



MAYOR'S RECOMMENDATIONS: Seattle's Central Waterfront Concept Plan

06/29/2006



citydesign

Department of Planning and Development
City of Seattle, Mayor Greg Nickels

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For more information and updates about
Mayor's Recommendations: Seattle's Central Waterfront Plan, visit:
http://www.seattle.gov/dpd/Planning/Central_Waterfront/index.asp

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The background of the page is a grayscale image of water with ripples, creating a textured, wavy pattern. The text is centered in the upper half of the page.

Waterfront Concept Plan Overview

Waterfront Concept Plan Overview

The Introduction and Background sections of the Waterfront Concept Plan provides a description of the study area and context for the project. The Background section provides a chronology of the public process that has guided development of the Concept Plan and also summarizes the outcomes of the project since the summer of 2003.

The next two sections reiterates the City Council adopted Framework Principles (adopted by Resolution 30664 in April, 2004) that have guided all steps of the Concept Plan's development and provides a vision for the waterfront. The Framework Principles are the basis for the Vision, Thematic Concept, and the Mayor's Recommended Objectives and Strategies that follow.

The core of the Waterfront Concept Plan consists of the Mayor's Recommended Objectives and Strategies. These are illustrated in graphic layers that represent the primary elements of the waterfront public realm and formatted into twelve sections:

Waterfront Heritage

Public Spaces

Shoreline and Aquatic Habitat

Upland Sustainable Design

Pedestrian Connections

Transit and Vehicular Connections

Design Review and Regulatory Changes

Comprehensive Plan Amendments

Development Opportunities

Special Design Elements

Implementation

Next Steps

Implementation mechanisms, including regulatory amendments, design guidelines, private investment strategies, mechanisms for funding public improvements, strategies for pooled or off-site mitigation, scientific monitoring, and a structure for an oversight agency will be developed as part of a public realm plan, the next phase of waterfront planning.

The Mayor's Recommended Objectives and Strategies are intended to provide a program for development of a waterfront public realm plan. The concept plan provides direction for the City of Seattle to develop a more detailed public realm plan for the waterfront and also addresses concurrent redevelopment and capital projects on the waterfront that will impact the area and that the City of Seattle may have vested interest in.

Introduction

The replacement of the viaduct section of State Route 99 and seawall along the waterfront presents a once in a lifetime opportunity to rethink Seattle's central waterfront. Not long after the Nisqually earthquake in February, 2001 it was apparent that the waterfront section of SR 99 would need to be replaced. State Route 99 is a vital north-south transportation corridor through downtown Seattle. The health of the Puget Sound region's economy depends on the ability of SR 99 to carry over 100,000 vehicles per day through the waterfront on Elliott Bay. But, the waterfront is not solely a transportation corridor.

In 2001, Mayor Greg Nickels recognized the waterfront as Seattle's "front porch" that in the future should accommodate a wide range of uses for the city's diverse population. It also became apparent that the seawall along the waterfront is in need of replacement after many years of use. Soon after planning for the replacement of SR 99 and seawall began, Mayor Nickels initiated the City's Waterfront Planning effort to ensure that the waterfront be planned comprehensively and for the long term. In December, 2004 the State of Washington, the City of Seattle, and the Federal Highway Administration weighed a number of options for replacing the viaduct and determined that a tunnel should be the preferred alternative. The preferred tunnel alternative is the basis for the City of Seattle's planning effort for the waterfront.

The waterfront planning process began in 2003 with public forums and discussion groups that gave residents, businesses and others an opportunity to learn about issues surrounding the waterfront and offer suggestions on how to improve it. In February, 2004, over 300 designers, planners, students, community advocates and others participated in the waterfront *Visioning Charrette* at the Bell Harbor International Conference Center. Design concepts prepared by 22 teams envisioned major uses, public spaces, and other key elements on the waterfront.

The event was the largest of its kind in Seattle history.

The Waterfront Concept Plan represents the combined efforts of the Department of Planning and Development (DPD) and other City departments in making recommendations for Seattle's waterfront based on the outcomes of the charrette, public forums and other events. The project has captured Seattle's imagination and generated many creative ideas. For the past three years, hundreds of people in the community, together with City staff and other agencies, have been envisioning a new waterfront. With catalyst projects such as the Alaskan Way Tunnel project, the redevelopment of Colman Dock, improvements to the Seattle Aquarium, replacement of Piers 62/63, and construction of the Olympic Sculpture Park, the transformation of the waterfront is already underway.

The waterfront demands a coherent framework that links together all of these new initiatives and sets a direction for a future public and private development that will benefit everyone who lives, works and plays along the water's edge. The concept plan provides a planning and urban design framework that will guide the City in making decisions for the future of the waterfront. It sets out a vision and development program that can be realized over time, relying on partnerships for funding and future cooperative management. The next step for waterfront planning will be the development of a more detailed public realm plan that will define the public spaces, an Alaskan Way promenade and east-west pedestrian connections for an authentic yet unique waterfront character. These elements will be the basis for creating a place that links major development projects, currently underway or proposed, into a coherent whole.

**“This is a 100-year
opportunity to reconnect
the city to the waterfront.”**

Mayor Nickels

The Regional Context of the Waterfront



The Regional Context of the Waterfront

Seattle's central waterfront is part of the Puget Sound shoreline that extends through four counties. It is at the center of Puget Sound region and plays a significant role in the culture, economy, and transportation network of the region and state. As a vital waterborne transportation hub for the region, the waterfront is home to Colman Dock, a major terminal for the Washington State Ferry system that links the Olympic Peninsula with Seattle and the rest of the state east of Puget Sound. Nearly 28,000 passengers and 8,000 vehicles on the ferries pass through Seattle's waterfront each day. These include both daily commuters and periodic visitors moving east and west between King and Kitsap Counties.

Seattle's waterfront is an important part of Washington State's regional highway system. State Route 99 is a vital north-south transportation corridor that passes through downtown Seattle and the waterfront. The section of SR99 through the waterfront links the Interbay and Duwamish manufacturing and industrial centers on either side of downtown Seattle. It is also part of a regional north-south transportation corridor that links major employment centers in Pierce, King, and Snohomish Counties. The ability of SR 99 to carry over 100,000 vehicles per day through the waterfront on Elliott Bay is a major factor in the vitality of the Puget Sound regional economy.

The waterfront is also an indispensable regional rail corridor. The Burlington Northern Santa Fe mainline through the waterfront enables freight and Amtrak passenger service between Seattle and the rest of the West Coast, Canada and points east of the Cascade Mountains. Sound Transit regional commuter rail service between Seattle and Everett also uses the BNSF mainline on the waterfront.

The waterfront and Elliott Bay are part of the complex food web and ecology of Puget Sound, the second largest estuary in North America behind Chesapeake Bay on the Atlantic coast. Salmon from the Duwamish and other rivers of Puget Sound migrate through Elliott Bay and use the near shore habitats of the waterfront. Other aquatic animals such as sharks, orcas, and rock fish also use Elliott Bay and the near shore environment of the waterfront. Resident and migrating birds use the near shore waters and uplands to nest. The waterfront ecosystem is influenced by the wind, tides and currents of Puget Sound. Fresh water discharge from the Duwamish River and other watersheds affects the water quality and salinity of Elliott Bay and creates the unique habitat conditions of the waterfront.

As a significant regional destination for visitors, Seattle's waterfront is an important cultural and economic asset for the state. The waterfront provides terminal facilities for cruise ships that transport nearly 700,000 passengers between Puget Sound and Alaska. Seattle's waterfront is also home to major regional attractions such as the Seattle Aquarium, Odyssey Maritime Discovery Center, and the Pike Place Market that attract nearly 11 million visitors annually. The addition of the Olympic Sculpture Park and expansion of the aquarium will likely increase this number in the future. These attractions are also vital cultural and educational resources for students from Puget Sound and other parts of Washington State.





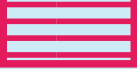
Seattle's waterfront is a significant contributor to the regional economy. In 2005, the cruise ship industry alone contributed around \$208 million in annual business revenue, 1,732 jobs, and \$5.8 million in state and local taxes to the region's economy. The Seattle Aquarium, Odyssey Maritime Discovery Center, Pike Place Market and other attractions also generate tourist revenue for Seattle, King County and the State of Washington. Each of the 11 million visitors to these and other waterfront destinations are likely to spend an average of \$100 per person resulting in approximately \$1.1 billion in annual revenue. This \$1.1 billion generated by waterfront visitors is around 28% of King County's \$4 billion in tourist revenues.

The waterfront is a regional place – a cultural resource, economic generator, ecosystem, and transportation hub and corridor for all of Washington.

SEATTLE'S WATERFRONT

► Study Area

LEGEND

-  Current Study Area
-  Original Study Area
-  Pike Place Market Historic District
-  Central Civic Space
-  Pioneer Square Preservation District



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City of Seattle, Greg Nickels, Mayor



Waterfront Plan Study Area

The initial boundaries of the Central Waterfront planning study area proposed at the beginning of the project in 2003 are shown on the map to the left. As part of the larger Elliott Bay environment, the area encompassed a corridor extending roughly two miles along the shoreline edge of the Center City, parallel to Alaskan Way from South Atlantic Street to West Thomas Street and Myrtle Edwards Park. The boundaries were intended to cover an area of potential transition “bookended” on the north and south by established manufacturing and industrial centers.

The original study area boundaries reflected the need to rethink the geography of the Central Waterfront due to major changes occurring since the 1987 Downtown Harborfront Public Improvement Plan. Past planning for the Central Waterfront focused only on the shoreline area between the Colman Dock Ferry Terminal and Myrtle Edwards Park with the Alaskan Way Viaduct structure as the inland boundary. Now, the following possibilities suggests a study area that reflects a transitional area with important relationships between the waterfront and Center City uplands:

- the new Olympic Sculpture Park and Thomas Street crossing on the north end of the waterfront
- intensive redevelopment of the Colman Dock ferry terminal area into a mixed use multi-modal transit hub
- connections to the King Street Station and Westlake multi-modal transit hubs and other transit facilities upland of the waterfront
- integrated connections between Pioneer Square with the waterfront
- a major public space connecting the Pike Place Market to the waterfront

The planning study area included portions of the adjacent neighborhoods of Belltown, the Commercial Core, and Pioneer Square that would most likely influence or be influenced by conditions on the shoreline environment. The study area boundaries also considered topography, either steep slopes with view potential or level areas with direct east-west connections, and the unique development pattern of lower building heights different from the rest of the downtown urban center. The replacement of the Alaskan Way Viaduct has also influenced the study area. The viaduct was no longer to be an edge for the waterfront. The space created by its removal will be at the center of a new waterfront district. It was also important to include the section of SR99 up to Battery Street tunnel portal in the planning.

The two existing historic review districts, Pike Place Market Historic District and the Pioneer Square Preservation District, were also included within the planning area boundaries. In addition, a central waterfront civic space consisting of Piers 62/63, the Seattle Aquarium and a lid over SR99 that connects the waterfront to Victor Steinbrueck Park was also an important consideration for the planning effort.

Current Study Area

The following changes have been made to the Waterfront Planning Study area to provide better focus for the planning effort

- Terminal 46 has been taken out of the study area since the Port of Seattle has determined that T46 will continue to function as a container handling facility.
- The northern boundary of the study area is now at Bay Street.
- The eastern boundary south of Union Street is now at First Avenue

Background

Chronology of Public Process and Milestones

2002

July 15

City Council Resolution 30497 relating to the Alaskan Way Viaduct and Seawall Project, indicating the high priority of this Project and establishing initial guiding principles for the Project.

2003

June 2003
to March 2004

Preparation of draft Principles

June 2003
to January 2004

Background Report. This document was prepared by DPD staff describes existing conditions, plans and policies applicable to the central waterfront. Topics covered include land use, transportation, urban design, natural conditions, economic conditions, and current plans, policies and regulations. The Background Report provided essential information for participants in the public forums and technical discussion groups in 2003 and the visioning charrette in 2004.



Graphics produced by attendees of Public Forum #1

Public Forum #1 The first waterfront forum was co-sponsored by the Planning and Design Commissions. Approximately 200 attended this event that was intended to introduce the project to the public and encourage designers, neighborhood advocates, business operators and others to participate in planning the central waterfront. The event informed stakeholders and the general public about current policies and planning related to the central waterfront and introduced draft planning principles for review. Mayor Greg Nickels opened the event and keynote speaker Michael Sorkin and a panel of futurists broadened participants' thinking about the possibilities and challenges of the central waterfront. Commissioners facilitated a role playing workshop that focused on diverse users and their activities on the waterfront. This exercise resulted in a rich set of ideas about what people like about the waterfront and what they think are barriers.



September-October

Discussion Groups City staff facilitated five discussion groups around the topics of:

- 1 Transportation
- 2 Urban Design/Public Space/Historic Preservation/Arts/Culture
- 3 Natural Environment and Ecology
- 4 Economic Development/Tourism/Trade
- 5 Neighborhood/Community/Housing/Social Services/Stewardship.

Technical experts and key stakeholders met for a total of 13 meetings to advise City staff on key issues, opportunities and challenges for the central waterfront.

Center School Participation Several members of the Planning and Design Commissions conducted special outreach to local high schools to interest students in

waterfront planning. This resulted in a class at Center School, a public high school operating at Seattle Center, incorporating activities related to the waterfront. The commissioners, assisted by UW architecture students, facilitated several class sessions looking at how young people use the waterfront. Center School students presented their findings at the second waterfront forum.

November 7

Public Forum #2 The second forum sponsored by the Planning and Design Commissions was held on November 7, 2003. Approximately 200 attended this event to hear the results of the five discussion groups and an update from the Viaduct and Seawall Replacement Project team. Moderator John Howell facilitated a panel of leaders from the five discussion groups that focused on the conflicts and challenges of the waterfront. Deputy Mayor Tim Ceis offered his perspective on the waterfront and encouraged people to participate in the planning. Commissioners then facilitated an interactive session on the priorities generated at the role playing session at Forum #1 and the findings of the discussion groups. The interactive session synthesized the expert perspectives of the discussion groups with the broader user perspectives from the role playing session. The work session teams identified priorities for users and potential conflicts to be resolved. The event also included a boat tour of the waterfront and Elliott Bay.

Comments and work session outcomes from Public Forums 1 and 2 and the technical discussion groups informed the development of the draft Framework Principles and design parameters that guided participants in the 2004 Waterfront Visioning Charrette.

2004

January 29

Charrette Orientation
Approximately 200 attended this event where background materials and a brief for the upcoming charrette were provided.



February 12

Waterfront Environmental Forum
Event sponsored by the City's Office of Sustainability and Environment (OSE), with People for Puget Sound, where detailed information on the ecological issues, especially shoreline habitat, was presented in preparation for the charrette.

February 27 -28

Waterfront Visioning Charrette 300 people from five countries developed 22 visions for the waterfront based on the principles, background materials, and creative talent of the participants. The charrette was intended to (1) identify visionary ideas about how Seattle's waterfront could develop, (2) expand our list of what uses should be considered, (3) provide creative input that informs the process for creating the Central Waterfront Concept Plan, (4) educate people about the issues along the waterfront, (5) help gauge public opinion. Seven themes emerged from the charrette: Connect the center City uplands to the central waterfront, replace the Alaskan Way Viaduct with a new urban vitality, bring water into land and land into water, accommodate multiple modes of transportation, enhance shoreline and upland habitats, and develop long-term strategies for Terminal 46.

April 26 **City Council Resolution 30664** adopting Principles for Development of a Central Waterfront Plan. (Listed on page 10-11.)

April 7 **Presentation of Charrette Results** Around 600 people attended the public presentation and exhibit of the February charrette outcomes.

July 2004
to September 2005 **Development of the draft Waterfront Concept Plan** Development of the concept plan began with sorting of the charrette recommendations by City staff in summer, 2004. Using the charrette recommendations, staff then developed three concept alternatives: The String of Pearls, the Bowtie, and the Linear concepts (see next page). These concept alternatives led to a thematic concept for the waterfront around which the a concept plan could be developed. The thematic concept resulted from a composite of the three concept alternatives. The ideas and recommended actions of the charrette also informed the development of programmatic elements, such as public spaces, shoreline habitat, pedestrian connections, development opportunities, etc., for the thematic concept. These programmatic elements form the Mayor's Recommended Objectives and Strategies of the concept plan.

July 2004
to February 2005 **Waterfront Advisory Team** Convened by the DPD director to advise staff on development of the Waterfront Concept Plan. The Waterfront Advisory Team (WAT) was comprised of members with expertise in key waterfront issues and functions. This group worked closely with staff in an advisory capacity to review alternative visions generated by the 2004 waterfront visioning charrette and scope the draft concept plan.

2005

February 12 **Waterfront Concept Plan Update** Around 200 people attended a public open house to review and comment on the most recent work on the draft concept plan.

June 21-23 **Viaduct/Seawall Replacement Project Public Meetings** Draft waterfront concept plan maps and preliminary staff recommendations were presented and displayed at three public meetings held in Downtown, Interbay, and West Seattle alongside Viaduct/Seawall Replacement Project materials.

June **Waterfront Partners Group** Convened in June, 2005. Representative stakeholder group that will advise City staff on waterfront planning and implementation. This group is also advising the Department of Parks and Recreation on the Central Waterfront Parks Feasibility Study. The Mission of the Waterfront Partners Group is to advise on, advocate for, and advance a bold and unique vision for the future of Seattle's Central Waterfront.

November
to January 2006 **Waterfront Concept Plan Exhibit** As part of the DPD CityDesign educational program, an exhibit of the Waterfront Concept Plan was placed in the Seattle Municipal Tower lobby. Mayor Greg Nickels was at the reception to kick off

January 10 **City Council Resolution 30726** declaring the Tunnel Option as the City's Preferred Alternative for replacement of the Alaskan Way Viaduct/ Seawall Project (the Project), and expressing preferences for the design and development of the Project.

City Council Resolution 30724 adopting Guiding Principles for decisions related to the Alaskan Way Viaduct and Seawall Project.

2006

February 1 **Waterfront Concept Plan Update** Around 150 people attended this public open house to review and comment on the most recent draft of the concept plan.

June **City Council Resolution** The Draft Waterfront Concept Plan is presented to the City Council for adoption by resolution.



Preliminary Concept Alternatives

In the spring of 2004 DPD CityDesign staff reviewed the work of the 22 charrette teams to identify common themes and potential conflicts that so far emerged from the planning process. A matrix was prepared to help sort and clarify recurring themes and design ideas (see Appendix II). It identifies the areas of agreement among the teams, as well as where teams diverged. Late in June 2004, the Waterfront Advisory Team (WAT) was formed to help DPD staff develop the scope of work for a waterfront concept plan. City staff from a number of departments concurrently formed an Interdepartmental Team (IDT) to further review the charrette proposals. Initially, members of the IDT addressed individual aspects of the waterfront including transportation, ecology, land use/urban design/open space, community/neighborhood development, and implementation/economic conditions. By the end of August, the IDT combined their work into three preliminary concept alternatives. These three approaches to organizing the space and functions of the Central Waterfront were based on input from the public forums in 2003, ideas from the charrette in 2004, as well as City staff IDT work. The preliminary concept alternatives were a significant step towards the draft Waterfront Concept Plan.

The Linear



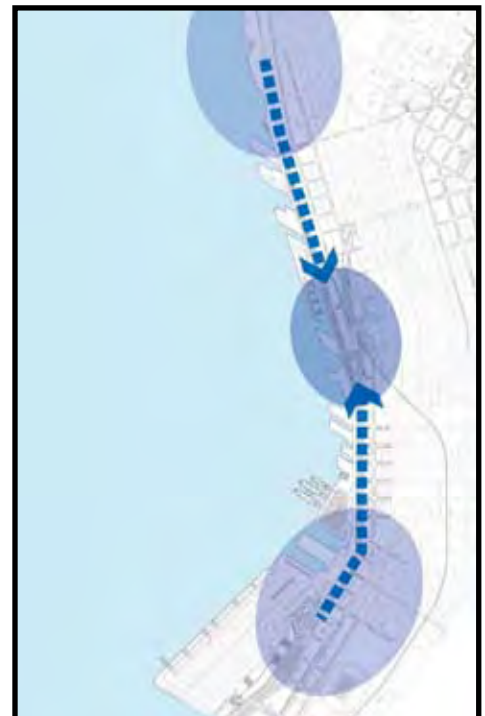
A classical open space establishes a strong linear axis along the waterfront. Activities would be evenly dispersed along the Central Waterfront. This scheme emphasizes north/south connections.

The String of Pearls



This scheme identifies five major activity nodes with public open spaces along the Central Waterfront that would be connected by a linear pedestrian promenade. As opposed to the Grand Promenade, this scheme seeks to intensify activities along the waterfront at key locations and focuses on east-west connections between the waterfront and the city.

The Bow Tie



In this scheme, two large activity centers dominate the northern and southern edges of the waterfront with an anchoring node in the center. All three nodes are connected by a linear promenade.



Framework Principles for Waterfront Planning

The framework principles, adopted by City Council resolution 30664, have guided the development of the draft Waterfront Concept Plan. The principles emerged from workshops at two public forums and discussions with stakeholders held at the beginning of the waterfront planning process in 2003. The framework principles will continue to guide City staff in the next phase of waterfront planning.



The following Principles reflect key values expressed by Seattleites over time about the central waterfront's future. They are not presented in order of priority. However, one overarching principle emerges among the wide range of public input for this critical area —the need to balance and integrate the multiple and potentially competing purposes for this area. In its new form, the central waterfront will accommodate private land uses, many modes of transportation, improved habitat and active public spaces. The success of the waterfront will depend on how well its multiple functions are balanced and integrated with each other.

Environmental Sustainability

Develop the waterfront as a model of environmental sustainability through redevelopment and public improvements that enhance marine habitat and migration, improve water and air quality, and reduce noise. Pursue "salmon-friendly" practices and improvements to enhance migratory fish routes and feeding areas.

Authenticity and Identity

Keep the waterfront real by accommodating functions that serve local community needs and by maintaining connections with the area's past. Promote the preservation of existing historic resources and new development that reinforces the uniqueness of place, reveals the dynamic nature of the shoreline, and reflects the spirit of the people of Seattle and the Puget Sound region. Honor and build upon the area's cultural and historic development pattern to provide a sense of continuity with the past, as well as link to the future. Recognize the historic resources in the waterfront area as an important component of the area's development pattern.



Destination and Movement

Improve the waterfront's accessibility as a destination for people while acknowledging its critical role as a transportation corridor to and through Downtown. Ensure that the multiple modes of transportation serving the waterfront are well integrated with each other and with the larger downtown and regional transportation network. Design transportation systems that implement the goals of Seattle's Comprehensive Plan.





**Balance
&
Integration**

**Diversity &
Flexibility**

**Economic
Development**

**Access &
Connection**

Balance and Integration As an overarching principle, strike a workable balance for integrating nature, human activities, economic development, and transportation to create a functional, ecologically sound, and beautiful waterfront. Within this balance, each of the waterfront zones should have a distinct mix of land uses, recognizing that the Central Waterfront is not a single neighborhood or district, but has, and will continue to have, distinct zones, each with its own character and function. Integrate important upland neighborhoods like the Pike Place Market with the waterfront while ensuring that waterfront activities complement rather than detract from the vitality of these areas.

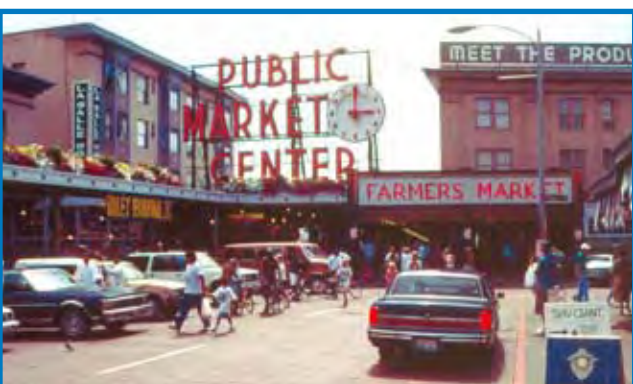
Diversity and Flexibility Plan for the waterfront’s future in a manner that recognizes the area’s dynamic nature and the need to respond to conditions likely to change over time. Make the waterfront an exciting urban neighborhood and regional destination that accommodates multiple functions, including recreation and public gathering, working waterfront activity, a place for people to live and work, and habitat conservation. Make the waterfront available to all people: residents, tourists, families and workers of all ages, incomes, social groups and physical abilities, and create public places for bringing people together.



Economic Development

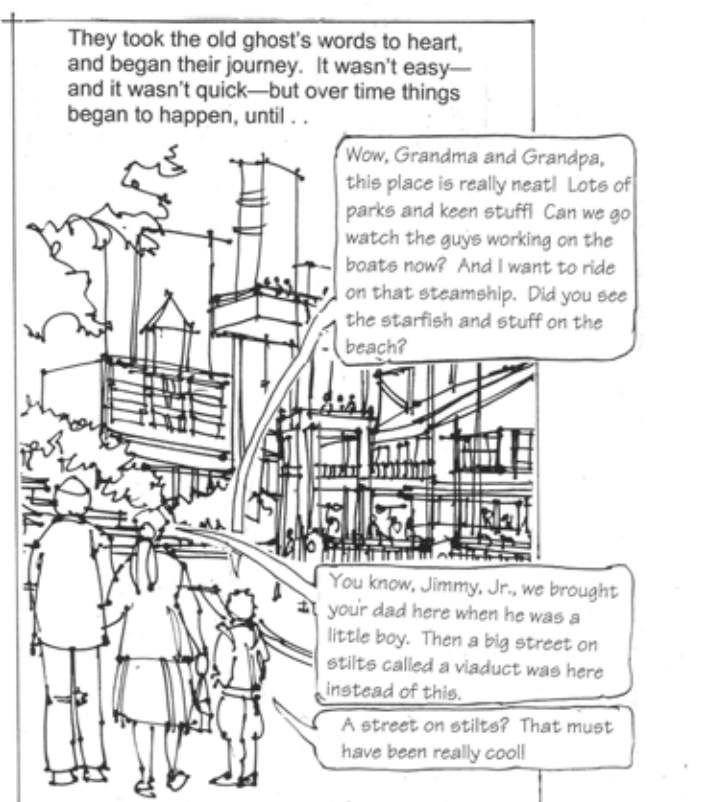
Promote a healthy economy and attract investment to the Puget Sound region by developing the area as a modern, urban, working waterfront and a major recreational and cultural amenity that serves as a symbol of the region’s vitality and livability. Recognize the economic benefits derived from tourism and continue to support tourist activities that enliven the area, support waterborne passenger travel as a working waterfront use, and provide amenities also enjoyed by the local population.

Access and Connection Make public use and access a primary objective for redeveloping the Central Waterfront. Increase physical and visual access to the shoreline and link the waterfront with inland areas so that each area reinforces the other and contributes to a cohesive Downtown. Extend the reach of the waterfront, in terms of visual access and physical connections, as far inland as possible. Maintain water views from downtown streets and public spaces, and provide public view corridors to strengthen visual access. Weave the waterfront and upland areas together through an intricate network of connections that provide a variety of quality experiences for pedestrians. Improve pedestrian connections—especially east-west connections—between the waterfront and the rest of the Center City.



Vision for the Central Waterfront

Seattle defines its presence in the nation as a dynamic city that embraces and spearheads principles of sustainability. Replacing the Viaduct and reclaiming its waterfront represents a once in a life time opportunity to reshape the city. This plan represents the City's aspirations to take advantage of this extraordinary opportunity. It is more than just reconnecting the city with the water – it is an opportunity to develop a new “Front Porch” that welcomes all, that will celebrate our diverse culture and heritage, that will define the city in its unique location within its incredible natural resources, and that represents an opportunity for economic growth for the city and the region. It is a project that will define the city for the next 100 years and one by which it will be measured in history.





Source: Stephanie Bower for the DPD

The Central Waterfront as it could be...

The Central Waterfront as it is, June 2006



Stephanie Bower

SEATTLE'S WATERFRONT

Thematic Concept: *Imagination, Memory & Movement*

(Full-color version of map at end of book)



Myrtle Edwards Park

North Waterfront



SAM's future Olympic Sculpture Park



Victor Steinbrueck Park

Central Waterfront



Pike Place Market



Fisherman's Memorial, Bell Harbor

South Waterfront



King Street Station

Aerial: Stadium on the left, Terminal 46 on top, and Smith Tower at right



Thematic Concept: Imagination, Memory, and Movement

The term “waterfront” elicits a variety of images, memories, and hopes for the future. Seattle’s Waterfront has persisted over time and evolved from a cargo and cannery culture into a destination for locals and visitors alike. The waterfront is experienced on many levels. This section of the Concept Plan suggests how Imagination, Memory, and Movement may shape the physical space of the waterfront and our experience of it.

Imagination

Imagination plays an important role in planning and designing the waterfront. The waterfront will become a place where people may remember the past, think on the present and imagine the future. All spaces, public art, views and connections on the waterfront may be designed with the purpose of sparking the human imagination.

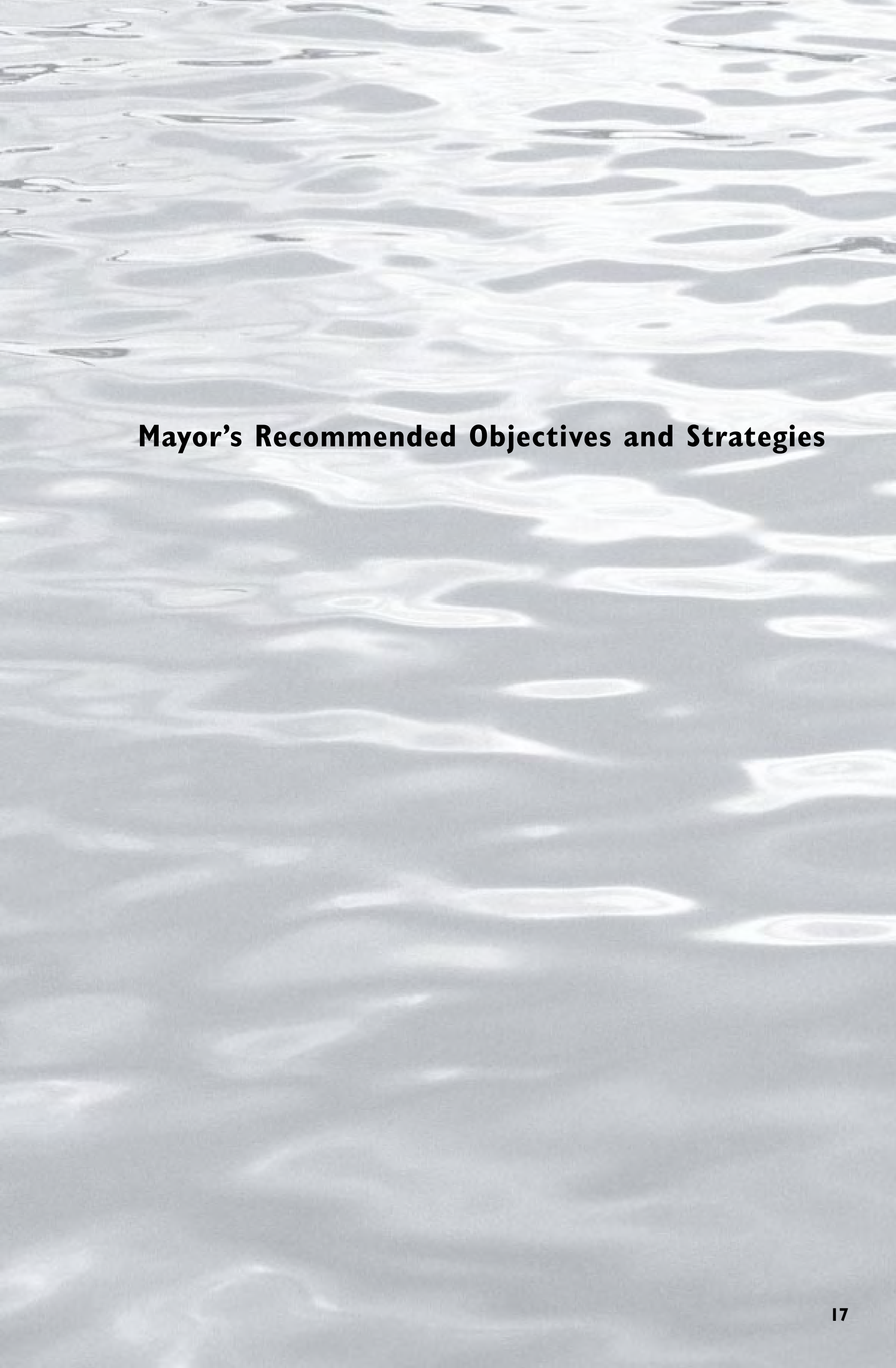
Memory

The past, present and future all commingle on the waterfront. Much of the original structures, uses and activities of the old waterfront are no longer present. Only remnants of its past remain to give people a sense of what the waterfront’s past may have been like. The south waterfront, has the most physical evidence of the city’s origins in the Pioneer Square area. It is also the location for some of the earliest Native American settlements and the gateway for the first immigrants to Seattle from Asia. The past is also evident in the central waterfront with the Pike Place Market and historic piers. The central portion of the waterfront also provides a strong connection to the present as part of the dynamism and growth of the city’s retail and business core. As we move north we see the new Olympic Sculpture Park, a bold, contemporary public space on the waterfront, and the Space Needle, built as part of the 1962 Seattle World Fair as a symbol of our aspirations for the future.

Movement

Seattle’s waterfront is a place of movement. Pedestrians, bicycles, cars, trucks, streetcars, trains, ferries, water taxis, cruise ships, and more are continuously and simultaneously moving about the waterfront 24 hours a day, seven days a week. Pedestrian movement on the Waterfront is a fundamental activity for relaxation, health, and enjoyment of the waterfront’s, public spaces, art, views, landmarks and shoreline. As people move between the city uplands and the waterfront, their experience is one of viewing landmarks in sequential relationship to each other.

Imagination, Memory and Movement may take form through a sequential “knitting” of public spaces, landmarks, vistas, habitats, connections, public art works, development opportunities, and more along the promenade of the waterfront (see map at left). This sequential “zigzag” knitting of features along the waterfront will create a varied yet unified experience during all seasons of the year and visually connect shorelands and uplands spaces on either side of the Alaskan Way promenade. Each of these features are described in the sections under Mayor’s Recommended Objectives and Strategies that follow.

The background of the page is a grayscale image of water ripples, creating a textured, wavy pattern. The ripples are of varying sizes and orientations, giving a sense of movement and depth. The overall tone is light and airy, with the text standing out clearly against the background.

Mayor's Recommended Objectives and Strategies



Source: U of W Digital Library



Source: Seattle Aquarium



Source: Seattle Aquarium



Drawing of early settlement along the waterfront, 1865.



Postcard of Seattle's busy waterfront, date unknown.



Waterfront 1960s?



Source: DPD

Waterfront Heritage

The central waterfront is not just a physical space but is a springboard for Seattle's imagination, a container for the city's memory, and a crossroads for the region's diverse culture. Around 13 million years ago, the Olympic mountain range was raised from the ocean floor by the westward movement of the North American plate. 14,000 years ago, glacial ice buried much of what is now the Puget Sound region. After the ice retreated, ancient ancestors of today's Native Americans settled along the shorelines of Puget Sound. For thousands of generations, a number of tribes established their territories and harvested the plentiful natural resources of fish and game. In 1792, Captain George Vancouver sailed into Elliott Bay on his ship Discovery and gave the bay and mountains their current names. Just 59 years later, Arthur Denny and his party landed on the shores of Alki and admired the potential for the deep waters of Elliott Bay to become a harbor for shipping. And thus, Seattle was born when Henry Yesler established his sawmill on the waterfront at the foot of Yesler Street. The name, Seattle, was selected to honor Chief Sealth, a great tribal leader who inspired local leaders with his eloquence and wisdom. More than 150 years later, Seattle is a thriving metropolis, major seaport, and home to people from all over the world.

Tribal Heritage

There has been a tribal presence on the waterfront since long before settlement by entrepreneurs and city builders. Tribal culture remains an important part of Seattle's culture and should be acknowledged in the future development of the waterfront.

Recommendations:

- Develop an education program that acknowledges historic tribal settlements in the central waterfront area. Provide accessible space for ongoing cultural and educational activities related to tribal culture and history.
- Provide a plaza for tribal gatherings and ceremonies. Base design of the plaza on cultural information.
- Activities related to tribal fishing rights should be accommodated in the planning and design for the central waterfront.
- Protect tribal historic and pre-settlement archeological resources. Treat any inadvertent discovery sites with respect and consideration for cultural and religious nature of archaeological resources. Develop process to involve tribal authorities in disintering, removal, documentation, and preservation of any archaeological resources. Accommodate the religious nature of archaeological resources and the need for ceremonial practices related to disintering, removal and preservation of these in the design of the waterfront public realm.
- Provide a shoreline location for tribal canoes to land on the waterfront and space for annual Tribal Journeys activities. Work with the tribes to determine the best waterfront location for the **Tribal Journeys Festival**.
- Maintain a tribal presence on the waterfront through the design of the public realm and active participation of the tribes in all phases of planning and design.



Source: Seattle Aquarium



Source: U of W Digital Library

Maritime Heritage

Much of Seattle's economy grew from the waterfront's maritime activities. The working waterfront, in its many permutations, has been an integral part of our city's life.

The historic piers 54-59 are a reminder that the Central Waterfront is still a "working waterfront," that has continually evolved since the earliest tribal settlement. Many people still earn a living in the pier sheds and surrounding environment including retail workers, managers, architects, chefs, waiters, dishwashers, t-shirt sellers, deck hands, tour boat skippers, and cruise ship captains. People have sold food and goods on the waterfront since the day **Ye Olde Curiosity Shop** opened in 1899.

The current working waterfront of ferries, cruise ships, tour boats and other vessels is an important contributor to the unique character of the waterfront. Maritime heritage should be celebrated as an integral part of the waterfront's urban design.

Recommendations:










- Provide space for docking historic vessels on a seasonal basis.
- Provide accessible space for displays and exhibits related to Pacific Northwest maritime heritage. Coordinate programs of various organizations dedicated to the preservation of Pacific Northwest maritime heritage.

SEATTLE'S WATERFRONT

► Public Space

(Full-color version of map at end of book)

LEGEND

-  Existing Public Space
-  Improved Public Space
-  New Potential Public Space
-  Location for Combined Development & Open Space
-  Seawall Opportunities & Shallow Water Restoration
-  Civic Destinations
-  Alaskan Way Promenade
-  Sequence of Movement through Public Spaces & Art
-  Green Streets



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City of Seattle, Greg Nickels, Mayor



Public Space

Alaskan Way has the potential to be a grand promenade linking the Olympic Sculpture Park at the north end and the Colman Dock Ferry Terminal and Pioneer Square at the south end. Along this linear promenade will be a series of flexible public spaces providing people with a variety of lively events and activities throughout the year. These public spaces will be for everyone to enjoy; allowing people a variety of ways to experience the waterfront while strolling the promenade. Public spaces will be linked visually in a sequential “zigzag” rhythm on either side of Alaskan way, Activating waterfront public spaces year-around will be a priority for public realm design. Large scale and interactive public art will play an important role in this activation of public spaces. Programmed activities and events will also have a prominent role in activating public spaces. Each space will have other iconic elements such as historic landmarks, street furniture, public pavillions, and spaces for people to gather. Public spaces will enhance people’s experience of the waterfront; providing a foreground to interact with and a counterpoint to the panoramic vistas of Elliott Bay and the Olympic Mountains in the distance.



Source: People for Puget Sound

Imagine a waterfront where one can find, depending on the season, a farmers’ market, a sculpture park, a giant chess board, a game arena with tables, spaces for sidewalk performers, a kids’ play area, a skateboard park, a Seafair parade route, a venue for summer concerts, an ice rink, seating areas for lunch, viewing platforms, places to watch the sun set, fountains for kids to get wet, places to view aquatic habitat and wildlife, interactive art installations, an off-leash area for pets, . . . and more.

Recommendations:

- Develop the waterfront public realm as a contiguous public space comprised of public rights of way, parks, plazas, viewpoints and other spaces.
- Establish different public spaces to serve different uses and purposes.
- Use large-scale, environmental, and interactive public art to activate waterfront public spaces.
- Design public spaces so that year-around activities and events may be programmed. Programmed activities and events should have a prominent role in activating public spaces.
- Where appropriate, use storefront retail on ground level, outdoor cafe seating areas, cart vendors, and transparent facades to activate the edges of public spaces.
- Set aside publicly accessible spaces, both public and private, on the waterfront.
- Strengthen standards for public access requirements.
- Develop incentives to encourage the construction of publicly accessible green roofs in the waterfront area.
- Define long term management of waterfront public spaces including funding mechanism and system for maintenance and programming.
- Integrate shoreline and aquatic habitat restoration with redeveloped public space along the seawall.
- Increase public access to water and shoreline open space through the use of floating platforms.
- Develop new public space opportunities, including:
 - Central Waterfront lid over State Route 99
 - Viewpoint over the Battery Street portal
 - Pier 62/63 reconfiguration
 - Colman Dock and Pier 48 uplands
 - Edgewater Hotel parking area (coordinate with potential overhead crossing at Vine Street and Alaskan Way).



Source: Allied Arts



Source: Allied Arts

Central Waterfront Civic Place

A great new civic place is ready to emerge in the heart of Seattle and the Puget Sound region. This will be a place where all people may gather and celebrate the Northwest's diverse culture and heritage near the water that sustains the region's life and economy. The central portion of the waterfront is at the nexus of several significant development projects that offers an exciting opportunity to create a new civic space for Seattle. The combining of a "lid" over SR99 below the Pike Place Market, a reconfigured shoreline consisting of Piers 62/63 and the aquarium site, and a triangle of land between them offers the potential to create a grand new public space and pedestrian corridor descending from Victor Steinbrueck Park and the Pike Place Market down to the waterfront.

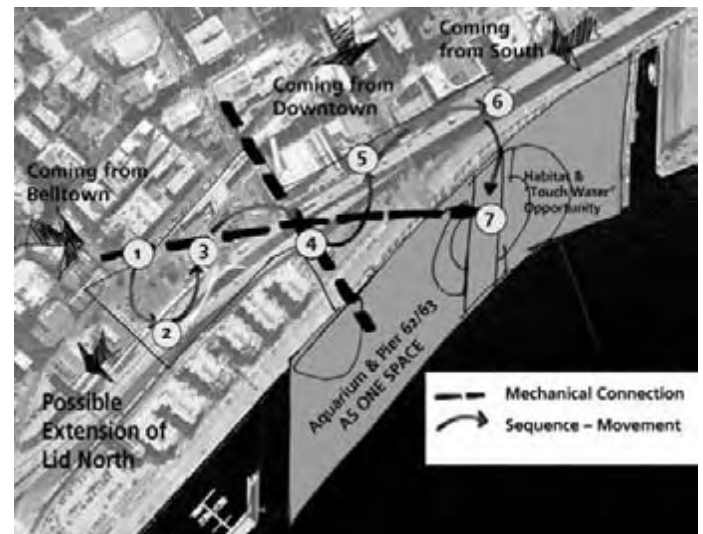
Recommendations:

Civic Space

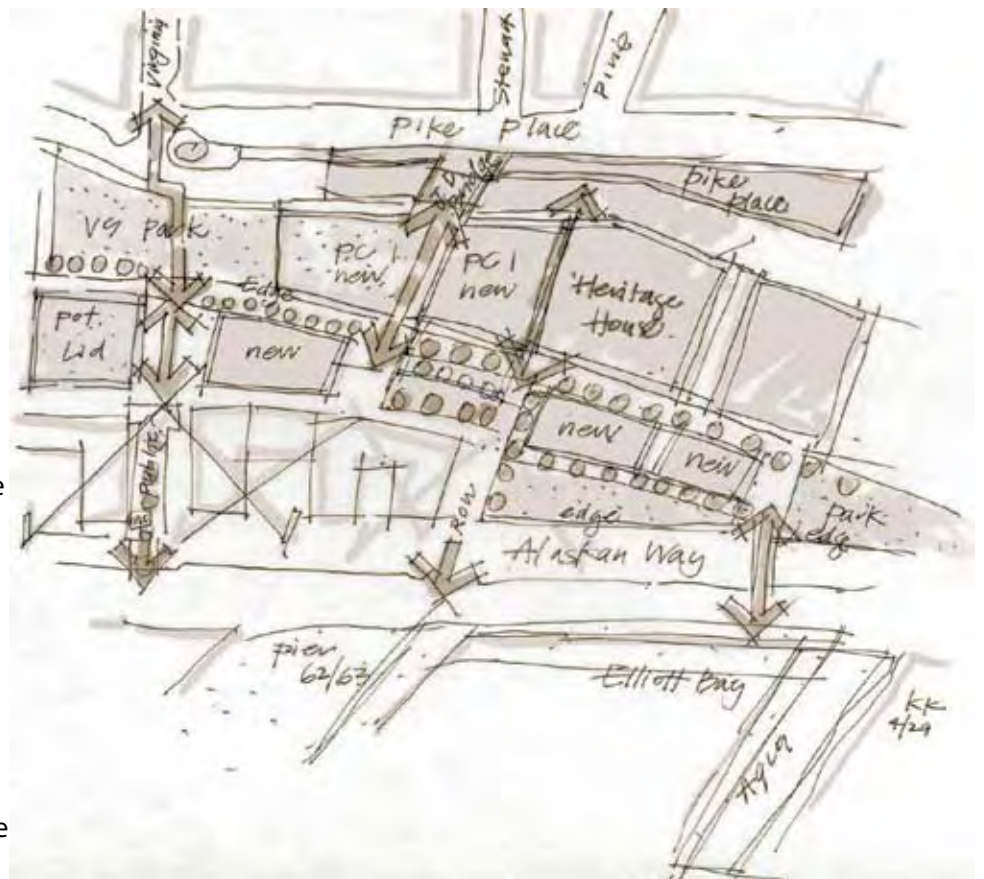
- Create a new civic space at the central waterfront by integrating the renovation of Piers 62/63 with the development of a highway lid and the aquarium expansion. Consider the central waterfront civic space as a series of new, interconnected public spaces.
- Design the civic space to include a mix of uses including retail space, public space, public art, performance space, and more.
- Include shoreline and aquatic habitat improvements, taking care to utilize existing shallow areas for cost-effective constructed shallow water habitat creation with ecological and educational value.

SR99 Lid

- Place a lid over State Route 99 to connect the Pike Place Market and Victor Steinbrueck Park to the central waterfront.
- Use the lid to develop a visual and physical connection between Pike Place Market, the aquarium and the waterfront. Create a seamless, accessible pedestrian experience via a direct route over the lid between the market and the waterfront, as well as, opportunities for meandering.
- Consider the SR99 lid itself to be a linear sequence of varying spaces that includes Victor Steinbrueck Park, the PC-1 site, and the "triangle lot" at the base of the lid between Pike and Union Streets. The linear geometry of the lid should tie these sub-spaces together. Views up and down the lid corridor should be maintained.
- Use large scale, environmental, and interactive art to activate public spaces on the lid.
- Program uses on the SR99 lid that provide "active edges" along public spaces. "Active edges" are created by the uses in buildings adjacent to public spaces that encourage human activity in those spaces. Examples include restaurants, cafes, and shops with attractive storefronts, exhibits and displays, comfortable seating areas, musician nooks, theater seating, water features, and spaces for special events.
- Encourage uses on the lid that support Pike Place Market and waterfront activities. These may include cafes, restaurants, pubs, and specialty shops.
- Maximize the development of the PC-1 site and orient it toward the new open space of the "lid."
- Maximize "lid" coverage to the fullest extent possible at the north end adjacent to Steinbrueck Park. Consider extending the "lid" north to connect Belltown to the waterfront while assuring that the elevation and grade of the lid is compatible with the elevation and grade of Victor Steinbrueck Park and the PC1-North property.

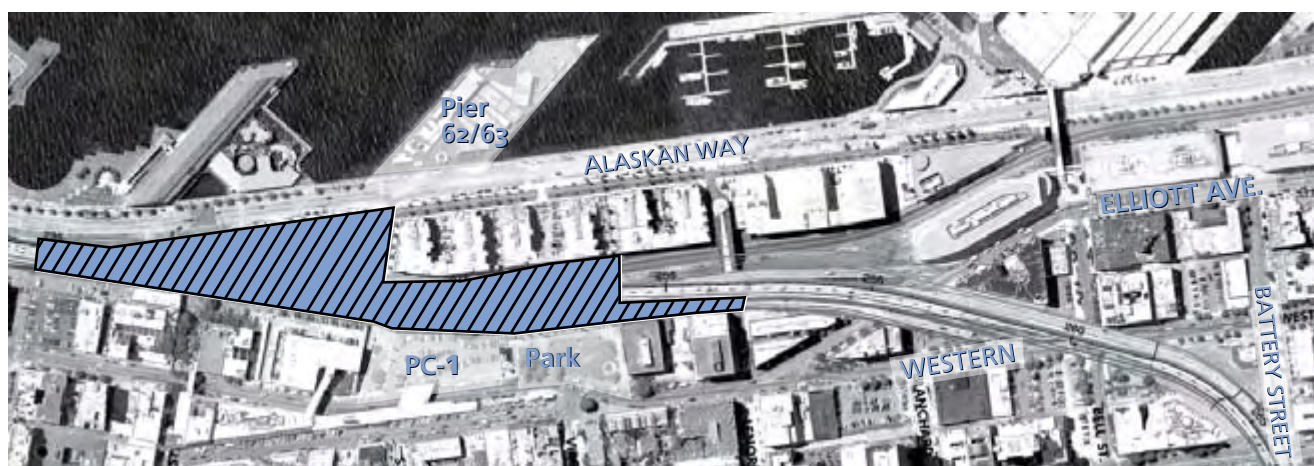


Source: DPD



Source: DPD

- Locate and design lid spaces to receive maximum sunlight. Develop sheltered, well-lit areas for outdoor seating in the spring and fall.
- Incorporate “green design” elements into the lid. Consider capturing rainwater free from vehicular pollutants and directing it towards freshwater seeps on the shoreline. Use energy efficient technologies and sustainable landscape and building materials where appropriate.
- Design lid spaces to be safe and comfortable using Crime Prevention Through Environmental Design (CPTED) principles where appropriate. Encourage upper-story uses that overlook lid spaces and provide passive surveillance of these spaces. Multistory development on the east side of the lid may aid in creating eyes on the lid’s public spaces.
- Protect the following view opportunities:
 - Views from the Pike Place Market and First Avenue (at the intersections of Pine Street and Stewart Street).
 - Panoramic views of Elliott Bay, Puget Sound, Olympic Mountains, and Mount Rainier from Victor Steinbrueck Park.
 - Views north and south from locations on the proposed SR99 lid.
 - Views up and down (east and west) on the Pike Street Hillclimb.
- Ensure a sense of design authenticity. Avoid false historic styles. New building design should complement the character and scale of existing buildings in the Pike Place Market area. Work with Pike Place Market Historic District review guidelines and future Supplemental Waterfront Design Guidelines.
- Develop the SR99 lid public space with an urban, structural character rather than a naturalistic “grass and tree” park setting. Spaces for interactive public art and activities should be emphasized over passive, vegetated areas. Use landscaping materials to articulate or frame spaces, add interest through texture and color, soften or screen unsightly areas, and embellish structural design features.
- Provide access for service and emergency vehicles on the lid and east of the lid. Provide vehicle access to parking structures east of the lid.



Source: DPD

SEATTLE'S WATERFRONT

► Shoreline & Aquatic Habitat

(Full-color version of map at end of book)

LEGEND

-  Seawall Opportunities & Shallow Water Restoration
-  Seawall
-  Alaskan Way Promenade
-  Pier Separation
-  Landscaping
-  Shoreline Regulation Zone



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City of Seattle, Greg Nickels, Mayor



Shoreline and Aquatic Habitat

The Original Water Dependent Users

Fish, crabs, squid, shellfish, eels, kelp, heron, eagles, and the food web that supported them were the original water dependent users of Elliott Bay. When disruptive industrial uses were introduced along Seattle's Central Waterfront more than 150 years ago, some of these original residents were slowly pushed aside and the conditions upon which they depended were radically altered and, in some cases, completely obliterated. Now, in an era where human users are re-valuing the benefits of functional ecosystems, we have a chance to redevelop the Central Waterfront at the seawall and beyond in ways that improve conditions for these native inhabitants.



Source: People for Puget Sound

What follows is an introduction to a 'design for ecology' concept that addresses key concerns and informs natural ecology improvement opportunities in the Central Waterfront. Included are short discussions of how design approaches relate to improvements for the aquatic life on the water side of the seawall. Finally this paper concludes with recommendations for specific design elements related to this portion of the Central Waterfront.

It is understood that some of these recommendations may conflict with aspects of other uses contemplated in the Central Waterfront Concept Plan. It was not the intent of the Waterfront Ecology Team to resolve these conflicts, but rather to lay out the ecological case clearly enough that decision makers could weigh the competing demands in making City policy choices. In some cases, while there is apparent conflict, there may be options as yet undeveloped which can bring satisfactory resolutions of competing desires. The Waterfront Ecology Team looks forward to continuing involvement in a final Waterfront Plan that represents both the City's valuing of its natural environment and its desire to create a vibrant and active human side to the Elliott Bay waterfront.

General Design Concept and Elements

The goal of implementing these design concepts is to preserve, protect, restore and enhance the ecological functions along the shore of the entire Central Waterfront over time. The design concept of redevelopment directly on or over the waterfront shall include consideration of the impacts of urban development on the ability of the aquatic areas to support the plants and animals normally expected to be found in bays of Puget Sound.

Consideration of the waterfront ecological design elements will assist project designers in understanding and advancing restorative redevelopment directly on and over the Central Waterfront. The elements do not prescribe any specific design solutions but rather encourage imaginative ways to address the ecological considerations essential to supporting and improving the health of the aquatic environment adjacent to the Central Waterfront.



Source: WSF

Ecological Concerns and Guidelines

The following major ecological concerns should be addressed in development projects along the Central Waterfront:

Penetration of light into the water at the seawall is important. Depending upon the bathymetry, a continuous corridor of open water approximately 20-30 feet water-ward from the seawall is desirable to assure penetration of light into shallow waters.

- Light is important to aquatic plants.

Just like plants grown on land, aquatic plants often depend on light for photosynthesis. A variety of scientific studies discuss the negative effect of lack of light on the ability of sea grasses to grow successfully. Aquatic plants are an essential part of the food web for life on both the land and sea. They provide shelter for the smallest of creatures, they provide a surface on which to attach eggs for spawning, and they provide a food source for slightly larger creatures

- Light and shadow may affect the feeding and migration patterns of juvenile salmon species.

Fish eyes lack an iris. Hence it can take long periods of time (20-45 minutes) for them to accommodate to a change from bright sunlight to dark, under-pier areas. In some situations fish may choose to follow the edge of piers, exposing themselves to the predators present in deeper waters, rather than to go blindly under dark piers.

Maintenance or creation of areas of shallow sloping shoreline that can retain or improve the extent of habitat covered and uncovered by daily tides is important where feasible.

These intertidal communities are highly productive biologically and include a wide variety of plants and animals which support the food web of the near shore environment. Shallow intertidal areas can be safer for smaller fish because larger predators may not be able to enter the shallow water areas.

The existence of intertidal communities requires that the intersection of the land and the water occurs at an elevation above Mean Lower Low Water (the average of the lower of the two low water heights of each tidal day). Then, during some part of the tidal cycle, there is exposed land. Along the Central Waterfront the piers and eventually the seawall were deliberately built as far waterward as feasible at the time in order to extend the land toward deep water for navigation and pier access purposes. There are very few areas where intertidal habitat exists along the Central Waterfront.

If the slope of the adjacent aquatic lands is steep, then the extent of intertidal area is generally limited. When the tide comes in, areas that were shallow are quickly inundated with many feet of water. (Remember that the tidal rise and fall in Elliott Bay is 12-13 feet). When the in-water slope is gentler, shallow water areas will exist through a greater range of the tidal cycle. Some migrating juvenile salmon species tend to follow the shoreline and thus appear to prefer shallow water areas over deeper water. When the slope (bathymetry) is gentle then there will be shallow water available that provides refuge and rearing habitats for migrating salmon even as the tide rises and falls.

Treat submerged vertical surfaces such as pilings and portions of the seawall that are underwater during all or part of the tidal cycle to discourage predators such that they provide enhanced habitat for sessile (stationary) organisms native to Elliott Bay.

Sessile organisms such as barnacles and mussels, algae and oysters are an important part of the aquatic community and the marine food web. One only has to look at old wooden pilings to see how many stationary organisms, both plant and animal, make their homes on the roughness of the wood. In contrast, the smoothness of new concrete pilings does not support such creatures. While no one will advocate a return to the harmful chemicals of treated wood pilings, some science has been developed that suggests that the exposed surface of man-made objects can be made more supportive of the sessile portion of the aquatic community through roughness of exposed surfaces.

Protection of shallow water from human use and operational impacts such as prop wash or garbage, or other operations or uses that disturb aquatic habitat.

- Both physical and chemical disturbances can destroy intertidal habitat.
- Some scientific studies have examined the effect of mechanical disturbance at the shore edge. Stirring up the sediments can dislodge sessile organisms, disturb organisms living on or in the sea floor, increase turbidity so the visibility is limited for aquatic creatures, and can erode the gills of fish that bring in sediment-laden water to extract the oxygen for life itself. Numerous studies have confirmed that chemical toxins can have both immediate and/or cumulative effects on aquatic life, including effects on immune and hormonal responses that may govern basic biological activities.

Definitions

Estuary

Estuary is another name for bay, sound, inlet, harbor, lagoon -- bodies of water along our coasts that are formed when fresh water from rivers flows into and mixes with salt water from the ocean. This mixing of fresh with salt water results from the body of water being partly surrounded by land in the form of a peninsula, salt marsh, or lagoon and creates a unique environment that brims with life of all kinds -- a transition zone between the land and sea known as an estuary. The estuary gathers and holds an abundance of life-giving nutrients from the land and from the ocean and has many different types of habitats vital to important species of plants, fish, and other wildlife. Estuarine habitats include shellfish beds, sea grass meadows, salt and fresh marshes, forested wetlands, beaches, river deltas, and rocky shores. Estuaries are among the most productive natural systems on earth due to the mixing of nutrients from land and sea, producing more food per acre than the richest Midwestern farmland.

Intertidal Zone

Where the sea and the land meet lies the intertidal zone, the area between the normal limits of high and low tide. Because it is a zone which is neither sea nor land and is subject to constant changes in temperature, salinity, moisture, pH, dissolved oxygen, and food supply that occur on a daily basis due to the movement of the tides, the intertidal zone is an ecologically unique environment. The struggle for existence in the harsh environment of the intertidal zone is very keen, and nearly every square inch of space is occupied. To successfully compete for survival in what may be the earth's most densely populated area, organisms must be highly specialized and adapted to withstand exposure to both sea and air.

Minimizing water quality impacts to shallow water areas and sediments due to contamination from storm water or combined sewer overflows.

- Stormwater runoff that comes from roadways and combined sewer overflows that sometimes spill into Elliott Bay can add undesirable pollutants to the water column and sediment layers that can affect native fish and wildlife. Improvements to existing drainage and sewer systems as well as explorations in alternative approaches such as rain gardens and green roofs can help to control release of these pollutants.

Increasing the amount of terrestrial vegetation at the water's edge, including along over-water structures, to increase the biological input including insect drop into aquatic areas.

- Terrestrial insects are an important part of the marine food web
- Many scientific studies have confirmed that terrestrial insects are often found in the stomachs of marine animals that inhabit the near shore. In particular, juvenile salmon species often include terrestrial insects in their diets.

Education

Vital wildlife habitat continues to exist along Seattle's waterfront. With the millions of pedestrians that will visit this area annually, it is a rich opportunity for education and interpretation of natural systems in our region's densest urban core.

- Interpretive displays and educational events about nature, wildlife, and native habitat restoration efforts should be considered in the design along the waterfront.
- Even without signage, the design concept for natural areas should be intended to educate the public about the presence and roll of native species and wildlife in Elliott Bay.

Uplands

Redevelopment of upland areas nearest the shore should whenever possible use suitable native vegetation. Insect drop from these plants are known to be food for young salmon. Additionally, vegetation in upland areas can provide additional multiple benefits as discussed in the *Upland Sustainable Design* section below.



Recommended Design Approaches

The following design elements and strategies should be considered in addressing major ecological concerns:

1) Light Penetration and Shading: Create a corridor along the near shore of the waterfront in order to provide an adequate migration corridor for migrating juvenile salmon by improving light levels in the marine area to equal natural ambient light and minimize light-to-dark transitions.

- Height and bulk of pier and other over-water structures should minimize shading at near shore edge.
- Where possible, over-water structures should be connected to the shore with narrow walkways to increase direct sunlight to the area adjacent to the seawall.
- Where walkways are necessary over the water, use materials through which light can penetrate
- Where the use of materials through which light can penetrate is not feasible, or where buildings cannot be set back from the shore to decrease shading, use other methods to reflect or deliver light back under the over-water structures.
- Docking or mooring of vessels should be minimized in the area within 30 feet of the water/land interface.

2) Underwater Bathymetry: Maximize existing and where possible create new shallow water habitat areas along the shoreline

- Existing underwater bathymetry within 30 feet of land should not be deepened.
- Where feasible underwater bathymetry adjacent to the land should be contoured to increase intertidal habitat.
- Where it is not possible to restore or increase intertidal habitat through design of the substrate, innovative methods to mimic intertidal functions through engineered solutions should be developed and employed in the appropriate locations..
- To promote physical and biological success, increases to intertidal habitat should consider the condition and profile of adjacent properties.

3) Submerged Vertical Surfaces such as pilings and portions of the seawall that are underwater during all or part of the tidal cycle: Design submerged vertical surfaces in a way that they support and maximize aquatic life.

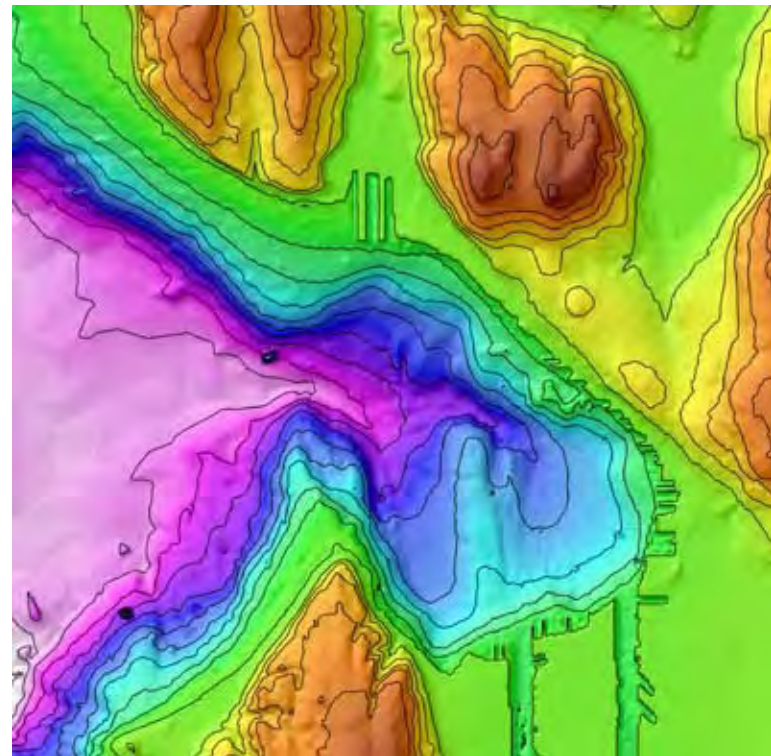
- Submerged vertical surfaces should be designed with integrated or surface treatments that encourage attachment of aquatic life normally found in the marine waters of Elliott Bay.
- Submerged vertical surfaces should be designed to facilitate fish migration along the shoreline as well as to provide shallow water during all or portions of the tidal cycle.
- Submerged vertical surfaces should be protected from prop-wash and other man-made disturbance that would otherwise dislodge marine growth.

4) Protection of shallow water from operational impacts: Protect the health and stability of aquatic communities

- Facilities should be designed to minimize impacts of boat activity on marine habitat.
- Approaches to storm water management should first minimize contaminated storm water which drains to Elliott Bay and then should provide treatment approaches that are protective of water quality and sediments in the bay. Fresh water flows of high water quality should be encouraged to enter the bay.
- Uses that may negatively affect water quality should be minimized or avoided in areas directly adjacent to, or over, the water.

Bathymetry

Bathymetry, i.e., underwater topography, is the water depth relative to sea level. Depth values are negative for bathymetry while elevations (topography), the corresponding terminology for height of land forms above sea level, are positive. Bathymetry may be mapped like topography with contour lines representing consistent intervals of depth.



Bathymetry and Topography of Elliott Bay
Source: U of W

- Signage should be provided for both the public and for facilities operators to remind them of the need to protect and enhance aquatic habitat.
- Garbage containers should be available in all areas open to the public.
- Facilities should have provision for debris removal that may accumulate in the near shore areas of the bay.

5) Vegetation: Add vegetation and provide mechanisms to support the food web of near shore aquatic communities.

- Aquatic vegetation should be encouraged where possible to augment habitat complexity and increase underwater habitat.
- Terrestrial vegetation should be provided along the interface of the water and the urban landscape. This includes along the land-ward walkways and along over-water structures, if the design of those structures and access limitations allow. Such vegetation should be managed without chemicals which could damage water quality of the bay.
- Public education signage that informs the public about the value and use of the vegetation related to food web inputs into the bay should be provided at intervals along the Central Waterfront.

6) Shoreline edge:

- In order to improve fish migration and habitat quantity, quality, and complexity, explore potential for non-vertical habitat structures both inboard and outboard of the existing seawall in localized areas not restricted by the tunnel, underground utilities, or public access and transportation needs.
- Designs to be considered should include, (but should not be limited to) pocket beaches, bird islands, wave attenuation structures, artificial habitats and restored natural habitats.

Shallow Water Restoration Opportunity Sites

Following urban development along the Seattle waterfront, shallow water habitats important for aquatic plants and animals have become extremely rare. The few shallow water areas that remain along the waterfront are important targets for preservation, protection, and restoration.

Olympic Sculpture Park

The shoreline of the Olympic Sculpture Park is shallow and use of fill and shallow water restoration is less constrained by the seawall. It offers a great opportunity for habitat enhancement.

- Enhance shoreline, inter-tidal and shallow sub-tidal habitat in the shallow area along the Olympic Sculpture Park shoreline.
- Provide opportunities for people to directly access the water at this location.

North Waterfront District

The shoreline edge of the North Waterfront District includes portions of the seawall that are not restricted by the viaduct tunnel replacement. The public right of way is narrower than in the central waterfront district and will need to accommodate pedestrian, railroad, automobile and truck traffic as well as significant utility infrastructure. However, creative options for habitat enhancement both inboard and outboard of the existing seawall should be explored.

- Explore creation of shoreline, inter-tidal and shallow sub-tidal habitat where possible at the shoreline edge of the North Waterfront District.

Piers 57 to 63 and the Seattle Aquarium

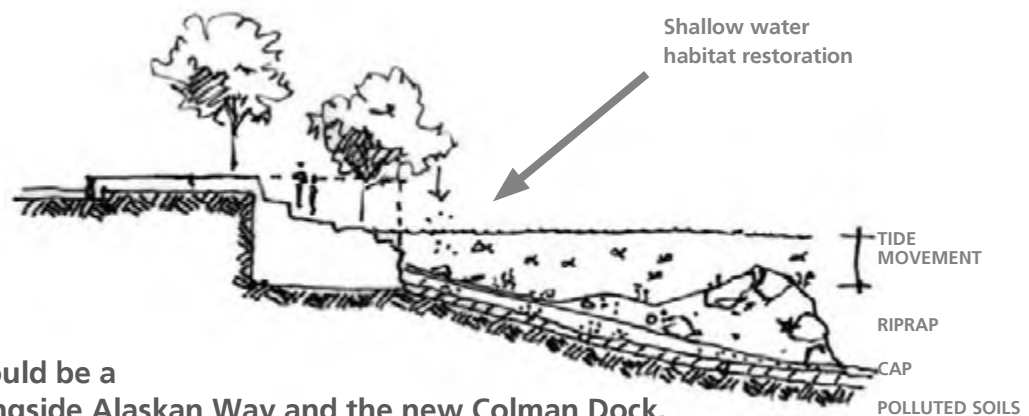
The shoreline from Piers 57 to 63 is a shallow water area of the waterfront. It is important to develop shoreline, inter-tidal and sub-tidal habitat that can also complement the new aquarium exhibit and educational programs.

- Enhance shoreline, inter-tidal and shallow sub-tidal habitat in the shallow area from Piers 57 to 63, including near the aquarium. Create habitat that restores native plants and animals.
- Inform and educate the public of these efforts as an element of the aquarium's exhibit program.

Pier 48

Pier 48 is perhaps the best opportunity on the south end of the waterfront for shoreline habitat enhancement and upland public space. Public space on the uplands may be combined with commercial development.

- Redevelop the Pier 48 uplands as a combination of public space and commercial/retail space.
- If Pier 48 is removed, create opportunities for habitat restoration in the shallow water areas, enhanced pedestrian connections to Pioneer Square and a new public space on the uplands with direct access to the water's edge.



Pier 48 uplands area could be a prime habitat area alongside Alaskan Way and the new Colman Dock.

Implementation

These design elements should be developed with sufficient administrative weight and authority to be implemented. The result of implementation should lead to the realization of the habitat restoration plan that will be developed under the Shoreline Master Plan by 2009. Implementation may include development of restoration banking, and economic tools and incentives. This work should be done in conjunction with the Mayors Restore Our Waters program and should take into account other City ecological programs as appropriate.

SOURCES

The following sources provide summaries of scientific studies of interest to the recommendations above. Additional details of specific studies can be provided on request.

Impacts of Ferry Terminals on Juvenile Salmon Migrating Along Puget Sound Shorlines Phase I: Synthesis of State of Knowledge, Simstead, Charles A., Barbara J. Nightingale Ronald M. Thom, and David K. Shreffler 1999. prepared for the Washington State Transportation Commission

Factors Affecting Chinook Populations, Background Report, City of Seattle; prepared by Parametrix Inc., Natural Resources Consultants, Inc., Cedar River Associate, June, 2000.

Seattle's Urban Blueprint for Habitat Protection and Restoration, Review Draft, City of Seattle's Salmon Team, June 2001.

Reconnaissance Assessment of the State of the Nearshore Ecosystem; Battelle Marine Sciences Laboratory, Pentec Environmental, Striplin Environmental Associates, Shapiro Associates, Inc., prepared for King County Department of Natural Resources, May 2001.

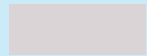


Marine Riparian Areas: Protection and Preservation in Puget Sound and the Georgia Basin, Culverwell, Hilary and Jim Brennan paper prepared for the 2003 Georgia Basin/Puget Sound Research Conference

SEATTLE'S WATERFRONT

► Upland Sustainable Design

(Full-color version of map at end of book)

LEGEND

-  Upland Sustainable Design Area
-  Shoreline Regulation Zone
-  Storm Water Harvesting



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Upland Sustainable Design

The waterfront uplands present a great opportunity to create a more sustainable urban environment with LEED standards, stormwater recycling, solar and geothermal heating and cooling, and other sustainable technologies.

Recommendations:

- Incorporate green design in the redevelopment of the waterfront.
- Utilize standards such as LEED Silver or better for new construction to increase energy efficiency, improve indoor air quality, minimize impacts from materials choices, and conserve water resources.
- Develop sustainable public spaces and connections that encourage people to walk. Incorporate sustainable technologies into the design of public spaces and connections in the uplands.

Rainwater Recycling

Celebrate the rain as a regional resource by making rainwater recycling features and technologies an integral part of the waterfront's urban design.

Recommendations:

- Decrease peak storm water flow: Use extensive green roof, rainwater harvesting systems, rain gardens and infiltration swales, gravel lenses under paved surfaces, permeable paving in pedestrian areas and in vehicular areas that are primarily used for parking,
- Use rainwater recycling to decrease impacts to sewer infrastructure and to the environment. Reduce water input to the CSO system by capturing and recycling roof water in the waterfront area.
- Create incentives for the development of green roofs.
- Create water features in public and private open spaces that utilize rainwater recycling technologies.
- Divert clean water pumped from the tunnel into surface water features or use for irrigation and toilet flushing.
- Where appropriate, develop environmental art projects that use the flow, containment, and recycling of stormwater.

Energy Efficiency

Recommendations:

- Investigate geothermal heating and cooling systems , use of waste heat from electrical facilities, solar energy collection on the building rooftops and south and western walls
- Use efficient street lighting systems to decrease energy use.

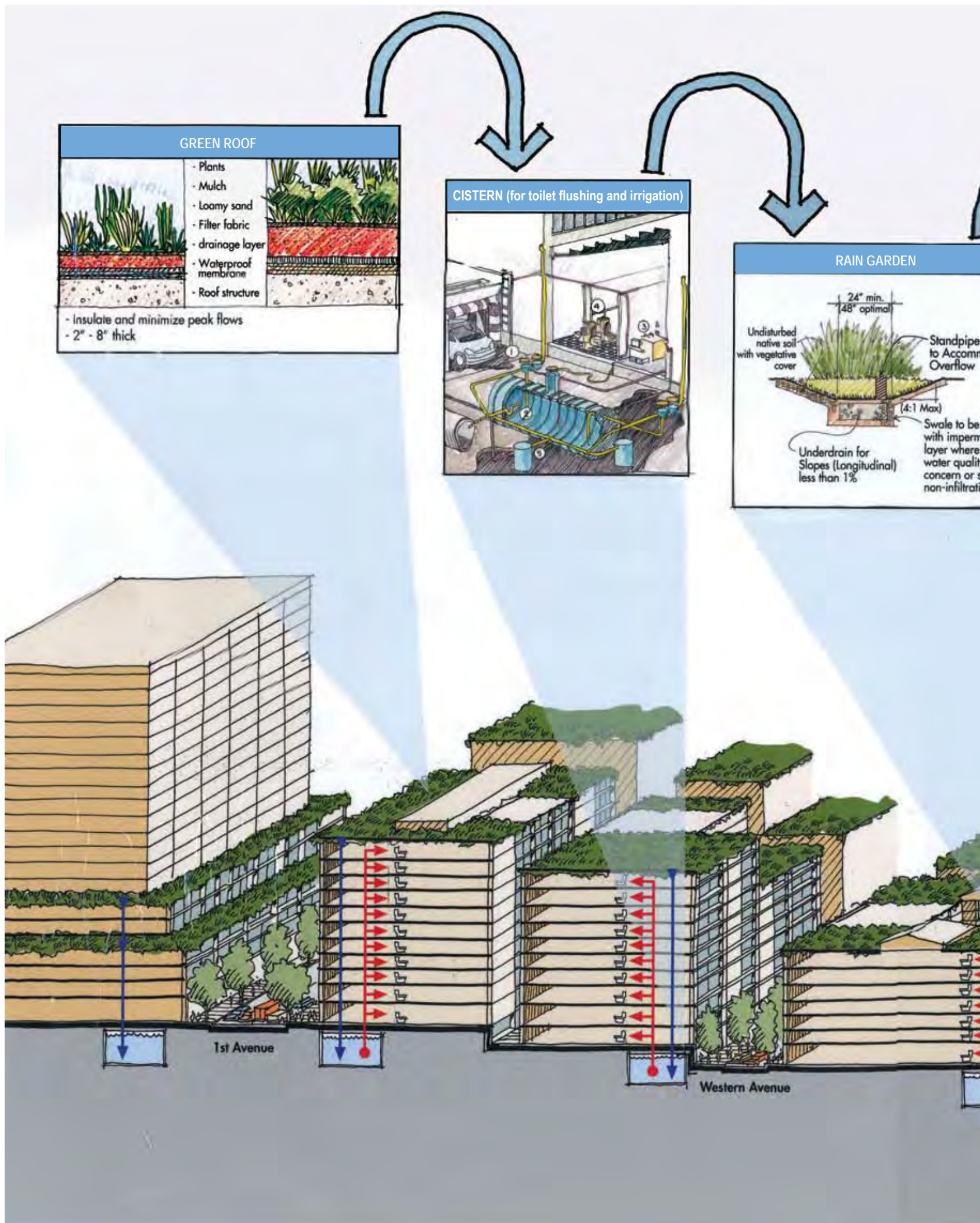
Building Preservation and Rehabilitation

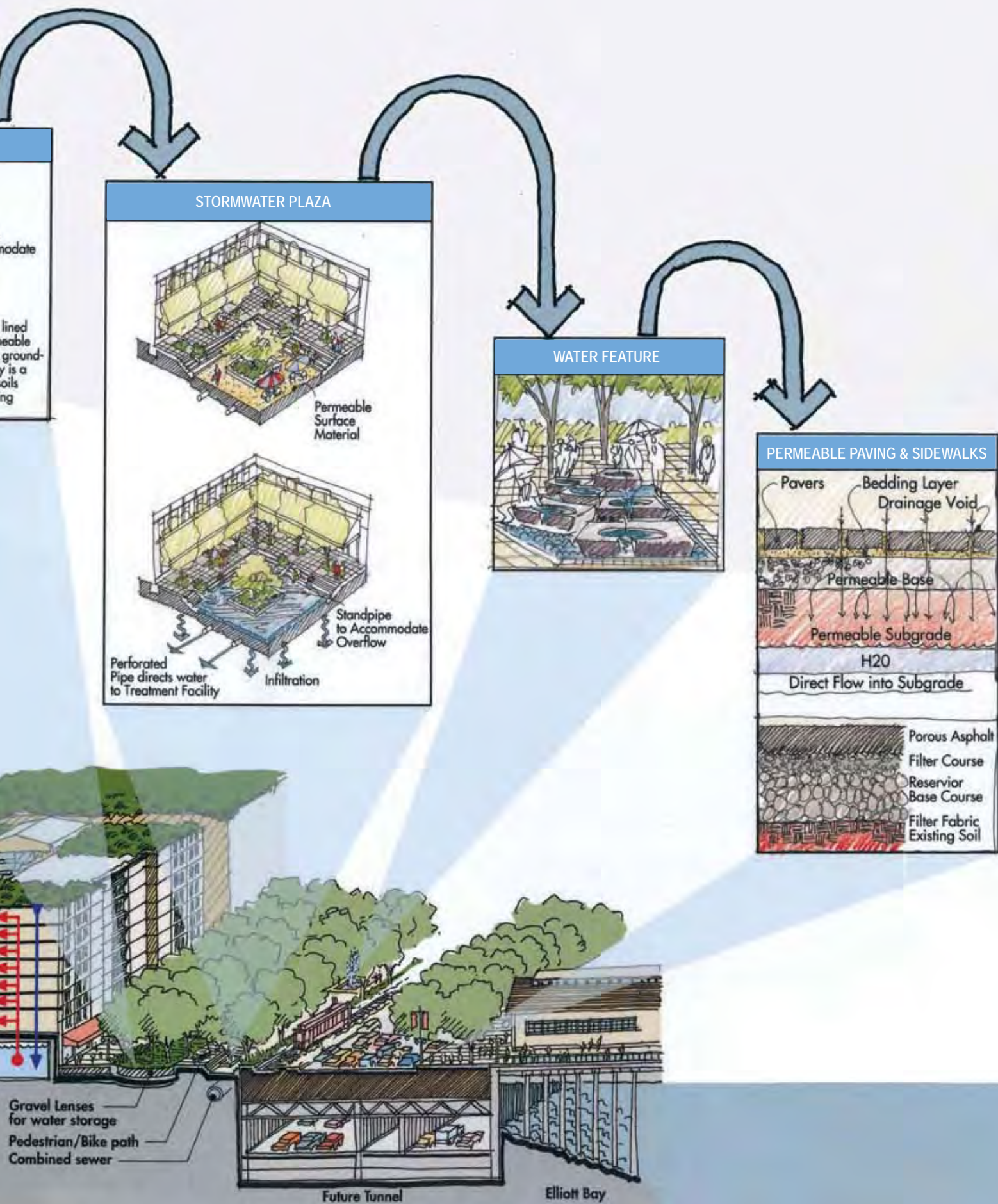
Recommendations:

- Where possible, preserve and rehabilitate existing buildings. Retrofit buildings with sustainable technologies to improve water recycling and energy efficiency.



Rainwater Recycling Chain





SEATTLE'S WATERFRONT

► Pedestrian Connections

(Full-color version of map at end of book)

LEGEND

-  Primary Pedestrian Connections (special character design opportunity)
-  Secondary Pedestrian Connections (neighborhood-oriented opportunity)
-  Existing & Improved Bike Trails
-  Blue Ring Corridor Network
-  Designated Green Streets
-  Civic Destinations



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City of Seattle, Greg Nickels, Mayor



Pedestrian Connections

A well planned network of pedestrian connections is an important element in creating a healthy and sustainable city. Redevelopment of the waterfront presents an unprecedented opportunity for creating an exceptional pedestrian environment. With the removal of the Alaskan Way Viaduct there is the potential for creating a grand pedestrian promenade along the length of the waterfront. There is also great opportunity to enliven and strengthen the east-west connections for people walking and bicycling between the waterfront and the Center City core. Along with the many existing landmarks, public spaces and iconic elements on the waterfront, new features may be added to form a sense of visual and physical connection for pedestrians throughout the area. The waterfront is part of a larger system of pedestrian connections and public spaces in the Center City.

Walking

Walking is a healthy, sustainable, and enlivening urban experience and the waterfront provides an exceptional opportunity for people to enjoy this activity. Walking to and from, and along, the waterfront is an essential experience. Although the central waterfront accommodates multiple transportation modes, including freight transport, it should be designed primarily as a pedestrian friendly environment. Pedestrian connections between the central waterfront and the adjacent Center City uplands are as important as the promenade along Alaskan Way. It is important to have people move to and from the central waterfront with ease.

Recommendations:

- Create a great pedestrian environment throughout the waterfront.
- Enhance the primary north-south pedestrian promenade along the waterfront, including the popular jogging route to and from Myrtle Edwards Park.
- Reinforce overall east/west pedestrian connections between the waterfront and Center City uplands destinations. For example, improve the Union Street and Seneca Street connections to the waterfront via staircases or street extensions to enable better pedestrian access. Currently, pedestrian access on these streets between between First Avenue and Western Avenue is limited to steep stairways.
- Develop visible pedestrian connections that are easy to use. New pedestrian facilities and redevelopment of property should help users overcome the steep topography linking the waterfront to the core of the Center City.
- Develop a hierarchy of pedestrian connections between the waterfront and the Center City uplands (further described in the following section titled *Blue Ring: Pedestrian Connections between Civic Destinations.*)
- Develop key east-west connections to transit (including Colman to Madison, Marion and Yesler, Pike Climb to Pine/Pike transit corridors, University streets to bus tunnels, and Bell Street pedestrian bridge to Belltown transit service and Ride Free zone). Pedestrian routes to transit facilities along these streets are important to the functioning of the Colman Dock multi-modal transit hub and other public transit facilities on the waterfront. These east-west connections are also important for the Westlake and King Street Station multi-modal transit hubs in downtown Seattle. The east-west transit connections are also part of the system of primary pedestrian connections in downtown Seattle (further described in the following section titled *Blue Ring: Pedestrian Connections between Civic Destinations.*)
- Provide safe, comfortable, and enjoyable connections for people of all mobilities. Ensure compliance with Americans with Disabilities Act (ADA). Beyond ADA compliance, ensure that pedestrian circulation is safe, comfortable, and convenient for people of limited mobility, families with children in strollers, and young children. Where possible, use Crime Prevention Through Environmental Design (CPTED) principles in all pedestrian areas.



Source: Allied Arts



Source: DPD

Bicyclist along the waterfront at Pier 55.

Bicycling

Bicycle use is one of many important modes of transportation on the waterfront. The central waterfront provides an important connection to several regional trails and should be designed to allow for a high-quality environment for bicyclists using those trails.

Recommendations:

- Dedicated bicycle lanes should be provided on Alaskan Way to allow for uninterrupted connections to the regional network. Other recreational bicycling opportunities should be considered in the design of the west promenade area.
- Colman Dock redevelopment should reinforce its role as a prominent point-of-entry to the City Center for bicyclists.
- In addition to bicycle trails, provide safe bicycle access to the waterfront via east-west street connections. From the recommended list of Blue Ring Pedestrian Connections, determine the best possible connections to the waterfront for bicycles. Design streetscape improvements for these streets that will enhance the bicycling experience.

Blue Ring: Pedestrian Connections between Civic Destinations

The Blue Ring project was developed in 2003 as a strategy for developing high quality pedestrian connections between civic destinations in Seattle’s Center City. The central waterfront is a significant part of the Blue Ring system, comprising roughly one third of its corridor network. Important Blue Ring civic destinations, such as Colman Dock, the Aquarium, Pike Place Market and the Olympic Sculpture Park, are also located on the central waterfront. The Blue Ring is not intended to replace or add layers to the current street classification system in use, rather, it provides a concept for a hierarchy of streets and pedestrian connections that will help determine where improvements and required street level uses could effectively enhance the pedestrian experience and contribute vitality to the urban environment. Many of the corridors and east-west connections are also important pedestrian links between transit facilities. (See *Pedestrian Connections* map on page 36.)

Develop street design plans and guidelines for the following as part of a comprehensive public realm strategy:

Blue Ring Corridor Network

These are arterials that connect major civic destinations and neighborhoods. They are easily identifiable and play an important role in wayfinding. Corridors provide a “backbone” for the Blue Ring network and accommodate significant vehicle volumes, transit lines, as well as pedestrians. Alaskan Way is a primary north-south connection and Broad Street and S Jackson Street are important east-west connections for the Blue Ring on the waterfront. These corridors link major civic destinations such as Seattle Center, the Aquarium, Colman Dock, and King Street Station. The following are significant corridors in the Blue Ring system:

- Mercer Street
- First Avenue
- Broad Street
- Pine Street
- Madison Street
- Western Ave
- Alaskan Way
- Westlake Ave
- Pike Street
- S. Jackson Street
- Yesler Way

Civic Destinations

These are major public facilities with cultural significance, public events, high pedestrian volumes, and attractions for visitors. They are important to the life of the city and act as nodes for a variety of activities. The following are significant civic destinations for the Blue Ring system:

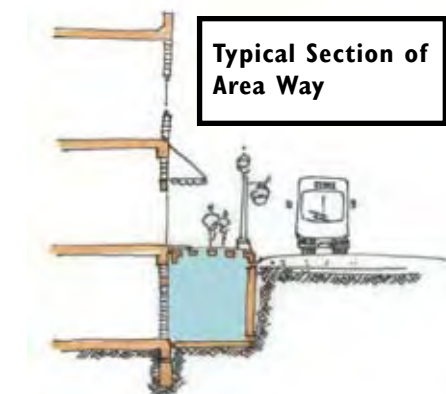
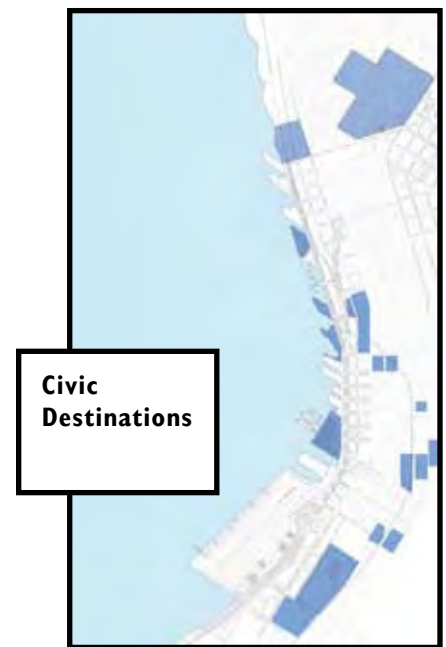
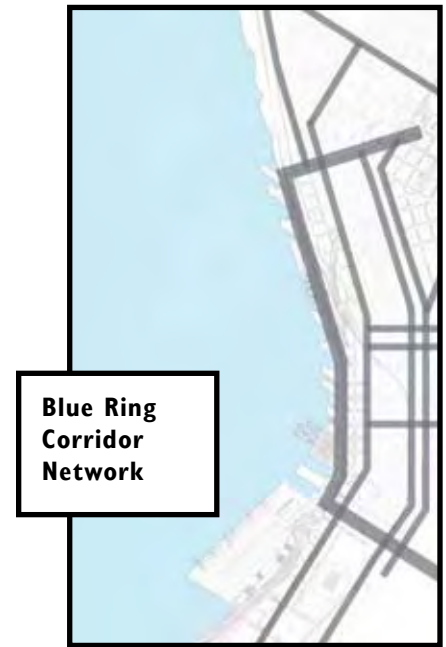
- Seattle Center
- Pier 66/Bell Harbor Conference Center & Cruise Ship Terminal
- Pike Place Market
- Westlake Transit Hub
- Benaroya Hall
- Civic Center
- Stadiums
- Olympic Sculpture Park
- Seattle Aquarium
- Seattle Art Museum
- Seattle Public Library
- Colman Dock Transit Hub
- King Street Station Transit Hub

Streets with Area Ways

In Pioneer Square, some sidewalks were built over subterranean vaults commonly referred to as “area ways” that have limitations on what street design elements may be placed over them. For example, street trees should be in planting containers or median strips. Some area ways are in need of repair. Area ways exist along the following streets:

- Yesler Way
- S. Main Street
- Western Avenue
- S. Washington Street
- S. Jackson Street
- First Avenue

Other streets in the vicinity may have area ways. For more detailed information on area ways, please see SDOT’s *Pioneer Square District Areaways Study*.

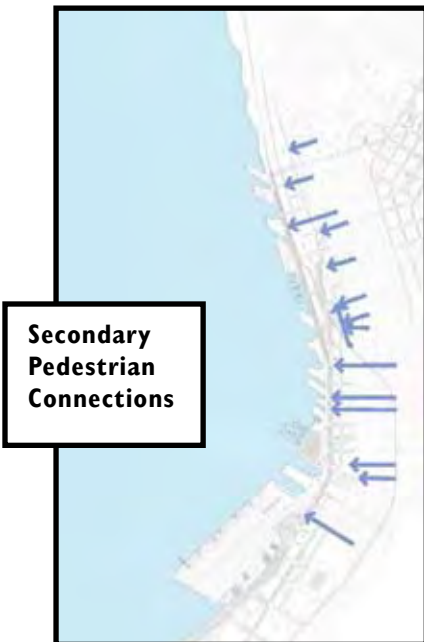




Primary East-West Pedestrian Connections

These streets are significant east-west connections between the waterfront and the Center City uplands due to existing features, proximity of civic amenities and facilities, and development pattern or adjacent parcels. The moderate scale of these streets provides an opportunity for pedestrian oriented design. They should have priority for near-term improvements. The following may be considered primary east-west connections:

- Thomas Street
- Bell Street
- Lid connecting Victor Steinbrueck Park/Pike Place Market to the central waterfront
- Pike Street
- Seneca Street
- Madison Street
- Columbia Street
- Washington Street
- S. Jackson Street
- Vine Street
- Lenora Street
- Union Street
- University Street
- Marion Street
- Yesler Way
- Main Street
- Railroad Way



Secondary East-West Pedestrian Connections

These streets are also important east-west streets that function as neighborhood oriented connections that enable people to move between the waterfront and downtown core. Some of these are predominantly residential streets while others have a mix of residential and commercial uses. The following may be considered secondary east-west connections:

- Eagle Street
- Cedar Street
- Battery Street
- Stewart Street
- Pike Place
- Cherry Street
- S. King Street
- Clay Street
- Wall Street
- Virginia Street
- Pine Street
- Spring Street
- James Street



Pedestrian Connections to Transit

These east-west streets have transit stations and other facilities located along them and therefore provide significant pedestrian connections between the waterfront and upland transit services. These also serve as primary and secondary east-west pedestrian connections. The following may be considered significant connections between the waterfront and transit facilities:

- S. Jackson Street
- Marion/Madison Streets
- Bell Street
- Yesler Way/James Street
- University Street
- Pike/Pine Streets

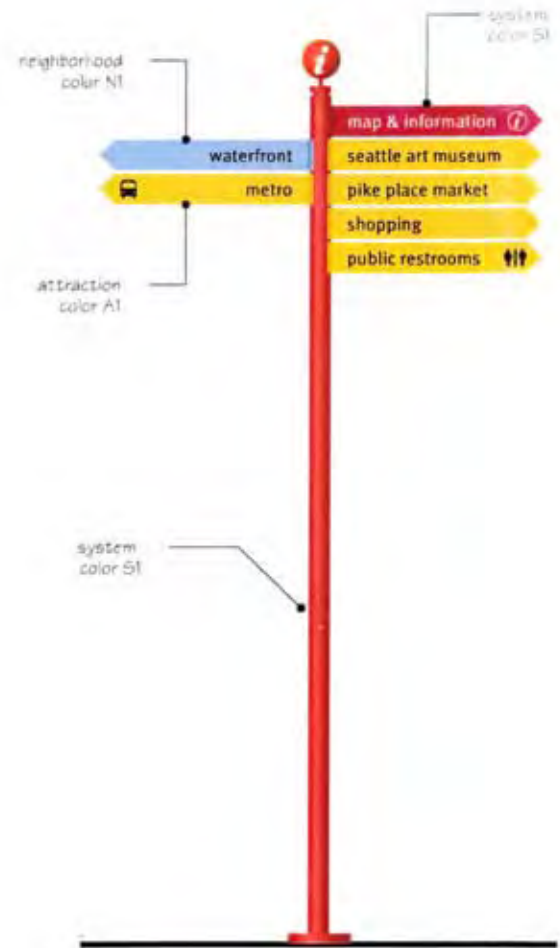
Wayfinding

Wayfinding is an important part of the central waterfront’s urban design. It is essential for visitors to find the waterfront from the Center City uplands, ease of pedestrian movement, and general legibility of the urban environment. While the Imagination, Memory, and Movement thematic elements will aid in wayfinding, a comprehensive system of signs, kiosks and other wayfinding elements is needed on the waterfront. The waterfront wayfinding system should be consistent with the overall Center City wayfinding system.

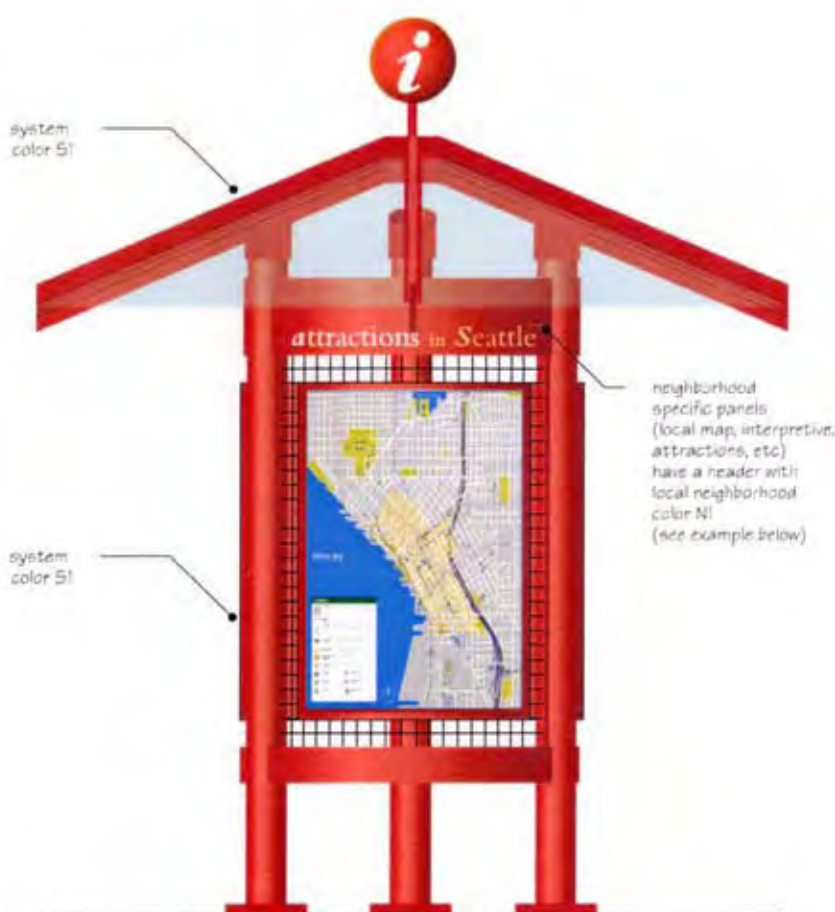
Recommendations:

- Create a legible waterfront that people can navigate and access with ease. Use wayfinding signs, kiosks, and other devices to improve access between the waterfront and the upland Center City destination and transit services. Use design standards and specifications established by the Center City Wayfinding Project to develop wayfinding improvements that are consistent with the overall Center City wayfinding system. Wayfinding improvements shall complement strategies for improving pedestrian connections between the waterfront and upland transit facilities.
- Incorporate informational panels and markers on kiosks and other wayfinding elements that highlight waterfront history and shoreline habitat functions.

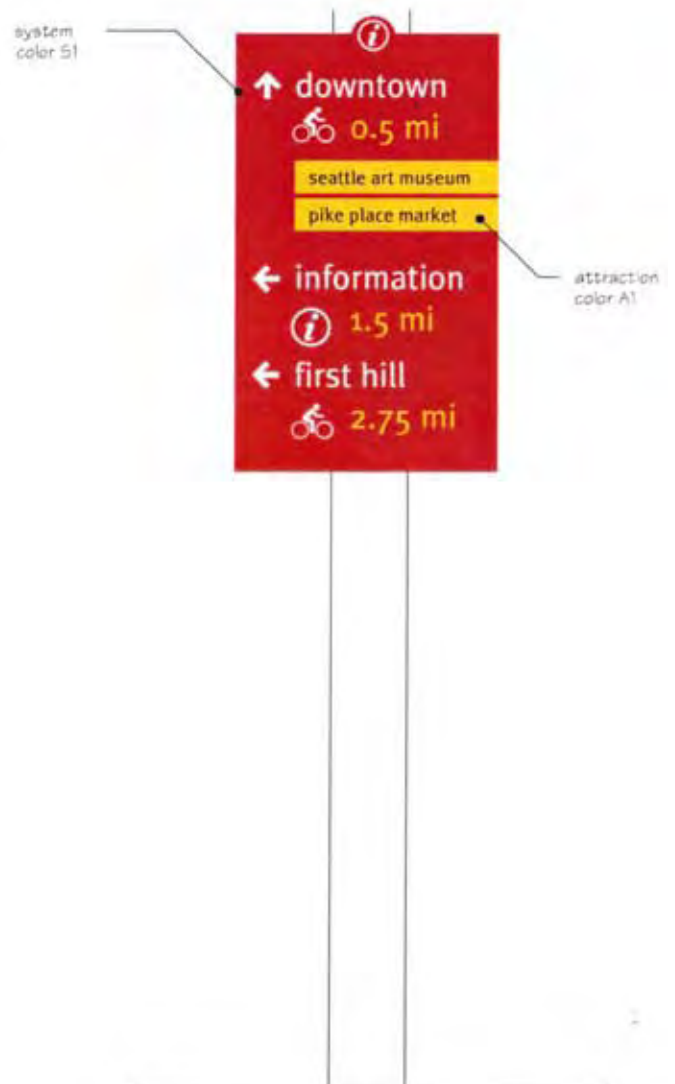
Pedestrian Directional



Kiosk



Bicycle Directional





Overhead Pedestrian Crossings

Although generally contrary to City policies, in some limited circumstances, overhead pedestrian crossings (skybridges) are preferable to at-grade crossings, especially over railroad tracks. Existing overhead pedestrian crossings are located where the Bell Street and Marion Street rights of way cross Alaskan Way. Pedestrian crossings over Elliott Avenue and the BNSF railroad tracks are also being incorporated into the design of the Olympic Sculpture Park.

Recommendations:

Potential locations for overhead pedestrian connections are where the following conditions are present:

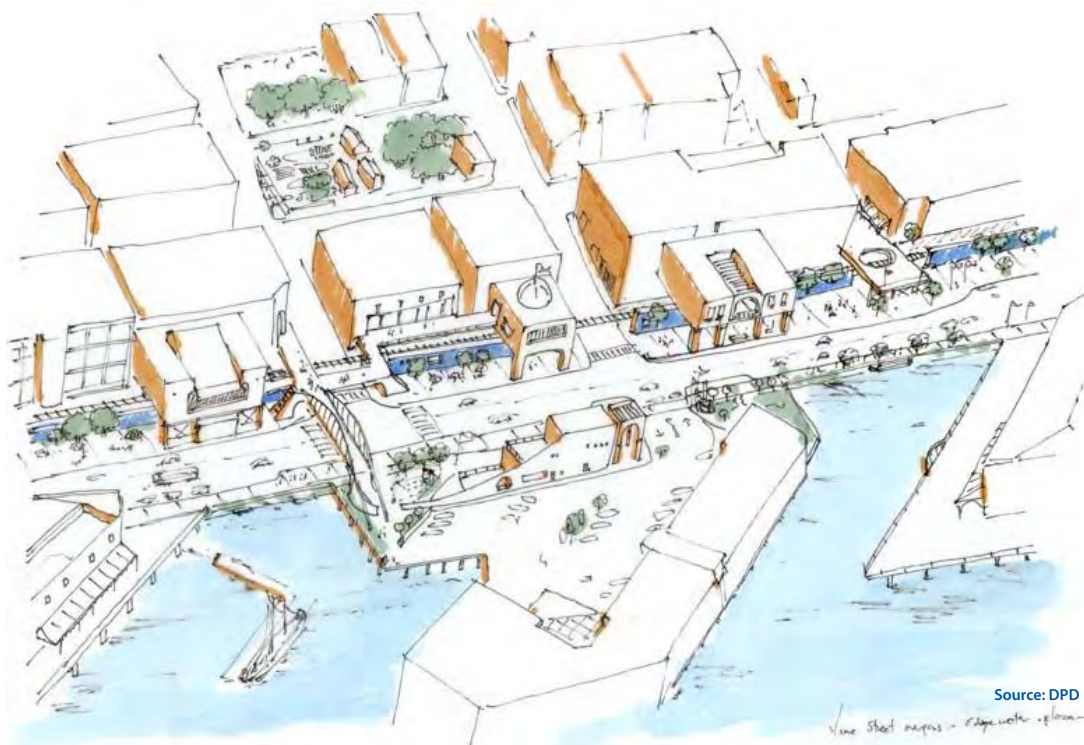
- A railroad crossing where pedestrian safety is an issue
- High volume of pedestrian movement
- Steep grade on at least one end of the crossing
- A significant east-west connection

Overhead crossings should:

- Be human scaled
- Incorporate wayfinding improvements
- Be accessible
- Display excellence in design
- Integrated with adjacent development

Possible locations for overhead crossing:

- Vine Street at Alaskan Way (over BNSF tracks)
- Marion Street & Columbia Street (for Colman Dock Ferry Terminal)



Source: DPD

Vine Street map - 1/2 page with 1/2 page

SEATTLE'S WATERFRONT

► Transit & Vehicular Connections

(Full-color version of map at end of book)

LEGEND

-  Improved Waterfront Streetcar Route
-  Bus Tunnel and Future Light Rail
-  Monorail
-  Ride Free Bus Area
-  Major Bus Routes
-  Improved Bus Transit Connection
-  BNSF Railroad Tracks and Tail
-  Proposed Relocation of BNSF Tail Track
-  Existing and Future Waterborne Connections
-  Multi-modal Hubs
-  Civic Destinations



Department of Planning and Development
City of Seattle, Greg Nickels, Mayor



Transit and Vehicular Connections

Historically the waterfront has played a very important role in Seattle's transportation system. While transportation technology and needs have changed over the past century, the waterfront has always served as the location for a complex mix of transportation activities. The central waterfront currently serves three broad transportation functions: as a portal, a through corridor and as local access.

The through corridor function began with the railroads, which were attracted by flat grades through the city's hilly topography and the need to provide direct rail connections to the waterfront piers, the lifeblood of Seattle's early economy. Later the need to bypass an increasingly congested downtown core led to the construction of the Alaskan Way Viaduct and the waterfront became a through corridor for passenger vehicles and road freight. More recently the through rail corridor has ceased operation south of Bell Street, but freight and passenger train volumes have increased on the north waterfront. Other through connections, such as a bicycle trail connecting to a citywide bicycle network, have been added. The waterfront also remains the only route through downtown for oversized loads. The waterfront also serves as a portal to downtown by water. Initially the waterfront provided a portal for both goods and passengers arriving by water. Later auto ferries were added to the mix, and auto and passenger ferry service remains a major transportation activity on the waterfront today. With the emergence of containerization, goods movement shifted south to larger sites in the Duwamish tidelands. However other portal functions, such as cruise ships and international ferry service, have grown to replace it.

As goods movement and related manufacturing and warehousing activities have moved south, the waterfront has evolved into a destination, a place where people live, work, play and visit. New uses such as the aquarium, retail shops and restaurants, harbor tours, housing, hotels and offices have developed and each has its own local access and parking needs. These needs include access for deliveries, passenger loading, short and long stay parking, frequent and attractive transit service, and strong pedestrian connections to adjacent neighborhoods, activity centers and transportation hubs within the downtown.

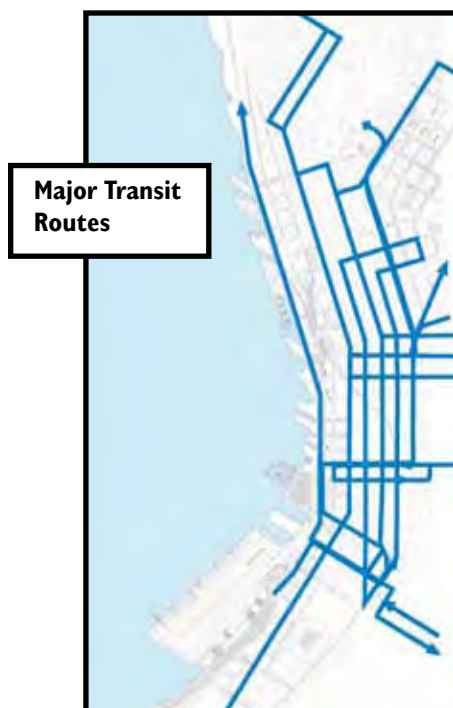
A key challenge for this plan is to find the right balance between these transportation functions, as they often compete with one another for access and street space. Another major challenge is to balance transportation needs with a central goal of this plan, to make the waterfront an attractive place for people to visit and enjoy on foot. The transportation function least compatible with achieving that goal is the through traffic on the aging Alaskan Way Viaduct. Perhaps the most important strategy in this plan is locating those trips underground in a tunnel, where their negative influence is minimized.

Transit System

The central waterfront is an important hub for public transit. Waterfront transit modes include the ferries, water taxis, bus, light rail, and streetcar. Pedestrian connections to transit modes are crucial to the viability of the waterfront and the city.

Recommendations:

- Provide attractive, frequent and reliable local transit service to the waterfront serving employees, residents, visitors and users of waterborne transportation. Improve east-west pedestrian connections to existing high frequency regional transit services running on First, Second, Third and Fourth Avenues and in the bus/light rail tunnel. Avoid locating new regional high capacity transit service on the waterfront which is more appropriately located in the Center City core.
- Develop an attractive and frequent east-west transit connection on Madison and Marion Streets to connect the waterfront with First Hill.
- Develop east/west pedestrian connections to improve pedestrian movement between Center City transit facilities and transit service, the Colman Dock transit hub and other waterfront destinations.
- Improve waterfront streetcar service as an integral part of the overall Center City transit system. Service on the waterfront should provide frequent headways (10 minute service or better) and allow for efficient loading and unloading of streetcars. To support these goals, double track should be provided, at a minimum between Main and Union Streets, and low-floor streetcar vehicles should be considered for part or all of the fleet. Assess the possibility of streetcar or trackless trolley on First Avenue in accordance with recommendations of the Center City Circulation Study.



Waterborne Passenger Transportation

The Ferry Terminal at Colman Dock is one of three multi-modal hubs in Seattle's Center City. Colman Dock plays a vital role in Seattle's economy. The ferries bring a significant number of commuters from Kitsap, and other peninsula counties, and Vashon Island into the city for work. The majority of ferry commuters walk on and use public transit when disembarking at Colman Dock. Many visitors to the Puget Sound region also use the ferries to travel to and from Seattle and the peninsula.

Recommendations:

- Transit and pedestrian connections should be designed to facilitate easy transfers from ferry vessels to nearby transit. The ferry terminal should serve as a destination and transportation hub that focuses on maximizing moving people over vehicles.
- Passenger-only ferries and water taxi services will provide convenient waterborne transit options for commuters and visitors. Waterborne transit service and terminals should be planned to coordinate efficient transfers to landside transit.

Cruise ships and Recreational Vessels

Cruise ships docking along the waterfront provide much activity and economic benefits to the Center City but also have impacts on public facilities for vehicular and pedestrian traffic.

Recommendations:

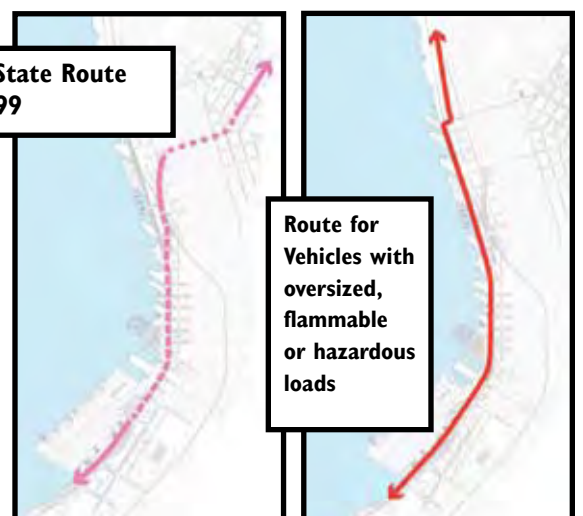
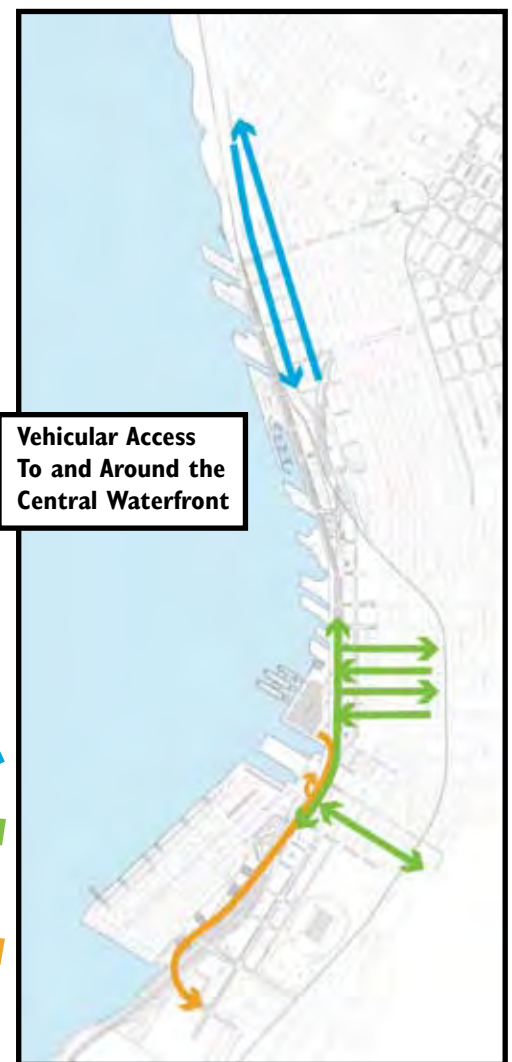
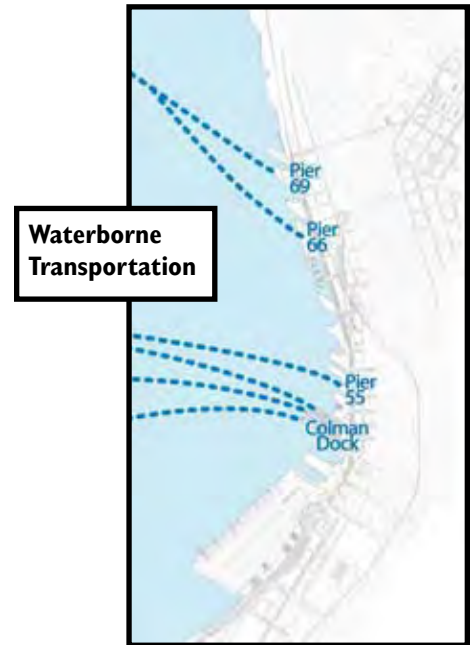
- Manage the land-side impacts of cruise ships docking on the waterfront by strategic placement of loading/unloading areas for provisioning vehicles, passenger drop-off zones, and pedestrian amenities.
- Maintain attractiveness of the waterfront for cruise ships.
- Improve connections between the cruise ship terminal and attractions both on and away from the waterfront.

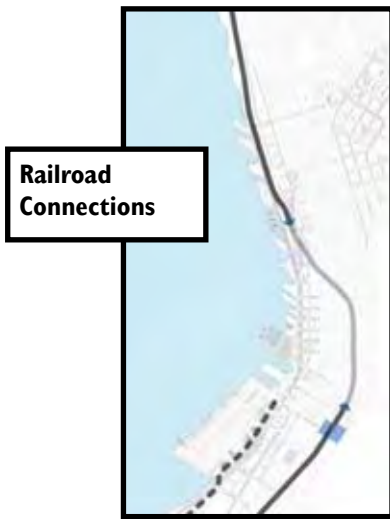
Other Vehicular Access To and Around the Central Waterfront

Local vehicular access to businesses and transportation facilities on the Central Waterfront is important to its economic health. Businesses need to receive goods and services. Several waterfront uses have unique access needs like the cruise ship terminal, the Aquarium (school buses), ferry terminal and other high tourist locations (such as boat tours needing loading zones for tour buses). Access for emergency vehicles to and from the central waterfront is also important. Replacement of the viaduct with a tunnel on the Central waterfront will likely change the way vehicles access downtown from SR99, to and from the south.

Recommendations:

- The Elliott and Western Avenue one-way couplet will continue to be an important truck route for freight bound for the Interbay area and other locations.
- With downtown ramps relocated to King Street, Alaskan Way and Jackson, Columbia, Marion, Madison and Spring Streets will serve as important arterials providing vehicular access to the downtown core.
- Peak period access to Colman Dock for general purpose traffic shall be from the south only. Alternative access is permitted for high occupancy vehicles. Off peak access from the north will be permitted only to the extent that no vehicle queues form on Alaskan Way.
- The preferred exit route from Colman Dock is to the south via SR519, in order to avoid unnecessary trips through the downtown commercial core. To allow for efficient dock operation traffic is permitted to exit the dock at multiple locations, currently Marion and Yesler.
- Maintain access for emergency apparatus responding from the three primary downtown fire stations (FS #2, FS #5, FS #10).
- Provide local vehicular access to businesses as part of roadway design and private development planning.
- Vehicles moving north-south through the waterfront will use State Route 99 via a tunnel below the Alaskan Way surface street
- Vehicles with oversized and/or flammable/hazardous loads will pass through the waterfront via the Alaskan Way surface street.





Railroads

The Burlington Northern Santa Fe rail mainline will remain on the central waterfront. This mainline accommodates both freight and passenger rail service to the West Coast, Chicago and other points east. Freight traffic volumes will continue to grow. Passenger rail traffic on the mainline is expected to increase as both Amtrak and Sounder Commuter Rail expand their respective services in the future.

Recommendations:

- The BNSF mainline railroad emerges from its tunnel portal at the north end of the waterfront at Blanchard Street. Planning for the North Waterfront should consider potential strategies to minimize conflicts between railroad use and east-west pedestrian and vehicular connections to the waterfront.
- The train building track (“tail track”) serving the BNSF Seattle International Gateway Yard will continue to operate on or near the Alaskan Way right of way between Atlantic and King Streets for the foreseeable future. The location of the tail track poses significant design and pedestrian access challenges where it crosses the public right of way at the intersection of Alaskan Way S. and S. Atlantic Street intersect. Pedestrian access should be an important consideration in planning and design for this area.

Parking

Although emphasis should be on pedestrian and transit use of the waterfront, parking availability is still essential to the viability of businesses and other uses in the area. Many businesses on the waterfront and in adjacent neighborhoods are dependent on conveniently located parking. Replacement of the existing short term, on-street parking spaces below the Alaskan Way Viaduct with off-street parking facilities and on-street parking improvements are currently being considered.

Recommendations:

- Minimize short and long-term parking on piers and over water. Parking facilities for employees and visitors should be located east of Alaskan Way or at remote locations connected to the waterfront by transit except when required for ADA purposes or for the safety of water-dependent transit workers.
- Loss of short-term, on-street parking spaces due to the removal of the Alaskan Way Viaduct should be replaced by a combination of on-street parking improvements and off-street parking structures integrated with mixed use development located east of Alaskan Way to support Center City and Waterfront Concept Plan strategies. Potential locations for replacement parking facilities should be convenient and within walking distance of Waterfront destinations. Potential locations for replacement parking facilities include:
 - Existing surface parking lot on Clay Street, between Elliott Avenue and Alaskan Way.
 - Existing surface parking lot on University Street, between Western Avenue and Alaskan Way.
 - Existing surface parking lot on Western Avenue between Spring and Seneca Streets.
 - Existing surface parking lot on Western Avenue between Marion and Columbia Streets.
 - Existing parking structures on First Avenue, between Cherry and Columbia Streets, near Pioneer Square.

It should be noted that other types of development may occur on these sites as they are currently in private ownership.

- Demand for on-street curb space on the Waterfront, especially along Alaskan Way, comes from many different users including customers, visitors, transit, taxis, shuttle and tour buses, and delivery vehicles serving area uses. Curb space management decisions for a reconstructed Alaskan Way should prioritize uses in the following manner:
 - Recognize that the primary purpose of the arterial system is to move people and goods
 - Provide for transit stops and layover, including accommodation for tour and shuttle buses in acknowledgement of the waterfront’s appeal to tourists and visitors
 - Address passenger and commercial vehicle loading needs, including taxis where appropriate
 - Allow for paid, short-term customer parking
- Explore a combination of public and private funding for replacement of short term parking lost due to changes to the Alaskan Way right of way.



Alaskan Way Surface Street

The Alaskan Way surface street offers many opportunities for creating an exceptional pedestrian promenade with a variety of civic and active recreational spaces. For purposes of concept design, Alaskan Way has been looked at in three sections: North, Central, and South. Each of these sections differs slightly in function and character and warranted individual recommendations.

North Alaskan Way Surface Street

The north waterfront is the location of the Olympic Sculpture Park, the Bell Harbor International Conference Center, cruise ship terminal, and marina at Pier 66, and more. There are limits on the Alaskan Way street section due to the presence of the BNSF railroad tracks on the east side of the right of way.

Recommendations:

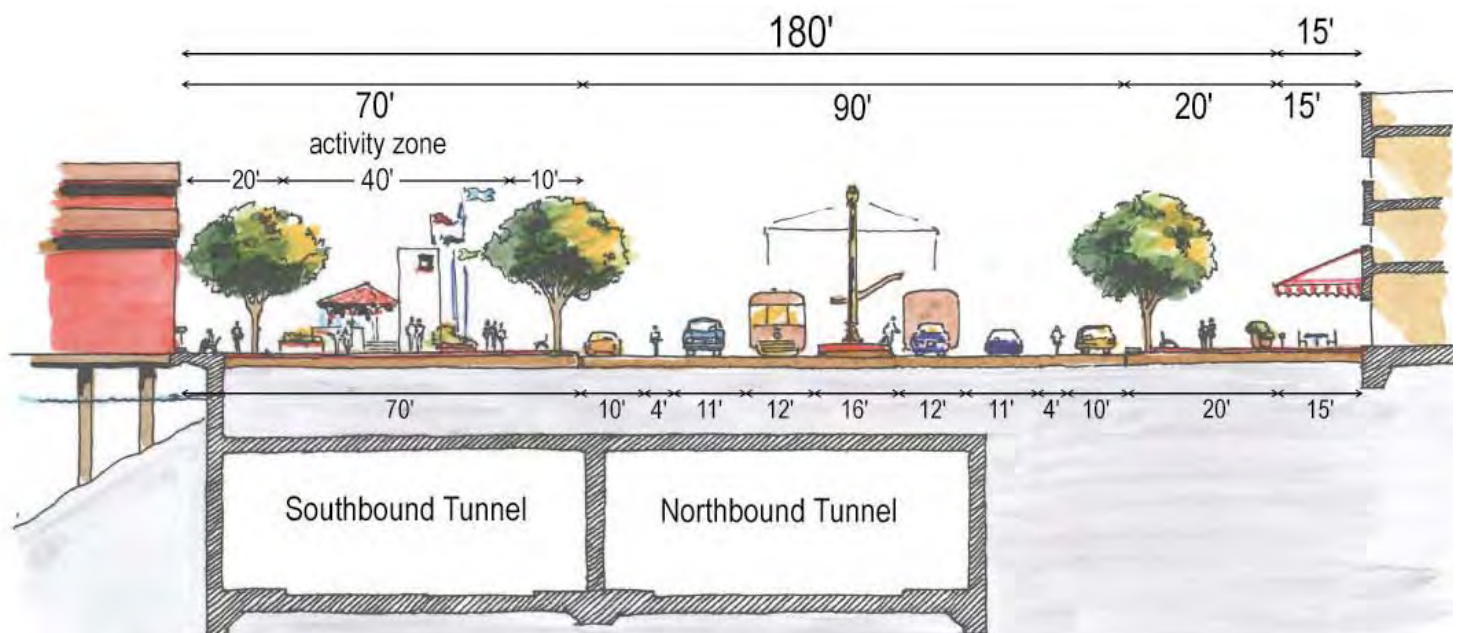
- Improve Alaskan Way surface street to complement entry and edges of the Olympic Sculpture Park now under construction.
- Consider alternative ways to activate the eastern side of Alaskan Way along the railroad right of way.
- Create a development plan for the north waterfront between Bell Street and Broad Street to determine how to activate the area. The plan shall include options for development over the BNSF railroad franchise along Alaskan Way.
- Develop an overhead crossing (skybridge) at Vine Street and Alaskan Way. Design shall be coordinated with adjacent development and incorporate the sustainable theme and technologies developed for the Growing Vine Street streetscape project.
- Improve pedestrian connections and maximize walkways in the area, including the north-south promenade and east-west connections.

Central Alaskan Way Surface Design

The focus of design for the central section of Alaskan Way between Yesler Way and Union Street shall be on maximum pedestrian space and clarifying vehicular movement. A majority of the pedestrian space shall be on the western, water side of the new surface street. The streetcar shall be a two-track system and run in the street.

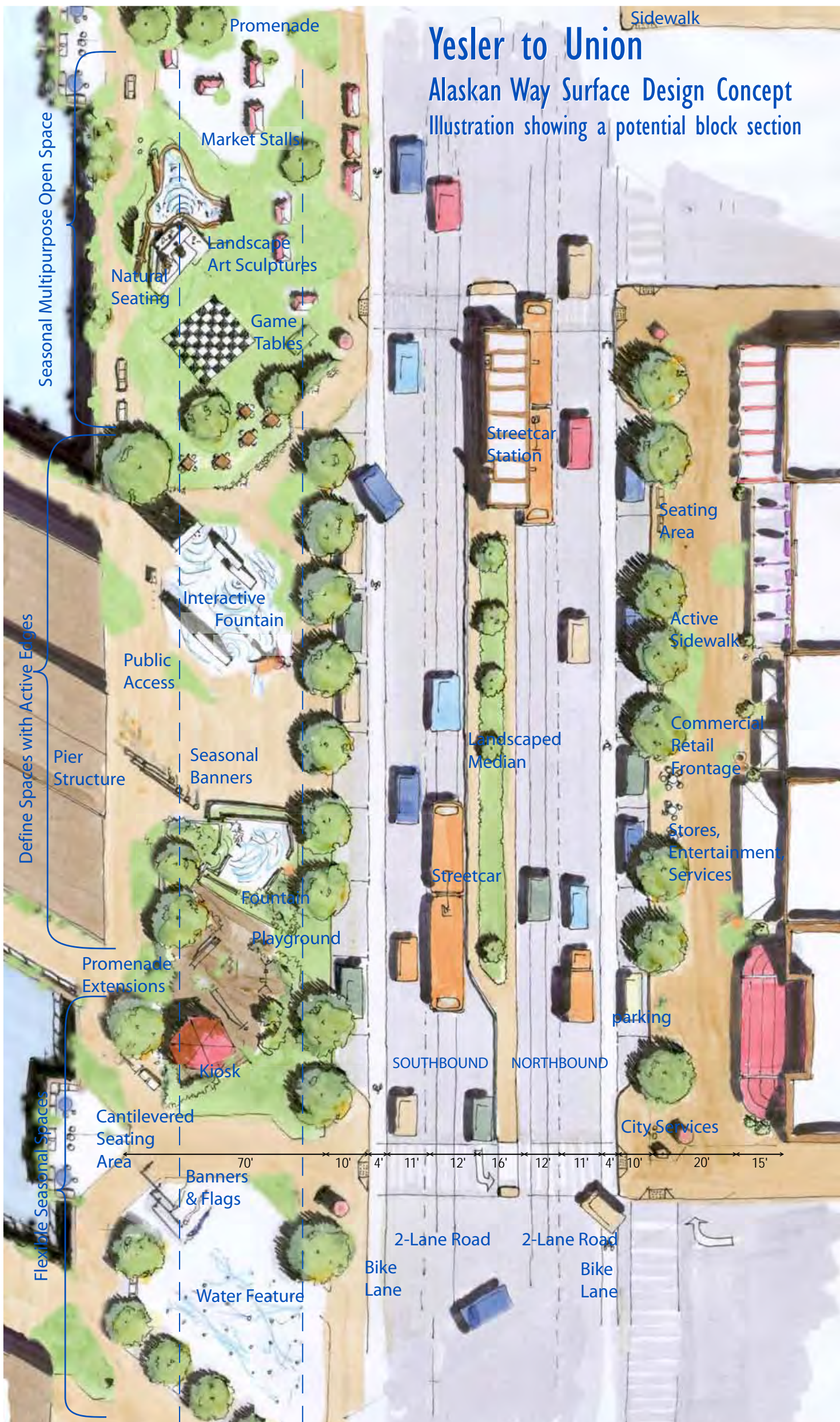
Recommendations:

- The new surface street shall be a maximum of 90-feet wide and include four traffic lanes plus the street car tracks, a pedestrian island, dedicated bicycle lanes and on-street parking.
- Create a 70 foot wide linear promenade as a flexible, multi-purpose public space along the west side (water side) of Alaskan Way between Pike Street and King Street, depending on the configuration of the Colman Dock re-development. The promenade shall accommodate plazas for different activities, have a clearly defined walkway, weather protection, and room for a variety of public uses including grass spaces, fixed structures, seating areas, and access to piers. This “activity zone” will be used throughout the year as a seasonal event generator and a place where both visitors and locals may enjoy as a destination for work, recreation, gathering, rest, retail, food, etc.
- The east side of the street shall be from 25 to 30-feet wide to encourage the reorientation of existing buildings along Alaskan Way toward the waterfront and accommodate sidewalk cafes, walking, and other active public uses.



Yesler to Union

Alaskan Way Surface Design Concept
Illustration showing a potential block section



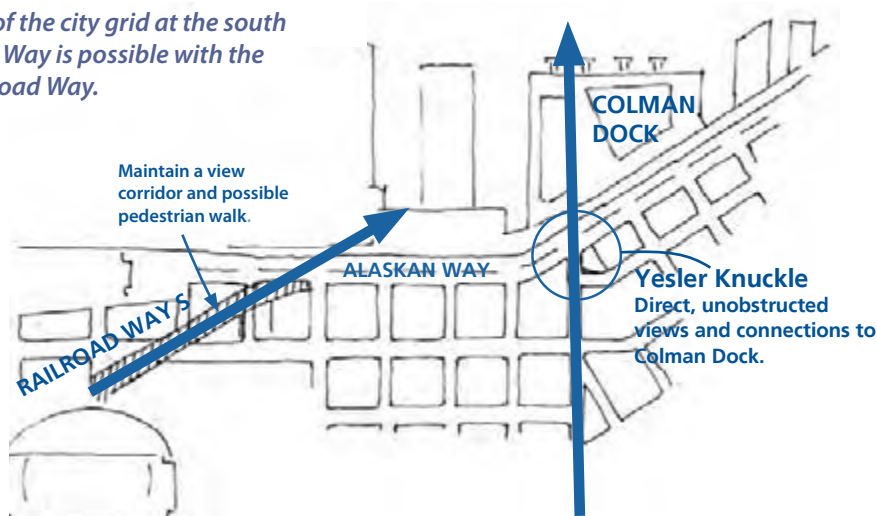
South Alaskan Way Surface Street

The portion of Alaskan Way in the south waterfront is one of the more challenging sections of right of way for pedestrian movement. Vehicle traffic into and out of Colman Dock presents some inherent conflicts with public access and pedestrian use along the waterside promenade. The large number of foot passengers crossing Alaskan Way to and from ferries necessitates safe and attractive pedestrian facilities across Alaskan Way. A large number of people also walk between Colman Dock and the two stadiums on game days. Railroad Way S. presents an opportunity for improving the pedestrian connection between Colman Dock and the stadium district.

Recommendations:

- Redesign the “knuckle” at the intersection of Yesler, Western and Alaskan Way to facilitate pedestrian movement, maintain existing views, and open possible views of Elliott Bay as a background.
- Enhance the view and pedestrian corridor along Railroad Way S., between Alaskan Way and Occidental Street, so that there is a strong sense of connection between the stadiums and the waterfront. Increase opportunities for context sensitive development along Railroad Way S. to help define the physical space and functioning of the view and pedestrian corridor.

Reintegration of the city grid at the south end of Alaskan Way is possible with the closure of Railroad Way S.



Freight Mobility and Access

The Alaskan Way surface street will remain an important north-south corridor through downtown. It will continue to link the Duwamish Manufacturing and Industrial Center to the south and the Ballard-Interbay Manufacturing and Industrial Center to the north. Alaskan Way is also the only north-south arterial through downtown that trucks with oversized or flammable loads may use. It is important that truck access be maintained while pedestrian friendly environment is developed along the central waterfront.

Recommendations:

- Manage the flow of traffic on the Alaskan Way surface street to make it comfortable for pedestrian use while accommodating freight and other vehicle movement through the corridor. The Alaskan Way surface street shall be accessible to oversized vehicles and those transporting hazardous materials.



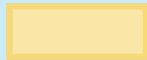




Drawing by G. Romano, Source: DPD

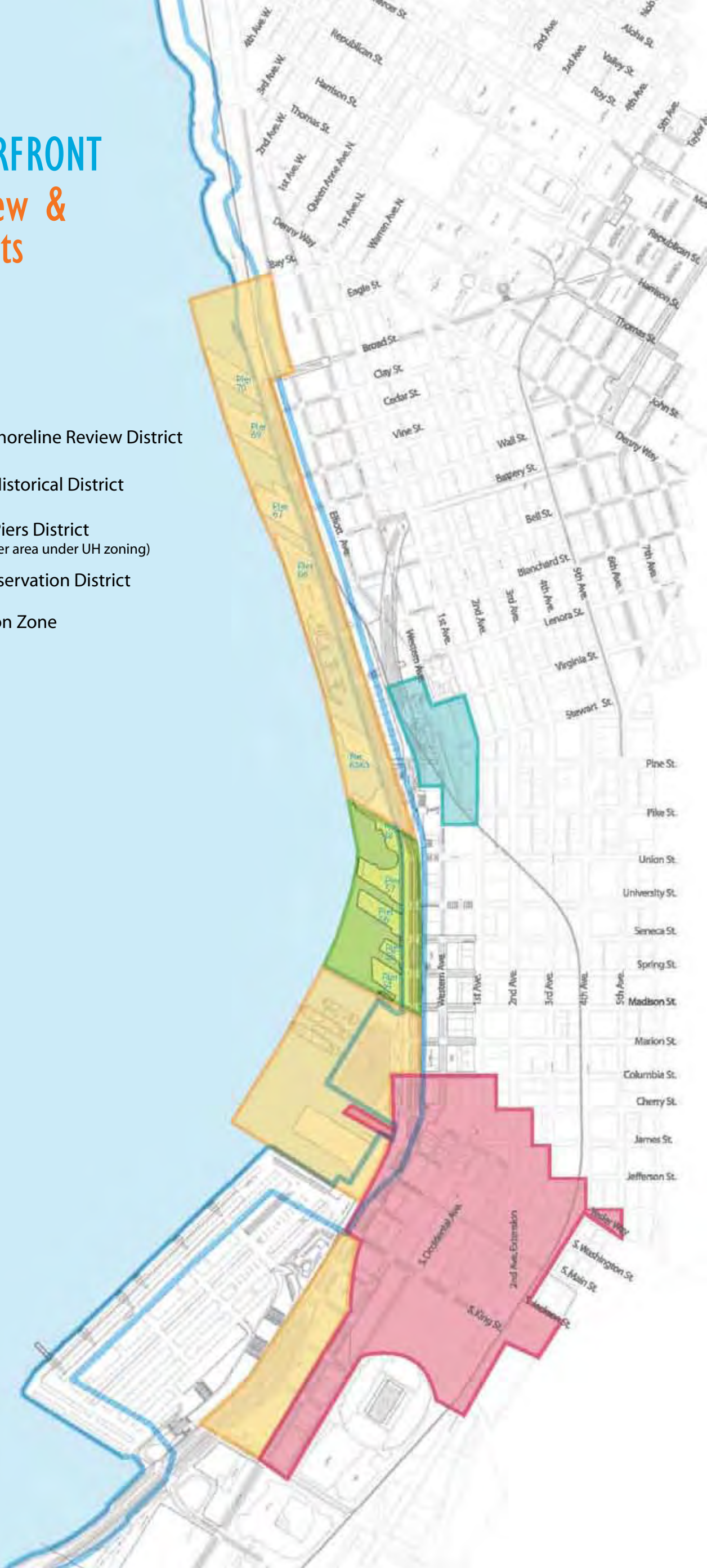
SEATTLE'S WATERFRONT

► Shoreline Review & Historic Districts

(Full-color version of map at end of book)

LEGEND

-  Proposed Special Shoreline Review District
-  Pike Place Market Historical District
-  Proposed Historic Piers District
(existing historic character area under UH zoning)
-  Pioneer Square Preservation District
-  Shoreline Regulation Zone



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Design Review and Regulatory Changes

The following recommendations for regulatory changes are intended to support land use objectives for the waterfront that have emerged since the 1985 Downtown Plan was revised through the Downtown Urban Center planning process completed in 1999. Overall, the land use goals and policies of the Downtown Plan have worked to the benefit of the community and are not in need of major revision. The waterfront Concept Plan includes specific design review and regulatory amendments in order to achieve the following:

- Retain the integrity of the existing historic districts.
- Preserve the historic piers 54-59
- Protect views of Elliott Bay and the Olympic Mountains from downtown
- Assure design excellence for all buildings and public spaces on the waterfront.
- Create a mixed-use environment in the uplands with more residential use.
- Create a vibrant pedestrian environment by encouraging ground level retail and commercial uses to open onto the sidewalks of Alaskan Way and other streets.

Shoreline Review and Historic Districts

There is much interest in establishing a consistent design review process for public and private projects on the waterfront. East of Alaskan Way, there are established design review processes and guidelines for the existing Pike Place Market and Pioneer Square historic districts. In addition, the Downtown Design Review Board and guidelines addresses design quality for private development and the Seattle Design Commission reviews development proposals on City of Seattle properties and/or funded by the City. There currently is no consistent design review process for the area west of Alaskan Way. The following recommendations attempt to remedy this gap:

Proposal for a Special Shoreline Review Process

- Establish a special shoreline review process and empower the Seattle Design Commission to review public projects by State, County and Port agencies in the area zoned DH1 and DH2. The design review process should include all public and private facilities and consider the unique shoreline and upland architectural character of the area.

Proposal for an Historic Piers District (Piers 54-59)

- Perform an assessment of Piers 54-59 for historic integrity of the pier structures as a group. The assessment should address the following aspects of historic buildings:
 - Shape
 - Orientation
 - Structure
 - Materials
- Assess the historic context of the pier buildings and the potential impacts of change to this area.
- The assessment should be focused on physical design and not on use of structures.
- Replace the existing Historic Character Area designation with a local and/or national historic district designation and nominate individual pier structures for landmark status within a locally designated district.

Pike Place Market Historical District

Retain the existing historic district designation, review process, and review guidelines.

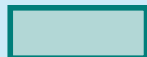

Pioneer Square Preservation District

Retain the existing historic district designation, review process, and review guidelines. Land use and zoning for parts of Pioneer Square are being addressed concurrently in the *Livable South Downtown* planning project.

SEATTLE'S WATERFRONT

► Supplemental Waterfront Design Guidelines

LEGEND

-  Extent of Supplemental Waterfront Design Guidelines
-  Shoreline Regulation Zone



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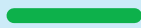









Supplemental Waterfront Design Guidelines

Develop supplemental design guidelines for the waterfront area (see the Supplemental Waterfront Design Guidelines map on the left for extent of area). The supplemental design guidelines should be consistent with the provisions of the Shoreline Master Program. The supplemental design guidelines should address all public and private facilities in the area, consider the unique shoreline and upland architectural character of the area, and connectivity between shoreline and uplands. These are intended to supplement existing Design Review Guidelines for Downtown, Belltown and other adjacent Center City neighborhoods as well as guidelines for the Pike Place Market and Pioneer Square historic review districts.

SEATTLE'S WATERFRONT

► Zoning & Regulatory Changes

LEGEND

-  Designated Green Streets
-  Proposed Green Streets
-  View Corridors
-  View Corridors with Upper Level Setbacks Required
-  Shoreline Regulation Zone
-  Battery Street View Point & View Corridor
-  Historic Piers
-  Area Zoned DMC
-  Colman Dock
-  Current Industrial Zones



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Zoning and other Regulatory Changes

Zoning and Land Use Code provisions are an important tools for improving public access, preserving views of Elliott Bay and Puget Sound, enhancing the shoreline environment, and creating an amenable pedestrian environment on the waterfront.

Recommendations:

View Protection, Public Access and Open Space

- Designate a viewpoint over Battery Street Tunnel and limit building height in areas west of 1st Avenue and Battery Street to preserve a view corridor. (See Area A on map to the left) Use TDR as a mechanism for limiting height in Area A by creating an incentive for developers to transfer height off of sites within this area to sites in adjacent areas of downtown.
- Amend the City's Street Vacation policies and Land Use Code to extend view corridors where appropriate to protect views of water and mountains from public rights of way that terminate at Elliott Bay either physically, or visually projected.
- Maximize open space and public access to pier aprons.
- Develop incentives or policies to encourage the dedication of indoor and/or outdoor spaces on the historic piers for cultural, historical, educational, and community uses accessible to the public. (See Area B on map to the left) These uses could include the following:
 - Moorage sites for historic ships and sail-training vessels.
 - Spaces for exhibits related to the waterfront, including artifacts, interpretive displays, and interactive installations.
 - Spaces for performances, multimedia shows, and other types of heritage-related education and entertainment.
- Assess the existing Green Street network in the Waterfront Study Area. Identify potential streets for designation and locations where current Green Street designation may be unsuitable. These may include the following:
 - Potential designation:
 - Thomas Street
 - University Street (between 1st Avenue and 6th Avenue)
 - Occidental Avenue (between S. King Street and Royal Brougham Way)
 - Potential undesignation:
 - Marion Street (between Alaskan Way and 2nd Avenue)

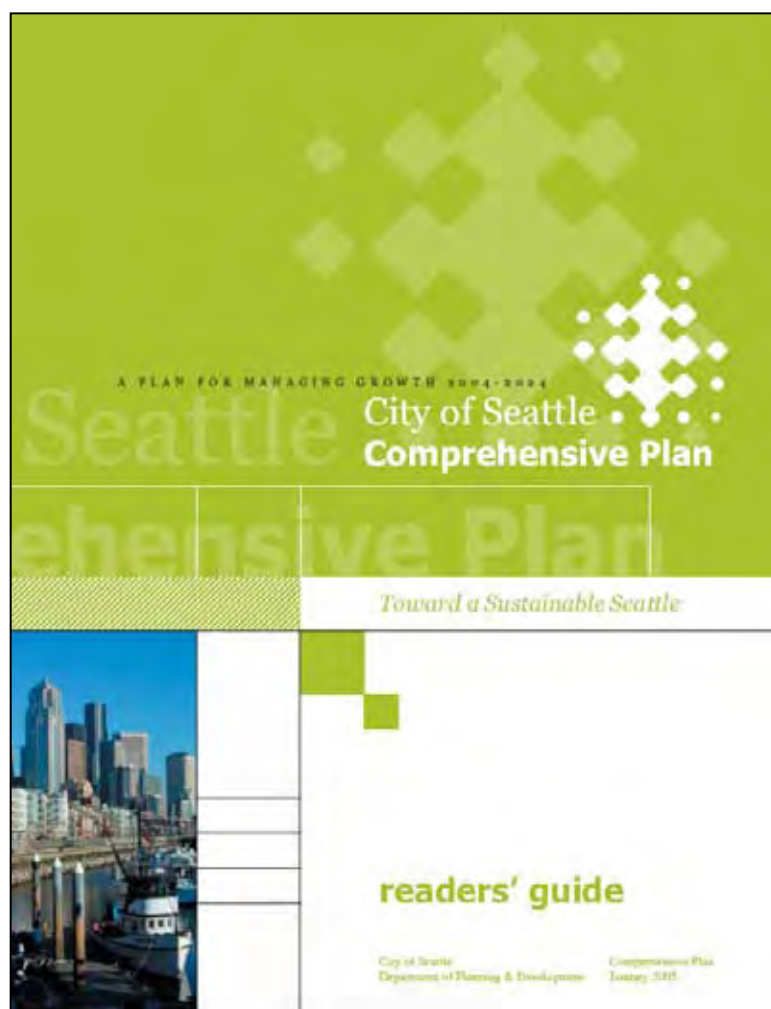
Land Use, Development Standards, and Pedestrian Orientation

- Prohibit or limit short and long-term parking overwater. Parking provided accessory to local businesses, whether short or long-term, should be located east of Alaskan Way or at remote locations connected to the waterfront by transit.
- Enhance the pedestrian orientation of the west side of Alaskan Way by requiring retail uses along the street front oriented to the sidewalk.
- Consistent with state guidelines for local shoreline program requirements, evaluate current use limitations in the shoreline environment to determine if such limits are consistent with current City objectives for the central waterfront environment.
- Evaluate the effectiveness of transfer of development rights, development bonus programs, or other tools as a means to attract recreational, entertainment, and cultural activities to the waterfront.
- Encourage retrofitting of building entries and facades along the east side of Alaskan Way to orient structures to Alaskan Way and to the pedestrian environment. Any retrofitting of designated historic structures in this area should be done in keeping with the historic character of the building.

- Amend DMC zoning (see Area C on map, page 54) to support development of a residential enclave, enhance the street-level retail environment, and preserve individual historic structures in the area. Limit office development and encourage housing, hotels, and cultural uses in this area. Explore the possibility of amending zoning to allow height increases for specific sites in this area. Conditions or limitations on height increases may include:
 - development for housing only
 - project must go through design review
 - bulk of building should be minimized in exchange for height
- Assess and designate individual buildings as historic landmarks where appropriate. Limit density of commercial development in the area. Use TDR as a means for increasing height on eligible sites and preserving historic buildings.
- Zoning changes are under consideration for the area between Alaskan Way, First Avenue, S. King Street, and Royal Brougham Way as part of the Livable South Downtown planning project. Changes to zoning in this area may allow for some residential development to occur in the future that will be consistent with the character of Pioneer Square. (See Area E on map, page 54)
- Update provisions for the Urban Harborfront environment in the City's Shoreline Master Program (SMP) as a first phase of the pending update of the entire SMP that is required by the state to be completed by 2009.

Comprehensive Plan Amendments

Seattle's Comprehensive Plan can be found at
http://www.seattle.gov/dpd/Planning/seattle_s_comprehensive_plan/index.asp



The City of Seattle's Comprehensive Plan, *Toward a Sustainable Seattle*, is a collection of City-adopted goals and policies about how the City will accommodate growth over a 20 year period (beginning in 1994). In general, the goals define a future outcome for the city and the policies provide guidance for more specific decisions that will be made over time. The City of Seattle first adopted the Plan in 1994 and has been updated in major and minor ways in subsequent years. Overall, the recommendations of the draft Waterfront Concept Plan are consistent with the goals and policies of the Comprehensive Plan with some exceptions. The following exceptions may require further assessment of whether or not there are conflicts with Comprehensive Plan policies and in some cases whether or not amendment of certain Comp Plan policies is appropriate:

Urban Village and Neighborhood Plan Elements

Zoning changes under consideration for the area between Alaskan Way S., First Avenue S., Railroad Way S., and S. Royal Brougham Way as part of the Livable South Downtown planning project may require an adjustment to the boundary between the Downtown Urban Center and the Duwamish Manufacturing and Industrial Center. This area is currently part of the Duwamish M&I Center. Proposed changes to the zoning in this area may allow for some residential development to occur in the future. Zoning that allows residential land use is not consistent with the Comprehensive Plan policies for Manufacturing and Industrial Centers but is consistent with the policies for Urban Centers.

- Consider adjusting the boundary between the Downtown Urban Center and the Greater Duwamish Manufacturing and Industrial Center so that the area between Alaskan Way S., First Avenue S., Railroad Way S., and S. Royal Brougham Way becomes part of the Downtown Urban Center.

Land Use Element

C-4 Shorelines section

LU231 and LU232 Shoreline Use Policies - This includes parts of the policies governing water dependent and non-water dependent uses. Water dependent uses, as defined in the Comprehensive Plan, include “all uses that cannot exist in any other location and are dependent on the water by reason of the intrinsic nature of their operations.” Non-water dependent uses are defined in the Comprehensive Plan as “those uses that do not need a waterfront location to operate.” The Shoreline Use Policies gives preference to water dependent uses over non-water dependent uses. Some recommendations of the Waterfront Concept Plan may allow or encourage the development of some non-water dependent uses at Colman Dock and the historic piers.

LU237 Shoreline Access Policies - This policy states the following: “Give priority to the operating requirements of water dependent and water-related uses over preservation of views in those environments where water-dependent uses are encouraged.” The waterfront is an area where water dependent and water-related uses are encouraged. Some recommendations in the Waterfront Concept Plan, including those for Colman Dock, may result in a conflict between preservation or enhancement of view corridors to Elliott Bay and existing or proposed water dependent uses.

LU270 Height in the Shoreline District Policy - This policy uses the 35 foot height limit of the Shoreline Management Act as the standard for maximum height in the Seattle Shoreline District, including the Center City waterfront. Some non-water dependent uses proposed as part of the redevelopment of the Colman Dock ferry terminal may exceed this height limit. However, increased height is not desired at other locations along the waterfront in order to preserve view corridors. Any proposed amendment to this Comprehensive Plan will need to be carefully considered along with the scheduled update of the City’s Shoreline Master Program for the central waterfront.

Neighborhood Planning Element

Possible designation of a “waterfront district” that overlaps with existing urban villages for the purposes of achieving consistency in design review, making regulatory changes to respond to waterfront

development, and other land use actions may require amendment to the goals and policies for the following neighborhoods:

- Pioneer Square
- Commercial Core
- Belltown

B-10 Downtown section

Downtown Urban Center

DT-LUP4 - Proposed review and regulatory changes described in the previous section titled *Design Review and Potential Regulatory Changes* may require amendment to the following downtown land use district classifications under Comprehensive Plan Land Use Regulation policy **DT-LUP4**:

- Downtown Harborfront - 1 & Shoreline Environment (DH-1)
- Downtown Harborfront - 2 (DH2)
- Downtown Mixed Commercial (DMC)
- Downtown Mixed Residential/Commercial (DMR/C)
- Pioneer Square Mixed & Special Review District (PSM)

DT-LUP11 - Use of TDRs proposed in the previous section titled “Design Review and Potential Regulatory Changes” for the purpose of increasing housing in the area zoned DMC (Area C on Zoning & Regulatory Changes map, page 50) and preserving view corridor (Area A on Zoning & Regulatory Changes map, page 50) may require amendment to Comprehensive Plan Land Use Regulation policy **DT-LU11**.

DT-UDP4 and **DT-UDP5** – Mechanisms proposed in the previous section titled “Design Review and Potential Regulatory Changes” for the purpose of increasing height for housing in the area zoned DMC (Area C on Zoning & Regulatory Changes map, page 50) and limiting height to preserve the view corridor (Area A on Zoning & Regulatory Changes map, page 50) may require amendment to Comprehensive Plan Urban Design policies **DT-UDP4** and **DT-UDP5**.

Commercial Core

Include an additional policy to encourage the development of residential uses in the area zoned DMC (Area C of the Zoning & Regulatory Changes map, page 50).

Pioneer Square

Adjust Urban Village boundary to include the area between Alaskan Way S., First Avenue S., Railroad Way S., and S. Royal Brougham Way.

SEATTLE'S WATERFRONT

► Development Opportunities

LEGEND

-  Partnership Opportunities
-  Location for Combined Development & Open Space
-  Alaskan Way Promenade
-  Civic Destinations



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Development Opportunities

New development offers the opportunity to create public space and other amenities that complement the public realm. There are limited opportunities for development along the waterfront since it is largely built out. Some opportunities exist on parcels currently used for surface parking. The majority of these sites are privately owned although some are owned by government agencies. Redevelopment of these sites to achieve programmatic needs such as office, retail, housing, as well as public amenities will require innovative design and partnerships amongst a variety of interests. Perhaps the most significant development opportunity yielding public benefits will occur at Colman Dock with the expansion of the Washington State Ferries terminal facility. A variety of public spaces integrated with the ferry terminal and other uses is a possibility for this site on the waterfront. Some public facilities, including the Port of Seattle's Terminal 46 and the Seattle Fire Department's Fire Station No. 5 will retain their current functions at their current locations but may have some flexibility for future changes or coordination with surrounding redevelopment.

Partnership Opportunity Sites

Although the central waterfront is mostly built out there are still some significant sites with development potential. Some of these potential development sites may need partnerships between government agencies, private developers and land owners, and non-profit organizations (see "Development Opportunities" map). The following sites should be considered as partnership opportunities:

- Old Spaghetti Factory south parking lot
- Sites adjacent to a potential overhead pedestrian crossing at Alaskan Way and Vine Street
- Battery Street Tunnel portal and lid extension
- PC-1 site
- Union Street hillclimb
- City Light substation lid at Western & Union
- Western & University surface parking lot
- Western & Seneca surface parking lot
- Society Candy site behind Colman Building
- Western & Yesler surface parking lot
- Cherry & 1st wedge surface parking lot
- Uplands of Pier 48

The following are being considered within the context of the Livable South Downtown planning effort:

- Triangular site at Yesler, James and Second Avenue ("sinking ship" garage)
- 2 surface parking lots at Main & Occidental (redevelopment in progress)
- WOSCA site
- North stadium surface parking lot (redevelopment in progress)
- BNSF air rights over railroad tracks (development in progress)

Sites for Combined Development and Open Space

- Central civic space, including aquarium, Piers 62/63, Pier 58, and Central Waterfront Park space
- Colman Dock district
- Railroad Way



Terminal 46

Terminal 46 will continue to function as a primary container handling facility for the Port of Seattle. Terminal 46 is in close proximity to Pioneer Square, Colman Dock, and the stadium district. Planning and urban design for the central waterfront should include ways for Terminal 46 to complement these areas and their intensive pedestrian oriented uses.

Recommendations:

- Maintain Terminal 46 as a container facility while recognizing its potential as a long-term development opportunity.
- Develop ways for making the edge of Terminal 46 along Alaskan Way complement the pedestrian environment and historic quality of Pioneer Square.
- Work with the Port of Seattle, in the future, to make the edge of Terminal 46 along the Pier 48 waterway complement the public space, pedestrian promenade, and shoreline habitat enhancement associated with the redevelopment of Colman Dock.



Source: Allied Arts



Source: Allied Arts



Source: U of W Digital Library

Fire Station No 5

Determine the optimum location on the waterfront for Fire Station No. 5. Currently, there is a preference to retain Fire Station No. 5 in its present location so that it continues to house both the fireboat crew and the land-based engine crew on the west/water side of Alaskan Way in the same facility. Look into the possibility of improving fire apparatus bays fronting the station and integrating the facility with the Colman Dock redevelopment.

Recommendations:

Short-term relocation of FS No.5 during seawall/tunnel construction:

- Once the construction schedule and when/where certain segments of Alaskan Way will be closed are known, determine where Fire Station resources will need to be located on the central waterfront.
- Choose a location that will enable both the Marine Company and the Land-Based Company to be on the water/west side of Alaskan Way.

Long-term siting of FS No. 5 post seawall/tunnel construction:

- Give preference to retaining Fire Station No. 5 in its existing location.
- Should alternative sites be considered, minimize impacts on fire department operations and system wide response time. This is especially significant with any sites north of the existing location. In addition, minimize separation of the Marine and Land-based crews when considering alternative sites.
- Consider possible relocation of Fire Station No. 5 to the south end of a redeveloped Colman Ferry Terminal, but no further south than the existing southern edge of the Pier 48 uplands (approximately where S. Main / S. Jackson Streets intersect with Alaskan Way). While other components of the waterfront plan and future land use(s) for this area, such as marine habitat restoration and public access to the water, could conflict with fire station operations, locating the FS # 5 facility here allows the opportunity to work with the Colman Dock redevelopment project.
- Continue to work cooperatively with the Colman Dock staff to plan and develop design solutions for pedestrian and vehicular access to the Ferry Terminal while maintaining free and clear ingress/egress for all emergency apparatus and personnel. Some potential solutions might include the integration of all, or a portion, of a new/expanded fire station into the ferry terminal redevelopment project.
- Improve Fire Station #5 as a cultural and educational facility by improving the space fronting the station including the sidewalk. Maintain free and clear access for fire vehicles and apparatus in front of the station. Maintain sight lines for safe maneuvering of fire vehicles in/out of the station.



Colman Dock Ferry Terminal

The redevelopment of the Colman Dock Ferry Terminal provides an opportunity to create a prominent civic place in the south end of the waterfront. In addition to expanded ferry service, the new terminal may include opportunities for additional public access and views. This may include the allowance for a broader mix of uses, including retail, exhibit space and hotel, but only if public objectives are met. Also, redevelopment of the Pier 48 uplands provides the opportunity for extending Pioneer Square to the waterfront. Public access to views, the shoreline, and the facility itself are a priority for the City of Seattle. The shoreline around Colman Dock is also one of the shallow areas of the waterfront and presents a real possibility for habitat enhancement.

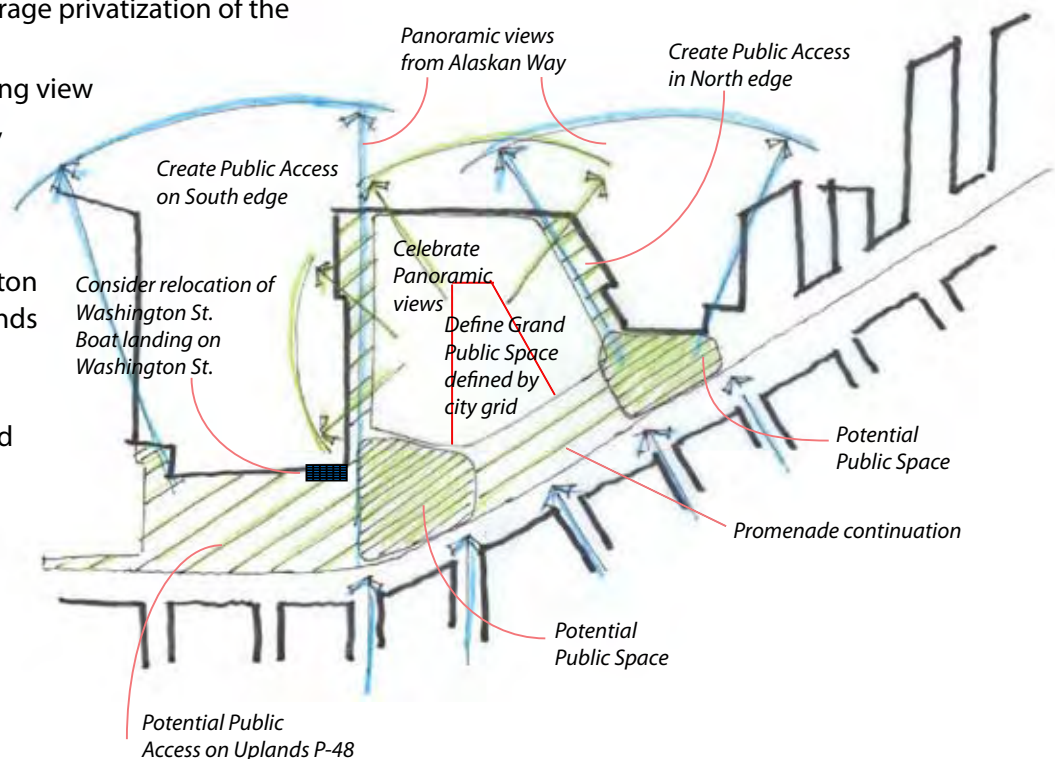
In summary, the guidelines suggest six major topics for emphasis:

1. Maintain, where possible, key view corridors along designated streets
2. Provide substantial public space along the perimeter of the project and within the project where possible and if it does not compromise the security needs of the terminal
3. Design a facility that reflects the marine terminal location and environmental sensitivity of the site
4. Design an iconic, gateway structure that has a presence on both water and land sides
5. Maintain the primacy of the public uses on the site, even if private uses are included
6. Design the facility to screen the presence of automobiles from public view and emphasize the transit nature of the facility as one of the Center City's three regional transit hubs

Views, Public Access, and Public Space

- Provide opportunities for panoramic views of Elliott Bay, Puget Sound, and the Olympic Mountains from publicly accessible spaces of the Colman Dock facility and from Alaskan Way.
- Provide public access to all edges of the facilities that are not required for ferry operations and without compromising the marine security requirements for the terminal.
- Provide active, pedestrian oriented uses on edges of the project that relate to public spaces.
- Preserve and enhance physical and visual access to the waterfront's marine environment.
- Include uses that will maximize public access to Colman Dock and Pier 48 uplands and shoreline, while limiting private development to transit oriented mixed use development. Discourage privatization of the water's edge.
- Respect and acknowledge existing view corridors along Yesler, Columbia, Madison, and Marion Streets.
- Maintain the axes of view corridors of South Jackson, South Main, and South Washington Streets through the Pier 48 uplands to the water.
- If possible, visually link Colman Dock to the stadiums via Railroad Way South.
- Create a grand public place and destination with a mix of uses, extensive public access, and pedestrian-oriented design.
- Provide space for programmed

Views, Public Access and Public Spaces



cultural and historical activities and exhibits.

- Provide substantial public space level with the sidewalk that will act as an inviting public entry onto the dock, an integral part of the waterfront public realm, and extension of the waterfront promenade.

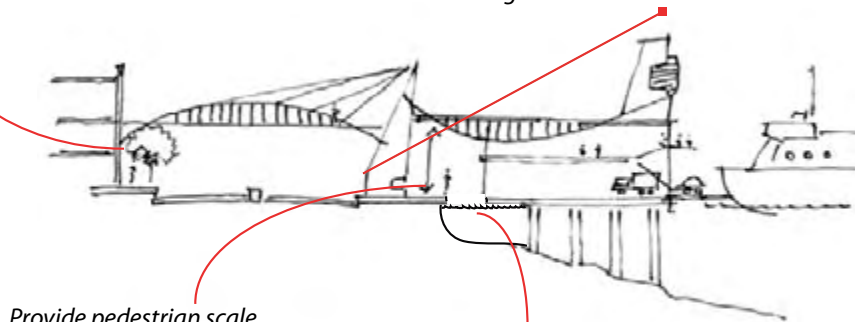
Land Use and Urban Design

- Design of the new Colman Dock Ferry Terminal should reflect its essential roles as a public multimodal transportation hub and a public facility, while also creating an iconic presence on the waterfront.
- An improvement in shoreline habitat conditions should be integral to the design and operation of the redeveloped facility.
- The design should accommodate the proposed north-south waterfront promenade and celebrate views from Alaskan Way to the water where possible.
- Redevelopment of Colman Dock should not set a precedent for increasing the range of allowed uses, building heights, and mass along Seattle's waterfront. Any increases in allowed uses and heights should be solely for the purpose of making Colman Dock a more efficient transportation facility and a dynamic public place on the water.
- A non-water dependent use, such as a hotel over water, may be appropriate if the essential character of the development remains a transportation facility and outstanding public access is provided in and around the non-water dependent use.
- The development should not include residential uses over water.
- Include a public education component in the project.
- Overhead pedestrian crossings (skybridges) over Alaskan Way should be designed to reduce the impacts of bulk and scale on view corridors as well as impacts on street-level businesses dependent on pedestrians. Two or more smaller, slender pedestrian bridges over Alaskan Way are preferred over one large bridge.
- Incorporate public art into the facility in a manner consistent with the public art plan for the Central Waterfront.
- Integrate and/or consider relocation of the historic Washington Street Boat Landing structure to enable it to become a significant gateway to public space alongside the new terminal and in proximity to S. Washington Street.
- The design of the ferry terminal building should be a distinct visual landmark that contributes to the city's skyline and should consider the following :
 - Relationship with the waterfront context, including the form and character of the adjacent piers.

Schematic Section

Overpass should be designed with small and slender elements to reduce impacts of bulk and height

Achieve incremental higher scale towards the water



Provide pedestrian scale on Alaskan Way

Potential pier separation for habitat improvement

- A clear recognition that the facility is built over water and is distinct from the urban form across Alaskan Way; the design should recognize that the water's edge begins at the seawall rather than the edge of the piers.
- Allowance for additional height only when and if the added height helps to achieve and complement public goals of the regional transportation terminal.

- Parking should be limited to the amount necessary for the operation of the

transportation facility and consistent with City policies. (See Parking recommendations in the Transit and Vehicular Connections section, page 45)

- Ferry auto queuing holding areas should be designed to minimize visible surface car holding areas. Opportunities to share use of holding areas for parking or other uses during non-peak ferry travel are encouraged.

Transportation

- In general, integrate the ferry access plan with the larger Center City Access Strategy. Auto access by ferry must be balanced with other regional access needs to Seattle's Downtown and with local access (for all modes of travel) to the Central Waterfront area.
- Measure the impacts of Colman Dock development by establishing performance measures for adjacent local streets. Address signal timing impacts that place limits on the wait for pedestrians at adjacent crosswalks and north-south movement on Alaskan Way.
- Work with the Alaskan Way Viaduct and Seawall Replacement Project team and WSDOT and SDOT planners for the SR519 project to explore appropriate physical and operational solutions that will minimize ferry traffic impacts. Coordinate with these agencies to efficiently route car traffic from Colman Dock to I-5, I-90, and SR 99 in order to avoid unnecessary trips through the Downtown.
- Proposals for additional ferry routes to Colman Dock should take into consideration traffic operations impacts of ferry loading/unloading, pedestrian circulation, and local and regional access needs as well as ferry system performance objectives.
- Explore extending the existing main vehicular entrance at Yesler Way further south to S. Jackson Street or S. King Street, leaving only service and oversized truck entrances at Yesler. This will allow for the Alaskan Way promenade to extend further south before it is interrupted by a higher volume vehicular crossing.
- Develop best management practices for accommodating occasional peak overflow queuing capacity within the City street network.
- Orient the facility to improve pedestrian connections along Yesler Way to take advantage of the gradual topography and improve passenger transfer connections to light rail, buses, and commuter rail.
- Increase multi-modal transit connections at and near the ferry terminal to make use of the ferries by walk-on passengers more attractive

Over-water Coverage

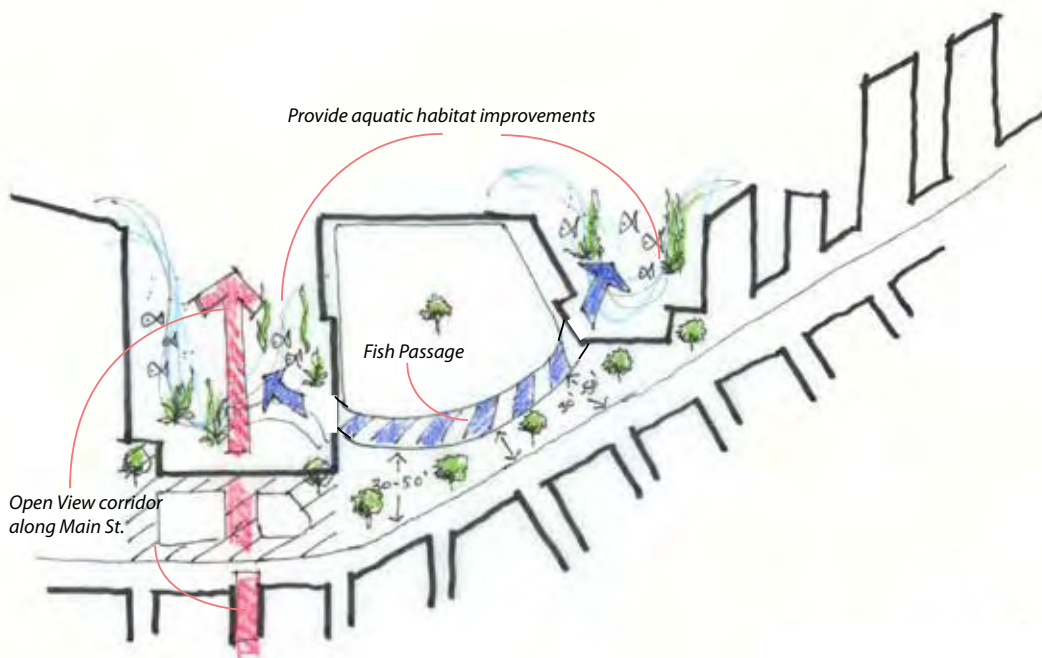
- Minimize areas for car holding and parking (including employee parking) over water.
- Use management techniques (such as improved transit connections at both ends of the ferry operation, ticketing practices, off-loading, holding design, or other transportation demand management methods determined to be effective) to manage the limited capacity of the ferry terminal holding areas and city streets, reduce vehicle pollution, and to maximize efficiency.



Environmental Issues and Pier 48 Area

Sustainable Design

- Set a specific LEED performance level goal (Silver or higher) for the Colman Dock terminal building for benchmarking sustainable building practices. Encourage LEED performance level goals for other portions of the mixed use development associated with the terminal.
- Innovative methods for improving habitat conditions should be incorporated into the design of Colman Dock including:
 - the fish passage concept
 - shallow water habitat in and around the project
 - habitat shelves on the seawall and piers
 - vegetation cantilevered over water along seawall and dock edges
 - design of pier pilings



Pier 48

If the Pier 48 shoreline and uplands are included as part of the Colman Dock project, consider the following:

- In general, balance any proposed development on the uplands with public access and open space, view corridors between Pioneer Square and the water (at S. Washington, S. Main, and S. Jackson Streets), and shoreline habitat enhancements. The primary objective for considering any development on the Pier 48 uplands should be to activate a significant public open space created on the site.
- Include space for tribal heritage and other programmed activities in the uplands portion of the site.
- Use existing shallow area south of Colman Dock to create on-site shoreline and aquatic habitat improvements and an opportunity for the public to “touch the water”. Use dock redevelopment to create a contiguous near-shore migratory corridor.
- If the Pier 48 uplands are used as an auto access and holding area, place the holding area beneath grade and lid with another use.
- Locate the entrance to a below-grade holding area as far south as possible. Entry to the holding area and ticketing at street level could be combined with commercial, mixed-use development along Alaskan Way.
- Include relocation and integration of the Washington Street Boat Landing structure in the development of public space on the Pier 48 uplands in proximity to S. Washington Street.

SEATTLE'S WATERFRONT

► Special Design Elements

LEGEND

-  Existing Special Places
-  Proposed New Places
-  Alaskan Way Promenade
-  Tunnel Portals & Retaining Walls
-  Tunnel Vents (tentative)
-  Potential and Improved Public Spaces
-  Potential Mixed-Use Development & Parking



Department of Planning and Development
City of Seattle, Greg Nickels, Mayor



Special Design Elements

Views, Urban Elements, and Places

Elliott Bay and the Olympic Mountains in the distance are perhaps the most prominent and spectacular visual elements of the waterfront. Viewpoints that capture these landscapes should be accessible, preserved and enhanced. There are also a number of visual icons, landmarks, and public spaces strategically located along the promenade of the waterfront. These enhance the waterfront's character and provide a sequence of visual cues that aid the sense of movement along the waterfront.

Recommendations:

- Improve access to viewpoints at ends of piers.
- Create opportunities for panoramic views of water.
- Visual sightlines and pedestrian connections between the following urban elements and places should be addressed as part of a comprehensive public realm plan for the waterfront:
 - Space Needle
 - Olympic Sculpture Park
 - Battery Street tunnel portal
 - Cruise ship presence at Pier 66
 - Tower sculpture at Bell Harbor marina
 - Potential overhead crossing and public space at Alaskan Way and Vine Street
 - North tunnel portal
 - Focal point sculpture on Alaskan Way @ Union Street
 - Viaduct ruin at Seneca Street & Western Avenue
 - "Sinking ship" site redevelopment at Yesler Street and Second Avenue
 - Colman Dock
 - Washington Street boat landing plaza and public space
 - Clock tower King Street Station
 - North Lot plaza at Occidental Avenue and King Street
 - New Occidental Avenue plaza
 - Qwest Field entry and tower
 - Possible CSO facility at S. Royal Brougham Way and 1st Avenue S.
 - South tunnel portal
- Acknowledge the temporal theme that flows from the Past (south end), Present (central), to the Future (north end) in the planning and design of the central waterfront.
- Develop landmarks or icons at strategic locations along the waterfront and uplands. These will include vent towers, public art projects, viaduct ruins and existing vertical landmarks.



Possible Viaduct Ruin, Drawing by G. Romano, DPD

Siting of the following urban elements and places has not yet been determined. However, they warrant further consideration since they present opportunities for enhancing connections and public spaces on the waterfront:

Vent Towers

A number of vent towers may be located in median of the Alaskan Way right of way to provide ventilation of exhaust fumes from the SR99 tunnel. The vent towers should be sited, designed, and constructed so that they become locational identifiers that enhance the character of the waterfront area. Optimum locations for the vent towers would be near intersections along Alaskan Way. The vent tower structures should also be combined with public art, wayfinding, streetcar stations and other design elements to enhance their visual quality and function as locational identifiers.

CSO Facilities and Public Space

Coordinate development of CSO (Combined Sewer Overflow) facilities and other system improvements with overall waterfront urban design. Explore possibilities for CSO projects to provide public space opportunities. For example, explore possibility of developing a public space over the CSO facility proposed in the vicinity of Royal Brougham Way and 1st Avenue S.

Public Art

Engaging artists in the civic dialogue by integrating artworks and the ideas of artists in a variety of settings has been integral to Seattle's public environment for over 30 years. The artwork and the work of artists add value to civic space through aesthetic and engaging enrichments and by reflecting the breadth of cultural and community diversity. There are many opportunities for public art on the waterfront since there will be significant redevelopment of public facilities like Colman Dock and the public realm. Public art and the participation of artists should be an integral part of the waterfront's urban design.

Recommendations:

- Develop a plan for integration of public art throughout the waterfront, including possibly at Colman Dock, Alaskan Way tunnel vent structures and other sites. The waterfront public art program can complement the Olympic Sculpture Park and other existing works. New artwork can be integral to public spaces, connections, habitat, sustainable design, and other elements on the waterfront. Public art can also support the Framework Principles for Waterfront Planning, including authenticity and identity, diversity and flexibility, access and connection, as well as the thematic concept of Imagination, Memory, and Movement.
- Coordinate the development of a public arts plan with a public realm plan for the waterfront.
 - Include artist(s) as a member of the design team.
 - Seek funding beyond the 1% for Art to support the integration of artwork and artists.



Source: Office of Arts



Source: Office of Arts



Source: DPD

Implementation

The City of Seattle is committed to implementing what we plan for the waterfront. The following implementation mechanisms will inform the planning process and ensure that the goals and recommendations of the final waterfront plan are realistic:

Be Strategic

Develop a Public Realm Plan as a key element in the final plan, that includes the rights of way and open spaces; develop guidelines for private development, knowing this will change over the years.

Phase implementation of the plan and set priorities

Include a phasing plan that sets priorities for implementing public improvements on the waterfront. Develop a plan for public access and education during construction. Be willing to test out innovative concepts in the development of the waterfront, such as in the design of the seawall.

Create a Public Realm Strategy

Fix the location and design of major public spaces, and allow change to occur around these spaces according to guidelines established in the public realm plan. Include regulatory incentives in the planning.

Continue to seek public involvement in preparing the

Framework Plan. Develop a public involvement plan for the next phase of the process, and innovative ways to involve the public efficiently and meaningfully.

Oversight and Coordinating Entity

Explore the possibility of creating one or more oversight and coordinating entities to manage the redevelopment of the waterfront in different phases of the project. These could range from a quasi-public redevelopment agency for financing and construction management to a non-profit organization for programming and maintenance. Functions of oversight and coordinating entities may include the following:

- Fundraising for planning and construction of waterfront projects (e.g. bonding authority)
- Assembling land for redevelopment
- Planning and designing new public open space and right of way improvements.
- Ensuring projects planned and built by jurisdictions other than the City of Seattle are well integrated into the central waterfront (permitting authority).
- Coordinating various construction schedules.
- Maintaining and programming new and existing open spaces.



Source: Office of Arts

Table I: Roles and Responsibilities of Agencies and Non-profit Organizations

There are a number of projects either underway or being planned for the waterfront that are managed by different agencies and non-profit organizations. The following table is a summary of the current state of agency and non-profit organization roles and responsibilities for projects related to waterfront planning and implementation.

Olympic Sculpture Park	Thomas Street pedestrian overpass	Pier 66/Bell Harbor	East-West Pedestrian Connections	Seawall/Shoreline Enhancement	CSO work	Alaskan Way Surface Street	Alaskan Way Promenade / Public spaces	Public Art	SR99 Tunnel	Waterfront Streetcar line
SAM DPR	SDOT	POS	DPD/SDOT	SDOT/DPD	SPU	DPD/SDOT/WSDOT	DPD/SDOT/WSDOT	OACA	SDOT/WSDOT	SDOT
SAM DPR	SDOT	N/A	DPD/SDOT	SDOT/DPD	SPU	DPD/SDOT	DPD/DPR/SDOT	Artists	SDOT/WSDOT	SDOT/KC METRO
DPD/DOE/DNR/USACE	SDOT	N/A	DPD/SDOT	DOE/USACE/DNR/	DPD/DOE/DNR/USACE	SDOT	SDOT/DPD/DOE	DPD/SDOT/DOE/DNR/USACE	SDOT/DPD/DOE/DNR/USACE	DPD/SDOT
SAM DPR	SDOT	N/A		SDOT/WSDOT	SPU	SDOT/WSDOT	SDOT	Artists/SDOT/WSDOT	WSDOT	KC METRO
SAM DPR	SDOT	POS		SDOT	SPU	SDOT		OACA	WSDOT	KC METRO
Construction: 2004-2006	Design: 2004-2005 Permitting Construction	Completed	Planning: 2005-2006 Design: 2006-2007 Permitting	Schedule coincides with that for SR99 Tunnel	Planning Design Permitting	Planning: 2005-2006 Design: 2006-2007 Permitting	Planning: 2005-2006 Design: 2006-2007 Permitting	Planning: 2006-2007 Design: 2008-2009 Permitting	Supplemental DEIS release: 2006 Determine construction phasing: 2006 FEIS release: 2007 Preliminary design complete: 2007 Utility work begins: 2007 Contractor selection: 2008	Planning Design Permitting

Other Related Planning Efforts

<u>Planning Effort</u>	<u>Agency/Organization</u>
o Center City Strategy	DPD
o Center City Access Strategy	SDOT
o Center City Wayfinding Project	SDOT
o Blue Ring Strategy	DPD
o Downtown Zoning	DPD
o Livable South Downtown Project	DPD
o Streetcar Study	SDOT
o SR 519	WSDOT/SDOT
o Waterfront Design Collaborative	Allied Arts
o Waterfront concepts/illustrations	Cascadia Center (Discovery Institute)
o Shoreline habitat work	People for Puget Sound
o Former Monorail Corridor Transit Study	SDOT

	Private properties	Colman Dock Ferry Terminal	Pier 62/63	Aquarium	Public Space on Central Waterfront Lid	
	Dev.	WSF	DPR	SEAS DPR	DPD/ DPR/ SDOT	Planning
	Dev.	WSF	DPR	SEAS DPR	DPD/ DPR/ SDOT	Design
	DPD	DPD/ DOE/ DNR/ USACE	DPD/ DOE/ DNR/ USACE	DPD/ DOE/ DNR/ USACE	DPD/ SDOT	Permitting
	Dev.	WSF	DPR	SEAS DPR	WSDOT SDOT	Construction
	Dev.	WSF	DPR	SEAS DPR		Management/ Maintenance
	Planning Design Permitting	Initial Planning through DEIS: 2005 - 2008 FEIS/Final Design/Permitting: 2008 -	Planning: 2005-2006 Design Permitting	Construction: 2005-2008	Planning: 2005-2006 Design: 2006-2007 Permitting	Project Status/Timeline

Key to Agency Acronyms on Matrix

- DOE** Department of Ecology (State)
- DNR** Department of Natural Resources (State)
- DPD** Department of Planning and Development (City)
- DPR** Department of Parks and Recreation (City)
- KC METRO** King County METRO
- OACA** Office of Arts and Cultural Affairs (City)
- POS** Port of Seattle
- SAM** Seattle Art Museum
- SDOT** Seattle Department of Transportation (City)
- SEAS** Seattle Aquarium Society
- USACE** US Army Corps of Engineers (Federal)
- WSF** Washington State Ferries
- WSDOT** Washington State Department of Transportation

Participating Organizations

Allied Arts of Seattle
 Argosy Cruises
 Association of King County Historical Organizations
 Belltown Neighborhood Association
 Cascadia Center, Discovery Institute
 City of Seattle
 College of Architecture and Urban Planning, UW
 Downtown District Council
 Downtown Seattle Association
 Feet First
 Gregory B Smith Real Estate
 Harbor Properties
 Historic Preservation community
 ILWU Local 19
 JC Mueller LLC
 Lorna Jordan Studio
 Manufacturing Industrial Council of Seattle
 Muckleshoot Tribe

Office of Senator Maria Cantwell
 Office of Senator Patty Murray
 People for Puget Sound
 Pike Place Market PDA
 Pioneer Square Neighborhood Association
 Port of Seattle
 Seattle Architectural Foundation
 Seattle Art Museum
 Seattle Board of Park Commissioners
 Seattle Design Commission
 Seattle Planning Commission
 Swift & Co Landscape Architects
 Suquamish Tribe
 Transportation Choices Coalition
 Triangle property owners
 US Army Corps of Engineers
 Washington State Ferries/Colman Dock
 Waterfront Landing Condominiums
 Washington State Department of Transportation

Table 2: Options for Oversight and Coordination of Waterfront Implementation

Staff has researched a number of models for managing the implementation of sub-area plans including those of waterfronts in other cities. The following are three options for oversight and coordination of waterfront implementation:

Option 1	Option 2	Option 3
<p>New Entity</p> <p>Appointed board With high level of decision making authority Responsible for:</p> <ul style="list-style-type: none"> • Maintenance of public spaces • Programming and management of public spaces • Advise on change to waterfront • Development coordination • Coordination of public/private actions 	<p>Existing Condition</p> <p>Task force set up as sub-cabinet with oversight by Mayor’s Office</p> <p>Low level of decision making authority</p> <p>Land Use Code and CIP are primary implementation mechanisms</p> <p>Executive sets direction for projects</p> <p>Departments lead projects with specific budgets</p>	<p>Hybrid</p> <p>Waterfront commission set up as a stewardship group</p> <p>Appointed by Mayor and City Council</p> <p>Plays a significant education role</p>

Table 3: Suggested Phasing for Establishing a New Oversight and Coordinating Entity

A new coordinating entity, if determined to be appropriate for managing the implementation of the waterfront plan, could be established in phases. The following is a suggested phasing for establishing a new entity (Option 1 in Table 2):

Project Phase	Timeline	Task/Role	Responsible Organization
Phase I	Up to present	Planning	DPD/SDOT
Phase IIa	2005-2006	Concept Plan	DPD with WPG advice
Phase IIb	2006-2007	<ul style="list-style-type: none"> o Define mission and role of new entity o Take 2 years to set up new entity o Set criteria for selection of members for new entity 	Transitional Group
Phase III	2008	<ul style="list-style-type: none"> o Maintenance of public spaces o Programming and management of public spaces o Advise on change to waterfront o Development coordination o Coordination of public/private actions 	New Entity

Next Steps

June 2005

Waterfront Partners Group Convened

2006

Finalize Concept Plan

City Council resolution

Select consultant for Public Realm Plan

Prepare initial Comprehensive Plan amendments

Begin update of Shoreline Management Program

2006-2007

Complete Waterfront Public Realm Plan
including preliminary cost estimates and public financing analysis

Prepare regulatory changes

2008

Begin utility relocation

Begin detailed master plan

Appendices

Appendix I: Overview of Central Waterfront Plan Background Report

The Central Waterfront Background Report was developed by Department of Planning and Development staff in preparation for waterfront planning over the next couple of years. The Background Report was the first step in the waterfront planning process meant to acquaint elected officials, agency staff, waterfront stakeholders and other interested persons with the existing conditions, plans, policies, regulations, issues and conflicts on the waterfront. The following provides an overview of each section of the Background Report:

Current Plans, Policies, and Regulations

The City has a strong planning framework that articulates a vision for the downtown waterfront, and for linking the area to adjacent neighborhoods. However, changing circumstances have made it necessary to revisit this vision to ensure its relevance. The City's detailed plan for the waterfront, the Harborfront Plan 1987, is showing its age, and needs to be updated. Activities on the waterfront and the function of adjacent upland areas have changed over the years; in some instances, quite dramatically. And now, the need to address the Alaskan Way Viaduct and Seawall has introduced possibilities for the future of the waterfront that were never before considered feasible.

In the Harborfront Plan, the City recognized that the Alaskan Way Viaduct is a major barrier between downtown and the waterfront and has negative impacts on the quality of the pedestrian environment that can be created along the waterfront. But the City went ahead with the vision of a public promenade on the waterfront anyway, and with a few exceptions, moved forward with plans in spite of and undeterred by the Viaduct. Current plans and policies viewed the Viaduct as a given—direction for treating surface roads reflected the assumption that it would remain in place to accommodate traffic through the area. This assumption -- that the Viaduct would remain and continue to present its own obstacles and opportunities for the future of the area -- affected decisions about what should happen within adjacent shoreline and upland areas, influencing everything from zoning to sub-area plans.

Natural Conditions

Seattle's Central Waterfront is the place where two worlds come together—the surface world of dense urban development and human activity hugging the hillsides, and the hidden, underwater world of Elliott Bay that supports the equally complex activities of its diverse marine population. While the shoreline is often regarded as a hard edge separating the two worlds, in reality it is an area of transition, where the surface and water worlds interact.

Efforts by Seattle's early settlers to adapt the shoreline environment to the needs of the pioneer city dramatically altered natural conditions. Hilltops were regarded and tidelands filled, reshaping the shoreline to accommodate the functions of a bustling port and industrial center. At a time when most of the region was wilderness and natural resources plentiful, there was little regard for the environmental consequences of these actions.

Today, addressing the changing functions of the Central Waterfront at a time of increased environmental awareness and concern provides the opportunity to rectify some of the environmental damage of these past actions and to promote a more ecologically sound environment in the future.

Land Use

The Central Waterfront planning area encompasses a corridor extending roughly two miles along the shoreline edge of the Center City--paralleling Alaskan Way from South Atlantic Street to Myrtle Edwards Park. The current shoreline is characterized by a strong north/south linearity, with historic finger piers set in a southeast/northwest alignment against the seawall, giving the area its unique physical character. With spectacular views of Elliott Bay and the Olympic Mountains, and the planned replacement of the Alaskan Way Viaduct, the area possesses major opportunities for redevelopment, as well as significant physical constraints.

In addition to the shoreline portion, the planning area also extends inland to include areas that would most likely influence or be influenced by conditions in the shoreline environment. Although physically close, the Central Waterfront has always been somewhat isolated from the abutting Downtown area, due to both the specialized nature of its function and the physical separation created by topography and built features like the railroads and Alaskan Way Viaduct.

The function and the activities of the Central Waterfront have always been in flux. During its earliest stages of development, the area not only accommodated Seattle's port functions, but also most of the city's distribution and industrial activity. As the city grew, these early activities sorted themselves out. Some uses relocated to other areas more conducive to their growth and expansion, while other specialized functions dependent on shoreline access remained, dominating the area during different phases of its evolution. Inland areas adjacent to the waterfront were once occupied by "back-up" uses supporting waterfront activities,

such as wholesalers, produce warehouses, canneries, shipping offices, and manufacturing. As Downtown became more intensely developed, these areas gradually began to accommodate uses more oriented to the larger Downtown than the waterfront environment they originally served. Today, housing is increasingly becoming a significant component of the mix in these areas.

This section of the Background Report examines the different activities that now define the current functions of the Central Waterfront, and their relationship to the surrounding environment. The planning process for the Central Waterfront Plan represents an opportunity to make choices regarding the future development of the waterfront. Evaluation of the current mix of activities, functions and recent development history suggests a number of important land use trends and issues for consideration in this planning process. Below these issues and trends are summarized:

Land Use Trends

Increased Development Intensities in Upland Areas

Upland areas have experienced significant increases in residential and employment densities. This is especially true in the Belltown area where an unprecedented amount of residential development has occurred over the past decade. More detailed information of these changes is provided in the Economic Conditions section of the Background Report.

Increased Open Space and Public Access Use Along Shoreline

In recent years, a significant share of the new uses developed and planned for the waterfront have been related to public access and open space. Chief among these are the Bell Street Marina and public access amenities, the proposed Olympic Sculpture Park, and the proposed expansion of the Seattle Aquarium and reconfiguration of the Waterfront Park.

Limited Redevelopment Opportunities Along Shoreline

With the recent wave of development on the western edge of Belltown, including the proposed Olympic Sculpture Park, and various constraints on development elsewhere, both regulatory and otherwise, opportunities for major changes in the pattern and intensity of development in the study area are limited.

Viaduct Replacement Impacts

The potential replacement of the Viaduct will increase the attractiveness of abutting sites for renovation or redevelopment, and/or provide opportunities for new uses in the area.

Potential Land Use Influence Areas

Conditions on the waterfront will likely to continue to have an influence on upland areas. Increasing the area's accessibility and attractiveness as an amenity will likely promote certain types of uses and spur redevelopment in adjacent areas. Some areas, like Pioneer Square, that aren't constrained by topographic barriers, could potentially benefit most from positive changes in the waterfront environment.

Land Use Issues

"Working Waterfront" Concept

What will define the future character of the "working waterfront?" While waterborne passenger travel remains a vital use in the area, other water dependent activities are gone in most areas and will not likely return. Public access and open space is also becoming a predominant function of the area. Terminal 46 remains as a major container cargo handling facility, but its long term future is uncertain. What is the appropriate concept of a working waterfront for this century?

Relationship Between Shoreline and Upland Areas

In recent years, there have been substantial increases in the employment and residential densities of Downtown areas abutting the waterfront. What implications do these changes have for the future use and character of the shoreline area? How should the future waterfront respond to these changes?

- Preservation versus Redevelopment/Increased Development Intensities

The Central Waterfront study area includes a wealth of architectural and historic resources, including two historic districts, the Pike Place Market and Pioneer Square, numerous landmark structures, and a historic character area that includes most of the remaining pier

structures. Current zoning already allows development that exceeds the height, bulk and density of much of the development that establishes the existing character of the area. On the other hand, a much higher intensity of development than what currently exists could be achieved through infill and more intensive use of existing structures, especially in areas like Pioneer Square. What is the appropriate balance between actions to maintain these resources and actions to achieve other development objectives, such as increasing development intensities in the area?

- **Consistency Between Regulations and Development Objectives**

Do current zoning and shoreline designations accurately reflect desired development conditions and priorities in the areas where they apply?

Transportation

The Central Waterfront has historically served the city as a transportation hub for port activity, as well as a corridor for moving goods and people through the region. The area continues to accommodate a great diversity of transportation modes. Waterborne passenger travel facilities still operate at the Washington State Ferry Terminal at Colman Dock, the Victoria Clipper dock at Pier 69, and the Bell Street Cruise Ship Terminal at Pier 66. The Port of Seattle operates a container cargo handling facility at Terminal 46. Alaskan Way, originally Railroad Avenue, was once the major rail corridor connecting the city's port to the transcontinental rail network. Although railroad operations were discontinued along the Central Waterfront south of Bell Street in 1986, the Burlington Northern mainline emerges from the portal of the downtown railroad tunnel near Stewart Street, continuing northward to Interbay. The waterfront streetcar operates today on original railroad right-of-way along Alaskan Way from Main to Broad Street. The Alaskan Way Viaduct is a regional vehicular route for through traffic that also provides access to downtown, and a network of surface streets accommodates local access and circulation. Bicycle and pedestrian trails are also popular and heavily used in the area.

Economic Conditions

The Central Waterfront Planning Study Area includes almost 300 acres of parcel area: 146.4 acres are inland east of Alaskan Way and 129.7 acres (including submerged land) are on the shoreline west of Alaskan Way. There are a little over 5,000 housing units and 16.4 million square feet of commercial space in the study area. Of the 5,000 housing units, about 2,700 are in the portion of the study area within Belltown, 1,800 are in the Commercial Core portion, and 500 in Pioneer Square. As of the year 2000, the area had 5,774 residents and an employment population of approximately 38,000.

Urban Design

Because of its setting and rich history, the Central Waterfront is perhaps Seattle's most dramatic location. It is the site of an ancient Native American settlement and the city's birthplace. Even in the course of Seattle's brief history, parts of the area have been rebuilt several times. With its current collection of piers, pier sheds and old warehouse structures, the area possesses a distinctive urban form and development pattern reflecting past functions. The arrival and departure of ferries, the presence of trains and trolleys, and the steady stream of traffic on the viaduct lends the area a kinetic character. The area is proximate to downtown, yet feels removed. It is a place of transitions—the transition between water and land, the natural and built environment, the open quiet of the bay and the bustle and congestion of the city, the more modest, fine-grained development from a century ago and the modern skyscraper city.

The identity of the area is shaped by these qualities, along with other physical characteristics, including the topography, the design and massing of buildings, the network of streets, the views in and out of the area, and the patterns of activity that occur here. Recognizing what defines the existing character of the Central Waterfront helps determine what essential qualities need to be retained or enhanced, and how the area can be artfully adapted to meet Seattle's future needs.

Urban Design Graphic Supplement

The Urban Design Graphic Supplement is intended to support the Urban Design chapter of the Central Waterfront Plan Background Report. It provides a visual reference to many aspects of Seattle's Central Waterfront highlighted in the background report. Apart from a thorough street-by-street inspection of the entire waterfront area (which you are encouraged to do), the following collections of images may stimulate your thinking about how neighborhood moments, various tides of waterfront development, and past waterfront visions all play into our collective vision of Seattle's water edge.

Appendix II: Charette Recommendations Matrix

Tally (at right) shows number of times an idea surfaced amongst the twenty-two team proposals.

Waterfront Charrette Summary of Recommendations		Team Tally
Theme		
1 Big Idea		
1.2	Waterfront as 'four-ply': pier, edge, urban shelf, and city face	1
1.3	Waterfront as place w/in the home - not front porch	1
1.4	Interventions into bay and into city rationalize and complete wtrfrnt	1
1.5	The healthy bayshore plan: the waterfront as a collective heart space.	1
1.6	Envision a people-friendly, business-friendly, fish-friendly, eco-friendly waterfront for a 21st century city.	14
1.7	Create a vibrant, living edge between city and the bay	1
1.8	Nodes and voids connect people to destinations and markets	1
1.9	Knit neigh. to neigh., water to land, waterfront to downtown	2
2 Primary Focus Area		
2.1	Localized	
2.2	South Waterfront	
2.3	CBD Area Only	
2.4	North Waterfront	
2.5	Market Area	
3 Transportation		
3.1 Viaduct Option		
3.1.1	No Viaduct - suggested redistribution of civic funding throughout the waterfront area	1
3.1.2	Tunnel (cut/cover) - eliminate noise, pollution, and barriers to the waterfront	13
3.1.3	Local under bypass (stacked)	1
3.1.4	Views out into underwater Elliott Bay ('Fish-o-Vision')	1
3.1.5	2 lanes @ Alaskan Way (north of Pike/Pine)	3
3.1.6	Lid over Viaduct extended north of Victor Steinbrueck Park	8
3.1.7	Parking over full-tunnel option to accommodate influx of new activity	1
3.1.8	Both N- and S-Bound traffic under Western, w/ lid ov. R.O.W. @ 'Upper Alaskan Way'	1
3.1.9	Hybrid - N-bound traffic in tunnel along Western, S-bound in tunnel along Alaskan Way	2
3.1.10	Surface Only - continuous surface of waterfront adds legibility	
3.1.11	Boulevard treatment	4
3.1.12	"Urban pavilions" - 4 lanes traffic, bioswale medians, east edge built up	1
3.1.13	"Waterfront promenade" - 4 lanes traffic, bioswale medians, & lg cont open space along water	2
3.1.14	"Active boulevards" - intimate scale roadways (4 lanes max), wide developed median	1
3.1.15	"Waterfront festival parkway" from Sculpture Park to the Market	1
3.1.16	Design speed of 35 mph	1
3.1.17	Left turn refuges @ all intersecting streets	1
3.1.18	Tube/Bore from stadia to north of Mercer Street (2 @ 36')	1
3.1.19	Bike and pedestrian pathway from auto ferry @ south to Myrtle Edwards @ north	1
3.1.20	Viaduct Replacement - curvilinear trajectory as a "wonder rather than a wall"	1
3.1.21	"Alaskan Parkway" (ped-friendly boulevard)	3
3.2 Ferry Terminal Relocation		
3.2.1	T-46 North	4
3.2.2	create landmark structure containing ferry landing & Fire Station 5	1
3.2.3	T-46 South	2
3.2.4	Aligned w/ Yesler Way	2
3.2.5	Remains in existing location	
3.3 Ferry Terminal redevelopment		
3.3.1	Multi-use building (joint development)	7
3.3.2	Newer portions as shoreside facility for small water craft, public shower/restroom, restaurant	1
3.3.3	Establish as floating 'platform' further from shore	2
3.3.4	A university center analogous to Everett Station	1
3.3.5	Remove Piers 48 & 50 (to make way for expansion of ferry terminal)	1
3.3.6	Colman Dock as 'Grand Central Station'	3
3.3.7	Parking for terminal is located east of Alaskan Way (also serves new mixed-use devel.)	1
3.3.8	Pedestrian Ferry only, w/ better conn. To mid-town transit hub	2
3.3.9	Establish Colman Dock as 'world-class intermodal trans. Center'	4
3.3.10	Minimize auto 'stacking'	1
3.3.11	Parking @ ground floor of building	2
3.3.12	Structured parking on Colman Dock - no off-site staging areas	1
3.3.13	Extend terminal to 1st Ave, w/ multi-level pkg, passenger, & mixed-use space	2
3.3.14	Re-install clocktower @ end of Colman Dock - an icon of Seattle	2
3.3.15	Improve intermodal connections to inland transit hubs	2
3.3.16	Green roof over entire ferry terminal	6
3.3.17	"Festival Crescent/Neptune Tower" @ Colman Dock - multi-use revitalization	5
3.3.18	Separate traffic uses/arterials @ entry/exit of Colman Dock	1
3.3.19	Ferry terminal as dynamic waterfront environment: good shops, internet cafes, news kiosks, postal station,	1
3.4 Shipping		
3.4.1	Re-locate shipping @ T-46 to mouth of Duwamish	3
3.4.2	Keep shipping functions @ T-46 (but limit to south/southwest portions)	1
3.4.3	Create more efficient container movement/storage @ Boeing Field or Kent Valley	1
3.4.4	New BNSF tunnel from King St to West Denny/Alaskan Way West triangle	1
3.4.5	SR99 right-of-way exchange: Spokane to S. Holgate exchange for Elevated road ov. Colorado/Utah extending	1
3.4.6	Underground freight rail along waterfront	1
3.5 Cruise Ship Relocation		
3.5.1	Re-orient & re-develop, w/ sculptural form showcasing Seattle's role in Pacific Rim trade	1
3.5.2	T-46 North	1
3.5.3	T-46 South	5
3.5.4	T-90/91	1
3.5.5	Accommodate cruise ship traffic @ Pier 69 as well as Bell St Pier (66)	1
3.5.6	Retain (somewhere along waterfront)	2
3.6 Trolley		
3.6.1	Better connection to Seattle Center & South Lake Union	3
3.6.2	Double-track (both @ west side of southern Alaskan Way) - no exposed ballast	1
3.6.3	Increase connectivity between trolley and other modes of transit throughout waterfront corr.	1

3.6.4	Sheltered stops @ 2-block intervals	1
3.6.5	Broaden loop to include Eastlake, King St Station, stadium district and Royal Brougham	3
3.6.6	Re-route trolley along Western connects Myrtle Edwards, Pike Place Mkt, and Pioneer Square	1
3.6.7	Trolley barn @ intermodal passenger ferry (former Colman Dock location)	1
3.6.8	Trolley barn @ south end of T-46	1
3.6.9	Upgrade trolley to increase efficiency and ridership	1
3.6.10	Extend to south end of T-46	3
3.7	Water jitney/taxi	
3.7.1	Water taxi @ Washington St Landing & Pier 66	1
3.7.2	Stops at Interbay, Thomas St., Sculpture Park, Aquarium, passenger ferry, Pier 66, cruise ship terminal,	2
3.8	Miscellaneous	
3.8.1	Emphasis should be on innovative multi-modal mobility: jitneys, pedal-cabs, hillclimb assists	3
3.8.2	Monorail on the waterfront	2
3.8.3	"Integrated Light Rail" & Sounder commuter train along waterfront	1
3.8.4	Relocate/mitigate BNSF traffic north of tunnel	1
3.8.5	Belltown sections of Western & Elliott envisioned as 'elevated promenades'	1
3.8.6	Mitigate negative effects of BNSF presence @ north waterfront	2
3.8.7	Eliminate Viaduct from waterfront	22
3.8.8	1000' tower @ Broad & Alaskan Way w/ Victoria Clipper & parking @ base	1
3.8.9	Elevated Alaskan Way between stadia & T-46 w/ parking under	2
3.8.10	Commuter rail station @ Broad St	1
3.8.11	Western Ave one-way south & Alaskan Way one-way north (north of Pike/Pine)	1
3.8.12	Discourage new parking structures along Alaskan Way	1
3.8.13	People's Viaduct' (Elevated Greenway) - runs along CBD waterfront	1
3.8.14	Build pedestrian circulator to carry people from T-46 to King St Ctr/Monorail, and Ferry Terminal	1
3.8.15	"Sound Towers" @ Mercer, Broad, Lenora, Pike, Madison, & Jackson serve as regional bus hubs	1
3.8.16	Continuous bus line along Western Ave linking waterfront to upland transit	1
3.8.17	Surface traffic along waterfront is re-directed along Western Avenue	1
3.8.18	New commuter rail station @ Broad Street	1
3.8.19	Minimize vehicular traffic on Alaskan Way	6
4 Environmental		
4.1	Water Quality	
4.1.1	Stormwater filtration	9
4.1.2	'Structured' kelp beds @ Colman Dock to purify runoff from queing and Alaskan Way	1
4.1.3	On 'green lid' over Viaduct spanning deep into the city	1
4.1.4	Bioswale connecting Myrtle Edwards Park to Waterfront Neighborhood	1
4.1.5	Smith Cove	1
4.1.6	Ecologically revealing stormwater treatment systems, incl check dams & constr wetlands	1
4.1.7	"Rain garden"/"marine riparian buffer" on top of entire length of new tunnel filters stormwater and	1
4.1.8	300 Foot habitat buffer between "Yesler Park" (T-46) and Alaskan Way South	1
4.1.9	Floating kelp forest in the middle of Colman Dock as biofilter to remediate first runoff	1
4.1.10	New devel. along Alaskan Way must address stormwater runoff, etc. with green roof	5
4.1.11	Constructed wetland	1
4.1.12	Replace contaminated pilings to prevent future water pollution	1
4.1.13	Bioswale along T-46	1
4.2	Habitat Creation	
4.2.1	Wetland	1
4.2.2	Shallow water	11
4.2.2.a	"Pioneer Point Cove" - allows water contact & naturalized beach	2
4.2.2.b	Recycle portions of Viaduct to create shallow water habitat along shoreline	1
4.2.2.c	T-48	2
4.2.2.d	"Occidental Island" - @ north end of T-46	1
4.2.3	Intertidal	
4.2.3.a	"Duwamish Cove" @ Pike Street Landing	1
4.2.3.b	Intertidal cove at the Edgewater Hotel	1
4.2.3.c	Myrtle Edwards Park	3
4.2.3.d	Aquarium (current site)	1
4.2.3.e	"Eelgrass terraces" @ Myrtle Edwards Park	2
4.2.3.f	"Yesler Cove" @ T-46	2
4.2.3.g	Olympic WATER sculpture park north of Pier 70 - w/ sunken sculpture to scuba dive on	1
4.2.3.h	T-46	6
4.2.4	Re-designed Seawall	
4.2.4.a	Create feeding, nesting & resting places for migrating salmonids	4
4.2.4.b	Breach seawall south of Pier 62 to allow for "intertidal resource	1
4.2.4.c	"Green Seawalls" - geotextiles & bank stabilization	1
4.2.5	Pocket beach	
4.2.5.a	Myrtle Edwards Park (canoe, kayak, bike, sailboat rentals)	1
4.2.5.b	"Habitat Hooks"	1
4.2.6	Larger beach	
4.2.6.a	Washington Street Landing	4
4.2.6.b	"The Spit" - cove at north end of T-46	2
4.2.6.c	New beach/shallow water habitat @ foot of "Union Steps"	1
4.2.6.d	"Growing Vine" Street reaches the water	2
4.2.6.e	"Janis Beach" @ Sculpture Park	1
4.2.6.f	Located north of Edgewater Hotel	1
4.2.6.g	At Aquarium	3
4.2.7.h	Tide Pool	1
4.2.7.i	Bet. Aquarium & Pier 62	1
4.2.7.j	"Interactive tide pools" @ Sculpture Park	1
4.2.8	"Fish/bug Islands"	4
4.2.9	Waterfront landing of Sculpture Park	4
4.2.10	Large scale green space woven into Central Waterfront	2
4.2.11	Create new shallow water habitat EAST of Alaskan Way @ T-48	1
4.2.12	Radically increase potential of "Growing Vine St" and its connection to the water	1
4.2.13	"Duwamish Bay Estuary" (40 acre) and "Yesler Park" (20 acre) @ T-46	1
4.2.14	300 Foot habitat buffer between "Yesler Park" (T-46) and Alaskan Way South	1
4.2.15	"Salmon Spirals" - re-designed pier pilings incorporate 'shelf' habitat	1
4.2.16	Spoils from Viaduct cut-and-cover installed on TOP of exist. Viaduct & new 'People's Viaduct	1
4.2.17	Urban forest on cut-and-cover Viaduct north of Pike Place Market	2

4.3	Habitat Restoration	
4.3.1	Remove overwater coverage	
4.3.1.a	Pier 62	2
4.3.1.b	Terminal 48	3
4.3.1.c	Colman Dock	2
4.3.1.d	Pier 57	1
4.3.1.e	Pier 68 & 69	1
4.3.1.f	All piers along Central Waterfront	1
4.3.1.g	Miscellaneous overwater coverage removal	1
4.3.1.h	Pier 55	1
4.3.2	Redevelop pier platforms w/ elements conducive to 'light shed'	3
4.3.2.a	Separate piers from shore	8
4.3.3	Treat drainage ways as 'urban creeks'	2
4.3.4	Create meandering channels through former bulkeaded area @ south edge of Myrtle Ed. Park	1
4.3.5	Improve Upland habitat	5
4.3.6	Create "tidal channels" at Myrtle Edwards that mimic those historically found at Smith Cove	1
4.3.7	Introduce mix of habitat types: forest, shrubland, grassland	1
4.3.8	"Ecological Tool Box" strategy applied to area between Alaskan Way and location of tunnel	1
4.4	Miscellaneous	
4.4.1	Understand waterfront watershed as extending to ridgeline at 2nd Ave	1
5 Urban Design		
5.1	Nodes	
5.1.1	Must contain minimum of four uses: res., empl., recreational, retail, and educational	1
5.1.2	Pike Place Market, Ferry Terminal, and renovated piers are the waterfront's economic core	1
5.1.3	Two significant expansions of the city: @ foot of Pike Place Market, & @ T-46; Sculpture Park & Myrtle	1
5.1.4	Two important public green spaces: Olypmic Sculpture Park & "Angelines Cove" (@ T-48)	1
5.1.5	Four nodes: Belltown Terrace, Civic Place, Coleman Gateway, "Angeline's Cove"	1
5.1.6	Series of nodes and voids help merge Puget Sound to city of Seattle	1
5.1.7	Myrtle Edwards Park & "Yesler Cove" are "bookends to waterfront open space system	2
5.1.8	Nodes of integrated activities connected by promenade	1
5.1.9	Designed to include: native vegetation, stormwater management, and pedestrian contact	1
5.2	Use/Function of Waterfront	1
5.2.1	Retaining existing uses in existing locations	
5.2.1.a	Aquarium	
5.2.1.b	Existing Historic Piers	
5.2.1.b	Ferry Terminal	
5.2.1.c	T-46	
5.2.2	Changing function of waterfront at specific locations	
5.2.2.a	Aquarium	
5.2.2.b	Existing Historic Piers	
5.2.2.c	Ferry Terminal	
5.2.2.d	T-46	
5.3	Connections	
5.3.1	Uplands to waterfront	4
5.3.1.a	"Sound Towers" allow vertical connections & views from uplands to waterfront	1
5.3.2	Pike Place Market to waterfront	18
5.3.2.a	Green connection	4
5.3.2.b	Vertical aquarium	1
5.3.2.c	Gondola from Alaskan Way to Pike Place	2
5.3.2.d	"Hilltown" connection	3
5.3.2.e	Pavilion-like connection containing mixed-use development	1
5.3.2.f	Pedestrian bridge spans new development over BNSF tracks and Viaduct tunnel	1
5.3.2.g	Re-vision as 'urban experience' - populated w/ retail/mixed-use edges, grand stairs, extended Victor	5
5.3.3	Pike Place Market to Seattle Aquarium	6
5.3.4	Market to Library to SAM to Pioneer Square to sports arenas to Pacific Place	1
5.3.5	Establish 'festival walkway' along Alaskan Way from Sculpture Park to Atlantic	2
5.3.6	Pedestrian overpasses at Mercer, West Thomas, and Bell	1
5.3.7	Park-like esplanade along waterfront	2
5.3.8	Periodic open spaces along pedestrian-oriented boulevard	1
5.3.9	Seahawks Stadium to the waterfront via Railroad Avenue	1
5.3.10	"Royal Brougham Promenade" - connection from Safeco Field to water's edge	1
5.3.11	"Esplanade" along Alaskan Way north of Vine Street	1
5.3.12	Bioswale connects Myrtle Edwards Park to Central Waterfront	1
5.3.13	Slender bridge connects city to water & a small island 'perch' @ University Street	1
5.3.14	"Union Steps" provide graceful connection to waterfront	2
5.3.15	Install art elements along University St from Benaroya Hall to Pier 57	1
5.3.16	"Seneca Steps" between Western and 1st Ave	1
5.3.17	Close University Street between Western Ave and 1st Ave	1
5.3.18	Continuous bike/pedestrian link along entire Central Waterfront	1
5.3.19	"Civic Loop" created - Pike Pl. Mkt. to Aquarium, to Harbor Steps, to SAM, to Pike Pl. Mkt.	1
5.3.20	"Green corridors" at Clay, Vine, and Wall	1
5.3.21	"Ribbon of Green" (Alaskan Way promenade) - weaving waterfront sinuously into upland city	2
5.4	Views	
5.4.1	Remove Pier 55 for enhanced views	1
5.4.2	"Sound Towers" provide views @ key points along the waterfront	1
5.4.3	"People's Viaduct" elevates pedestrians to existing Viaduct levels to enjoy the views and walk along the	1
5.4.4	"Fish-o-Vision" - windows in cut-and-cover Viaduct tunnel permit views into bay	1
5.4.5	Vistas: Belltown, Pike Place Market, University Steps, Madison, Yesler	1
5.4.6	Remove portions of Pier 59 to restore view corridor	1
5.4.7	Monumental sculptural forms @ Colman Dock & in Elliott Bay near Sculpture Park to intensify views and	1
5.5	Preservation	
5.5.1	Re-vitalization of historic facades along Alaskan Way	1
5.5.2	Maintain water-dependent uses in piers	1
5.5.3	Retain 'working waterfront' character and uses where possible; retain cruise ship functions	1
5.5.4	Respect historic pattern and character of historic piers; when necessary, rebuild & allow for increased view	1
5.5.5	Adaptive re-use of Terminal 48 as neighborhood recreational facility	1
5.6	Landmarks	
5.6.1	Colman Dock as landmark @ Yesler Way axis - links to Pioneer Square neighborhood	2
5.6.2	Create "monumental vertical sculptural forms" to "intensify views and sense of place"	2
5.6.3	"Pike Island" (new home to Key Arena - 30,000 seats) and expanded marina (200+ slips)	1
5.6.4	"Totem Island" @ terminus of Broad Street - 1000' tower w/ new aquarium, Victoria Clipper dock, & relocated	1
5.6.5	Wayfinding "sound towers" (light beacons w/ vertical circulation to uplands; become transit hubs) at base of	1
5.6.6	Ferry terminal and 'signature parks' become iconic for identity of waterfront	1
5.6.7	Significant water feature terminates north end of Alaskan Way	1

5.7	Design Character	
5.7.1	Establish standards for design excellence for waterfront	1
5.7.2	Adopt a set of "universally applied design standards" to re-development of waterfront (see team report)	1
5.7.3	Create terraced buildings that allow solar exposure & avoid wall-like edge	1
5.7.4	'Pencil' residential towers on block bases allow for ground-level green space	2
5.7.5	Discourage new parking structures along waterfront	1
5.7.6	Create waterfront development authority capable of maintaining vision, development framework, and	1
5.7.7	Establish east side of Alaskan Way as "café/merchant zone" (wide sidewalks, swings, awnings, heat lamps	1
5.7.8	"Duwamish Basin Park" - diverse habitat and recreation at T-46	1
5.7.9	Create new 'alley' along east side of mixed-use development along former Viaduct R.O.W.	1
5.7.10	Establish 20' min. 'salmon buffer' separating all overwater structures from shore/seawall	1
5.7.11	Extend view corridor req. to outer harbor line	1
5.7.12	Prohibit overwater parking	1
5.7.13	Pedestrian "causeway" @ edge of former T-46 - allows boats to pass under, multi-use fitness route,	1
5.7.14	Create "sacred places: places of nature, places for people, places of nature and people, places of continuity	1
5.7.15	Utilize "urban seams" (Stewart & Yesler) as opportunities for landmarks & open spaces	2
5.7.16	Increase presence of public art all along waterfront	2
5.8	Miscellaneous	
5.8.1	Provide weather protection for pedestrians	1
5.8.2	Easy access to public restrooms	1
5.8.3	Reinforce Aquarium as destination for cultural spillover from Pike Place Market - create ped. 'switchbacks' to	1
5.8.4	Floating docks	1
5.8.5	"Belltown Beach"	2
5.8.6	Provide informational kiosks educating visitors on: aquatic life of Puget Sound & history of maritime industry	1
5.8.7	Establish Harborfront Development Authority	1
5.8.8	Build on "Public Trust Doctrine" in preserving access & maritime commerce	1
6	Open Space	
6.1	Water side	
6.1.1	Floating docks along Alaskan Way bring people closer to water	
6.1.2	New green space on green roof over Colman Dock/ferry terminal	
6.2	Distribution of Open Space	
6.2.1	Nodal	
6.2.2	Linear	
6.3	Character of Open Space	
6.3.3	Grand	
6.3.4	Intimate	
6.4	Land side	
6.4.1	Increase green space by building 'pencil' residential towers	
6.4.2	Significant open spaces @ foot of Pike Place Market & T-46	
6.4.3	Create "fill hill" at south end of T-46 from spoils from Viaduct tunnel	
6.4.4	T-46 entirely devoted to active and passive recreation (regional appeal)	
7	Neighborhood	
7.1	Treat waterfront as distinct zones - customize solutions to each	2
7.2	Treat waterfront as neighborhood	3
7.3	Increase density to positively reinforce waterfront 'District 99'	1
7.4	Waterfront neighborhood as 'self-sustaining'	1
7.5	Establish 'magnet' middle or high school (science & marine biology focus)	2
7.6	Piers renovated to house neighborhood athletic facilities	1
7.7	Two significant expansions of the city: @ foot of Pike Place Market, & @ T-46	1
7.8	Create new 'waterfront neighborhoods' which add signature character to Seattle's skyline	1
7.9	Waterfront as 'mixed use' (incl. residential)	3
8	Economic Development	
8.1	Terminal 46	
8.1.1	HIGH intensity mixed-use devel. @ T-46	5
8.1.2	LOW density mixed-use incl. k-12 school, retail, & community service	1
8.1.3	Green spaces, quays, markets, housing, and new sports arena	1
8.1.4	Consolidate Port activity (increase efficiency) - move to mouth of Duwamish	16
8.1.5	Residential development @ T46 (5 fl +)	7
8.2	Development along Alaskan Way	
8.2.1	Residential development WEST of Alaskan Way + amend Shoreline Management Act	4
8.2.2	RESTRICT residential uses west of Alaskan Way	1
8.2.3	Residential development @ Central Waterfront (thin, high-rise)	3
8.2.4	Redevelop east face of Alaskan Way	7
8.2.5	Mixed-use development over north-bound cut-and-cover tunnel	2
8.2.6	Continuous underground parking along side north-bound tunnel (adj. to new development)	1
8.2.7	"Market in the Park" retail - devel. creates alley to east of buildings	1
8.3	Planning/economic strategies	
8.3.1	Tax Increment Financing (increase prop tax revenue)	1
8.3.2	Create "Urban Renewal Area" along waterfront	1
8.3.3	Create 'mitigation bank' (from Duwamish cleanup) to fund habitat creation projects	1
8.3.4	Work to establish 'strategic partnerships' between public and private sectors	1
8.3.5	Transfer Devel. Rights (TDR) to exchange res. along Western with waterfront open space	1
8.3.6	Open space as 'central magnet for 21st Century investment'	1
8.3.7	Tolling; up-front private-sector investment & repay w/ bonding	1
8.3.8	Increase FAR along waterfront to 4 (in lieu of 2)	1
8.4	Miscellaneous	
8.4.1	Housing/mixed-use devel. On lid over Viaduct north of Pike Place Market	1
8.4.2	New development on piers: natatorium, community center, school	1
8.4.3	Install tidal generator to produce energy	1
8.4.4	Introduce high intensity mixed-use development on renovated piers throughout waterfront	1
8.4.5	Create 'Pike Island' (new Key Arena, open air amphitheater)	1
9	Implementation	
	Reinforce "Public Trust Doctrine" - pres. nat. resources, public acces, and maritime commerce	
9.1	Phasing	
9.1.1	Phasing plan includes re-routing Viaduct to ease disruption and streamline construction	1
9.1.2	Incremental build-out of Waterfront Master Plan laid out in detail	1
9.1.3	Build-out of T-46 outlined graphically, gradually phasing out shipping on the terminal	1
9.1.4	Color-coordinated development timeline (see slideshow)	1

Appendix III: Waterfront Advisory Team Letter, June 2005

June 9, 2005

Diane Sugimura
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Department of Planning and Development
City of Seattle
700 5th Avenue #2000
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Re: Waterfront Advisory Team recommendations on the Seattle Central Waterfront

1) INTRODUCTION – STATEMENT OF PURPOSE

The Waterfront Advisory Team was convened in 2004 by the Department of Planning and Development to advise the city on preferred alternatives for inclusion in the Central Waterfront Concept Plan. For the past nine months, citizen volunteers have sifted through the results of the DPD Waterfront Charrette and other planning efforts. We have identified both the guiding principles and the necessary elements that we think serve to create a successful and vibrant waterfront. We have highlighted the controversial issues and the hard choices that will arise as this new waterfront takes shape. We have expanded the scope of our effort to include issues of governance, for it is clear us that the successful implementation of this plan over the course of time requires a strong and dedicated steward of the vision. We are pleased to submit the following recommendations. We urge that the Department of Planning and Development incorporate them into the draft Concept Plan and its associated planning tools to guide this immense civic effort that will require the energies of so many of our fellow citizens over the next 50 to 100 years and help make the lively waterfront we all dream of a reality.

2) WHAT IS A CONCEPT PLAN?

The Concept Plan is the framework guiding the phased development of the waterfront over a significant period of time. It is a set of overall guidelines and principles that will provide both structure and supporting tools for the governance group that will be the steward and the implementer of the vision. It is not a detailed master plan constrained by specific solutions and objects. It must be flexible enough to take advantage of opportunities that might arise over time and for intelligent changes midstream. It must encourage the testing of all of the diverse design options that fulfill the vision, but provide for a cohesive whole directed by the guiding tools. Specifically, this should involve determining the sites of major new public places (e.g., a new waterfront park) and setting parameters for the private development that will take place around these public spaces. In this way, design and chance will work harmoniously together.

The Waterfront Advisory Team looks with favor on the guiding principles for the waterfront adopted by the City Council in the Fall of 2004. These include:

- Access and connection.
- Balance and integration.
- Authenticity and identity.
- Destination and movement.
- Diversity and flexibility.
- Economic development.
- Environmental sustainability.

The Concept Plan embodies and advances these principles, which are noted in the following discussion of the details of the plan.

3) CORE VISION: THE “STRING OF PEARLS” CONCEPT

After the city’s Waterfront Charette, the DPD synthesized the results into four basic options. Our team recommends the “String of Pearls” option that imagines a necklace overlain along the length of the waterfront. The string of the necklace would be both a N-S pedestrian-oriented shore area and a fish migration corridor. The pearls represent the few thick and lively areas that concentrate many activities and extend E-W into the city. Each pearl is a catalyst, a generator, a focus of energy acting on and transforming the surrounding waterfront areas that string them together. By reinforcing the connection west to the water and east to the neighborhoods, they bring the city to the water and the water into the city, embodying the principle of **access and connection**.

Grand Stairway and Central Waterfront public space. This is the key pearl in the necklace. The Team heartily supports the concept of a grand public space that sweeps from Battery Street and Pike Place Market to the waterfront at the aquarium and dramatizes the abrupt descent from First Avenue to the shore. Other guidelines for this central pearl: Take advantage of a lid over the viaduct with grand or winding stairways, stepped terraces, sloping greenswards – whatever can provide a spectacular pedestrian equivalent of the current views we currently experience from the drive along the viaduct. Utilize the large amount of land in city ownership to create a grand public space or park at the shoreline that will provide the logical terminus to the descent. Put in a cove at the water’s edge. Revisit projects conceived before the viaduct removal was considered, like the PS-1 site and the aquarium and find brilliant ways to incorporate them into the over-arching design.

Seattle Art Museum Olympic Sculpture Garden/Myrtle Edwards Park. Another exceptional pearl that will create a compelling destination on the northern edge of the waterfront. The Sculpture Garden embodies the city's longtime commitment to public art and incorporates significant environmental benefit into the public realm. Discussions focused on the need to nurture a broader surrounding arts district like Pioneer Square, so that the Sculpture Garden will not be a lonely outpost and visitors to it will be drawn to related activities. Ideas included the facilitation of new gallery spaces and artist live/work housing—also the possibility of moving one of the historic piers into the vicinity to house such activities. Also discussed at the City Charette was the idea of extending the nearshore into the water by adding a long strip of sandy beach to Myrtle Edwards Park—a move that would surely energize the area adjacent to the Sculpture Garden

Colman Dock / Terminal 48 Area. The Team supports the efforts of Washington State Ferries (WSF) to develop an important and bustling destination at Colman Dock. We see this as an opportunity to create a landmark building (for instance the Sydney Opera House) that will function as an icon for the city and highlight one of its most regionally distinctive activities. We approve of the efforts to make the new ferry terminal into a community-gathering place including amenities such as cafes, restaurants, a market, a rooftop park, maritime history education, etc. The recent successful redesign of Grand Central Station along similar lines confirms this welcome trend. We urge WSF to adopt a system/terminal design that will not require a set of concrete holding lanes that will cut off the waterfront from the city. Multiple holding lanes will, for example, impede pedestrian movement to and from the waterfront.

Pioneer Square is our oldest neighborhood. Restoring its historic connection to the waterfront is vital. The pedestrian should experience the Colman terminal as the waterfront edge of the Pioneer Square community, not a separate neighborhood. Existing public facilities such as the Washington Street boat landing should be integrated into this 'pearl' in a re-energized manner. We have the opportunity to recapture a major historical moment, the origins of our city and its early experience by building a park, a "Heritage Park," at the site of Terminal 48. This park could include a quay, historic boats, and a natural beach and could serve as a southern anchor to match the northern Myrtle Edwards/SAM Olympic Park. The shallow bathymetry allows for a large beach at this site. Habitat should be restored in this area, extending and including the edge of Terminal 46 northwards along the newly built Colman Dock. Habitat in the nearshore zone (at least 35 feet wide) between the dock and the water's edge will create a significant natural element to the new structure.

4) ELEMENTS OF CONTINUITY or THE STRING THAT BINDS THE PEARLS

Linking both the "pearls" and the connecting areas are a series of principles that need to operate over the entire waterfront and help bind it into a cohesive whole with the city. These are the elements of continuity. They overlap with the guiding principles adopted by the Seattle City Council. They are:

Destination. Transform a corridor to pass through into a place to hang out. Give our fellow residents new reasons to go there. Make it the first place someone thinks of for a rendezvous with a friend. Every proposed change must pass this fundamental litmus test. Does it make people want to hang out there? Does it give them opportunities and experiences they can't find in their own neighborhoods?

Diversity, flexibility, balance, integration. Make sure the waterfront is not all one thing. Use the land in multiple and layered ways. Mix dense pockets of urbanity with lush areas of green. Ensure that each area of the waterfront can be experienced in three or four different modes. Let our existing neighborhoods of the city extend their distinct spirit and character down to the water's edge and beyond. Incorporate habitat at the edge and extend it into the city.

Authenticity and identity. Anyone who walks on the waterfront should know instantly they are in Seattle and not anywhere else in the world. Our stunning natural setting and the vista of a working waterfront brings this point home. Add to this the maritime and cultural history and tribal heritage. Through commissioning of artwork and other deliberate design steps, this heritage can be integrated in a vital way. Incorporate heritage values into commercial spaces. Ivar's is an excellent example. Support of local business is a key factor in creating a feeling of authenticity and regional identity. The reliance on national chains is counter to this goal. If everywhere a tourist turns and looks, he or she sees the same stores that exist in their own cities, the attraction is diminished. The lessons of the Pike Place Market are crucial here. Many charette participants proposed extending the excitement and theatricality of the Market down to the water.

Public Art. Seattle is a pioneer in the support of Public Art. A Public Art Trail that extends from the Sculpture Garden to Pioneer Square offers an obvious way to highlight this tradition. Designated spaces along the trail can be livened up by the day-to-day work of artists who engage in activities that will draw in visitors. The construction period is a particularly fruitful time for imaginative programming. We must not just abandon downtown for ten years while machines construct a new reality. Each stage of work offers occasions for site-specific temporary performances and educational projects that can involve the whole community in the waterfront's transformation.

Economic development. It is not enough for city government to be a mere convener. It must articulate a strong vision and then encourage the elements of that vision through incentives and regulations. It must create opportunities for businesses, urban designers, and developers to partner with communities to bring this vision to pass. It must nurture the creative exception rather than mechanically applying rules, finding new ways to work with developers who are willing to provide community benefits. "Encourage" and "nurture" must be backed with commitment and action. This means providing infrastructure and addressing related needs such as open space, schools, and community centers.

4) TRANSIT AND WATERFRONT ACCESS

Transportation issues have, until now, focused largely on getting through the Waterfront. Our discussions focused on getting to it, and once there, getting around on it. This is a no brainer. If we want a great destination, people will need good access.

Transit Hub. The city and the region must work together to create a multi-modal transit system with convenient hubs. The waterfront is obviously a vital hub. The use of smart cards should provides for easy transitions between all transit modes including ferry, bus, monorail, streetcar, train, and bicycle. This is essential in the intelligent incremental development of a city. We must all act to support the larger collective and design a system that works for the region. Private ferries, a fleet of water taxis, and other modes (rickshaws, jitneys) should play a role on the new Waterfront.

Reconnecting All Neighborhoods with the Waterfront and Removing Barriers: Remove the physical and psychological barriers. Create natural stopping points to inhabit the city as one descends from downtown to the water. It is important to anchor the southern end of the urban waterfront (including the stadium areas and SoDo), rearticulate and celebrate Seattle's origins, and reconnect the International District with its original location. This would also strengthen the Pioneer Square economy, giving an irregularity to the boundary between upland and waters edge while preserving a strong N-S axis of movement. Belltown must be reconnected to the waterfront in a deliberate and systematic way.

Pedestrian Precinct and Cohabitation: A major component of the plan must be the pedestrian experience. We challenge the standard assumptions regarding joint use by multiple modes. We need to find a way to integrate graceful cohabitation and avoid the impulse to separate uses driven by a history of fear. A continuous pedestrian way must be re-established along the western edge of the piers, a major throughway along the waterfront. It can be shared with service access. It must offer excellent connections to the neighborhoods, connections that are not just sidewalks but are activated, interesting, and with significant features incorporated for elderly walkers and the disabled. Maximize the available land with a commitment to joint use by multiple modes of travel with a decrease of emphasis on single occupancy vehicles. Multiple wide lanes, for example, do not create a human-oriented corridor.

Access: Access, in the broad authentic sense, can include:

“Working Waterfront” Viewing. Create places where one can sit and watch the working waterfront – the ferries coming in, the container ships being unloaded, etc.

Water experience. Ways to touch and experience Elliott Bay will reinforce the connection to the water and the power of the ecosystem. Beaches and lowered walkways, water features and water art should be part of the plan.

Parking. Parking must be removed to the east, behind the western façade of the waterfront. Provision for people with special needs and emergency vehicles is required.

Wayfinding. Current wayfinding (e.g., signs) is woeful. Use all the tools available to help understand the place.

5) ENVIRONMENTAL RESPONSIBILITY

Environmental sustainability. Build in environmental values from the beginning, not as a mere add-on but as a central element of the design and visioning process. Our waterfront habitat gives Seattle its identity and the commitment to nurture it reflects our community values.

Impervious surfaces: As an extension of the city's values, it is vital that no-net increase in impervious surfaces occur on the surface of the waterfront to allow for green spaces and public amenities. Decrease it.

Habitat. Thirty percent habitat along the linear extent of the waterfront is a reasonable goal to support the many native species that exist in Elliott Bay, from fish to heron to harbor seals. Beaches (such as proposed at Terminal 48), pocket beaches, coves, rocky areas and softened shorelines will create needed nearshore habitat.

Continuous fish migration corridor. Millions of juvenile salmon emerge from the Duwamish River into Elliott Bay every year. We must provide a quality, if artificial, way for fish to migrate along the water's edge with shallow refuge areas, kelp beds, and food sources (native vegetation). Creative structures should be envisioned for the water's edge and along the piers.

Stormwater runoff. Stormwater runs untreated into Elliott Bay. The redevelopment of the waterfront allows for the opportunity to treat this water in rainwater gardens, cascading “creeks” and fountains, bioswales, and other innovative human-oriented ways that connect the city to the bay.

Special Waterfront District. Create a special Central Waterfront District (at the state level) that will allow for some development and environmental regulatory flexibility in a scenario that creates a net environmental benefit and also a human scale exciting dynamic space.

Educational features and related artworks. The dynamic nature of the waterfront, including stormwater runoff, creates an excellent condition for education. Further, artwork that deals with the environment is a particularly rich field. We have some excellent practioners in the region who bring critical thinking to projects associated with environmental aspects of the waterfront.

6) CONTROVERSIES AND TRADE-OFFS

Given the larger community debate and the diverse community representation on the Advisory Team, a number of issues inspired significant debate. Here are the major points at issue and a resume of some of our discussion and collective recommendations:

Terminal 46. Recognizing Port of Seattle’s goal to maintain current customers, the committee considered the short and the long-term use of Terminal 46. In the long term, the site may change to habitat, housing and/or commercial use, but in the near term, the site should remain as a container terminal. The economic goal is twofold: to have no net loss of operating capacity for the Port, but also to ensure that no changes are made now to the infrastructure that will preclude alternative future uses for Terminal 46. Examples include on-ramps, bridges, etc which should be developed to work both for current operations and future potential uses, such as pedestrian access from lower Pioneer Square and the Stadiums to Terminal 46.

Habitat versus Urbanism. The Team agreed that a tradeoff between a strong marine habitat and vital urban environment was not acceptable. The Team strongly urges an approach of respectful and responsible cohabitation. We believe this can be supported and will reflect the stated values of Seattle. The principle of commitment to habitat must be incorporated in all designs in a significant manner. For example, historic restoration and ecological restoration can be done in harmony and to mutual advantage. It shall be developed and implemented starting at the beginning of the project, resulting in quantifiable measures. An example of a quantifiable measure would be 30% habitat restoration along the waterfront.

Piers. The Team supports retaining the authentic and historic aspect of the piers. The pattern of the piers establishes the organizational and spatial structure of the waterfront. As a significant element of the waterfront, past, present and future, the Team understands the need for careful and considered study. But the Team also recommends building enough flexibility into the waterfront plan so that, if at all feasible, a given pier might be relocated elsewhere on the waterfront if it could provide a catalyst for more activity in its new spot—for example, near the Sculpture Garden. The question of altering the diagonal orientation of the piers to perpendicular was debated without clear resolution. Any pier reconstruction must be environmentally sensitive and creative with an environment net benefit.

Streetcar Function and Location. The Team supports the development of a real transit system along the waterfront in which the streetcar should play a significant role. Given the principle of reconnecting the neighborhoods to the waterfront, the Team discussed creating a streetcar network that would connect to other parts of downtown and the rest of the city. All possible locations for the streetcar should be studied.

Location of Alaskan Way. Location of roadway is a key element in making the waterfront work. Factors to be considered in this decision include location of utility, pedestrian and transit needs, environment and habitat needs and big design concepts. Making the decision on the basis of one factor, transportation, is to fail to meet the challenge that a great space demands.

7) STEWARD OF THE VISION – IMPLEMENTATION AND GOVERNANCE

As we stated in our introduction, we feel the need to create a new entity charged with coordinating efforts and implementing the vision—a focal point of strategic intelligence and oversight. Concretely, it is a person (or group of persons) who wakes up every day thinking only of what they can do to make the waterfront our next great civic place. It is unrealistic to lay this charge on civic officials or existing agencies whose multiply-focused work demands that they juggle a hundred other balls. A look at the diverse skills needed over the course of any mega-project will confirm this. These can include:

- Talking to bankers, bureaucrats, property owners, developers, architects, engineers, artists, contractors, community activists, and inspiring their trust.
- Squeezing money out of the federal government and obtaining mortgage commitments from financial institutions.
- Finding meaningful ways for the design community, non-profit groups, and the general public to participate in the process.
- Keeping an eye on the prize and recognizing new opportunities as they arise (for example, a parking lot that the city should acquire).
- Helping maintain public approval and bureaucratic momentum over a fifteen or twenty year period.
- Contracting for arts programming and performance to insure that the waterfront retains its humanity and identity during the construction process.

Public Development Authority (PDA)/Public Facility District (PFD).

The Team discussed the possibility of forming a waterfront public development authority (PDA) or public facility district (PFD) that would sustain itself for 15 to 20 years to shepherd the design and steward the vision for the waterfront. We believe the early implementation of such a structure to superintend long term phased development is essential to obtain the desired rich and vital waterfront. A PFD would be a municipal corporation with taxing authority approved by the voters within the district and would have authority to acquire and sell land and enter into contracts. This type of governing structure would be empowered to deliver infrastructure, incentivize desired activities and facilities, in addition to being able to respond with agility to the opportunities.

This governance structure requires both the full commitment of involved parties and sustained political and financial support. State and local legislation may be needed to form this authority but obtaining this is worth a major effort. Funding sources should include transportation funds, mitigation funds, grants programs, and major players such as the City, State and Port, as well as LID (local improvement district) self-taxing by businesses. With this in mind the form of governance must maximize the access and efficient use of funds. This is where the rubber hits the road.

Waterfront Development Partners.

As a transition to the new development district or authority, we recommend the creation of a Waterfront Partners Group to help push the process forward. We can capitalize on Seattle's proven ability to galvanize people to accomplish a project. This group could include subcommittees to focus on areas such as:

- Overall concept/framework plan
- Resource Development/Legislation
- Governance
- Marketing (selling the waterfront vision to the public)
- Water's Edge/Seawall
- Art/Historic/Maritime/Cultural elements
- Construction/phasing plan

8) THE TRANSFORMATIVE MOMENT – A CALL TO ACTION

One point cannot be stressed enough: the need to shake loose from old perceptions.

The need to continually re-imagine the waterfront—to really engage with it differently—is the most challenging and necessary part of the process before us. To simply replace a concrete runway with a green one, however lushly landscaped, would be to perpetuate the linear grid laid down by a misguided traffic decision of fifty years ago. We should work to reintroduce a feeling of sinuosity, of movement, of surprise into our new routes and promenades. We should celebrate the irregular boundary between upland and water's edge, breaking up the rigid N-S axis by bringing water into the city and the city down to the water.

It is never a question of merely adding a new element here or preserving an old one there, but of creating in a simple and elegant way a place that will feel both familiar and totally new. If, at the end of the day, the people of this city don't feel that the waterfront has been utterly transformed, we will not have seized to the fullest the opportunity before us.

This is a call to action. We have enjoyed working with you and your staff over the past nine months and we appreciate the major effort your department has made to involve the public in the waterfront planning process. Maybe only once in a hundred years does an opportunity like this come along. Act now and we have a chance to recreate the waterfront as our liveliest and most spectacular civic gathering space.

So here's to a new waterfront with attitude and passion!

Sincerely,

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Elizabeth Conner, Artist
Karen Daubert, Seattle Parks Foundation
Kathy Fletcher and Heather Trim, People For Puget Sound
Flo Lentz, Preservation 4Culture
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Zoning Influence on Development Options

Illustrates the degree to which permitted uses and development conditions are controlled in the various zones of the Central Waterfront planning study area. The range is in descending order from most restrictive to least restrictive.

	Zones
Most restrictive; development must be approved by State agencies	DH1 area between inner and outer Harbor Line
Limited range of uses allowed; limits on size of uses; numerous provisions dictating permitted development envelope; provisions of base zoning and shoreline overlay must be addressed; zoning changes require review and approval by both City and State agencies.	DH1, IG1, IC with shoreline overlay
Site specific control of uses; prescriptive development envelope for individual projects; projects subject to special board review	PMM
Wide range of uses allowed; development envelope prescribed for individual projects; projects subject to special board review	PSM
Limited range of uses allowed, housing prohibited; maximum floor area and size limits apply to certain uses; flexible development envelope primarily only constrained by height limit and FAR density limit; no design review.	IC, IG-1
Limited range of uses allowed, housing prohibited; maximum floor area limits apply to certain uses; flexible development envelope constrained by height limit and FAR density limit; special overlay provides for more flexibility regarding range and size of uses permitted; only projects exceeding width thresholds subject to design review.	IC base zone with Stadium Transition Area Overlay
Wide range of uses allowed, but maximum development potential reserved for residential use; prescriptive building envelope uniformly applied to development exceeding specified height thresholds; projects generally subject to standard design review process	DMR/R, DMR/C
Wide range of uses allowed; moderate limitations on building envelope uniformly applied to development exceeding specified height thresholds; commercial uses subject to FAR density limit; projects generally subject to standard design review process.	DOC 2, DMC 240, DMC 160, DH2*

*Residential use also subject to FAR limit

Acknowledgements

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Olympic Sculpture Park



Marina Element

Pier 62

Fire Station Space / P

Colm Dock

Washington St. Boat Landing

Uplands of Pier 48

Stack Con to W

