



Building 9 at Sand Point

public input on a proposal for reuse as
workforce housing and limited commercial use

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prepared for the
City of Seattle Office of Housing
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executive summary



Building 9 at Sand Point was built in the 1920s, primarily as a barracks for the Sand Point Naval Air Station. In the 1990s, the Navy vacated its Sand Point facilities and transferred the property to various public and nonprofit entities in the Seattle area. Building 9 went from the U.S. Department of Defense to the U.S. Department of Education, and was then transferred to the University of Washington for educational uses. The University has owned the building since 1999.

The University's original proposal was for temporary student housing, classrooms & offices; nonprofit educational programs; as well as other educational purposes. Since taking over the building, the University has determined that these uses are not practical because of the distance from its main campus as well as the costs of rehabilitating the building to comply with current building codes. At present, the University is spending as much as \$200,000 per year to maintain and secure the building, as well as to make repairs due to frequent vandalism.

In 2008, the City of Seattle's Office of Housing retained Lorig Associates to conduct a feasibility study of reusing Building 9 for workforce housing. The Lorig study determined that 113 one and two bedroom apartments targeted for families making between 80% and 100% of median family income would be feasible if some income could also be derived from the basement and possibly the one-story center section of the building. Specifically, the feasibility study envisions a self-storage facility in the basement and perhaps a small café in the center section. The report also identifies a number of investor scenarios.

To facilitate implementation of this concept the Office of Housing is proposing legislative changes to allow the suggested uses. Changes are required to the City's Comprehensive Plan, to the Sand Point Overlay District (part of the city's

zoning code), and will also be made to the Sand Point Physical Development Management Plan.

To gain input into the proposals for reuse as workforce housing and into the specific legislative changes, the Office of Housing conducted two public meetings in the Sand Point area – one on October 28, 2009 and another on December 12, 2009.

Eighteen community members attended the first meeting, which was designed to explain the current concept and identify issues for further discussion at the second meeting. Those in attendance were very curious about the proposal, but largely supportive. They identified workforce housing, limited commercial use, parking, and traffic as issues for further discussion.

The second community meeting had a small turnout, but those in attendance had a remarkable diversity of interests and opinions. Some of those in attendance were neighbors looking to ensure that the new uses complimented the existing neighborhood and that certain existing community concerns are addressed. Others in attendance were current or former neighbors who are advocates for the homeless and working on projects to house and/or train the homeless.

Taking the key issues individually:

- **Workforce Housing:** *Neighbors were broadly supportive of workforce housing for individuals at 80-100% of median income. Homeless advocates felt that less expensive housing for individuals with less income is a higher priority, if not housing for the homeless. Neighbors noted that quite a lot of homeless housing is already located adjacent to Building 9 and more is not desirable.*
- **Limited Commercial Use:** *Everyone in attendance seemed comfortable with self-storage in the basement and a small café in the center section of Building 9. There was some concern about parking*

and access to the self-storage facility. There were also many ideas about how community groups and/or the homeless could take advantage of these new facilities. Ideas included an art gallery for area artists in conjunction with the café, and storage in the basement for community groups and the homeless, as well as work opportunities for the homeless on building rehabilitation.

- **Parking:** *The City explained current and likely future parking requirements, as well as the location of parking identified in the Lorig report. Everyone seemed comfortable with this, although there was one participant who asked about putting parking in the basement of Building 9.*
- **Traffic:** *The primary concerns expressed related to traffic are already issues in the neighborhood – especially pedestrian and bicycle crossings and sidewalks along Sand Point Way. Suggestions were made for new and wider sidewalks and more bus stops. Also, much enthusiasm was expressed for stronger connections to transit and the Burke-Gilman Trail.*
- **Other Issues:** *Other issues noted were how perfect a place this will be to live, the importance of connecting with the historic advisory committee for the new Sand Point Historic District (Building 9 is a contributing structure), and a concern about long-term management of Building 9 and how the community can remonstrate if needed.*

introduction

AFTER MANY YEARS OF EXPENSIVE MAINTENANCE with no apparent feasible use of Building 9 for educational purposes, the City of Seattle and University of Washington sought another solution. The City of Seattle Office of Housing commissioned a study to explore the feasibility of reusing Building 9 as

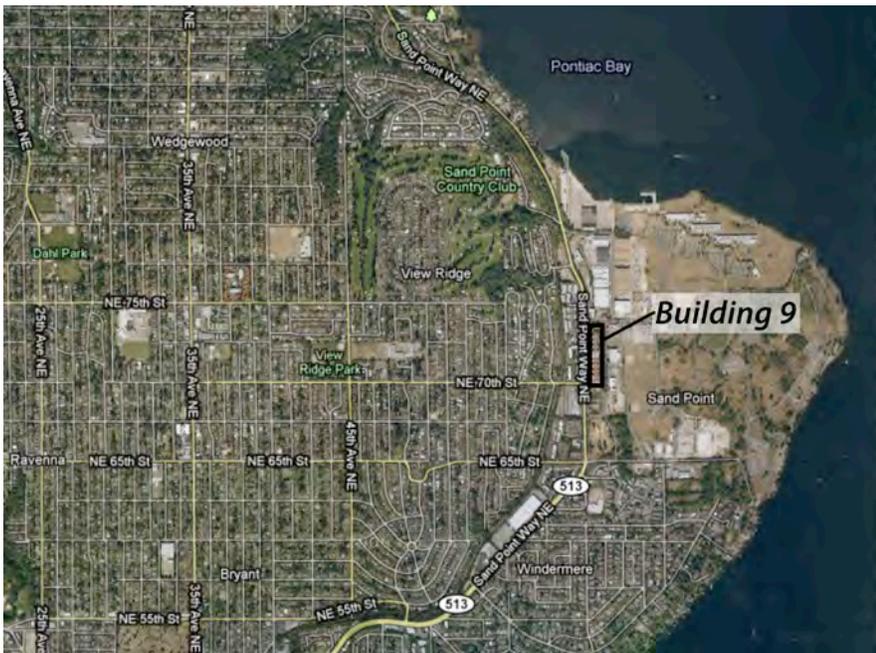


workforce housing. This study developed a concept for workforce housing with limited commercial use in the basement and center section. To facilitate realization of this concept, the City of Seattle set out to make necessary legislative changes to the City code to allow these proposed uses in Building 9. Part of that process was to conduct two public meetings to explain the concept and gain neighborhood input on the proposed concept and legislative changes.

The purpose of this document is to quickly review the history and current condition of Building 9, describe the redevelopment concept, and to document the public response at two community meetings held in October and December of 2009.

one: building 9 context and characteristics

BUILDING 9 WAS ORIGINALLY BUILT as part of the Sand Point Naval Air Station. In the 1990s most of the air base was transferred to local public agencies. Building 9 is located at the west edge of Warren G. Magnuson Park.



CONTEXT

Building 9 is on the east side of Sand Point Way, immediately south of the northern entrance to Magnuson Park and adjacent to several other former military buildings that are now in community use. It is just east of the View Ridge neighborhood. Owned by the University of Washington, Building 9 is approximately four miles north of the main University campus. Also relevant to this discussion, Building 9 is about 2 miles north of the Childrens Hospital main facility.

ADJACENT USES

North of Building 9 are several former airplane hangers that are now in a variety of community uses, including sports, recreation and leisure organizations such as Arena Sports Seattle and Cascade Bicycle Club; environmental organizations such as the Seattle Audubon Society Nature Camp and the Seattle Conservation Corps; and arts, culture and educational organizations such as Civic Light Opera and YMCA Day Camps.

Immediately east across the street from Building 9 is the Magnuson

Community Center. South and southeast of Building 9 are several buildings providing housing and supportive services for the formerly homeless. With another building planned, these facilities should soon house approximately 200 people.

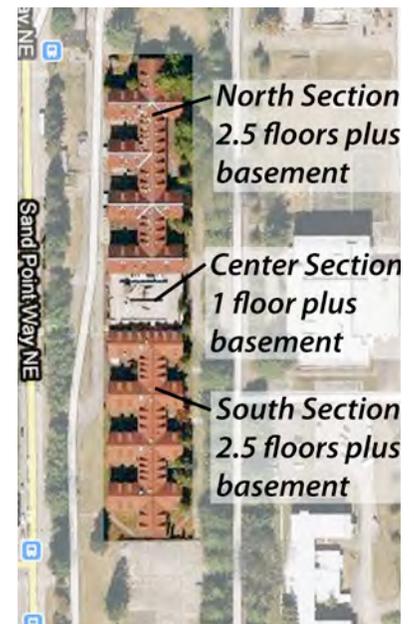
Sand Point Way NE runs north-south adjacent to Building 9. Just a few yards beyond Sand Point Way, the Burke Gilman Trail provides bicycle and pedestrian access south to the University, Children’s Hospital, and into downtown Seattle, as well as to the north.

BUILDING CHARACTERISTICS

Building 9 is 223,000 square feet in three sections. It is 800 feet long and 43 feet tall. The north and south sections are made of brick, built in the colonial revival style, and include two stories plus attics and basement. The center section is one story plus basement and made of wood.

Building 9 is currently in poor condition. During the last decade, it has been broken into for temporary shelter and frequently vandalized. The University of Washington is spending approximately \$200,000 per year just to keep the building secured. There are broken and boarded up windows. Much of the plumbing and electrical systems have been removed by scavengers.

Positively, Building 9 was recently declared a contributing building to the newly designated Sand Point Historic District. This makes the building eligible for a 20% tax credit for the costs of major renovations that are completed in accordance with the Secretary of the Interior’s Standards for Rehabilitation of Historic Buildings.



two: history of building 9

BUILDING 9 WAS CONSTRUCTED AS A BARRACKS for the Sand Point Naval Air Station. The north section was built in 1929, with the center and south sections added in 1938. The building served as a barracks for the Transient



Personnel Unit. In addition to the barracks, Building 9 also was home to a naval chapel, general mess hall, a courtroom, offices, and an Officer's Club.

In the 1990s, the Navy determined to close its facilities on the Sand Point peninsula. After long negotiations, the Navy's properties were turned over to the National Oceanic and Atmospheric Administration, the U.S. Department of the Interior, the City of Seattle, and the University of

Washington. Building 9 was transferred to the University in 1999 through a quitclaim deed from the U.S. Department of Education.

The conditions of the deed include:

- *Building 9 shall be solely and continuously used for educational purposes. This was expected to include temporary UW classrooms and offices displaced during on-campus construction, educational programs of specific nonprofit organizations, or other educational purposes.*

- *Advance authorization from the US Secretary of Education is required to sell, resell, rent, mortgage, encumber or otherwise transfer interest in Building 9.*
- *UW must file an operation and maintenance report to the US Secretary of Education every two years.*
- *US must remain a tax-supported 501(c)3 nonprofit institution.*
- *UW will comply with the acts and regulations preventing discrimination based on race, sex, or handicap.*

Additionally, thirty covenants govern the property transfer, several of which will impact potential reuse of the building:

- *The United States government will be notified immediately if additional remedial action against environmental hazards is necessary.*
- *UW will bear responsibility to eliminate the lead-based paint in the building.*
- *The historic district covenant requires the UW to perform steps when redeveloping Building 9.*
- *Permission from the State Historic Preservation Officer must be obtained for any alteration that would materially affect the integrity, appearance or historic valued of the building or landscape.*

public input on workforce housing proposal

three: proposal for reuse as workforce housing and limited commercial use

CURRENT CONCEPT

- **“Workforce housing with limited commercial use”**
- **“Workforce:”**
Household incomes of up to \$45,000 – \$67,000, i.e.:
 - Teachers
 - Nurses
 - Young professionals, etc.
- **“Limited Commercial Use:”**
Some income from the basement and/or mid section

AFTER MANY YEARS OF EXPENSIVE MAINTENANCE and no viable uses allowed under the quitclaim requirements, the University of Washington was at a standstill. To encourage redevelopment of Building 9, the City of Seattle’s Office of Housing commissioned a feasibility study of reusing the building for workforce housing. This required analysis of building condition, market conditions, and financing opportunities, as well as current City codes.

PROPOSAL

Lorig Associates was commissioned to conduct the feasibility study. Lorig is an experienced housing developer and manager, with considerable familiarity with reusing historic buildings as housing of various types. The Lorig study concluded that workforce housing in Building 9 could work with the following configuration:

<i>Feasibility: Lorig Associates, Fall 2008</i>
<ul style="list-style-type: none"> • One & two bedroom apartments <ul style="list-style-type: none"> – Rents: \$1,115 – \$1,687 – Sizes: 642 – 1,110 square feet
<ul style="list-style-type: none"> • Self-storage in basement (income producing)
<ul style="list-style-type: none"> • Possible café in mid-section (income producing)

The Lorig report envisions funding coming from a private equity investor, construction and long-term loans, historic preservation tax credits, and possibly a grant or loan from a community-based investor seeking to enhance the affordability or some other aspect of the project.

four: needed legislative changes

THE FUTURE USE OF BUILDING 9 is governed by the City’s Comprehensive Plan and the Sand Point Overlay District, which is part of the City’s zoning code. In addition, although not binding, the Sand Point Physical Development Management Plan also identifies how property at Sand Point is to be used. In order for Building 9 to be redeveloped as workforce housing, each of these documents needs to be modified.

To simplify this effort, the Office of Housing staff proposes very narrow changes that will only apply to Building 9. The following sections show proposed changes to the Comprehensive Plan, Overlay District, and Management Plan. New language is highlighted. (For context, more complete text with highlighted additions to the Sand Point Overlay District and the Sand Point Physical Development Management Plan are included in Appendix 2.)

COMPREHENSIVE PLAN

Proposed Comprehensive Plan Changes (Ordinance 118622)

To allow residential uses in Building 9 and permit limited commercial uses in portions of this existing building that are not suitable for residential use, as a way to use the space efficiently and to generate revenue that can reduce the cost of the housing provided, subsection LU3 must be changed to state:

“the Education and Community Activities Area be developed as open public areas, opportunities for education and educational support activities **including housing in Building 9**, selective economic development activities **including limited ancillary commercial use in Building 9**, and recreational, arts and cultural activities.”

SANDPOINT OVERLAY DISTRICT

Proposed Sand Point Overlay District Changes

Add two permitted uses to Sec. C of Sand Point Overlay District:

- 7. Mini-storage when located within Building 9 as identified in the Sand Point Physical Development Management Plan; and**
- 8. Restaurant that does not exceed 1,500 ft and is located within Building 9 as identified in the Sand Point Physical Development Plan.**

SANDPOINT PHYSICAL DEVELOPMENT MANAGEMENT PLAN

Proposed Sand Point Physical Development Management Plan Changes

Add the following language:

Principal Considerations:

Place priority on educational uses, ***including housing for educational institutions***, where appropriate.

Building 9 Specific Section:

“Building 9 may be developed as workforce housing for people making 80-100% of area median income and some limited commercial use in the basement and mid-section of the first floor.”

five: public involvement process and summary of input

TO INFORM AND GAIN INPUT from neighbors, community groups, and other interested parties, the City of Seattle held two public meetings in the Sand Point area on October 28 and December 12, 2009. Further, the City Council will hold one or two public hearings on the proposed legislative changes in February and/or March 2010, as illustrated below:



COMMUNITY MEETING: OCTOBER 28, 2009

The first community meeting was held on October 28 at the Sand Point Community United Methodist Church. There was a modest turnout, including representatives of various community groups and neighbors, as well as representatives of the University of Washington, the City of Seattle Office of Housing, and a facilitator. City staff presented a history of Building 9, outlined

the needed legislative changes, and discussed the upcoming process.

Following the presentation, City staff responded to many questions, and then the facilitator asked the attendees to identify what they thought were the major issues to be discussed in depth at the upcoming December meeting.

There was strong consensus that these issues, in declining priority, were:

- *Workforce Housing*
- *Limited Commercial Use*
- *Parking, and*
- *Traffic.*

In general, those in attendance seemed favorable to the proposal as presented and glad to hear that Building 9 would be put into productive use.

COMMUNITY MEETING: DECEMBER 12, 2009

The second community meeting was held on December 12 at “the Brig” at Magnuson Park. There was a small turnout, but those in attendance were passionate and had a remarkable diversity of interests and opinions. Some of those in attendance were neighbors looking to ensure that the new uses complimented the existing neighborhood and that certain existing community concerns are addressed. Others in attendance were current or former neighbors who are advocates for the homeless and working on projects to house and/or train the homeless.

City staff presented a history of Building 9, an overview of the proposed reuse of Building 9 as workforce housing and limited commercial use, and then outlined the needed legislative changes in detail, including the upcoming process. The presentation was frequently interrupted with questions, comments, opinions, and debate. Through this process, a healthy discussion

emerged, with various attendees gaining understanding of each others' interests and opinions.

After the presentation and free form discussion, the facilitator asked the participants to address the key issues identified on October 28 individually. The following is a synthesis of the group discussion. A transcription and photograph of the wall graphic created at the meeting follows this synthesis.

Taking the key issues individually:

- **Workforce Housing:** *Neighbors were broadly supportive of workforce housing for individuals at 80-100% of median income. Homeless advocates felt that less expensive housing for individuals with less income is a higher priority, if not housing for the homeless. Neighbors noted that quite a lot of homeless housing is already located adjacent to Building 9 and more is not desirable.*
- **Limited Commercial Use:** *Everyone in attendance seemed comfortable with self-storage in the basement and a small café in the center section of Building 9. There was some concern about parking and access to the self-storage facility. There were also lots of ideas about how community groups and/or the homeless could take advantage of these new facilities. Ideas included an art gallery for area artists in conjunction with the café, and storage in the basement for community groups and the homeless, as well as work opportunities for the homeless on building rehabilitation.*
- **Parking:** *The City explained current and likely future parking requirements, as well as the location of parking identified in the Lorig report. Everyone seemed comfortable with this, although there was one participant who asked about putting parking in the basement of Building 9.*

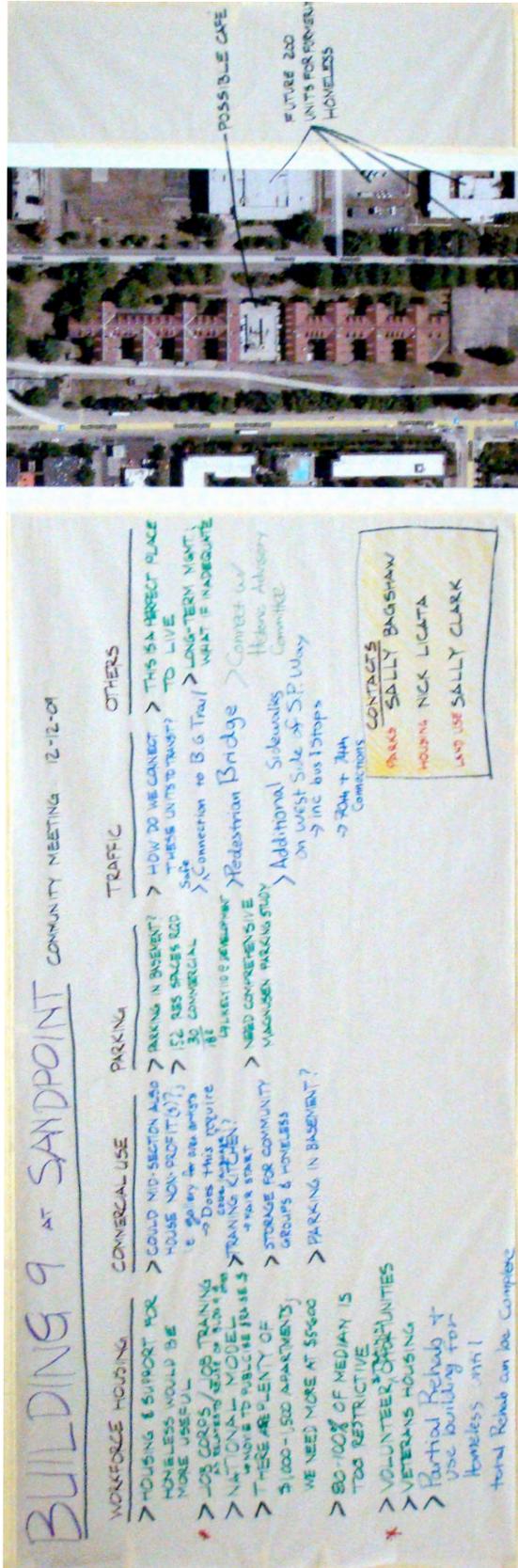
- **Traffic:** *The primary concerns expressed related to traffic are already issues in the neighborhood – especially pedestrian and bicycle crossings and sidewalks along Sand Point Way. Suggestions were made for new and wider sidewalks and more bus stops. Also, much enthusiasm was expressed for stronger connections to transit and the Burke-Gilman Trail.*
- **Other Issues:** *Other issues noted were how perfect a place this will be to live, the importance of connecting with the historic advisory committee for the new Sand Point Historic District (Building 9 is a contributing structure), and a concern about long-term management of Building 9 and how the community can remonstrate if needed.*

BUILDING 9 AT SANDPOINT — Community Meeting 12.12.09

WORKFORCE HOUSING	COMMERCIAL USE	PARKING	TRAFFIC	OTHERS
<ul style="list-style-type: none"> • Housing & Support for homeless would be more useful • Job Corps / Job Training as relates to reuse of Building 9 • National Model, with a movie to publicize and raise funds • There are plenty of \$1,000 - \$1,500 apartments; we need more at \$5-600 • 80 – 100% of median is too restrictive • Volunteer opportunities in job training for homeless • Veterans housing • Partial rehabilitation and reuse building for homeless until full rehabilitation is complete 	<ul style="list-style-type: none"> • Could mid-section also house nonprofit(s); i.e. a gallery for area artists – does this require code language? • Training kitchen, i.e. Fair Start? • Storage for community groups & homeless • Parking in basement? 	<ul style="list-style-type: none"> • Parking in basement? • Parking requirements: 152 Residential spaces 30 Commercial spaces • 182 Total (likely only 110 required by time of development, re: citywide code adjustments • Need comprehensive Magnuson Park parking study 	<ul style="list-style-type: none"> • How do we connect these units to transit? • Safe connection to the Burke Gillman Trail • Pedestrian Bridge • Additional sidewalks on west side of Sand Point Way, including bus stops: 70th & 74th connections 	<ul style="list-style-type: none"> • This is a perfect place to live • Long-term management; what can the neighborhood do if it is inadequate? • Connect with Historic Advisory Committee

CITY COUNCIL CONTACTS

- ◆ Parks: Sally Bagshaw
- ◆ Housing: Nick Licata
- ◆ Land Use: Sally Clark



appendix I: acknowledgements

CITY OF SEATTLE OFFICE OF HOUSING

- *Adrienne Quinn, Director*
- *Mark Ellerbrook*
- *Ryan Curren*

UNIVERSITY OF WASHINGTON

- *Aaron Hoard, Regional Affairs*

BRIAN DOUGLAS SCOTT, PH.D. PLANNING & URBAN DESIGN

- *Brian Scott*

LORIG ASSOCIATES

Lorig Associates, *Building 9 Workforce Housing Feasibility Study*. City of Seattle Office of Housing. November 19, 2008.

appendix II: legislative changes in context

The following are larger sections of the Sand Point Overlay District and Sand Point Physical Development Management Plan with proposed changes highlighted. These are the same changes shown in section four, but with more complete context.

SAND POINT OVERLAY DISTRICT

Proposed Sand Point Overlay District Changes

Add two permitted uses to Sec. C of Sand Point Overlay District:

C. Uses Permitted Within Subarea C depicted on Map A. In addition to the uses permitted outright in Section 23.45.004, the following principal uses are permitted outright in Subarea C as depicted on Map A for 23.72.004:

1. Food processing;
2. Horticulture;
3. Institutions, except hospitals;
4. Lecture and meeting halls;
5. Medical service uses, excluding animal health services, mortuary and funeral services; and
6. Offices, in structures in existence as of July 18, 1997.
7. *Mini-storage when located within Building 9 as identified in the Sand Point Physical Development Management Plan; and*
8. *Restaurant that does not exceed 1,500 ft and is located within Building 9 as identified in the Sand Point Physical Development Plan.*

SAND POINT PHYSICAL DEVELOPMENT MANAGEMENT PLAN

Proposed Sand Point Physical Development Management Plan Changes

Summary: The north central portion of the site will be dedicated to the development of education and community service activities, and to allow for development of a film studio.

Principal Considerations:

- Place priority on educational uses, *including housing for educational institutions*, where appropriate
- Maximize public benefits and provide a range of uses and activities
- 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 environmental impacts, such as traffic, noise, and pollution
- Minimize taxpayer burden

Building 9 is intended to be developed as a multi-use educational facility. It has historically been used for temporary barracks, food service, conference facility, classrooms and administrative offices, but is proposed to be developed to support a variety of educational needs. Classroom space is expected to be developed for higher education classes. These may include community college and four-year institution credit courses, continuing education courses, and specialized community service courses. In addition to classroom space, Building 9 may also house administrative offices to support a single or a mix of educational institutions providing services to Seattle residents. The kitchen facilities may be developed to provide professional training in the culinary arts and support a dining facility for use by Sand Point occupants. *Building 9 may be developed as workforce housing for people making 80-100% of area median income and some limited commercial use in the basement and mid-section of the first floor.* The educational programs offered in this building will provide services to the people residing in the Residential Area as well as the general public, and the building may also provide residential accommodations for up to 200 students in the existing dormitory space.

Temporary use of building nine as a secondary educational facility would also be considered appropriate. The potential of using this building for a two to three year period for a high school would be acceptable if it enhances the long-term viability of the buildings use for education and educational support activities.