

**SEPA ENVIRONMENTAL POLICY ACT
MITIGATED DETERMINATION OF NONSIGNIFICANCE**

Project Name: Fircrest School Campus Master Development Plan
Project Location: 15230 15th Ave NE, Shoreline, WA 98155
Section 16, Township 26, Range 04
Parcel Number: 1626049010
Name of Applicant & Lead Agency: Washington State Department of Social and Health Services (DSHS)
Responsible Official: Harvey Perez, DSHS SEPA Responsible Official
Action: DSHS is issuing a SEPA Mitigated Determination of Nonsignificance (MDNS) for the Fircrest School Campus Master Development Plan

Description of Proposal: A Master Development Plan has been prepared by the Washington State Department of Social & Health Services (DSHS) to support the redevelopment of the campus.

The site is currently being used as a residential rehabilitation center providing support to about 200 people with intellectual and developmental disabilities in a residential setting. Many of the buildings date back to the 1940s. These buildings were originally designed to serve previous uses and the buildings have been incrementally modified to serve their current functions. Current building layouts do not promote the efficient and effective use of the spaces for existing and future operations. Most buildings require updating to conform to current building codes and to increase the efficient use of the structure.

Proposed development in this Master Development Plan includes the following:

- Demolish the six existing “Y” buildings (skilled nursing facilities) and construct a new 120-bed skilled nursing facility.
- Site and construct a new 48-bed (47,310 sf) behavioral health hospital facility.
- Demolish four of ten existing Intermediate Care Facility (ICF) buildings and construct 14 new 3-4 bed ICF/ID cottages to provide for a total of 152 ICF/ID beds (resident capacity of 133 residents to remain unchanged).
- Demolish the existing six Adult Training Program (ATP) buildings and relocate the ATP into other existing buildings.
- Construct a new laundry building.
- Construct a new maintenance building.
- Construct a new commissary building.
- Complete new internal circulation roadways.
- Expand surface parking within the site.
- Construct an addition (7,355 sf) to the existing activities building.

- Construction of a larger office building (85,000 sf) and a smaller general office building (28,320 sf) with a 5,000-sf daycare facility.
- Removal of the existing off-leash dog area and creation of publicly accessible open space within the southeast corner of the campus.

The proposed developments in the Master Development Plan will not increase the number of residents in the skilled nursing facility and the ICF cottages. The construction of the new behavioral health facility will introduce three 90 to 180-day treatment facilities serving up to 48 patients at time. The 90 to 180-day facility is an involuntary in-patient facility for individuals who have been civilly committed to receive mental health treatment in a secure acute care environment for a period of 90 to 180 days. This will increase the residential population of the Fircrest School Campus to approximately 248 residents.

The proposal also includes frontage improvements along 15th Avenue NE and 150th Street, and a network of pedestrian trails across the site, including forested trails in the northern portion of the site providing a connection to Hamlin Park.

Vehicular access to the site will occur from two locations—the primary main campus access would remain from the existing signalized access driveway on 15th Avenue NE opposite NE 155th Street. The new development at the southeast corner would be accessed from a new driveway on NE 150th Street located approximately 290 feet west of 20th Avenue NE. The eastern most driveway on NE 150th Street would be removed; the western access located opposite 17th Avenue NE and providing access to the Department of Health parcel would remain but would no longer connect internally to the Fircrest Campus. An existing gated access on 15th Avenue NE approximately 350 feet north of NE 155th Street is planned to be retained but remain gated with access limited to emergency and/or maintenance vehicles.

Agency and Public Comments

On December 8, 2022 DSHS issued a SEPA notice of application with a comment period ending January 9, 2023. DSHS received 18 public comments and six agency comments from the following agencies: Snohomish County Public Works, Duwamish Tribal Services, North City Water District, Save Shoreline Trees Advisory Board, Shoreline Preservation Society, and Thornton Creek Alliance. The public comments and agency comments are summarized in Exhibit 1.

Findings of Fact

The Responsible Official hereby makes the following findings and conclusions based on review of the environmental checklist and attachments; comments received from agencies, tribes, neighbors, and other interested parties via publications, and postings conducted by DSHS.

Earth

A geotechnical engineering report has been prepared for the proposal. Adoption of the Master Development Plan (MDP) will not directly affect soils, geological features, or impervious surfaces on the Fircrest Campus. Construction of individual projects contained within the MDP have the potential to affect these resources through erosion that could occur during construction activities associated with grading, filling, and excavating. Approximately 40% of the project site will be disturbed during site development activities. Approximately 40,000 cubic yards of excavated soil will be used for fill. Where imported fill is necessary, it will be acquired from clean sources. Fill, where necessary, will be sourced from clean sources. To minimize potential erosion impacts, a Temporary Erosion Control Plan will be prepared during site development.

Construction of all proposed projects contained in the MDP would result in a decrease in impervious surface coverage from approximately 44.6% to approximately 44.07%.

Air

Implementation of the MDP and the associated construction activities have the potential to create temporary dust emissions during earthmoving activities and exhaust emissions due to combustion of gasoline and diesel fuels. During construction temporary measures will be applied which may include limiting the idling of construction equipment, water sprays to control dust, limiting vehicle speeds, and general maintenance of construction equipment.

If any asbestos or other hazardous materials are identified within the buildings to be demolished, the proposal will comply with all local, state and federal regulations for the safe handling of the materials. The proposal will also follow all recommendations provided in the hazardous building material survey (to be prepared).

Water

Surface water

A Critical Areas Report has been prepared for the proposal. The project site contains two Type Ns, non-fish-bearing streams. Both streams are piped with the exception of small segments in the northern portion of the site. Proposed developments include work adjacent to described waters outside of the City of Shoreline's established buffer widths of 45-foot buffers on non-piped streams and 10-foot buffers on piped streams. No fill or dredge materials will be in or removed from any surface water and no waste materials will be discharged into surface waters.

Ground water

No groundwater will be withdrawn as part of this proposal and no waste material will be discharged into the ground.

Water runoff

Stormwater will be generated by the creation of new impervious surfaces (rooftops and paving) associated with the campus expansion activities identified in the Master Plan. Flow control will be evaluated and provided on a per building scale, rather than installing a regional facility. The project will be required to meet historical land cover discharge requirements per the City of Shoreline Engineering Development Manual. This will be achieved using underground storage facilities, such as galvanized CMP tanks, precast concrete vaults, or chamber systems with control structures to limit outflow from project site.

Plants

An Arborist Report was prepared for the proposal. The project site contains heavily forested areas particularly and landscaped areas around existing developments. The existing trees, shrubs and grass located within proposed development footprints will be removed in preparation for construction and earthwork activities. This includes removal of approximately 20% of significant trees with completion of all of the proposed developments contained within the MDP. Approximately 80% of significant trees will be preserved.

Animals

The project site is located in an urban area and likely contains typical animals such as songbirds and small mammals. The Puget Sound region is part of the Pacific Flyway. WDFW's Priority Habitats and Species Map depicts the Little Brown Bat species being found in the quarter section. The Little Brown Bat is not a State listed Species classified as either Endangered, Threatened, or Sensitive. There are no known impacts to endangered, threatened or sensitive species.

Energy and Natural Resources

The project site will use a combination of electricity and natural gas to meet needs for heating, lighting, appliances, etc. The design of buildings on the Fircrest campus will conform to applicable portions of the State of Washington Energy Code.

Environmental Health

During construction for projects included in the Master Development Plan accidental spills of hazardous materials from equipment and vehicles could occur. A spill prevention and control plan will be developed to prevent the accidental release of contaminants into the environment. There are no known hazardous chemicals or conditions – including transmission pipelines - present onsite or in the immediate vicinity which could affect project development and/or design.

The safe handling of hazardous building materials will follow all the federal, state, and local regulations as well as those provided in the hazardous building materials survey (to be prepared).

Noise

The operation of trucks, excavators, and front-end loaders will likely result in temporary noise and vibration impacts during construction. The temporary increase in noise will return to the original noise levels once construction of the project is complete. Noise levels will not exceed the maximum permissible noise levels allowed under SMC 9.05.040.

Land and Shoreline Use

The site is zoned Campus (C) and is currently being used as a residential rehabilitation center providing support to about 200 people with intellectual and developmental disabilities in a residential setting. Adjacent land uses include Hamlin Park, Shorecrest High School, multifamily and single-family residential, and institutional use. The proposal will not affect current land uses on nearby or adjacent properties.

Current structures on the site are as follows:

Building	Building(s) Footprint	To be demolished/retained
Pat 'N' / "Y Buildings" (Buildings #55-60)	65,628	Demolished
Adult Training Programs (ATP) (Building #85-90)	47,021	Demolished
Pat 'A' (Independent Living Facility Cottages) (Buildings #44-53)	65,790	Buildings #44, #45, #52, #53 – Demolished Buildings #46 - #49, #50, #51 - Retained
Commissary Building (Building #24)	8,000	Demolished
Kitchen (Building #39)	21,950	Retained

Building	Building(s) Footprint	To be demolished/retained
Steam Plant (Building #28)	8,256	Demolished
Chapel (Building #64)	3,518	Retained
Administration Building (Building #65)	16,304	Retained
Activities Building (Building #67)	35,341	Retained
Vacant Building (Building #66)	13,682	Retained
Plant Mechanics Shop (Building #25 & #27)	13,324	Demolished
Carpentry and Plumbing Shop (Building #34)	5,578	Demolished
Plant Operations (Building #35)	6,532	Demolished
Paint Shop (Building #43)	2,932	Demolished
Warehouse (Building #91)	6,438	Demolished
Gatehouse Building (Building #68)	174	Retained

Up to 296 residents could reside in the completed project. This is an increase from the existing approximately 200 residents. This includes 128 in the ICF cottages, 120 in the nursing facility, and 48 in the behavioral health/residential treatment facility. In addition to the employees that would work in the commercial, office, and/or civic uses that will be constructed in the southeastern portion of the site approximately 409 employees are anticipated to work at Fircrest School on the project site.

Aesthetics

New developments will replace depleted aging facilities and will meet the City's development and design standards. New developments will also include landscaping, right-of-way and parking lot improvements.

The tallest proposed structure on the site will be the multi-story new skilled nursing facility. The maximum height will be below the maximum allowed in the campus zone of 65 feet.

Building materials have not been selected yet but will meet City design standards and be of durable quality.

Light and Glare

Proposed projects in the Master Development Plan will provide exterior lighting on the buildings, site pedestrian paths, and parking areas. Lights will be used to enhance safety and would mainly occur from dusk to dawn. The majority of buildings are setback and shielded from adjacent properties and public rights-of way. Lighting fixtures will be shielded and cast downwards to reduce light and glare impacts to adjacent properties.

Recreation

Recreational opportunities on the project site include a small off-leash dog park leased by the City of Shoreline in the southern portion of the project site. In the immediate vicinity is Hamlin Park, Shorecrest Highschool, and Paramount Park. The proposal will eliminate the leased dog-park area and create an open space area in the southeastern portion of the project site. The proposal also includes development of a series of walking trails in the northern portion of the site.

Historic and Cultural Preservation

The Washington Department of Archaeology and Historic Preservation (DAHP) has assessed 24 buildings on campus as eligible for listing in the National Register of Historic Places (NRHP).

The project site has an historic chapel constructed in 1944. The chapel and area of landscape around the chapel was given landmark designation status in 2021 by the Shoreline Landmarks Commission. The Master Development Plan does not propose any work to take place to the chapel or within the boundaries of the landmark designation.

DSHS is entering into a voluntary Programmatic Memorandum Understanding (MOU) with DAHP to address potential impacts to resources eligible for listing on local, state, and federal registers. The Programmatic MOU includes the framework for DSHS to mitigate potential impacts. The MOU will include mitigation requirements at each project phase including documentation, public outreach and education, and deconstruction and architectural salvage. The MOU process is required as part of Governor's Executive Order 21-02 for state-funded projects and is a process that is completed outside of the SEPA process, but that can result in mitigation measures.

There is no known evidence of Indian or historic use of occupation on the project site. No materials, artifacts, or areas of cultural importance are known to be on or near the site. However, the Washington Information System for Architectural and Archaeological Records Data (WISAARD) predictive model shows there is a 'Moderate Risk' of discovery of Archaeological Resources.

Transportation

A Transportation Technical Report has been prepared for the proposal. With the proposed Master Development Plan, vehicular access to the site would occur from two locations—the primary main campus access would remain from the existing signalized access driveway on 15th Avenue NE opposite NE 155th Street. The new development at the southeast corner would be accessed from a new driveway on NE 150th Street located approximately 290 feet west of 20th Avenue NE. An existing gated access on 15th Avenue NE approximately 350 feet north of NE 155th Street is planned to be retained but remain gated with access limited to emergency and/or maintenance vehicles.

Frontage improvements will be constructed along the portions of campus that are included in the Master Development Plan and are proposed to be completed in phases with triggers based on campus improvements. Phase one frontage improvements on 15th Ave NE between NE 155th SE and Hamlin Park Rd will be constructed with the new Skilled Nursing Facility. Frontage improvements on NE 150th St, along the southern MDP boundary between the Department of Health site and the eastern parcel boundary, will occur with either the construction of the Behavioral Health Facility or the first commercial/office development in the southeast corner, whichever is first.

Based on daily trip generation rates in the Transportation Technical Report prepared by Heffron Transportation, Inc. for the range of existing and proposed used contemplated by the Master Development Plan, the campus could generate a net increase of up to 3,710 trips per day (1,855 in, 1,855 out). The peak traffic volumes would continue to occur during the commuter peak hours (between 7:00 and 9:00 a.m. and between 4:00 and 6:00 p.m.)

Public Services

The proposed Master Development Plan is not anticipated to increase need for public services.

Threshold Determination

In reaching the Threshold Determination, the Responsible Official reviewed the completed environmental checklist, environmental information prepared for the proposal, and public/agency comments, relying on the information therein to exercise substantive authority under the Washington State Environmental Policy Act, pursuant to RWC 43.21C.060. This Mitigated Determination of Nonsignificance (MDNS) is issued under the Washington Administrative Code (WAC) 197-11-340(2) and WAC 197-11-350 and pursuant to the criteria and procedures of WAC 197-11-300 through 197-11-340 and 197-11-390. The Responsible Official has determined that the proposal does not have a probable significant adverse impact with the adherence to local, state, and federal regulations and the incorporation of the following practices.

Proposed Mitigation Measures

Traffic and Parking Impacts

1. Construction Transportation Management Plan (CTMP) – The contractor shall develop a CTMP. The CTMP shall address traffic and pedestrian control during each major phase of construction. It shall confirm truck routes, lane closures, walkway routes and closures, and parking disruptions, as necessary. The CTMP shall also include measures to keep adjacent streets clean on a daily basis at the truck exit points (such as street sweeping or on-site truck wheel cleaning) to reduce tracking dirt off site. The CTMP shall identify parking locations for the construction personnel, staff, and fleet vehicles.
2. Non-motorized traffic impacts are mitigated through the construction of the 14-foot wide multi-use trail to be constructed on site parallel to 15th Avenue NE during the first phase of the project.
3. DSHS shall contribute to the cost of signal timing optimization and channelization re-striping at the NE 155th Street / 15th Avenue NE intersection (to provide concurrent protected-permitted left-turn phasing) with the construction of the Phase 1 Skilled Nursing Facility. MDP project traffic was estimated to represent up to 11% of the total entering peak hour traffic volumes at this intersection. Payment of up to 11% of the cost of signal optimization and channelization re-striping represents a proportionate contribution to be paid to the City, if these improvements are not incorporated into the City's Transportation Impact Fee system.
4. DSHS shall contribute to the cost of signal optimization at the intersection of NE 150th and 15th Avenue NE with the construction of the Phase 2 Behavioral Health Facility. The MDP project traffic is estimated to represent up to 17% of the total entering peak hour volumes at this intersection. Payment of up to 17% of the cost of signal timing optimization represents a proportionate contribution to be paid to the City, if these improvements are not incorporated into the City's Transportation Impact Fee system.
5. DSHS shall contribute to the cost of improvements (e.g., signalization or conversion to roundabout) at the intersection of NE 150th Street and 25th Avenue NE with the construction of the first 25,000 gross square feet of non-residential development in the southeast corner of the site, or construction of the Behavioral Health Facility, whichever occurs first. DSHS shall provide an updated estimate of trip generation to establish the proportion of AM and PM peak hour trips at this intersection, which will establish the contribution portion to the intersection

improvements if the improvement is not incorporated into the City's Transportation Impact Fee system.

Geotechnical/Construction Impacts

6. An NPDES Construction General Stormwater permit, if required, is to be obtained prior to clearing, grading, or excavation activities.
7. All imported fill must be clean fill utilizing an approved source.
8. A Hazardous Building Mitigation Report shall be prepared prior to demolition of onsite buildings.
9. Disposal of dangerous building materials are required to be handled according to the laws for the specific type of waste; the requirements of the Puget Sound Clean Air Agency and Department of Ecology. The recommendations outlined in the Hazardous Building Materials Summary Report shall be followed.
10. If during constructions soils are found to be contaminated with arsenic, lead, or other contaminants, extra precaution will be taken to avoid escaping dust, soil, erosion, and water pollution during grading and site construction. Contaminated soils generated during site construction shall be managed and disposed of in accordance with state and local regulations, including the Solid Waste Handling Standards regulation (Chapter 173-350 WAC).
11. Comply with recommendations from the geotechnical engineer in the geotechnical report.

Historic/Cultural Impacts

12. Work under the Master Development Plan will be consistent with the programmatic agreement detailed in the Memorandum of Understanding (MOU) to be prepared and agreed upon between the Washington State Department of Social and Health Services, and Department of Archaeology and Historic Preservation.
13. For each project phase, an archeological survey, which includes in-field investigations, will be performed prior to any site development activities.

COMMENT AND APPEAL PERIOD: The lead agency will not act on this proposal for 16 days from issue date (issue date: November 22, 2023). Comments must be submitted by 5:00 pm on December 8, 2023. Comments can be mailed or emailed to the address below. There is no agency appeal of this MDNS. Appeals are governed by RCW 43.21C.075.

SEPA Responsible Official Signature: Harvey Perez Deputy Assistant Secretary 11/17/2023
Name and Title Date

Email Address:
Mailing Address:

Issue Date: November 22, 2023
End of Comment Period: December 8, 2023