its property disposal process.

### **Air Quality**

The major sources of existing pollution at Sand Point include the central steam plant and automobile exhaust. This plan should improve air quality at and around Sand Point in several ways: conversion to more energy efficient heating, ventilation and air conditioning (HVAC) systems, decreased automobile dependence, and conversion of buildings and pavement to vegetated open space. Increased vegetative cover will filter dust and exhaust gasses and help to moderate temperature by providing summer shade and winter windbreaks. Reduced automobile dependency and conversion to more energy-efficient HVAC systems will minimize exhaust gasses. Any activities which generate air pollution, such as painting, ceramics, or metalwork, should be carefully programmed to minimize nuisance and hazardous effluent.

### **Soil Quality**

Soils comprised of sandy silty loam predominate at Sand Point. Although these soils tend to be well-drained, they are not suitable for heavy structural loads; therefore, new construction should be minimized and restricted to more stable sites whenever possible. Due to the high water conductivity of the soil, and the former use of the site as an aviation facility, soils in the vicinity of former fuel storage and drainage systems — as well as off-shore sediments — are currently being tested for residual contaminants and will be cleaned as necessary by the Navy. Areas underlain by hydric soils should be utilized for wetland redevelopment, where these qualities will benefit rather than be an obstacle to use of the property.

### **Water Quality**

Stormwater runoff from Sand Point either enters Lake Washington through the Navy's drainage system or on the surface through overland flow. Sand Point's porous soils allow infiltration into the water table, which lies about 10.5 feet below the ground surface. Water which originates on paved parking surfaces or lawns trans-

ports pollutants and fertilizers directly into these natural water bodies without treatment, as typically occurs with stormwater. Resulting non-point source pollution and eutrophication could be reduced by biofiltration collection systems such as swales and filter strips which also trap silt and other particulates detrimental to adjacent aquatic habitat. Rather than discharge directly into the lake, some of this runoff could flow into the proposed "Mud Lake" wetland system for detention and further treatment.

### **Noise**

Residents of the surrounding neighborhoods have expressed concern over the noise generated by existing and proposed activities. A number of significant precautions can be taken to minimize sources of unnecessary noise pollution, including: restriction of industrial and large-scale commercial activity, limits to automobile circulation, improved pedestrian and bicycle access, restricting motorized water craft from the north shore area, and careful scheduling of large public events. Efforts should be made to mitigate and balance the negative impact and public benefits of activities.

### **Natural Habitat**

The few existing wild areas on the site should be preserved. Additional natural areas should be created to enhance Sand Point's habitat value for fish, animals, and bird species. Emphasis should be on wetlands due to their high productivity, critical hydrologic function, site suitability, and popularity with the community. Native plants will be selected with consideration given to habitat function and ecological compatibility.

### **Hazardous Materials**

Hazardous materials used by the Navy include heating and aviation fuels, oil, cleaning solvents, pesticides, aircraft dope (Cellulose Nitrate), asbestos, lead paint, Polychlorinated biphenyls (PCBs), and polycyclic aromatic hydrocarbons (PAHs). The Navy is continuing to test for and mitigate many of these hazards. Navy environmental activity currently underway or recently completed includes:

- Revised CLEAN Site Inspection;

- Survey of buildings for asbestos-containing materials;
- Survey of buildings for lead-based paint;
- Soil monitoring for petroleum leaks by underground fuel tank;
- Testing for petroleum leaks from the aviation gas line;
- Remediation of the pesticide storage tank and surrounding soils;
- Remediation of the auto hobby shop sump and surrounding soils;

Asbestos-containing materials and some other hazards will remain after the Navy leaves. The City of Seattle and other potential successors to the property are serving on the BRAC Cleanup Team (BCT), which will oversee all environmental activity related to Base closure at Sand Point. By working together with the Navy and appropriate regulatory agencies serving on the BCT, the City will be in a better position to ensure that environmental response actions are responsive to the City's Preferred Reuse Plan. In addition, an independent Restoration Advisory Board (RAB) composed of representatives from the reuse community will oversee the BCT.

Transfer of property by the Navy must be contingent upon a reasonable level of environmental cleanliness as determined by the BCT in accordance with state and federal guidelines. The City and other potential land owners should incur no liability for potential environmental contamination caused by former naval activities at Sand Point. Reuse of the site should avoid recontamination of Sand Point during building demolition and renovation or in any future activities.

### **Construction and Demolition**

Reconfiguration of the Base under this Plan will require substantial demolition and construction activity. Renovations should be planned in ways to minimize impacts to the environment and surrounding neighborhoods with particular attention to limiting excessive noise, dust, construction waste, traffic, release of hazardous materials, and soil erosion.

## **COSTS OF BASE REUSE TO THE CITY**

Under this Plan, the City would be responsible for a substantial portion of the costs of Sand Point reuse. Depending upon the final outcomes of the Navy disposal process, City capital facilities resources may be needed to pay for such things as demolition of buildings, renovation of existing buildings for housing, cultural, recreation, or community uses, infrastructure improvements, new construction of housing, recreational buildings, or other approved community facilities, and restoration of land to a natural state.

In addition, there are significant operating costs for recreation, housing, or community services. The City may be responsible for some operating costs related to maintaining the Base infrastructure, City park and recreation programs, and contributions to cultural activities, community services, and human services provided on the Base. City staff have developed initial estimates of the cost to the City to acquire, renovate, and operate portions of the Base. These estimates are approximate, pending further analysis of structural requirements, hazardous materials assessment, and final determination of use. The estimates are illustrations intended to help policymakers during the development of the overall reuse plan and in establishing Sand Point Goals and Objectives and do not represent a firm financial commitment to specific aspects of Sand Point reuse. City staff will complete a detailed financial plan for Sand Point reuse in 1994. The 1994 financial plan will be more precise and will allow the City to establish firm financial commitments to various aspects of Sand Point reuse. As with many other aspects of Sand Point reuse, City financial commitments will likely be incremental as different possibilities emerge in further implementation planning. The following are estimates by Activity Area.

To accommodate the financial impact to City capital and operations budgets, this reuse plan will be phased in over time. Implementation will require that some expenses are incurred immediately or early on in Sand Point transfer to City and community ownership. Other expenses may be deferred by the City or occur on longer timelines determined by the work and success of different community agencies and funders. The following estimates project expenses as either immediate or deferrable. Although this plan is presented in two

discrete phases, actual implementation is likely to be incremental.

Included in Immediate Costs are all projects determined to be urgent in order to preclude future cost escalation, for reasons of site security and safety, and to expedite usability of facilities. Deferrable Costs include those capital-intensive priority projects which do not require immediate development. Projects categorized as Deferrable may be implemented in the near term if appropriate funding is available.

### 1. North Shore Recreation Area

Estimated Capital Costs	
Immediate Cost:	
Secure pier and add fencing and floats	\$0.7 Million
Demolish half of Building 11 and outbuildings	<u>\$0.5 Million</u>
<b>SUBTOTAL--Immediate Costs</b>	<b>\$1.2 Million</b>
Deferrable Costs:	
Waterfront Park improvements	\$1.0 Million
Sailing Center, Building 11	<u>\$1.8 Million</u>
<b>SUBTOTAL—Deferrable Costs</b>	<b>\$2.8 Million</b>
<b>Subtotal—Capital Costs</b>	<b>\$4.0 Million</b>
Estimated Operating Costs	
Annual Park Operating Costs	\$30,000/year
Sailing Center Operating Costs (3 years only)	\$80,000/year

### 2. Education and Community Activities Area

Estimated Capital Costs <sup>1</sup>	
Immediate Costs:	
Sharehouse/Conservation Corps (Total -- not City share)	\$1.4 Million
<b>Subtotal—Capital Costs</b>	<b>\$1.4 Million</b>

Estimated Operating Costs	
The Sharehouse (Possible City portion)	\$40,000/Year

### 3. Magnuson Park Arts, Culture, and Community Center

Estimated Capital Costs	
Immediate Cost:	
Demolition of Building 222, 223	<u>\$0.45 Million</u>
<b>SUBTOTAL—Immediate Costs</b>	<b>\$0.45 Million</b>
Deferrable Cost:	
Art Exhibition, Building 41	\$0.45 Million
Art Exhibition, Building 18	\$2.3 Million
Performance/Exhibition Building 30	\$6.0 Million
Landscape and Amphitheater	<u>\$2.0 Million</u>
<b>SUBTOTAL—Deferrable Costs</b>	<b>\$10.75 Million</b>
<b>Subtotal—Capital Costs</b>	<b>\$11.2 Million</b>

Estimated Operating Costs	
Aggregate Art and Culture Center (5 years only)	\$500,000/year

### 4. Magnuson Park Open Space/Recreation Expansion

Estimated Capital Costs	
Immediate Costs:	
Community Center, Building 47	\$3.3 Million
Parks Maintenance, Building 345	\$0.5 Million
Interim Park Development	\$1.0 Million
Demolition of Commissary and Vicinity	\$2.5 Million
Utility Upgrades	<u>\$0.2 Million</u>
<b>SUBTOTAL—Immediate Costs</b>	<b>\$7.5 Million</b>
Deferrable Costs:	
Park Roads, Wetlands, Sportsfields, and Playgrounds	\$17.1 Million
New Tennis Center (not yet sited)	\$9.0 Million
Main Gate Rehab, Building 138	<u>\$0.8 Million</u>
<b>SUBTOTAL—Deferrable Costs</b>	<b>\$26.9 Million</b>
<b>Subtotal—Capital Costs</b>	<b>\$34.4 Million</b>

<sup>1</sup> This cost estimate does not include the full range of costs associated with reuse of all buildings and maintenance of grounds in Zone 2. The estimate only includes the total costs associated with renovation of Bay C, building 5 for The Sharehouse. The full range of costs will be identified at a later date.

Estimated Operating Costs	
Park Operating Costs	\$150,000/year
Community Recreation Center	\$650,000/year

**5. Residential Area**

Estimated Capital Costs	
Maximum Housing Capital Costs (City share)	\$12.0 Million
<b>Subtotal—Capital Costs</b>	<b>\$12.0 Million</b>

Estimated Operating Costs	
Maximum Operating Costs (City share)	\$500,000/Year

In addition to zone-specific costs, the reuse of Sand Point Naval Station will incur costs associated with maintaining and upgrading infrastructure. Preliminary estimates for upgrading the water system are \$1.7-2.5 Million. Estimates for the Drainage and Wastewater Utility are being developed by the Engineering Department. Proposed additions to City rights-of-way may incur additional long-term costs, but appear sufficient for immediate use. Electric, telephone, and cable systems will be converted at the expense of individual property owners.

**Total Estimated Costs - City Reuse Plan<sup>2</sup>**

Immediate Capital Costs:	\$22.55 Million
Deferrable Capital Costs:	40.45 Million
Infrastructure:	<u>2.5 Million</u>

**TOTAL  
ESTIMATED CAPITAL COSTS \$65.5 Million**

<b>Ongoing Annual Operating Costs</b>	<b>\$1.37 Million/year</b>
<b>Five-year Special Operating Costs (Sailing Center/Arts, Culture, Community Center)</b>	<b>\$2.74 Million</b>

<sup>2</sup> This estimate does not include potential costs associated with building renovation, operations, demolition, construction, or grounds maintenance associated with desired education, community activities, or arts uses in zone 2. These will be estimated at a later time.



## V

# NEXT STEPS

## CITY PROPOSALS FOR ACQUISITION

The City will pursue federal discount programs for the portions of the Base which it intends to acquire. These programs allow for partial or total discount of the cost of land and buildings, and carry with them particular requirements for use. The City will seek to utilize the public benefit discount for recreation through the National Park Service, public benefit discount for education through the U. S. Department of Education, property for homeless housing under the McKinney Act, and other conveyance mechanisms as opportunities become available.

### **Public Benefit Discount for Recreation**

The City of Seattle will seek to acquire surplus federal real property at Sand Point for expansion of Magnuson Park through the provisions of Public Law 91-485. Originally sponsored in Congress by former U.S. Senator Henry M. Jackson, the legislation was known as the "Fort Lawton Bill" since Fort Lawton in Seattle was the first piece of property eligible for transfer. Large portions of Fort Lawton are now Seattle's Discovery Park, and hundreds of other properties across the nation have since been transferred to local governments under the provisions of the law. In Seattle, the law has been used to effect transfers of land not only for Discovery Park, but also for the existing Magnuson Park, the Seattle Tennis Center, and Martin Luther King, Jr. Memorial Park.

Some of the surplus Naval Station property can be transferred to the City by the Navy at no cost under a public benefit discount. The City of Seattle will apply for the property through the National Park Service to obtain this discount. The application must include a description of the property, a statement as to the need for the property, discussion of the suitability of the property for park and recreation use — including preservation of scenic and historic resources — a discussion of the capability of the City to develop and

maintain the property, and a program of utilization. This last item is the actual narrative and conceptual plan for use of the property, the schedule for its development, and a commitment to protecting historic values. The National Park Service reviews the application and, based upon its evaluation, recommends the amount of the public discount of the price of the property. The discount can be as much as 100%, or no cost to the City.

Preparation of the application for portions of the Sand Point property for park and recreation use will occur following adoption of this Plan and before or during the state and local government screening process, in which other public agencies can also officially express interest in the property.

Conveyance of portions of the Sand Point property for park and recreation use will likely be in the form of a deed that will contain reservations, restrictions, and covenants. These include conditions that: 1) preclude the property being resold, leased or assigned for other than park and recreation use; 2) commit the City to the use, development and maintenance of the property; and, 3) require the City to prepare biennial reports regarding the property. Title to the property would revert to the federal government in the event of noncompliance with these and other terms of the conveyance. In any event, the Department of Defense would retain reversionary rights to the property if needed for national defense.

In the event of listing of the property on the National Register of Historic Places or consideration of such listing, additional conditions will be outlined in a memorandum of agreement to stipulate evaluation of any reuse or removal of historic resources. Included in such conditions would be requirements to consult with the State Historic Preservation Officer on plans for reuse or removal and to maintain historic resources until a final decision is made on their disposition.

### **Public Benefit Discount for Education**

Where appropriate, the portions of the Base to be used as educational facilities can be transferred under the public benefit discount for education, as described in Public Law 81-152. This law gives the Secretary of Education the authority to sell or lease surplus federal property at a price which takes into account the public benefit which will accrue from the intended educational use.

Under the Plan, portions of the Education and Community Activities Area could be conveyed under the public benefit discount for education, which ranges from 40% to 100% of the fair market value of the property. The amount of the discount is guided by the intended use of the property. Under federal guidelines, the following uses are eligible for some degree of discount: academic, vocational, professional, or specialized instruction or training programs, school system administration, teacher or student housing, educational radio or television, educational museums, and public libraries. Under federal law, the proposed program must be one of the basic purposes for the applicant agency and for which the applicant is authorized to expend its own funds.

The transfers are subject to use restrictions. For example, on-site transfers — conveyances of land or land with improvements, such as buildings — are in effect for a period of thirty years. That is, the property and facilities obtained under the discount must be used for educational purposes for thirty years, or the land could revert back to the federal government. Many of the restrictions described above under the section entitled “Public Benefit Discount for Recreation” would also apply.

An applicant under the public benefit discount for education must be a state, political subdivision or instrumentality of a state, a tax supported institution, a 501(c)(3) nonprofit organization for educational purposes, or any combination of these entities. The type and amount of property requested under the discount must be reasonably related to the intended use of the facility. Likewise, the need for the facility must be justified and the immediate need for the program demonstrated. The suitability of the property for the intended use must also be shown. Finally, the applicant must be able to demonstrate financial resources sufficient for the proposed program.

The City continues to explore ownership scenarios and acquisition strategies with potential partners in order to take full advantage of the opportunities available under the public benefit discount for education. Possible options include “off-site” transfer to educational entities of buildings sited on land to be acquired by the City. Such an off-site transfer would be valid for the remaining economic life of the building, not to exceed 10 years, at which point the future disposition of the facility would be negotiated between the City and the educational entity.

The City will coordinate submission of applications for Public Benefit Discount for Education prepared by potential reuse partners during the state and local screening process.

### **McKinney Act for Homeless Housing**

The City of Seattle, in partnership with the Seattle-King County Coalition for the Homeless, will apply for portions of the Base under the Stuart B. McKinney Act, a federal law mandating that all surplus federal property be screened for use to benefit homeless persons. Benefits include both the development of housing and the siting of services to support homeless persons.

The screening is a two-step process which is administered by the U.S. Department of Housing and Urban Development (HUD) and the U.S. Department of Health and Human Services (HHS). In 1993, HUD screened the Base for suitability to benefit homeless persons. In 1994, as property becomes available, Base facilities deemed suitable to benefit homeless persons will be advertised in the Federal Register to solicit proposals for programs. Proposals will be made to HHS. The agency will then evaluate the proposals it receives. The City has been working with both HUD and HHS to develop the best possible proposal and to ensure the greatest flexibility of use of the property under the McKinney Act.

It is expected that the City and the Seattle-King County Homeless Coalition will submit a joint proposal to HHS for the property located in the Residential Zone as described in this document. The proposal could include transfer of the property to the City of Seattle, since City ownership would provide for greater flexibility in funding the housing and services located on the site, and ensure effective coordination with other reuse Activity Areas. If a City/Coalition proposal is accepted by HHS, approximately 18 acres in the Residential Zone would be deeded to the City at no acquisition cost, as provided by the McKinney Act.

### **Other Potential Conveyance Mechanisms**

Legislation introduced by Senator Pryor of Arkansas on September 10, 1993, could significantly amend federal legislation affecting the closure and reuse of military bases. If passed, the relevant portions of the Pryor Amendment would:

(1) Subject to some restrictions, require free transfer of Navy personal property (such as furniture, fixtures and other non mission essential items) as part of the reuse of the Naval Station Puget Sound;

(2) Allow conveyance of property to encourage economic development;

(3) Allow for interim leasing of the Base property and facilities during the closure process; and

(4) Allow the Secretary of Defense to make grants to the redevelopment authority—in this case, the City of Seattle—of each community adversely affected by the closure of a military installation. Although closure of the Naval Station Puget Sound is not expected to result in a large-scale loss of employment, the City of Seattle has been adversely affected by the large amount of resources expended during the past two years in planning for the reuse of the base.

The Pryor Amendment is currently in Conference Committee between the U.S. Senate and the House of Representatives. A compromise bill is expected to be signed into law before the end of the year.

### Rights-of-Way and Easements

A system of rights-of-way and easements will be sought for nominal cost from the Navy. Their purpose will be to provide public access for automobiles, pedestrians, bicycles, emergency vehicles, and utilities. Three types will be conveyed: Public rights-of-way for automobile access and utilities, public rights-of-way for pedestrian/bicycle access and utilities, and easements for utility access across parcels.

#### Rights-of-way for public streets and utilities -

Certain rights-of-way are required by the City in order to provide basic vehicular access to each parcel created in the disposal process. Most of these include utility lines which also are required by public utilities. These include the following streets (with new names—consult map on page 27):

NE 80th Street	from Sand Point Way NE to 63rd Avenue NE
NE 77th Street	from 61st Avenue NE to 63rd Avenue NE
NE 74th Street	from Sand Point Way NE to 63rd Avenue NE
NE 65th Street	from Sand Point Way NE to 62nd Avenue NE
61st Avenue NE	from NE 80th Street to NE 77th Street

62nd Avenue NE	from NE 74th Street to NE 65th Street
63rd Avenue NE	from NE 80th Street to NE 74th Street

#### Rights-of-way for pedestrian access and utilities -

These public rights-of-way are intended to help reintegrate the Base into the community by providing access for pedestrians and bicyclists to the park from Sand Point Way and the Burke-Gilman Trail. This category is similar to public streets in terms of ownership and maintenance but will prohibit motorized vehicles, except emergency vehicles. These include the following:

60th Avenue NE	from Underpass at NE 80th Street to NE 77th Street
NE 77th Street	from Sand Point Way NE to 61st Avenue NE (around Building 67)
NE 70th Street	from Sand Point Way NE to Magnuson Park property line
NE 68th Street	from Sand Point Way to Magnuson Park property line

Alignment of Sand Point Way NE from NE 62nd Street to Magnuson Park

**Easements** - Easements will be set aside where appropriate to allow access for utilities, or pedestrian and emergency access as indicated. Such easements would be negotiated as a condition of property transfer, but underlying ownership would be retained by the property recipient. Easements should include the following:

A temporary utility corridor along Sand Point Way NE on the alignment of existing Avenue A, until utilities can be relocated to public rights-of-way;

A connection north of building 30 to provide utilities to Building 406; and

An emergency and pedestrian access easement from NE 80th Street to the waterfront.

An easement for underground sanitary sewer lift station and line in the vicinity of Building 27.

## **REZONING AND IMPLEMENTATION**

Following the disposition of the Base, the City will rezone the property to reflect the intent of this Plan and the character of the Base and surrounding neighborhoods. Residential areas may be zoned Lowrise 2 in order to reflect the character of neighboring Lowrise 3 zones, and to encourage more "ground-related" units, which enable close supervision of outdoor play areas for families with children. Parcels owned by the Department of Parks and Recreation may retain existing zoning, or may be rezoned to a new "Park" zoning designation, which is currently being developed. Zoning in the Education and Community Activities Area will have to be proposed according to use, based on the guidelines set forth in this Plan.

## **SITE MANAGEMENT**

The City would be the major owner under this Reuse Plan, but expects there would be a number of entities owning, using, and developing facilities at Sand Point. Coordination of activities and cooperation among users of the site will be essential to the successful realization of the Reuse Plan.

Activity Areas 1 and 4, as described in this plan, will be managed directly by the Seattle Department of Parks and Recreation. Other areas, such as the Arts, Culture and Community Center, the Education and Community Activities Area, and the Residential Area, will require specialized management capabilities and their own operating entities. Each operator should implement "good neighbor" policies and maintain an appropriate board or oversight body which includes representatives from the neighboring communities.

Ensuring overall compatibility and integration of activities and uses at Sand Point will require the establishment of a unique coordinated management structure. The City will work with other Sand Point partners to establish an appropriate structure, which shall include representation from community members, owners, operators, and users of Sand Point facilities. The City will explore potential community funding and management models for site management, such as San Francisco's Fort Mason Foundation. The management model ultimately selected for Sand Point must empha-

size a high degree of community oversight and participation, leveraging non-City resources for capital improvements, and emphasizing effective management for facilities and operations which would limit City involvement in managing day-to-day operations.

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