

Executive Summary

EASTLAKE NEIGHBORHOOD PLAN

The following is a summary of the Eastlake Neighborhood Plan, prepared by the Eastlake Tomorrow planning teams under contract with the Seattle Neighborhood Planning Office to complement and supplement Seattle's Comprehensive Plan.

1. Plan Focus

The Eastlake Neighborhood Plan (also referred to as the Eastlake Plan) is an extension of prior neighborhood planning in Eastlake. These earlier planning activities preceded the Comprehensive Plan and were assisted with grants from the Neighborhood Matching Fund.

The Eastlake Neighborhood Plan focuses on and more fully develops seven topics or planning elements that were identified in the prior planning efforts as being of particular importance to the community: community design (CD), open space (OS), transportation (T), Eastlake Avenue as a "main street" (M), diversity (D), housing (which was initially identified as part of the diversity topic; H), and Eastlake's north gateway (NG).

As required by the City's Comprehensive Plan, the Eastlake Neighborhood Plan also addresses Eastlake's urban village (UV) designation, household growth target, and boundary.

(Recommendations related to each of the above eight planning topics are indicated by the planning topic abbreviation shown in parentheses.)

The Eastlake Neighborhood Plan does not include specific sections on capital facilities or utilities because of the direction established by prior planning, and because the planning groups were not aware until late in the planning process of the Comprehensive Plan requirement to include these two elements. However, numerous recommendations in Chapters IV through X relate to capital facilities and utilities. For example, recommendations related to capital facilities address the following topics: parks (numerous Open Space recommendations, including OS-2 and OS-8); and Seward/TOPS School (CD-1 8 and D-1.4). Recommendations related to utilities address the following topics: sidewalk lighting on Eastlake Avenue (M-2.4); use of revenue from cellular antennas and other utilities in highway right-of-way for highway noise mitigation (T-6.4); I-5 stormwater drainage and treatment (T-6.8); lighting in areas under I-5 (T-6.8) and in the North Gateway (NG-1); the posting of community notices on utility poles (CD-8).

2. Recommendations Requiring Council Legislation at the Time of Plan Recognition

Some recommendations in the Eastlake Neighborhood Plan are intended for City Council action at the time it recognizes the Eastlake Plan and require specific legislation:

- Goals and policies (throughout the Eastlake Plan);
- Eastlake's residential urban village designation and growth targets (UV-1), and modified boundary (UV-2);
- Directive to the Department of Construction and Land Use (DCLU) to work with Eastlake to evaluate and develop zoning tools in early 1999 that implement the zoning changes recommended for the Eastlake Avenue Pedestrian District (CD-1; the framework for the zoning changes is provided in the detailed recommendation for CD- 1 and is summarized below under "Zoning and Design Guidelines");
- A revision to the Land Use Code rezone criteria for Lowrise 3 and Lowrise 4 rezones in Eastlake (CD-9);
- Directive to DCLU to work with Eastlake in 1999 to develop its recommended Eastlake design guidelines (especially CD-2.2, CD-3, CD-6.1 and CD-6.2, but also possibly CD-2. 1, CD-2.3, CD-10, CD-13 and CD-16);
- Franklin Avenue Green Street designation, Type IV (OS-8.1);
- Fairview Avenue Green Street designations, both Type III (OS- 1.1 and OS-3.1; also T-1.12);
- In this budget cycle, allocate \$1 million in the Department of Housing and Human Services' 1999 budget for low-income housing in neighborhoods like Eastlake that have higher property values (AH-12).

A brief description of these goals, policies and recommendations is included in the paragraphs below; more detail can be found in the Eastlake Plan.

Plan Goals and Policies

The Eastlake Neighborhood Plan includes specific Eastlake goals for community design, open space, transportation, Eastlake Avenue as a "main street," diversity, housing, and Eastlake's north gateway. There are also specific Eastlake policies for community design and-open space.

Urban Village Designation, Household Growth Targets and Boundary

Designation and Household Target. The Eastlake Neighborhood Plan confirms Eastlake's designation as a residential urban village (UV-1).

It also accepts Eastlake's household growth target of 380 units. However, the Plan questions the baseline from which the 380 units is measured and documents concern that Eastlake's household growth is occurring, and may continue to occur, at a significantly faster rate than intended by the Comprehensive Plan.

Thus, there are three specific recommendations that address, among other things, the amount and allocation of Eastlake's residential growth:

- . Zoning changes to consolidate and get more housing on Eastlake Avenue (CD-1; see also "Zoning and Design Guidelines" below);

Chapter I.

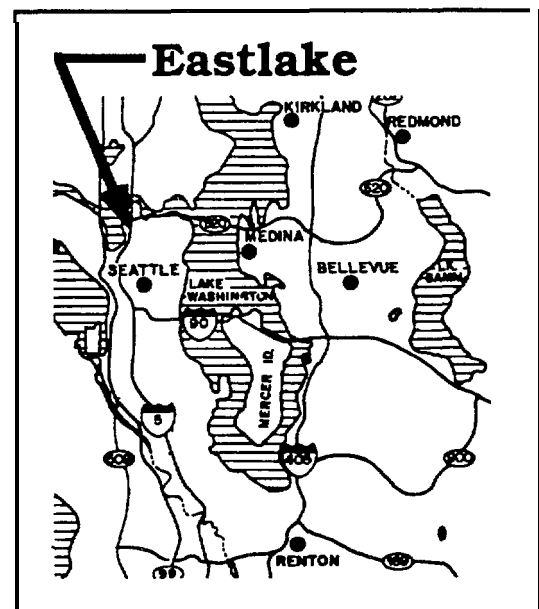
PLAN VISION AND OVERVIEW

1. Plan Vision

To enhance the diverse character of the Eastlake neighborhood while ensuring responsible stewardship of our natural and constructed environment, and cultivating a strong sense of community.

Responding to the above vision, the Eastlake Neighborhood Plan maps out a future. It is a future that, with continued volunteer commitment and City assistance, can keep Eastlake a great neighborhood and make it better.

For the past three years, Eastlake's residents, business people, school parents, social service agencies and others have discussed with one another and with City agencies how to strengthen and reconcile the neighborhoods needs for community design, open space, transportation, business district revitalization, gateways, diversity and affordable housing- The results of that discussion are documented in the Eastlake Neighborhood Plan.



A Diversity of People, Organizations and Places

Eastlake's neighborhood planning process has reaffirmed the unique diversity of its people, organizations and their surroundings. Diversity is reflected in how we use the land and in the mix of residences and workplaces. No other area so small (less than 300 acres) includes such a wide variety of zoning and land uses-maritime, commercial, neighborhood-serving businesses, apartments, condominiums and cooperatives, and single family homes (many of these being the Northwest's largest floating home community). We also have an unusual range of public land resources that includes the Land Union shorelands and the freeway and utility rights-of-way.

Eastlake has a growing number of homeowners, but also more renters (75 % of total units) than the Seattle average. However, affordable rents and house prices are being lost due to the neighborhoods hot real estate market. Our 3500 residents and 3000 jobs are more balanced and

intermixed than can be found in other Seattle neighborhoods, and Eastlake has one of the City's largest proportions of people who live and work in the same neighborhood (and sometimes the same building).

Eastlake's hundreds of businesses include at least ten with more than 100 employees, and also many small ones, some of which have only the owner on staff. Eastlake has classic shipyards, a fishing company, a propeller manufacturer and a company that maps the bottom of the ocean, as well as computer and biotechnology companies. Eastlake's residential population is ethnically less diverse than some other neighborhoods, but many ethnic groups are represented by the employees and owners of Eastlake businesses.

As diverse as its residences and businesses are Eastlake's nonprofit organizations, which include a community council, business association, park's advocacy group, a land trust, and many social services. Just beyond Eastlake's north and south boundaries are two major institutions (the University of Washington and the Fred Hutchinson Cancer Research Center). The cooperation achieved among these many organizations and the neighborhood is reflected in their involvement with Eastlake Tomorrow. For example, the neighborhood planning process has benefited from UW student projects and from the Fred Hutchinson's donated services as our fiscal agent.

Fundamental to Eastlake's Neighborhood Plan is finding and maintaining a balance (such as among uses, housing costs, or activities) that allows diversity to flourish.

2. Plan Overview

The following section summarizes the organization and content of the Eastlake Neighborhood Plan.

Plan Organization

The Eastlake Neighborhood Plan generally consists of an executive summary (at the beginning of the Plan), eleven chapters (seven of which address specific planning topics or elements), and appendices. The contents of these items are described below.

Executive Summary. Provides highlights of the Eastlake Neighborhood Plan, including recommendations requiring City Council action concurrent with its action on the Plan, key strategies, and the general topics and issues that are addressed by the Plan.

Chapter I (this chapter). Describes Eastlake's planning vision and the Plan contents.

Chapter II. Generally describes Eastlake's planning activities before the current neighborhood planning process and details the public outreach and process that occurred for this Eastlake Neighborhoodpkm.

Chapter III. Provides background and recommendations for Eastlake's urban village designation, growth targets and boundary.

Chapters IV through X. Include information on the seven planning elements that were the focus of Eastlake’s planning process—community design, open space, transportation, Eastlake Avenue as a “main street,” the north gateway to the neighborhood, diversity and affordable housing. Each chapter—or planning element—contains (from beginning to end):

- A vision and goals;
- . Definitions of terms used in the chapter;
- . Information on how the chapter recommendations relate to the City’s Comprehensive Plan;
- . Background information and details of the public outreach specifically related to the planning element; and
- . Recommendations that include specific projects, studies, processes, code changes and other measures to achieve the vision and goals for the planning element (the Community Design and Open Space chapters also have a policy that relates to each implementing recommendation).

The Community Design and North Gateway elements also include a section (6) on key pending issues, and the Open Space element includes a section (6) that identifies Open Space recommendations requiring City Council action.

All goals, policies and recommendations described in these chapters are numbered for reference according to the planning topic or element with which they correspond. The reference numbering system is described in a following subsection of this chapter.

Chapter XI. Provides a complete, although abbreviated, list of all the recommendations in the Eastlake Neighborhood Plan, organized according to recommendations that implement Eastlake’s four key planning strategies, and near- and long-term recommendations (see Prioritization of Recommendations, below).

Appendices. Contains documents that are referenced in the chapters of the Plan and that are important to understanding the Plan’s recommendations. Acknowledgments, a resource list and bibliography, draft design guidelines, a plan for Rogers Playfield and the Franklin Avenue green street, a landscape plan for the North Gateway and other documents are presented in the Appendices.

Reference Numbering System for Goals, Policies, and Recommendations

All goals, policies and recommendations described in these chapters are numbered for reference according to the planning topic or element with which they correspond:

AH	Affordable Housing	NG	North Gateway
CD	Community Design	Os	Open Space
D	Diversity	T	Transportation
M	Main Street	UV	Urban Village

All goals and policies are preceded with the word “goal” or “policy”, while implementing recommendations are simply preceded with the corresponding planning element abbreviation. The recommendations in the Transportation, Main Street, North Gateway, Diversity, and Affordable Housing elements are all also referenced according to a corresponding goal, while the recommendations in the Community Design and Open Space elements are referenced according to a corresponding policy.

For example, references for the goals, policies and implementing recommendations of the Community Design element are as follows: Goal CD-1, Policy CD-1 and CD-1. 1 and CD-1.2 (where the policy and recommendations correspond). References for the goals and implementing recommendations of the Transportation Element are: Goal T-1 and T-1.1, T-1.2, T-1.3, and so on (where the goals and recommendations correspond).

Prioritization of Recommendations

The Neighborhood Planning Office has instructed neighborhoods to prioritize recommendations into the categories of key integrated strategies (which were to be limited to a small number of strategies), near-term actions and long-term actions. The guidance available on the definitions of the categories has been ambiguous, changing and sometimes conflicting, and in certain respects seems inapplicable to the Eastlake neighborhood and the realities of citizen-based implementation. This neighborhood plan applies the prioritization terms that have been identified by the City, but in a specifically defined way.

Four key integrated strategies are essential to the fulfillment of the overall vision, goals and policies described in the Eastlake Neighborhood Plan. Although some of the key strategies are not fully developed, they should all be pursued immediately because of their importance to the overall character and fiction of the Eastlake neighborhood.

Eastlake Tomorrow takes the position that, although most key recommendations are related, some key recommendations need not be a part of an integrated strategy. They may not naturally relate to other recommendations in a broader strategy, yet may stand alone as being individually key. As explained in Chapter XI, the Eastlake Neighborhood Plan classifies a few recommendations as being individually key. Of these, the urban village (UV) recommendations for Eastlake’s

designation, growth targets, and boundary are fundamental to the Eastlake Neighborhood Plan and are required to be adopted when the City Council takes action on the Plan.

All recommendations that are not listed as key are classified as either near-term or long-term actions. Whether a project is classified as near-term or long-term is based in large part on the required amount and availability of City funds, the degree of complexity, and the general state of readiness (for example, whether more studies or community feedback is needed). Near-term actions could be fully implemented within five years after City Council action on the Eastlake Neighborhood Plan (anticipated at the end of 1998); long-term actions would likely be fully implemented during or after the year 2004.

Near-Term or Long-Term
Recommendation?

Depends on:

- Required amount and availability of City funds
- Degree of complexity
- State of readiness

This prioritization method is based on the premise that priorities may shift according to opportunities that arise. For example, needed funds may become available through a non-City source (such as the State and County, which helped to fund Eastlake's Fairview Olmsted Park) and may shift a long-term park project to near-term. Or significant volunteer interest and commitment may help a recommendation come to fruition more rapidly than initially contemplated. Whatever the situation, Eastlake has a tradition of creating and recognizing opportunities to fulfill neighborhood objectives, and remains committed to embracing opportunities that will further all of the recommendations in the Eastlake Neighborhood Plan.

Perhaps more than in some neighborhoods, many of the Eastlake Plan's recommendations do not require any or much in the way of City funds, requiring only City staff time to review the recommendations. For example, design and construction funds from the Washington State Department of Transportation for noise reduction and for the improvement of state right-of-way would make a project possible at no cost to the City's capital budget.

Eastlake Tomorrow has concerns about forcing a competition between small, low-budget projects and more complex costly ones. The City's own Neighborhood Matching Fund reduces unfair competition between such projects by providing two funding sources for projects of different costs and complexity—the Semi-Annual Fund and the Small and Simple Fund. Eastlake

has attempted to address the issue by prioritizing its Plan recommendations based on the combination of factors and premises described above.

3. What Is Not In The Eastlake Plan

Although the Eastlake Neighborhood Plan establishes a focus for planning activities in the neighborhood, it is not intended to document all issues that are important to Eastlake. Nor *is* it intended to exclude debate, evaluation and action on all issues not included in the Plan.

The Eastlake Plan tends to focus on things that need change (either to resolve a problem or to improve on or expand something that works well) or respond to known proposals. In general, it does not identify and confirm the many characteristics or activities that already contribute to Eastlake's vision and goals and that do not require change, for to do so would be an overwhelming task. For example, there is no specific recommendation to maintain Eastlake's current zoning height restrictions; instead, the Plan identifies a limited number of other zoning changes that should be pursued. Similarly, there is no recommendation in the Plan to keep Eastlake's residential parking zone, but there are other recommendations for relocating parking and doing parking studies. However, in both examples, it would be a gross misrepresentation of the Eastlake Neighborhood Plan to conclude, from the absence of a specific recommendation otherwise, that Eastlake's existing building height or RPZ program are unimportant to Eastlakers or of little consequence to Eastlake's character.

It is also highly likely that new issues, deemed as important as those addressed by the Eastlake Plan recommendations, will arise. Such issues are sometimes precipitated by new development proposals not foreseen at the time the Eastlake Neighborhood Plan was prepared, or by a degradation of community character that reached unacceptable levels over time, or by an opportunity that was not known or available during the planning process. For example, a reported proposal for a skybridge in the community created new concerns about streetscape character, views, and historic preservation, and resulted in the Steering Committee approving, during the later stages of the draft plan, a recommendation addressing skybridges.

Moreover, it is simply not possible, within the budget allowed and length of the current Eastlake Plan, to identify all issues that are important to Eastlake.

Thus, the recommendations in the Eastlake Neighborhood Plan should be regarded as an attempt to identify some of the most important currently known problems that need to be resolved or opportunities that the community would like to pursue.

Chapter II.

THE EASTLAKE PLANNING PROCESS

Communities flourish when decisions are made close to the people. Eastlake Tomorrow is a neighborhood planning effort led by a broad coalition of residents, organizations, business owners and employees, and property owners. With some City funds and assistance from consultants, but mainly with donated time and resources, the neighborhood has identified areas of consensus for action by government and our own self-help. A list of the many people and contributions that made this neighborhood planning effort possible is provided in Appendix A: Acknowledgments, 1996-98.

Eastlake Tomorrow got started years ago, and it helped inspire neighborhood planning elsewhere. A theme throughout Eastlake Planning has been broad outreach and conciliation, on the principle that the City is most likely to approve a neighborhood plan that has widespread support among diverse stakeholders.

1. Eastlake Planning Before 1996

The most important influences on Eastlake's development were the following public projects: street car lines (1893), Seward School (1893), Lake Washington Ship Canal (1917), and Interstate 5 (1962). Eastlake development was also significantly influenced by the City's first zoning code, which designated all of Eastlake's residential land as available for the construction of apartments (1923).

Eastlake's first neighborhood planning process was initiated by the Eastlake Community Council in 1974, and resulted in the Eastlake "Goals and Policies", which were recognized in a 1979 Seattle City Council resolution. Topics addressed by the Goals and Policies included housing and zoning, economic development, transportation, recreation, human resources, and citizen participation. Rezoning was the major planning activity in the 1980s. City-led public processes revised Eastlake's residential zoning in 1982 and 1989-90, and neighborhood commercial zoning in 1986.

Through the initiative of the Eastlake Community Council, the Eastlake Tomorrow neighborhood planning process began in 1991. With the help of the City's Neighborhood Matching Fund, a 1992 survey of businesses and residents (335 respondents) was conducted to assess neighborhood needs and concerns. With a second grant, a town meeting/visual preference survey, design charettes, and 150 in-depth interviews helped produce a Community Design Framework, a version of which appeared as a December 1992 insert in the *Lake Union Review*

(now the *Seattle Press*). Additional City grants funded the 1994 Eastlake Transportation Plan, which included 1) a survey (175 respondents), a response form on the recommendations (190 respondents), and several public meetings, and 2) the South Gateway planning effort, which produced a major sculpture at the intersection of Eastlake Avenue East and Fairview Avenue North.

The Eastlake Tomorrow process was conducted simultaneously with the City's comprehensive planning process. The Eastlake example, along with other successful neighborhood plans elsewhere, helped convince the City in 1994 to strengthen its commitment to neighborhood planning. In fact, Eastlake became one model for how the City encouraged neighborhoods to approach planning. With the availability of technical and financial assistance through the Neighborhood Planning Office, Eastlake conducted a new public process including a 1995 survey and public workshop that led to the decision to contract with the City for the current cycle of neighborhood planning.

2. Planning and Outreach

Eastlake Tomorrow's City contract (the first phase contract, for \$10,000, was signed May 13, 1996; the second phase contract, for \$70,000, was signed March 19, 1997) recognized the accomplishments of Eastlake's recent neighborhood planning, especially regarding transportation. Eastlake was encouraged to move ahead on the existing planning recommendations while working to revalidate and supplement them. Several work items in the contract were to complete projects begun under earlier planning.

The City contract for Eastlake Tomorrow was with the Eastlake Community Council. However, under a separate agreement between the Eastlake Community Council and the Eastlake Tomorrow Steering Committee, the Steering Committee acted independently. The Steering Committee included one seat each for apartment owners, homeowners, renters, office owners, social services, six topical planning teams, and the following organizations: Eastlake Business Association, Eastlake Community Council, Floating Homes Association, the Options Program at Seward (TOPS), and Friends of Lake Union/Olmsted-Fairview Park Commission (shared seat). See Appendix A: Acknowledgments, 1996-98 for a list of Steering Committee members.

The Steering Committee adopted procedures establishing that its total seats could not be changed without a two-thirds vote of all members, and no change was ever made. The procedures also provided that, although parliamentary procedure would govern, the Committee would encourage consensus and avoid narrow margin votes on important issues. The Steering Committee adopted "job descriptions" of what it expected from its own members and what it expected from those in charge of the planning teams. All meetings of the Steering Committee were held at Hart Crowser, Northwest Administrators, or NOAA.

In two and a half years of planning, Eastlake Tomorrow published four newsletters (May and July, 1996; August and October, 1997), the April 1998 Options Guide, and the August 1998 validation brochure. Eastlake Tomorrow also established and updated a web site (<http://www.oo.net/et>) and maintained public review files at Lake Union Mail and the Floating Homes Association. Articles on Eastlake Tomorrow also appeared in every issue of the *Eastlake*

News between 1996 and 1998, as well as in the newsletters of the Portage Bay/Roanoke Park Community Council, the Floating Homes Association, and the Fred Hutchinson Cancer Research Center. The March 8, 1997 neighborhood section of the *Seattle Post-Intelligencer* featuring Eastlake publicized the Eastlake Tomorrow web site, the mailing address, and an April 8 public meeting on transportation.

A four-page September 1996 Eastlake Tomorrow survey was filled out by 402 residents, many of whom provided written comments as well; some of the questionnaires were filled out via the web site. A questionnaire in the April 1998 Options Guide received 85 responses. Coding and analysis for both questionnaires were donated by Gilmore Research. Additional questionnaires were also distributed by the Main Street, North Gateway, and Open Space planning teams, and in the August 1998 validation brochure.

Inventories were conducted by volunteers for the Community Design and Open Space planning teams. The Eastlake Tomorrow Steering Committee led an August 3, 1998 Executive tour of the neighborhood for heads and representatives of City departments. Earlier neighborhood tours were led by the Community Design, Open Space, and Transportation planning teams. Work parties were organized by the Open Space and North Gateway planning teams.

Hundreds of public meetings, workshops, and committee meetings were held, including a kickoff event (May 22, 1996), two open houses (September 24 and October 1, 1996), a town meeting (October 22, 1996), a September 20, 1997 showcase event, two options fairs (April 22 and 25, 1998), and the September 8, 1998 validation fair. The planning teams conducted many other events, which are described in later chapters.

A draft of the Eastlake Neighborhood Plan recommendations in matrix form for City review and response was submitted on June 16, 1998, and a revised version followed on June 22. Chapter IV of the draft plan (Community Design) went to the City on July 1; all other chapters went to the City on June 23. A validation brochure detailing the Eastlake Plan and advertising the September 8 validation event was mailed throughout the neighborhood and to nonresident stakeholders. The draft Plan was posted on the Eastlake Tomorrow web site, and placed at eight public places in the neighborhood as well as at the Fremont Neighborhood Service Center and the downtown and University Heights branches of the Seattle Public Library. It was also available for purchase at a special price from G&H Printing.

Final revisions to the Plan were made during the second week of September 1998 prior to presenting the final plan and adoption package to the City Council Neighborhoods Committee on September 22. City Council members will be given a tour of the neighborhood September 25, and a City Council public hearing is scheduled for October 19. The City Council committee will discuss the Plan November 3 and could vote on it as early as December 8, with a full Council vote possible on December 14, 1998.

3. Early Results from the Eastlake Neighborhood Plan

The Eastlake Tomorrow neighborhood planning process produced significant neighborhood improvements even prior to City Council action on the plan. As of August 18, 1998, the following had been accomplished.

Landscaped Medians on Eastlake Avenue

The 1994 Transportation Plan recommended medians and a center turn lane on Eastlake Avenue. As part of Phase I neighborhood planning, volunteers secured property owner agreement and the Seattle Transportation Department prepared the preliminary design for medians and a center turn lane north of Hamlin Street. Three landscaped medians and the center turn lane were installed in 1997 by Seattle Public Utilities as part of a major sewer expansion project.

North Gateway Triangle Park

Another part of the 1996-97 sewer expansion project and the Eastlake Tomorrow planning process was the rehabilitation of the North Gateway triangle park, which had been used for staging construction equipment. Consistent with recommendations in the 1994 Transportation Plan, the park improvements were made with funds from Seattle Public Utilities, guidance from Seattle Transportation, and design assistance from the North Gateway planning team, whose volunteers also helped to plant the park. These improvements are the first step toward realizing the Eastlake Neighborhood Plan's vision of an attractive, identifiable gateway between the adjoining neighborhoods of Eastlake, Portage Bay/Roanoke Park, and the University District.

Community Art Projects

Using a combination of funds from the same sewer project's "% for Art" program and from the Neighborhood Matching Fund, Eastlake commissioned and installed two major art projects along Eastlake Avenue. The "Dreamboats" embody the relationship of the Eastlake community to maritime activity on its shores, while the "Cornerstones" cleverly reflect the funding source—sewer expansion—by depicting different microorganisms.

Fairview Avenue Walkway, Parking and Topographic Survey

The 1996-97 sewer expansion project and Phase II planning work also included the installation of a two block landscaped walkway and more efficient parking along the west side of Fairview Avenue E. in front of NOAA. This project was carefully negotiated with abutting property owners, and the design jointly developed by community volunteers (including donated architectural services), Seattle Transportation and a University of Washington landscape architecture design studio.

In addition, community volunteers, City staff and UW students completed a conceptual walkway design for the remainder of Fairview Avenue E., south of NOAA to Fairview Avenue N., with a public/private partnership for funding the project. To help with the final detailed design, Seattle Transportation prepared the area's first-ever topographic survey.

Rogers Playfield and Franklin Avenue Green Street

Another work item in Eastlake's Phase II planning process was the development of a design for Rogers Playfield and the closed block of Franklin Avenue that is between the Playfield and

Seward School. This work was included in Phase II to piggy-back on the School District's design and construction work for Seward School, which is being expanded and renovated. The community, City Parks and Transportation departments, TOPS, and the School District (aided by their landscape architect consultant) participated in a community process that resulted in an agreed-upon design for improvement and use of Rogers Playfield and the Franklin block, which will be designated a Type IV green street—the first green street outside of the Downtown area. The School District will be finding many of the improvements, and a Neighborhood Matching Fund application will be submitted in September for additional green street improvements.

Eastlake Avenue Main Street Activities

Creating an attractive, vibrant main street with businesses and housing is an important focus of the Eastlake Neighborhood Plan and community. During the planning process, the Main Street planning team organized a successful, one-day experiment with a farmer's market in the neighborhood, in anticipation of a future, more permanent market. The team also organized volunteers to help clean up and maintain blocks along Eastlake Avenue, and several abandoned vehicles have been removed as a result of the cleanup efforts.

I-5 Noise Reduction

One of the critical issues affecting the quality of life in Eastlake is the noise generated by traffic on I-5. In consultation with the Transportation planning team (and as recommended in the 1994 Eastlake Transportation Plan), the Washington State Department of Transportation (WSDOT) reduced the hours of operation of the I-5 express lanes during the nighttime, thereby reducing noise from the Ship Canal Bridge. As a result of Transportation planning team efforts, WSDOT has also agreed to restore the Ship Canal Bridge to high priority status for noise mitigation (after initially dropping the area from its priority funding list).

Pedestrian and Bicycle Counts

One of the goals of the Eastlake Neighborhood Plan is to encourage pedestrian and bicycle modes of travel. Prompted by Eastlake Tomorrow, the Seattle Transportation Department and the University of Washington conducted a pedestrian/bicycle count across the University Bridge—the first count done in decades.

Fairview Olmsted Park Street Crossing

Permits for the construction of Fairview Olmsted Park improvements required standard street modifications, including curbs and gutters on both sides of Fairview, and a metal barrier on the shoreline side of the street. However, the Eastlake Neighborhood Plan recommends a Type III green street and no curbs or gutters for the section of Fairview Avenue E. along Fairview Olmsted Park. Prompted by the Plan recommendations, community requests and City officials, the Parks and Transportation departments are looking at a crossing with a more rustic approach, in keeping with the Park's purpose and design and with Plan recommendations.

Neighborhood Open Space Stewardship

The Open Space and North Gateway planning teams organized numerous work parties to spruce up the neighborhood's green spaces.

Chapter III.

URBAN VILLAGE DESIGNATION AND BOUNDARY

1. Urban Village Designation

The Eastlake Neighborhood Plan is required to confirm or modify the Seattle Comprehensive Plan’s designation of Eastlake as a “residential urban village.” The Eastlake Plan recommends that this designation be confirmed, because it is consistent with Eastlake's existing and desired character as a compact residential neighborhood with neighborhood-serving businesses, small to medium office uses and maritime activities.

The Seattle Comprehensive Plan describes five general characteristics that are required for designation as a residential urban village and relate to residential development, arterials and transit, retail services, pedestrian and bicycle connections, and open space. Eastlake’s consistency with these five characteristics is summarized below.

Residential Development

Eastlake's low-scale residential development consists mostly of single-family houses (on land and water), ground-related and stacked apartments and condominiums, and houses converted to multiplexes—the mix of housing that is characteristic of residential urban villages. According to the Seattle Comprehensive Plan, Eastlake's current household (or unit) density is about 11.8 households per acre and is projected to be about 13.6 households per acre by the year 2014. This is within the range of densities—8 to 15 households per acre—established in the Seattle Comprehensive Plan for residential urban villages.

The Eastlake Neighborhood Plan also confirms the Seattle Comprehensive Plan’s growth target of 380 new households in the neighborhood by the year 2014. Much of this residential growth has already occurred, and the Eastlake Plan includes recommendations about how to distribute, monitor and possibly pace future residential growth (see especially Chapter IV, Community Design Element).

Arterials and Transit

The Seattle Comprehensive Plan requires that residential urban villages be served by the city’s arterial network and direct transit service to at least one center or hub urban village.

Eastlake Avenue, a designated arterial, is the spine of the Eastlake neighborhood. Boylston Avenue and Lynn Street are also designated arterials. Many of the recommendations in the Eastlake Neighborhood Plan are intended to make Eastlake's arterials safer and more pedestrian-friendly.

Eastlake is also served by several transit routes that connect the neighborhood to Downtown and the University District. However, incremental changes to these transit routes have reduced the level of transit service in the neighborhood. Recommendations in the Eastlake Neighborhood Plan are intended to help rectify the decline in transit service (see especially Chapter VI, Transportation Element).

Retail Services

Retail businesses that serve the neighborhood residential population are an important component of a residential urban village. Most of Eastlake's retail services are located along Eastlake Avenue, and consist of neighborhood-serving businesses but also unique specialty businesses that attract customers citywide.

One of the key strategies of the Eastlake Neighborhood Plan is to strengthen the neighborhood's retail commercial businesses by, among other things, concentrating the commercial areas, requiring more neighborhood-serving businesses in certain types of development projects, making the Eastlake Avenue streetscape more interesting and pleasant for pedestrians, and reducing the auto-orientation of the street and businesses (see recommendations in all planning element chapters of the Eastlake Plan).

Maritime businesses have also been an essential part of Eastlake since the early 1900s, and continue to serve the neighborhood as well as the greater Puget Sound region and beyond. The southern boundary extension recommended in the Eastlake Neighborhood Plan (described later in this Chapter) and other Plan recommendations are intended to nourish these businesses and to ensure their long-term presence in Eastlake.

Bicycle and Pedestrian Connections

Non-motorized connections within and between urban villages, including to public amenities, are important characteristics of a residential urban village.

Eastlake has two designated bicycle routes along Fairview Avenue E. and Eastlake Avenue. The neighborhood also has many popular walking routes. However, some of these routes need to be enhanced for pedestrians, and connections between Eastlake and Roanoke Park/Capitol Hill, which were severed by the I-5 freeway, need to be restored. Numerous recommendations in the Eastlake Neighborhood Plan would enhance and expand the neighborhood bicycle and pedestrian connections (see especially Chapters IV, V, and VI on the Community Design, Open Space, and Transportation elements, respectively).

Open Space

The Seattle Comprehensive Plan identifies public open space as a key component of a residential urban village.

Eastlake has a variety of public open spaces, including a play field, a newly-acquired park for natural habitat and a pea-patch, and several street-end shoreline parks. However, the amount of open space in Eastlake is far below the open space targets established in the Seattle Comprehensive Plan for a residential urban village of Eastlake's size. Recommendations in the Eastlake Neighborhood Plan seek to make the best of Eastlake's limited land resources by creatively enhancing and using public rights-of-way and other publicly owned, non-park lands for open space (see especially Chapters IV, V, and VIII on the Community Design, Open Space, and North Gateway elements, respectively).

2. Urban Village Boundary

The 1994 Seattle Comprehensive Plan designated the preliminary boundaries for each urban village. These boundaries become final in the absence of neighborhood planning. Neighborhoods that opt to develop a neighborhood plan have the opportunity to confirm their boundary or propose amendments to it.

The preliminary urban village boundary for Eastlake includes most of the properties that have been traditionally considered part of Eastlake. The preliminary boundary generally extends north to the University Bridge, west to Lake Union, east to I-5, and south to East Galer Street.

However, there are some notable omissions from the preliminary boundary of properties that have had long-time associations with Eastlake planning, land use, and recreational and cultural activities, and that are functionally integrated with the Eastlake neighborhood. These omitted properties include the following:

- . Residential buildings at the north end of Franklin Avenue, including the brick apartment buildings at 2919 and 2923 Franklin and one half of the L'Amourita building, are inexplicably outside the Eastlake boundary;
- . Terry Pettus Park at the foot of Newton Street is shown in the boundary of the South Lake Union village, which is proposed to be a "hub" urban village;
- . Shoreline maritime uses along Fairview Avenue E. and south of Newton, including NOAA, Lake Union Dry Dock, and Seattle Seaplane (formerly Chrysler Air), are shown in the South Lake Union boundary and not in Eastlake;
- Waterway No. 8 and the adjacent City-owned submerged lands are shown in the South Lake Union boundary and not in Eastlake; and
- . The Steam Plant/Hydro House (Zymogenetics) are shown in the South Lake Union boundary, and not in Eastlake.

Evaluation of Boundary Alternatives

In response to these omissions from the Comprehensive Plan's preliminary boundary for the Eastlake residential urban village, and to requests from the public to look at these and other properties, the Community Design planning team and the Eastlake Tomorrow Steering Committee evaluated several alternative boundaries for community consideration.

The boundary alternatives were discussed at a September 17, 1997 public meeting held at NOAA, which is in the south Fairview maritime district that was omitted from the Eastlake boundary. Questionnaires seeking opinions about the boundary were hand distributed to every address in the southern boundary area and at other events.

Of the early boundary questionnaires that were distributed in 1997, 31 were returned and all supported extending the Comprehensive Plan-proposed boundary south to at least East Nelson Place. Twelve of the respondents were from within the southern area that had been omitted from the Eastlake urban village. Six of the respondents supported an extension that included properties around the Buffalo Building.

Subsequent to the September 17 public meeting, the Eastlake Tomorrow Steering Committee unanimously approved, on a preliminary basis, a southern boundary extension to East Nelson Place. A September 26 letter communicating this decision was sent to the South Lake Union planning committee, with copies to the affected property owners.

The April 1998 Options Guide also described the boundary issue and asked for feedback on the inclusion of two specific areas in the Eastlake boundary: Alternatives N-1 (the L'Amourita Block) and S-2 (the East Nelson Place boundary). 46 of 50 respondents supported including the L'Amourita block in Eastlake's boundary (31 additional people did not answer the question or indicated they had no opinion). 39 of 43 respondents supported extending Eastlake's southern boundary to East Nelson Place (38 additional people did not answer the question or indicated they had no opinion).

There was also strong support among Steering Committee members to extend Eastlake's boundaries, and the omission of the southern maritime district along Fairview Avenue E. from the Eastlake urban village was viewed as a significant problem in the Comprehensive Plan.

The Eastlake Neighborhood Plan thus recommends an extension of the urban village boundary in two places to include the full L'Amourita block and properties south to East Nelson Place. These and other boundary alternatives are briefly described and evaluated in the following sections.

Alternative C: Comprehensive Plan Preliminary Boundary. This boundary alternative is the preliminary boundary proposed for Eastlake in the Comprehensive Plan. It includes all properties south of the University Bridge, west of I-5, east of Lake Union and north of East Galer Street except the following: Terry Pettus Park; most of the L'Amourita block; and all of the shoreline properties between Newton and Galer (NOAA, Lake Union Dry Dock, and others).

Also not in the Comprehensive Plan's preliminary boundary were Seattle Seaplane (located south of Galer on property owned and leased by, and adjacent to, Lake Union Dry Dock), Waterway No. 8 and the City-owned submerged parcels, and the Steam Plant/Hydro House (Zymogenetics).

Recommendation: No. The Eastlake Neighborhood Plan does not recommend the Comprehensive Plan preliminary boundary for Eastlake because it omits properties that have had long-time associations with Eastlake planning, land use, recreational and cultural activities, and that are functionally-integrated with the Eastlake neighborhood. More detailed comments are provided in the discussion of other alternatives.

Alternative N-1 (North-1): **L'Amourita** Block Revision. This boundary alternative for the northeast part of Eastlake includes the full 2900 block of Franklin Avenue. Properties along this block--L'Amourita, and two brick buildings at 2919 and 2923 Franklin--would be within the Eastlake boundary.

Without this revision to the Comprehensive Plan, the L'Amourita property would be split in half by the Eastlake boundary, and the rest of its block would be excluded from Eastlake or other neighborhood planning. Because the I-5 freeway separates the L'Amourita block from north Capitol Hill, properties on this block are functionally integrated with and dependent on other properties and streets in Eastlake. The L'Amourita block is zoned for and developed with lowrise residential uses, consistent with other nearby Eastlake properties.

Recommendation: Yes. Include the L'Amourita properties in Eastlake's boundary.

Alternative S-1 (South-1): **Galer** Street Revision. This boundary alternative establishes the southern Eastlake boundary at Galer Street. It (Alternative S-1) includes in the Eastlake boundary all the shoreline properties north of Galer, such as Terry Pettus Park, NOAA, most of Lake Union Dry Dock, and most of the City-owned submerged lands that are northeast of Waterway No. 8.

Terry Pettus Park is a shoreline park established and built by the Eastlake community in the Newton Street-end. The Park is adjacent to floating home property that is in the Eastlake boundary. Initially called "Peoples' Park" because of its community beginnings, it is now named after an Eastlake floating homes resident who was active in social, political and floating homes issues. Except for its fiction as a public park, the Park has little functional or geographic relationship with the South Lake Union neighborhood.

The industrial shoreline properties included in this boundary revision are functionally integrated with the properties that are across the street (Fairview) and that are in the Comprehensive Plan's preliminary Eastlake boundary. The shoreline properties also have the same industrial zoning (General Industrial 1) and shoreline designations (Urban Maritime) as most of the properties across the street (Fairview). These shoreline properties form an important cluster of industrial, water-dependent maritime uses that complement Eastlake's other water-dependent, commercial uses that are located along the north part of Fairview Avenue E. and that are included in Eastlake's preliminary boundary. Unlike the situation in Eastlake, there are few or no uses of this type remaining along the South Lake Union shoreline, most of them having been displaced by restaurants and retail establishments. There is no industrial zoning of shoreline properties in the South Lake Union area, and all the properties that front on Fairview Avenue N., Valley and Westlake have commercial, not industrial, zoning.

This boundary revision would also include most (but not all) of the City-owned submerged lands that are northeast of Waterway No. 8. These submerged lands have been leased by Lake Union

Dry Dock since the 1940's and are integral to the operation of the Dry Dock as well as Seattle Seaplane.

Seattle Seaplane (located south of Galer on property owned and leased by, and adjacent to, Lake Union Dry Dock), Waterway No. 8, the City-owned submerged lands southwest of Waterway No. 8, and the Steam Plant/Hydro House (Zymogenetics) would not be included in this boundary revision. A small part of the submerged lands leased by Lake Union Dry Dock would also not be included in the Eastlake urban village.

The above properties have been part of Eastlake's planning, land use, recreational and cultural (art) activities in the past because they are regarded as important to Eastlake's identity and character, and are fictionally integrated with other properties in the Eastlake neighborhood.

Recommendation: No. There is strong support for including the above shoreline properties in the Eastlake boundary. However, the S-1 boundary revision is not recommended because it continues to exclude properties that are important and functionally related to Eastlake. If the boundary were located at Galer Street (as shown in S-1), it would split the City-owned submerged lands that are leased by Lake Union Dry Dock, and would sever Seattle Seaplane from the rest of the shoreline uses along Fairview Avenue E. The boundary would also omit Waterway No. 8, the submerged lands to the southeast of the Waterway, and the Steam Plant/Hydro House (Zymogenetics) from the Eastlake urban village.

Alternative S-2 (South-2): Fairview Trestle/Nelson Place Revision. The southern boundary of this alternative (S-2) would coincide with the southern edges of the City-owned submerged parcels and the Fairview Avenue N. trestle, the Steam Plant/Hydro House, and Nelson Place. All of Seattle Seaplane, Waterway No. 8 and the submerged lands on both sides of the Waterway, the Steam Plant/Hydro House (Zymogenetics) and properties located between Nelson and Galer streets would be included in the Eastlake urban village boundary, along with the properties identified in Alternative S-1 (such as Terry Pettus Park, NOAA, and Lake Union Dry Dock).

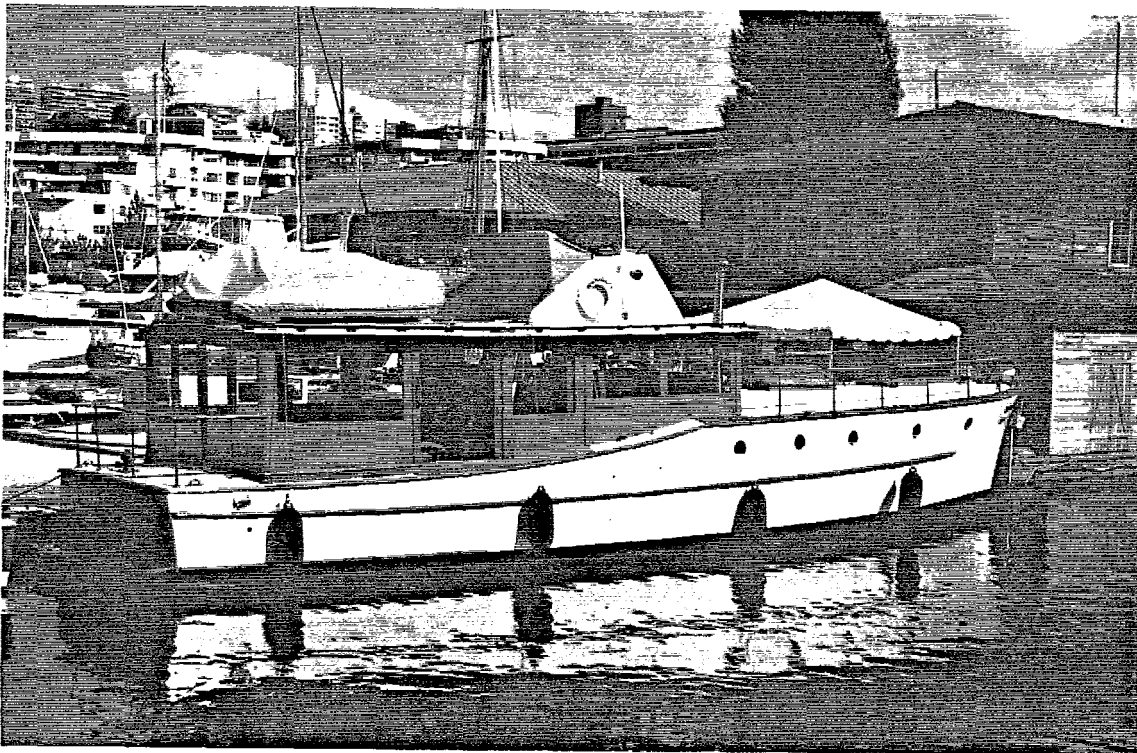
This boundary alternative includes all the properties that comprise the maritime uses and industrial zoning at the south end of Eastlake, and preserves them as one unit that can be addressed through various planning activities.

This boundary also includes all of Zymogenetics' properties and buildings, which consist of the Steam Plant/Hydro House and a recently completed facility on land that is east of the Steam Plant (across Eastlake Avenue) and north of Nelson Place. The Steam Plant/Hydro House has been the subject of Eastlake community activities related to historic preservation, land use and toxic clean-up since it was de-activated by Seattle City Light. The Eastlake community and Zymogenetics have also been cooperatively involved in numerous land use and cultural activities, including the installation of "Shear Draft" at the intersection of Eastlake and Fairview streets. This large sculpture stemmed from the 1992 Eastlake Tomorrow neighborhood planning process, was fabricated at Lake Union Dry Dock, and installed as Eastlake's south gateway. Eastlake is also currently working with the properties in the area to develop and implement street, parking and other improvements for Fairview Avenue E. and Fairview Avenue N.

No properties or uses are split by the S-2 boundary proposal, and the Waterway and City-owned submerged lands are included in the same village as the water-dependent uses that rely on them,

Additional properties located north of Zymogenetics' new building include a small professional office building and two multifamily buildings, all of which are consistent with Eastlake's small-scale commercial and residential character.

Recommendation: Yes. This recommendation received strong support from the community. The properties are appropriately part of the Eastlake urban village because they have been part of Eastlake's planning, land use, recreational and cultural activities, are important to Eastlake's character and identity, and are functionally integrated with other properties in the Eastlake neighborhood.



This 45-foot "Lake Union Dream boat," moored at the 1998 Wooden Boat Show on South Lake Union, was built in 1930 by Lake Union Dry Dock and proudly represents the maritime industry that has long been a defining element of Eastlake's character. This was the last Dreamboat built by the Dry Dock.

Alternative S-3 (South-3): Buffalo Building Revision. This boundary alternative (S-3) would include all of the properties described in Alternatives S-1 and S-2, but would extend the Eastlake boundary further south along Eastlake Avenue to include a cluster of small office buildings (including the historic Buffalo Building) and residences opposite and east of the new Silver Cloud Inn.

This alternative is provided as a result of earlier land use discussions with property owners and businesses in the cluster, during which concerns were expressed about the viability and compatibility of these smaller uses and properties in the “shadow” of the Fred Hutchinson Cancer Research Center and other, larger South Lake Union development. Although more geographically removed from the Eastlake neighborhood than the other properties proposed for inclusion in Eastlake’s urban village boundary, the uses and zoning are of a type and scale that are consistent with Eastlake’s business and residential character. However, these properties are not recommended to be in the Eastlake boundary at this time because their fictional relationship to the neighborhood is marginal, and the properties have not been traditionally associated with Eastlake's character or identity. This recommendation could be revisited if requested by area property owners, residents or businesses.

Recommendation: No. Do not include in Eastlake boundary at this time but revisit recommendation if support from the affected area.

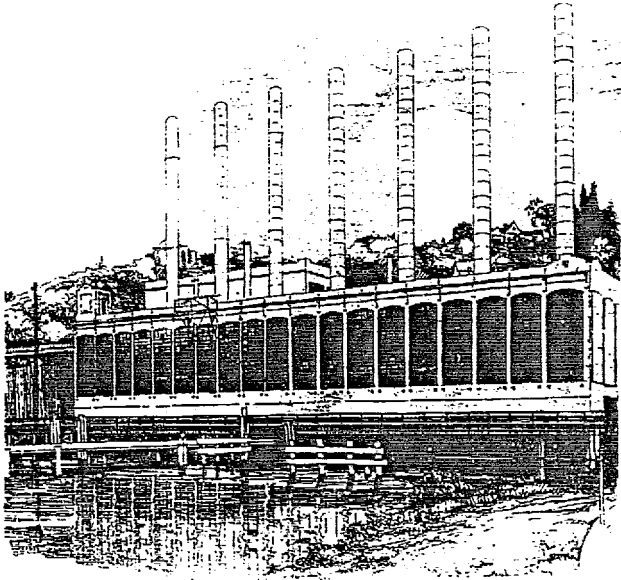
4. Urban Village Recommendations

Based on the information and analysis in the preceding sections of this chapter, the following recommendations are proposed for City Council adoption concurrent with its action on the Eastlake Neighborhood Plan.

UV-1 Confirm the Comprehensive Plan designation of and growth targets for Eastlake as a residential urban village. [Near-term; individually key]

UV-2 Adopt the boundary for the Eastlake residential urban village shown on Figure III. 1. This boundary includes all properties shown within the Comprehensive Plan’s preliminary boundary for Eastlake, and adds the following general areas:

1. To the northeast, add the entire 2900 block of Franklin Avenue East, including the L’Amourita residential cooperative and the two brick buildings at 2919 and 2923 Franklin; the triangular North Gateway site, and portions of the I-5 right-of-way [Near-term; individually key];
2. To the south, add properties that are north of the southern edges of the City-owned submerged lands, the Fairview Avenue N. trestle, Zymogenetics’ Hydro House, and East Nelson Place. Added properties include Terry Pettus Park, NOAA, Lake Union Dry Dock, Seattle Seaplane, Waterway No. 8 and adjacent City-owned submerged lands, Zymogenetics’ Steam Plant/Hydro House, and properties located between Nelson and Galer streets. [Near-term; individually key]



The Lake Union Steam Plant, with its original seven stacks, prior to Zymogenetics' modifications

Residential Urban **Village Boundary**

UNIVERSITY DISTRICT

--- Neighborhood-Proposed
Urban Village Boundary

..... * Urban Village Boundary
Proposed in Comprehensive Plan

LAKE UNION

SoUT-li LAKE UNION

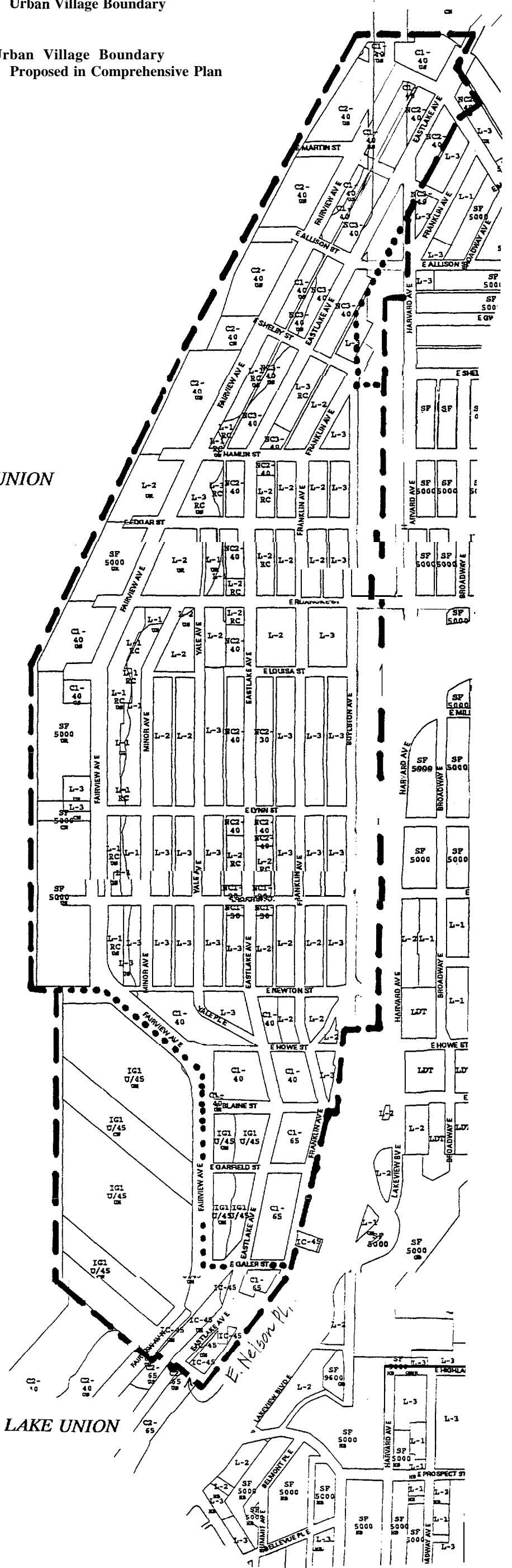


Figure 111.1

URBAN VILLAGE BOUNDARY

Chapter IV.

COMMUNITY DESIGN ELEMENT

1. Vision and Goals

To preserve and enhance Eastlake's existing and future community character as a residential lakefront community. This character is best defined as a desired mix of elements including low to moderate residential density, pedestrian-scaled mixed-use development, appropriate neighborhood services, Lake Union maritime uses, and compatible architectural styles.

Eastlake is a unique community that draws its strength from its people and from its waterfront and upland attributes.

We are a community that values diversity in people and in our natural and built environment. Eastlake has a legacy of advocating for economic diversity and low-income housing, for a mix of land uses that support but do not dominate one another, and for architecture that respects our historical traditions while providing new interpretations of our culture and technology. We enjoy being a community of homeowners and renters, a community where all people can live comfortably throughout the stages of their lives.

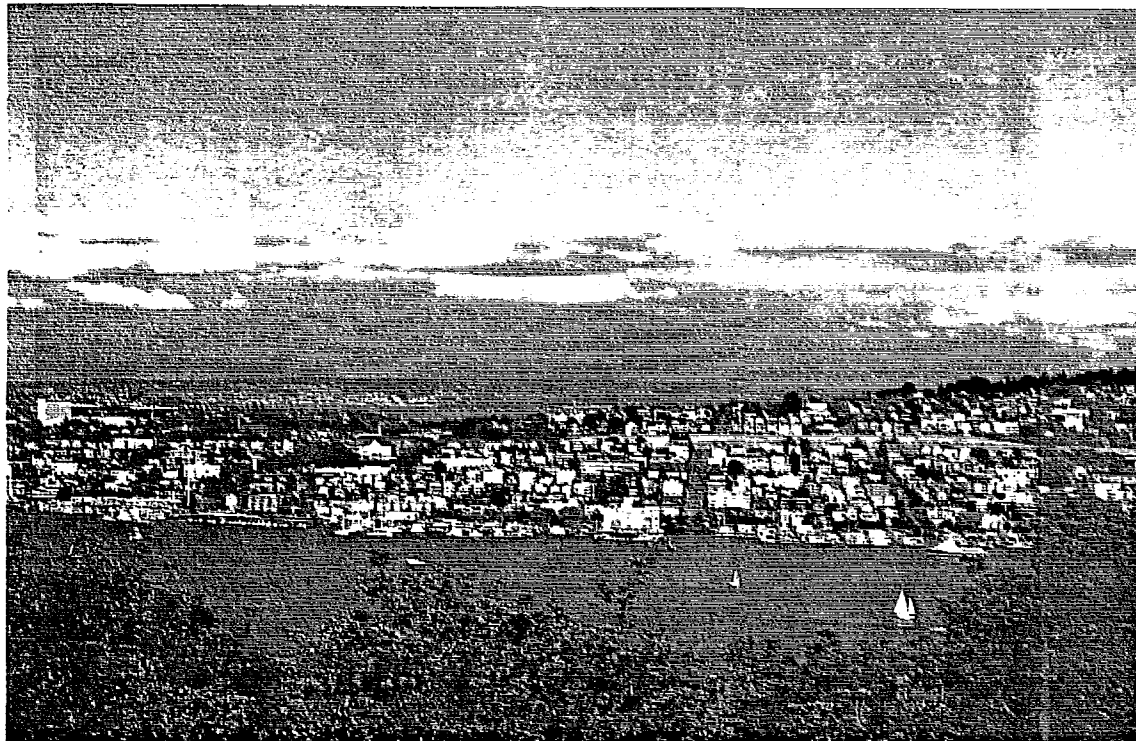
Providing housing for different household types and for households with varying income levels is an important and challenging component of Eastlake's diversity. Eastlake's proximity to Downtown and to the University District makes it an attractive place to live for people of varying circumstances. Eastlake is also home to a growing number of resident business owners and employees who work in their homes or in Eastlake businesses. Ensuring Eastlake has affordable housing and a full range of housing types—for students, seniors, families, single person households, low-income families, households with special needs, professionals, and households desiring a yard—is perhaps one of Eastlake's greatest challenges.

The use of land—whether it be for commercial or residential uses, new or old buildings, rental or homeownership opportunities, single-family or multifamily homes, office or industrial uses—is an equally important component of Eastlake's diversity. Eastlake has maintained a fragile balance between competing land uses, and has worked to promote uses that support, protect and enhance one another. Our dry land residential community, the floating homes, the working waterfront, neighborhood-serving businesses, street-end parks and Seward School are fundamental to Eastlake's past and future. The Eastlake community has been active in determining the appropriate mix of land uses in Eastlake. Many (but not all) land use and development concerns were addressed during several periods of prior neighborhood rezoning and

City-wide zoning code changes, including the multifamily rezone in 1982, the commercial rezoning in 1986, and the multifamily zoning code revisions in 1989-90. See Figure IV. 1.

Diversity in Eastlake is further enhanced by a century of residential and commercial architecture. Architecture from many different decades of Eastlake's development history can be found on any given block. This eclectic mix of architectural styles documents our community's past, and preservation of existing structures has been consistently supported during the review of individual project developments as well as the current neighborhood planning process. Eastlakers also recognize that many of these existing structures provide Eastlake's most affordable housing and commercial spaces, and offer types of units and spaces that often are not provided in new construction. While some valued buildings have been demolished for new construction, many others have been creatively preserved through renovations, conversions, and shared-lot development (where new construction occurs only on the unbuilt portion of a lot).

Eastlake's architectural diversity is also characterized and enhanced by commercial and residential development that is relatively small in scale. Much of Eastlake was platted into small lots during the 1880s, and most of the development that has occurred since that time has reflected this historical platting pattern. Although lot assemblages to create larger building sites have occurred, the predominant historical and contemporary development pattern consists of 1 or 1-1/2 lots. The result is more but smaller individual buildings, streetscapes that are architecturally diverse, finely textured and human-scaled; and more opportunities for a variety of housing types and commercial spaces. See photo, below.



View of Eastlake from Queen Anne shows finely textured, small-scaled development pattern of the neighborhood,

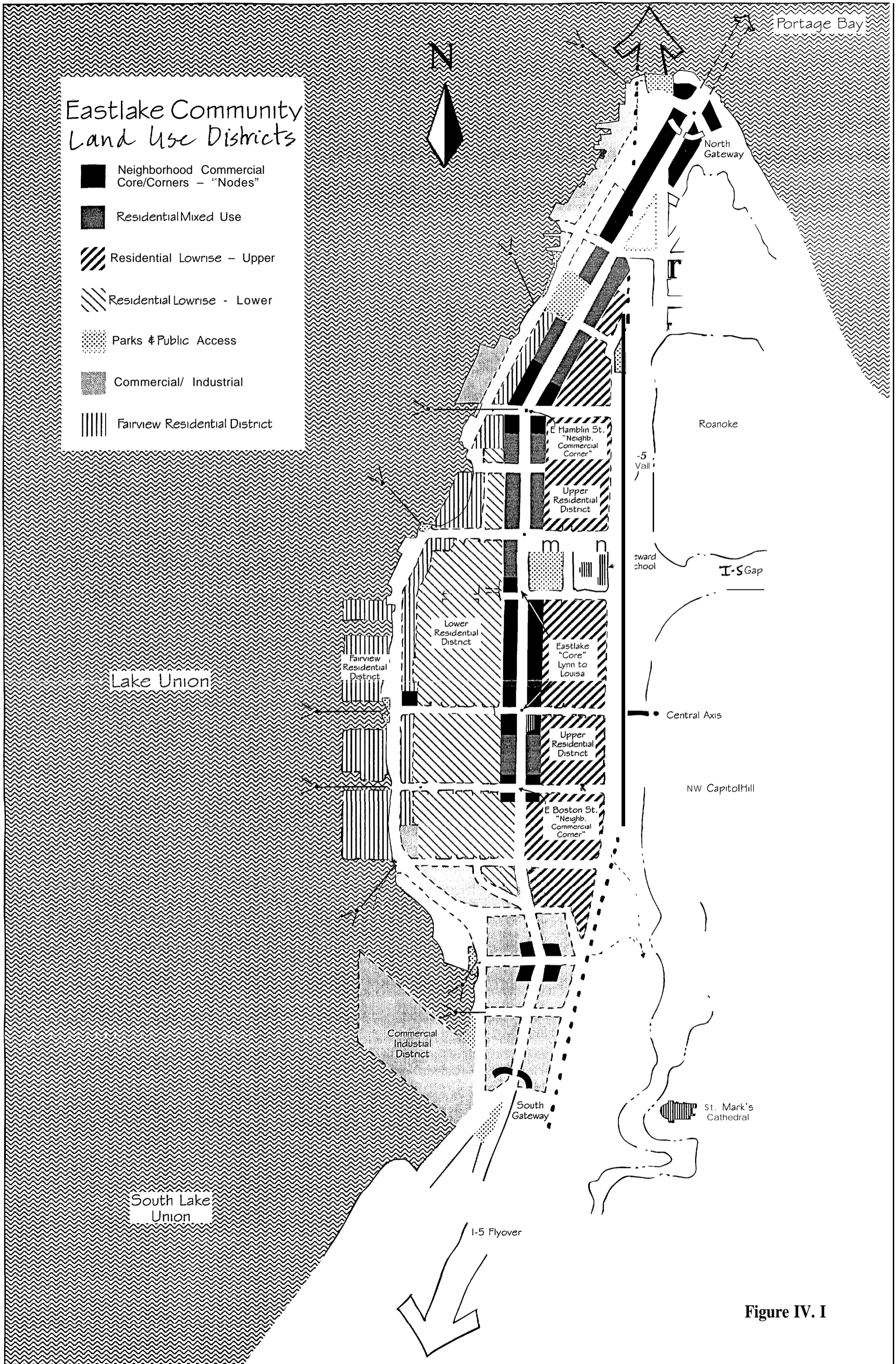


Figure IV. I

Intrinsic to Eastlake’s character is a commitment to hands-on, community stewardship of its environment. Eastlake’s natural resources occur on public and private lands, in all shapes and sizes. A climbing vine along a street or alley fence is just as much a part of Eastlake’s natural character as large parks like the Fairview Olmsted Park. Community initiatives created Eastlake's first street-end park (Terry Pettus Park), and individual Eastlakers excel at creating and maintaining unique, funky and diverse landscapes along our streets and alleys, and in the smallest of private spaces. In a community of ever-increasing density, finding places for nature-to be enjoyed by the private individual, the general public, and by non-human members of the Eastlake community—is a challenge of high priority.

Thus, Eastlake’s character is shaped by many qualities and diversity within each of those qualities. The following Community Design goals reflect these qualities by embracing the best of the past as the foundation for what we would like to become:

- Goal CD-1 Preserve the traditional diversity and scale of Eastlake development
- Goal CD-2 Establish identifiable districts, nodes and gateways
- Goal CD-3 Create and enhance Eastlake viewsapes and view corridors
- Goal CD-4 Encourage pedestrian activity along streetscapes, alleys and hillclimbs
- Goal CD-5 Improve the ecological health of Eastlake and avoid or minimize environmental impacts
- Goal CD-6 Encourage pedestrian-scaled mixed-use development
- Goal CD-7 Promote compatibility between commercial and residential uses
- Goal CD-8 Manage residential growth

The vision and goals provide the basis for nineteen Community Design recommendations and related policies that are intended to help preserve and enhance the character of Eastlake's built and natural environment.

2. Definitions of Terms

Definitions of terms, as used in the Community Design chapter, can be found in Appendix D and include the following:

Building setback	District
Commercial (C)	Development standards
Conditional use	Facade
DCLU	Land Use Code
Density	Lowrise zone
Department of Construction and Land Use	Mixed-use
Design guidelines	Neighborhood Commercial Core/Comers (NCC)
Design review	

Neighborhood Commercial zone	Slot view
Node	State Environmental Policy Act (SEPA)
Overlay	Storefront
Pedestrian amenity	Streetscape
Residential (R)	View corridor
Residential/Mixed-Use (R/MU)	Viewscape
Roofscape	Walk-up entry
Seattle SEPA Ordinance	Zone (or zoning)
SEPA	

3. Relationship to the Comprehensive Plan

The City of Seattle’s Comprehensive Plan is based on four core values: community, environmental stewardship, economic opportunity, and social equity. These core values are the ultimate measure of success for the Comprehensive and neighborhood plans. The Community Design vision, goals, policies and recommendations for Eastlake are based on these core values.

A key component of the Comprehensive Plan is the urban village strategy. Eastlake is designated as a residential urban village, and the Eastlake Neighborhood Plan recommends adoption of this designation (see Chapter III). The qualities of an urban village described in the Comprehensive Plan that are particularly relevant to Eastlake's Community Design recommendations include the following:

- . Vibrant, pedestrian-oriented commercial areas
- A variety of housing types
- . A strong relationship between residential and commercial areas
- . A unique identity reflecting local history

The purpose of the Community Design recommendations is to tailor the Comprehensive Plan’s citywide perspective to the issues specific to the Eastlake residential urban village. The Comprehensive Plan includes numerous neighborhood planning goals and policies, some of which are particularly relevant to the Community Design recommendations:

- . Develop neighborhood plans that reflect the knowledge of the people of each neighborhood about local conditions, history, neighborhood character, needs, and values (GI, Neighborhood Planning Element goal)
- . Each neighborhood planning process may vary to reflect the different characteristics of the neighborhood (N12, Neighborhood Planning Element policy)
- . Establish growth targets for the designated area urban village that either confirm or modify the growth planning estimates or growth targets in this plan (N 14, Neighborhood Planning Element policy)

- A neighborhood plan may also make neighborhood-specific policy recommendations on other issues of interest to the neighborhood (N 14, Neighborhood Planning Element policy)

These goals and policies are reflected throughout the Community Design recommendations outlined in the following sections. Each recommendation includes a discussion of additional, more specific Comprehensive Plan goals or policies that are relevant to the recommendation.

4. Planning Background

Planning Activities Prior to 1996

During the last 20 years, the Eastlake community has participated extensively in citywide and neighborhood-specific land use and development processes that combined to shape Eastlake's landscape.

Eastlake drafted neighborhood goals and policies, including many related to design and development issues, that were recognized in 1979 by City Council resolution.

The community's first neighborhood plan was prepared in 1980 and focused on residential development; many of the zoning recommendations in this plan were adopted as part of the 1982 citywide rezone for multifamily development. When the development standards for the new multifamily zones proved to create unacceptable impacts and produce out-of-scale buildings, Eastlake community members were instrumental in working with other neighborhoods to initiate and help develop citywide changes to the multifamily code that were adopted by City Council in 1989-90. These changes established, among other things, the maximum height, width, and density that are currently permitted in Eastlake's lowrise multifamily zones—all development standards that have been the focus of much land use debate in Eastlake.

The vision for Eastlake Avenue that is reflected in this Eastlake Neighborhood Plan evolved, in part, from the community's activities during the citywide rezoning of Seattle's commercial areas in the mid-1980s. Eastlake identified nodes and districts for commercial, mixed-use and residential development along Eastlake Avenue, many of which were implemented with the City's adoption of new, citywide commercial zoning in 1986.

The Eastlake community has also had direct and fundamental roles in shaping other types of land use legislation with direct effects on Eastlake development, including legislation regulating seaplane traffic and office uses on Lake Union, and, most notably, the floating home community.

In addition to legislative activities, Eastlake has an extensive tradition of involvement with individual development projects, resulting in a relatively refined, community-wide awareness of Eastlake's design and development issues. The community has worked to shape all types of development projects, and participated in the redevelopment of two of its historic landmarks, the Lake Union Steam Plant/Hydro House and Seward School.

Although much has been accomplished through legislation and individual project review, Eastlake recognized the need for more comprehensive neighborhood planning and solutions,

especially for issues that had not been satisfactorily addressed through other development-related processes. Prior to the current Comprehensive Plan-initiated neighborhood planning, the Eastlake community began its first Eastlake Tomorrow neighborhood planning in 1990 with the help of a grant from the Neighborhood Matching Fund, and in 1992 provided the framework for today's Eastlake Tomorrow planning efforts. Topics identified during this first phase of Eastlake Tomorrow planning that have been more fully explored, developed and refined in the Community Design planning team activities and recommendations include: the distribution of residential and commercial growth along Eastlake Avenue; the strengthening of the commercial/retail core; making the retail core, Rogers Play field and Seward School the primary activity center of Eastlake; creating a pedestrian-friendly streetscape along Eastlake Avenue; creating an east gateway along Lynn Street (between Boylston and Eastlake avenues); and building design guidelines.

The recommendations in the Community Design Element of the Eastlake Neighborhood Plan address issues that were identified in the earlier Eastlake Tomorrow planning process, as well as those that have been identified through the community's other extensive planning and development-related activities.

Community Design Planning Team Activities (1996-98)

Like the recommendations of other Eastlake Tomorrow planning teams, the Community Design recommendations have evolved through the work of planning team volunteers, the team's consultants and hundreds of community members who participated in numerous workshops, surveys, fairs, inventories and other events. A summary of the Phase I and Phase II activities of the Community Design planning team is provided below. Many of the documents relevant to the various planning activities, such as public notices, surveys, and inventory and building rating forms, can be found in the Eastlake Tomorrow resource files (a list of such documents is in Appendix B).

Phase I. A "kick-off" organizational workshop for all Eastlake Tomorrow planning teams was held in January 1996. The Community Design planning team met regularly at least once a month, and frequently met more often as needed to respond to planning deadlines. Notice of Community Design planning team meetings was published in several ways, including on the Eastlake web site, in the *Eastlake News* and in *Eastlake Tomorrow Updates*.

Phase I focused on identifying the Community Design study area, establishing a list of important community elements that should be potentially addressed and inventoried, and conducting a volunteer-based inventory of elements of Eastlake's built structures (including, for example, the width of buildings, roof types, number of units in a building, and location of vehicle access). The planning team's goal was to gain an understanding of how existing design elements shape our perception of Eastlake and how Eastlake functions, and whether there are established patterns that should be replicated or avoided.

At a May 22, 1996, event for all planning teams, the Community Design planning team asked participants to develop a draft list of design elements that were of importance to the community and that should be inventoried; the draft list was distributed to Lake Union Mail (Eastlake

Tomorrow's official location for public review of documents) and other places for additional public comment. Two handouts describing the Comprehensive Plan and neighborhood design guidelines, along with potential related issues that might be addressed by the Community Design planning team, were distributed at the May event, at Lake Union Mail and at other locations.

An assistant was hired in June 1996 to help prepare the inventory form and compile the data. During this month, the Community Design planning team also prepared a list of the types of regulatory and other planning tools that were available for addressing design- and development-related issues, which was distributed as appropriate at various meetings throughout the planning process.

The neighborhood inventory-Eastlake Counts !—occurred in July 1996 with the help of resident and business volunteers from the community. At least three orientation forums were held for volunteers participating in the inventory, and inventory information was obtained for much of Eastlake Avenue and Eastlake's lowrise residential areas. The inventory data were compiled and the most relevant were prepared in a series of charts and graphs.

Questions were also prepared for the September 1996 Phase I Eastlake Tomorrow survey (distributed neighborhood-wide, with 402 responses) that solicited opinion on retaining Eastlake's cobblestone streets, studying various elements of buildings, and Eastlake's urban village boundary and designation. Responses to these questions were tabulated, and helped to guide the focus of Phase II planning.

During fall 1996, the Community Design planning team also began tracking the number of new residential units (households) constructed in Eastlake, and also compiled information about Eastlake's single-family house sales (dry-land only) for 1992 through October 1996.

The Community Design planning team presented highlights from its inventory, the results of its questions on the Phase I Eastlake Tomorrow survey, and summaries of the planning team's household counts and single-family house sales at three community-wide events hosted by all the planning teams: the two open houses on September 24 and October 1, and the town meeting on October 22, 1996.

Phase I work concluded in November 1996 with the preparation of a preliminary work plan and budget for Phase II.

Phase II. The focus of Phase II planning was to develop goals and recommendations for inclusion in the Eastlake Neighborhood Plan.

Community Design planning team activities for Phase II generally began in March 1997. Again, the planning team met regularly at least once a month (its regular meeting date was the third Thursday of the month), and frequently met more often as needed to respond to planning deadlines.

A team assistant, Sharon Rose Vonasch, was hired in July 1997 to help with team outreach, meeting presentations and preparations, and record keeping.

Much of the summer of 1997 was spent evaluating and developing alternatives for Eastlake's urban village boundary, and on the team's continuing evaluation of Eastlake's household count.

Two boundary concerns and possible areas for revision were identified by the planning team—one along Eastlake's northeast boundary and one along its southern boundary. A public meeting focused on the southern boundary issue was held on September 17, 1997 at NOAA (in the maritime district affected by the boundary alternatives). A showcase for all planning teams was held three days later on September 20, at which the Community Design planning team presented its evaluation of the south and northeast boundary alternatives and the status of Eastlake's household counts. A questionnaire seeking community opinion about the boundary issues and alternatives was distributed at both meetings and to people residing and working in the area that was the focus of the southern boundary concerns. For more detailed information on Eastlake's urban village boundary, see Chapter III.

Interviews for a design consultant to assist with developing community design recommendations were conducted in November and December 1997, and a consultant team, Sustainable Development Group, was hired in January 1998. The consultant team was given a walking tour of the Eastlake neighborhood on a sunny but frigid day in January, during which design and development issues were discussed.

Also in early January, the Community Design planning team developed a detailed list of topics that were to be addressed in Phase II. The list was distributed at several Steering Committee meetings, at least one Main Street meeting, and at other meetings where appropriate.

A public visual design preference survey was held on January 22, 1998, consisting of a slide presentation of buildings, passageways, viewsapes and other elements that make up Eastlake's and other neighborhoods urban settings. These elements represented a variety of design issues that had been identified by the Community Design planning team and consultant team. Participants were asked to rate the images, and then discussed each after the rating was completed. The purpose of the survey was to gain further insight into the preferences of the neighborhood about what works and what does not. The event was publicized in several places, including a special flyer posted in and delivered to Eastlake Avenue businesses and residences, and was attended by about 30 people.

Draft goals and recommendations for a variety of design and development issues were prepared, based on the results of the visual design preference survey and responses from other previous planning events and questionnaires. These were included in the Eastlake Tomorrow Options Guide and presented at the two Options Fairs that were held in April 1998. Materials prepared for the Options Fairs included a detailed handout on the Eastlake Avenue Pedestrian District zoning changes, a large map showing Eastlake's land use districts, and several photo boards illustrating many of the design issues addressed by the draft Community Design recommendations. Materials prepared earlier regarding Eastlake's household count and boundary were also available.

After the Options Fairs, the Community Design planning team evaluated the results of the Options Guide questionnaire and revised its recommendations based on the response. In particular, the potential recommendations for relaxing height or parking requirements for new development that would preserve existing structures, or provide views or public passageways on private property were not pursued.

During the preparation of its recommendations, the Community Design planning team met with representatives from DCLU on three occasions in February, May and August. The focus of these meetings were the Eastlake Avenue Pedestrian District zoning changes and the neighborhood guidelines that were proposed by the planning team.

The Community Design planning team recommendations were included in the August validation brochure, and a special detailed flyer describing the Eastlake Avenue Pedestrian District zoning changes (with a map insert) was hand-distributed along Eastlake Avenue and throughout the neighborhood and mailed to all out-of-neighborhood property owners.

Focus of Community Design Recommendations

The results of the Community Design planning team's process are nineteen Community Design policies and recommendations that address a wide range of topics related to design and development issues and are of importance to the Eastlake community. These topics generally include:

- Eastlake Avenue Pedestrian District
- Public and private views
- Building preservation
- Household growth
- The City's design review program
- Building facades (both width and character of facades)
- Live/work units
- Kiosks and other public notice fixtures
- Lowrise 3 and Lowrise 4 rezone criteria
- Public hillclimbs and passageways
- Cobblestone streets
- A Lynn Street pedestrian improvement project
- Landscaping integrated with development projects
- Noise
- Re-development of shoreline properties, including NOAA
- Residential/commercial development compatibility
- Permit monitoring
- Seward School
- Skybridges

This is by no means the extent of development/design concerns or issues that are important to Eastlake. For example, throughout Eastlake's involvement with zoning and development projects, building height has been an issue of overriding concern (Eastlake Tomorrow's survey results continue to reflect this as an important issue). Many building height concerns have been addressed in prior citywide zoning activities (during the 1989-90 multifamily code revisions and the 1986 commercial rezoning); thus, there are no recommendations to reduce or increase building heights in Eastlake. However, it would be a gross misrepresentation of the Eastlake Neighborhood Plan to conclude, from the absence of a specific recommendation for zoning change, that height is not an important characteristic of Eastlake development.

It is also highly likely that new issues, deemed as important as those addressed by the Community Design recommendations, will arise. Such issues are sometimes precipitated by new development proposals not foreseen at the time the Eastlake Neighborhood Plan was prepared, or by a degradation of community character that reached unacceptable levels over time, or by an opportunity that was not known or available during the planning process. For example, a reported proposal for a skybridge in the community created new concerns about streetscape character, views, and historic preservation, and resulted in the Steering Committee approving a recommendation addressing sky bridges during the later stages of the draft plan.

Moreover, it was simply not possible, with the budget allowed and length of the current Eastlake Plan, to identify all design and development issues that are important to Eastlake.

Thus, the nineteen Community Design recommendations should be regarded as an attempt to identify some of the most important currently known problems that need to be resolved or opportunities that the community would like to pursue.

5. Community Design Recommendations

The Community Design element of the Eastlake Plan includes nineteen recommendations and related policies that address a variety of issues and concerns relating to Eastlake's land use, architectural design, streetscapes, views, history, and character.

Several Community Design recommendations involve changes to the Land Use Code (Title 23) and supplements to the Citywide design guidelines. One of these recommendations—CD-9, relating to rezone criteria for lowrise residential zones—is intended for adoption at the time City Council acts on the Eastlake Neighborhood Plan. Recommendations CD- 1.1 (the Eastlake Avenue Pedestrian District) and CD-5. 1 (expanding the design review process) both involve changes to Title 23; CD-2.2, CD-3, and CD-6.1 and CD-6.2 are all Eastlake design guidelines. Although initially proposed for concurrent City Council adoption, these recommendations are intended to be reviewed and developed in more detail as part of the early 1999 work program for the Department of Construction and Land Use. However, the underlying objectives or components of these recommendations are to be included in a City Council resolution that, if passed, will provide the direction and basis for further DCLU and public review.

A list of the recommendations in abbreviated form is provided below, along with a notation as to whether the recommendation is a key, near-term, or long-term recommendation. The list is followed by a more detailed description of each recommendation that includes relevant

background information as well as Comprehensive Plan and Community Design goals and policies that support the recommendation.

List of Abbreviated Recommendations

- CD-1 Adopt zoning changes for the "Eastlake Avenue Pedestrian District" (EAPD).
1. Adopt the first phase zoning changes of the EAPD, creating residential and commercial districts, relocating vehicle access and parking away from Eastlake Avenue, and requiring street-level neighborhood-serving uses in most commercial and mixed-use buildings. [Key]
 2. In a subsequent phase of the EAPD, develop and implement streetscape standards for Eastlake Avenue. [Key]
- CD-2 Develop and adopt design standards and guidelines to preserve and improve public and private views.
1. Adopt development standards and guidelines for public viewscales and view corridors. [Near-term]
 2. Adopt an "Eastlake Roof Sightlines and Roofscapes" design guideline. [Near-term]
 3. Adopt a design guideline that provides incentives for slot views through private property. [Long-term]
- CD-3 Adopt a design guideline that provides incentives for the preservation, renovation and continued use of existing structures. [Key]
- CD-4 Monitor Eastlake's residential growth and adopt measures to pace residential growth. [Key]
- CD-5 Adopt changes to the design review program that expand the types of projects included in mandatory design review and creates more neighborhood participation.
1. Revise the current permitting process by adopting a mandatory design review program for Eastlake projects in L 1, L2 and C zones that also require environmental review. [Near-term]
 2. For all neighborhoods, support adoption of a more neighborhood-based, interactive design review process. [Near-term]
- CD-6 Adopt the following design guidelines to achieve interesting, contextual and human-scaled building façades:
1. "Eastlake Facade Width" design guideline for L 1, L2 and L3 residential zones. ~ear-term]
 2. "Eastlake Facade and Storefront Character" design guideline. ~ear-term]

- CD-7 Encourage the development of live/work units in areas that already allow commercial development, beginning with preparation of an evaluation of live/work units in Eastlake. [Near-term]
- CD-8 Identify appropriate locations on public and private property throughout Eastlake for community kiosks, bulletin boards, and other methods of posting notices of community interest.
1. Prepare a community notice study. [Near-term]
 2. Install community notice fixtures where and when opportunities arise. [Near-term]
- CD-9 Adopt rezone locational criteria for L3 and L4 zones in Eastlake that emphasize scale and density compatibility with existing development. [Near-term]
- CD-10 Prepare and implement a plan, with design standards, guidelines and incentives, for key "Eastlake Neighborhood Hillclimbs and Passageway s." [Near-term]
- CD-11 Prepare and implement a plan to preserve, restore and maintain Eastlake's cobblestone street surfaces. [Near-term]
- CD-12 Develop a Lynn Street pedestrian improvement project. [Long-term]
- CD-13 Prepare development standards and guidelines to increase the amount and creative use of vegetation on public and private properties and buildings. [Long-term]
- CD-14 Adopt an "Eastlake Natural Sound Absorption" design guideline to reduce noise on and emanating from public and private properties. [Long-term]
- CD-15 Conduct a neighborhood-based plan for the redevelopment of NOAA and other major properties along the Fairview shoreline in a way that strengthens Eastlake's existing maritime uses, recreational uses, shoreline habitat and floating home community. [Key]
- CD-16 Develop and adopt zoning standards and/or an "Eastlake Transitional Massing" design guideline that would increase the compatibility of commercial and residential uses on abutting properties in Eastlake. [Long-term]
- CD-17 Develop tracking and enforcement mechanisms for elements of Eastlake projects, including:
1. Amount and location of parking required for all approved Eastlake projects and for Transportation Management Programs (TMPs). [Near-term]
 2. Other important elements of all approved development projects in Eastlake, including types and square footage of non-residential approved uses, and approved height. [Long-term]

CD-18 Ensure Seward School remains a public school and focus of community identity and activities. [Key]

1. Participate in the Seward SAC and TOPS Site Council.
2. Continue to support landmark designation of Seward School.
3. Work with TOPS and the School District on matters of mutual interest, as opportunities arise.

CD-19 Prohibit skybridges on public property and rights-of-way in Eastlake, and work with the City and applicants of development projects to enhance the public streetscape. [Key]

CD-1 Eastlake Avenue Pedestrian District (EAPD)

Community Design Goals:

- Establish identifiable districts, nodes and gateways (Goal CD-2)
- . Encourage pedestrian activity along streetscapes, alley and hillclimbs (Goal CD-4)
- . Encourage pedestrian-scaled mixed-use development (Goal CD-6)
- . Promote compatibility between commercial and residential uses (Goal CD-7)

Background and Problem. Eastlake Avenue provides a dual function as an important north/south route for through traffic and as a key neighborhood street. However, until recently, the arterial was the source of more problems than benefits for the Eastlake neighborhood. Like its larger I-5 counterpart, the Avenue created a swath through the community that isolated Eastlake's eastern and western halves. The Avenue's lack of amenities, such as retail and service businesses and landscaping, and chaotic traffic conditions, including speeding vehicles, few designated crosswalks and numerous driveway crossings, made the area a harsh environment for pedestrians.

During the last decade, Eastlakers and the City have made incremental but significant changes to Eastlake Avenue in an effort to reclaim the street as a destination for the neighborhood and a bridge between the east and west residential communities. Many improvements have helped to transform the Avenue from an auto-oriented commercial strip to a neighborhood street: street trees (which mark the beginning of the Avenue's upgrade); the left-turn lane and medians; reducing lanes from two to one in each direction during non-peak hours; a pedestrian-activated traffic signal at Boston and a new full signal at Blaine; re-timing the pedestrian signal at Louisa; new ADA ramps at intersections; the North Gateway and Fairview Olmsted parks; and the Dreamboats, Cornerstones and Trolley art projects.

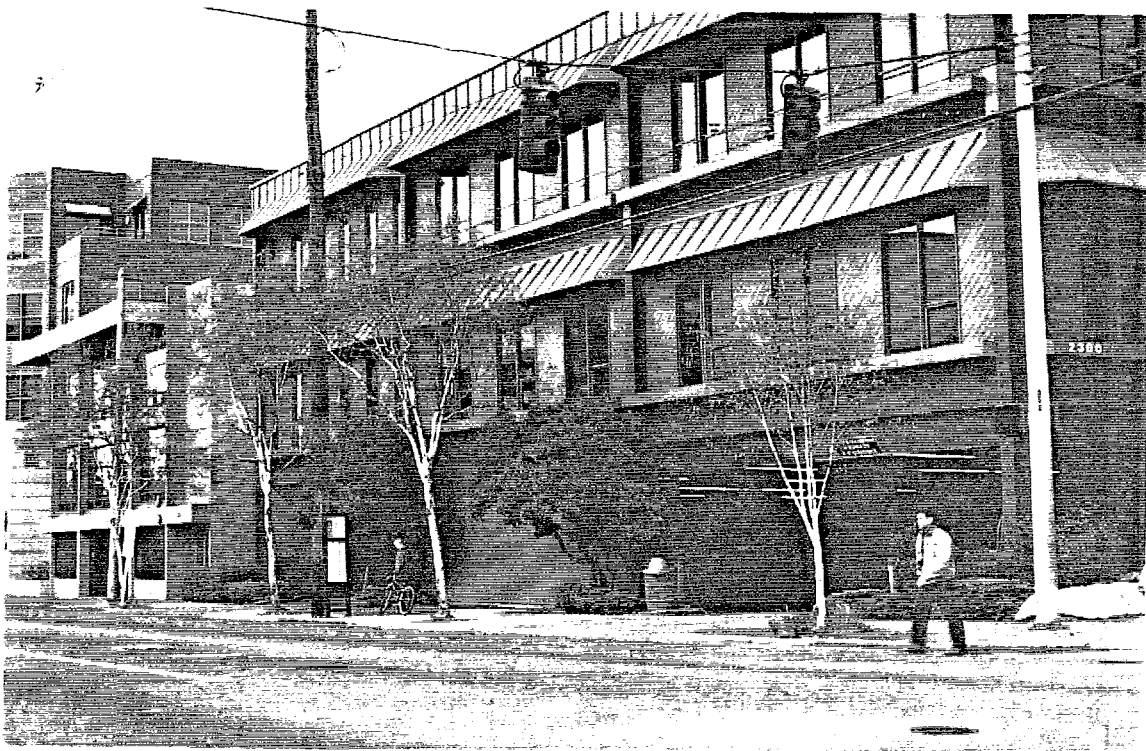
In addition to these physical street improvements, land uses and new construction have contributed significantly to the "de-stripping" of Eastlake Avenue. During the citywide rezoning of commercial areas in 1986, the height limits along most of the Avenue were reduced to provide a more human-scaled, three- to four-story building, and mixed-use residential-commercial zones were adopted for some blocks. More neighborhood-serving businesses have successfully located in new and existing buildings along the Avenue, attracting residents and employees to the street. The Avenue is also the location of much of Eastlake's residential growth since 1990, most of it occurring in mixed-use development (with retail uses at street level) that are on Neighborhood Commercial (NC)-zoned land.

The above improvements and land use developments have created the conditions for a 24-hour community on Eastlake Avenue, but more work is needed to enhance the streetscape, encourage more pedestrian activity, strengthen the Avenue's commercial identity, develop a residential community, and reduce conflicts between residential and commercial uses along the Avenue.

The 1986 commercial rezone and numerous development projects along Eastlake Avenue illuminated several issues that have been addressed through the neighborhood planning process. First, the 1986 rezone along Eastlake Avenue recognized the historical and current importance of residential development on the Avenue, and produced a more appropriately scaled, contextual

building. However, in some places, the resulting zoning was not fully successful in creating a strong community identity that is essential to compete with the strip-arterial nature of the street. The rezoning also did not resolve conflicts that sometimes occurred between abutting residential and commercial uses along the Avenue.

Other concerns focused on the streetscape and the need to develop Eastlake Avenue as a destination for neighborhood residents and employees. One of the most destructive elements of development along Eastlake Avenue has been the location of surface parking in front of buildings and in garages along the street-level facade of a building, and the interruption of sidewalks with numerous driveways. Individually and collectively, such parking areas and driveways preclude the development of neighborhood-serving uses and pedestrian amenities that are necessary to create a community on Eastlake Avenue.



The street level of these buildings at the corner of Eastlake Avenue and Lynn Street is fully committed to parking garages that do little to enhance the streetscape. Four driveways cross the sidewalks in front of these two buildings. If not changes through the Eastlake Plan, buildings such as these, with parking garages and driveways at street level, could still be built throughout Eastlake Avenue.

The Eastlake Plan recommends a comprehensive, package of zoning changes for Eastlake Avenue from the University Bridge to the Steam Plant that consists of several inter-related elements. This area is identified as the Eastlake Avenue Pedestrian District (EAPD), and key elements of the proposed zoning changes include:

- . Identification and consolidation of commercial and residential development into districts or nodes that will strengthen the identity of each area, increase pedestrian activity along

Eastlake Avenue. and reduce the potential for conflicts that can occur between abutting commercial and residential uses. The designations are Neighborhood Commercial Core and Corners (NCC), Residential/Mixed-Use (R/MU); Residential (R) and Commercial (C). For NCC and R/MU areas, specific neighborhood-serving uses would be required along the street-level facade in commercial and mixed-use buildings.

- . For R/MU areas, commercial development would be permitted only at street-level and not on upper floors; residential uses would be permitted at the street level and on upper (and lower) floors without any special use approvals. This is a change only for NC-zoned properties.
- . For properties with existing NC zoning in R/MU areas, the density of single-purpose residential buildings may be increased from 1 unit per 1200 square feet of lot area to 1 unit per 500-800 square feet of lot area (the appropriate density to be determined during future review).
- . For NCC and R/MU areas, parking and other low-priority uses (other than residential or neighborhood-serving commercial) can only be located at street level if behind allowed neighborhood-serving use.
- . For R areas, only residential development would be allowed on these blocks. This is a change only for the C 1-zoned east block face between Newton and Howe. The density of new single-purpose residential buildings on this block face may be increased from 1 unit per 1200 square feet of lot area to 1 unit per 500-800 square feet of lot area (the appropriate density to be determined during future review).
- . For all properties in the EAPD, vehicle access must be provided from the alley or side street, if feasible and safe.
- . Street development standards and a storefront character design guideline (the guideline is addressed in CD-6) will help to further shape the streetscape.

These elements received a high level of support from those who responded to the April 1998 Options Guide questionnaire:

- . 57% of the respondents strongly or somewhat supported a requirement for neighborhood-serving businesses at street-level (only 20% opposed the requirement, and 23% had no opinion or did not answer);
- . 64% of the respondents strongly or somewhat supported a prohibition on commercial uses above the street-level floor (only 16% opposed the use limitation, and 20% had no opinion or did not answer); and
- . 75% of the respondents strongly or somewhat supported a prohibition on new Eastlake Avenue driveways if alley or side street access was available and safe (only 10% opposed the access restriction, and 15% had no opinion or did not answer).

In addition, 51% of the respondents supported focusing residential growth along certain areas of Eastlake Avenue as a means of pacing residential growth (only 11% opposed the recommendation, and 38% had no opinion or did not answer).

The elements described above for the Eastlake Avenue Pedestrian District are consistent with, and in some cases mimic, development standards that are already applied to Eastlake properties or are provided in the Land Use Code as tools for neighborhood planning. For example, all of Eastlake's lowrise residential zones and residential-commercial zones are required to locate vehicle access off the alley and not the street, and many of Eastlake Avenue's block faces have zoning that is for mixed-use or single-purpose residential use. Similarly, the Code has pedestrian overlays that prescribe street-level facade uses and parking locations, and has provisions for allowing increased density and permitting of single-purpose residential structures in commercial zones.

However, after reviewing the existing zones and overlays that are available in the Code, it was found that the existing zoning tools would significantly compromise Eastlake's objectives, produce an inferior development, or restrict development more than intended. An overlay tailored according to Eastlake's needs and existing conditions would accomplish Eastlake's objectives, but created administrative concerns for the Department of Construction and Land Use (DCLU). If the framework of Eastlake's zoning changes is approved by City Council, Eastlake will work with DCLU to determine the best zoning tool(s) to implement the changes.

The details of the EAPDO are provided in the recommendation below. Eastlake's analysis of existing Code tools is provided in Appendix E.

Comprehensive Plan Support. Some of the goals and policies of the Comprehensive Plan that support this Community Design recommendation are listed below:

- . Promote development in compact mixed-use neighborhoods (L 1, Land Use Element policy)
- Increase public safety by making urban villages "people places" at all times of the day (G12, Land Use Element goal)
- . Maintain and enhance retail commercial services throughout the city with special emphasis on serving urban villages (G 18, Land Use Element goal)
- . In pedestrian-oriented commercial zones, promote residential development that is both livable for residents and compatible with the desired commercial function of the area (G58, Land Use Element goal)
- . In pedestrian-oriented commercial zones, maintain an active, attractive, accessible pedestrian environment (G58, Land Use Element goal)
- . Establish use and development standards for pedestrian oriented commercial zones which promote an environment conducive to walking and a mix of commercial and residential uses that promote the goals for these zones (L 105, Land Use Element policy)

- . Permit, through neighborhood planning processes, recommendations for the revision of zoning to better reflect community preferences for the development character of an area (L9, Land Use Element, policy)

Recommendations

Policy CD-I. *Create a community identity for Eastlake Avenue that includes an enhanced, safe and interesting streetscape, pedestrian activity, a strengthened commercial identity and residential community, and reduced conflicts between residential and commercial uses. Accomplish these characteristics by: consolidating commercial and residential uses into districts or nodes that would strengthen the identity of each area, reduce the potential for conflicts that can occur between abutting commercial and residential uses, and increase residential development along parts of Eastlake Avenue; developing neighborhood-serving businesses at street level; and directing vehicle access and parking to alleys and side streets.*

CD-1. Implement zoning changes for the "Eastlake Avenue Pedestrian District" (EAPD) that establish identifiable residential and commercial districts and nodes along Eastlake Avenue and improve the pedestrian qualities of the District. Specific implementation recommendations are listed below:

1. Adopt zoning changes for the EAPD area shown on Figure IV.2 to: tailor existing zoning to create a neighborhood commercial core and comers (NCC designated properties) differentiated by increased residential character between these nodes (R/MU and R designated properties); develop neighborhood-serving businesses and uses at street level; and direct vehicle access and parking to the alleys and side streets. Elements of the EAPD zoning changes are described below:
 - A. Specific properties shall be designated as Neighborhood Commercial Comers (NCC), Residential/Mixed-use (R/MU), Residential (R) and Commercial (C) as shown on Figure IV.2.
 - B. For R/MU designated properties, the following new development standards are proposed:
 - . Commercial use is limited to the first 13 feet above street level; only residential use is allowed above the 13-foot street-level floor.
 - . Street-level commercial uses are limited to those neighborhood serving businesses and uses described on Figure IV.3, and must be developed along the building facade to an average depth of 30 feet.
 - Residential densities in single purpose residential structures on Neighborhood Commercial (NC) zoned properties shall be increased from 1 unit per 1200 SF to 1 unit per 500-800 SF of lot area (the appropriate density to be determined during future review).
 - Single purpose residential structures on NC-zoned properties shall be allowed outright, without the administrative conditional use approval currently required by the Land Use Code.

- . Parking and other non-specified uses can only be located at street level if behind allowed “neighborhood-serving uses”.
- C. For NCC designated properties, the following new development standards are proposed:
- . Street-level commercial uses are limited to those neighborhood serving businesses and uses described on Figure IV.3 and must be developed along the building facade to an average depth of 30 feet.
 - . Parking and other non-specified uses can only be located at street level if behind allowed “neighborhood-serving uses. ”
- D. For R designated properties, the following new development standards are proposed:
- . Only residential uses, together with typical accessory uses, will be permitted in new construction on C-zoned property.
 - . Residential densities in single purpose residential structures on C-zoned properties shall be increased from 1 unit per 1200 SF to 1 unit per 500-800 SF of lot area (the appropriate density to be determined during future review).
 - . Single purpose residential structures on C-zoned properties shall be allowed outright, without the administrative conditional use approval currently required by the Land Use Code.
- E. For all properties within the EAPD, there will be no vehicular access from Eastlake Avenue East unless: the property does not abut a platted alley or side street; use of the alley for access would create a significant safety hazard; topography makes alley access infeasible; the alley is not or cannot be improved to the standard of SMC 23.53.030; or access to barrier free parking must be off Eastlake Avenue in order to meet the barrier free parking requirements of the Washington State Building Code.
2. Develop and implement additional streetscape standards for Eastlake Avenue to shape a consistent street facade, guide street improvements, and enhance Eastlake Avenue’s character as a pedestrian street. The standards would address pedestrian features such as walk-up entries, building setbacks, sidewalk widths, street trees, street furniture and other pedestrian amenities.

Figure IV.3

Eastlake Avenue Pedestrian District

Street-Level Neighborhood-Serving Businesses and Uses

The following uses would be required along the street-level facade of commercial and mixed-use buildings in residential/mixed-use areas (R/MU) and neighborhood commercial core/corner (NCC) areas on Eastlake Avenue. Uses with an asterisk (*) are still being evaluated for their suitability as street-level, neighborhood-serving uses.

1. Retail sales and services
 - a) Personal and household retail sales and services
 - 1) Multipurpose convenience store
 - 2) General retail sales and service
 - 3) Specialty food store
 - b) Medical services (outpatient)
 - c) Animal health services
 - d) Eating and drinking establishments
 - 1) Restaurant without cocktail lounges
 - 2) Restaurant with cocktail lounges
 - 3) Fast-food restaurant (750 square feet and under)
 - 4) Tavern
 - 5) Brewpub
 - e) Lodging
 - 1) Hotel*
 - 2) Motel*
 - 3) Bed and breakfast
2. Non-household sales and services
 - a) Business support services*
3. Customer service office
4. Entertainment
 - a) Performing arts theater (100 seat limit)
 - b) Lecture and meeting hall (100 seat limit)
 - c) Motion picture theater (100 seat limit)
5. Food processing and craft work
 - a) Food processing for human consumption (with a retail element)
6. Institutions
 - a) Institute for advanced study*
 - b) Private club*
 - c) Child care center*
 - d) Museum*
 - e) Community center
 - 9) Vocational or fine arts school
 - g) Religious facility*
7. Open space
 - a) Park
 - b) Playground
8. Horticultural uses (e.g. nursery)

CD-2 Public and Private Views

Community Design Goals: Create and enhance Eastlake viewscales and view corridors (Goal CD-3)

Background and Problem. Views are an important part of Eastlake's character and come in a variety of types, locations and sizes. Eastlake's western-sloping topography and lakefront location create many opportunities to view Lake Union water and activities from public and private spaces. Peeks of the water between buildings (or slot views) are just as important as panoramic views from penthouses.

- . However, Eastlake's views are not limited to waterscapes, and Eastlakers appreciate distant views of Queen Anne hill, the Aurora Bridge and Olympics, Downtown and the Space Needle, as well as more close-in views of tree-lined streets, maritime activities, historic structures and unique streetscapes.

Eastlake's topography creates another viewscale—rooftops—that can be seen from many residences, commercial spaces and rights-of-way. Roofs can preserve, create or obstruct views. A flat roof may preserve a Lake Union view but become a unsightly part of the foreground. Carefully oriented pitched roofs can preserve views between ridges, and in places where there are no distant views, and a variety of pitched roofs can create an interesting new viewscale.

Similarly, views can be created or obstructed at ground level. A resident's desire to create front yard privacy by erecting a tall fence along the sidewalk could detract from the streetscape view, but could also be done in a way that creates new detail and elements of interest along the street. The shape and location of street trees are equally important factors in both creating a new streetscape view and preserving existing distant views.

Although Eastlake's topography, stepped-zoning and shoreline regulations help to preserve some distant views, more needs to be done to identify, preserve, enhance and create distant and close-in views from and of public and private spaces. Development standards and design guidelines could help to direct right-of-way and private property improvements in a way that enhances viewing opportunities in Eastlake.

Incentives could also be offered for new development that provides slot views from the right-of-way through private property. One such incentive is to allow flexibility in the development standards of the Land Use Code. These standards prescribe the amount and location of parking, open space and landscaping, setbacks, and other parameters that could be modified to create or enhance views. Limited, additional flexibility in the Land Use Code was supported by most of the respondents to the April 1998 Options Guide questionnaire for the following development standards: density (45% were strongly or somewhat supportive compared to 17% opposed), setbacks (44% compared to 16%), building depth (43% compared to 16%), and lot coverage (43% compared to 25%). Height increases and parking reductions did not receive sufficient community support to pursue as incentives for creating or preserving views.

Another possible incentive for creating and preserving views through private property is a tax reduction, which received support from about 42% of those responding, with 25% opposed.

DCLU staff have also suggested departures from open space and landscaping requirements, and the Community Design planning team supported adding these to the list of possible departures because they were similar in scope and impact to lot coverage, setback and building depth modifications.

Comprehensive Plan Support. Some of the goals and policies of the Comprehensive Plan that support this Community Design recommendation are listed below:

- . A neighborhood plan may make neighborhood-specific policy recommendations on issues of interest to the neighborhood (N 14, Neighborhood Planning Element policy)
- . Promote physical environments of the highest quality throughout the city, while emphasizing the special identity of each area (G 16, Land Use Element goal)
- . Use design review to promote new development that enhances the character of the City, respects established architectural characteristics and the surrounding neighborhood context, allows for diversity and creativity in building design and site planning, and furthers community design and development objectives (L1 40, Land Use Element policy)

Recommendations:

Policy CD-2. *Close-in and distant views are a defining element of Eastlake 's character, and development should identify, preserve, enhance and create a variety of attractive and interesting views from and of public and private spaces.*

CD-2. Develop and adopt design standards and guidelines to preserve and improve public and private views. Specific implementation recommendations are listed below.

1. Adopt development standards and guidelines to preserve or improve public views and view corridors along public rights-of-way and at street-ends. View corridors and views would be identified, including existing and potential views of distant places like Lake Union, Queen Anne, Downtown, the Space Needle and the Aurora Bridge and Olympics, and of more close-in places like tree-lined streets, historic structures, maritime activities and unique block faces. Elements such as street tree plantings, setbacks, and paving surfaces could be addressed.
2. Adopt an "Eastlake Roof Sightlines and Roofscapes" design guideline that would illustrate ways to preserve or improve views of and from private property through careful and creative roof design. Elements such as roof orientation/alignment, pitch, and massing, and enhancement of flat roofs would be addressed. (See Appendix F for the proposed design guideline.)



The flat roof of the Hart Crowser building at 1910 Fair-view Avenue East is enhanced with plantings, pavers, a fountain, benches, and tables and chairs.

3. Adopt a design guideline that provides incentives for slot views through private property, especially those that complement the view corridors in public rights-of-way. Incentives could include modification of the Land Use Code requirements for setbacks, lot coverage, building depth, landscaping and open space, and density (maximum 1 additional unit), and must not create unacceptable impacts. Modification of height and parking requirements will not be pursued as incentives.

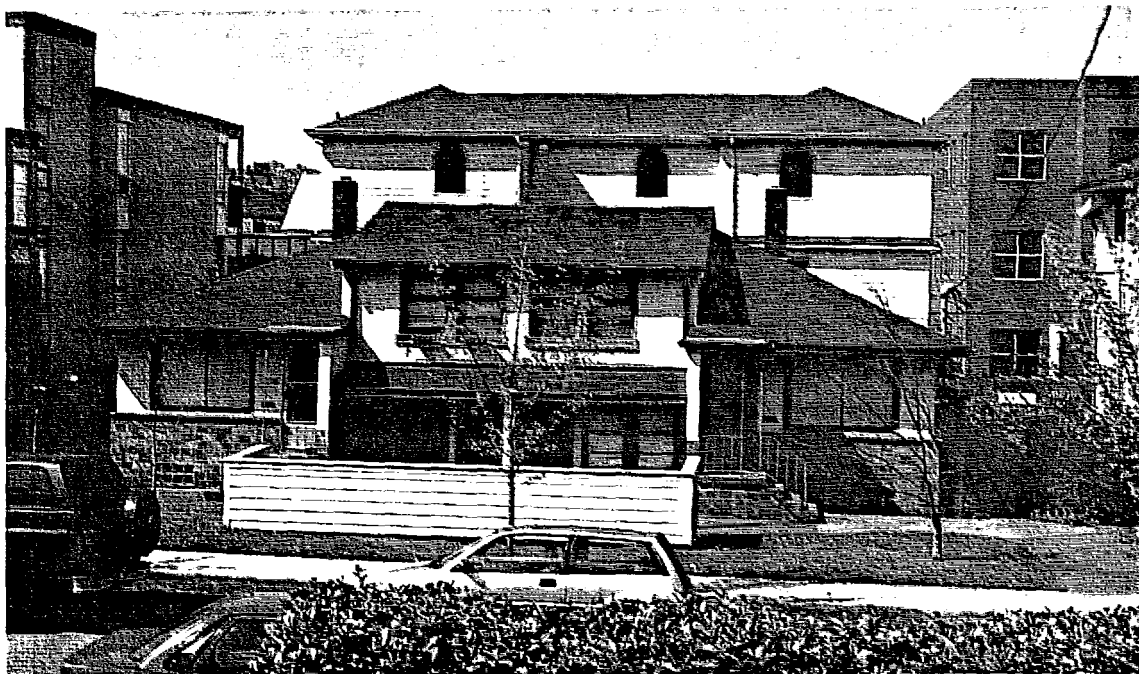
CD-3 Building Reuse and Preservation

Community Design Goals. Preserve the traditional diversity and scale of Eastlake development (Goal CD-1)

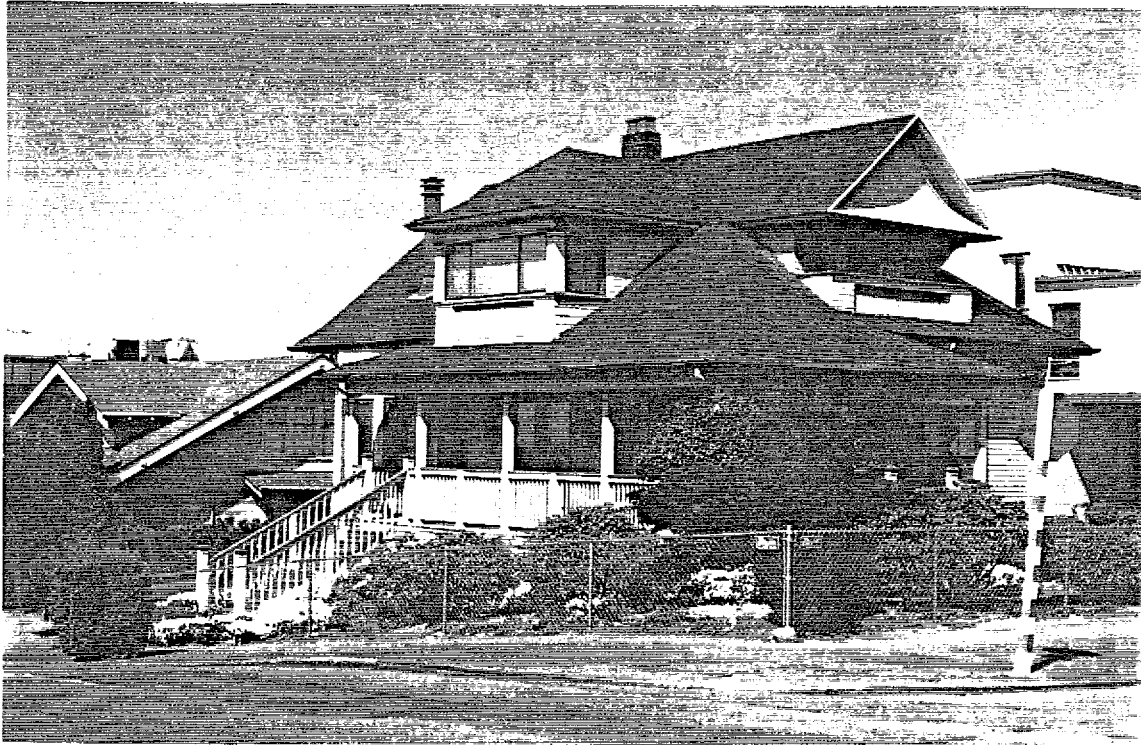
Background and Problem. Most of the Eastlake area was platted with its current configuration of streets and lots in the 1880s, and the neighborhood was nearly fully developed with single-family, multifamily and commercial buildings by the 1940s. Substantial residential and commercial development activity and the construction of the I-5 freeway has occurred since that time, resulting in the demolition of many of Eastlake's original structures.

Nonetheless, the neighborhood still retains many of the houses, apartment buildings, storefronts, industrial and commercial buildings from earlier decades. Four Eastlake buildings are designated historic landmarks—the houses at 2622 and 2819 Franklin Avenue East, Seward School and the Lake Union Steam Plant/Hydro House.

Eastlake has also become adept at converting, adding to and otherwise preserving its original structures, despite land use zoning that may encourage demolition and new construction. While development in Eastlake has been continuous, most residential blocks—where one-third of Eastlake's residential growth has occurred since 1990—have had few or no demolitions during the 1990s. New units have instead been created by conversions from single-family to multiplexes of two to six units, additions, and the construction of new, separate buildings that share a lot with existing structures. The most notable exception to the current trend is on the 2200 and 2300 blocks of Yale Avenue, where numerous houses on the east side of the street have been demolished for four-story multifamily construction, most likely because of the ability to create views over the lower-zoned properties to the west.

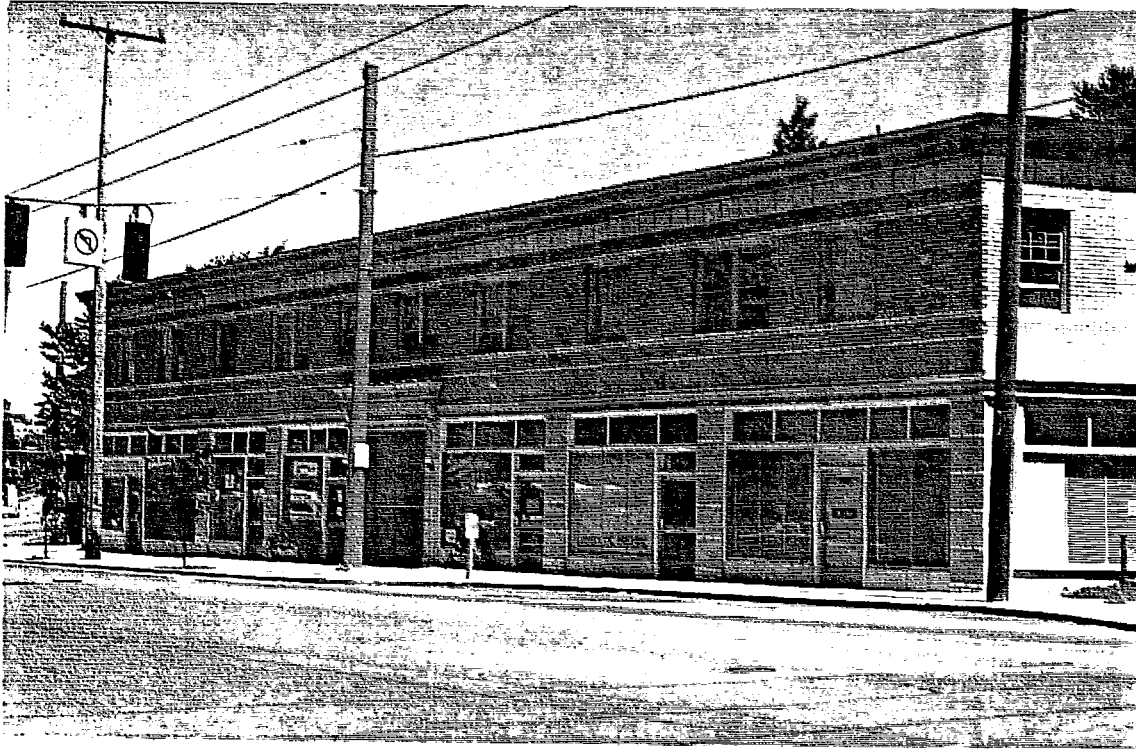


Existing low-scale fourplex is preserved by adding new triplex in rear of lot.



Single-family conversion to a triplex at the corner of Franklin and Lynn streets maintains single-family character,

Older houses on Eastlake Avenue have also been expanded with additions or converted to small commercial use, such as on the east side of the 2600 block. And some of Eastlake's original storefronts, such as the Serafina storefront (which shares its site with a sensitively designed, newer professional office and connecting courtyard) and the A. W. Larson Building (formerly the Harwood Building) at 3206 Harvard Avenue East, have been successfully restored, contributing to both the architectural character and tradition of Eastlake as well as its economic health.



Designed as a mixed-use building, the A. W. Larson Building at Eastlake and Harvard streets is a successful renovation of residential units and retail storefronts.

The Eastlake community has consistently supported the retention, renovation, conversion and compatible expansion of its existing structures. Such structures were among the highest rated buildings in the January 22, 1998, Visual Design Preference Survey, receiving scores ranging from 3.7 to 6.7 (on a scale of +10 to -10; the highest rating for all images was 8.1 and the lowest was -6).

Eastlake also recognizes that many of its more affordable residential units and commercial spaces are in existing buildings, which do not have to recoup the expensive cost of new construction. Rarely, if ever, are demolished buildings in Eastlake replaced with new buildings that offer rents or selling prices equivalent to those of the demolished building.

Even though Eastlake can demonstrate numerous successful examples of renovations, additions, conversions and shared lot construction, concern remains that more could and should be done to encourage the continued “recycling” of structures that are such an important part of Eastlake’s architectural and historic character, especially when these same structures also often provide affordable options for members of the community and reduce the demand on resources, such as building materials.

One such action is to allow flexibility in the development standards of the Land Use Code. These standards prescribe the amount and location of parking, open space and landscaping, setbacks,

and other parameters that can sometimes make it difficult to convert or add on to older structures. Providing flexibility in some of the standards may encourage a property owner to pursue renovation/reuse of an existing structure over demolition.

Limited, additional flexibility in the Land Use Code was supported by most of the respondents to the April 1998 Options Guide questionnaire for the following development standards: density (47% were strongly or somewhat supportive compared to 15% opposed); setbacks (41 % compared to 170/0); building depth (43°/0 compared to 160/o); and lot coverage (42°/0 compared to 24%). Of these, modest density increases were most supported and least opposed. Height increases and parking reductions did not receive sufficient community support to pursue as incentives for reusing and renovating buildings.

The most strongly supported incentive for building preservation was tax reduction, which received support from about 51% of those responding (compared to 16% opposed.)

In addition, 70 % of the respondents supported measures that discouraged the demolition and supported the use of existing structures as a way to pace residential growth (with 16°A opposed.)

DCLU staff have also suggested departures from open space and landscaping requirements, and the Community Design planning team supported adding these to the list of possible departures because they were similar in scope and impact to lot coverage, setback and building depth modifications.

In addition to modification of development standards in the Land Use Code, Building Code requirements can also present substantial obstacles to the preservation, renovation and conversion of existing buildings. These requirements, such as window egress, sometimes address safety issues, and can be modified for formally designated historic landmarks, but generally not for other existing structures. Although the modification of some Building Code requirements may be possible and desirable, there was insufficient information available during the neighborhood planning process to form the basis of a recommendation on departures from Building Code requirements.

Based on the above information and community support, the Eastlake Plan includes a recommendation for an Eastlake supplemental design guideline described below.

Comprehensive Plan Support. Some of the goals and policies of the Comprehensive Plan that support this Community Design recommendation are listed below:

- . Preserve developments and sites of historic, architectural or social significance that contribute to the identity of an area (G17, Land Use Element goal)
- . Encourage the adaptive reuse of existing buildings for residential use (H24, Housing Element policy)
- . Seek opportunities to combine housing preservation and development efforts with historic preservation (H25, Housing Element policy)

Recommendations:

Policy CD-3. *Creatively conserve Eastlake's original structures because they are defining elements of Eastlake's architectural and historic character, and are more likely to offer affordable residences and commercial spaces.*

CD-3. Adopt a design guideline that provides incentives for the preservation, renovation and continued use of existing structures, including: compatible additions; new, separate development on the same lot as an existing building (shared lot development); and conversion to other uses allowed in the zone, such as to commercial or more dense residential use. Incentives could include modification of the Land Use Code requirements for setbacks, lot coverage, building depth, landscaping and open space, and density (maximum 1 additional unit). Modification of height and parking requirements will not be pursued as incentives. (See Appendix F for the proposed design guideline.)

CD-4 Pacing Residential Growth

Community Design Goals. Manage residential growth (Goal CD-8)

Background and Problem. Eastlake's residential growth should be consistent with Eastlake's character, size, scale, infrastructure and public services, and shall occur in locations identified as appropriate for residential uses. Eastlake is designated a residential urban village in the City's Comprehensive Plan and has a goal of 380 new housing units by 2014. The target was based on Eastlake's household count and density that existed in 1990. Eastlake has had substantial residential growth during the 1990s. As of September 1997, about 264 units have been constructed since the 1990 count was taken; 169 of these were constructed after the Comprehensive Plan was adopted in 1994. Regardless of the baseline that is used to measure progress toward our housing goal, Eastlake will meet its target well in advance of 2014, possibly by 2004. Eastlake is also one of the most dense of the 18 residential urban villages in the City, but nonetheless maintains a relatively small-scale, neighborhood character. The Comprehensive Plan allows neighborhood plans to address growth rates that unacceptably depart from the projected household targets and densities (Policy L61 of the Land Use Element).

In the April 1998 Options Guide questionnaire, Eastlakers were asked their opinions about four specific measures that could help to pace residential growth. The respondents strongly or somewhat supported three of the four measures:

- . Limit the maximum number of units per project—57% support (28% opposed)
- . Discourage the demolition and support the use of existing structures-70% support (16% opposed)
- . Focus residential growth along certain areas of Eastlake Avenue—51 % support (11% opposed)

Measures that would limit the total number of units permitted each year in Eastlake did not receive sufficient support at this time (only 360/0), and are not being pursued in any Community Design recommendations for pacing residential growth.

Comprehensive Plan Support. Some of the goals and policies of the Comprehensive Plan that support this Community Design recommendation are listed below:

- . Achieve a distribution of growth to each urban village that accomplishes the goals of the urban village strategy (G35, Land Use Element goal)
- . Achieve growth in each urban village according to growth targets that are established subsequent to the recommendations of a neighborhood planning process, that reviews and confirms or amends planning estimates (G36, Land Use Element goal)
- . Guide increase in density over the life of the plan so that each type of area progresses toward full development as an urban village at a pace appropriate to current conditions in the area (G37, Land Use Element goal)

Recommendations:

Policy CD-4. *Eastlake 's residential growth should be consistent with Eastlake's character, size, scale, infrastructure, and public services, and should occur in locations identified as appropriate for residential uses.*

CD-4. Monitor Eastlake's residential growth and adopt measures to pace residential growth so it occurs in a manner consistent with the household targets in the Comprehensive Plan and with Eastlake's character, size, scale, infrastructure and public services, and in locations identified as appropriate for residential uses. Monitoring should address the number of units and, if possible, other unit characteristics such as type, bedroom count, and cost. Measures to pace residential growth could: limit the maximum number of units per project; promote the re-use and renovation of existing structures in lowrise residential zones; and focus residential growth along certain areas of Eastlake Avenue (Recommendations CD-1 and CD-3 are proposed to partially implement the last two measures).

CD-5 Design Review

Community Design Goals: Preserve the traditional diversity and scale of Eastlake development (Goal CD-1)

Background and Problem. The current mandatory design review program does not apply to new Eastlake projects in three residential and commercial zones: Lowrise 1 (L 1), Lowrise 2 (L2), and Commercial 1 (C 1). A substantial amount of Eastlake's land is zoned L1, L2 and C 1, and these properties are located throughout Eastlake. Much of Eastlake's new development occurs in these zones and would benefit from the design review process and guidelines, including those guidelines that address siting, architectural design, and other contextual issues. Expanding the mandatory design review process to Eastlake projects in these three zones that also exceed SEPA thresholds would provide contextual design throughout Eastlake, and was supported by 59% of those responding to the April 1998 Options Guide questionnaire (with only 9% opposed).

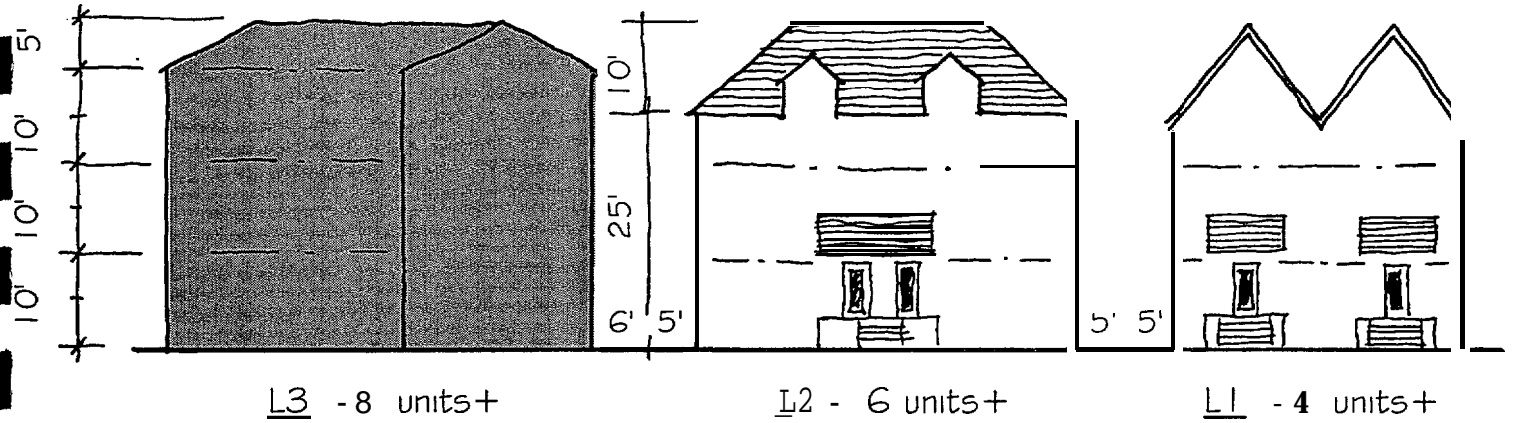
Figure IV.4 Design Review Questionnaire Results

Extend community design review to include new development projects in L1, L2 and C zones?	
Strongly agree :	40.7%
Somewhat support:	18.5%
No opinion:	16.0%
Somewhat opposed:	2.5%
Strongly opposed:	6.2%
No response:	16.0%
Total:	100.09%0

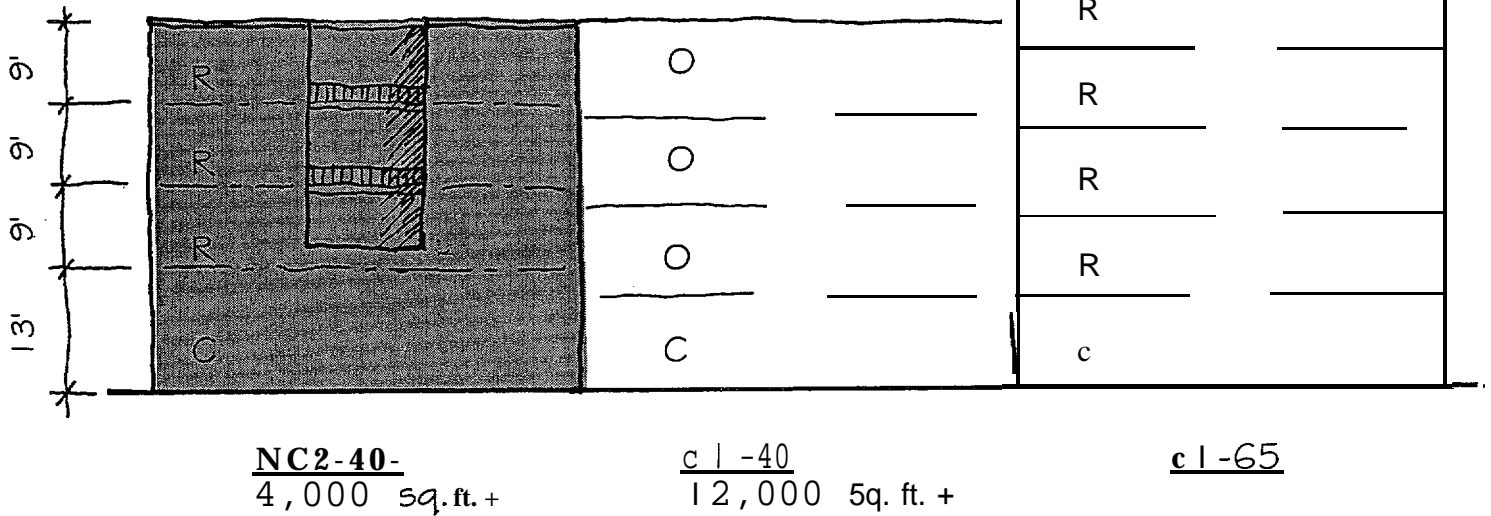
The design review process, as applied in Eastlake but also in neighborhoods throughout the City, should also be revisited and revised to more closely meet the objective of providing a process, with meaningful neighborhood participation, to address project design issues that were ineffectively addressed through other processes (such as SEPA). The program is not intended to be an easy alternative to the variance process, through which development standards are relaxed upon an applicant's request. Only three Eastlake projects have been subject to mandatory design review since it began in 1993, but each has demonstrated problems with the current implementation of the program. Many are administrative problems that have resulted from the

Figure IV.5 Comparison of Buildings for Design Review

Residential Design Review



Commercial Design Review



Commercial zoning allows a variety of building types (manufacturing, 1 story retail w/parking lot, office, or mixed-use)

Department of Construction and Land Use's implementation of the City Council-adopted program, and can be corrected without modifying the adopting ordinance and Land Use Code.

Problems that should be addressed and corrected include: design review meetings that are scheduled far from the affected community; a rigid, non-interactive meeting format; selection of design guideline priorities that do not reflect community priorities; granting of development standard departures without adequate analysis of adverse effects of departure and without demonstrated additional design/community benefits; and board members that are not community-based.

Comprehensive Plan Support. Some of the goals and policies of the Comprehensive Plan that support this Community Design recommendation are listed below:

- . Promote physical environments of the highest quality throughout the city, while emphasizing the special identity of each area (G 16, Land Use Element goal)
- . Use design review to promote new development that enhances the character of the City, respects established architectural characteristics and the surrounding neighborhood context, allows for diversity and creativity in building design and site planning, and furthers community design and development objectives (L 140, Land Use Element policy)

Recommendations:

Policy CD-5. *The design review program should: be neighborhood-based; promote interaction between the community, the developer, designers, and decision-makers; be expanded throughout Eastlake to address siting, design and contextual issues; and result in buildings that contribute to and enhance Eastlake's character.*

CD-5. Adopt changes to the design review program that expands the types of projects included in mandatory design review and creates more neighborhood participation in the design review and decision-making process. Specific implementation recommendations are listed below:

1. Revise the current permitting process by adopting a mandatory design review program for projects in L 1, L2 and C zones that also require environmental review. Design review would be required for projects that exceed the following thresholds: 4 residential units in L1, 6 residential units in L2, and 4 residential units or 12,000 square feet of commercial use in C zones.
2. For all neighborhoods, support adoption of a more neighborhood-based, interactive design review process than currently exists. Elements of the design review process should include: meetings located in the affected neighborhoods; a meeting format that fosters constructive interaction and departs from a rigid hearing format; neighborhood-based composition of the reviewing entity; analysis of impacts of requested development standard departures; and a requirement that design benefits related to development standard departures be demonstrated, documented and conditioned on the project permit.

CD-6 Facade Width and Storefront Character

Community Design Goals. Preserve the traditional diversity and scale of Eastlake development (Goal CD-1)

Background and Problem. Eastlake's building facades are an important and defining component of the neighborhood's architectural character and scale. The width of buildings along the street and the detailing of residential and commercial facades affect Eastlake's scale as well as the compatibility of different types and sizes of buildings.

Eastlake's residential facade widths are generally narrow compared to buildings in many other multifamily neighborhoods, and are reflective of small, mostly single-lot development that has occurred throughout the 1900s. The Eastlake Panorama photo in Section 1 of this chapter and the map on Figure IV.2 illustrate Eastlake's relatively small building widths, and how they contribute to the neighborhood's pedestrian-scaled and richly textured streetscapes. Many of Eastlake's building widths were measured and documented by the Community Design planning team. The Eastlake Counts! inventory confirmed that the widths of most Eastlake residential structures (including contemporary multifamily structures) were substantially less than permitted by the underlying zoning for modulated facades, even in L3 zones.

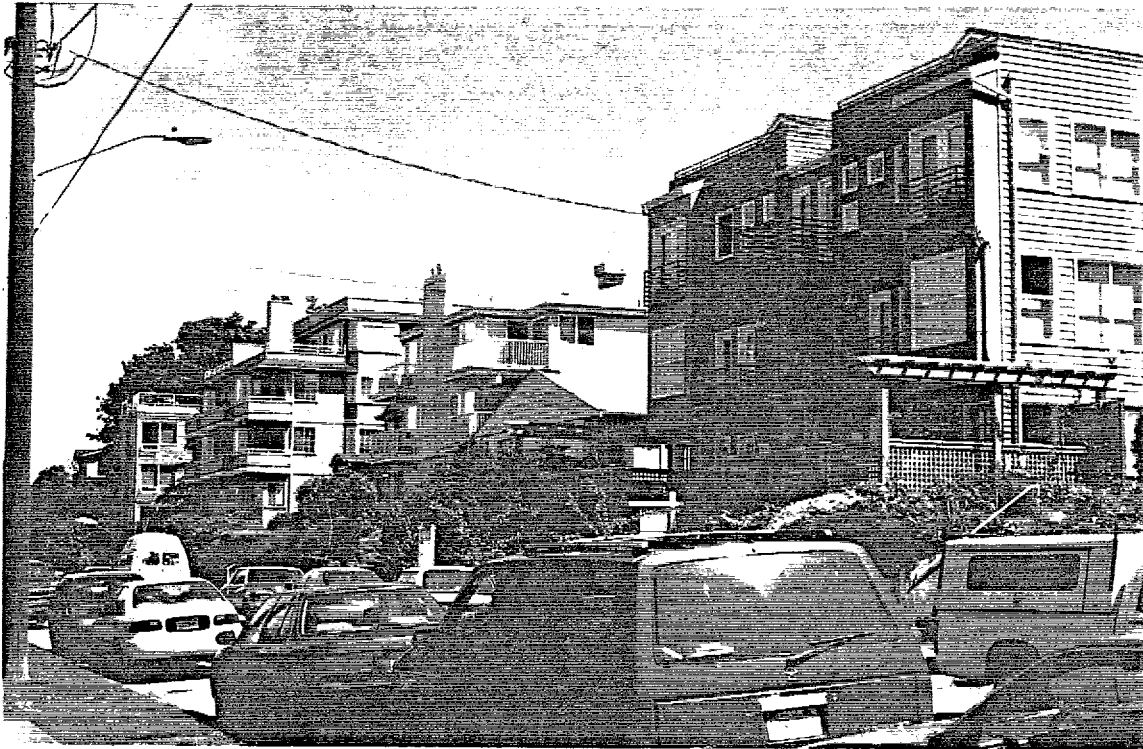
Figure IV.6 Residential Structure Width

Width of Structures Facing Street for Single-Purpose Residential Structures (from Eastlake Counts!)			
Zone - Width¹	Minimum width	Median width	Maximum width
L2 - 50' max	- 28'	41.5'	54'
L2/RC -50' max (Eastlake Ave.)	35'	46'	103'
L3 -75' max	20'	32'	230'

Note 1: Zone width is the maximum allowed building width for structures that meet the minimum facade modulation requirements in the Land Use Code.

The predominance of Eastlake's small building widths is particularly interesting considering that prior to 1989, the maximum building width allowed by zoning was even greater than it is today—the maximum building width in L2 and L3 zones had a maximum building width of 90 feet and 150 feet, respectively. These maximum widths were reduced by City Council in 1989 along with other development standard changes to the lowrise zones. Although the reduced widths helped to prevent large, out-of-scale development on assembled lots, which had occurred on some Eastlake blocks, they are still substantially greater than the width of multifamily

buildings that are typically being constructed in Eastlake today, as demonstrated by the photo below.



These four newer multifamily buildings located in an L3 zone on the 2300 block of Yale Avenue East reflect Eastlake's typical 1- to 1 1/2-lot residential development pattern. The width of each multifamily building, from left to right, is: 38 feet, 52 feet, 42 feet and 48 feet—each significantly less than the 75-foot maximum width allowed in the L3 zone.

The Community Design planning team considered two alternatives for achieving contextual residential facade widths: additional reductions in the maximum allowed building width for Eastlake-only lowrise zones; and a design guideline that demonstrated ways of achieving contextual building width, without a mandatory reduced width. The April 1998 Options Guide questionnaire showed that 72% of the respondents favored reducing the maximum allowed width of buildings in L3 zones.

Figure IV.7 Building Width Questionnaire Results

Reduce the allowed width of building in L3 zones to be consistent with other similar buildings on the same block?	
Strongly agree:	46.9%
Somewhat support:	24.7%
No opinion :	11.1%
Somewhat opposed:	3.7%
Strongly opposed:	2.5%
No response:	11.1%
Total:	100.070

However, the planning team has recommended adoption of a design guideline as an initial step for several reasons: City support for additional building width reductions was unlikely in light of the reductions made in 1989; the number of sites in Eastlake that have several lots in common ownership are comparatively few, with correspondingly few opportunities for development to achieve the maximum allowed Code widths; the actual difference between existing widths and Code-allowed widths in L3 zones, although still substantial, was less than initially understood by the planning team and reported in the Options Guide (L3 was mistakenly reported to allow a 90-foot wide building); and, a guideline could be justifiably applied to all Lowrise zones in Eastlake, not just the L3 zone, to help achieve consistent facade widths and contextual scale throughout Eastlake’s residential districts.

The architectural design and detailing of residential and commercial facades are equally critical elements of Eastlake's character. Although there is no defined Eastlake “style” of architecture, there is a predominant and desired Eastlake scale that is reflected not only in the overall size of buildings, but also in the articulation and detailing of building facades. This scale is evident in the Eastlake Panorama photo in Section 1 of this chapter. Most buildings, large and small, are articulated with individual, human-scaled windows, usually arranged and detailed to produce a balance between vertical and horizontal lines. Few Eastlake buildings have a strong horizontal emphasis—achieved usually through horizontal bands of glass and solid facade materials, but also by bands of protruding, enclosed decks—and these are visually prominent in large part because of their departure from the pattern established by other structures. Such horizontally-banded buildings all received negative (- minus) ratings in the Community Design planning team’s January 22, 1998 Visual Design Preference Survey (see, for example, image nos. 37, 51, 57, 59, 65, and 73). Similarly, glass curtain walls (mirrored or plain) are a rarity in Eastlake. The only building that approaches the monolithic, single-planed appearance of a glass

curtain wall is the landmarked Steam Plant, which has well-defined bays and other detailing to produce a contextual, albeit dramatic, facade.

Other facade details that contribute to Eastlake's existing and desired architectural character include: customized, commercial storefronts that identify individual business establishments and use primarily glass, wood, and masonry to create the storefront and transparency (instead of a manufactured metal storefront system); residential balconies and decks that are integrated into the architectural modulation of the building (instead of cantilevered from, or "stuck" on to, its facade); and canvas or structural awnings (instead of fluorescent-lit vinyl). Buildings with these features scored high in the January 22, 1998, Visual Design Preference Survey, including the office/retail building on the southwest corner of Louisa and Eastlake (+7.1), and the mixed-use building on the southwest corner of Hamlin and Eastlake (+5.8).

Although the existing Citywide design guidelines generally address contextual building facades and pedestrian-scaled storefronts, guidelines tailored to Eastlake's specific character and conditions would increase the effectiveness of the design review program in Eastlake.

Comprehensive Plan Support. Some of the goals and policies of the Comprehensive Plan that support this Community Design recommendation are listed below:

- Promote physical environments of the highest quality throughout the city, while emphasizing the special identity of each area (G 16, Land Use Element goal)
- . Use design review to promote new development that enhances the character of the City, respects established architectural characteristics and the surrounding neighborhood context, allows for diversity and creativity in building design and site planning, and furthers community design and development objectives (L140, Land Use Element policy)
- . A neighborhood plan may also make neighborhood specific policy recommendations on other issues of interest to the neighborhood (N 14, Neighborhood Planning Element policy)
- . Maintain and enhance Seattle's character (G1, Land Use Element goal)
- . Respect the city's human scale, history, aesthetics, natural environment and sense of community identity (G2, Land Use Element)

Recommendations:

Policy CD-6. *Building facades are an important part of Eastlake's views and residential and commercial streetscapes, and their designs should reflect the neighborhood small, freely textured scale and the individuality of its architectural expressions.*

CD-6. Adopt the following design guidelines to achieve interesting, contextual and human-scaled building facades:

1. Adopt an "Eastlake Facade Width" design guideline for L 1, L2, and L3 residential zones that encourages the width, modulation and detailing of new building facades to reflect the majority of existing facade widths along the block. The new guideline would encourage building widths and designs that preserve and enhance Eastlake's existing scale and

traditional pattern of 1 and 1-1/2 lot development. (See Appendix F for the proposed guideline.)

2. Adopt an "Eastlake Facade and Storefront Character" design guideline. The guideline would emphasize: customized commercial storefronts that identify individual business spaces; commercial facades that are articulated with segmented or discontinuous window groupings; and design of residential balconies and decks that are integrated into the architectural modulation of a building instead of cantilevered from its facade. The guideline would discourage metal storefront systems, vinyl awnings, and commercial facades that have large horizontal bands of glazing or fully glazed exteriors. (This guideline is intended to supplement the City's C-3 design guideline; see Appendix F for the proposed guideline.)

CD-7 Live/Work Units

Community Design Goals:

- . Preserve the traditional diversity and scale of Eastlake development (Goal CD- 1)
- . Encourage pedestrian-scaled mixed-use development (Goal CD-6)
- . Promote compatibility between commercial and residential uses (Goal CD-7)
- . Manage residential growth (Goal CD-8)

Background and Problem. Eastlake has an increasing number of people who live and work in the neighborhood. This enhances Eastlake in numerous ways, including by reducing transportation impacts, strengthening the ties between our residential and business communities, and reducing overall living costs. However, more could be done to provide opportunities for people to reside in the same spaces in which they work. Live/work units—that is, units with spaces that are specifically and compatibly designed for certain business activities and for residence—anticipate the needs and functions of each use, rather than simply adapt a portion of the residential space for business activity, as occurs in the conversion of a bedroom or basement to a home office. Examples of live/work situations are: a small business space at street level with a connecting residential unit on the floor above; apartment-like residential units with business spaces directly off the unit’s entry for work and meeting with clients; and artist studios with sleeping lofts. Live/work uses would be encouraged in areas that already allow commercial development, and are also recommended in the Housing Element of the Eastlake Neighborhood Plan.

Comprehensive Plan Support. Some of the goals and policies of the Comprehensive Plan that support this Community Design recommendation are listed below:

- . Achieve a mix of housing types attractive and affordable to a diversity of ages, incomes, household sizes, live/work situations and cultural backgrounds (G4, Housing Element goal)
- Increase public safety by making villages “people places” at all times of the day (G12, Land Use Element goal)
- . Promote residential development that is both livable for residents and compatible with the desired commercial function of the area (G58, Land Use Element goal)

Recommendations:

Policy CD-7. *Encourage the development of live/work units in areas that already allow commercial development.*

CD-7. Prepare an evaluation of live/work units in Eastlake. The evaluation could include an assessment of supply and need in Eastlake, Land Use Code implications, the identification and development of live/work prototypes, and recommendations for encouraging and constructing live/work units.

CD-8 Community Notices

Community Design Goals: Encourage pedestrian activity along streetscapes, alleys and view corridors (Goal CD-4)

Background and Problem. The Eastlake community has a long tradition of providing notice throughout the neighborhood of events, activities and issues that are of community interest. Such notification is fundamental to an involved citizenry, and helps to build ties that strengthen the community. Eastlake's relatively compact size and defined boundaries enables door-to-door delivery of many notices, but this is often too time-consuming and costly, even for an smaller area like Eastlake. In the past, Eastlake has relied extensively on utility poles for posting community notices, especially those of an urgent nature, but City Council legislation has made such postings illegal. The adverse effect of removing this means of notification was immediate and significant: more door-to-door delivery and volunteers to do the delivery were required and printing costs increased. Some information did not get communicated with the breadth and depth as had previously occurred; other information did not get communicated at all.

An effective alternative to utility posting is the use of kiosks and bulletin boards. When installed at public gathering places, office lobbies and bus stops, along pedestrian routes at intersections, in retail spaces frequented by community members, and at other similar locations, kiosks and bulletin boards can help to get quick, efficient and relatively inexpensive notice to a broad range of Eastlakers.

Eastlake has several kiosks and bulletin boards that are known throughout the community, including those at the Eastlake Zoo, Louisa's, the laundromat, and the more recently installed Dreamboat kiosk outside of Pazzo's, which demonstrates the creative integration of function and art. However, many more are needed, and the opportunities are abundant: North Gateway, Franklin Avenue Green Street, Rogers Playfield, Fairview Olmsted Park, our many street-end parks, the exterior walls of Pete's Super, Lynn Street Deli and the Quick Stop, the "scaffold" at the northwest corner of Louisa and Eastlake, bus stops, and Seward School, just to name a few. Kiosks could be funded through the Neighborhood Matching Fund, by the owners of new commercial and multifamily buildings, and by many other sources.

Eastlake should also explore the installation of an unobtrusive, single-notice fixture on utility poles that would accommodate a notice while maintaining safety for work crews.

Comprehensive Plan Support. Some of the goals and policies of the Comprehensive Plan that support this Community Design recommendation are listed below:

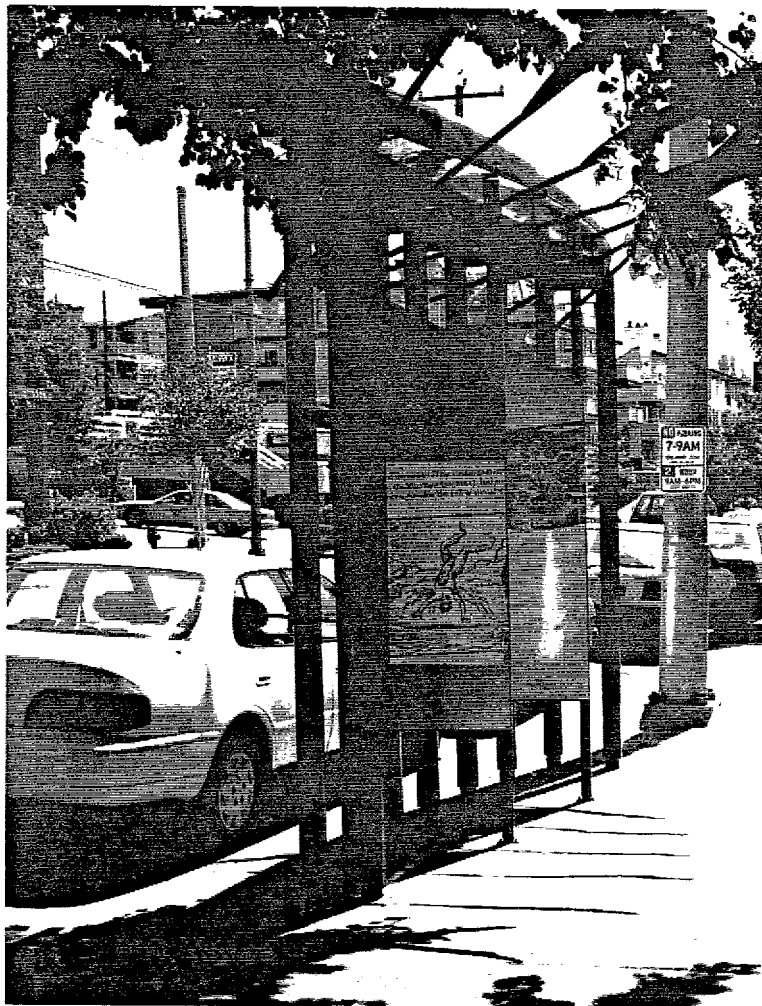
- . A city that uses public projects and activities to help define Seattle's identity, especially civic spaces that provide residents and visitors with strong symbols of the city or neighborhood identity (G3 - Cultural Element)

Recommendations:

Policy CD-8. *install and maintain creatively designed community notice fixtures throughout Eastlake.*

CD-8. Identify appropriate locations on public and private property throughout Eastlake for community kiosks, bulletin boards, and other methods of posting notices of community interest, and pursue public and private funding to determine the location of and install such fixtures. Specific implementation recommendations are listed below.

1. Prepare a Community Notice study that builds on previous Eastlake surveys, and explores and identifies appropriate locations for community notice fixtures, different types of fixtures, maintenance, and funding opportunities. The types of locations that could be explored include public properties (such as parks, street corners, bus stops and utility poles), and private properties (such as commercial building lobbies and exterior walls, and outside security multifamily buildings), subject to property owner agreement. The purpose of the study is to help direct efforts to install community notice fixtures, but the study is not a prerequisite for future installations.
2. Install community notice fixtures where and when opportunities arise (identification in the Community Notice study is not a prerequisite for such installations).



The recently installed Dreamboats kiosk, which was funded by the City's "% for Art" program, is Eastlake's first kiosk that integrates art, community character and traditions, and function.

CD-9 L3 and L4 Rezone Locational Criteria

Community Design Goals:

- . Preserve the traditional diversity and scale of Eastlake development. (Goal CD- 1)
- . Manage residential growth (Goal CD-8)

Background and Problem. Eastlake's existing and zoned lowrise, multifamily density and scale are fundamental and defining components of the neighborhood's character. These two elements of development have been closely evaluated and scrutinized by Eastlakers and the City throughout the last two decades during the review of individual development projects as well as City-initiated, neighborhood-wide rezoning activities. Much of Eastlake's current zoning reflects carefully considered compromises that have been crafted, in large part, to reflect appropriate and compatible densities and scales. For this reason, the Community Design team has not recommended zoning changes that involve substantial increases or decreases in density or height, bulk and scale, and, with exception of the Eastlake Avenue Pedestrian District, has in fact relied on the continuation of existing zoning as an essential part of the Eastlake Neighborhood Plan.

Eastlake's long-held emphasis on the importance of future development being compatible with the neighborhood's established density and scale was also shared and applied by the City during rezone considerations prior to adoption of the Comprehensive Plan. However, recently adopted Land Use Code rezone criteria, precipitated by the Comprehensive Plan, place less importance on compatible density and scale, and have the potential to undermine Eastlake's carefully crafted zoning and character. Fortunately, these same criteria allow neighborhood plans to re-assert the importance of existing density and scale. Doing so in Eastlake would be consistent with its established and desired character and with two decades of City zoning efforts, and would not in any way adversely affect Eastlake's zoning capacity or its ability to meet Comprehensive Plan growth target.

Comprehensive Plan Support. Some of the goals and policies of the Comprehensive Plan that support this Community Design recommendation are listed below:

- . Respect the city's human scale, history, aesthetics, natural environment, and sense of community (G2, Land Use Element goal)
- . Promote physical environments of the highest quality throughout the city, and particularly within urban centers and villages while emphasizing the special identify of each area (G1 6, Land Use Element goal)
- . Provide for the intended function, character, amount of growth, intensity of activity, and scale of development appropriate for each urban village neighborhood (G 19, Land Use Element goal)
- . Permit, through neighborhood planning processes, recommendations for the revision of zoning to better reflect community preferences for the development character of an area, provided that consistency between the zoning and this plan is maintained (L9, Land Use Element policy)

Recommendations:

CD-9 Policy. *Eastlake's small, finely textured scale and low-to-medium density are fundamental to the neighborhood's character, have traditionally influenced land use decisions and should be reflected in future development.*

CD-9. Adopt rezone locational criteria for Lowrise 3 and Lowrise 4 zones in the Eastlake urban village that emphasize scale and density compatibility with existing development. Specifically, the following City Council amendment to the rezone chapter of the Land Use Code (or similar alternative) is required at the time the Eastlake plan is approved:

- For the Eastlake urban village only, delete the following sections from the rezone chapter of the Land Use Code (SMC 23.34): SMC 23.34 .020.B.1.c, 23.34 .020. B.3.a.(1)(b), 23.34 .022. B.1.c, 23.34 .022. B.3.a.(1)(b).

CD-10 Hillclimbs and Passageways

Community Design Goals:

- . Create and enhance Eastlake's viewscales and view corridors (Goal CD-3)
- . Encourage pedestrian activity along streetscapes, alleys and hillclimbs (Goal CD-4)

Background and Problem. The "neighborhood walk" is a favorite past-time of many Eastlakers, and walking is an essential part of Eastlake life, whether it be for errands, to catch a bus, to dine at a local restaurant, or to recreate.

The Eastlake pedestrian system is based on a street and alley grid that promotes easy and variable pedestrian circulation and connections. In addition to our improved streets and alleys, Eastlake has a growing number of pedestrian passageways and hillclimbs. Examples of some of Eastlake's non-street/alley pedestrian connections include the Louisa Street passageway, the Martin Street-end stairway (which connects Eastlake to north Roanoke Park/Portage Bay), the Quick Stop and Hart Crowser stairs (both on private property), the recently completed south Fairview trail, the soon-to-be enhanced Franklin Avenue Green Street, and the soon-to-be created Fairview Olmsted stairway.

Although Eastlake has a fairly extensive pedestrian circulation system, there remain gaps that should be addressed to help make the neighborhood system complete. Several additional potential pedestrian passageways and hillclimbs have been identified by the Transportation and Open Space planning teams, including the Shelby Street hillclimb and mid-block crossing at the Fairview Olmsted Park, the Howe Street passageway, the south I-5 Freeway hillclimb, and the Fairview Avenue passage between Hamlin and Roanoke streets. Most, if not all, of these identified passageways and hillclimbs occur on public right-of-way.

There is also the potential to provide key public passageways and hillclimbs in easements on selected private properties, such as those located on steep hills or unusually long blocks where no public properties are available for connections. The locations and possible development incentives for such key passageways and hillclimbs need to be identified. However, one example is the 2300 block of Eastlake Avenue. This block, the core of the commercial district, is longer than many Eastlake blocks, and several undeveloped lots flank Eastlake Avenue at mid-block. Future development of these lots could provide an east/west pedestrian connection between the adjoining alleys and Eastlake Avenue (one already exists in the Quick Stop parking lot), together with a mid-block pedestrian crossing of Eastlake Avenue.

Such passageways are good for residents and businesses, and can be carefully designed to ensure compatibility between public and private uses. Incentives for passageways and hillclimbs on private property may vary from site to site, but would be limited to those incentives (or related incentives) that were generally supported by the April 1998 Options Guide respondents: setback reduction, lot coverage increase, building depth increase, density increase, and open space/landscaping departures (suggested by DCLU and related to other supported development standards). See Figure IV.8.

Figure IV.8 Passageways and Slot Views Questionnaire Results

What incentives might be offered in exchange for public passageways and slot views through private property?			
	Agree	Oppose	No Opinion/ No Answer
Setback reduction	44.4%	16.0%	39.6%
Lot coverage increase	39.5%	24.6%	35.8%
Building depth increase	43.2%	16.0%	40.8%
Density increase	44.5%	17.3%	38.3%
Modest parking reduction	34.6%	29.6%	35.8%
Modest height increase	27.2%	38.3%	34.6%
Tax reduction	42.0%	24.7%	33.3%
No incentives	8.6%	40.7%	50.7%

Eastlake's existing and potential hillclimbs and passageways, including those on public and private properties, should be identified on a plan that shows Eastlake's full network of pedestrian connections. Design standards and guidelines, and development incentives for key connections on private property, should also be prepared for individual sites. Such identification of hillclimbs and passageways, together with design standards, guidelines and incentives, will improve pedestrian access, circulation and views in the neighborhood, while enhancing Eastlake's pedestrian environment.

Comprehensive Plan Support. Some of the goals and policies of the Comprehensive Plan that support this Community Design recommendation are listed below:

- . More efficiently utilize limited land resources (G7, Land Use Element goal)
- . Increase public safety by making villages 'people places' at all times of the day (G8, Land Use Element goal)
- Promote physical environments of the highest quality throughout the city, and particularly within urban centers and villages while emphasizing the special identity of an area (G I 6, Land Use Element goal)

Recommendations

Policy CD-10. *Promote interesting, safe and diverse pedestrian connections on public property throughout Eastlake, and on key private properties, that are compatible with and sensitivity designed for abutting land uses.*

CD-10. Prepare and implement a plan, with design standards and guidelines, for key “Eastlake Neighborhood Hillclimbs and Passageways,” and provide incentives for hillclimbs and passageways that are identified on private property. Incentives could include modification of the Land Use Code requirements for setbacks, lot coverage, building depth, landscaping and open space, and density (maximum 1 additional unit). Modification of height and parking requirements will not be pursued as incentives.

CD-1 1 Cobblestone Streets

Community Design Goals:

- . Preserve the traditional diversity and scale of Eastlake development (Goal CD-1)
- . Create and enhance Eastlake viewsapes and view corridors (Goal CD-3)

Background and Problem. Eastlake has three remaining cobblestone streets: East Boston, East Edgar and East Louisa streets, all between Boylston and Eastlake and comprising six blocks. Other streets, including portions of Lynn, Boylston and Han-din streets, still retain their original cobblestones under an asphalt surface. The sandstone cobbles were laid by or before 1909-10, but have received little repair since that time.

The Eastlake community has, on several occasions, requested in-kind repair of its cobblestone streets, including at least two formal requests through the City's Neighborhood Budget Request Process. The City's response has been that the only repair it will fund for Eastlake's cobblestones is asphalt patching or full surfacing. In 1996, SEATRAN and the Department of Neighborhoods inventoried the location and condition of the City's cobblestone streets and, without notice to affected communities or public process, entered into an agreement about which cobblestone streets would have in-kind maintenance, which would be harvested for other street repairs, and the community process for requesting and receiving asphalt patching and surfacing of streets that were not identified for in-kind maintenance (60% of block residents and businesses must sign a petition requesting the asphalt maintenance). Based on this Agreement, none of Eastlake's cobblestone streets will receive in-kind maintenance from the City and all could be used for cobblestone harvesting unless the community finds alternative funding sources for in-kind repairs (such as a Local Improvement District).

As demonstrated by the community's formal budget requests and by numerous requests to include cobblestone street preservation in the Community Design planning team work, Eastlake has consistently supported preservation of its cobblestone streets. Retention of the cobblestone streets was also supported by TOPS (the K-8 public school in Seward School) in its May 1, 1996 Seward School Educational Specifications. These important viewsapes evoke Eastlake's history, and also slow vehicular traffic, and should be studied for their restoration opportunities.

In no case should Eastlake cobblestones be harvested for streets outside of the neighborhood. If it is essential to remove any cobbles, such as for utility work, they should be stored and reserved for Eastlake repairs.

Comprehensive Plan Support. Some of the goals and policies of the Comprehensive Plan that support this Community Design recommendation are listed below:

- Preserve developments and sites of historic, architectural or social significance that contribute to the identity of an area (G 17, Land Use Element goal)
- . Capitalize on opportunities for promoting community identity through the design of street space, preserving or encouraging: street finishings that reflect the ethnic heritage or architectural character of the neighborhood: artworks: details that can reinforce community identity such as light standards, street name markers, original granite curbs

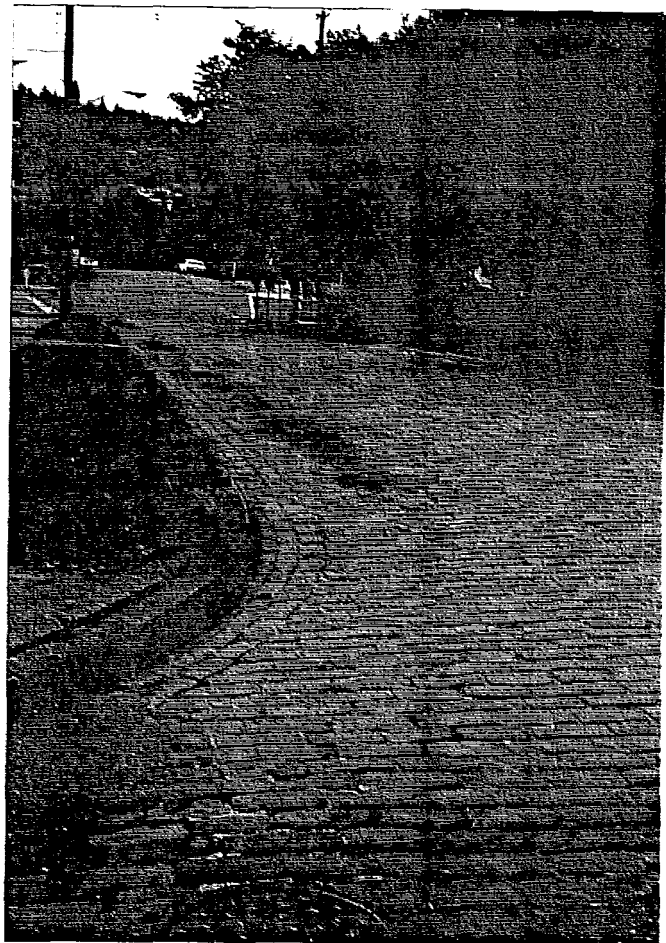
and cobblestone paving, or types of street trees; or space for landscaping projects (CR6. Cultural Resources Element policy)

- . Make the best use of the city's limited street capacity. and seek to balance competing interests (G8. Transportation Element goal)
- Differentiate among the various functions of streets (G 12, Transportation Element goal)
- . Protect neighborhood streets from through traffic (G 13. Transportation Element goal)

Recommendations:

Policy CD- I 1. *Preserve, restore and maintain Eastlake 's cobblestone streets because of their historic, aesthetic and traffic calming value.*

CD-1 1. Prepare and implement a plan to preserve, restore and maintain Eastlake's cobblestone street surfaces. especially on Boston, Louisa and Edgar streets. The plan should identify restoration and maintenance options, costs, and funding sources, and could explore the re-establishment of cobblestones on additional streets that have been paved.



Like other cobblestone streets in the neighborhood, the Louisa sandstone cobbles date from 1909-10 and are reminiscent of Eastlake 's part.

CD-12 Lynn Street

Community Design Goals:

- . Establish identifiable districts, nodes and gateways (Goal CD-2)
- . Create and enhance Eastlake viewscales and view corridors (Goal CD-3)
- Encourage pedestrian activity along streetscapes, alleys and hillclimbs (Goal CD-4)

Background and Problem. There are three major gateways to the Eastlake neighborhood. The north and south gateways have been identified and improved with artwork, landscaping and other amenities, and are the subject of further action identified in the Eastlake Neighborhood Plan (see especially the North Gateway Element). However, Eastlake's third and well-traveled gateway at Lynn Street (from Boylston to Eastlake avenues) has yet to receive any special consideration or amenities, and should be the subject of a pedestrian improvement project.

This section of Lynn Street was previously studied by the City for possible roadway improvements which would have created a west-bound left-turn lane from Lynn Street to Eastlake Avenue. However, the improvements were abandoned in response to community concerns that the widening would have eliminated the already narrow planting strips and increased traffic volumes through the neighborhood. As an alternative, a Lynn Street left-turn signal, without the lane widening, is recommended in the Transportation section of the Eastlake Neighborhood Plan, thus preserving the limited right-of-way for pedestrian amenities, such as landscaping.

Design elements that could be explored in the Lynn Street pedestrian improvement project include street trees and landscaping, curb bulbs and other amenities at the Franklin intersection, potential kiosk locations, paving surfaces, and pedestrian-oriented development on the corners of the Eastlake/Lynn intersection (such as guidelines for future redevelopment of the corners or for possibly converting existing parking on the northeast corner to other, more pedestrian uses). Sources for funds to implement the design elements should also be explored.

The Lynn Street corridor also provides public views of Lake Union, which should be preserved and enhanced as part of the improvement project.

Comprehensive **Plan** Support. Some of the goals and policies of the Comprehensive Plan that support this Community Design recommendation are listed below:

- . Maximize the potential of the street system for public use through the reclamation of portions of public right-of-way, where appropriate, for open space, waterfront access, tree planting and substantial landscaping, pedestrian amenities, recreation space, view corridors, and boulevards (L151, Land Use Element policy)
- Promote physical environments of the highest quality throughout the city, while emphasizing the special identity of each area (G 16, Land Use Element goal)
- . Emphasize flexibility in planning, designing and developing new open space and encourage development of innovative projects (L 146, Land Use Element policy)

- . **Create** desirable, safe, convenient environments that are conducive to walking and bicycling (G21, Transportation Element goal)
- . Capitalize on opportunities for promoting community identity through the design of street space, preserving or encouraging: street furnishings that reflect the ethnic heritage or architectural character of the neighborhood: artworks: details that can reinforce community identity such as light standards, street name markers, original granite curbs and cobblestone paving, or types of street trees; or space for landscaping projects (CR6, Cultural Resources Element policy)

Recommendations:

Policy CD-12. *Enhance Lynn Street between Eastlake and Boylston Avenues as a Gateway to the Eastlake neighborhood, a view corridor, and an important pedestrian connection, while retaining its existing street and right-of-way width.*

CD-12. Develop a Lynn Street pedestrian improvement project that recognizes this street as a gateway to the Eastlake neighborhood. A plan for street tree plantings, street furniture, paving surfaces and other pedestrian amenities would be prepared and implemented, together with identification of funding needs and sources.

CD-13 Green Spaces

Community Design Goals:

- . Create and enhance Eastlake's viewsapes and view corridors (Goal CD-3)
- Encourage pedestrian activity along streetscapes, alleys and hillclimbs (Goal CD-4)
- . Improve the urban ecological health of Eastlake (Goal CD-5)

Background and Problem. Vegetation is integral to Eastlake's character, and is an important component of our architecture, streetscapes, view corridors and viewsapes. In densely developed communities such as Eastlake, where green spaces are limited, treasured and diminishing resources, it becomes even more important to find new places for landscaping that can be enjoyed by humans and wildlife. Development standards and guidelines could identify creative and unique ways to increase the planting of places such as roofs, balconies, fences, building walls and planting strips. Such standards and guidelines would also consider view and sunlight preservation (including views of business storefronts or sunlight for a neighbor's garden), maintenance, and unobstructed pedestrian use of sidewalks next to planting strips.

Several Community Design recommendations, including CD-1 .2, CD-2, CD-1 O, and CD-12, address the planting of green spaces in specific areas, but additional work is needed to more fully identify opportunities and methods of increasing green spaces throughout the neighborhood, especially as a integrated component of development projects.

Comprehensive Plan Support. Some of the goals and policies of the Comprehensive Plan that support this Community Design recommendation are listed below:

- . Protect the habitat of native and migratory wildlife by encouraging open space conservation and providing for the growth of native species of trees (G99, Land Use Element goal)
- . Provide open space to enhance the village environment, to help shape the overall development pattern, and to refine the character of each village (G 15, Land Use Element goal)
- Promote physical environments of the highest quality throughout the city, while emphasizing the special identity of each area (G I 6, Land Use Element goal)
- . In pedestrian-oriented commercial zones, maintain an active, attractive, accessible pedestrian environment (G58, Land Use Element goal)
- . Emphasize flexibility in planning, designing and developing new open space and encourage development of innovative projects (L 146, Land Use Element policy)

Recommendations:

Policy CD-13. *Increase the amount and creative use of vegetation on public and private properties and buildings.*

CD-13. Prepare development standards and guidelines to increase the amount and creative use of vegetation on public and private properties and buildings (such as on roofs, balconies, building walls and fences, and in planting strips), while considering the impacts on views (including scenic and storefront views), sunlight, maintenance, and pedestrian use of sidewalks and planting strips.

CD-14 Noise

Community Design Goals. Improve the ecological health of Eastlake and avoid or minimize environmental impacts (Goal CD-5)

Background and Problem. Eastlakers increasingly identify noise as one of the community's most serious problems. Traffic-related noise, mainly from the I-5 freeway but also from Eastlake and Boylston avenues, is the most pervasive throughout the neighborhood. However, more localized noise sources, such as roof-top mechanical equipment and late-night commercial activities or music, also generate unacceptable levels of noise that affect neighboring properties.

Some efforts have been made to reduce neighborhood noise levels, including the electrification of some of Eastlake's bus routes, but these have only minimally improved the ambient noise levels. Several noise-related recommendations are included in the Transportation Element of the Eastlake Neighborhood Plan, mostly involving structural and operational solutions to noise impacts. Consideration should also be given to natural sound absorption techniques, such as vegetation and berms, on public and private properties, as these would have the additional benefit of providing a visual amenity as well as possible habitat.

Comprehensive Plan Support. Some of the goals and policies of the Comprehensive Plan that support this Community Design recommendation are listed below:

- . Protect the habitat of native and migratory wildlife by encouraging open space conservation and providing for the growth of native species of trees (G99, Land Use Element goal)
- Improve environmental quality (GI, Transportation Element goal)
- . Reduce and/or mitigate air, water and noise pollution from motor vehicles (G3, Transportation Element goal)

Recommendations:

Policy **CD-14**. *Encourage the use of landscaping, berms and other natural sound absorption techniques to reduce noise and create an aesthetically pleasing environment and/or wildlife habitat.*

CD-14. Prepare and adopt an "Eastlake Natural Sound Absorption" design guideline to reduce noise on and emanating from public and private properties.

CD-15 NOAA Property and Other Shoreline Development

Community Design Goals:

- Preserve the traditional diversity and scale of Eastlake development (Goal CD-1)
- . Establish identifiable districts, nodes and gateways (Goal CD-2)
- . Create and enhance Eastlake viewscales and view corridors (Goal CD-3)
- . Promote compatibility between commercial and residential uses (Goal CD-7)

Background and Problem. One of Eastlake's most important and diverse resources is its Lake Union shoreline. Maritime businesses such as Lake Union Dry Dock and Wards Cove Packing Company, street-end parks, wildlife habitat and the floating home community—all uses and environments that are intrinsic to Eastlake's character--dot the shoreline and together create a fragile balance between the working waterfront, residences, recreation and wildlife.

During the last several decades, Eastlake has observed the steady and nearly complete transformation of South Lake Union away from water-dependent and industrial maritime uses. Eastlake's zoning and shoreline designations offer some protection against the proliferation of restaurants and other non-water dependent commercial uses that has occurred along South Lake Union. However, there remains a need to ensure that future development, especially the re-development or reuse of large or contiguous shoreline properties including the NOAA site, is compatible with and enhances Eastlake's existing maritime uses, shoreline parks, habitat and floating home community.

NOM. The property now occupied by NOAA is one of the largest shoreline sites in Eastlake, and may undergo a change in use and/or be redeveloped during the next five to ten years.

The ships and administrative facility of Pacific Marine Center of the United States National Oceanic and Atmospheric Administration (NOAA) are located on leased land at 1801 Fairview Avenue East along the Lake Union shoreline. Established in 1963 as the U.S. Coast and Geodesic Survey, the federal agency was re-organized in 1970 as NOAA, and has been a neighborhood-supported cornerstone of the south Fairview maritime district for 35 years. NOAA's Lake Union facility is currently the home port of six research ships, two of which have been de-activated and are being offered for sale (one was recently purchased and will be leaving NOAA in early summer, 1998).

However, with the development of the Sand Point site on Lake Washington for NOAA's administrative functions, the agency's need for the Lake Union site has diminished, and NOAA's lease expires in 2003. NOAA is currently researching sites in the Puget Sound area for its active ships, and continued use of the Fairview site for its ships is highly uncertain.

With substantial pier space, more than 1,100 linear feet of shoreline, about 107,000 square feet of dry land, and 200,000 square feet of submerged land (one of the largest and longest assemblages of privately owned dry land in Eastlake), re-development of the NOM property will have a significant effect on the character and uses in the area, including especially other water-dependent maritime uses, recreational uses and the nearby floating home community. New

development could strengthen or adversely alter this character as well as the balance that exists between office, maritime, residential, recreational and other uses in the area.

Other Properties with Redevelopment or Reuse Potential. Other large or contiguous parcels of shoreline exist along Fairview Avenue, including the sites of Ward's Cove Packing Company and Lake Union Dry Dock, and the contiguous sites of Cadranell Yacht Landing, Marine Service Center, and property at the foot of Roanoke (formerly occupied by Aztecs, Roanoke Landing and the Hungry Turtle).

The lease on the Roanoke property and the manna behind it is due to end within one year. Changes occurring on the Roanoke property/marina site, or on other shoreline sites in the future, create uncertain y, but also the opportunist y to shape future uses and development of the Fairview shoreline in a way that enhances Eastlake character, protects nearby recreational and habitat amenities, strengthens existing maritime uses, and reduces impacts to the surrounding community.

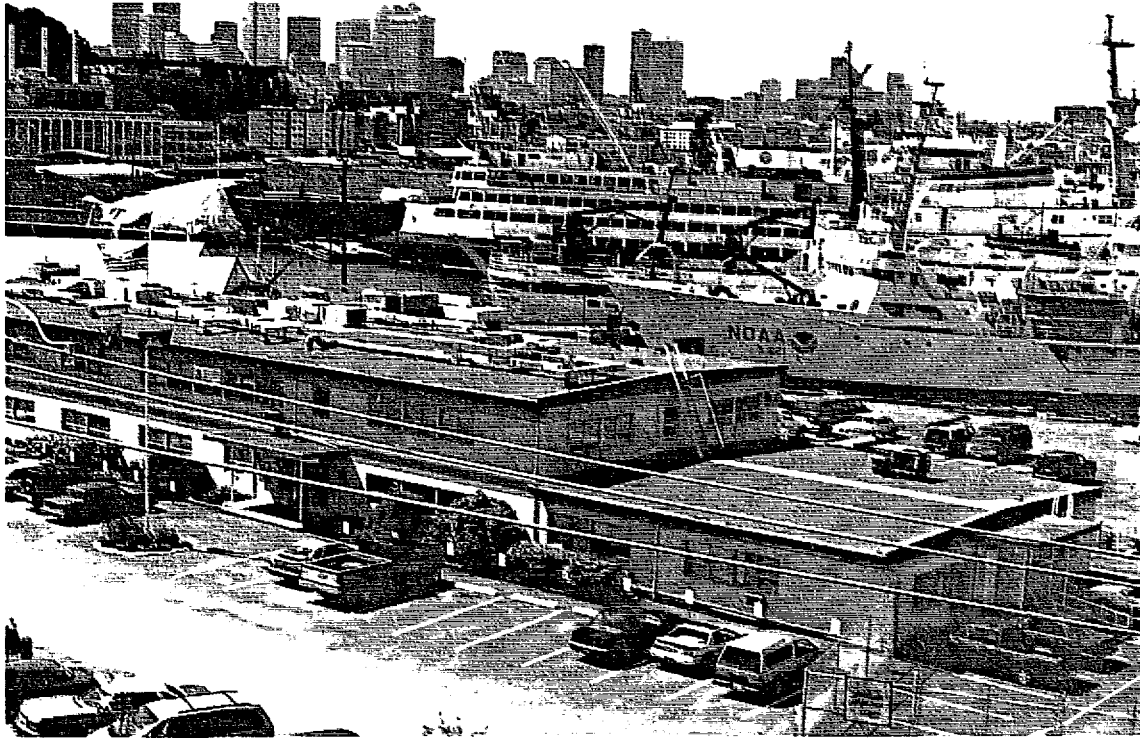
Comprehensive Plan Support. Some of the goals and policies of the Comprehensive Plan that support this Community Design recommendations are listed below:

- . Preserve industrial land for industrial uses and protect viable marine and rail-related industries from uses competing for scarce land resources (G61, Land Use Element goal)
- . Identify and designate appropriate land adjacent to deep water for uses that require such condition, such as industry or commerce (L 187, Land Use Element policy)
- . Retain the working character of Lake Union by reserving those areas of the lake's shorelines that are suitable for water-dependent uses for the use of marine businesses; prohibit new residential uses on industrial shorelines (L200.B.2, Land Use Element policy)
- Provide a maximum amount of public access in locations that do not conflict with water-dependent manufacturing uses (L200.B.2, Land Use Element policy)
- . Provide for some open water and protect view of Lake Union in all shoreline environments in Lake Union (L200.B.2, Land Use Element policy)
- . Plan for and encourage the integration and location of compatible uses within segments of the shoreline. (G76, Land Use Element goal)
- . Encourage economic activity and development of water-dependent uses by planning for the creation of new developments in areas now dedicated to such use (G87, Land Use Element goal)

Recommendations:

Policy **CD-15**. *Ensure that the future use and development of Eastlake 's shoreline properties strengthen and enhance the neighborhood's existing maritime uses, recreational uses, habitat and floating home community that are along the shoreline.*

CD-15. Undertake neighborhood-based, site-specific planning for the potential re-development of major properties along the Fairview shoreline, including especially the property occupied by NOAA, in a way that strengthens Eastlake's existing industrial maritime uses, recreational uses, shoreline habitat and floating home community.



The NOAA facility on Fairview Avenue and Lake Union

CD-16 Commercial/Residential Compatibility

Community Design Goals:

- . Promote compatibility between commercial and residential uses (Goal CD-7)
- . Preserve the traditional diversity and scale of Eastlake development (Goal CD-1)

Background and Problem. The transition between commercial and residential development is an important consideration throughout Eastlake, especially in light of the numerous commercial/residential zone edges that exist in the neighborhood as well as Eastlake's efforts to create more housing in Eastlake Avenue's commercial zones. Impacts resulting from incompatible uses, scale, siting and other factors include loss of light and privacy, noise and glare intrusion, and aesthetic impacts. Such impacts are only minimally addressed by the development standards in the Land Use Code. Most Eastlake development projects have been conditioned during the SEPA process to provide additional mitigation of transition-related impacts, but this mitigation is sometimes inadequate, unpredictable and not consistently applied.

While SEPA'S site/project specific focus allows for customized impact mitigation, it is nonetheless desirable to develop predictable, effective measures that anticipate and reduce impacts on residential uses that are sometimes created by the close proximity, orientation or incongruent scale of abutting or nearby commercial development. Setbacks, height terracing and landscaping (of the proposed commercial or residential building) could be used to provide privacy, sunlight and air to residential units and to ensure compatible scale between buildings. Examples of new projects that would include such compatibility measures in the design are: a new office building next to an existing apartment building that has units oriented toward the commercial property (as could occur on the parking lot next to the Yates apartments on Eastlake Avenue) or a new condo proposed next to an existing office building (as could occur on the Quick Stop site south of the Areis Building). Measures that address transition problems between zones (such as on each side of an alley) could also be developed.

Comprehensive Plan Support. Some of the goals and policies of the Comprehensive Plan that support this Community Design recommendation are listed below

- . Promote residential development that is both livable for residents and compatible with the desired commercial fiction for the area (G58, Land Use Element goal)
- . Encourage business creation, expansion and vitality by allowing for a mix of business activities, while maintaining compatibility with the neighborhood-serving character of business districts and the character of surrounding areas (G56, Land Use Element goal)

Recommendations:

Policy CD-16. *New development should anticipate and reduce impacts on residential uses that are sometimes created by the close proximity, orientation or incongruent scale of commercial development, including loss of privacy, sunlight and air, increased noise, artificial light and glare, and incompatible scale.*

CD-16. Develop and adopt zoning standards and/or an “Eastlake Transitional Massing” design guideline that would increase the compatibility of commercial and residential uses on abutting and nearby properties in Eastlake. This design standard or guideline is intended to anticipate and reduce the impacts of commercial development on residential uses through the use of setbacks, height terracing and landscaping. It would apply to new development in situations where residential units are oriented toward the commercially zoned or developed property.

CD-17 Permit Tracking

Community Design Goals: This recommendation is related to all Community Design goals in that permit information, monitoring, compliance and enforcement are all necessary to evaluate and achieve goals.

Background and Problem. Through its review of proposed, approved and constructed development projects, the Eastlake community has learned of several code and permit compliance problems that repeatedly occur and would be partially resolved by improved notice, tracking, monitoring, and enforcement of certain elements of approved projects. Notice and tracking of certain elements of all approved projects would also assist Eastlake in monitoring and planning for future development.

Parking. Perhaps the most persistent and extensive of the problems is related to parking, and includes: 1) the elimination or misuse of required parking after a project is approved and constructed; and 2) the effectiveness and enforcement of required Transportation Management Programs (TMPs).

Elimination of Parking. Eastlake has had several situations where required parking that was permitted to be located off-site (that is, on a different site or lot than the use requiring the parking) is later eliminated by new construction, and the use requiring the parking continues. Construction on the lots with the required parking was permitted by the Department of Construction of Land Use because DCLU staff had no readily-accessible record of the off-site parking, and its existence was not disclosed during the permitting process for the new construction.

In other situations, required on-site parking is converted to other uses or rented out to the general public instead of reserved for the use that required the parking. Taken individually, such conversion of required parking for a particular house, apartment or office use may have minimal impact on the parking availability in an area. However, in an area like Eastlake that experiences a high level of parking congestion and parking space conversions (as confirmed by the Community Design team's field inventory), the cumulative effect can have a significant impact on- and off-street parking.

TMPs. At least five commercial uses in Eastlake are required by permit to have TMPs. The purpose of the TMP is to reduce vehicle traffic and parking demand in Eastlake by getting employees to commute in carpools and by bus, bike or foot. Each of the TMPs have goals for reducing dependence on single occupancy vehicles, as well as quarterly reporting responsibilities. Since the first TMP was established in Eastlake, members of the Eastlake community have periodically reviewed Seattle Transportation's TMP files and found the reporting sporadic to non-existent, and compliance with goals questionable. During its last review in October 1997, not a single TMP report had been filed by any of the required Eastlake uses for about a year and a half, and no City department was monitoring any of Eastlake's TMP programs.

Solutions. Eastlake continues to address some aspects of its parking congestion and demand through individual project review and the ongoing implementation of its Residential Parking Zone (RPZ). However, these tools do not resolve the code or permit compliance problems of

eliminated or converted parking spaces and TMPs. On occasion, members of the Eastlake community have filed complaints to DCLU about parking that has been displaced by new construction, but such after-the-fact enforcement is difficult for all parties involved and requires information about off-site parking that is often not readily-available. Eastlake has also filed complaints to DCLU regarding lack of monitoring and enforcement of required TMPs, which has resulted in only temporary attention to the issue and short-term reporting compliance. Additional tools are needed to help track and enforce the parking requirements and TMPs of approved projects.

Other Project Elements. In addition to parking, Eastlake community members are concerned about ensuring the compliance of other important project elements, including the number of residential units approved for a project, types and square footage of non-residential approved uses, and approved height. The tracking of residential units will occur through the implementation of Recommendation CD-4, which has been identified as one of Eastlake's key implementing strategies. Reporting of approved non-residential uses and building height will assist the community and City with compliance, future changes of use and planning.

Type I MUP Projects. Smaller, new construction and some changes of use require only a Type I Master Use Permit (MUP), and much of Eastlake's recent residential development has occurred in Type I projects. However, there is no public notice for proposed or approved Type I development projects. As a result, communities are often not provided information on or even aware of such projects and their associated permit requirements. This makes it difficult to track and monitor important project elements, including the number of residential units, the types of non-residential uses, and the amount and location of parking, all of which are essential to monitor and effectively plan for Eastlake's residential growth, commercial uses, and parking demand.

Comprehensive Plan Support. Some of the goals and policies of the Comprehensive Plan that support this Community Design recommendation are listed below:

- . There are no Comprehensive Plan goals or policies that relate specifically to monitoring elements of development (other than housing targets and employment), documenting information, enforcement or other administrative issues, but the recommendation would enable Eastlake and the City to more closely evaluate and measure progress toward achieving Comprehensive Plan and neighborhood plan goals.

Recommendations:

CD-17. Develop tracking and enforcement mechanisms for the important elements of Eastlake development projects, including parking, height, and non-residential approved uses. Specific implementation recommendations are listed below.

1. Develop tracking and enforcement mechanisms for the amount and location of parking required for all approved Eastlake projects and for TMPs, that includes the following: 1) file covenants identifying required parking with King County records department; 2) during review of a proposed project application, automatic identification by DCLU of any required parking that might exist on the proposed construction site; 3) identification of the amount and location of parking required for approved projects, such as in summary

form for a given time period; and 4) regular ongoing City monitoring of approved TMPs, with improved methods of obtaining quarterly reports and verifying commute modes.

2. Develop tracking and enforcement mechanisms for other important elements of all approved development projects in Eastlake, including types and square footage of non-residential approved uses, and approved height.

CD-18 Seward School

Community Design Goals:

- . Preserve the traditional diversity and scale of Eastlake development (Goal CD-1)
- . Establish identifiable districts, nodes and gateways (Goal CD-2)

Background and Problem. Seward School is an essential part of Eastlake's identity, and contributes significantly to the educational, historical, social and civic well-being of our community.

Seward School is one of the original model public schools founded by James Stephens. Except for a temporary closure in 1997 for construction activities, Seward has opened its doors for public education every fall since 1893. It was a neighborhood school for 96 years through 1989, the temporary home of Colman elementary school for two years, and in fall 1991 became the new home of TOPS (The Options Program at Seward).

TOPS is a K-8 school with about 550 students from throughout the city and includes a hi-lingual program. TOPS was started as an alternative school at Stevens on Capitol Hill (in about 1985) by parents who had a vision for creating an educational program with strong parental involvement, academic excellence and diverse educational opportunities. The Eastlake community is rich with urban resources—including Lake Union, seaplanes, NOAA ships, the historic Steam Plant, boat building, and an Alaska fishing fleet—that are part of TOPS' extended classroom. Eastlake values the popularity and success of the TOPS program, the presence of children in the neighborhood, the ethnic diversity of the TOPS and bilingual programs, and the opportunities to work with TOPS on activities of mutual interest.

The cornerstones of Seward School are three buildings that were constructed in 1893, 1905 and 1917. These buildings and the school site are designated a historic landmark---one of four in the Eastlake neighborhood. New additions to these original structures were under construction in 1998, to be completed by fall 1999. Included in the renovation is a community meeting room in the 1917 building, with direct entrance to an outside courtyard, and the new gymnasium and other school facilities will also be available to the community when school is not in session. Because Seward School is Eastlake's only public facility, and because the neighborhood's only hard surface play area was on the Seward site, the community's use of the school for meetings, voting, social events, recreation and other community activities is of critical importance.

Eastlake community organizations and individuals have a solid tradition of support for a public school at the Seward site. For example, in recent years the community: was directly responsible for an \$11,000 contribution to Seward for asbestos removal (1987); arranged for the donation of \$10,000 worth of computer equipment by Walker, Richer & Quinn (1991); and was a co-applicant for the City grant that paid for the Franklin Avenue playscape, arranged a \$1350 contribution for materials, provided volunteer labor for installation, and contributed over \$1000 in cash (1992-93). More recently, the community has funded and organized several community/school events, including two school reunions and a centennial event.

The community has participated extensively in decisions about the use and modification of Seward School. It's efforts in 1988 helped to fend off permanent closure of Seward as a public school and initiate the move of the TOPS program from the portables at Stevens School to Seward. Eastlake has worked to minimize the impacts of development on Seward (such as from a once-proposed freeway expansion and more recent light rail/monorail proposals) as well as the impacts on the neighborhood created by Seward. A School Advisory Committee, consisting of three Eastlake residents, TOPS principal and Parks Department representative, was created as a Seward permit requirement to help monitor and address parking issues and non-school use of the Seward facilities, and the Eastlake Community Council has a seat on the TOPS Site Council. Eastlake has also advocated for strong protection of Seward's historic buildings and landmark status, and led the effort to create the Franklin Avenue Green Street for joint community and school use.

Concerns exist about ensuring the future of Seward School and its important role in the Eastlake community. Making Seward more available for the education of Eastlake children (see also the recommendations in Diversity chapter of the Eastlake Plan), preserving Seward's historic buildings and landmarked status, ensuring continued community use of the School, reducing impacts of and to the School, and keeping Seward open as a public school—all of these issues are of ongoing and significant importance to the Eastlake community.

Comprehensive Plan Support. Some of the goals and policies of the Comprehensive Plan that support this Community Design recommendation are listed below:

- Preserve developments and sites of historic, architectural or social significance that contribute to the identity of an area (G 17, Land Use Element goal)
- . Endeavor to provide at least one clearly defined focus for each urban village that provides a place to be shared by the village population for informal public gathering or other community events. The focus may incorporate components such as public open space, the center of commercial activity, a school, a historic landmark, the community center or other publicly accessible place (L 149, Land Use Element policy)
- . Encourage other governments, schools, institutions and community based organizations to provide opportunities for people's participation in discussions that shape decisions about their neighborhoods and communities (HD4, Human Development Element policy)
- Capitalize on the potential that public projects have for serving as symbols of the city, and for expressing the identity and special character of the area where they are located by encouraging public art and excellent urban design and architecture (CR5, Cultural Resources Element policy)
- Work with neighborhoods and agencies to identify resources of historic, architectural, cultural, artistic, or social significance, and encourage neighborhood-based efforts to preserve these resources, and identify structures, sites and public views for protection measures (R9, Cultural Resources Element policy)

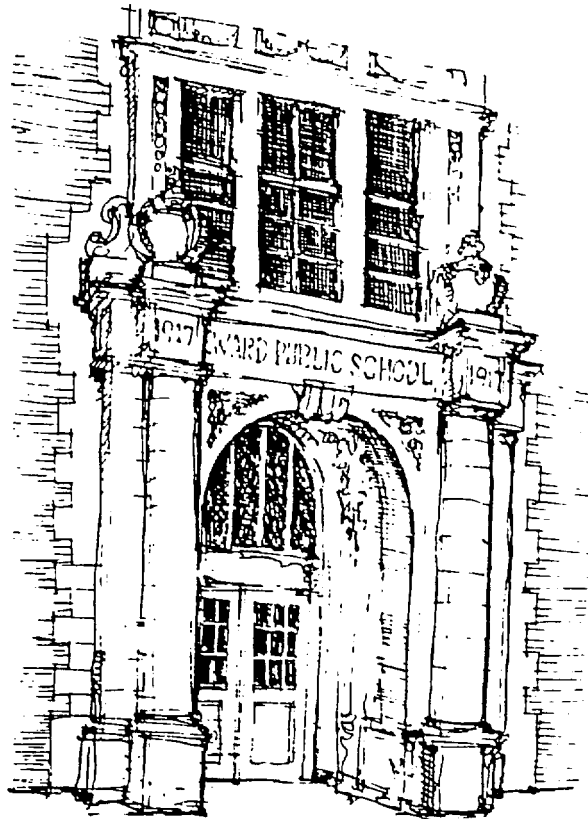
Recommendations:

Policy CD-18. *Seward School has an ongoing and significant role in the Eastlake community as a place of historic distinction for public school education and for social, civic and recreational activities within the community, and should be maintained, enhanced and nurtured as such.*

CD-18. Ensure Seward School remains a public school and focus of community identity and activities. Specific implementation measures at this time include:

1. Participate in the Seward SAC and TOPS Site Council.
2. Continue to support landmark designation of Seward School.
3. Work with TOPS and the School District on matters of mutual interest, as opportunities arise.

See also related Recommendations D-1.4 (Eastlake enrollment in TOPS) and OS-8.1 through 8.8 (Rogers Playfield and Franklin Avenue).



CD-19 Skybridges

Community Design Goals:

- . Preserve the traditional diversity and scale of Eastlake development (Goal CD-1)
- . Establish identifiable districts, nodes and gateways (Goal CD-2)
- . Create and enhance Eastlake viewsapes and view corridors (Goal CD-3)
- . Encourage pedestrian activity along streetscapes, alleys and hillclimbs (Goal CD-4)

Background and Problem. Much of the focus of Eastlake's past and current planning has been on: preserving and creating views of all kinds, especially those along public rights-of-ways; strengthening Eastlake Avenue as an integrated part of the community; creating attractive, vital and interesting streetscapes in residential and commercial areas (and particularly along Eastlake Avenue); and protecting the character that is inherent in Eastlake's older structures, including especially its historic landmarked buildings.

Basic to all these themes is the movement of people in public spaces, especially along Eastlake's streets. People at street level enjoy the views and streetscape amenities, create a community on the street, and appreciate the architectural traditions of our past. Thus, it is important to continually foster pedestrian activity at its highest level along Eastlake's streets.

Many measures have been recommended in the Eastlake Neighborhood Plan to enhance Eastlake's streetscape and pedestrian safety. Skybridges are deliberately omitted from these measures because they are incompatible with other Eastlake goals, policies and recommendations, and would undermine Eastlake's efforts create vital and interesting public streetscapes. Although skybridges are a solution rarely sought in Eastlake, one was proposed in the distant past as part of an expansion proposal by SeaFirst, but was abandoned when an environmental impacts statement was required for the project. More recently, a Seattle paper reported that Zymogenetics was considering constructing a sky bridge over Eastlake Avenue between its new building and the landmarked Steam Plant. This rumored proposal prompted the Eastlake Tomorrow Steering Committee to approve a recommendation against elevated skybridges.

Comprehensive Plan Support. Some of the goals and policies of the Comprehensive Plan that support this Community Design recommendation are listed below:

- . Preserve developments and sites of historic, architectural or social significance that contribute to the identity of an area (G 17, Land Use Element goal)
- Increase public safety by making urban villages "people places" at all times of the day (G12, Land Use Element goal)
- . A neighborhood plan may make neighborhood specific policy recommendations on issues of interest to the neighborhood (N 14, Neighborhood Planning Element policy)
- . Capitalize on opportunities for promoting community identity through the design of street space, preserving or encouraging: street furnishings that reflect the ethnic heritage or

architectural character of the neighborhood: artworks: details that can reinforce community identity such as light standards, street name markers, original granite curbs and cobblestone paving, or types of street trees; or space for landscaping projects (CR6, Cultural Resources Element policy)

Recommendations:

Policy CD-19. *Skybridges are not compatible with Eastlake's vision, goals and efforts to enhance its public vie ws and streetscapes, preserve historic buildings and to foster pedestrian activity and social interaction deemed vital to the strength of the community.*

CD-19. Prohibit skybridges on public property and rights-of-way in Eastlake and work with the City and applicants of development projects to enhance the public streetscape for all to enjoy or, only when necessary, develop below-grade connections to buildings that do not detract from activity at the street level.

6. Key Pending Issues

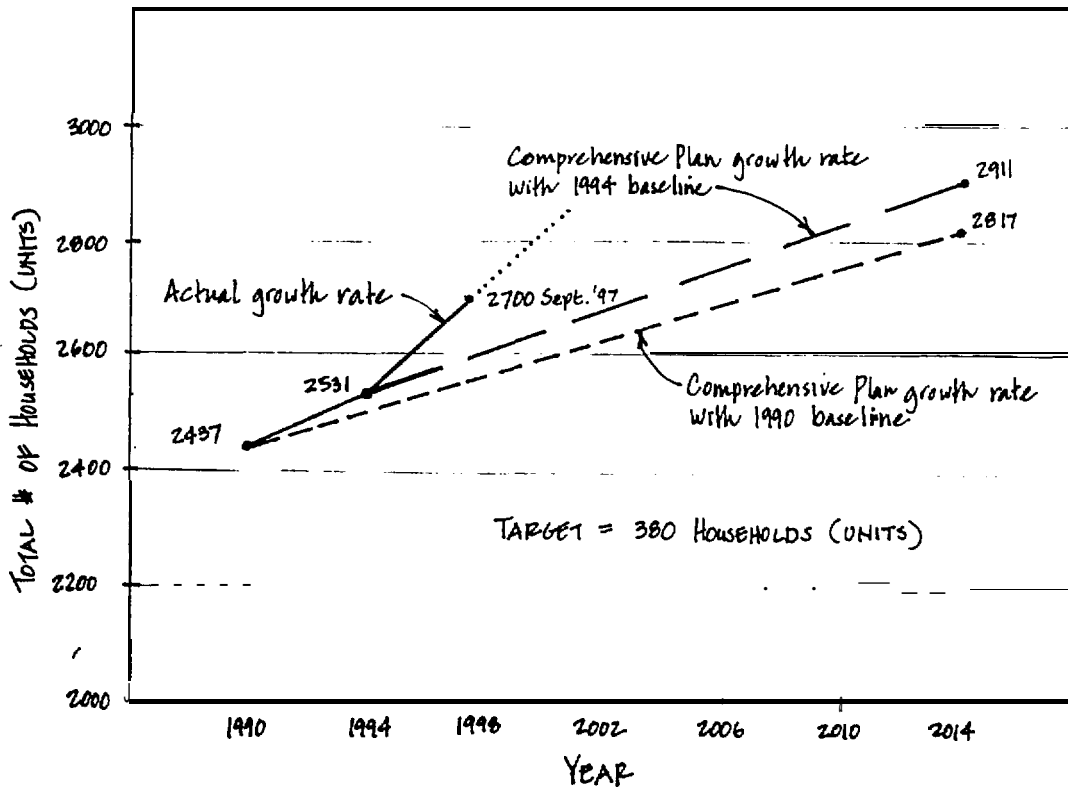
The amount and location of housing within the Eastlake neighborhood is a key issue that should be closely monitored and, if necessary, addressed during and beyond the term of the City's Comprehensive Plan and the Eastlake Neighborhood Plan.

The City's Comprehensive Plan, which was adopted in 1994, established targets for household growth within residential urban villages through the year 2014. Eastlake's household target is 380 households, or units, by the year 2014.

The housing targets were established at the time of the 1990 census, but the City is using the Comprehensive Plan adoption date of July 25, 1994, as the baseline for measuring household growth. Because the Eastlake neighborhood experienced substantial residential growth during the years between the census and adoption of the Comprehensive Plan, and continued to have substantial growth after Plan adoption, the Community Design planning team tracked the number and location of new housing units since 1990 to determine whether measures should be taken to control household growth.

Eastlake's household count in 1990 was 2437 units. 94 units (net) were constructed between 1990 and July 25, 1994; 169 more units (net) were constructed between July 25, 1994 and September 17, 1997. The total number of new units constructed since 1990, when the household growth targets were established, is 263 (as of September 1997). See Figure IV.9.

Figure IV.9 Eastlake Household Growth



Regardless of whether the household growth is measured from 1990 or 1994, Eastlake's residential growth is occurring at a rate that is faster than anticipated by the Comprehensive Plan. Based on current growth rates, Eastlake would meet its housing target by the year 2004, ten years earlier than projected by the Comprehensive Plan. Nearly two-thirds of Eastlake's residential growth since 1990 has occurred in commercially zoned areas.

There are numerous Community Design recommendations that address housing. For example, Recommendation CD-1, the Eastlake Avenue Pedestrian District zoning changes, would potentially precipitate residential development along parts of Eastlake Avenue. Recommendation CD-3 offers zoning incentives for the preservation of existing buildings, including older residential structures that are in Eastlake's lowrise, residential zones. While residential growth would still occur in the lowrise zones, the incentives may result in fewer demolitions of Eastlake's existing housing stock. Recommendation CD-7 focuses on developing an alternative type of housing—live/work units.

However, these recommendations are intended, in large part, to direct the type and location of residential growth in Eastlake. They are not designed to reduce housing growth, and some of the

recommendations would likely increase the amount of housing in some parts of the neighborhood, including along Eastlake Avenue.

It is too early to determine whether additional measures should be taken to pace Eastlake's residential growth. If Eastlake's growth conditions should unacceptably depart from growth targets, Comprehensive Plan Policy L61 (Land Use Element) provides for growth monitoring, a special review procedure, and, if necessary, zoning adjustments and other measures to make the actual growth more consistent with the targeted growth.

Consistent with this Comprehensive Plan Policy, Recommendation CD-4 calls for the ongoing monitoring of Eastlake's new residential construction to ensure household growth occurs in a manner that is consistent with the Comprehensive Plan target and with Eastlake's character, scale, and infrastructure. The City should assist with the monitoring of household growth by providing, as it did during the development of the Eastlake Neighborhood Plan, information on the number of residential units permitted in Eastlake. This information will help Eastlake and the City determine whether any additional measures need to be pursued to control and further direct residential growth in the neighborhood.

Chapter V.

OPEN SPACE ELEMENT

1. Vision and Goals

To create an open space network that can provide a variety of experiences that promote community, ecology, learning, and stewardship, and serve Eastlake and the larger region for current and future generations.

Eastlake should strive to create a better balance of informal, natural open space and formal, designed open space. The balance is presently skewed in favor of formal, designed open spaces that support active and passive recreation. To achieve a balance, Eastlake must prioritize more natural or undeveloped spaces that support habitat.

The provision of sufficient, viable open space in Eastlake will require improvements in the categories of habitat, pedestrian connection, and active and passive recreation open space, with the following goals in mind:

- Goal OS-1 Identify and protect open spaces suitable for wildlife and plant habitat,
- Goal OS-2 Create and enhance pedestrian connections within Eastlake and to nearby neighborhoods, using both physical pathways and view corridors.
- Goal OS--3 Improve the use of open spaces for passive recreation needs.
- Goal OS--4 Maintain and enhance open spaces suitable for active recreation needs.

Four principal statements guide the formulation of the specific Open Space recommendations from the above-stated goals:

- . The plan for the overall neighborhood network of open space reflects a balance among the four kinds of open space: habitat, pedestrian connection, passive, and active recreation.
- . The plan for an individual open space should maximize its value for compatible uses and not attempt to accommodate incompatible uses. In this respect, the plan should reflect a trade-off, because any given site cannot support all four kinds of open space without causing a conflict among users and diminishing the value of the space. This is especially true for open spaces with significant habitat value.
- . The inherent characteristics of an open space should guide the appropriate use for that space. These characteristics include environmental conditions, historical use patterns, and existing plans that have not yet been implemented. While public outreach should identify needs, site analysis should identify locations to meet these needs.

- . Open space for habitat is the most severely under-represented use in Eastlake. Site analysis revealed few but key locations for meeting this need. Public outreach identified a strong desire to protect such natural resources as trees and shoreline wildlife. Achieving a balance among the four kinds of open space requires the neighborhood to prioritize habitat needs in the neighborhood plan.

2. Definitions of Terms

The following is a glossary of terms and concepts that are important to the understanding and implementation of the Open Space Element:

Active recreation: Recreation uses that require exertion (basketball, jogging, playground activities, and swimming) or an intensive use of land (gardening, outdoor dining). These open space uses often involve group activities.



Mommy, is slug racing an active recreational use?

Backyard wilderness: The cultivation of backyard open space to support habitat uses, such as bird or insect habitat. Backyard wilderness programs usually involve the enhancement of native vegetation.

Bio-swale: The use of vegetation and landscaping to retain, detain, and filter water. Bio-swales can be effective in treating storm water runoff. However, because this process involves polluted water, surrounding habitat areas must be buffered, or protected, from bio-swales.

Floating wetland: A simple, organic structure that supports the planting of wetland vegetation. However, because these structures can alter water temperature and currents, design guidelines must ensure protection of these areas. This term will be further defined at a later date.

Greenbelt: A steep slope where trees and other forms of vegetation are maintained and enhanced to protect slope stability and habitat.

Green Street: A City of Seattle designation for a street that is designed to give pedestrians preference over vehicles. Such a designation allows the community to design and develop wider walkways, planting areas, traffic calming measures, and other pedestrian amenities.

Habitat: The living space of a community of organisms, characterized by physical (landscape, rocks and soil, water bodies) or biotic (the type of species that inhabit the space) properties. Uses of open space that support habitat include: flowers, greenbelts, trees, and water treatment.

Habitat-sensitive recreation: Recreation that does not disturb or reduce habitat. Open space uses in this category include passive recreation (e.g., bird-watching, picnicking, reading) and some kinds of active recreation (e.g., jogging, in-street hockey, canoeing).

Hillclimb: A stairway or path that allows pedestrians to travel up steep slopes more easily and comfortably.

Open space hub and corridor: A planning concept whereby large multiple-use open spaces (hubs) are linked by linear open spaces (corridors) to create a network of accessible open spaces that supports a variety of community needs.

Open space: A place within the landscape that does not prioritize buildings. It can be a formal space (such as a park) or an informal place (such as a greenbelt). Open space can support habitat, pedestrian connections, and recreation.

Park: A formal open space. Parks usually are designed to support a particular program of uses, such as children's playground activities, ball fields, or being in nature.

Passive recreation: Recreation uses that are quiet and contemplative in nature (e.g., bird-watching, picnicking, reading, sketching, and watching sunsets). These open space uses often involve solitary activities.

Pedestrian connection: An open space that allows pedestrians to travel more easily and comfortably.

Storm water **runoff:** Water that is not absorbed by the ground and travels along the surface. Runoff is usually increased by roads, parking lots, driveways, or other impervious surfaces.

“String of Pearls” and “Necklace”: A planning concept for Eastlake in which the street-end parks (String of Pearls) would be linked to other open spaces within the landscape to form a network (Necklace) of open space.

View corridor: An open space that preserves and enhances a view, such as of native trees, lake or mountain scenery, or the downtown skyline.

3. Relationship to the Comprehensive Plan

City of Seattle Vision

The Open Space Element of the Eastlake Neighborhood Plan supports the core community values of the City of Seattle Comprehensive Plan, as reflected in the City’s Vision Statement: community; environmental stewardship; and social equity.

Community. Through the Comprehensive Plan, the City “will strive to strengthen a sense of community among people throughout the city and will be a leader in efforts to build broad support for economic, environmental, and social community in the region” (City of Seattle 1994 vii).

Through its Neighborhood Plan, Eastlake will manage open space in a way that educates the public about stewardship and enhances the sense of community. Recognizing the role of open space for social gathering as well as individual solitude, Eastlake will strike a balance between habitat, active recreation, and passive recreation uses, while providing linear connections to facilitate the use of these places.

Environmental Stewardship. The City “will work with residents, employees, businesses, [and] institutions . . . for improvement in the quality of the... air, water, soils and built environment, and for increases in preserved open space” (City of Seattle vii).

Eastlake will identify areas that manifest environmental values and support environmental functions within the community, and seek to preserve or enhance them through guidelines for open space uses and improvements. It will promote affordable, enjoyable ways for residents and businesses to support this goal, such as through backyard wilderness and adopt-a-street programs.

Social Equity. The City supports efforts to create “greater equity in the opportunity to benefit from, participate in and contribute to the life of the community,... a sense of high quality of living in all parts of the City, . . . [and] urban environments that work for people” (City of Seattle viii).

Eastlake lacks sufficient open space compared to other neighborhoods. Eastlake’s plan seeks to improve its fair share of open space as a neighborhood and to ensure that all areas within Eastlake are fairly provided with adequate open space.

Conclusion. Eastlake also supports the City’s concept of Seattle as a Sustainable City, an Urban Village, and a City for Families. Seattle describes such a city as one that would:

- Recognize constraints and build on assets;
- Provide community facilities and human services within walking distance of the village core, transit, bicycle, and pedestrian facilities with connections to neighboring villages and good circulation;
- Offer well-integrated public open space, providing recreational opportunities for village residents and workers; and
- Cultivate a unique identity reflecting local history, the village’s natural features, its culture and other sources of community pride.

Through small and densely inhabited, Eastlake has historically maximized its open spaces. In keeping with this tradition, Eastlake will promote creative solutions to utilize small spaces such as planting strips and non-traditional spaces such as the I-5 corridor. The role of pedestrian connections is prominent throughout the Eastlake Neighborhood Plan and is balanced with the needs for habitat, active recreation, and passive recreation. The Eastlake Plan also respects the maritime history of Eastlake, the neighborhood’s live-aboard and floating home communities, and the natural features that define this urban community-the Capitol Hill slope and greenbelt, Lake Union, and the Olympic Mountains.

Comprehensive Plan Goals and Policies

The Comprehensive Plan identifies goals for three kinds of open space, described in Figure V. 1.

Figure V.1 City of Seattle Goals for Neighborhood Open Space

Type of Open Space	Definition	Population Goal	Distribution Goal
Breathing Room Open Space	Combined acreage of all dedicated open spaces	Desirable: 1 acre per 100 residents Acceptable: 1/3 acre per 100 residents	All locations within 1/8 miles of an open space between .24 and 1 acres in size
Usable Open Space	Relatively level and open, easily accessible, primarily green open space for drop-in use	Desirable: 1 acre per 100 residents Acceptable: 1/3 acre per 100 residents	All locations within 1/8 miles of an open space between 0.24 and 1 acres in area

Recreation Facilities	Facilities such as community centers, swimming pools, and athletic fields	Desirable: 1 acre per 100 residents Acceptable: 1/3 acre per 100 residents	All locations within 1/8 miles of an open space between .24 and 1 acres in size
-----------------------	---	---	---

Source: City of Seattle Department of Parks and Recreation 1997

Eastlake falls far short of its target in all three types of open space. Eastlake acknowledges that much of the neighborhood is developed and little open space remains. Despite these limitations, the neighborhood seeks to address these goals by recommending that the City of Seattle acquire additional open space where feasible, by enhancing existing resources (such as street-end parks and Rogers Playfield), and by utilizing the “offsets” allowed in the City of Seattle Comprehensive Plan (such as planting strips, a shoreline walking path, hillclimbs, and the I-5 corridor.)

The specific ways that the Eastlake Neighborhood Plan supports the City of Seattle’s plan are identified in Section 5, Recommendations.

4. Planning Background

History and Context

Open space planning in Eastlake began over a century ago when the Olmsteads’ citywide park plan recommended the establishment of Rogers Playfield near Seward School in 1908. Another major wave of planning came in the 1970s with the “string of pearls concept”—streendnd public parks along the shore of Lake Union. The tradition of open space planning has continued through the decades with a variety of open space projects supported by residents and businesses alike.

Eastlake has benefited from state, county, and city agencies, who teamed up with residents and businesses in the neighborhood to raise millions of dollars to acquire lakeside property for a shoreline and hillside park at Shelby Street. The Friends of Lake Union formed to protect, restore, and improve public access to the waters and shoreline of Lake Union, which is technically the largest open space in Eastlake. A group of community and school stakeholders worked to develop a master plan to better accommodate a variety of children’s play activities along the popular walking route at Franklin Avenue and Rogers Playfield. Close to 30 businesses and residents have developed and funded portions of a shoreline path along Fairview Avenue. An Adopt-a-Street Program has been coordinated to involve neighborhood businesses and residents in the effort to improve trash collection along Eastlake Avenue The neighborhood has been an active participant in the City of Seattle’s Tree Steward Program and has planted tens of trees along Eastlake Avenue and many residential streets. Finally, Eastlake sponsors a work party almost every season to clean trash, clip weeds, and enhance plantings in the parks and along the vegetated hillsides in Eastlake.

Planning for public open space is a critical issue in Eastlake which, at 11.8 households per acre, ranks number three in density among Seattle's 18 residential urban villages. Seattle's comprehensive plan estimates that 20% more people will move to Eastlake over the next twenty years. Open spaces can link and enhance elements of the built environment. If necessary, open space can reduce the impact of high density urban development on human, wildlife, and fish populations, and restore the natural environment's ability to filter runoff and stabilize steep slopes.

Existing Conditions

Eastlake is a small, densely populated community with relatively few open space resources. The neighborhood open space network contains spaces that are used for a variety of activities, some of them conflicting.

Eastlake's current population is 4,153. Its current household count is 2,685 and, according to the Comprehensive Plan, is projected to be 2,803 by the year 2014. Eastlake's current household density is about 11.8 households per acre, and is projected to be 13.6 households per acre in 2014. To serve this population, Eastlake contains approximately 4.61 acres of open space (City of Seattle Department of Parks and Recreation 1997). (Note: This figure does not include Propeller Park, Good Turn Park, the Hamlin Street-end Park, the Franklin Avenue Project, the Stairs to Capitol Hill, or the Eastlake Pea-Patch. It also does not include planting strips, which are one of this densely inhabited neighborhood's most significant sources of open space.) The neighborhood is also within one mile of Roanoke Park (2.20 acres), the Montlake Play field (1 1.83 acres), and Street Mark's Greenbelt (0.07 acre).

Open space in Eastlake can be categorized as shown in Figure V.2.

Figure V.2 Open Space in Eastlake

Type of Open Space	Site	Acreage
Greenspaces	North Gateway Triangle	0.07
Playfields	Rogers Playfield	1.90
Parks	South Passage Point Park	0.65
	Fairview Olmsted Park	0.77
Street-end Parks	Lynn Street Park	0.12
	Roanoke Street Park	0.25
	Terry Pettus Park	0.85
Total		4.61

Source: City of Seattle Department of Parks and Recreation 1997

Eastlake's total open space resources are approximately 0.11 acre per 100 resident population. This figure is well below the "Breathing Room Open Space" desired goal of 1 acre per 100 residents, and even the acceptable goal of 1/3 acre per 100 residents as stated in the City of

Seattle Department of Parks and Recreation Compliance Guidelines for Open Space and Parks (City of Seattle Office of Management and Planning 1997). This serious lack of open space resources in Eastlake, and the critical role that open space has in long-term sustainability of the community, makes it imperative that the specific open space needs identified through the neighborhood planning process be addressed in the ways recommended in the Eastlake Neighborhood Plan.

Results of Public Outreach

At the start of the Eastlake Tomorrow neighborhood planning effort, six planning teams were formed, including one for open space. In a subsequent neighborhood questionnaire that covered a broad range of topics, a number of general open space issues were identified as important, including street-end parks, a shoreline walking route, native plants, the stairs to Capitol Hill, and active recreation.

During Phase I of the planning effort, the Open Space planning team identified open space resources within the neighborhood and achieved the following objectives:

- . Developed a vision statement and goals
- . Conducted an inventory of publicly owned open spaces
- . Created a preliminary open space plan
- . Worked with a UW studio on designs for ten key open spaces

During Phase II, the team identified open space needs and hired a consultant to assist in the development of the Open Space Element of the Eastlake Neighborhood Plan.

In August 1997, the team distributed an open space survey to identify needs and priorities among Eastlake residents, merchants, and businesses. 3,500 surveys were distributed. 123 people responded. To complement the survey, the team coordinated a series of seven open space forums in homes and businesses throughout Eastlake. Over 50 people participated in these forums. The key task for forum participants was to allocate a hypothetical pot of money among a set of open space uses, thereby indicating open space priorities. The planning team compiled information from the survey and forums—as well as from many meetings and conversations with residences and businesses—into priorities and recommendations for open space planning in Eastlake. Finally, an Options Fair was held in April 1998 to present the alternatives developed by the six planning teams throughout Phase II. As part of the Fair, a tabloid questionnaire was distributed to test potential controversies over planning team recommendations and determine neighborhood preferences for the alternatives. A more detailed summary of this process is provided in the Eastlake Tomorrow resource files.

Throughout this process, the team was indebted to over 100 volunteers, who inventoried open space, hosted meetings, developed designs, planted vegetation, and in many other ways set the example for stewardship of Eastlake's open spaces.

Priority Kinds of Open Space

The survey showed that most respondents feel that Eastlake lacks sufficient open space to meet needs in all of the four kinds of open space—habitat, pedestrian connection, passive recreation, and active recreation. Of these categories, habitat was listed most frequently as lacking sufficient open space. The survey and forums generated similar sets of open space priorities, with some key differences. The results of the Options Fair tabloid questionnaire supported the results of the survey and forums.

In a ranking of four open space priorities,

- . Habitat was ranked priority number one by 39% of respondents, number two priority by 37%, number three by 17%, and number four by 7%.
- . Pedestrian connection was ranked number two by 30%.
- . Passive recreation was ranked number three by 31%.
- . Active recreation was ranked number four by 540A.

In the forum's hypothetical allocation of public dollars,

- . Participants allocated 38% of the resources to habitat uses.
- . Participants allocated 39% of the resources to active recreation uses.
- . Participants allocated 12% to pedestrian connection uses.
- . Participants allocated 11 % to passive recreation uses.

It should be noted that the survey was responded to by a larger percent of population than the forums; therefore, the survey responses have been used to set priorities, while the forum responses have been used to determine uses at specific locations. Because active recreation needs were identified in the forum that were not reflected in the survey responses, the team recommended that further public process is necessary to identify the type and location of additional active recreation uses. Finally, it should also be noted that many of the selected active recreation uses, e.g., walking, bicycling, depend on enhanced pedestrian connections, and hence, this category should be given a higher priority than the allocations suggest.

The survey revealed that 46% of respondents favored less developed (natural) open spaces, compared with 26% in favor of more developed (formal) open spaces, and 28% in favor of a combination of these two types. The forums consistently addressed the value of having both an undeveloped space like Fairview Avenue—often referred to as “wild,” “funky,” and “a country lane”—and a formal community gathering space like Franklin Avenue-Rogers Playfield. The survey and forums together suggest that Eastlake should strive to create a mix of these types, with an emphasis on creating more natural, undeveloped spaces, until a balance is achieved.

Priority Uses for Open Space

Eastlake was asked to prioritize types of open space elements or activities within each of the four major open space categories. With few exceptions, the survey and forums identified a similar set of priorities within each of these categories as listed in Figures V.3 through V.6.

Figure V.3 Habitat Priorities

Top five survey priorities	Top five forum priorities
Trees	Trees
Shoreline wildlife	Shoreline wildlife
Greenbelts	Adopt-a-park programs
Treat storm water runoff	Native vegetation
Awareness progs./prevent landslides	Treat storm water runoff

Figure V.4 Pedestrian Connection Priorities

Top six survey locations	Top six forum locations
Fairview Avenue/Shoreline Path	Mallard Cove
Eastlake Avenue	Fairview Avenue/Shoreline Path
Mallard Cove	Stairs to Capitol Hill
Stairs to Capitol Hill	Boylston-Lakeview Avenue across I-5
Shelby Street Hillclimb	Eastlake to South Lake Union
University Bridge	Eastlake Avenue (Galer-Mercer Street)

Figure V.5 Passive Recreation Priorities

Top five survey priorities	Top five forum priorities
Lake/mountain views	Fishing
Observing nature	Sitting
Watching the sunset	Picnicking
Picnicking/sitting	Lake/mountain views
Watching wildlife	Meditating

Figure V.6 Active Recreation Priorities

Top five survey priorities	Top five forum priorities
Walking and jogging	Walking and jogging
Community gardens	Bicycling
Bicycling	Community gardens
Canoe or kayak launch	Canoe or kayak launch
Outdoor dining	Tennis

In addition, Figure V.7 lists the priorities developed at the Options Fair.

Figure V.7 Options Fair Priorities

Response Question	Percent Strongly Agree	Somewhat support	Percent No Opinion	Percent Somewhat Opposed	Percent Strongly Opposed
Maintain North Fairview's identity as a country lane, with emphasis on habitat protection. Ensure that future land use is consistent with this identity.	56.8	28.4	11.1	1.2	2.5
If approved by property owners and lessees, use North I-5 as an occasional open air market and public art space, and create climbing routes on the I-5 columns	32.1	25.9	19.5	6.2	12.3
On what scale should we develop the North I-5 project?	24.7*	30.9**	44.4***		
Maintain the Submerged Parcel as a calm, lakeside corridor that provides habitat for wildlife and offers excellent views. Continue public ownership of this parcel, and ensure that future uses are consistent with this identity.	67.9	11.1	12.3	8.6	
Enhance commuter biking. Recognize Minor Avenue as a major bikeway.	44.4	29.6	11.1	1.2	6.2
Enhance the Central Fairview Corridor for walking and bicycling by improving street conditions.	58.0	25.9	3.7	2.5	2.5
Explore the possibility of developing a Fairview Avenue walking route from the Burke-Gilman Trail to South Lake Union.	59.3	21.0	1.2	8.6	3.7

Major enhancements require significant fundraising, professional involvement, and a longer time-frame for implementation.

** Minor improvement requiring some fundraising, volunteer involvement, and a shorter time-frame for implementation.

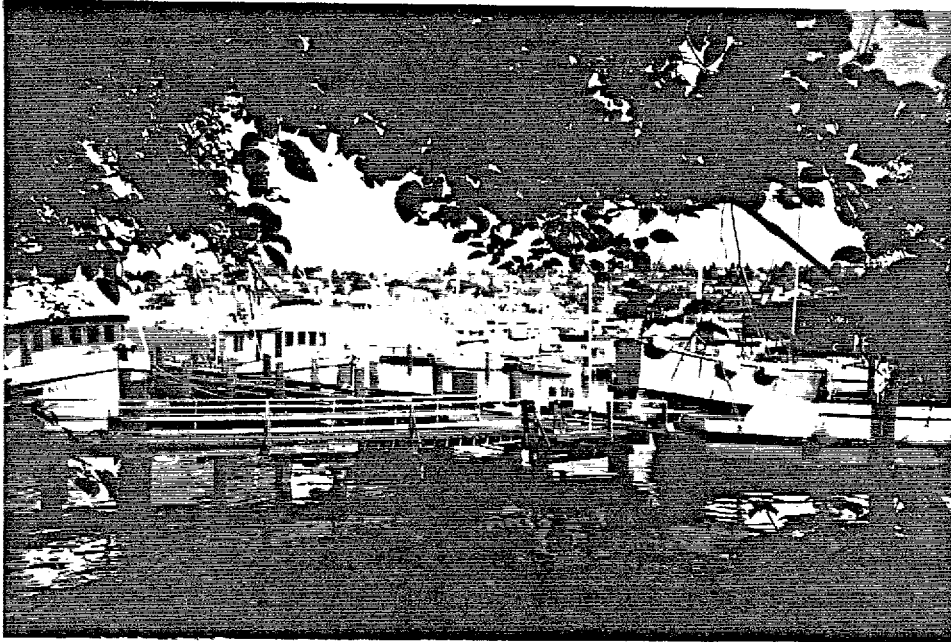
*** No answer.

Priority Locations for Open Space Planning

The survey asked respondents to rank a variety of “sub-areas” within Eastlake in order of importance to open space planning. Respondents showed a keen understanding of where Eastlake needs to maximize both non-traditional and small open spaces:

- 68% put the I-5 corridor north among their top five sub-area priorities
- 64% put the I-5 corridor south among their top five sub-area priorities.
- 57% put planting strips among their top five sub-area priorities.

Preferred uses for the large spaces under I-5 included public art space (54%) and an open air market (52%). Controversial uses include a homeless shelter (30% for, 22% against), skateboard park (29% for, 22% against) and an amphitheater (28% for, 27% against). Preferred uses for planting strips included planting more trees (82%), re-vegetating paved strips (70%), and planting flowers (64%).

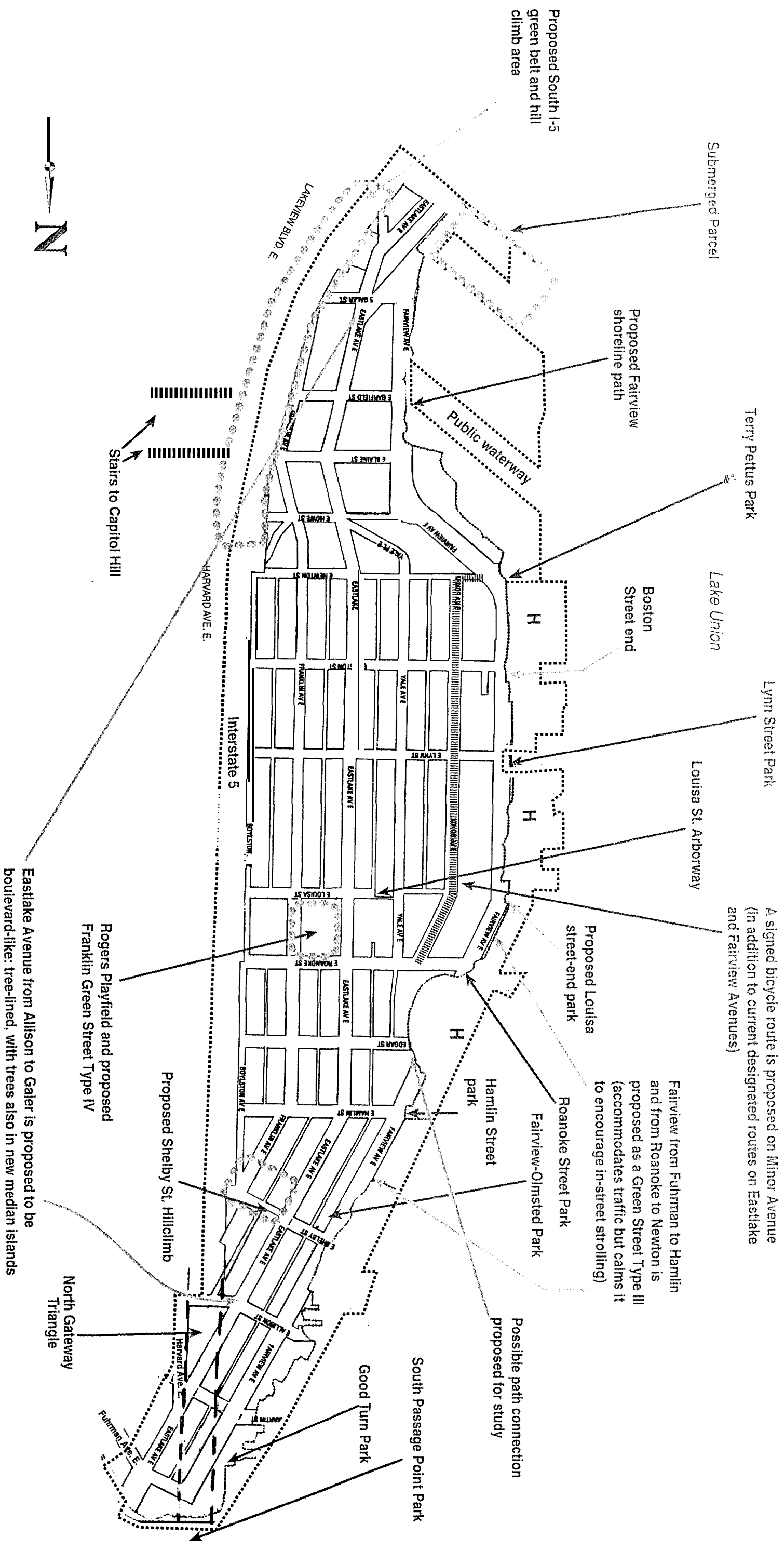


Shoreline view along Fairview.

5. Recommendations

This section contains specific policies, use guidelines, and implementing recommendations for 26 open space topics. These topics are categorized as either “Open Space Hubs and Pedestrian Connections” (which are geographically based as shown on Figure V.8) or as “Neighborhood-Wide Open Spaces” (applicable throughout Eastlake). Implementing recommendations for each open space topic should be pursued in a manner consistent with the corresponding policies and use guidelines, and with any other relevant policies and use guidelines for other open space topics.

Eastlake Open Space



H = Floating Homes

Figure V.8

Supportive Comprehensive Plan goals and polices are listed after each Eastlake open space policy. For additional analysis of the open space recommendations, see Appendix G: Analysis of Open Space Goals and Policy Recommendations.

Open Space Hubs and Pedestrian Connections

OS-1 North Fairview Country Lane (Fuhrman to Hamlin)

Policy OS-1: *Preserve and protect this area's identity as a country lane by allowing open space uses for habitat, passive recreation, and pedestrian connection and prohibiting open space uses for certain kinds of active recreation.* (Comprehensive Plan Open Space Policies L141, L142, L144, L151, L154, L155, L158)

Guidelines for Use

Preserve the rural feel of these two blocks of Fairview Avenue. Integrate them into the Fairview Walking Route (0 S-12) to provide an experience of in-street strolling in a slower paced, natural setting with opportunities for encountering shoreline wildlife.

- . Allow habitat, habitat sensitive recreation, and pedestrian connection uses, including but not limited to observing nature, enhancing fish and shoreline wildlife habitat, vegetating hillsides and buffers, enhancing native vegetation, treating storm water runoff, walking, jogging, canoe or kayak launching, and bicycling, and others that will be specified in the design standards in the Green Street Plan for this area.
- . Allow water-dependent industrial uses in keeping with Lake Union's character as a "working lake." Make it a top priority to mitigate negative environmental impacts of these uses.
- . Prohibit certain kinds of recreation uses that are not habitat sensitive, such as those that require additional paving or removal of vegetation, and others that will be specified in the Green Street Plan for this area.

Implementing Recommendations

- 0s-1.1 Designate this area a Type III green street. With the participation of the abutting property owners and general community, develop a concept plan and sketch of the desired look of the area, and submit the concept plan to SEATRAN for approval. Once approved, the plan will remain on file to inform developers and City staff that non-standard conditions apply to development on these blocks. Require future residential and commercial building development or expansion of existing uses to be consistent with these conditions that preserve the rural feel of Fairview Avenue

The North Fairview green street plan should include standards for landscaping, building design, and buffers that are consistent with this recommendation. These standards include but are not limited to the following: prohibit full curb, gutter and sidewalk sections; minimize other hard surfaces; protect shoreline vegetation; require habitat-sensitive landscaping of new development; address

building set-backs, building ingress and egress, mailboxes, public seating, vegetation, and designs that in general keep these elements small-scale, habitat sensitive, and rural in character. This Green Street plan could be completed with the assistance of a design studio. See also related Recommendation T-1.12 in Chapter VI: Transportation Element.

- 0s-1.2 Enhance habitat and vegetation on the publicly owned hillside between Lake Union and Eastlake Avenue
- 0s-1 .3 Incorporate this area into the Fairview Walking Route and require that Route design and improvements are consistent with the green street designation.
- 0s-1 .4 Explore ways to reduce the negative impacts of Canada geese at South Passage Point Park and street-end parks.
- 0s-1.5 Develop a street-end park at Allison Street
- 0S-1.6 Identify and implement storm water runoff treatment methods that are habitat-sensitive, such as bio-swales or wet vaults.



This family experienced north Fairview in 1976 much as we experience it today—rural, funky, and walkable

OS-2 Fairview **Olmsted** Park

Policy OS-2. *Implement the existing project design, incorporating community input requesting the elimination of curbs and gutters (Appendix 4). Per the plan, this area will accommodate habitat and passive recreation uses and will be a viable open space destination along the Fairview Shoreline Walking Route. (Comprehensive Plan Open Space Policies L141, L142, L143, L144, L149, L152, L153, L155, L157; Land Use Element)*

Guidelines for Use

- . People enjoy this area as a surprising oasis of wilderness in an urban setting. Incorporate this park into the North Fairview Green Street Plan and Fairview Walking Route to provide opportunities for learning and discovery in a natural environment.
- . Allow habitat, habitat sensitive recreation, and pedestrian connection uses, including but not limited to observing nature, picnicking, enhancing fish and shoreline wildlife habitat, vegetating hillsides and buffers, walking, jogging, and bicycling.
- Prohibit certain kinds of recreation uses that are not habitat sensitive, such as those that require additional paving or removal of vegetation.

Implementing Recommendations

- 0s-2.1 Proceed with planned development of Fairview Olmsted Park, incorporating community input requesting the elimination of curbs and gutters along this portion of Fairview.
- 0s-2.2 Integrate the Fairview Walking Route (OS-12) and the North Fairview Country Lane green street character and standards (OS-1) into the Fairview Olmsted Park design and use.
- OS-2.3 The City of Seattle Parks and Recreation Department should cease with any improvements not consistent with OS-2. 1 or OS-2.2.
- OS-2.4 Install signage prohibiting off-leash dog activities in Fairview Olmsted Park because such off-leash activities are incompatible with the design and intended character and use of the Park.
- OS-2.5 Install signage to alert dog walkers to clean-up after their dogs.



This southbound cyclist is about to pass the future Fairview-Olmsted Park

OS-3 Central Fairview Corridor (Roanoke to Newton)

Policy OS-3. *Enhance this area's identity as a shoreline residential street that supports primarily pass-through passive recreation and pedestrian connection uses, with some active recreation and habitat uses.* (Comprehensive Plan Open Space Policies L141, L142, L144, L146, L147, L149, L151, L153, L155, L158; Land Use Element)

Guidelines for Use

- . People enjoy exercising and walking their dogs on this stretch of Fairview Avenue E. They also like to rest, linger, watch the lake and chat at the street-end parks. Incorporate this multi-use area into the Fairview Walking Route (OS-12) to provide exercise, spontaneous social interaction and views of marine-related industry.
- . Support passive recreation and pedestrian connection uses, such as walking, jogging, bicycling, viewing scenery, and swimming.

Implementing Recommendations

- Os-3.1 Designate this area a Type III green street. Develop and adopt design standards to ease pedestrian flow without reducing existing parking. Develop a concept plan and sketch of the desired look of the area, (designs may vary from block to block), and submit the concept plan to SEATRAN for approval. Once approved, the plan will remain on file to inform developers and City staff that non-standard conditions apply to development on these blocks. Require future

residential and commercial building development or expansion of existing uses to be consistent with these conditions.

The Central Fairview green street plan should include standards for landscaping and buffers that are consistent with this recommendation. These standards include but are not limited to the following: curbs, gutters and sidewalks where appropriate; minimize other hard surfaces; protect shoreline vegetation; require habitat-sensitive landscaping of new development; address building ingress and egress, mailboxes, public seating, vegetation, and designs that in general keep these elements small-scale, habitat sensitive, and ease pedestrian flow. This green street plan could be completed with the assistance of a UW design studio.

- OS-3.2 Incorporate into the Central Fairview Corridor the Fairview Walking Route in a manner consistent with the character of this area.
- 0s-3.3 Lynn Street-end Park to identify access to public moorage through gate at Union Harbor. Accommodate swimming from the dock accessed through this gate.
- 0s-3.4 Improve on-street walking, jogging, and bicycling conditions (e.g. fill potholes).
- 0s-3.5 Enhance habitat where appropriate.
- OS-3.6 Explore the cultivation of native floating wetlands by the floating home community. Any addition of floating wetlands would be required to enhance native vegetation and shoreline habitat.
- 0s-3.7 Preserve and enhance the Boston Street-end's identity as a public amenity with habitat value for shoreline wildlife. Protect hillside vegetation. Consider signage to identify the street-end as public property. See also T-3.8.
- OS-3.8 Identify and implement storm water run-off treatment methods that are habitat-sensitive, such as bio-swales and wet vaults.
- 0s-3.9 Support traffic calming efforts.
- 0s-3.10 Implement existing plan for Louisa Street-end Park.

OS--4 South Fairview Hub (Newton to **Galer**)

Policy OS-4: *Enhance this area's identity as a day use hub that supports passive recreation, pedestrian connection, and some habitat uses.* (Comprehensive Plan Open Space Policies L141, L142, L144, L145, L146, L147, L151, L153, L155, L158; Land Use Element)

Guidelines for Use

- . Residents and a large number of employees of Fairview businesses walk and eat lunch outdoors here. Incorporate this area into the Fairview Walking Route to provide a close-by pleasant break from work or home, efficient passage to points North, East and South and experiences of the diverse marine industrial and commercial uses on Lake Union.
- . Support passive recreation uses that can be accommodated alongside existing heavy traffic, such as walking, jogging, bicycling, picnicking, sitting, viewing scenery, and swimming at Terry Pettus Park.
- Protect and preserve existing native vegetation and pockets of shoreline access.

Implementing Recommendations

- 0s-4. 1 Support efforts of existing coalition of property owners to improve on-street walking, jogging, and bicycling conditions. Incorporate the Fairview Walking Route (OS-1 2) into this area in a manner consistent with the character of the area.
- 0s-4.2 Preserve and protect existing trees and native vegetation along the shoreline.
- 0s 4. 3 Enhance habitat where appropriate.
- 0s-4.4 Provide more picnic tables near the existing portion of the Fairview Walking Route.
- 0s 4. 5 Provide more trash cans along the existing portion of the Fairview Walking Route and near businesses.
- OS-4.6 Expand the Adopt-a-Street program to include the Fairview Walking Route and involve the organization of south Fairview residents and businesses as volunteers to enhance trash collection efforts.
- 0s-4.7 Improve on-street safety lighting along pedestrian walkways and at entrances to businesses near areas of heavy underbrush.
- OS-4.8 Change the Parks Department's categorization of Terry Pettus Park to allow swimming, a traditional use at the Park until recently. Remove the "No Swimming" signs.

OS-5 Howe Street Public Right-of-Way

Policy OS-5: *Create a pedestrian connection between Eastlake Avenue and Fairview Avenue at the currently undeveloped Howe Street public right-of-way.* (Comprehensive Plan Open Space Policies L141, L142, L145, L151, L154, L157, L158; Land Use Element)

Guidelines for Use

- This 30-foot right-of-way could be used to encourage pedestrian connection uses and create and preserve habitat by landscaping primarily with native plants.

Implementing Recommendations

- 0s-5.1 The location of the Howe Street right-of-way may be adjusted through the street vacation process to consolidate property ownership so that private properties are contiguous and public parcels form a sensible pedestrian connection. Maintain the existing 30-foot right-of-way and assure no net loss of public property unless property owners can show that their street vacation request complies with the proposed street vacation policy (OS- 18).

OS-6 Submerged Parcels (underwater parcels located parallel to Fairview Avenue N. across from Zymogenetics at the south end of Lake Union)

Policy OS-6: *Preserve and protect the identity of the submerged parcels as a calm lakeside corridor by allowing open space uses for habitat, passive recreation, pedestrian connection and prohibiting certain kinds of open space uses for active recreation, (Comprehensive Plan Open Space Policies L141, L142, L144, L151, L153, L155, L157; Land Use Element)*

Guidelines for Use

- . People enjoy the open lake and experience a quiet refuge from the heavy traffic along Fairview Avenue N. as they pass along this lakeside, below street-grade, floating path. Incorporate this area into the Fairview Walking Route to connect Eastlake to South Lake Union.
- . Allow habitat, habitat sensitive recreation, and pedestrian connection uses, including but not limited to observing wildlife and nature, minimal educational displays, enhancing fish and shoreline wildlife habitat, vegetating buffers, treating storm water run-off, walking, jogging, canoe or kayak launching, and bicycling.
- . Prohibit certain kinds of recreation uses that are not habitat sensitive, such as those that require additional paving or removal of vegetation.
- . Minimize building that would disturb toxic soils, except for the purpose of mitigating the toxic soil hazards in this area.

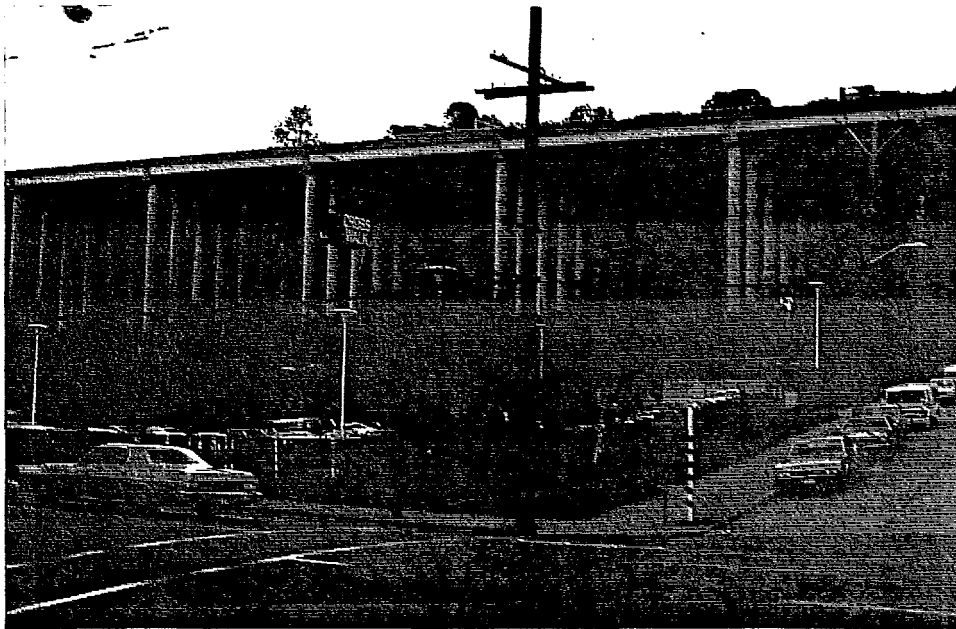
Implementing Recommendations

- OS-6.1 Ascertain whether Seattle City Light intends to continue public ownership of its offshore parcels (other parcels are owned by the state). If not, investigate ownership by another City Department in order to maintain it as a publicly owned quiet open lake area.
- 0s-6.2 Enhance habitat, low impact passive recreation, and pedestrian connection uses.

- OS-6.3 Provide additional seating similar to that described in the design proposed by the 1996 UW Studio (available in Eastlake Tomorrow resource files).
- OS-6.4 Explore the cultivation of floating wetlands. Any addition of floating wetlands would be required to enhance native vegetation and shoreline habitat.
- OS-6.5 Integrate Fairview Walking Route (OS-12) along the submerged parcels by requiring that Route improvements are consistent with this recommendation.
- OS-6.6 Create a Lake Union habitat educational kiosk.

OS-7 South I-5 Greenbelt and Hillclimb

Policy OS-7: *Maximize this monuments] space as a pedestrian greenbelt by enhancing existing pedestrian connection uses and creating opportunities for passive and active recreation and appropriate habitat uses.* (Comprehensive Plan Open Space Policies L141, L 142, L 146, L153, L 155; Land Use Element)



G d U

urr thi as an wn is intimidating and
 Wh an and facilitate travel to
 Th an rtuni appreciate trees and
 ant an hi

- . Support habitat uses, storm water treatment, and some active recreation uses such as walking, jogging, rock climbing, viewing scenery, showcasing public art, treating storm water runoff, and preventing erosion and landslides.

Implementing Recommendations

- 0s-7.1 Treat storm water runoff through bio-swales or similar methods as described in the design proposed by the 1996 UW Studio.
- OS-7.2 Improve pedestrian access (especially at the Boylston Avenue pedestrian crossing).
- 0s-7.3 Create a stairway and/or wheelchair accessible ramps that connect Eastlake to the stairs along Lakeview Boulevard to Capitol Hill.
- 0s-7.4 Soften the space by planting suitable trees and other vegetation.
- 0s-7.5 Increase safety by installing appropriate lighting and call boxes.
- OS-7.6 Incorporate public art, using CIP-generated art funds and/or community sponsorship finding.
- 0s-7.7 Install climbing notches on I-5 columns.

OS-8 Rogers **Playfield** and Franklin Avenue Green Street

Policy OS-8: *Design, improve, and use Rogers Playfield and the 2500 block of Franklin Avenue as an integrated public open space that is shared by the community and school, and accommodates a variety of active and passive uses.* (Comprehensive Plan Open Space Policies L141, L142, L143, L146, L149, L150, L153, L157, L158; Land Use Element)

Guidelines for Use

This open space is shared by Seward School and the Eastlake community as a multi-use pedestrian corridor and recreation area. Support open space uses as defined in Appendix H, Special Area Plan for Rogers **Playfield** and Franklin Avenue Green Street.

Implementing Recommendations

- OS-8.1 Designate the 2500 block of Franklin Avenue as a Type IV green street, to be designed, improved and used as an important pedestrian link between the residential areas to the north and south of the school, and between the school and Rogers Playfield. The Franklin Avenue Green Street will be open to community and school use at all times, will serve as an outdoor gathering area for the community and school, and will have passive and low-level active uses. The Franklin Avenue Green Street will be closed to all vehicles except emergency vehicles. City Council action is required for the Franklin Avenue Green Street designation.

- OS-8.2 Design, improve and use the Franklin Avenue Green Street and Rogers Playfield in a manner consistent with the Conceptual Design Plan and Description of Key Elements shown in Appendix H, Special Area Plan for Rogers Playfield and Franklin Avenue Green Street.
- OS-8.3 Prepare detailed plans for the Franklin Avenue Green Street and the bank between Franklin and Rogers Playfield, and apply for Neighborhood Matching Funds to implement the plan, using the School District's 1998-1999 commitment of funds for the Franklin Avenue Green Street as a match, together with community labor and funds.
- OS-8.4 Implement remaining elements of the concept design plan for the Franklin Avenue Green Street and Rogers Playfield with public and private funds, including, for example, funds from the School District, City, Seward/TOPS School and Eastlake community, as opportunities arise.
- OS-8.5 Relocate and reconstruct the publicly-funded playscape, which was on Franklin Avenue, on Seward/TOPS School property as a joint community/school facility, subject to the following: public use of the playscape remains unrestricted, and future decisions regarding any changes to the playscape are made jointly by the Eastlake community and TOPS/Seward School.
- 0s-8.6 Support City tidying of the following Rogers Playfield projects identified in the City's Major Maintenance Budget, provided they are implemented in a manner that preserves and does not endanger the Rogers Play field trees: sewer line replacement (ID #2379), tennis court surface repair or replacement (ID #2258), and athletic field drainage and irrigation construction (ID #1592).
- OS-8.7 Install signage to alert dog walkers to clean up after their dogs.
- 0s-8.8 Off-leash dog activities are not compatible with the design and use of Rogers Playfield or the Franklin Avenue Green Street, and should be prohibited. Install signage to this effect.



Rogers Playfield, Eastlake's first city park.

OS-9 Shelby **Hillclimb**

Policy OS-9: *Create a garden-like pedestrian connection between Eastlake Avenue and Franklin Avenue at the Shelby public right-of-way.* (Comprehensive Plan Open Space Policies L141, L142, L151, L152, L154, L155, L157; Land Use Element)

Guidelines for Use

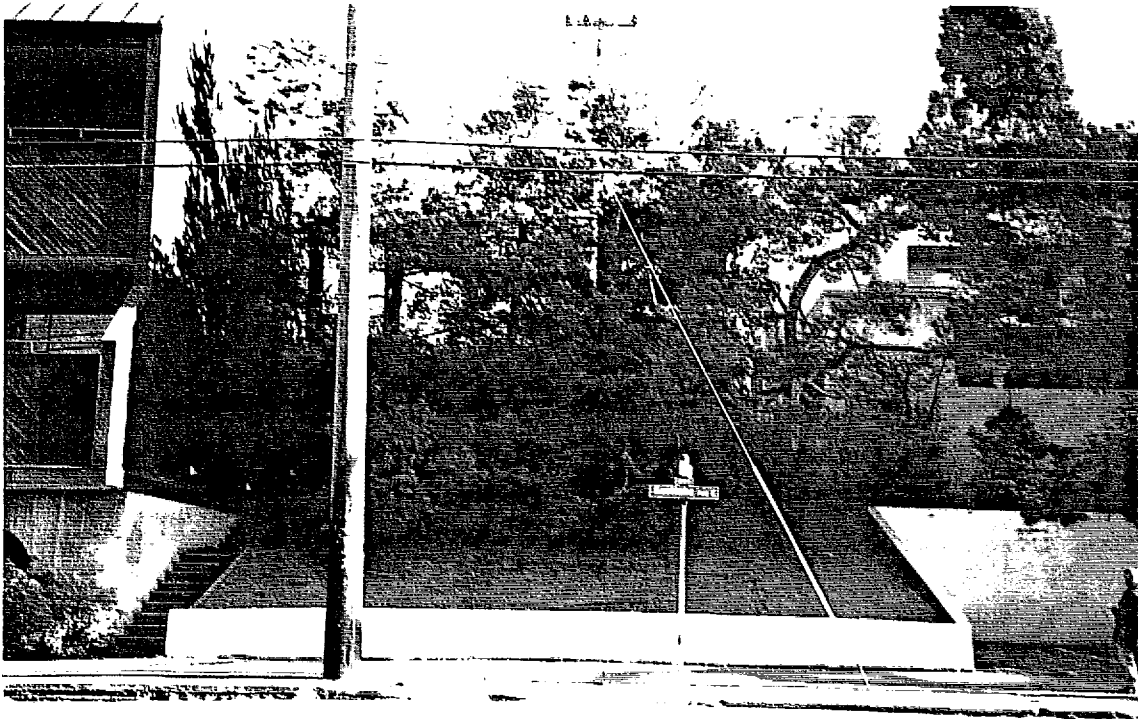
- . This public right-of-way is strategically located on a steep slope between Eastlake Avenue and Franklin Avenue. When designed, this hillclimb will ease pedestrian travel from Fairview Olmsted Park via Eastlake Avenue to Franklin along a colorful planted corridor. The park-like setting will foster informal social gathering.
- . Support habitat and some passive and active recreation uses such as walking, jogging, community gardening, sitting, and enhancing bird and butterfly habitat.

Implementing Recommendations

- 0s-9.1 Create a stairway from Eastlake to Franklin avenues

OS-9.2 Create a community garden space.

OS-9.3 Create habitat for birds and butterflies.



Shelby Street right of way, site of a proposed hillclimb.

OS-10 North Gateway Triangle

Policy OS-10: *Support the recommendation as outlined in the Eastlake Neighborhood Plan, North Gateway Triangle Element. (Comprehensive Plan Open Space Policies L] 41, L 142, L146, L149, L151, L158; Land Use Element)*

OS-11 North I-5 Hub

Policy OS-11: *With permission of property owners and lease-holders, create a civic space under I-5 at Fuhrman Avenue and Eastlake Avenue for appropriate active recreation uses, primarily weekly community activities such as an open air market, public art space, or climbing wall. (Comprehensive Plan Open Space Policies L141, L142, L146, L149, L155, L157, L158; Land Use Element)*

Guidelines for Use

- Currently, this area is dedicated to parking uses under I-5. When designed, it will complement this use with civic activities and provide a weekend community hub.

- . Support the creation of compatible active recreation uses, such as an open air market and/or public art space.
- . Support and enhance habitat uses and existing vegetation on the hillside west of the area. Require that any pathway over the hillside west of the area is an unpaved path. Support habitat-sensitive methods for the treatment of storm water runoff, such as bio-swales and wet vaults.

Implementing Recommendations

While supporting current parking uses:

- 0s-11.1 Explore whether an occasional open air market should be located at this site, at the North Gateway Triangle, or along Franklin Avenue near Seward School (pending issue).
- 0s-11 .2 Explore whether it is feasible to locate climbing notches on I-5 columns (pending issue).
- 0s-11 .3 Create a public art space.
- 0s-11.4 Design an Eastlake Avenue entrance.
- 0s-11.5 Enhance the **Fuhrman** Avenue entrance.
- 0S-11.6 Support and enhance habitat uses on hillside west of the area: enhance existing vegetation; require that any pathway on the hillside is an unpaved path.
- 0s-11 .7 Identify and implement storm water run-off treatment methods that are habitat-sensitive, such as **bio-swales** and wet vaults.



0S-12 Fairview Walking Route

Policy OS-12: *Facilitate a pedestrian and bicycle connection between the Burke Gilman Trail and South Lake Union by recognizing, enhancing, or creating where appropriate a pedestrian route along Fairview.* (Comprehensive Plan Open Space Policies L141, L 142, L 144, L 145, L146, L147, L151, L153, L154, L155, L157, L158; Land Use Element)

Guidelines for Use

- . This shoreline corridor is a primary but discontinuous pedestrian and bicycle route within and through **Eastlake**. In addition, native vegetation continues to grow along the shoreline, but in fragments. When enhanced, this route will reduce the conflicts between pedestrian and automobile traffic and protect shoreline habitat.

- . Enhance as a route for foot and wheeled pedestrian passage (walking, jogging, bicycling, and wheelchair transport). This includes in-street strolling between Fuhrman and Hamlin; in-street and beside-street travel from Roanoke to Newton; and completion of a path from Terry Pettus Park to Fairview Avenue N.

Implementing Recommendations

Connect the Burke-Gilman Trail and South Lake Union:

- 0s-12.1 Implement recommendations OS-1. 1 and OS-1.3 to designate portions of Fairview Avenue E. as a Type 111 green street.
- 0s-12.2 Conduct a study to develop a pedestrian connection from Hamlin to Roanoke. Pursue a public process to select one of the following options:
 - a) Connect FairView with Edgar and Edgar to Roanoke streets using the hillside above Fairview and the public right-of way in the alley between Edgar and Roanoke.
 - b) Connect Fairview to Roanoke via a direct path over water to maximize the Fairview public right-of-way across Mallard Cove.
 - c) Other option as identified by study.



Connecting Fairview from Edgar to Roanoke. Is there a feasible option on the table?

0S-13 Minor Avenue Commuter Bike Path

Policy OS-13: *Enhance commuter bicycling by designating a bike route along Minor avenues.* (Comprehensive Plan Open Space Policies L141,L142,L151, L154, L158; Land Use Element)

Guidelines for Use

- . Encourage the use of Minor Avenue for commuter bicycling, thereby minimizing bicycle traffic and providing additional pedestrian space on Fairview Avenue E.

Implementing Recommendations

- 0s-13.1 Support commuter bicycling by designating Minor Avenue as a “major bikeway,” as stated in Transportation recommendation T-4. 1.

0S-14 Eastlake Avenue

Policy OS-14: *Enhance Eastlake Avenue by planting trees in sidewalk planting strips and street medians to create a boulevard effect.* (Comprehensive Plan Open Space Policies L 141, L 142, L145, L149,L151, L155, L158; Land Use Element)

Guidelines for Use

- . Eastlake Avenue is the neighborhood’s main street. Enhance pedestrian connections and amenities along this commercial and residential corridor.

Implementing Recommendations

- 0s-14.1 Plant native and/or colorful trees and shrubs in sidewalk planting strips, as stated in Transportation recommendation T-1 .2.
- 0S-14.2 Medians proposed in recommendation T-1.2 should maximize native and/or colorful trees and plants on both sides of the street and in street median strips.



The Louisa Street arborway is a much used walkway with enticing and plush rose bushes.

OS-15 Louisa Arborway

Policy OS-15: *Improve the existing pedestrian connection along the Louisa Street public right-of-way between Eastlake Avenue and Yale Avenue by enhancing safety and improving drainage.* (Comprehensive Plan Open Space Policies L141,L142,L15 1, L153,L155; Land Use Element)

Guidelines for Use

- . This beautiful rose arbor is strategically located at the east end of the right-of-way between Eastlake and Yale avenues. Continue to maintain this hidden though well-traveled path in an informal, romantic landscape design.

Implementing Recommendations

- 0s-15.1 Repair storm drain at Yale Street entry of path.
- 0S-15.2 Add subtle safety lighting.

Neighborhood-wide Open Spaces

OS-16 Open Space Acquisition

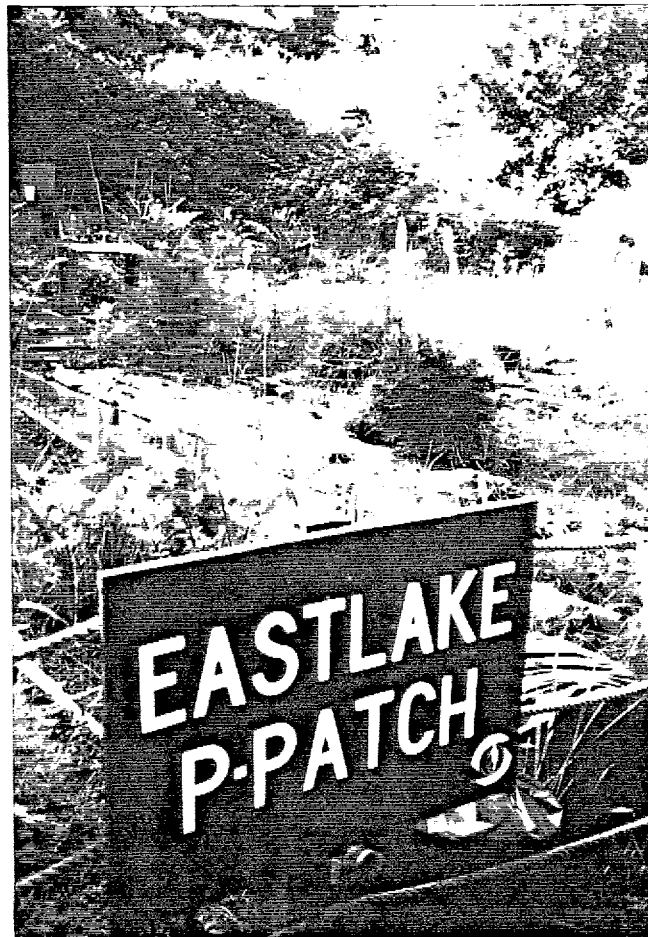
Policy OS-16: *The City of Seattle should seek opportunities to purchase land in Eastlake for designation, preservation, and protection as open space.* (Comprehensive Plan Open Space Policies L141, L142, L148, L154, L155, L157, L158: Land Use Element)

Guidelines for Use

- . Support increasing the supply of land for open space uses: habitat, pedestrian connection, and active and passive recreation.

Implementing Recommendations

- OS-16.1 Identify, through inventory of other means, properties of substantial open space value for potential acquisition by the City.



Much of what has been achieved in Eastlake has resulted from close cooperation between City government and the community.

OS-17 Fair Share Impact Mitigation Policy

Policy OS-17: *Evaluate and develop an open space funding program that would require new residential development and commercial development to maintain existing levels of park and open space in the Eastlake planning area by paying fair share impact mitigation, consistent with RC W 36. 70A. Exempt low income housing and retail development from this requirement. This policy is consistent with other jurisdictions, including King, Pierce, and Snohomish counties. (Comprehensive Plan Open Space Policies L141, L142, L145, L154, L155, L157, L158; Land Use Element)*

Guidelines for Use

- As part of the City's Comprehensive Planning process, departments must develop six-year capital improvement plans that forecast open space and park demands based on projected population growth. Population growth is accompanied by increased demand for services and facilities. One way to meet these demands is by implementing a fair share impact mitigation policy which ensures that no loss of services and facilities per capita is incurred by additional development.
- . This policy establishes that new unit will contribute to a fund to maintain existing levels of service, or contribute land or construction services (for example, building a playground). Many local governments have adopted impact mitigation programs to For example since 1991, Snohomish County has collected over 10 million dollars to mitigate the impact of new development on transportation, schools, and parks and open space, with the ultimate agreement of the development community.
- . Several studies have shown that impact mitigation charges do not raise the price of housing; rather, they reduce developer profit. For example, a 1995 Bank America study showed virtually no change in housing prices resulting from impact mitigation assessments.

Implementing Recommendations

- 0s-17.1 City Council should evaluate, develop and adopt a fair share impact mitigation program to support parks and open spaces, consistent with RCW 36.70A. Components of the program include:
- . The City Department of Parks and Recreation would determine mitigation within a range based on the six-year Capital Improvement Plan.
 - Fair share fees would be used to purchase and, where appropriate, develop additional open space and park land.
 - . Shoreline, natural habitat, and pedestrian connection parcels would be prioritized for acquisition.
 - . New development could meet their "fair share" requirement through land dedication, where the land provides a valuable public purpose, including shoreline, natural habitat and pedestrian connections.

0S-18 Street Vacation Policy

Policy OS–18: *Maintain Eastlake 's public rights-of-way in public ownership except where it has been shown that a) substantial community support exists for private ownership, b) substantial community benefit will be achieved by private ownership, c) habitat values of existing undeveloped open space are shown to be preserved or increased by private ownership and d) pedestrian access is assured in perpetuity.* (Comprehensive Plan Open Space Policies L 141, L142, L145, L151, L154, L155, L157, L158; Land Use Element)

Guidelines for Use

- . Rights-of-way provide significant open space to support habitat, recreation, and pedestrian connections.

Implementing Recommendations

- 0S–18.1 The City Council should adopt a policy consistent with Policy OS–18 to apply to rights-of-way in Eastlake.
- 0S–18.2 Research public notice requirements. The should post public notice of proposed street vacations early in the street vacation process, to invite early meaningful community participation.

0S-19 Tree Inventory

Policy 0S-19: *Encourage the protection of existing trees and careful planting of new trees to enhance the Eastlake neighborhood.* (Comprehensive Plan Open Space Policies L 141, L 142, L1 55; Land Use Element)

Guidelines for Use

- . An inventory will provide the basis for the development of standards for all of the Open Space Hubs and Corridors, Planting Strips, and View Corridors in Eastlake.

Implementing Recommendations

- 0s–19. 1 Conduct a Tree Inventory that identifies trees that should be protected and trees that should be planted to enhance the neighborhood, and includes standards for tree planting where appropriate.
- 0S–19.2 Raise public awareness of significant tree resources.
- 0s–19.3 Identify opportunities to enhance native vegetation.

0S-20 Wildlife Inventory and Habitat Brochure

Policy 0S-20: *Identify and raise awareness about significant wildlife in the neighborhood that could be better supported through habitat improvements.* (Comprehensive Plan Open Space Policies L141, L 142, L1 55; Land Use Element)

Guidelines for Use

- . An inventory will provide the basis for the development of standards for all of the Open Space Hubs and Corridors, Planting Strips, and View Corridors in Eastlake.

Implementing Recommendations

- 0s-20.1 Conduct a wildlife inventory and identify special species found in Eastlake.
- 0s-20.2 Develop a habitat brochure with guidelines for planting vegetation **to** support various kinds of species in Eastlake.
- 0S-20.3 Identify ways to deal with the beavers that gnaw trees along the Lake Union shoreline.

0S-21 Planting Strips

Policy OS-21: *Preserve, protect, and enhance planting strips by allowing open space uses for habitat and pedestrian connection, and prohibiting activities that threaten these uses.* (Comprehensive Plan Open Space Policies L141, L142, L145, L146, L151, L152, L155, L158; Land Use Element)

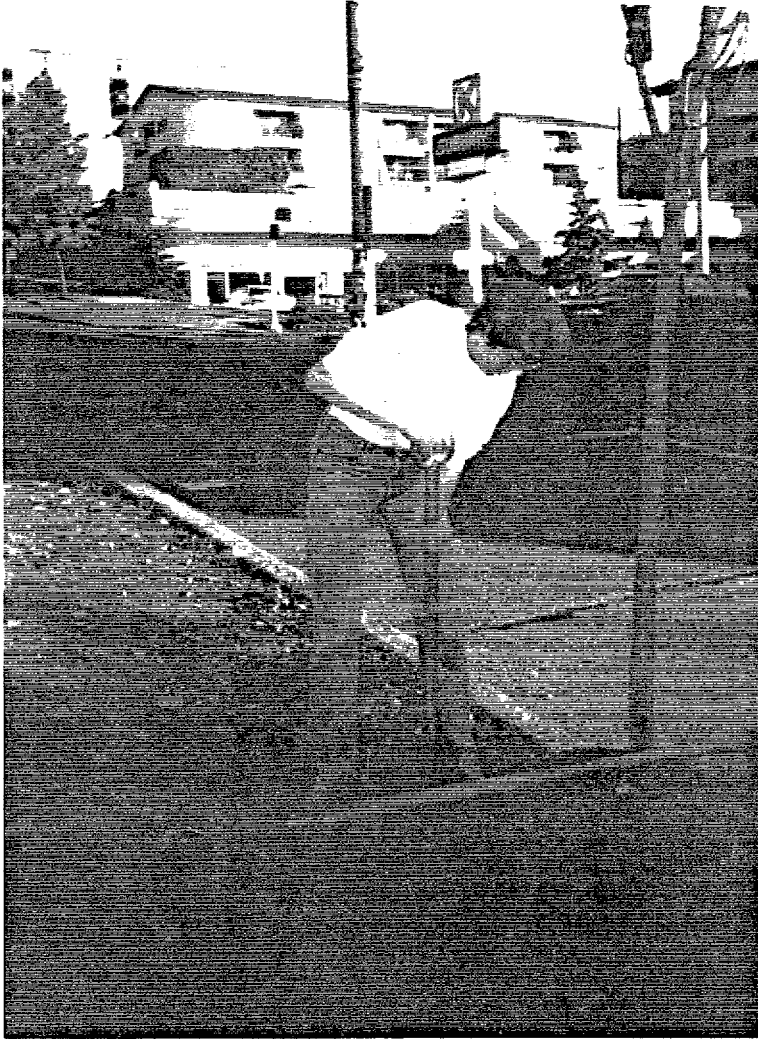
Guidelines for Use

- . Planting strips provide significant open space to support habitat, recreation, and pedestrian connection. Kirkland, Edmonds, and Bellevue have adopted model standards for the design and enhancement of planting strips. Paving is the least optimal use for these important open spaces.
- . Support uses which include but are not limited to bird or insect habitat, trees and flowers, seating, public art, and the enhancement of native vegetation.
- . Prohibit the paving over of existing unpaved planting strips, except where part of a neighborhood prepared design.

Implementing Recommendations

- 0s-21 .1 Develop and adopt standards for planter strips that are consistent with this recommendation and with high standards established in neighboring jurisdictions. These standards include but are not limited to the following: tree planting or removal, landscaping, re-vegetation, habitat enhancement, and pedestrian accessories such as benches and kiosks.
- 0s-21 .2 Require new development to provide planting strip landscaping that is consistent with these standards.
- 0S-21.3 Conduct an inventory to assess the condition of planting strips.
- 0s-21 .4 Increase community participation in the **City** of Seattle's Tree Steward Program.

- OS-21.5 Acquire and plant additional trees, shrubs, and flowers.
- OS-2 1.6 Re-vegetate paved strips with native plants.
- OS-21.7 Provide additional seating where appropriate.
- OS-21.8 Encourage maintenance by landowners.



The tree planting undertaken by the Eastlake Open Space Steward Network continues to enrich both our community and the natural environment.

OS-22 Street-end Parks

Policy OS-22: *Improve maintenance of street-end parks for passive recreation and habitat uses and incorporate into the Fairview Walking Route. (Comprehensive Plan Open Space Policies L141, L142, L144, L149, L151, L154, L155, L157, L158; Land Use Element)*

Guidelines for Use

- . Street-end parks are an important part of Eastlake’s open space heritage. In addition, residents perceive the condition of these open spaces as an indicator of how well the neighborhood can sustain itself.
- . Support a variety of experiences – relaxation, social interaction, solitary recreation, and environmental education. Support shoreline ecology.

Implementing Recommendations (in addition to OS–1 .4, OS–1 .5, OS–3. 10, and others)

- 0s–22.1 Maintain existing parks.
- 0s–22.2 Incorporate Eastlake’s street-ends into Fairview Walking Route and Fairview Avenue Green Street Plans.
- OS–22.3 Explore ways to implement improvements identified in the Eastlake Park Maintenance Study (Available in Eastlake Tomorrow resource files).

OS–23 View Corridors

Policy OS-23: *Enhance view corridors in Eastlake.* (Comprehensive Plan Open Space Policies L141, L142, L145, L155, L158; Land Use Element)

Guidelines for Use

- . Views are very important to Eastlake residents. Eastlake supports a variety of viewscapes, ranging from large trees to the downtown skyline to the Olympic Mountains.
- . Preserve view corridors for their appropriate and inherent view – trees where tree resources are significant and need to be protected, near-lake views where these view are optimal, downtown views where these views are optimal, and lake and mountain views where these are optimal.

Implementing Recommendations

- OS–23.1 Adopt development standards and guidelines as called for in Community Design recommendation CD-2 to preserve different types of viewscapes.

OS-24 Backyard Programs

Policy OS-24: *Enhance Eastlake ’s open space network through household participation programs.* (Comprehensive Plan Open Space Policies L 141, L 142, L 152, L1 55, L1 58; Land Use Element)

Guidelines for Use

- . Backyards are a significant source of private open space that can enhance the network of habitat in Eastlake. Backyards can add valuable area to the overall network by minimizing fragmentation of areas suitable to wildlife.

Implementing Recommendations

- OS-24.1 Encourage participation in the Backyard Wilderness Program and encourage the creation of floating wetlands where appropriate. Any addition of floating wetlands would be required to enhance native vegetation and shoreline habitat.

OS-25 Pending Issue: Waterfront Active Recreation Space

Policy **OS-25**: *Clarify needs for active, group recreation (e.g. tennis, volleyball, etc.) along the waterfront or in other areas of Eastlake.* (Comprehensive Plan Open Space Policies L141, L142, L 144, L1 45; Land Use Element)

Background:

- . Public outreach identified a segment of the population with an interest in additional opportunities for active, group recreation along the waterfront but did not reach consensus about specific needs or appropriate locations to meet these needs. Rogers Playfield currently has ballfields and basketball and tennis courts for public use, and the Special Area Plan for Rogers Playfield and Franklin Avenue Green Street includes the addition of six basketball hoops in a new gymnasium (available to the public during some off-school hours), one outdoor hoop on Franklin Avenue and one outdoor hoop on school property.

Implementing Recommendations

- OS-25.1 Meet with representatives of this segment of the population to clarify needs for active, group recreation along the waterfront or in other areas of Eastlake (e.g. tennis, volleyball).
- OS-25.2 Determine if any appropriate locations exist to support these needs.
- OS-25.3 Develop a strategy for meeting these needs that does not alter or jeopardize the balance of open space among habitat, pedestrian connection, and passive recreation uses.
- OS-25.4 Encourage use of the recreational facilities at Rogers Playfield.

6. City Council Action Items

The following Open Space recommendations require City Council action.

For some recommendations (those with an asterisk [*]), City Council action is intended to be concurrent with its recognition of the Eastlake Neighborhood Plan. For other recommendations, City Council action will be required after further development of the recommendations. More information about each of these recommendations can be found in Section 5 of this Open Space Element.

- OS-1.1* Designate the North Fairview Country Lane (Fairview Avenue E. between Fuhrnan and Hamlin streets) as a Type III green street. See Open Space topic 0s-1.
- OS-3.1* Designate the Central Fairview Corridor (Fairview Avenue E. between Roanoke and Newton streets) as a Type III green street. See Open Space topic 0s-3.
- OS-8.1* Designate the 2500 block of Franklin Avenue East, between Roanoke and Louisa streets, as a Type IV green street, to be designed, improved, and used as an important pedestrian link between the residential areas to the north and south of the school, and between the school and Rogers Playfield. The Franklin Avenue Green Street will be open to community and school use at all times, will serve as an outdoor gathering area for the community and school, and will have passive and low-level active recreational uses. The Franklin Avenue Green Street will be closed to all vehicles except emergency vehicles. The Franklin Avenue Green Street (and abutting Rogers Playfield) will be designed, improved and used in a manner consistent with the area's Conceptual Design Plan and Description of Key Elements shown in the Special Area Plan for Franklin Avenue and Rogers Playfield. See Open Space topic 0S-8.
- 0S-6.1 Maintain public, City ownership of the City Light submerged parcels in front of Zymogenetics/the Steam Plant (Council action required only if parcels are to be removed from City Light ownership). See Open Space topic OS-6.
- Policy OS-1 6 Acquire open space land in Eastlake (such land to be identified in future planning efforts). See Open Space topic OS-1 6.
- 0s-17.1 Adopt a Fair Share Mitigation Program for open space, pursuant to RCW 36.70A. See Open Space topic 0S-17.

Chapter VI.

TRANSPORTATION ELEMENT

1. Vision and Goals

A neighborhood whose seniors, children, and disabled can stroll at will or cross the street without danger. A neighborhood where bicyclists feel safe and welcome. A neighborhood with frequent buses and convenient bus stops. A neighborhood whose businesses have good truck access. A neighborhood not overwhelmed by through traffic or free way noise and pollution.

This vision can be our Eastlake if we plan well for transportation. Seven goals will help to realize the transportation vision; each goal is associated with specific recommendations.

- Goal T-1 Reduce speeding and collisions
- Goal T-2 Make it safer and more convenient for pedestrians to cross the street
- Goal T-3 Add and improve sidewalks and walkways
- Goal T-4 Improve bicycle conditions
- Goal T-5 Improve bus service for Eastlake residents, employees and customers
- Goal T-6 Reduce freeway-related noise, air and water pollution, and visual blight through technology and system modifications; mitigate the impacts that cannot be eliminated
- Goal T-7 Ensure that any light rail or monorail system is a net benefit to the neighborhood

This chapter on the Transportation planning element first defines terms and summarizes the relevant direction from the City's Comprehensive Plan. The chapter then provides background on the planning process. The chapter ends with the recommendations, classifying them as key, near-term, or long-term.

2. Definitions of Terms

Arterial: A street used primarily for the movement of traffic, which maybe both local and non-local in nature.

Bicycle lane: An on-street lane striped for bicyclists.

Bicycle path: An off-street bicycle route.

Boulevard: Street classification allowing motor vehicles but encouraging physical design features that provide a park-like atmosphere.

Center turn lane: A lane set aside for use by vehicles making left turns in both directions from or into the roadway.

Crosswalk: The marked or unmarked portion of the street designated for pedestrians to cross.

Curb cut: A depression in the curb, usually for a driveway.

Curb ramp: A narrow curb cut with gradual incline suitable for use by wheelchairs and strollers.

Jitney: A van or other vehicle smaller than a bus that provides regular transit service.

King County Metro: Local and express bus service operated by the King County Transit Division.

Local improvement district (LID): A special assessment district in which all property owners share in the cost of a project that benefits them. State and local laws provide that approval must be in writing by property owners representing at least 51 % of the assessment area and 51 % of the linear footage fronting on the improvement. The City Council has the authority to impose an LID even in the absence of this approval.

Paratransit: Buses, vans, and other vehicles that operate dial-a-ride and other on-demand service.

Pedestrian half-signal: A traffic signal (stop light) which provides assistance for crossing the arterial but not for crossing the residential street that intersects it.

Residential Parking Zone (RPZ): An area where the general public's use of on-street parking is restricted; residents of the area who obtain a permit are exempted from the restrictions. The rules vary; among the neighborhoods that have a residential parking zone, Eastlake's RPZ provides the most opportunity for non-residents (such as business employees and customers) to park on the streets that have a restriction.

Right-of-Way: Publicly owned land developed or reserved for street purposes or other public passage. May not be paved; may be usable only by pedestrians, and may even be undeveloped for any access; may be under water.

Seattle Engineering Department: Former name of SEATRAN.

SEATRAN: Seattle Transportation Department, which manages City streets, alleys, and their associated rights-of-way.

Sound Transit: The three-county Regional Transit Authority which is building the Link light rail, Sounder commuter rail, and a regional express bus network.

WSDOT: Washington State Department of Transportation, which manages Interstate 5, State Route 520, and their associated rights-of-way.

Walkway: Any pedestrian route that is separated from the roadway; usually defined as having a more rural feel than a sidewalk.

3. Relationship to the Comprehensive Plan

Goals and Policies of the Comprehensive Plan

The Transportation recommendations are based on, related to and supported by the following goals and policies of Seattle's Comprehensive Plan.

Policy C8 requires the City to consider the recommendations of a neighborhood plan in making locational decisions for new or expanded capital facilities. Policy C2 requires the City to assess the policy and fiscal implications of major new and expanded capital facilities based on their consistency with neighborhood plans. (Capital Facilities Element)

Policy L8 requires the City to develop objective criteria regarding public transportation investments and access for each urban village, including Eastlake. (Land Use Element)

Policy L 10 (Land Use Element) designates principal commercial streets for each urban village; Eastlake Avenue is so designated. The Comprehensive Plan also continues the designation of Eastlake Avenue as a principal arterial (Policy T16, Transportation Figure 1) and as a part of the transit priority network (Policy T32, Transportation Figure 4). (Transportation Element)

Policy L 150 permits underutilized or undeveloped rights-of-way to be designated as any one of four categories of "green street" through neighborhood planning to enhance public circulation, pedestrian activity, and street level open space. (Land Use Element)

Goal G1 O and Policy T11 give priority to improving public transit and bicycling and walking conditions, especially in urban villages like Eastlake. (Transportation Element)

Goal G13 directs the City to protect neighborhood streets from through traffic; Policy T18 directs the City to use neighborhood traffic control devices and strategies to protect local streets from through traffic, high volumes, high speeds, and pedestrian/vehicle conflicts. (Transportation Element)

Policy T16 affirms the use of Interstate 5 as a major route for cars, trucks, and buses, and directs the City to coordinate with WSDOT to discourage diversion of traffic from regional roadways and principal arterials onto lesser arterials and local streets. (Transportation Element)

Policy T38 commits the City to connect urban centers and urban villages (of which Eastlake is one) with ten-minute bus headways during most of the day, 15- to 30-minute bus headways during the evening, and one-hour headways at night. (Transportation Element)

Policy T42 and the Comprehensive Plan's Transportation Figure 5 designate Fairview Avenue E. as a part of the Seattle Urban Trails System. (Transportation Element)

Policy T46 permits a neighborhood plan to designate Key Pedestrian Streets within the highest density portions of urban villages and along logical connections between villages. A part of that

designation is a relaxation of parking requirements for new development. Currently (1998), the City is considering expanding the definition to include more than one type of Key Pedestrian Street and their associated rules. (Transportation Element)

Policy T49.5 requires the City to develop methods for evaluating the provision and performance of non-motorized travel facilities, and use them to evaluate existing facilities and develop new ones. The methods are to incorporate such factors as delay and discomfort, barriers, and safety. (Transportation Element)

Transportation Strategic Plan

On March 3, 1998, the City released a public review draft of the Transportation Strategic Plan. Although not an amendment to the City's Comprehensive Plan, the draft is intended to carry out the transportation goals contained in the Comprehensive Plan. The Transportation Strategic Plan has not yet been adopted, but still it is useful to note its close correspondence with the Eastlake Neighborhood Plan.

Strategy W 1 would make street crossings safer and easier, such as by: (W1. 1) reducing curb radii and installing curb ramps, pedestrian half-signals, and mid-block crossings (W1. 1); adjusting signal timing to support walking (W 1.2); and changing the emphasis of pedestrian push buttons (W1.3).

Strategy W2 would improve the sidewalk system, by (W2. 1) filling in gaps and (W2.2) completing needed repairs.

The major difference between the Eastlake Neighborhood Plan and the City's draft Transportation Strategic Plan is the latter's proposal (T1 .4) to institute three-block spacing between bus stops by eliminating some existing ones.

4. Planning Background

Transportation a Primary Issue in Eastlake

Surveys and public meetings have shown transportation to be the highest priority of many Eastlakers. About half of the neighborhood's land is in City streets or the I-5 right-of-way. Most of the travel between Downtown and the University District goes through Eastlake, and the neighborhood is also along access routes to I-5, State Route 520, Seattle Center, Queen Anne, and Capitol Hill. Eastlake's section of I-5 carries more traffic than any other highway segment in the state. Eastlake Avenue is one of the City's busiest arterials for bus, bicycle, and automobile travel.

The neighborhood pays dearly for through traffic. A 1994 survey of 175 Eastlakers found that air pollution had caused 18% to stay indoors, have a headache, or have trouble breathing; and that noise had caused 30% to stay indoors or to lose sleep. The traffic also poses difficulties for safe pedestrian crossings, and thus for residents to make full use of bus routes, parks, and other public facilities.

A livable neighborhood amidst an active transportation system requires a reconciliation of the needs of pedestrians, bicyclists, buses, trucks, and automobiles, and also a balance of transportation uses with the needs of those who live or work in the area.

Transportation Planning Prior to 1996

A 1991 Eastlake Tomorrow survey found traffic and parking to be the single highest priority of residents and businesses. Two of the six key projects designated for priority in the 1992 Eastlake Tomorrow framework plan were a traffic management plan and a reduction of I-5 noise. In response to neighborhood concerns, the Eastlake Transportation Plan was completed in 1994 with the help of many volunteers and funds from the Bullitt Foundation and the City's Neighborhood Matching Fund. The planning project was initiated by the Eastlake Community Council and directed by a steering committee of residents and local business people. The terms of the City contract limited the scope of planning primarily to Eastlake and Fairview avenues. Through questionnaires, public meetings, and government liaison, the Eastlake Transportation Plan made 68 recommendations regarding motor vehicle traffic, bus and rail transit, and bicycles and pedestrians. Several key recommendations were made in anticipation of sewer expansion and bus electrification projects in the neighborhood, and became a reality when these projects were constructed in 1996-97--most notably some planted median islands in Eastlake Avenue, a Fairview walking path in front of NOAA, and the cornerstones sidewalk art at prominent intersections.

Residential Parking and the Residential Parking Zone (**RPZ**). The Eastlake neighborhood has serious on-street parking congestion and demand, created by a combination of factors including limited on-street parking supply, older residential uses that have little or no parking, and overflow from commercial uses.

After being on the RPZ waiting list for more than ten years, the Eastlake community and the Seattle Engineering Department (now SEATRAN) undertook a three-year-long public process to evaluate and develop an RPZ for Eastlake's residential streets. The resulting RPZ area, which went into effect in 1994, generally includes: east of Eastlake Avenue, the residential streets between Howe and Shelby streets; and west of Eastlake Avenue, the residential streets between Newton and Edgar. The parking restrictions are among the most generous in the city for allowing non-permitted, non-resident parking, especially for short- to medium-duration customer and employee parking.

The effectiveness of the RPZ is better in some areas than others, but overall has helped to reduce parking demand in Eastlake and make more on-street parking available for the residential uses that abut the RPZ-designated streets. However, some RPZ-signed blocks may still have unacceptable levels of non-resident parking use and congestion (for example, blocks along Yale Avenue and close to Seward/TOPS School still have periods of severe congestion). Other blocks within the RPZ area are eligible for RPZ restrictions but do not have any RPZ signs because petitions were not circulated on the block. For these areas, residents can request and receive SEATRAN approval for more restrictive parking hours or to install new RPZ signs, provided SEATRAN thresholds and criteria are met. Conversely, if residents on a block do not want RPZ

restrictions, or would like the restrictions relaxed, they can similarly request changes to the RPZ for their block.

Because the RPZ currently allows for more non-resident, non-permitted use than many RPZS, and because ongoing congestion problems can be resolved through adjustments to the RPZ, the Eastlake Neighborhood Plan does not make any new specific recommendations related to the amount of parking in the residential areas. However, the community will continue to monitor and address the effectiveness of the RPZ, and will continue to address the parking demands of new development proposals through the Master Use Permit process and its parking mitigation authority.

Seward School Parking and Traffic Issues. Traffic and parking in the vicinity of Seward/TOPS School were the focus of substantial review and debate during the permitting process for the expansion and renovation of the School. Concerns focused on parking impacts, the use of the 2500 block of Franklin Avenue, providing a more orderly system for parents dropping off and picking up children, and minimizing the impacts of through traffic on Roanoke and Louisa streets (because of their proximity to Rogers Playfield and the School, the high number of pedestrians that cross these streets, and narrow widths). The process resulted in agreements about how to use and modify the streets that abut Seward/TOPS School, including agreements for:

- New curb bulbs on Roanoke Street at Franklin and Boylston avenues, and retention of the one-way travel lane on Roanoke west from Boylston Avenue to Franklin Avenue;
- A circulation plan for parents to drop off and pick up children with designated drop off/pick up points along Boylston Avenue and in the School parking lot;
- Use of Louisa Street for bus loading;
- Permanent closure of the 2500 block of Franklin Avenue to vehicles (except emergency vehicles) and designation of the block as a Type IV green street (the block had been closed by renewable and revocable permit for over 50 years, and the Green Street designation will make the closure permanent);
- Use of the new School parking lot for after-hours, non-school-related parking; and
- New non-RPZ parking along the north side of Louisa Street during the daytime, between the morning and afternoon hours when bus loading occurs.

These changes will be implemented by the time the School re-opens for classes in fall 1999.

Transportation Planning Since 1996

The Neighborhood Planning Office recognized that major planning had already been accomplished by the 1994 Eastlake Transportation Plan, and encouraged Eastlake Tomorrow in 1996 to move ahead with existing projects while working to revalidate and supplement all the recommendations. This process was conducted by a Transportation planning team, chaired in Phase I by Chris Rosenfelder of Bonneville Broadcasting (located on Eastlake Avenue); and in

Phase II initially by Karl Kumm (a resident of Fairview Avenue E.); and then jointly by Kumm and Wes Larson (a business and property owner and resident of Harvard Avenue). Consultant help was provided by Chris Leman, who also served as consultant for preparation of the 1994 Eastlake Transportation Plan.

The City contracts for Eastlake Tomorrow phases I and II specified several implementation-level work items for transportation. Eastlake Tomorrow agreed to work with the City to finalize plans for medians on Eastlake Avenue during a major sewer expansion project and successfully circulated petitions to obtain support for the medians from adjacent property owners. The Phase II contract also empowered Eastlake Tomorrow to work with the City to redesign the intersection of Fairview Avenue E. and Fairview Avenue N.; and to design and facilitate the construction of a walking route north from that intersection to Newton Street while preserving as much on-street parking as possible. The Washington State Traffic Safety Commission, which had assisted in the original printing of the 1994 Eastlake Transportation Plan, provided funds in 1997 for a second printing, to make the plan more widely available while its recommendations were being reassessed for the current neighborhood plan.

Public and Interagency Process

The September 1996 Eastlake Tomorrow questionnaire, which received 402 returns, devoted its front page (twelve questions) to transportation. Articles asking for suggestions on updating the 1994 Eastlake Transportation Plan and for what should go into the new plan were published in the four Eastlake Tomorrow Update newsletters and in most issues of the *Eastlake News*. Three public meetings in 1997 introduced the process for updating the recommendations of the 1994 Eastlake Transportation Plan and solicited public input on them. Public input was also obtained at the September 20, 1997, Eastlake Tomorrow showcase event, the April 22 and 25, 1998, options fairs and at various public meetings on specific pedestrian projects.

With the help of many public meetings and the 1996 questionnaire, the Transportation planning team developed a series of draft recommendation, posting them on the Eastlake Tomorrow web site and distributing printed versions. The most notable additions to the 1994 recommendations were sections on I-5 noise and pollution and the light rail and monorail proposals. A revised version with 43 recommendations was provided to the Neighborhood Planning Office in early November 1997. Eastlake Tomorrow delivered these recommendations directly to the Seattle Transportation Department on November 26, 1997; the Department responded in writing to the recommendations in a January 28, 1998, memorandum. The recommendations were revised and described in the April 1998 Options Guide, which also included questions about transportation issues that had not been featured on past questionnaires or that were potentially controversial.

Goal T-1: Reduce Speeding and Collisions

For its size, Eastlake has more than its share of arterials such as Eastlake and Boylston avenues and Lynn Street, and of streets that (such as Roanoke) are *de facto* arterials even if they are not classified as arterials. Every significant indicator of public concern shows a deep concern about traffic speeds, especially on Eastlake Avenue. Parents are concerned about their children's safety

on the way to school or the park. Seniors and the disabled are concerned about being able to cross the street to shop or catch a bus. Even those who drive on Eastlake Avenue think the speeds are too high. In a 1994 survey, about one quarter (27 %) answered "no" when asked: "If you drive, do you feel safe in a car with Eastlake Avenue's current traffic and speeds?"

The public concern is justified. According to a September 1997 radar speed survey done between 5 and 6 p.m., half the cars on Eastlake Avenue are going at least 35 miles per hour (the speed limit is 30 miles per hour); five % are going at least 40 miles per hour--ten above the speed limit. The Seattle Police Department finds speeding to be a substantial enforcement problem on Eastlake Avenue. A local couple stated in the 1994 survey that despite a sincere effort to observe the speed limit, each had earned a speeding ticket on Eastlake Avenue because "others are always trying to pass us."

Collisions are substantial in number, and the high speeds mean that they are more serious than on many other City arterials. The collision statistics do not include the non-injury collisions in which property damage was less than \$500, the many collisions with a higher cost that the participants decide not to report to avoid an increase in their insurance fees, or the many near misses and other traffic conflicts that at any time could have been an injury or death.

The vehicle speeds typical of Eastlake Avenue are particularly serious because they often occur in the curbside lane, just feet or even inches from pedestrians and bicyclists. Residents and employees tell of almost being sideswiped by a fast-moving car, truck, or bus. Street trees have been destroyed by a car; someday a pedestrian on the sidewalk will meet a similar fate.

Ironically, the problem is not one of traffic volume. Streets like 45th through Wallingford have much more traffic, but less speeding. Eastlake Avenue is nowhere near its traffic capacity. According to City estimates detailed in the Eastlake Transportation Plan (pp. 19-20), the only part of Eastlake Avenue that in 1990 was over capacity was the short segment north of Harvard Street; every other segment had a ratio of volume to capacity of less than 0.9 and will not have reached capacity even in the year 2010 under any conceivable scenario.

Center Turn Lane. A part of the success of 45th Street through Wallingford in accommodating more traffic safely is its center turn lane; this arrangement has also been adopted for Eastlake Avenue north of Boston Street, and we recommend it south of Boston to Fairview as well. According to the 1996 questionnaire, a majority of respondents (55.5 %) wish to extend the existing center turn lane arrangement on Eastlake Avenue south of Boston Street. A similar proportion (54.1 %) support more planted medians, although 34.4 % are opposed; this result suggests the value of the City's requirement that a super majority of nearby property owners sign off on a particular median.

Uninterrupted Parking Lanes. Another characteristic of 45th street in Wallingford is the single traffic lane in each direction, and two parking lanes that are uninterrupted by any temporary restriction. On Eastlake Avenue, parking is prohibited at rush hour on the west side of the street in the morning and on the east side of the street in the afternoon. The unintended effect is to encourage illegally high speeds. Businesses also are denied needed parking, and sidewalk users lack the safety buffer that is provided by a line of parked cars. The Eastlake Neighborhood Plan recommends that the City and the neighborhood cooperatively reexamine the rush hour

parking prohibition on Eastlake and Harvard avenues, to consider whether to reduce the hours or drop the prohibition completely.

SEATRAN's June 16, 1998, comment on this proposal is as follows: "This recommendation does not appear feasible. This is a principal arterial, major emergency route, and a major transit route." Eastlake Tomorrow is hoping for more dialogue, which is all that we have proposed; and we are encouraged that in a community meeting a few months ago, SEATRAN Director Daryl Grigsby was receptive to our request for exploration of the question.

Boylston/Lakeview/Newton/I-5 Intersection. In the April 1998 Options Guide questionnaire, redesign of the intersection of Boylston, Lakeview, Newton, and the I-5 on-ramp received strong support from 53.1 % of the respondents, and another 27.2 % "somewhat" supported the redesign; only 1.2 % were opposed. As discussed in the section on bicycling, this intersection improvement should be a high priority for the City. WSDOT funds might also be available.



This intersection of Boylston, Newton, Lakeview, and the I-5 ramp is dangerous for bicyclists, pedestrians, and local traffic.

Fairview East/Fairview North Intersection. As a part of this neighborhood planning process, in 1997 SEATRAN agreed to design and construct a safer intersection where Fairview Avenue E. and Fairview Avenue N. intersect. And because of the project's relatively small size, SEATRAN agreed to do so without first listing the project specifically as a part of the Capital Improvement Program. Stakeholders and SEATRAN agreed, in its broad outlines, on a design submitted by

Zymogenetics that was included in the 1994 Eastlake Transportation Plan. In 1997, SEATRAN painted on the existing roadway the proposed new curb outline. A September 2, 1997, Eastlake Tomorrow letter invited stakeholders to examine and comment on the outlines.

Although the proposed new curb outlines have general assent, some additional design work needs to be done with how the bicycle trail and walkway interact with the public parking and the entrance of Seattle Seaplanes. A rough design provided by SEATRAN in 1997 proved worrisome to the owner, as it appeared to block the gangway entrance and may have sacrificed more parking than necessary because the actual location of trees and utility poles was not shown. We look forward to the more detailed design for this intersection that SEATRAN has promised; its preparation will be assisted by the topographic and land survey that was conducted in 1998.

SEATRAN's June 16, 1998, comments on our plan's discussion of the Fairview Avenue E./FairView Avenue N. intersection are not consistent with our understanding: "SEATRAN staff have developed a couple of alternatives that are currently being reviewed by the community. If an alternative is approved by the nearby property owners, the next step is to identify a funding source." We do not believe that any recent alternatives are currently under public review; also, we were assured that the intersection improvement would not be expensive enough to require listing in the Capital Improvement Program, and that it could be done rather quickly after the design was finalized.

Traditional Neighborhood Street Design. Because most of Eastlake's rights-of-way and streets were initially platted and constructed in the late 1800s, they are characterized by relatively narrow street sections. Although sometimes posing limitations with regard to on-street parking supply or planting strip widths, the narrow width of Eastlake's streets are generally regarded as a desired characteristic that promotes safer pedestrian crossings, slower vehicle speeds, reduced amounts of through traffic (traffic not generated by Eastlake residents or businesses), and the overall small-scale character of the Eastlake neighborhood.

For these reasons, Eastlake generally does not support street modifications that involve the widening of streets, large curb radii (that enable more speedy turning), and other similar modifications, including those that would reduce or eliminate planting strips (which have been identified in the Open Space Element of the Eastlake Neighborhood Plan as important open space resources). In some places, especially along portions of Fairview Avenue E., Eastlake prefers street sections without curbs and gutters.

See section 5 at the end of this Chapter for a list of Transportation recommendations that address the above goals and issues.

Goal T-2: Make it Safer and More Convenient for Pedestrians to Cross the Street

Eastlake Avenue is increasingly functioning as a barrier that divides the neighborhood's narrow east and west sides along their entire length. Cars are not stopping for pedestrians as the law requires; a 1994 study by the Harborview Injury Prevention and Research Unit found Eastlake Avenue to have some of Seattle's highest percentages of motorists not yielding to a pedestrian at a crosswalk.

Danger is a part of any pedestrian crossing on Eastlake Avenue. In the 1994 survey, two-fifths of Eastlakers reported that as a pedestrian they have had a close call with a motor vehicle or had actually been hit; almost none of these encounters had been reported to the police. Contrary to the pattern in other parts of the city, injuries to pedestrians are not primarily at night, in 'bad weather, or at the peak hour. Most accidents are occurring in clear, dry weather during daylight.

Eastlake Tomorrow lobbied hard for a pedestrian and bicycle count across the University Bridge, and appreciates that the City and the University of Washington worked together to conduct one in late April 1998. When compared with a 1974 count, the results are dramatic. Whereas bicycle use almost tripled in that 24-year period, pedestrian use actually dropped slightly (from 694 in a twelve-hour period in 1974 to 636 in an eleven-hour period in 1998). We should not be surprised, because pedestrian conditions, especially for the seniors, children, and the disabled, have surely declined as traffic has risen with little effort to mitigate its impact.

Becoming Disability-Friendly. No one more deserves safe and comfortable pedestrian conditions than the disabled. Disabled pedestrians often do not have the alternative of driving, and may move slowly and with greater difficulty--but also are experienced as pedestrians and often willing to share that experience. Disabled people are also unusually dependent on public transit, and thus on the pedestrian conditions near bus stops.

The Eastlake neighborhood fortunate to have the headquarters of three nonprofit organizations that serve the needs of people who are both deaf and blind, and who come to the neighborhood regularly as clients or employees. The 1994 Eastlake Transportation Plan and the current Eastlake Neighborhood Plan both fully incorporate the recommendations for specific measures to aid the deaf and the deaf-blind we have received from Marc Landreneau, a staff person at the Deaf-Blind Service Center who is also a leader of the Washington Deaf-Blind Citizens Association. These recommendations have also been endorsed in a resolution by the King County Chapter of the Washington Council of the Blind and by a letter from David Miller, orientation and mobility specialist with the deaf-blind program at the Lighthouse for the Blind, Inc.

Of course, many of the recommendations of the Eastlake Neighborhood Plan which are designed to improve pedestrian safety will directly benefit the disabled pedestrian. In a letter endorsing Eastlake's efforts, the King County Chapter of the Washington Council of the Blind observes that "better traffic control will ensure safety for all pedestrians, not just disabled ones." The Abused Deaf Women's Advocacy Service, another Eastlake social service agency, has worked closely with nearby businesses to make safer crossings of Eastlake Avenue possible at Louisa and Allison streets.

More Pedestrian Half-signals. The easiest way to help pedestrians get across the street is to install more traffic signals. The 1994 Eastlake Transportation Plan was successful in obtaining traffic signals at the Garfield, Fuhrman, and Boston crossings of Eastlake Avenue; the Boston crossing is a pedestrian half-signal. The present Eastlake Neighborhood Plan proposes pedestrian half-signals at just three more intersections, the Allison, Newton, and Howe crossings of Eastlake Avenue. The Allison signal was funded in 1997 through the Neighborhood Street Fund, but so far it has been blocked by a restrictive engineering warrant that is based on a 1979 City ordinance. Much has happened since 1979--the 1994 Comprehensive Plan, the 1998

Transportation Strategic Plan (which favors pedestrian half signals), and of course, neighborhood planning. It is time to update the engineering warrants to reflect the City priority for safer pedestrian crossings. The Mayor has ordered a review of the warrants, and it is hoped that community representatives will be included by the Seattle Transportation Department and the City Council in their revision of the 1979 ordinance,



City officials and community volunteers visiting the corner of Eastlake and Allison, site of a proposed traffic signal. Noise from I-5 averages 82 decibels at 9 a. m. at this intersection, making it impossible to hear approaching traffic.

Crossing Prohibitions. A particular priority for improved crossings are those few where crossing is prohibited. With the help of Mayor Rice, SEATLAN restored the right of pedestrians to cross Eastlake Avenue at the south side of the intersection with Louisa Street. Another priority from the 1994 Eastlake Transportation Plan is to restore pedestrian access to the north sidewalk across the Roanoke Street bridge over I-5. Pedestrian crossing is now prohibited at the northern intersections of Roanoke Street with Harvard and Boylston avenues, and there are no walk signals. To get across the bridge (such as to enjoy Roanoke Park or to take a bus on Harvard Avenue), Eastlakers must cross several additional intersections, going considerably out of their way and exposing themselves to additional traffic danger. Similarly, residents of the Roanoke Park area must walk across several additional intersections to reach the Eastlake business district, bus lines, shoreline parks, etc. The need to improve the Roanoke pedestrian access will be even more critical in 1999, when Seward/TOPS School re-opens, and parents and children will have to cross the Roanoke overpass to get from Seward's designated event parking lot in Roanoke Park to the school in Eastlake.

Protecting the “Walk” Phase from Turning Vehicles. Too many Eastlakers have been injured by turning vehicles when they were legally walking across the street in response to a “walk-” signal. Right turns on red often put pedestrians in jeopardy; a prohibition should be explored at some intersections. A particular safety concern are left turns, such as when vehicles are heading west on Lynn Street and turn south, entering the crosswalk across Eastlake Avenue during its “walk” phase. The Eastlake Neighborhood Plan proposes that, as with similar turns from Roanoke Street today, these left turns from Lynn Street be allowed only during a left turn arrow phase in which pedestrians crossing Eastlake Avenue do not receive a “walk” signal. However, the plan also urges that Lynn Street not be widened; in a similar situation at Westlake Avenue and Roanoke Street, the green arrow functions well without giving left turning vehicles a separate lane on Roanoke. The Eastlake neighborhood felt so strongly against widening Lynn Street that nearly ten years ago, the City had to decline funds that it had been granted by the state Transportation Improvement Board for the widening.



Pedestrians crossing Eastlake Avenue have been hit by left-turning cars heading down Lynn Street. The Neighborhood Plan seeks to reduce this danger without widening the street. This part of Lynn Street is also proposed to be improved for pedestrians, as one of Eastlake's gateways.

Sky bridges. A solution that is rarely, though sometimes proposed for pedestrian travel is an elevated skybridge that connects two buildings over a public street. Such solutions are not supported by Eastlake. See Recommendation CD- 19 in the Community Design Chapter IV for more information and a recommendation on skybridges.

See section 5 at the end of this Chapter for a list of Transportation recommendations that address the above goals and issues.

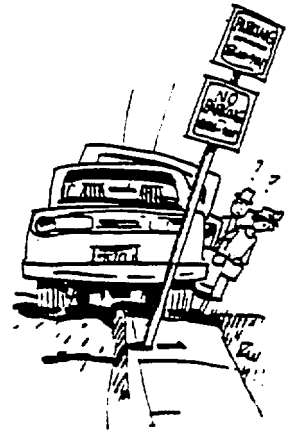
Goal T-3: Add and Improve Sidewalks and Walkways

As an older neighborhood, Eastlake is fortunate to have sidewalks on most of its streets, although some of these sidewalks have cracks that can trip a pedestrian, or they are overgrown with vegetation. On four of the east-west streets there are a few short but obvious gaps in the sidewalk. Completing these connections rated high in responses to the April 1998 Options Guide questionnaire. For example, the segment on the north side of Newton Street just west of Franklin received strong support from 34.6 %, while another 38.3 % somewhat supported the idea, and only 2.5 % opposed it.

Reconnection. The public gives particular support to projects that would reconnect pedestrian routes that had once existed. Exploring ways to connect the Edgar street-end with Fairview Avenue E. north to Hamlin received strong support on the 1998 questionnaire from 44.4 %, while another 29.6 % said they “somewhat” supported this proposal; A total of 6.2 % were opposed, whether “somewhat” or “strongly.” However, this opposed group includes residents and property owners closest to the site. The Eastlake Neighborhood Plan proposes to explore, with the involvement of those nearby, connecting the Edgar street-end with the Fairview Avenue E. right-of-way. The absence of this connection necessitates blocks of backtracking and hill climbing to advance just a hundred feet.

I-5 severed the historical connections between the Eastlake neighborhood and the areas just east of the current freeway. WSDOT’S multi-modal systems plan places a high priority on restoring such pedestrian connections. The Eastlake Neighborhood Plan proposes that WSDOT design and construct stairs and/or wheelchair accessible ramps under I-5 south of Newton Street. The neighborhood and the City would work closely with WSDOT on the project.

Fairview between Fuhrman and Newton. In 1994, Fairview Avenue E. north of Newton, was honored by the Seattle Design Commission as a “street that works.” A part of the award was a bronze plaque for installation in a prominent sidewalk. The plaque has not been installed for the simple reason that this section of Fairview has virtually no sidewalks! In fact, the street’s very success is that people feel comfortable walking in the roadway (a narrow 18 feet at some points), and the cars oblige. Past proposals to install sidewalks on Fairview Avenue E., especially between Newton and Roanoke, have been strongly opposed by the residents, the very people who most often walk the area.





This curve at the corner of Fairview and Fuhrman has extremely limited sight distance and no place for people to walk. Solutions will be explored in the traffic study that is recommended for this part of Fairview, and will be consistent with the area's "country land" character.

Seattle's Street Improvement Manual technically requires sidewalks and curbs to be installed on Fairview, just as it does on every street. SEATRAN and the DCLU have cooperated with the community in not insisting on this standard regarding individual projects. However, a more explicit policy is needed to recognize and enhance Fairview's status as a strolling lane in which pedestrians and cars share the roadway. The Eastlake Neighborhood Plan proposes designating Fairview between Fuhrman and Newton as a Type III green street. Green streets are authorized by a City ordinance; Type III is the most flexible, allowing for continued use by motor vehicles. The preparation and determination of standards and guidelines for landscaping, walkways, and buffers, including a possible prohibition against full curb, gutter and sidewalk sections, would be done only after a careful analysis, public meetings, and engagement with the nearby property owners and community. Design standards (e.g., whether the pedestrian route should be in the street, and if not, how the walkway would be designed) would be carefully tailored to each block or part thereof. (See Chapter V: Open Space Element for more information about these sections of Fairview Avenue E.)

Fairview South of Newton. In late 1996, the Seattle Public Utilities Department decided that it would be necessary to depart from its written agreement with the Eastlake Community Council and use the parking area along Fairview Avenue E. in front of NOAA for construction staging.

As mitigation, the Department agreed to redesign the parking and to install a landscaped walkway. Thus in February 1997, the Eastlake Tomorrow Transportation and Open Space planning teams jointly convened a stakeholder group of property owners, businesses, and residents to work out a design. With donated help from graduate students and volunteer professionals, the group improved on proposals in the 1994 Eastlake Transportation Plan for Fairview Avenue E. south from Newton Street to Eastlake Avenue.

It was found that a 4-foot shoreline walkway north to NOAA, as well as picnic tables or benches, could be put in without sacrificing either parking or trees—in fact, the design increased the amount of parking and trees in the area. Led by John Crowser, a property and business owner in the area, the group met nine times in 1997, and held several public meetings and a tour to solicit comment on its design.

In late September 1997, part of the walkway in front of NOAA was constructed under City supervision. Members of the stakeholder group also met October 13 with City officials regarding design of the walkway south of NOAA. On December 9, 1997, the Seattle Transportation Department wrote to Eastlake Tomorrow committing to complete the walkway. To respond to offers of donated construction and funds, the City in April 1998 agreed to prepare a topographic and land survey (completed in August) and more detailed designs of the project (still pending as of August).

See Section 5 at the end of this Chapter for a list of Transportation recommendations that address the above goal and issues.

Goal T-4: Improve Bicycle Conditions

Located as it is between the University District and Downtown, the Eastlake neighborhood receives many pass-through visits from bicyclists. In one eleven-hour period at the University Bridge in late April 1998, a City-UW effort counted 1109 bicyclists in both directions—nearly three times the number found in a twelve-hour count done in 1974. These numbers could be increased further with some effort at a few key points.

Bicyclists riding through Eastlake do not all follow the same route. Some bicycle slowly along the scenic Fairview Avenue E. shoreline route, undeterred by its narrowness and the large number of people walking in the street. Others take the more direct route of Eastlake Avenue, sharing the road with fast-moving buses and commuter traffic. A growing number of bicyclists take Boylston or Harvard Avenue to connect with the Lakeview/Melrose bypass on the east side of I-5 just south of where Lakeview crosses over the freeway. And some bicyclists take Minor Avenue, which has a parking prohibition on the east side of its flat four-block length.

The multiplicity of bicycle routes through Eastlake should not be discouraged; it satisfies the needs of different bicyclists, while spreading the load across several Eastlake streets. This result will be assisted if the City accepts our recommendation T-4.1 to designate Minor Avenue as an alternative bicycle route; this recommendation was also in the 1994 Eastlake Transportation Plan. Having shared this recommendation with SEATRAN in November 1997, we are puzzled that the Department rejected this recommendation with the following rationale: “Eastlake and Fairview are N-S designated routes and are well-traveled by bicyclists. Minor does not offer any

additional benefits over these designated routes, nor is Minor particularly different from any other non-arterial street.” An almost identical point was made in SEATRAN’s July 1998 comments. Of course, Minor Avenue is unique in that it allows parking on only one side; it is already used by many bicyclists, and we continue to recommend that the City designate the street as a bicycle route.

As Dave Mozer of the International Bicycle Fund has pointed out in some useful comments for the City Council, the greatest need that bicyclists have in passing through Eastlake is at the north and south ends. The transition from the University Bridge bicycle lane has never been ideal. In the past year the transition has been assisted somewhat by installation of a traffic light at Fuhrman and Eastlake Avenue; and by the striping of a bicycle lane from the University Bridge south to the intersection of Eastlake Avenue and Harvard. The latter intersection continues to be problematic for northbound bicyclists who face a very large intersection with motor vehicles coming at them in several directions. Bicyclists would be helped by recommendation T-1.11 to redesign the intersection of Eastlake and Harvard avenues.

Eastlake’s south frontier poses the most serious challenge and opportunity for bicyclists. Heading south toward downtown, the bicyclist encounters one very bad intersection (Fairview Avenue N. and Valley Street), or another (Eastlake Avenue and Stewart Street), or another (Boylston/Lakeview/Newton/I-5 on-ramp). We can do the most about the latter, which is growing in importance now that the Lakeview-Melrose trail allows bicycle and pedestrian passage on the east side of I-5 to downtown. We look forward to working with the City on this improvement, which will benefit not only bicyclists, but pedestrians and local traffic.

Goal T-5: Improve Bus Service for Eastlake Residents, Employees and Customers

Historically built around transit, the Eastlake neighborhood has one of the region’s highest levels of bus ridership. The 1994 survey found that 43% of those who live or work in the neighborhood had ridden a Metro bus in the previous week, and only 17% had gone more than a year since last riding a bus.



Electric trolley buses returned to Eastlake Avenue in 1997 after an absence of more than 50 years. This vintage trolley helped to inaugurate the new line.

At present, buses on Eastlake Avenue usually enjoy conditions of virtual free-flow. The current 14 to 19 mile per hour average speed that moving buses now experience on this segment of Eastlake Avenue at the peak period is quite fast in comparison with the bus speeds found on many other arterials. Eastlake Avenue has considerable excess capacity that can be devoted to parking without significantly congesting the arterial.

With or without traffic congestion, the main constraint for most buses on Eastlake Avenue will continue to be the need to stop for passengers, because Eastlake has the ridership to make these stops worthwhile. Metro ridership will grow if the Eastlake Neighborhood Plan's proposals to make Eastlake Avenue more of a "main street" are adopted. The current high traffic speeds are, in the larger view, hurting bus service rather than helping it. In a thoughtful paper from the Transportation Research Board, a planner with Los Angeles' transit agency observed: "Although it is true that higher transit speed means lower cost per vehicle-mile, the incentive to use transit is diminished by a general speed-up, and the overall effectiveness of transit is worsened. This is because the incentive to use transit is based on its performance relative to the automobile and its relative performance worsens as traffic speeds increase" [p. 328].

The current high speeds are a special discouragement for those on the way to and from the bus. A manual on urban design published by San Diego's transit agency observes that major arterials "are difficult places for buses to stop and for pedestrians to cross. To encourage transit use, safe street crossings must be allowed at frequent intervals" [p. 13]. Our surveys indicate that bus riders find it difficult to cross Eastlake Avenue. In an admittedly extreme case, a disabled

resident tells of getting onto the bus and riding it all the way into the University District and back along the other side of Eastlake Avenue—just to cross the street safely!

Considering Eastlakers' high rate of bus ridership, it is impressive that in the 1994 survey, fully three quarters (76%) answered yes to the following question: "Would you support changes in Eastlake Avenue to reduce speeding and improve crossing safety even if they slowed the Metro buses that use Eastlake Avenue?" These are Metro riders speaking, and they are saying that in King County's bus decisions, bus speed should be secondary to an effort to make Eastlake Avenue a safer and more comfortable "main street." King County should take a large view in evaluating proposals to reduce the illegally high speeds on Eastlake Avenue.

Express Bus Stops. Questionnaires distributed in the neighborhood have found unusually strong support for the proposal that express buses that use Eastlake Avenue should, like the new route 66, stop at least twice in the neighborhood. In the 1996 questionnaire, 76.4% (the highest approval rating for any transportation proposal) were in favor, and only 12.8% against, with very little difference among residents, employees, and property owners. A very similar result was found in the 1998 questionnaire, with 56.8% "strongly" and another 23.5% "somewhat" endorsing this view; only 3.7% expressed any opposition.

The 1998 questionnaire also found strong support for keeping the current maximum of two blocks between local bus stops: 40.7% strongly and 23.5% somewhat supported the proposal. Opposition was expressed by 19.7%.

Bus Shelters and Benches. Considering the large number of bus riders who live or work in the neighborhood, there are too few bus shelters and benches. More should be installed, and art or other neighborhood-specific details should be integrated into the design.

See Section 5 at the end of this Chapter for a list of Transportation recommendations that address the above goal and issues.

Goal T-6: Reduce Freeway Related Noise, Air and Water Pollution and Visual Blight through Technology and System Modifications; Mitigate the Impacts that Cannot Be Eliminated.

The construction of I-5 (completed in 1962) destroyed many homes and businesses in Eastlake, Roanoke Park, Portage Bay, and North Capitol Hill. Over time, increasing freeway traffic and deteriorating pavement have combined to produce unacceptably high levels of noise, vibration, and pollution, affecting nearby residences, businesses, and properties. A 1993 study commissioned by WSDOT found that freeway noise reaches extremely high levels in parts of our neighborhood.

Questionnaires and comments at public meetings suggest that many residents are affected by noise from I-5 in their homes and in neighborhood public spaces near the freeway. In fact, reduction in freeway noise got the highest support of any proposal in the 1996 Eastlake Tomorrow questionnaire. Citizens say that freeway noise makes it difficult to have a normal conversation in their yards or on the sidewalk and forces them to keep windows closed year-

round. The City, County, and School District are losing tax revenue because property values are depressed by the noise.

Under the auspices of Eastlake Tomorrow, residents, businesses, and property owners in late 1997 formed a subcommittee of the Transportation planning team to focus on highway impacts. The subcommittee's goal statement recognizes that the freeway's noise, air, and water pollution and visual blight can be reduced through technology (e.g., noise walls) as well as through changes in how traffic is managed (e.g., speeds and hours of operation). The noise and other pollution that cannot be eliminated can be mitigated (e.g., retrofitting homes, or reducing their tax assessments).

The highway impacts subcommittee met four times in October and November, and held a public meeting (80 in attendance) on December 8, 1997. At its December 18 meeting, the group decided to incorporate as an independent organization known as Neighborhoods Opposed to Interstate Sound Exposure (NOISE).

The I-5 Ship Canal bridge, which was designed in the late 1950s before engineers had much knowledge or concern about the freeway's impacts, reflects noise from the express lanes onto the homes and businesses below. A 1992 WSDOT study found that much of the noise coming from two-level roadways (e.g., the I-5 Ship Canal bridge) is due to reflection from the lower, express lanes roadway off of the bottom of the upper roadway. That study found that acoustic material (similar to fiberglass) applied to the bottom of the upper roadway would noticeably absorb and reduce noise from the bridge. An Eastlake Tomorrow priority from 1992 was to reduce the round-the-clock hours of operation of the express lanes as another means of reducing the reflected noise. A major step toward this solution occurred November 3, 1997, when WSDOT began closing the lanes between 11 p.m. and 5 a.m.

A subsequent WSDOT study in 1993 concluded that sound walls built alongside the freeway would be yet another effective means to reduce freeway noise—in fact, some of the most significant reductions in the whole SR520-I5 interchange could be obtained through the use of sound walls in Eastlake. For best results, sound walls should be installed on both sides of a freeway—in our case, alongside both Boylston and Harvard avenues.

The April 1998 Options Guide questionnaire showed strong support for measures to reduce noise from the freeway. Over 70% of respondents agreed “strongly” that the City should work for state and federal funding to reduce noise from I-5 and SR520. Another 16% “somewhat” supported this position, and only 4.9% opposed this position either strongly or somewhat. Similarly, 82.8% supported strongly or somewhat a retrofit of the Ship Canal bridge to reduce noise. Possible noise wall locations along Boylston and Harvard avenues received 65.4 and 56.8% approval ratings, respectively.

The City must also work to have WSDOT accept responsibility for the neighborhood impacts of water runoff from I-5, which drains into Lake Union and Portage Bay. Freeway runoff has oil and other pollutants, and should be reduced and treated; malfunctioning drain pipes should be repaired. Perhaps because the pipes to the lake outfalls appear to be stopped up, WSDOT has cut holes in the pipes before they enter the ground, allowing overflow onto City rights-of-way. As a result, this water is entering the City's combined sewer system, but without WSDOT payment to

the City for the cost of treatment. These overflows are also causing damage to open spaces under the freeway, and could undermine its stability. Action on this issue was widely popular on the April 1998 Options Guide questionnaire. Most respondents (75.30A) gave this measure their strong support, while another 12.3% gave it somewhat support; only 3.4% were opposed in any way.

See Section 5 at the end of this Chapter for a list of Transportation recommendations that address the above goal and issues.

Goal T-7: Ensure that Any Light Rail or Monorail System Is a Net Benefit to the Neighborhood

More than any other neighborhood, Eastlake faces a growing and constantly changing list of rail alternatives, some of which were thought to have been settled at the time of the 1994 Eastlake Transportation Plan. In late 1997, in the midst of the Eastlake Tomorrow neighborhood planning effort, new proposals emerged for both light rail and monorail through the neighborhood. It was almost a replay of the emergence of an Eastlake Avenue surface light rail route halfway through the development of the 1994 Eastlake Transportation Plan.

By its topography and geography, the Eastlake neighborhood is often treated as a corridor through which to get somewhere else. These corridor projects can have a good impact if they have many stops in the neighborhood, as did the streetcar line that opened in 1893 and as do the bus lines that took its place in 1941. But corridor projects can also have a destructive impact, as with the loss of hundreds of homes and businesses in the path of I-5, and that freeway's continued visitation of air pollution and noise on the those that remain. The heavy traffic of Eastlake Avenue—including fast-moving express buses that do not stop here—splits the neighborhood in two.

Although it is beyond the scope of this neighborhood plan to make a final recommendation for or against a light rail or monorail presence in Eastlake, it does recommend against certain routes, and identifies conditions for the other alternatives that appear necessary to gain the support of many residents and businesses.

The Re-emergence of Rail. The street railway (1893- 1941) around which Eastlake grew stopped almost every block. The rail systems to which the Seattle region is returning are higher capacity and higher speed, and thus have fewer, more widely spaced stations (typically two or more miles apart). In fact, "light rail" is a misnomer, as it is heavier than the big-city subway systems usually deemed "heavy rail." Although monorail vehicles are physically lighter than light rail, putting them high up on pylons requires each stop to have a station, and stations are limited in number by cost and space; the Seattle monorail proposals envision a distance between stations of one mile or more.

The high capacity rail proposals that the voters defeated in 1968 and 1970 did not include an Eastlake route. An Eastlake route was first seriously examined in 1990 as a part of the Metro 2000 High Capacity Transit Study. This study ruled out an Eastlake Avenue route, suggesting further study of routes via a Capitol Hill tunnel and the I-5 express lanes (in 1992, the Joint Regional Policy Committee identified the Capitol Hill tunnel as its preferred alternative).

A major evaluation of an Eastlake route occurred in 1994 as a part of the neighborhood planning process that produced the Eastlake Transportation Plan. Although the Seattle City Council had passed several resolutions supporting the Capitol Hill tunnel route, the three-county Regional Transit Authority (founded in 1993) evaluated a possible surface route along Eastlake Avenue. The light rail alternative through Eastlake had the rails in reserved lanes (not grade-separated) on the surface of Eastlake Avenue, lined with low curbs that would admit rubber-tired vehicles in emergencies. As in other light rail alternatives studied here, the trains would be in combinations of from two to six 60-foot cars, running every five minutes in peak periods, and about every ten minutes at other times between 5 a.m. and midnight.

Eastlake Tomorrow cooperated with RTA in 1994 on an intensive planning process regarding the surface light rail alternative that included a public workshop, two public meetings, a survey, and a neighborhood delegation to evaluate the impacts of Portland's MAX system on neighborhoods. The 1994 Eastlake Transportation Plan has ten pages on the light rail issue. RTA's first director, Tom Matoff, acknowledged the extensive impacts upon Eastlake of the construction and continued operation of I-5. At a 1994 public meeting, Matoff stated, "Eastlake has paid its dues," and promised not to recommend an Eastlake route unless the neighborhood would clearly benefit from it. At the end of the 1994 study, Matoff and RTA decided against the Eastlake Avenue surface route. Because that decision still stands, the analysis in the 1994 Eastlake Transportation Plan will not be added to here.

The voters turned down the RTA ballot measure in March 1995; the proposal that went to the voters included the possibility that the Capitol Hill tunnel might emerge at Harvard Avenue and continue across the Ship Canal on a high level bridge. A lower cost RTA ballot measure was on the ballot in November 1996, and this time the voters approved it. The successful November 1996 ballot measure retained the tunnel under Capitol Hill as its preferred route—the only portion of the ballot measure in which a preferred route was specifically identified. Residents of Eastlake easily approved both ballot measures, and in higher proportions than most other Seattle neighborhoods.

Light Rail Since 1996. To qualify for federal funding, RTA must conduct a major investment study that examines at least one alternative route. In May 1997, RTA established an 1 S-member Task Force to design an alternative to the Capitol Hill tunnel; Eastlake's representative was Jules James (Carol Eychaner, alternate) and Portage Bay/Roanoke Park's representative was Ed Brighton (Kingsley Joneson, alternate).

After five meetings, the Task Force recommended in September 1997 that the alternative alignment to be studied would include a station near Eastlake Avenue and Fairview Avenue N., and would proceed through Eastlake in a tunnel but emerge as a high-level bridge crossing of the Ship Canal, with additional possibility that this crossing be by tunnel as in the Capitol Hill tunnel alternative. The high-level bridge alternative was opposed by Ed Brighton, Kingsley Joneson, and Carol Eychaner, among others.

On January 16, 1998, newly elected Mayor Paul Schell wrote to the RTA stating that during his election campaign he had heard a number of concerns raised about the current RTA plan, and that he had made the commitment to address these concerns based on several principles, including "exploring alternatives that may result in cost savings (i.e., less tunnel length.)." On

February 23, Schell wrote again to RTA on the results of his reassessment, this time stating a clear preference for the Capitol Hill tunnel and reporting that alternative routes would have lower ridership and slower travel times.

The Eastlake Tomorrow Steering Committee approved a February 2, 1998, comment letter to RTA regarding the proposed scope of the alternatives and the environmental analysis in the light rail environmental impact statement (EIS) regarding the light rail proposals. RTA is now preparing this EIS, which is expected to be released in draft by the winter of 1998 for hearings and written comment in January 1999. The environmental impact statement would then be completed in the summer of 1999 for a final record of decision in the spring of 2000.

Monorail Initiative (1997). In November 1997, Seattle voters approved by a margin of 52 to 48% a public initiative calling for a rubber-tired, electric, elevated transit system. Eastlake residents easily approved the initiative, although not by as large a margin as they had the RTA. To establish and manage the system, the initiative chartered a public development authority (the Elevated Transportation Company [ETC]). The ETC began its deliberations in February 1998. A clear funding source has not been identified, and ETC is mandated to seek private funding, especially for station-related land and commercial development. Although some have argued that small personal transit vehicles would satisfy the initiative, initiative author Dick Faulkenbury and others on the ETC board appear to favor a system with a high passenger capacity, implying trains longer than the current monorail.

Although the monorail initiative did not specify routes for the voters, it was specific about the vicinity of stations, including one within a mile of UW'S Denny Hall and one within 1,000 yards of the intersection of Fairview Avenue N. and E. Mercer Street. Faulkenbury has stated his preference that the monorail route be on or above I-5, avoiding Eastlake Avenue; however, WSDOT has resisted this route, emphasizing its imposition on highway capacity. Friends of the Monorail, a nonprofit group, has proposed that the monorail route go through the Broadway area, allowing Sound Transit's light rail to follow the freeway or Eastlake Avenue.

Neighborhood Concerns. Responses to the April 1998 Options Guide questionnaire showed a solid majority against having light rail or monorail in the neighborhood; but the questionnaire also found a vocal minority—up to one fifth—who gave this prospect their strong support. Thus 53.1 % strongly oppose an additional bridge for either light rail or monorail across the Ship Canal, but 14.8 % strongly favor that result.

Bridge Crossing. The I-5 Ship Canal bridge emits an unacceptable level of noise at most times of the day or night. Many in the vicinity fear that a rail bridge crossing will add to the noise, although some feel that it could be an opportunity to achieve a net reduction in the noise. For public discussion to be most useful, it is essential to prepare benchmark measurements of existing noise along Eastlake Avenue and a projection of future noise with and without the rail bridge. Also, we need to know which noise-reduction technologies are available and how the neighborhood can assure that the best technologies are selected and actually installed.

Portals. Emergence of the light rail line from the ground for a bridge crossing (or entry of a surface light rail into the ground to access a tunnel) will require a portal whose length and width will vary depending on the geography. Among the potential negative impacts of this portal

would be to eliminate existing buildings, occupy developable land, and worsen Eastlake and Harvard avenues' barrier-like quality by creating a "ditch" that pedestrians and bicyclists could not cross and that a pedestrian overpass would inadequately correct. A portal could also create noise that at some points is far louder than if a passing train were entirely on the surface.

Parking. One or more stations can intensify a rail line's impact on the neighborhood. Because light rail, and to a lesser extent the monorail, will have far fewer stops than the existing bus system, the activity associated with each station will be very great. The Eastlake neighborhood has consistently opposed being a park-and-ride, whether by installation of official park-and-ride lots, or unofficially by use of neighborhood streets. A new light rail station or monorail station could invite rail riders who drive from other areas to park in the neighborhood. This new traffic would bring more noise, pollution, and traffic danger, potentially negating the environmental benefits of rail to the neighborhood. The increased demand for parking would also usurp parking needed by Eastlake residents and customers of neighborhood retail businesses.

The Eastlake residential parking zone that is now in effect will help protect residential parking, but upon opening of a station, it would have to expand to all residential blocks, have increased enforcement, and stronger parking restrictions. The increased price that could be charged for private parking would encourage landowners to favor automobile commuters to the neighborhood, forcing residents' and employees' cars onto the streets, where parking availability is already limited. Special efforts must be made to assure that retail businesses have adequate short-term parking. Parking structures (which, in 1994, the RTA offered to build) would not be located conveniently to many businesses, and they would need to be well-designed and respectful of existing zoning constraints. Many in the neighborhood feel that free-standing parking garages should be excluded from Eastlake's business district between Hamlin to Newton streets.

Transit-Oriented Development. The Eastlake neighborhood is currently zoned to allow substantial expansion in commercial and multifamily development. The impacts of this development are already being magnified by the barriers of the lake and the freeway, and by major growth in the nearby University of Washington and Fred Hutchinson Cancer Research Center, and South Lake Union in general. While upzoning (increasing the maximum allowable height, bulk, and scale and density for new buildings) near transit stations may make sense in some areas, and is usually a by-product of the station, it is not appropriate for Eastlake, which has very limited infrastructure and land, and is already struggling to deal with impacts from existing development and to retain its desired scale and character. Commercial development near a station could also compete with and undermine Eastlake's "main street" vision and the many small independent businesses that comprise its commercial community. Suggestions have been made that any Eastlake station might be accompanied by graduated caps on permitted square footage of commercial and residential development to help pace the development at a rate that the neighborhood could successfully absorb.

Bus Service. The light rail line could potentially reduce noise, pollution, and congestion by eliminating some buses that now move through the neighborhood on I-5 or on Eastlake Avenue. However, this effect could be negated if an Eastlake station came to be a transfer point for buses not already coming through the neighborhood. Although the addition of bus service might be welcomed by residents and employees who have seen their choices reduced in the last decade by

the downtown bus tunnel, the additional buses might be mainly at peak hour and if they have picked up commuters on their way into town, might be too full for Eastlakers to be able to board.

Enforcing Commitments. We learned in a 1994 visit to the Hazelwood neighborhood on East Bumside Street in Portland that some of the features originally promised to make light rail palatable to the neighborhoods never materialized. Before agreeing to an Eastlake route or station, the neighborhood might seek a legally binding document committing RTA and, where applicable, the City of Seattle, to specific protections. Baseline traffic counts and projections would need to be made, with public investments tied to actual targeted ceilings. These street improvements would need to be installed during or before the light rail development, not after it.

Construction-Related Disruption. The well known loss of retail businesses during the Downtown bus tunnel construction make aggressive efforts essential to protect Eastlake's retail and other commercial businesses during any light rail or monorail construction. Despite the best efforts of the agency managers, the recent construction of the Seattle Public Utilities combined sewer overflow project (primarily a tunneling project) and King County's trolley wire expansion project imposed serious hardships. A binding plan should be developed that clearly delineates responsibilities for relocating, compensating, or otherwise helping businesses and residents during the construction process.

Conclusion on Rail. A succession of neighborhood planning efforts have found that Eastlake's highest priority is to become and remain a safer, quieter, and more pleasant place to live, play, and do business. Many in the neighborhood would likely oppose a light rail system that took us farther from these goals. Eastlake and Portage Bay/Roanoke Park are not just a corridor through which travelers pass; they are neighborhoods whose quality of life must be preserved and enhanced. Noise, air pollution, and impediments to pedestrians are already at high levels and must not be allowed to increase. Because of the neighborhoods' proximity to Downtown and the University District, the pressures for land development and for parking are already intense; installation of one or more light rail or monorail stations would likely exacerbate these pressures beyond acceptable or mitigatable levels.

See Section 5 at the end of this Chapter for a list of Transportation recommendations that address the above goal and issues.

5. Transportation Recommendations

Following are goals and their related recommendations along with proposed follow-up activities. Most of the recommendations do not require capital spending; some that do can be funded outside the Seattle Transportation Department (e.g., by the state).

Some of the elements of Eastlake's existing and proposed Transportation System are shown on Figure VI. 1 at the end of this chapter.

Goal T-1: Reduce Speeding and Collisions

- T-1. 1 On Eastlake Avenue, south of Boston Street to its intersection with Fairview Avenue N., establish a street section with one lane of travel in each direction, a

- center left-turn lane, and a parking lane on each side (this configuration during off-peak hours). This configuration will improve safety by making each lane wider and reducing turning collisions, while making the parking lanes more usable. Neighborhood volunteers to collect signatures of property owners supporting this change.] [Key]
- T-1.2 Install planted medians in the Eastlake Avenue center lane when this does not interfere with left turns at intersections and into existing driveways. [Subject to funding and the permission of abutting property owners; neighborhood volunteers to follow up.] [Key]
- T-1.3 Eliminate the current peak period parking prohibition on Harvard Avenue that creates a second travel lane in the direction of peak commute, and explore reducing the hours or dropping entirely the current peak period parking prohibition on Eastlake Avenue. This prohibition eliminates needed parking, and encourages speeding on these arterials.[Eastlake Community Council and Eastlake Business Association to follow up] [Key]
- T-1.4 The City of Seattle should work with other localities and with state legislators to amend state law to permit localities to enforce speed limits on residential streets down to 15 miles per hour from the current 25, and to allow a school zone speed of 20 miles per hour to be enforced whether crossing guards are present or not. [Follow-up by Eastlake Community Council, Floating Homes Association, and other neighborhood organizations] [Near-term]
- T-1.5 Reduce the posted speed limit from 25 to 15 miles per hour on Fairview Avenue E. between Roanoke and Newton streets. [Follow-up by Eastlake Community Council and Floating Homes Association] [Near-term]
- T-1.6 Install traffic calming measures at the intersection of Fairview Avenue E. and Newton Street. [Follow-up by Floating Homes Association and Eastlake Community Council; to seek a Neighborhood Matching Fund grant] [Key]
- T-1.7 Redesign the intersection where Fairview Avenue E. turns to the southwest and becomes Fairview Avenue N. to discourage drivers from making fast, sweeping turns. [A pledge has been received for this project from the Seattle Transportation Department; follow-up by Eastlake Tomorrow volunteers.] [Key]
- T-1.8 Install a stop sign at the west end of Blaine Street for turns onto Fairview Avenue E. [Follow-up by neighborhood volunteers in cooperation with the abutting landowners] [Near-term]
- T-1.9 Install traffic calming measures at the intersection of Fairview Avenue E. and Lynn Street [Long-term]
- T-1. 10 Install traffic calming measures at the intersection of Fairview Avenue E. and Roanoke Street [Long-term]

- T-1. 11 Redesign the intersection of Eastlake and Harvard avenues to reduce collisions; redesign should include (1) curb bulbs and wider sidewalks for that portion of Harvard Avenue fronting on the commercial property between the Franklin Avenue staircase and Allison Street, and (2) additional planted median at the intersection of Harvard Avenue and Eastlake Avenue. [Long-ten-n]
- T-1. 12 For Fairview Avenue E. between Fuhrman and Hamlin and between Roanoke and Newton, adopt a green street Type III designation, and pursue with the community, property owners, and City a public process to determine possible standards and guidelines for landscaping, walkways, and buffers, including a possible prohibition against full curb, gutter, and sidewalk sections. Consistent with the objectives of the green street and “country lane” for north Fairview Avenue E., prepare and implement a study of north Fairview Avenue E. between Hamlin and Fuhrman streets that evaluates and develops solutions for traffic calming, traffic circulation, pedestrian safety, and on-street parking. [Key]
- T-1. 13 In general, do not widen existing street widths, construct large curb radii, or make other roadway or intersection modifications that expand Eastlake’s existing street sections, unless identified and supported in an Eastlake planning process. [Near-term]

Goal T-2: Make it Safer and More Convenient for Pedestrians to Cross the Street

- T-2.1 Paint all crosswalks along Eastlake, Harvard, and Boylston avenues. [Follow-up by neighborhood organizations] [Near-term]
- T-2.2 Increase the length of “WALK” signals to allow more crossing time before the “DON’T WALK” signal appears. [Follow-up by social service organizations and the Eastlake Community Council] [Key]
- T-2.3 Install pedestrian half-signals (stop lights) at the Allison, Newton, and Howe crossings of Eastlake Avenue. [Follow-up by the Eastlake Community Council] [Key]
- T-2.4 Restore automatic “WALK” at full traffic signals. As is still the case at the Lynn Street crossing of Eastlake Avenue, do not require pedestrians to press a button to obtain a “WALK” indicator at full traffic signals (push button would still be used to gain a quicker “WALK” signal, and at pedestrian half-signals). [Follow-up by neighborhood volunteers] [Near-term]
- T-2.5 Install a mid-block crossing of Eastlake Avenue at Shelby Street. Fairview-Olmsted Park will open in 1998–1 999 just west of this intersection, and the Shelby hillclimb is proposed just east of it. [Follow-up by Olmsted-Fairview Park Commission] [Key]

- T-2.6 Install disability-friendly facilities at the Louisa, Roanoke, and Lynn crossings of Eastlake Avenue. Provided that east/west through traffic is not encouraged with a fill signal, include a “WALK” signal on the south side of Louisa Street. Nearby organizations serving the blind, deaf, and deaf-blind have requested improvements such as curb ramps, brighter signals for the partially sighted, a vibrating signal panel or button, and crosswalks in a different color and texture and outlined in ways that can be felt by a cane. [Follow-up by Deaf-Blind Service Center and the Abused Deaf Women’s Advocacy Service] [Key]
- T-2.7 Install a green arrow for left turns westbound from Lynn to Eastlake Avenue, and provide a “WALK” phase across Eastlake Avenue that is protected from Lynn Street; left turns will be acceptable only if Lynn is not widened. Neighborhood volunteers to follow up] [Near-term]
- T-2.8 Re-establish pedestrian access on the north side of the Roanoke Street bridge across I-5. Include “No Right on Red” sign for westbound traffic on Roanoke turning north to Harvard, and an additional crosswalk on the north side of the Harvard/Roanoke intersection. [Follow-up by neighborhood volunteers, jointly with Roanoke Park area] [Key]
- T-2.9 Once the City has clarified the variety of Key Pedestrian Streets and the rules that apply to them, upon opening of a station explore designating one or more streets in Eastlake as a Key Pedestrian Street. [Follow-up jointly by the Eastlake Business Association and the Eastlake Community Council.] [Long-term]
- T-2. 10 Install curb ramps on all street corners to accommodate wheelchairs and baby strollers. [Key]

Goal T-3: Add and Improve Sidewalks and Walkways

- T-3.1 Restore and clean sidewalks throughout the neighborhood. [Adopt-a-street assignments to do cleaning; neighborhood volunteers to prepare and prioritize an inventory of restoration needs] [Long-term]
- T-3.2 Identify those sites that have excessively wide or unused driveways, and recommend driveway sharing and curb restoration as appropriate. [Follow-up by neighborhood volunteers] [Long-term]
- T-3.3 Install a pedestrian walkway on the west side of Fairview Avenue E. between Blaine Street and Fairview Avenue N. [Follow-up by neighborhood businesses and volunteers] [Key]
- T-3.4 At no sacrifice to habitat, complete the walkway on the west side of Fairview Avenue E. from Fuhrman Avenue to Martin Street (south of University Bridge). [Follow-up by neighborhood businesses and volunteers] [Long-term]
- T-3.5 Complete the sidewalks on both sides of Allison and Hamlin streets and Fuhrman Avenue between Eastlake Avenue and Fairview Avenue E. [Follow-up by

neighborhood volunteers in close coordination with residents and property owners in the area; funding of a sidewalk on the south side of Fuhrnan Avenue will be sought from WSDOT (the abutting landowner)]. [Near-term]

- T-3.6 Install a set of stairs and wheelchair accessible walkways under the I-5 viaduct between Franklin Avenue and Lakeview Boulevard, to connect to the existing Blaine and Garfield streets stairs up to 10th Avenue E. [Follow-up by Seattle Transportation Department to obtain design and funding from WSDOT, the landowner]. [Key]
- T-3.7 Explore ways to connect the Edgar Street-end with Fairview Avenue E. north to Hamlin Street (north end of Mallard Cove). [Follow-up by neighborhood volunteers in close coordination with residents and property owners in the area.] [Long-term]
- T-3.8 Explore a possible walkway or viewing platform that, at no sacrifice to habitat, allows pedestrians to pass on the west side of Fairview Avenue at the Boston Street-end. Any modification should also address drainage and access issues on the east side of the intersection. [Follow-up by Eastlake Tomorrow volunteers] [Near-term]

Goal T-4: Improve Bicycle Conditions

- T-4.1 Recognize Minor Avenue as a “major bikeway” (a designation now given only to Fairview Avenue E.). Doing so would encourage bicycle travel on Minor in addition to Fairview and Eastlake avenues. [Follow-up by neighborhood volunteers] [Near-term]
- T-4.2 Redesign the intersection of Boylston Avenue, Lakeview Boulevard, Newton Street and the I-5 on-ramp to facilitate safer conditions for local traffic, bicycles, and pedestrians. [Follow-up by neighborhood volunteers]. [Key]
- T-4.3 Install more bicycle racks, particularly at businesses and parks Neighborhood volunteers to develop prioritized list of locations] [Near-term]

Goal T-5: Improve Bus Service for Eastlake Residents, Employees, and Customers

- T-5.1 Establish that all express buses that use Eastlake Avenue will stop at least once in the neighborhood. [Work with King County; follow-up by neighborhood organizations] [Key]
- T-5.2 Maintain a maximum distance of two blocks between local bus stops. [Eastlake Tomorrow to send a letter to King County and the City of Seattle] [Key]
- T-5.3 Reduce “deadheading” (layovers) of Metro and Community Transit buses in the neighborhood, including on Eastlake Avenue south of the intersection with

Fairview Avenue N. [Work with King County and Community Transit (Snohomish County); follow-up by neighborhood organizations] [Near-term]

- T-5.4 Increase the number of bus shelters and decorate them with the help of artists and students from the neighborhood; provide benches at more bus stops, and restore the benches that were removed at Lynn Street (northbound). [Follow-up by neighborhood organizations] [Near-term]
- T-5.5 Study Lake Union ferry to connect Fremont, UW, Eastlake and Westlake. [Long-term]
- T-5.6 Study jitney (van/bus) to circle Lake Union. [Long-term]
- T-5.7 Neighborhood-wide trip reduction project. [Long-term]
- T-5.8 Yield signs at Franklin Avenue intersections. [Long-term]
- T-5.9 Complete the sidewalk on the north side of Newton Street between Eastlake and Franklin. [Long-term]

Goal T-6: Reduce Freeway Related Noise, Air and Water Pollution and Visual Blight through Technology and System Modifications; Mitigate the Impacts that Cannot Be Eliminated.

- T-6.1** Urge WSDOT to retrofit the I-5 Ship Canal bridge with sound-absorbent panels above the express lanes to reduce reflected noise. WSDOT'S acoustic consultants estimate this measure could reduce noise by ten decibels. [Follow-up by volunteers in the Eastlake, Roanoke Park, University District, and Wallingford neighborhoods] [Key]
- T-6.2 Urge WSDOT to install small noise walls on both sides of the I-5 express lanes just north of Shelby Street. This site is particularly noisy, but also well-suited for construction of a wall. [Follow-up by volunteers in the Eastlake and Roanoke Park neighborhoods] [Key]
- T-6.3 Develop community consensus for additional locations for noise walls. [Follow-up by NOISE] [Near-term]
- T-6.4 Urge WSDOT and the state legislature to allocate funds for noise retrofits. City of Seattle to exert influence in Olympia for such funds, which are at a zero level in the current biennial state budget. Support legislation redirecting revenues from parking leases along WSDOT'S rights-of-way (that revenue now funds highway development in rural areas), revenue from cellular antennas, and any other appropriate sources of finding. [Follow-up by volunteers from the Eastlake, Roanoke Park, University District, and Wallingford neighborhoods] [Key]
- T-6.5 Work with WSDOT and the City to further reduce the hours when the I-5 express lanes are in operation. They are now usually closed between 11 p.m. and 5 a.m., whereas the City noise ordinance recognizes 10 p.m. to 7 a.m. as quiet times.

[Follow-up by volunteers from the Eastlake, Roanoke Park, University District, and Wallingford neighborhoods] [Near-term]

- T-6.6 Secure a City ordinance prohibiting the use of diesel compression brakes on the Eastlake sections of I-5. [Follow-up by NOISE and local community councils] [Long-term]
- T-6.7 Urge WSDOT to resurface this stretch of I-5 with “quiet pavement.” When WSDOT resurfaced SR520 on the bridge deck and to the East, noise levels were significantly reduced. Though this technology can be expensive, it can help mitigate noise in affected neighborhoods without even more expensive barriers or lids. [Follow-up by NOISE and local community councils] [Key]
- T-6.8 Under I-5, urge WSDOT to ensure adequate drainage, treat stormwater run-off, and keep the area clean, safe, and well-lighted. [Key]
- T-6.9 Encourage the City, County, and School District to conduct a study of the tax revenue foregone from property tax devaluation because of increasing levels of noise. [Long-term]

Goal T-7: Ensure That Any Light Rail or Monorail System Is a Net Benefit to the Neighborhood

- T-7.1 Light rail should not be on the surface of, or elevated above, any Eastlake streets. It would significantly harm existing businesses, traffic, parking, and neighborhood livability. [Key]
- T-7.2 Oppose an additional light rail (or monorail) bridge crossing over the Ship Canal, or a nearby tunnel opening. Both would significantly harm properties and homes. [Key]
- T-7.3 Explore the addition of rail to I-5 and the Ship Canal bridge, if it produces a net reduction in noise and vibration and does not produce a widening of the bridge. [Long-term]
- T-7.4 A monorail line on Eastlake Avenue cannot be recommended because of view blockage, loss of property values and privacy, loss of street space, and possible taking of property. [Key]
- T-7.5 A Boylston Avenue or I-5 monorail route could be explored if it produces a net reduction in noise and does not harm existing properties. [Long-term]
- T-7.6 Oppose a light rail station in Eastlake if there are not strong protections against inundation by up-zoned commercial development and by commuters arriving by car. [Key]
- T-7.7 Potential impacts of one or more monorail stations must be closely examined before such a station could be recommended. [Near-term]

T-7.8 Support the Capitol Hill tunnel route for light rail. If the South Lake Union alternative is chosen as the light rail route, support only the all-tunnel alternative through Eastlake and under Portage Bay. [Key]

The plan proposes joint City-community study of reducing the hours of or eliminating the Eastlake Avenue peak-period parking restriction.

The Eastlake Avenue peak-period parking restriction between Allison and Boston streets creates additional commute lanes:

- Morning (7-9 a.m.) - west side of street (commute into downtown)
- Afternoon (3-6 p.m. or 4-6 p.m.) - east side of street (commute out of downtown)

- Traffic circle
- Traffic signal
- Possible sidewalk or walkway
- H Floating homes



Proposed Green Street Type III for Fairview between Fuhrman and Hamlin and between Roanoke and Newton would accommodate traffic but calm it to encourage in-street strolling

Lake Union

Proposed traffic signals

Proposed Fairview shoreline walkway from Blaine to Fairview Ave. N.

The City plans to reconfigure this intersection to discourage high-speed turns

Proposed removal of peak period parking restriction on Harvard Avenue

Proposed traffic signal

Possible path connection proposed for study

Proposed bicycle route on Minor Avenue (in addition to current designation of Eastlake and Fairview Avenues)

Proposed re-establishment of pedestrian access to sidewalk on north side of bridge over I-5

Proposal is to continue the Eastlake Avenue center turn lane south of Boston Street to Galer, with a travel lane and a parking lane in each direction

Proposed re-establishment of pedestrian access to sidewalk on north side of bridge over I-5

Stairs to Capitol Hill

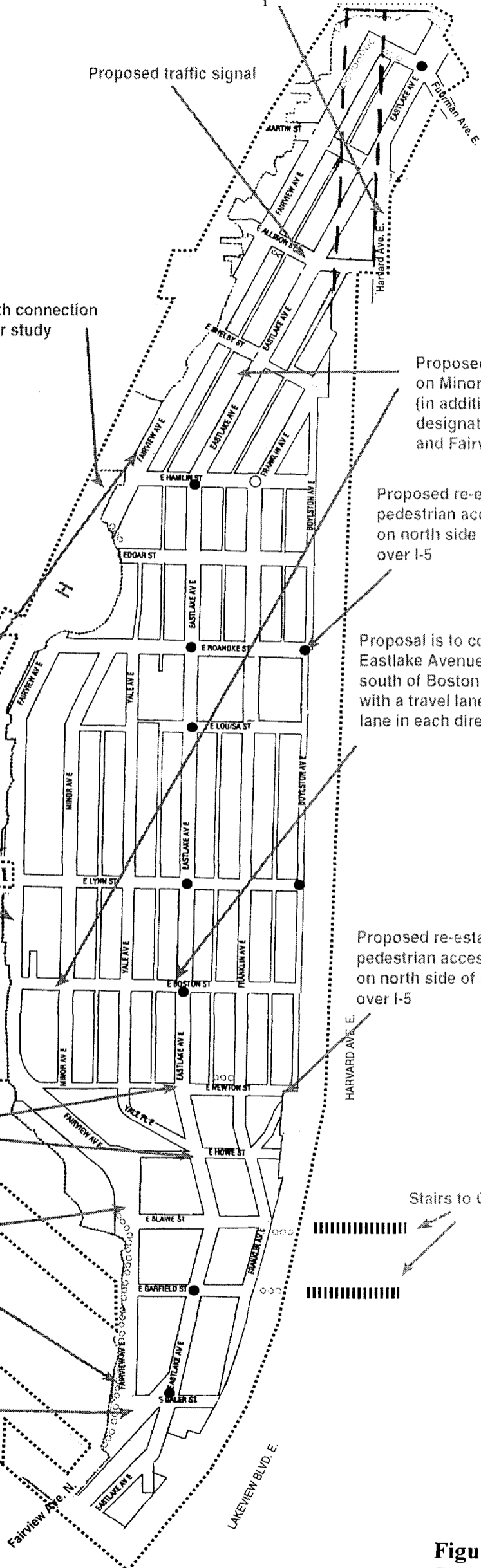


Figure VI.1

Eastlake's Transportation System

Chapter VII.

MAIN STREET ELEMENT

1. Vision and Goals

A neighborhood whose residents and employees prefer also to shop and dine there. A neighborhood with quality retail and service businesses that reach out to potential customers everywhere. A neighborhood which is lively and busy in the evening and during the day. A neighborhood with a clean and vital Main Street that adds to the sense of community.

This vision can be our Eastlake if we plan well for the business district.

Eastlake is a mixed-use community that seeks to balance residences, office issues, retail and service establishments, and maritime industry. The business and residential districts are long and narrow, and so are never far from each other. Small businesses such as restaurants and shops are central to Eastlake's identity and a particular focus for the community. The Eastlake Neighborhood Plan seeks particularly to strengthen neighborhood-serving businesses.

The Main Street planning element goals, each of which is associated with specific recommendations, are as follows:

- Goal M-1** Develop a theme and a possible event
- Goal M-2** Enhance the streetscape
- Goal M-3 Improve bus service, traffic, and parking
- Goal M-4** Market Eastlake to new businesses and customers
- Goal M-5 De-emphasize the "business strip" nature of Eastlake Avenue by concentrating new commercial development around several nodes



This chapter on the Main Street planning element first defines terms and summarizes the relevant direction from the City's Comprehensive Plan, then provides background on the planning process, and finally lists the recommendations and classifies them as key, near-term, or long-term.

2. Definitions of Terms

Main Street: A voluntary program for the recruitment and promotion of businesses and the improvement of the streetscape and shopfronts tailored to the strengths and needs of each business district. Originated by the National Trust for Historic Preservation as a means to strengthen older business districts; now promoted statewide by the Department of Community, Trade and Economic Development (see bibliography).

Business Improvement Area (BIA): A local taxing district created under Washington State statute RC W 35.87A and City ordinances. While not proposed in the Eastlake Neighborhood Plan, BIAs have been used by some other business communities to tax themselves (usually on the basis of square footage, employees or sales), to accomplish such objectives as street and sidewalk maintenance, additional security, or joint marketing. The City of Seattle assists in creating the legal taxing entity. It also collects the taxes, which are subject to a vote and must be approved by businesses representing over 60% of the tax base. A similar vote can end the BIA at any time. A BIA is chartered by the City Council and governed by an advisory board made up entirely of rate payers.

3. Relationship to the Comprehensive Plan

The following goals or policies of the Seattle Comprehensive Plan are relevant to our efforts to strengthen the Eastlake business district:

- . Maintain and enhance retail commercial services throughout the city with special emphasis on serving urban villages (G 18, Land Use Element goal).
- . In pedestrian-oriented commercial zones, maintain an active, attractive, accessible pedestrian environment (G58, Land Use Element goal).
- . Establish use and development standards for pedestrian-oriented commercial zones which promote an environment conducive to walking and a mix of commercial and residential uses that promote the goals for these zones (L 105, Land Use Element policy).
- . Strive to provide a wide range of goods and services to residents and businesses in urban centers and villages by encouraging appropriate retail development in these areas (E30, Economic Development Element policy).
- . Encourage a mix of complementary neighborhood businesses and services in urban villages to encourage short trips easily made by walking or bicycling (T1 4, Transportation Element policy).

- . Designate principal commercial streets for each urban village; Eastlake Avenue is so designated (L 10, Land Use Element policy).
- . Neighborhood plans should provide at least one clearly defined community focus for informal public gathering and other community events (L 149, Land Use Element policy).

4. Planning Background

The Main Street planning team consisted primarily of business owners and is co-chaired by Susan Kaufman (co-owner of Serafina restaurant) and Cheryl Thomas (local economic consultant); it was assisted by consultant Chris Leman.

In addition to its committee meetings, the Main Street planning team has sponsored forums for local businesses and residents featuring Ron Lewis (True Value Greenwood Hardware and president of Seattle's Neighborhood Business Council), Anne Vemez Moudon (UW College of Architecture and Urban Planning), Michael Verchot (UW Business School's Urban Enterprise Development Project), and Stephen Dunphy (columnist for the Seattle Times).

Early in 1996, the Main Street planning team solicited ideas from business people and residents through the Eastlake Business District Questionnaire and the September 1996 general Eastlake Tomorrow questionnaire. The first questionnaire found much support for a cleanup effort, streetscape improvements (like trees and art), joint advertising, and stops for the express buses that use Eastlake Avenue. The second questionnaire collected hundreds of suggestions for where to locate trash cans, bulletin boards, benches, bus shelters, and bicycle racks. The surveys also yielded many suggestions for businesses that were needed in Eastlake (listing here does not imply endorsement by Eastlake Tomorrow, as some of the suggestions may not be practical or popular):

Artist supply store	Flea market	Music store
Bed and breakfast	Framing shop	Office supply
Bicycle shop	Fresh produce market	Photo finishing
Bookstore	Garden store	More restaurants
Barber shop	Gas station	Specialty grocery store
Cash machines	General store	Supermarket
Drug store	Ice cream parlor	Theater
Fish market	Hardware store	
Fix-it shop	Liquor store	

A draft set of Main Street recommendations was distributed for public comment in November 1997; a second draft was published in the March/April 1998 *Eastlake News*; and a third draft was included in the April 1998 Eastlake Tomorrow Options Guide. The attached questionnaire

yielded impressive support for the draft recommendations. More than half of those responding supported (34.6% strongly) moving a block north the existing HOV parking places on Eastlake Avenue; only 8.6% were opposed. More than half (again, 34.6% strongly) also favored eliminating the peak-period parking prohibition on Eastlake Avenue, although more than one quarter were opposed (17.3% strongly). Continuing the “cornerstones” art project was highly popular, being supported strongly by 46.9% and somewhat by another 27.20A; only 11.1 % were opposed.

In addition to Eastlake Tomorrow, businesses have also participated in the activities of the Eastlake Business Association and/or the Eastlake Community Council. Further efforts at business improvement will require their more extensive involvement. A continuing Eastlake Main Street organization (whether within or alongside the Eastlake Business Association) could become the rallying point needed to follow through on the needs and opportunities identified in this plan. Only when businesses are organized and meeting on a regular basis could such possibilities as a BIA be explored.

The involvement of businesses in Eastlake Tomorrow has already produced some tangible results. A farmer’s market was organized on August 25, 1996, as a successful pilot project. Eighteen businesses and individuals have committed to keep clean a block area for a twelve-month period. Eastlake Tomorrow volunteers have also arranged for the towing of several abandoned cars; have arranged for the addition of three trash cans on Eastlake Avenue; have arranged for the removal of oversized I-5 signs on City streets; and have initiated discussions with WSDOT for landscaping the Lakeview exit from I-5. Eastlake Tomorrow has worked with Seattle Public Utilities and the Seattle Transportation Department to install three planted medians on Eastlake Avenue just north of Allison Street.

The successful transformation of Eastlake Avenue as a “main street” will depend, in large part, on the resolution of transportation-related problem. A 1994 University of Washington design studio class report observed: “While many other neighborhood districts have blossomed with a diverse range of businesses, Eastlake hasn’t, and we lay much of the blame on the speed of through traffic.” As outlined in Chapter VI, the problem is not traffic volume, but speed. Wallingford’s 45th Street actually has a lot more traffic than Eastlake Avenue, but because this traffic is calmer, it enables a stronger business district. In contrast, a 1994 City planning study found that none of the commercial zones along Eastlake Avenue offered a positive pedestrian environment, and that some have a poor pedestrian environment.

5. Main Street Recommendations

Goal M-1: Develop a theme and a possible event

- M-1.1 Explore developing a united theme suitable for joint advertising for the Eastlake business district. [near-term]
- M-1.2 Explore having an annual Eastlake event to promote the neighborhood’s retail and services businesses. [Near-term]

Goal M-2: Enhance the streetscape

- M-2.1 Install street-level amenities such as litter cans, bus shelters, benches, and trees. [Key]
- M-2.2 Expand volunteer cleanup efforts. [Near-term]
- M-2.3 Continue the “cornerstones” sidewalk art on additional street comers. [Key]
- M-2.4 Explore creating a design concept for lighting Eastlake Avenue at night which would include pedestrian sidewalk lighting within each of the business nodes and a lighting design for business and office facades within the nodes. [Long-term]
- M-2.5 Install bulletin boards or information kiosks. [Near-term]
- M-2.6 Landscape the freeway ramps entering and leaving the neighborhood. [Key]

Goal M-3: Improve bus service, traffic, and parking

- M-3.1 Work with King County Metro to establish that all express buses that use Eastlake Avenue will stop at least twice in the neighborhood. [Key]
- M-3.2 Move one block north some of the HOV-only parking places that now interfere with retail parking on the east side of Eastlake Avenue between Lynn and Louisa streets. [Key]
- M-3.3 Install planted medians in the Eastlake Avenue center lane when this is supported by the abutting property owners (see also T-1.1, T-1.2, and OS-14). [Key]
- M-3.4 Eliminate the current peak period parking prohibition on Harvard Avenue that creates a second travel lane in the direction of peak commute, and explore reducing the hours or dropping entirely the current peak period parking prohibition on Eastlake Avenue (also T-1 .3). [Key]

Goal M-4: Market Eastlake to new businesses and customers

- M-4.1 Provide prospective businesses with demographic information on Eastlake. [Near-term]
- M-4.2 Recruit businesses that the neighborhood needs. ~ear-term]
- M-4.3 Publish a map guide of neighborhood businesses. [Long-term]
- M-4.4 Initiate more media mentions of Eastlake businesses. [Near-term]

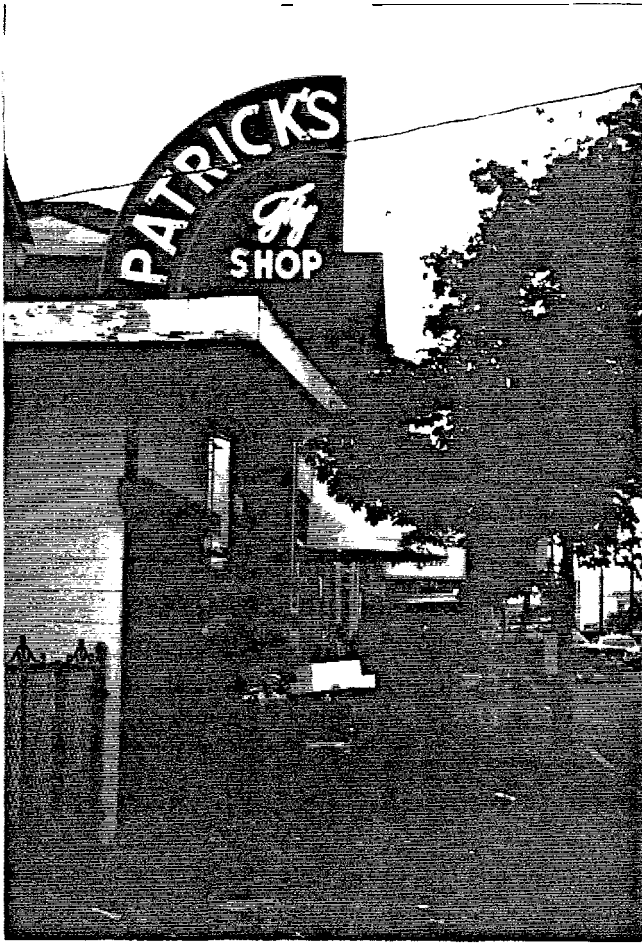
M-4.5 Work with WSDOT to install “Capitol Hill/Eastlake” signs near the Eastlake off-ramps on I-5. [Key]

Goal M-5: De-emphasize the “business strip” nature of Eastlake Avenue by concentrating new commercial development around several nodes

M-5.1 Support recommendation CD- 1 in the Community Design planning element that would channel commercial space in new land development projects to distinct segments of Eastlake Avenue. [Key]



Eastlake has some of the City's most popular restaurants and taverns.



Unique and well-regarded businesses are Eastlake 's specialty.

Chapter VIII.

NORTH GATEWAY ELEMENT

1. Vision and Goals

To create an attractive, identifiable entrance or gateway to the adjoining neighborhoods on the triangle of publicly owned land bounded by Eastlake Avenue East, Harvard Avenue E. and Allison Street and almost entirely under the I-5 freeway/Ship Canal bridge.

In this simple vision, there is much complexity. The land is owned by the state, but controlled and used by several different City and County agencies. Along with the vision is the goal of a public art placement in the area. However, communities are far from unanimous about the kind of art that would go there with preferences including a large-scale environmental art work and a walk-through “art garden,” as well as maintaining the space as a community green space and flower garden.

Community opinion about these three ideas was solicited and shaped through numerous public planning meetings, major community-wide fairs and workshops, surveys, and volunteer work parties organized to help landscape the site. The communities have opted to incorporate all three concepts into the North Gateway site, with the focus on a major art work that takes advantage of the marvelous environmental site to make a statement about the entrance to the neighborhoods.

Goal NG-1 Place a major piece of art at the North Gateway to the neighborhood in the triangle of publicly owned land bounded by Eastlake Avenue, Harvard Avenue, and Allison Street that will be large enough to fill the space and make a major statement, but will still be accessible and interactive with the community.

This leaves the community with yet another element of complexity. The neighboring communities have limited capacity to fire a major art work. Therefore, the action plan is phased. The first step would be to seek the use of smaller, available funding sources to inspire models and visions for the area, from which an art project and site concept would be selected. Then, a full-scale funding effort would be initiated to solicit financial contributions from the neighboring communities and City-wide art patrons.

2. Definitions of Terms

No definitions are necessary for this Chapter. See Section 4 of this Chapter for identification of organizations and government agencies that will be involved with the North Gateway project.

3. Relationship to the Comprehensive Plan

The City's Comprehensive Plan states the following about art and cultural amenities: Public art is one of the most accessible forms of bringing arts and culture into people's daily lives. In addition, the City's urban village ideals recognize that, in higher density neighborhoods, where space is used much more effectively on a household level, the trade-off is a higher city investment in public replacement for private pleasures, i.e., such things as community garden, parks, gathering places, and public art. In the North Gateway Project, the City would recognize a perfect opportunity to meet those ideals. The project would recapture the space for public use through an interactive approach, provide a sense of pride and identity that are the core of the urban village philosophy, and stand to touch the lives of thousands of people daily.

The following Comprehensive Plan goals and policies support the North Gateway recommendations:

- . Use public projects and activities to help define Seattle's identity, especially civic spaces that provide residents and visitors with strong symbols of the city or neighborhood identity (G4, Cultural Resources Element goal)
- . Involve neighborhoods in public projects, including publicly sponsored art and cultural events, so that the projects reflect the values of, and have relevance and meaning to, the neighborhoods in which they are located. Encourage projects that are challenging and thought provoking, as well as beautiful, fun and entertaining (CR2, Cultural Resources Element policy)

4. Planning Background

The Eastlake Gateways project was identified in an earlier planning phase of Eastlake Tomorrow. The objective of this project was to create identifiable gateway areas at the North, South, and East entrances to the neighborhood. This was envisioned to be accomplished "through the use of public art installations, lake views, landscaping, street design, and architecture."

In September 1995, the South Gateway was established by the installation of a sculpture "Shear Draft" at the intersection of Fairview Avenue N. and Eastlake Avenue. Lynn Street (from Boylston to Eastlake avenues) has also been identified in the Community Design Element of the Eastlake Neighborhood Plan as another gateway yet to receive amenities such as artwork and landscaping to make it more appealing to pedestrian traffic (See recommendation CD-12).

Of all the entry points to the neighborhood, however, none is so intriguing or awe inspiring as the North Gateway site. It is at the confluence of three neighborhoods—University, Eastlake, and Portage Bay/Roanoke Park. It is also the departure point for southbound surface traffic continuing to the Central Area (along Boyer), Capitol Hill (Harvard), and Downtown (Eastlake Avenue), making it a significant crossroads. Overhead on I-5, where the freeway spans Lake Union, roars some of the highest traffic volumes in the state.

Most importantly for the North Gateway project, the site is framed by the gigantic architecture of the freeway support pillars, rising nearly 100 feet in the air and measuring nearly 10 feet square at the base. The volume of space defined by this architecture is enormous, the crossroads of the area are significant, and the visibility to the City as a whole, and particularly to the North-end of Seattle, is truly unequaled in the City.

The key location as an entry to two neighborhoods, as a boundary crossing from North to Central Seattle, and the monumental architecture of the I-5 freeway, call for an important work of art that will make the kind of statement reserved for few public places.

The Site and the Players

Key players or controllers of the site are many-a veritable alphabet soup of government agencies (See Figure VIII. 1). Because each of these entities has some claim or use of the site already established, negotiating approval for art placement is expected to be a key issue. The City's interdepartmental team and their ability to contact their government counterparts in State and County agencies will play a crucial role in implementation. The North Gateway planning team has already established a working relationship and precedent for use and revision to the site through its work with Seattle Public Utilities related to the combined sewer overflow (CSO) project that was "tunneled" underneath Eastlake Avenue, adjacent to the site. The North Gateway site was used a staging area for that project and was re-landscaped, and graced with decorative paving and new sidewalks as mitigation (See Appendix J: North Gateway Landscape Renovation Concept). New lighting conduit was also placed.

The contacts and relationships established for this project could provide an essential model for pursuit of the more ambitious goal of art placement.

**Figure VIII.1
North Gateway Key Players**

<u>Agency</u>	<u>Abrev. or Acronym</u>	<u>Use or Stake in property</u>	<u>Contact</u>	<u>Notes</u>
<u>Metro Transit:</u>	<u>(METRO)</u>	Bus stops on Harvard/ Eastlake, Sometime staging area	Carol Valenta, executive department, 684-1406 1100 2nd Avenue, Suite 500 Seattle, WA 98101	Working on establishing a protocol for mitigation of RTA projects. Suggested that the community write a letter to Bob White describing specific projects for development as mitigation should the RTA choose to proceed with a tunnel under Harvard Avenue.
<u>Regional Transit Authority</u>	<u>RTA</u>	Tunneling under Harvard or using freeway right of way	Bob White, Executive Director, RTA	See above
<u>Seattle Transportation Department</u>	<u>SEATRANS</u>	Owns sidewalks & right of way next to streets	John Zavis 784-5267	Need permit only if the art affects the flow of traffic.
<u>Seattle Public Utilities</u>	<u>SPU</u>	Occasional use as staging area, provide landscaping	Pam Miller, Eastlake Project Construction Manager, 684-5179	Advised us to get copy of the street plans and see if there is a conflict with rights of way or utility routings
<u>Seattle Arts Commission</u>	<u>SAC</u>	Interest in public art placements	Barbara Goldstein, Public Art. 684-7311	Eastlake area has recently received a large grant for public art due to the % for Art Program in conjunction with the CSO construction in the area.
<u>Washington State Department of Transportation</u>	<u>WSDOT or DOT</u>	Underlying owner of property. Must approve any permanent use. High impact freeway and express lanes run above	Bill Sutherland, 440-4000 WSDOT Dayton Avenue N Seattle, WA 98113 Phil George Maintenance Superintendent Northrup Way NE Bellevue, WA 98004	Suggested writing a proposal to both he and Phil George regarding the project and then meeting with Phil to discuss the project. Phil George issues the permits.
<u>Seattle Department of Neighborhoods</u>	<u>DON</u>	Contributor to any neighborhood matching fund project	Jim Diers	Potential small and simple grant for startup. Will grant up to \$50,000. or more for project with matching volunteer sources or funds.
<u>Eastlake Community Council</u>	<u>ECC</u>	Community council for the area where the triangle is located. Spearhead project	Lynn Poser, 323-9257	Will most likely be the key implementers of the project at the local level.
<u>Portage Bay/ Roanoke Park Community Council</u>	<u>PB/RP CC</u>	Adjoining neighborhood group which would partner in the project	Kingsley Joneson, 323-6031	Will share responsibility for project implementation.

5. North Gateway Recommendations

Policy NG-1: *Place a major piece of art at the North Gateway to the neighborhood in the triangle of publicly owned land bounded by Eastlake Avenue, Harvard Avenue, and Allison Street that will be large enough to fill the space and make a major statement, but will still be accessible and interactive with the community.*

NG-1.1. Establish a North Gateway Placement Committee to oversee the process of art selection, fundraising, and eventual placement of art on the site. [Key]

- Recruit from Eastlake and Portage Bay/Roanoke Park neighborhoods, as well as interested art patrons.

. Involve communities as selection and placement proceeds.

NG-1.2. Determine a staged process for developing the funding for a major art placement at the North Gateway site. [Key]

- . Phase I - Apply for Department of Neighborhoods Small and Simple Grant to: 1) develop art selection process and competition; 2) screen potential artists; and 3) select a preferred proposal that meets the goals of the plan and the communities.

. Phase II - Begin fundraising for the project after design selection.

NG-1.3. Standards and criteria will include community preferences established during the neighborhood planning process. [Key]

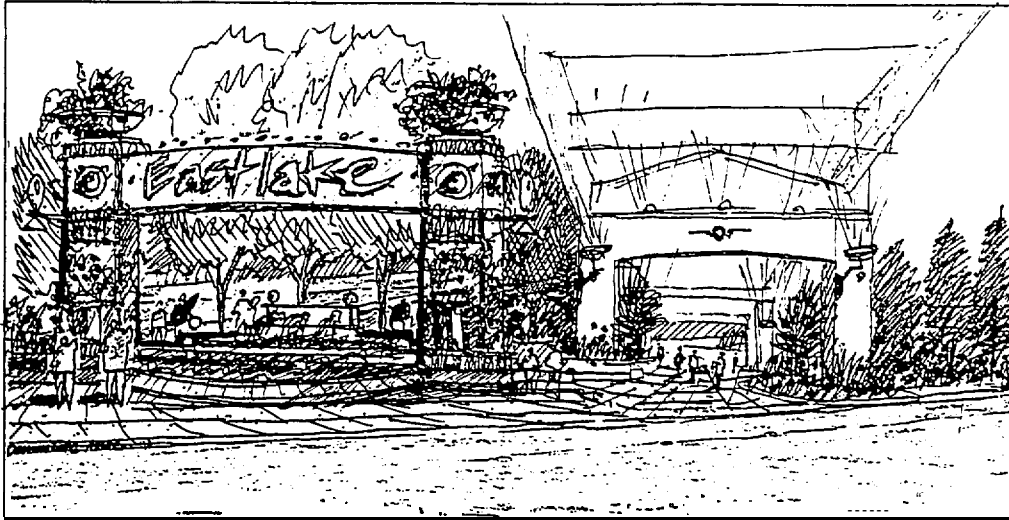
. Primary objective is a large art project that conceptually and visually fills the area.

- Secondary objective is an interactive art area accessible to the community.

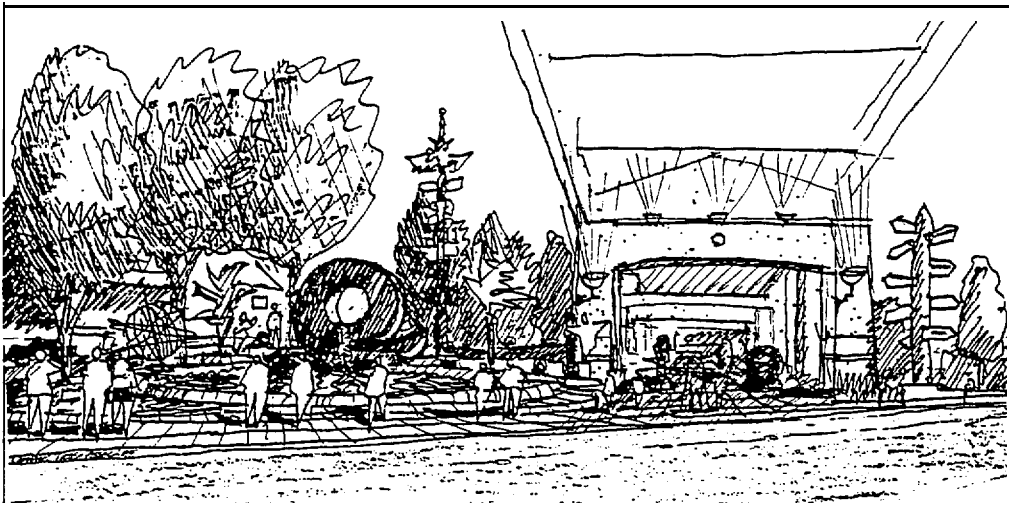
. Third objective is maintaining and enhancing the area for flowers and greenery.

. All proposals will include lighting in the area

NG-1 .4. An off-leash area for dogs is not compatible with the art placement and green space recommendations for the North Gateway. [Near-term]



The Gateway Identifier: The big statement



Community Treasures: A walk-through, human-scaled art garden

6. Key Pending Issues

The complexities of ownership and control of the site, plus the issue of fundraising for a major art installation, make this project more difficult, but by no means impossible. Agreement on a protocol for site control and the parameters for art oversight in the area are still unresolved. In addition, the potential for vastly different budgets for the selected project will make the final stage somewhat harder to determine until the preferred vision has been decided. The result is that it will take a continuing, dedicated volunteer effort into the future to see the project to completion.

Chapter IX.

DIVERSITY ELEMENT

1. Vision and Goals

A community in which neighbors know and help one another, in which diversity is valued and welcomed. This would be a neighborhood which welcomes people of any race, age, family makeup, and economic status; a neighborhood that has a close relationship with its local businesses and public school; a neighborhood in which community is a reality, not just an ideal.

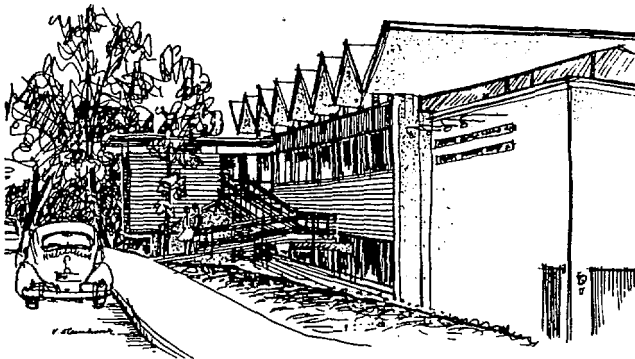
This vision—which applies to residents, businesses, and the neighborhood school—can be our Eastlake if we plan well for diversity.

The Eastlake Tomorrow Diversity goals, each of which is associated with specific recommendations, are as follows:

Goal D-1 Promote diversity among Eastlake’s residents and strengthen their relationship with the TOPS program (Eastlake’s public school)

Goal D-2 Build ties between Eastlake’s business and residential communities

This chapter on the Diversity planning element first defines terms and summarizes the relevant direction from the City’s Comprehensive Plan, provides background on the planning process, and finally lists the recommendations and categorizes them as key, near-term, and long-term.



UnitedIndians of All Tribes (at 1945 Yale Place East), the largest social service provider in Eastlake.

2. Definitions of Terms

Eastlake web site: An internet home page (<http://www.oo.net/et>) which is accessible via the worldwide web. Established for Eastlake Tomorrow, the web site has a section where Eastlake businesses are invited to place information or links to their own web sites.

TOPS: The Options Program at Seward, a well-regarded K-8 alternative school that is part of the Seattle School District. After Seward Elementary School closed in 1989 as a neighborhood school, TOPS was moved from Capitol Hill to the Seward site.

3. Relationship to the Comprehensive Plan

Many goals and policies of the Seattle Comprehensive Plan are relevant to our efforts to promote diversity in Eastlake. With the July 25, 1994, ordinance adopting the Comprehensive Plan, the City Council also adopted a resolution establishing a City vision. The resolution recognizes diversity as one often basic values shared by Seattleites. The resolution also endorses four core values, several of which (if not all) contribute to diversity. These core values are: community; environmental stewardship; economic opportunity and security; and social equity. The 1994 resolution commits the City to "achieve a more equitable society." (An entire section of the Comprehensive Plan addresses housing; its provisions are summarized later in Chapter X, Affordable Housing).

In 1995, the City Council added to the Comprehensive Plan a Human Development Element, which contains the following goals and policies that relate to diversity:

- . Make Seattle a place where people are involved in community and neighborhood life; where they help each other and contribute to the vitality of the city (G 1, Human Development Element goal)
- Promote respect and appreciation for diversity, including economic, racial, cultural, and individual differences (G2, Human Development Element goal)
- . Provide equal opportunity and fair access to services (G3, Human Development Element goal)
- . Work toward achieving a sense of belonging among all Seattle residents by: (HD1, Human Development Element policy)
 - a) Promoting opportunities that bring people together to help them build connections to each other, their peers, their neighbors and the greater community. Seek to increase opportunities for personal contact and public interaction in the patterns of peoples' daily activities.
 - b) Enhancing opportunities for intergenerational activities
 - c) Striving to reach people in new ways to encourage broad participation in neighborhood and community activities and events

- . Encourage community efforts that work toward achieving a diversity of ages, incomes, household types and sizes, and cultural backgrounds throughout the city and region. (HD7, Human Development Element policy)
- In addition to upholding federal, state, and local laws against discrimination and bias crimes, work to promote human rights and mutual respect and to end intolerance and divisiveness. Reach out and bring people together in ways that build bridges between individuals and between groups. (HD8, Human Development Element policy)
- Celebrate diversity through community activities and events that recognize different groups. Bring people together to experience and learn about ethnic and cultural traditions. Involve children, youth, and adults of all ages in intergenerational activities to lend support to and learn from each other. (HD9, Human Development Element policy)
- . Policy HD1 O Work to improve access to City and community services and to remove obstacles that keep people from receiving the services they need by: (HD 10, Human Development Element policy)
 - a) Improving facility and program accessibility through implementation of the Americans with Disabilities Act.
 - b) Enhancing opportunities for people with low incomes, disabilities, limited English-speaking ability, and other barriers to service to participate fully in community life and to access assistance.
- . Strive to assist and enhance efforts that help older people meet their basic needs, maintain their independence as long as possible, and remain in their neighborhoods of choice. (HD 18, Human Development Element policy)
- . Encourage parent, volunteer, business, and community support for education and their involvement in schools. (HD20, Human Development Element policy)

In 1997, the City Council added to the Comprehensive Plan a Cultural Resources Element. This element contains the following goals and policies that relate to diversity:

- . A city that welcomes diversity; works to raise awareness and understanding of the city and its peoples; and nurtures the ethnic and cultural traditions of its diverse citizenry. (G1, Cultural Resources Element goal)
- . A city where the sense of community is strong, opportunities for people to interact with each other are many, and conditions that contribute to isolation and segregation are discouraged. (G2, Cultural Resources Element goal)
- Encourage and support communities in celebrating, preserving, and transmitting their traditions through cultural activities, the arts, education, publishing and reading, and public events. (CR1, Cultural Resources Element policy)
- . Use cultural resources to promote cross-cultural awareness and depict differing points of view in order to foster open and intentional exploration of the issues and conditions that

tend to divide communities, so that actions can be taken to confront and overcome these conditions. (CR2, Cultural Resources Element policy)

- . Increase awareness of the community's heritage by encouraging public participation in documenting Seattle's history, especially the participation of the elderly who provide the most direct connection with the past. (CR14, Cultural Resources Element policy)
- Create opportunities for Seattle students to be exposed to many cultures in a variety of venues throughout the city, so that their education may be well-rounded. (CR34, Cultural Resources Element policy)

4. Planning Background

Preserving and enhancing diversity has been a concern of the Eastlake community for many years. The December 1992 Eastlake Tomorrow framework plan identified diversity as one of the neighborhoods six priority projects, with this mission: "To ensure that Eastlake continues to develop as a vital, fill-spectrum human community with a rich diversity of people, housing, social programs, and economic life." A diversity committee was formed. It organized a diversity fair in September 1993, and worked to strengthen the Eastlake Community Land Trust and its efforts to encourage affordable housing.

A December 5, 1995, Eastlake Tomorrow workshop included a breakout session on diversity and housing which produced this action plan:

- . Reaffirm the goal of establishing an affordable housing project **in** the neighborhood.
- . Invite people in the neighborhood to nominate sites as possible housing projects, in support of the efforts of the Eastlake Community Land Trust and its agreement with the Capitol Hill Housing Improvement Program.
- Campaign for a community center and/or senior center in the neighborhood.
- . Publicize existing day care opportunities in the neighborhood.

In the current phase of neighborhood planning, the Diversity planning team has been coordinated by Bob Geballe and Sandra Henricks. One of the planning team's first activities (July 23, 1996) was to cosponsor with the Eastlake Community Council a presentation by the Seattle Human Rights Department. This presentation dealt with strategies for keeping Eastlake open and welcoming to a variety of people.

In a series of questions about diversity on the 1996 Eastlake Tomorrow survey, at least 44% of the 402 respondents placed a high priority on having the following in the neighborhood: a range of housing rents, senior services, access for the disabled, anti-discrimination education, and child-friendliness; only five % or less said no to any of these items. On September 24, 1996, an Eastlake Tomorrow public meeting addressed diversity. Ideas that emerged included notification of renters and seniors of their rights and the services available for them; and support for those who are willing to file a discrimination complaint.

On November 8, 1997, at St. Patrick's Parish Hall, the Diversity planning team organized a neighborhood-wide public workshop on the theme, "What Does Diversity Mean to Our Eastlake

Community?” A facilitator/trainer led introductions in which attendees learned about one another’s heritage. The group played “culture bingo,” a game designed to encourage awareness of their diversity of experiences. (The winner was the first to identify five attendees in a row who could name three Motown hits, ten Indian tribes, or the origin of the Stonewall riots, had attended a Cinco de Mayo celebration, etc.). A tour of Broadway House, the nearby low income housing project, was led by resident Janet Welt, a board member of the Eastlake Community Land Trust.

Three work groups at the workshop explored the following questions:

- . What kind of diversity do we have in our community?
- What kind of diversity do we want in our community?
- . What are some of the ways we can promote diversity?
- . How do we build ties between our businesses and our residential community?

Key findings of the November 8 work groups were as follows:

- . Eastlake residents are overwhelmingly Caucasian.
- A substantial number of Eastlake businesses are owned by ethnic minorities.
- Housing stock is expensive and appreciating rapidly.
- . Apartment space is in great demand.
- . Few neighborhood children are enrolled in Seward School.

Recognizing affordable housing as an important means to preserve and enhance neighborhood diversity, the Diversity planning team encouraged formation of a housing task force that helped prepare Chapter X on Affordable Housing.

5. Diversity Recommendations

Following are recommendations (classified as key, near-term, or long-term) that will carry out the goals of the Diversity element.

Goal D-1: Promote diversity among Eastlake’s residents and strengthen their relationship with the TOPS program (Eastlake’s public school)

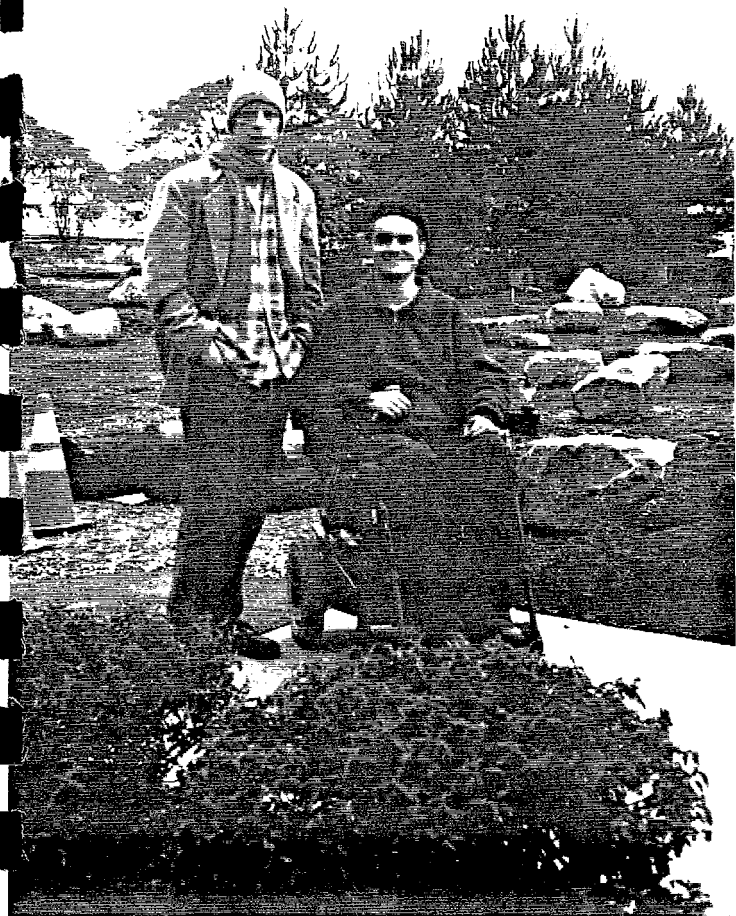
- D-1.1 Obtain a grant to develop a plan within the neighborhood and take action to encourage more ethnic diversity among residents [Key]
- D-1.2 Increase affordable housing [Key; see Chapter X on Affordable Housing]
- D-1.3 Work with SEATRAN and King County Metro for a transportation network that is accessible to seniors, children, and the disabled [Key]

- D-1.4 Work with the Seattle School District to make the Options Program at Seward (TOPS) more available to neighborhood children by establishing neighborhood residency as the top priority for Seward assignment [Key]

Goal D-2: Build ties between Eastlake’s business and residential communities

- D-2.1 Preserve “Mom and Pop” and other small neighborhood-serving businesses ~ear-term]
- D-2.2 Develop a program within the neighborhood to increase interaction between businesses and community residents and acknowledge their respective importance and contributions to the community [Key]
- D-2.3 Provide “welcome packets” for new residents and businesses ~ear-term]
- D-2.4 Use the Eastlake web site for advertising [Near-term]

Long-time Eastlake
resident.



A neighborhood goal is to
become more accessible to
all. Good Turn Park is
designed for wheelchair use.



NOTICE OF PROPOSED LAND USE ACTION

Master Use Project#

Address: 2900 FAIRVIEW AVE. E.

REVIEW OF THE FOLLOWING PROJECT

MASTER USE PERMIT TO ESTABLISH PARK.
ENLARGED P-PATCH, INTERPRETIVE TRAIL.
SALMON SPAWNING VIEWING STAND. PICNIC
AREA AND WILDLIFE PRESERVE.

The end of the comment period is _____

Comment period may be extended until _____ by written

To submit written comments or to obtain additional information

Seattle's Department of construction and land

Building, 98104 (684-8467)

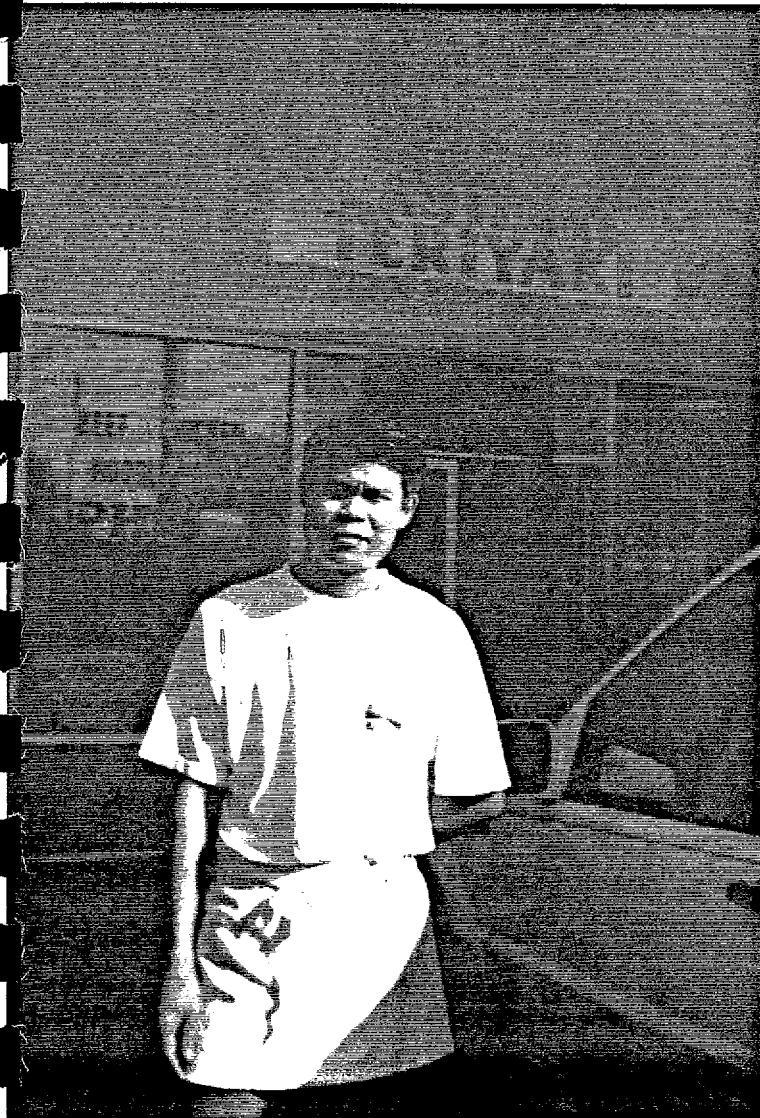
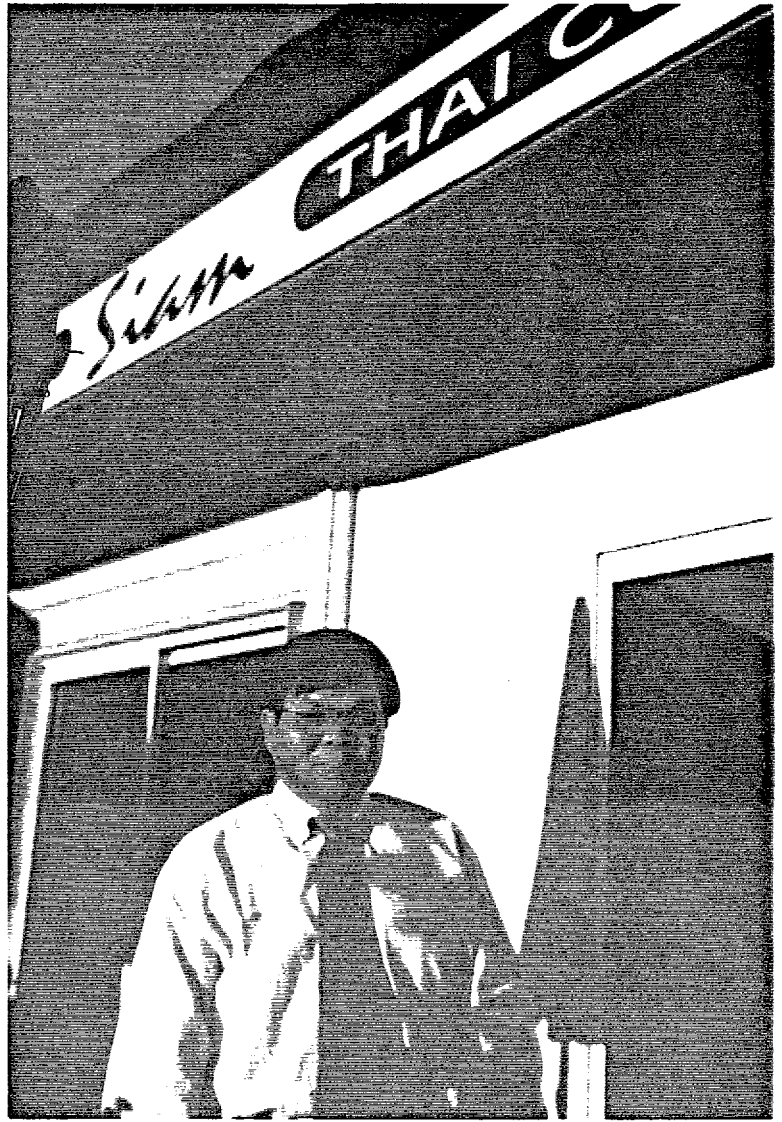
*Vi Hilbert, upper Skagit Eder, helped
establish Fairview-Olmsted Park.*

A small business can be like a family.

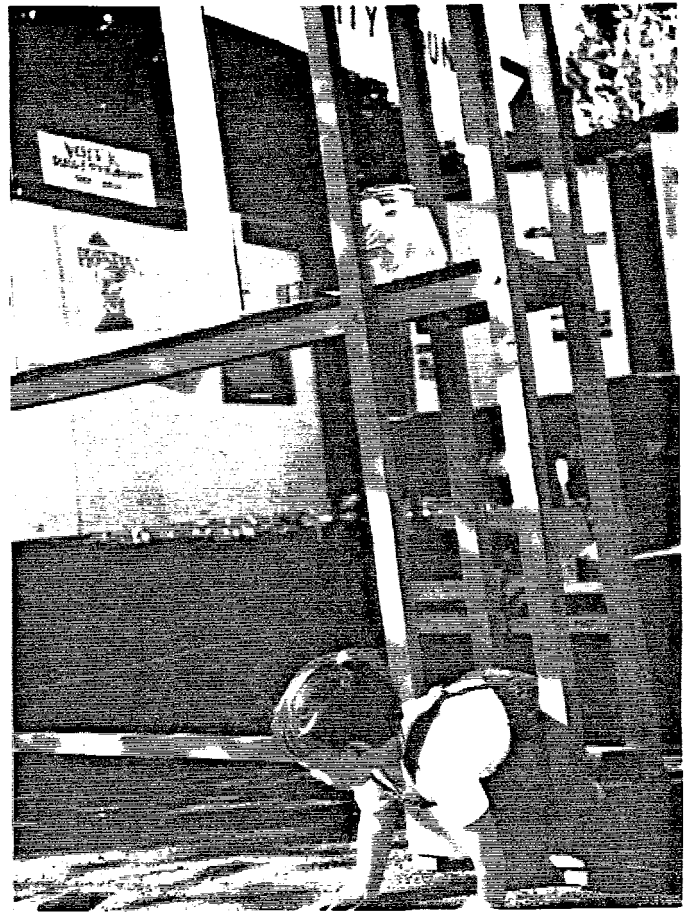


Sound Propeller and others continue the tradition of Eastlake's maritime industry.

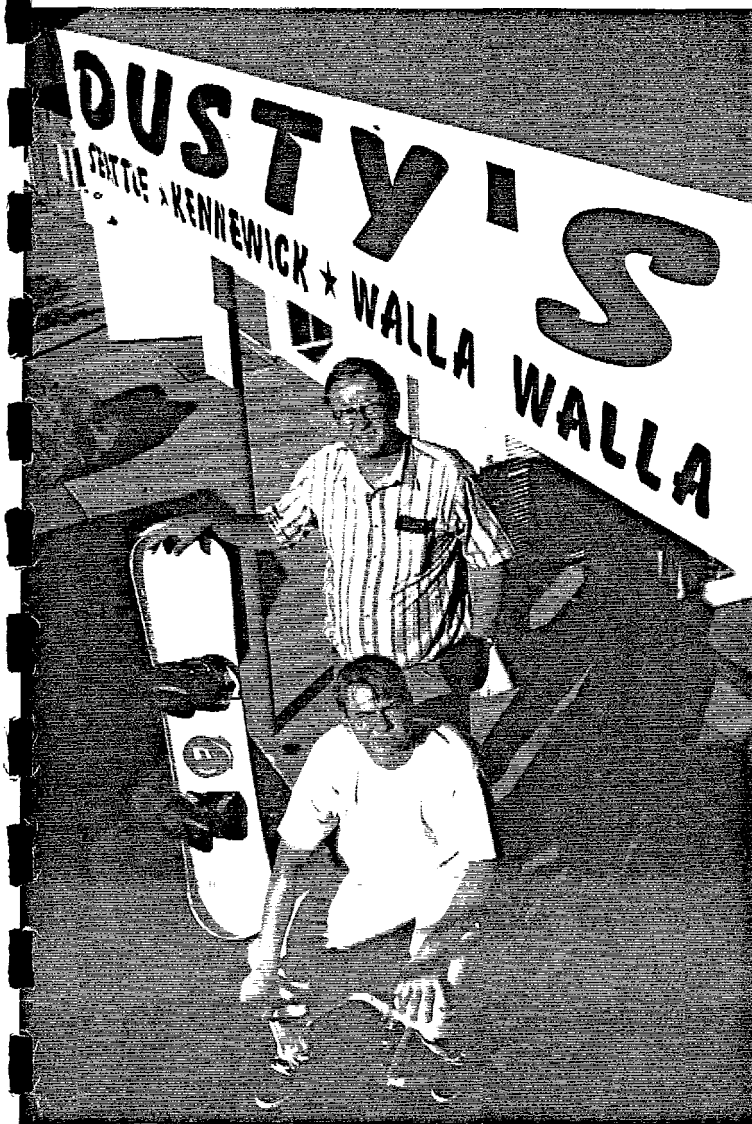
Ethnic restaurants and
their employees have
brought new diversity
to Eastlake.



Eastlake's young child population is growing in more ways than one.



Eastlake restaurant owners offer more than a place to eat... they also are a place of community.



Father and son sell ski and snow boards at the south end of Eastlake (surf boards are sold at the north end!)

Small business owners introduce their children early to what they do at work.

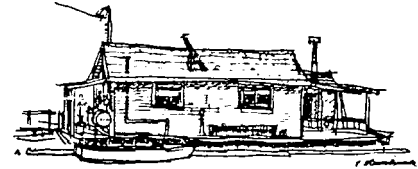




An Eastlake threesome.

Chapter X.

AFFORDABLE HOUSING ELEMENT



1. Vision and Goals

A neighborhood which includes all socioeconomic groups. A neighborhood which assures that some housing units are affordable for those with low incomes. A neighborhood which asks for and receives its fair share of public funds for low-income housing.

This vision can be our Eastlake if we plan well for affordable housing.

Eastlake is requesting and has actively pursued affordable housing. The Eastlake Neighborhood Plan seeks housing opportunities for those with incomes under 80%, and especially for those under 50%, of the citywide median income (\$38,550 for an individual in 1997).

Goal AH-1 The Eastlake Tomorrow affordable housing goal is for City funds and regulations to help expand housing opportunities in Eastlake for those with incomes under 80 %, and especially for those under 50 %, of the citywide median income.

This chapter on Affordable Housing first defines terms and summarizes the relevant direction from the City's Comprehensive Plan, then provides background on the planning process, and ends by listing the recommendations and categorizing them as key, near-term, and long-term.

2. Definitions of Terms

Low income: Income below 50 % of median (\$19,300 for an individual in 1997). Adjusted for family needs, low income is defined as \$27,550 for a family of four in 1997.

Low-moderate income: Income below 80% of median (\$30,450 for an individual in 1997). Adjusted for family needs, low-moderate income is defined as \$43,500 for a family of four in 1997.

Median income: That income level at which half the population has a higher income and half the population has a lower income. Seattle median income was \$38,550 for an individual in 1997.

3. Relationship to the Comprehensive Plan

The City's Comprehensive Plan has several goals and policies should benefit Eastlake and help the community achieve its affordable housing goals:

- . The City should achieve a mix of housing types attractive and affordable to a diversity of ages, incomes, household types, household sizes, live/work situations, and cultural backgrounds. (G4, Housing Element goal)
- . Encourage greater ethnic and economic integration of Seattle's neighborhoods, especially by allocating housing subsidy resources in a manner that increases opportunities for low-income households, including ethnic minorities, to choose residences located throughout the City. (H 14, Housing Element policy)
- . Neighborhood planning should promote methods to more efficiently use or adapt the housing stock to enable changing households to remain in the same home or neighborhood for many years. (HI 5, Housing Element policy)
- . Higher residential development density is allowed in multifamily zones for housing limited to occupancy by low-income elderly and disabled households, based on the lower traffic and parking impacts this type of housing generates. (H 18, Housing Element policy)
- Through neighborhood planning, allow the transfer of unused development rights from low-income housing to eligible sites elsewhere in the planning area as a preservation strategy. (H28, Housing Element policy)
- . Encourage affordable housing in urban villages like Eastlake (H29, Housing Element policy) by:
 - a) Seeking to provide for at least one-quarter of the housing stock in each urban center and urban village. ..to be affordable to households with incomes below 50 % of median, regardless of whether this housing is publicly assisted or available in the private market;
 - b) Encouraging the use of public subsidy funds for the production or preservation of low-income housing in urban centers and urban villages; and
 - c) Providing that neighborhood plans establish goals and strategies for production of housing affordable to households between 50 % and 80 % of median income in centers and villages with high land values and relatively little existing rental housing affordable to households and with incomes between 50 % and 80 % of median income.
- . Promote a broader geographical distribution of assisted housing by generally finding projects in areas with less assisted rental housing while generally restricting finding for projects where there are high concentrations of assisted rental housing. (H31, Housing Element policy)

- . Consider allowing higher subsidy or production costs per housing unit in evaluating low-income housing project proposals in locations with higher than average land costs to encourage the development of low-income housing throughout the city. (H37, Housing Element policy)

4. Planning Background

Overlooked by the elegant homes of Capitol Hill, close to the early “working” Lake Union, Eastlake was traditionally one of Seattle’s most affordable places to live. Eastlake has some of Seattle’s older and architecturally significant apartment buildings; many date back to the streetcar era, and their rents until the 1960s seemed anchored in that era. Its houseboat colony originally provided some of the city’s most inexpensive housing. Its houses are generally small, while many of the larger ones have been remodeled to add additional living units. Because Eastlake’s residential land has always been zoned multifamily, there are no barriers to accessory dwelling units (“mother-in-law apartments”) or duplexes, that exist under single family zoning.

An early chair of the Eastlake Community Council’s Land Use Committee, John Fox, wrote in the March 1979 issue of the *Eastlake News* that “Eastlake has retained a diversity of housing types that have accommodated people of all ages, lifestyles, races, and incomes. In many ways, that physical and social diversity has been the source of what we enjoy in our community. There are some very real threats, however, to retention of that physical and social diversity.”

Indeed, Eastlake was beginning to lose its most affordable housing in the early 1970s. Houseboats became a lifestyle and particularly valuable, as rents increased and docks began to convert to condominiums or cooperatives. Most new apartment construction has produced up-scale apartments or condominiums. Office building construction, too, has displaced some previously affordable housing. Today, 75% of Eastlake’s total housing units are still rentals, but fewer and fewer are affordable to those on low or moderate incomes. Despite the displacement, no publicly subsidized housing exists in the Eastlake neighborhood.

Eastlake neighborhood planning efforts have long identified the increasing loss of affordable housing as a significant problem. The Eastlake Goals and Policies, acknowledged in a 1979 City Council resolution, recommended that the City fund low-income housing in Eastlake that was “dispersed, low-profile, and compatible with the surrounding character of the community.”

The 1992 Eastlake Tomorrow framework plan placed particular emphasis on maintaining affordable housing, and led to strengthening of the Eastlake Community Land Trust, which had been founded in 1990 to promote affordable housing and supporting community services compatible with Eastlake’s historic character. A December 1995 Eastlake Tomorrow workshop included a session on diversity and housing whose action plan reaffirmed the goal of establishing an affordable housing project in the neighborhood and invited local residents to nominate possible sites.

The 1996 Eastlake Tomorrow questionnaire, which received 402 returns, found wide support for maintaining a “broad range of rental unit prices:” 44% gave this objective high priority, 32% gave it medium priority, and less than 5% opposed it. Preserving affordable rents emerged as a

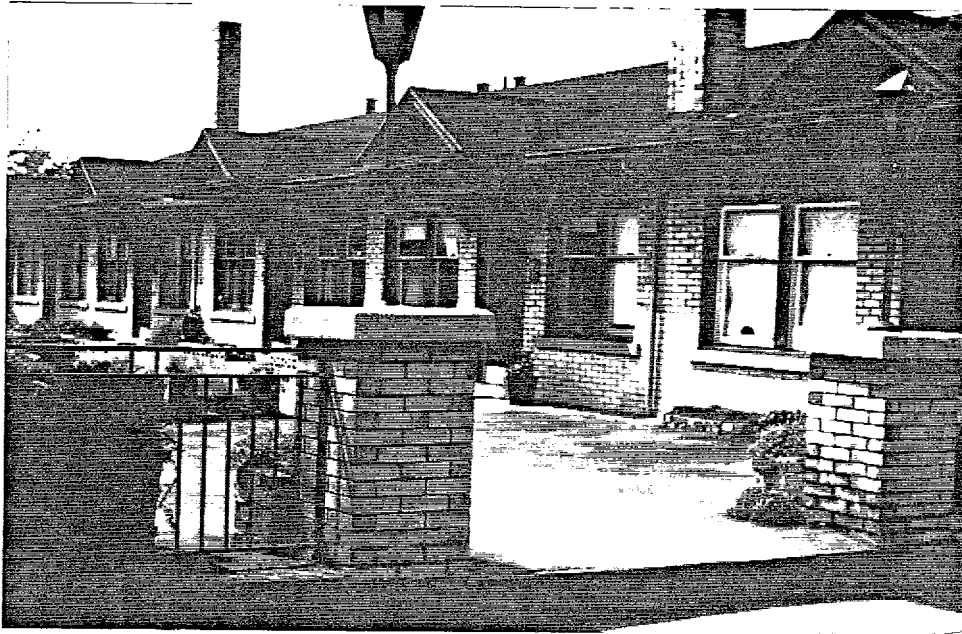
significant desire of many attendees at the November 1997 Eastlake Tomorrow diversity workshop.

Social services representatives on the Eastlake Tomorrow Steering Committee (Childhaven, United Indians of All Tribes) have expressed concern that their clients have difficulty finding affordable rental housing in our neighborhood or anywhere nearby. However, Eastlake has not so far been identified as a priority neighborhood in the Mayor's 1998 proposals on affordable housing.

The Eastlake Community Land Trust presented an affordable housing agenda to the November 8, 1997, Eastlake Tomorrow diversity workshop and to the Mayor's March 21, 1998, Community Conference on Affordable Housing. In response, the Eastlake Tomorrow Steering Committee established an ad hoc Affordable Housing Task Force coordinated by Ted Choi-Tam, an apartment building owner/manager and former president of the Eastlake Community Council. The Task Force, which included some members of the board of the Eastlake Community Land Trust, drafted the affordable housing proposals in Eastlake Tomorrow's April 1998 Options Guide.

The 1998 Options Guide questionnaire showed continued support by Eastlakers for affordable housing, with 38.3% "strongly agreed" that the City and other public and private agencies should "find low or moderate income housing projects in high land value neighborhoods like Eastlake;" another 9.9% gave "somewhat support" to this view. Only 16% were "strongly opposed," while 7.4% were "somewhat opposed." There was a more even division regarding a proposal to reduce off-street parking requirements for housing covenanted for low or moderate incomes: 39.5% were in support (18.5% strongly), while 34.6% were in opposition (23.5% strongly).

Ironically, the Olympic Court apartments (see photo), featured in the April 1998 Options Guide as an affordable old rental, were soon sold into an uncertain future. The sale was managed by SeaFirst, which did not even notify nonprofit housing providers that the property was available; neighborhood residents noticed a stream of "suits" looking the property over and alerted the Eastlake Community Land Trust. The Land Trust encouraged an offer by the Capitol Hill Housing Improvement Program (CHHIP), with which it has an agreement to site a subsidized housing project in the neighborhood. In Eastlake's hot real estate climate, CHHIP lost the bidding war because City funding formulas did not allow it to offer enough per unit to match private offers, and because the Eastlake Community Land Trust did not have a large enough treasury to fill the gap.



The affordable rents at Olympic Court apartments, on Eastlake Avenue, were threatened when the property was put up for sale in 1998.

The Eastlake Neighborhood Plan proposes that the City implement its Comprehensive Plan Policy H-3 7 allowing higher subsidy or production costs per unit by (1) setting aside \$1 million/year in City housing funds to competitively fund such projects; and (2) requiring that at least \$1 million/year in City housing be offered for such projects as a one-year challenge fund to make fundraising easier. The Neighborhood Plan also would extend Seattle's transfer of development rights (under which downtown projects purchase more development capacity by funding housing projects downtown) to covenanted low-income housing projects in neighborhoods like Eastlake. And it proposes some carefully drawn changes in zoning and development regulations encouraging projects covenanted to provide rents affordable to those on low incomes.

The July 1998 response of the Seattle Department of Housing and Human Services to the Eastlake Plan's Housing recommendations was not encouraging. The Department stated that although neighborhood diversity for Eastlake is a "laudable goal," it is "more easily requested than achieved." DHHS further stated that:

"While the individual housing strategies hang together as a strategy and seem to make sense from a neighborhood standpoint, they may not necessarily be the most cost-effective or beneficial from a citywide perspective. Given the heavy demand for scarce housing funding resources citywide, the goal of achieving diversity in Eastlake needs to be reasonably balanced against the need to cost-effectively produce low-income housing to meet the growing overall demand. DHHS already allows slightly higher development costs in more expensive areas to encourage the availability of housing throughout the city. However, this means fewer

overall housing units produced than would otherwise be the case, so in recognition of the extreme housing demand currently in place, DHHS is hesitant to expand the existing policy.”

Eastlake hopes for a more creative City response; ‘this one seems inconsistent with Policies H 14, H29(b) or H37 of the City’s Comprehensive Plan. DHHS, the Mayor, and the City Council should not allow per-unit funding formulas to reinforce the existing inequities in where people can afford to live. Rather, City funds and the transfer of development rights should assure that some subsidized units are possible even in neighborhoods where land values are high. To do otherwise is to not share with those on low incomes the good life that is possible in a neighborhood like Eastlake.

5. Affordable Housing Recommendations

Goal AH-1: The Eastlake Tomorrow affordable housing goal is for City funds and regulations to help expand housing opportunities in Eastlake for those with incomes under 80 %_o, and especially for those under 50 %_o, of the citywide median income.

- AH-1.1 Encourage the City to facilitate housing in Eastlake that is affordable regardless of social or economic status (see also D-1.2). [Key]
- AH-1.2 Implement the City’s Comprehensive Plan Policy H-37 allowing higher subsidy or production costs per unit in neighborhoods like Eastlake where land values are higher. Do so by: (1) setting aside \$1 million/year in City housing funds to competitively fund such projects; and (2) requiring that at least \$1 million/year in City housing be offered for such projects as a challenge fund to match what has been raised for the project within one year. [Key]
- AH-1.3 The City, County, and State should encourage and provide incentives to the Seattle Housing Authority, private developers, non-profit housing developers, land trusts, and other similar entities to acquire, rehabilitate, or develop low or low-moderate income subsidized multifamily housing projects in high land value neighborhoods like Eastlake. [Key]
- AH-1 .4 Study the possibility of modifying off-street parking requirements, density and height limits, and other development standards for housing units covenanted to be affordable to those with low or low-moderate incomes. [Near-term]
- AH-1.5 Adopt the use, development standard, and permitting changes outlined in recommendation CD- 1 (Eastlake Avenue Pedestrian District) to achieve mixed-use and single purpose residential projects on neighborhood commercial zoned properties that are not part of Eastlake’s commercial core and comers. [Key]

- AH-1.6 Encourage alternative and non-traditional housing solutions such as office studios, loft studios, live/work units, house sharing, small lot projects, cottage housing, and “mother-in-law” apartments. [Key]
- AH-1.7 Continue the neighborhood’s support, and encourage the expansion, of social services for youth, seniors, the disabled, and others. [Near-term]
- AH-1.8 Extend the scope of the existing program for transfer of development rights (under which downtown projects purchase more development capacity by finding housing projects downtown) by allowing covenanted low-income housing projects in neighborhoods like Eastlake to receive the benefits. [Key]
- AH-1.9 Encourage pilot projects in Eastlake to promote affordable housing with such tools as community land trusts and development on City-owned land, etc. [Key]
- AH-1.10 Expand the Mayor’s proposed new tax abatement program to promote housing projects in Eastlake that are covenanted to served those with low to low-moderate incomes. [Key]



Apartment building at 908 Eastlake Avenue that was demolished for I-5 construction. Drawing by Victor Steinbrueck (used by permission of Marjorie Nelson Steinbrueck).

Chapter XI.

KEY INTEGRATED STRATEGIES AND NEAR- AND LONG-TERM RECOMMENDATIONS

The previous chapters have laid out the recommendations of each planning element. This chapter classifies some of these recommendations as being a part of key integrated strategies, and classifies the rest as being either near-term or long-term; a few of the near-term recommendations are also singled out as being key. The Eastlake Neighborhood Plan has the following four key integrated strategies: (1) diversity strategy; (2) Eastlake main street strategy; (3) Fairview shoreline corridor strategy; and (4) I-5 corridor impacts strategy. For convenience, recommendations are briefly summarized here; for the full text of the recommendation and for background, see the relevant chapter. Prefixes for the recommendations are as follows: AH=Affordable Housing; CD=Community Design; D=Diversity; NG=Gateway; M=Main Street; OS=Open Space; and T=Transportation.

1. Diversity Strategy

Diversity has been an important neighborhood goal since the 1992 Eastlake Tomorrow framework plan, and now as then, it is defined to include not just a mix of ethnicities and incomes, but also interaction between the neighborhood and the local school, and preserving history and historic structures.

- D-1.1 Obtain a grant to develop a plan and take action to encourage more ethnic diversity among residents.
- D-1.3 Work with SEATRAN and King County Metro for a transportation network that is accessible to seniors, children, and the disabled. Includes T-2.2 (longer walk signal); T-2.6 (disability -friendly crossings); T-2. 10 (curb ramps); and T-5.2 (maximum two blocks between local bus stops).
- D-1.4 Work with the Seattle School District to make the Options Program at Seward (TOPS) more available to neighborhood children by establishing neighborhood residency as the top priority for Seward assignment.

- CD-18 Ensure that Seward School remains a public school and a focus of community identity and activities by participating in the Seward SAC and the TOPS Site Council, supporting the school’s landmark designation and working with TOPS and the School District on matters of mutual interest.

- D-2.2 Develop a program within the neighborhood to increase interaction between businesses and residents and acknowledge their respective importance and contributions to the community.

- AH-1.1 (also D-1 .2) Encourage the City to facilitate housing in Eastlake that is affordable regardless of social or economic status.

- AH-1.2 Implement the City’s Comprehensive Plan Policy H 37 allowing higher subsidy or production costs per unit in neighborhoods like Eastlake where land values are higher. Do so by: (1) setting aside \$1 million/year in City housing funds to competitively fund such projects; and (2) requiring that at least \$1 million/year in City housing funds be offered for such projects as a challenge fund to match the next year’s fundraising.

- AH-1.3 Provide incentives to the Seattle Housing Authority, private developers, non-profit housing developers, land trusts, and other similar entities, to acquire, rehabilitate or develop low or low-moderate income subsidized multifamily housing projects in high land value neighborhoods like Eastlake.

- AH-1.5 Adopt the use, development standard, and permitting changes outlined in recommendation CD- 1 (for the Eastlake Avenue Pedestrian District) to achieve mixed-use and single-purpose residential projects on commercial and neighborhood commercial zoned properties that are not part of Eastlake’s commercial core and corners.

- AH-1.6 Encourage alternative and non-traditional housing solutions such as office studios, loft studios, live/work units, house sharing, small lot projects, cottage housing, and “mother-in-law” apartments.

- AH-1.8 Extend the scope of the existing program for transfer of development rights (under which downtown projects purchase more development capacity by funding housing projects downtown) by allowing covenanted low-income housing projects in neighborhoods like Eastlake to receive the benefits.

- AH-1.9 Encourage pilot projects in Eastlake to promote affordable housing using such tools as community land trusts and development of government-owned land.

- AH-1.10 Expand the Mayor’s proposed new tax abatement program to promote housing projects in Eastlake that are covenanted to serve those with low to low-moderate incomes. [Key]

- CD-3 Adopt a design guideline providing incentives for the preservation, renovation, and continued use of existing structures.

- CD-4 Monitor Eastlake’s achievement of the Comprehensive Plan’s household growth targets and pace it to fit the neighborhood’s character, size, scale, infrastructure, and public services.
- OS-8 (OS-8. 1-OS-8.8) Consistent with the agreed-upon design and uses, improve Rogers Playfield and the 2500 block of Franklin Avenue as an integrated public open space shared by the community and school, and designate the Franklin Avenue block as a Type IV green street.
- T-2.6 Install disability-friendly facilities at the Louisa, Roanoke, and Lynn crossings of Eastlake Avenue, provided that east/west through traffic is not encouraged with a fill signal at Louisa Street, and include a “walk” signal on the south side of Louisa Street.

2. Eastlake Main Street Strategy

This strategy accepts Eastlake Avenue’s arterial status, but works to make it safer and more pleasant for pedestrians, bicyclists, transit riders, and local traffic. The strategy also selects parts of Eastlake Avenue for emphasis respective y as business areas and residential areas. For the commercial sections of Eastlake Avenue, this strategy has the additional meaning that, on a selective basis, we will pursue the “Main Street” program for business district vitality that is promoted by the state Department of Community, Trade, and Economic Development.

- CD-1.1 (also M-5. 1) Implement zoning changes for the “Eastlake Avenue Pedestrian District” that creates identifiable residential and commercial districts, relocates vehicle access and parking away from Eastlake Avenue, and requires street-level, neighborhood-serving uses and improves the pedestrian qualities of the district (see details in Chapter IV: Community Development Planning Element)
- CD-1.2 Develop and implement streetscape standards for the “Eastlake Avenue Pedestrian District”
- CD-19 Prohibit skybridges on public property and rights-of-way, and work with the City and project applicants to enhance the public streetscape.
- M-2.1 Install street-level amenities such as litter cans, bus shelters, benches, and trees.
- M-2.3 Continue the “cornerstones” sidewalk art on additional street comers.
- M-3.1 (also T-5. 1) Work with King County Metro to establish that all express buses that use Eastlake Avenue will stop at least twice in the neighborhood.
- M-3.2 Move one block north some of the HOV-only parking places that now interfere with retail parking on the east side of Eastlake Avenue between Lynn and Louisa streets.

- T-1.1 On Eastlake Avenue south of Boston Street to Fairview Avenue, establish a street section (during off-peak hours) with one lane of travel in each direction, a center turn lane, and a parking lane on each side.
- T-2.3 Install pedestrian half-signals (stop lights) at the Allison, Newton, and Howe crossings of Eastlake Avenue.
- M-3.3 (also T-1.2 and OS-14.2) Install planted medians in the Eastlake Avenue center lane when this is supported by the abutting property owners
- M-3.4 (also T-1 .3) Eliminate the current peak period parking prohibition on Harvard Avenue that creates a second travel lane in the direction of peak commute, and explore reducing the hours or dropping entirely the current peak period parking prohibition on Eastlake Avenue.
- NG-1. 1, 1.2, and 1.3 Place a major piece of art at the North Gateway triangle on Eastlake Avenue through a community-based art selection process, and consistent with community preferences.
- T-2.5 Install a mid-block crossing of Eastlake Avenue at Shelby Street. Fairview-Olmsted Park will open in 1999 just west of this intersection, and the Shelby hillclimb is proposed just east of it.
- T-7.1 Light rail should not be on the surface of, or elevated above, any Eastlake streets.
- T-7.4 A monorail line on Eastlake Avenue cannot be recommended because of view blockage, loss of property values and privacy, loss of street space, and possible taking of property.
- T-7.6 Oppose a light rail station in Eastlake if there are not strong protections against inundation by up-zoned commercial development and by commuters arriving by car.

3. Fairview Shoreline Corridor Strategy

In 1994 the Seattle Design Commission honored Fairview Avenue E. as a “street that works.” The Fairview Shoreline Corridor Strategy seeks to protect and enhance Fairview’s unique pedestrian attractions by applying (where appropriate) traffic calming measures or separated walkways, new or improved shoreline parks, and changes in City regulations tailored to preserve its character at different points.

- CD-15 Conduct a neighborhood-based, site-specific plan for the potential redevelopment of NOAA, and other major properties along the Fairview Avenue E. shoreline in a way that strengthens Eastlake’s existing maritime uses, recreational uses, shoreline habitat, and floating home community.
- OS- 1.1, OS-1 .2, and T-1. 12 Preserve and enhance Fairview Avenue E. between Fuhrman and Hamlin as a country lane by: (1) designating it as a green street Type HI,

and developing and implementing a plan for street and streetscape improvements consistent with the rural country lane (for details, see Chapter VI: Open Space Element); (2) enhancing vegetation east of Fairview in the half-block south of Fuhrman; and (3) preparing and implementing a study for traffic calming, traffic circulation, pedestrian safety and on-street parking.

- 0s-2.1 Complete Fairview Olmsted Park without curbs or gutters (“country road”).
- OS-3. 1 and OS-3.3 Enhance Fairview Avenue E. between Roanoke and Newton as a shoreline residential street by (1) designating it as a green street Type III, developing and implementing a plan for street and streetscape improvements consistent with the intended character of the street, and recognizing that this portion of the City-designated urban trail is on the Fairview Avenue E. roadway (OS-3. 1); and (2) improving access and amenities at the Union Harbor public access site (OS-3.3).
- OS-4.2 and OS-4.3 Enhance Fairview Avenue E. between Newton and Galer as a day use hub by preserving and enhancing habitat and existing trees.
- OS-6. 1, OS-6.2, and OS-6.4 Preserve as open water the submerged parcel (located in front of the Fairview trestle and Zymogenetics between Eastlake and South Lake Union), with a priority on habitat and retaining public ownership.
- 0s-12.2 Study through a public process, including the affected property owners, a pedestrian connection between Fairview Avenue E. just north of Mallard Cove and the upper street end of Edgar. If this process is inconclusive, study other routes, including an overwater route that follows the Fairview Avenue E. right-of-way through Mallard Cove.
- 0s-22.1 (also OS-1 .4, OS-3 .3, and OS-3. 10) Improve existing street-end parks and ensure their continued maintenance.
- T-1.6 Install traffic calming measures at the intersection of Fairview Avenue E. and Newton Street.
- T-1.7 To discourage drivers from making fast, sweeping turns, redesign the intersection where Fairview Avenue E. turns to the southwest and becomes Fairview Avenue N.
- T-3.3 Install a pedestrian walkway on the west side of Fairview Avenue E. between Blaine Street and Fairview Avenue N.

4. I-5 Corridor Impact Strategy

Construction of Interstate 5 was a historical blow to the Eastlake and Portage Bay/Roanoke Park neighborhoods. The I-5 Corridor Impact Strategy seeks to restore long-broken pedestrian and bicycle connections and make it safer on City streets near the I-5 on- and off-ramps. It also seeks to reduce noise and vibration to nearby homes and businesses, protect and improve the right-of-

way lands, and ensure that proposed light rail and monorail lines not be another neighborhood-damaging corridor.

- M-2.6 Landscape the freeway ramps entering and leaving the neighborhood.
- M-4.5 Install “Capitol Hill/Eastlake” signs near the Eastlake off-ramps on I-5.
- T-3.6 (see also OS-7.3) Install a set of stairs and wheelchair accessible walkways under the I-5 viaduct between Franklin Avenue E. and Lakeview Boulevard, to connect to the existing Blaine and Garfield Street stairs up to 10th Avenue E.
- T-4.2 (see also OS-7.2) Redesign the intersection of Boylston Avenue, Lakeview Boulevard, Newton Street and the I-5 on-ramp to facilitate safer conditions for local traffic, bicycles, and pedestrians.
- T-2.8 Re-establish pedestrian access on the north side of the Roanoke Street bridge across I-5. Include “No Right on Red” sign for westbound traffic on Roanoke turning north to Harvard, and an additional crosswalk on the north side of the Harvard/Roanoke intersection.
- T-6.1 Urge WSDOT to retrofit the I-5 Ship Canal bridge with sound-absorbent panels above the express lanes to reduce reflected noise. WSDOT’S acoustic consultants estimate this measure could reduce noise by ten decibels.
- T-6.2 Urge WSDOT to install small noise walls on both sides of the I-5 express lanes just north of Shelby Street. This site is particularly noisy, but also well suited for construction of a wall. Design of freeway noise walls should include input from affected residents, and should be accepted by affected residents prior to construction.
- T-6.4 Urge WSDOT and the state legislature to allocate funds for noise retrofits. City of Seattle to exert influence in Olympia for such funds, which are at a zero level in the current biennial state budget. Support legislation redirecting revenues from parking leases along WSDOT’s rights-of-way (that revenue now funds highway development in rural areas), revenue from cellular antennas, and any other appropriate sources of funding.
- T-6.7 Urge WSDOT to resurface this stretch of I-5 with “quiet pavement”. When WSDOT resurfaced SR520 on the bridge deck and to the east, noise levels were significantly reduced. Though this technology can be expensive, it can help mitigate noise in affected neighborhoods without even more expensive barriers or lids.
- T-6.8 (also OS-7. 1 and OS-1 1.7) Under I-5, urge WSDOT to ensure adequate drainage, treat storm water runoff, and keep the area clean, safe, and well-lighted.
- Os-11.7 Identify and implement storm water runoff treatment methods that are habitat-sensitive, such as bioswales.

- T-7.2 Oppose an additional light rail (or monorail) bridge crossing over the Ship Canal, or a nearby tunnel opening, as both would significantly harm properties and homes.
- T-7.8 Support the Capitol Hill tunnel route for light rail. If the South Lake Union alternative is chosen as the light rail route, support only the all-tunnel alternative through Eastlake and Portage Bay.
- OS-11.6 Support and enhance habitat uses on the WSDOT-owned hillside west (Fairview side) of the leased parking lot south of Fuhrman; enhance existing vegetation; require that any pathway on the hillside be an unpaved path.
- Os-7.5 Install appropriate lighting and callboxes to enhance safety under I-5 south of Newton.

5. Many Recommendations are Related to a **Strategy**; a Few are Individually Key

As noted in Chapter II, many recommendations that are in the planning element chapters will not be found above in the key integrated strategies, and thus are classified as being of near-term or long-term significance. The method by which recommendations were classified as key, near-term, or long-term is discussed at the end of the Chapter II. Some near- or long-term recommendations will reinforce the key integrated strategies and could have been listed with them in this chapter, but were not judged as being of as high a priority as the ones listed there. Other near- and long-term recommendations in fact are a high priority in this neighborhood plan, but do not happen to fit integrally with any of the four key strategies. The “individually key” recommendations are area-wide neighborhood amenities or issues: urban village designation (UV-1), urban village boundary (UV-2), building facade guidelines (CD-6), community notices (CD-8), rezone criteria (CD-9), planting strips and vegetation (OS-21 and CD-13), acquisition of open space (OS- 16), fair share impact mitigation (OS- 17), street vacation policy (OS- 18), views (CD-2 and OS-23), and cobblestone streets (CD-1 1).

6. Near-Term Recommendations

Some recommendations that are not in the above key integrated strategies require near-term action.

- AH-1 .4 Prepare a community-based study of the possibility of modifying off-street parking requirements, density and height limits, and other development standards for housing units covenanted to be affordable to those with low or low-moderate incomes.
- AH-1.5 Adopt the use, development standard, and permitting changes outlined in recommendation CD- 1 (Eastlake Avenue Pedestrian District) to achieve mixed use and single purpose residential projects on commercial and neighborhood

commercial zoned properties that are not part of Eastlake's commercial core and corners.

- AH-1.7 Continue the neighborhood's support, and encourage the expansion, of social services for youth, seniors, the disabled, and others.
- CD-2. 1 and CD-2.2 Develop and adopt design standards and guidelines to preserve and improve public and private views. Adopt development standards and guidelines for public viewsapes and view corridors. And adopt an "Eastlake Roof Sightlines and Roofscapes" design guideline.
- CD-5. 1 and CD-5.2 Adopt changes to the design review program that expands the types of projects included in mandatory design review and creates more neighborhood participation. Revise the current permitting process by adopting a mandatory design review program for projects in L 1, L2 and C zones that also require environmental review. And for all neighborhoods, support adoption of a more neighborhood-based, interactive design review process.
- CD-6. 1 and CD-6.2 Adopt the following design guidelines to achieve interesting, contextual and human-scaled building facades: "Eastlake Facade Width" design guideline for L 1, L2 and L3 residential zones; and "Eastlake Facade and Storefront Character" design guideline.
- CD-7 Encourage the development of live/work units in areas that already allow commercial development, beginning with the preparation of an evaluation of live/work units in Eastlake.
- CD-8. 1 and CD-8.2 Identify appropriate locations on public and private property throughout Eastlake for community kiosks, bulletin boards, and other methods of posting notices of community interest. Prepare a community notice study; install community notice fixtures where and when opportunities arise.
- CD-9 Adopt rezone locational criteria for Lowrise 3 and Lowrise 4 zones in Eastlake that emphasize scale and density compatibility with existing development.
- CD-10 Prepare and implement a plan, with design standards, guidelines and incentives, for key "Eastlake Neighborhood Hillclimbs and Passageway s."
- CD-1 1 Prepare and implement a plan to preserve, restore and maintain Eastlake's cobblestone street surfaces.
- CD-17.1 Develop tracking and enforcement mechanisms for elements of Eastlake projects, including amount and location of parking required for all approved Eastlake projects and for Transportation Management Programs (TMPs).
- D-2.1 Adopt City policies that preserve "Mom and Pop" and other small neighborhood serving businesses
- D-2.3 Provide "welcome packets" for new residents and businesses

- D-2.4 Use the Eastlake web site for advertising
- M-1.1 Explore developing a united theme suitable for joint advertising for the Eastlake business district.
- M-1.2 Explore having an annual Eastlake event to promote the neighborhood's retail and services businesses.
- M-2.2 Expand volunteer cleanup efforts.
- M-2.5 Install bulletin boards or information kiosks (see also CD-8).
- M-4.1 Provide prospective businesses with demographic information on Eastlake.
- M-4.2 Recruit businesses that the neighborhood needs.
- M-4.4 Initiate more media mentions of Eastlake businesses.
- NG-1.4. An off-leash area for dogs is not compatible with the art placement and green space recommendations for the North Gateway. [Near-term]
- 0s-3.4 Improve walking, jogging, and bicycling conditions on Fairview Avenue E. (e.g. fill potholes).
- 0s-15.1 Repair storm drain at the Yale Avenue entry to the Louisa Street arborway.
- 0S-16 The City should seek opportunities to purchase land in Eastlake for designation, preservation, and protection as open space.
- 0s-17.1 The City Council should evaluate, develop and adopt a fair share impact mitigation program to support parks and open space, consistent with RC W 36.70A. Under such a program, fair share fees would be used to purchase and, where appropriate, develop additional open space and park land.
- 0S-18.1 The City Council should explore a policy to the effect that public rights-of-way should be maintained in public ownership except where it has been shown that: (a) substantial community support exists for private ownership, (b) substantial community benefit will be achieved by private ownership; c) habitat values of existing undeveloped space are shown to be preserved or increased by private ownership; and (d) pedestrian access is assured in perpetuity.
- 0s-5.1 If adjustments are made in the ownership of the Howe Street right-of-way between Eastlake and Fairview avenues to improve the pedestrian connection and make the private properties more contiguous, maintain the existing 30-foot right-of-way and assure no net loss of public property unless property owners can show that their street vacation request complies with the proposed street vacation policy (OS- 18).
- 0s-19.1 Conduct a tree inventory that will identify trees that should be protected and trees that should be planted to enhance the neighborhood, and includes standards for tree planting where appropriate.

- 0s-19.3 Identify opportunities to enhance native vegetation.
- 0S-20.3 Identify ways to deal with the beavers that gnaw trees along the Lake Union shoreline.
- 0S-21.9 Prohibit the paving over of existing unpaved planting strips, except where part of a neighborhood prepared design.
- T-1.4 The City of Seattle should work with other localities and with state legislators to amend state law to permit localities to enforce speed limits on residential streets down to 15 miles per hour from the current 25, and to allow a school zone speed of 20 miles per hour to be enforced whether crossing guards are present or not.
- T-1.5 Reduce the posted speed limit from 25 to 15 miles per hour on Fairview Avenue E. between Roanoke and Newton streets.
- T-1.8 Install a stop sign at the west end of Blaine Street for turns onto Fairview Avenue E.
- T-1.13 In general, do not widen existing street widths, construct large curb radii, or make other roadway or intersection modifications that expand Eastlake's existing street sections, unless identified and supported in an Eastlake planning process.
- T-2.1 Make all crosswalks on Eastlake, Harvard, and Boylston Avenues marked crosswalks. Renew marked crosswalks that have faded.
- T-2.4 Restore automatic "walk" at full traffic signals. As is still the case at the Lynn Street crossing of Eastlake Avenue, do not require pedestrians to press a button in order to obtain a "walk" indicator at full traffic signals (push button would still be used to gain a quicker "walk" signal, and at pedestrian half-signals).
- T-2.7 Install a green arrow for left turns westbound from Lynn to provide a "walk" phase across Eastlake protected from Lynn Street left turns. Neighborhood will support only if Lynn Street not widened.
- T-3.5 Complete the sidewalks on Allison and Hamlin streets between Eastlake Avenue and Fairview Avenue E.
- T-3.8 (see also OS-3.7) Explore a possible walkway or viewing platform that, at no sacrifice to habitat, allows pedestrians to pass on the west side of Fairview Avenue at the Boston Street-end.
- T-4.1 (also OS-13.1) Recognize Minor Avenue as a "major bikeway" (a designation now given only to Fairview Avenue E.). Doing so would encourage bicycle travel on Minor in addition to Fairview and Eastlake avenues.
- T-4.3 Install more bicycle racks, particularly at businesses and parks.

- T-5.3 Reduce deadheading (bus storage) in Eastlake, including Eastlake Avenue south of Fairview Avenue N.
- T-5.4 Increase the number of bus shelters and decorate them with the help of artists and students from the neighborhood; provide benches at more bus stops, and restore the benches that were removed at Lynn Street (northbound).
- T-6.3 Develop a community consensus for additional locations and designs for noise walls.
- T-6.5 Work with WSDOT and the City to further reduce the hours when the I-5 express lanes are in operation. They are now usually closed between 11 p.m. and 5 a.m., whereas the City noise ordinance recognizes 10 p.m. to 7 a.m. as quiet times.
- T-7.7 Potential impacts of one or more monorail stations must be closely examined before such a station could be recommended.
- UV-1 Confirm the Comprehensive Plan designation of Eastlake as a residential urban village.
- UV-2 Adopt the boundary for the Eastlake residential urban village shown on Figure III-1. This boundary includes all properties shown within the Comprehensive Plan's preliminary boundary for Eastlake, and adds the following general areas:
 1. To the northeast, add the entire 2900 block of Franklin Avenue East, the triangular North Gateway site, and portions of the I-5 right-of-way;
 2. To the south, add properties that are north of the southern edges of the City-owned submerged lands, the Fairview Avenue trestle, Zymogenetics' Hydro House, and East Nelson Place. Additions would include the Zymogenetics Steam Plant, Hydro House, and South Gateway sculpture (an earlier Eastlake Tomorrow project), and the properties shoreward of Fairview Avenue E. south of Newton Street, including Terry Pettus Park, NOAA, Lake Union Dry Dock, Seattle Seaplane, State Waterway No. 8 and the submerged City-owned lands on both sides of the waterway.

7. Long-Term **Recommendations**

Following are the recommendations that have a longer time frame.

- CD-2.3 Develop and adopt design standards and guidelines to preserve and improve public and private. Adopt a design guideline that provides incentives for slot views through private property.
- CD-12 Develop a Lynn Street pedestrian improvement project.
- CD-13 Prepare development standards and guidelines to increase the amount and creative use of vegetation on public and private properties and buildings.

- CD-14 Adopt an “Eastlake Natural Sound Absorption” design guideline to reduce noise on and emanating from public and private properties.
- CD-1 6 Develop and adopt development standards and/or an “Eastlake Transitional Massing” design guideline that would increase the compatibility of commercial and residential uses on abutting properties in Eastlake.
- CD-17.2 Develop tracking and enforcement mechanisms for important elements of Eastlake projects, including types and square footage of non-residential approved uses, and approved height.
- M-2.4 Explore creating a design concept for lighting Eastlake Avenue at night which would include pedestrian sidewalk lighting within each of the business nodes and a lighting design for business and office facades within the nodes.
- M-4.3 Publish a map guide of neighborhood businesses.
- 0s-3. 10 Implement existing plan for Louisa Street-end park,
- 0s-9.1 On the Shelby Street right-of-way, create a hillclimb stairway between Eastlake and Franklin avenues, connecting with the stairs through Fairview-Olmsted Park down to Lake Union.
- OS-22.4 Develop a park at the Allison Street-end.
- T-1.9 Install traffic calming measures at the intersection of Fairview Avenue E. and Lynn Street.
- T-1.10 Install traffic calming measures at the intersection of Fairview Avenue E. and Roanoke Street.
- T-1.11 Redesign the intersection of Eastlake and Harvard avenues to reduce collisions; redesign should include (1) curb bulbs and wider sidewalks for that portion of Harvard Avenue fronting on the commercial property between the Franklin Avenue staircase and Allison Street, and (2) additional planted median at the intersection of Harvard Avenue and Eastlake Avenue.
- T-2.9 Once the City has clarified the variety of Key Pedestrian Streets and the rules that apply to them, explore designating one or more streets in Eastlake as a Key Pedestrian Street.
- T-3.1 Restore and clean sidewalks throughout the neighborhood.
- T-3.2 Identify those sites that have excessively wide or unused driveways, and recommend driveway sharing and curb restoration as appropriate.
- T-3.4 At no sacrifice to habitat, complete the walkway on the west side of Fairview Avenue E. from Fuhrman Avenue to Martin Street (south of University Bridge).

- T-3.7 Explore ways to connect the Edgar Street-end with Fairview Avenue E. north to Hamlin Street (north end of Mallard Cove); if this does not work, explore a floating walkway on the Fairview Avenue E. right-of-way. (Similar to 0s-12.2)
- T-5.5 Study Lake Union ferry to connect Fremont, UW, Eastlake and Westlake.
- T-5.6 Study jitney (van/bus) to circle Lake Union.
- T-5.7 Neighborhood-wide trip reduction project.
- T-5.8 Yield signs at Franklin Avenue intersections.
- T-5.9 Complete the sidewalk on the north side of Newton Street between Eastlake and Franklin avenues.
- T-6.6 Secure a City ordinance prohibiting the use of diesel compression brakes on the Eastlake sections of I-5.
- T-6.9 Encourage the City, County, and School District to conduct a study of the tax revenue foregone from property tax devaluation because of increasing levels of noise.
- T-7.3 Explore the addition of rail to I-5 and the ship canal bridge, if it produces a net reduction in noise and vibration and does not produce a widening of the bridge.
- T-7.5 A Boylston Avenue or I-5 monorail route could be explored if it produces a net reduction in noise and does not harm existing properties.

Appendix A: Acknowledgments, 1996-98

As recognized in this volume's dedication, Eastlake Tomorrow would not have been possible without the generous participation of many people and organizations. It is impossible to list the more than one thousand citizens who filled out questionnaires and attended public meetings. Listed below are donations of time and money by businesses, nonprofit organizations, and individuals; and contacts in public agencies. We apologize for inadvertent omissions.

Businesses

Hosted meetings: Hart Crowser, Northwest Administrators, Louisa's Bakery and Cafe, Romio's, Serafina, 14 Carrot Cafe.

Donated food or beverages: Bandoleone, 14 Carrot Cafe, Hart Crowser, Louisa's Bakery and Cafe, Le Fournil, Northwest Administrators, Original Grounds, Pomodoro Ristorante, Quick Stop, Rattlers, Serafina, Siam on Lake Union.

Other donations: Bonneville Broadcasting (radio public service announcements); Costco (disposable cameras and developing), Daybreak Star Printing (paper); Donovan Design (maps); G&H Printing (printing); Gilmore Research (design of questionnaire; coding and analysis of questionnaire results; printing of labels); Hart Crowser (word processing), Lake Union Mail (mailbox and space for public documents; analysis of questionnaires); Seattle Times (software for web site); Tactile Signs (banner); Steve Vrabel Architects (Fairview streetscape design)..

Public review sites for the draft plan: E-Clips, Lake Union Mail, Le Fournil, Louisa's, Nail Biz, SeaFirst, Washington State Employees Credit Union, WashingTown.

Document production: Hart Crowser (Greg Both and Susan Enzi).

Nonprofit groups

Floating Homes Association (public review site for draft plan)

Olmsted-Fairview Park Commission (printing, photo reproduction).

Pocock Rowing Foundation (meeting room)

Portage Bay/Roanoke Park Community Council (distribution of validation brochure)

University of Washington: 1996-97 landscape architecture design studio class focused on open space issues in the neighborhood

Fred Hutchinson Cancer Research Center: fiscal agent (Herbert Bone, Controller)

Volunteers

Steering Committee (those participating at some point during the period): Deverick Martin, Rhonnel Sotelo (Chairs), John Crowser, Lynn Poser (vice chairs); Carol Eychaner (treasurer); Carol Anderson, Glen Anderson; Gary Boots (United Indians of All Tribes), Leslie Brazeau; Ted Choi Tam; Gibb Dammann and Jay Pickering (The Options Program at Seward); Barbara Deutsch; Dave Dykstra; Mary Sue Galvin, Bill Kessler, and Peg Stockley (Floating Homes Association); Bob Geballe; Kingsley Joneson; Mary Kay Gillespie; Sandra Henricks; Chris Hughes (Northwest Administrators); Vicki Jones (Childhaven); Miale Jose; Kingsley Joneson; Susan Kaufman; Karl Kumm; Dave Moore; Wes Larson; Jim Reekers; Margaret Roberts; Chris Rosenfelder; Laurie Stusser-McNeil; Langston Tabor; Cheryl Thomas; Cheryl Trivison; Anne Turner, Salaha Warsi-Brighton.

Affordable Housing task force: Ted Choi-Tam (coordinator), Beth Boram, John McLaren, Janelle Jacobs, John Phillips

Community Design planning team: Dave Dykstra (coordinator), Carol Eychaner, Tracy Lorelli, Fred Savaglio, Jim Reekers

Diversity planning team: Bob Geballe and Sandra Henricks (coordinators); Jack Smith

Fairview shoreline walkway project: John Crowser, chair; Cliff Burns (Sound Propeller), Jeff Behrens (Fantasy Cruises), Bill Brandenburg (NOAA), Jim Donnette, Mark Gomez (Emerald Marine Electric), John Hanley (Hart Crowser), Marty Hart (Lake Union Dry Dock), Mike James (MarineCare Yacht Services), Chris Leman, Jack Lemons, Bill Matthews, Dick Noble (Lake Washington Rowing Club), Don Peterson (Peterson Yacht Service), Richard Reel, Karen Romaine (Washington State Employees Credit Union), Jim Schell (NOAA), Tanya Seligman, John Sutton, Steve Vrabel

Main Street planning team: Susan Kaufman (Serafina) and Cheryl Thomas (Thomas Lane) (coordinators); Antolin and Jey Blanco (Pomodoro Ristorante), Vera Coleman (Odegard Upholstery); Carolyn DarWish, Steve Dunphy (Seattle Times), Rick and Terry Esposito (Travel Experts), Mimi Iwami (I&I Glass Design), Evelyn Knoke (Nail Biz), Kris Lanzilotta (Kristine Ann's); Mike and Tom Naylor, Scott Partlow, Terry Proios (14 Carrot Cafe), Laurie Stusser, Cheryl Trivison (Richard Haag Associates), Joella Weybright (Gilmore Research)

Noise subcommittee: Ted Lane and Wes Larson (coordinators), Lysa Hansen, Kingsley Joneson, Jim Simpkins, Cheryl Thomas, Ed Trumbule, Jay Wakefield, Conrad Wouters

North Gateway planning team: James Goranson, Jill Wiedenhof (coordinators), Lynn Poser, Kingsley Joneson, Anne Neal, Anne Preston, Anne Turner

Open Space planning team: Barbara Deutsch, Mialee Jose and Glen Anderson (coordinators), Carol Anderson, Chris Leman, Jack Lemons, Dave Moore, Chris Sotelo, Salaha Warsi Brighton

Franklin Avenue/Rogers Playfield project: Sue Alden, Dick Arnold, Phil Converse, Gibb Dammann, Carol Eychaner, Gabriel Hajiani, Sarah Meeker, Marjorie Nelson, Jay Pickering, Debra Walker, Barbara Zegar

Transportation planning team: David Young, Chris Rosenfelder, Karl Kumm, and Wes Larson, coordinators; Ed Brighton, Mark Canizaro, Paul Collins, Ted Lane, Daphne Lee

Questionnaire response compilation: Giff Jones, Ted Fry, Jules James, Chris Leman

Neighbor-to-Neighbor distribution network: Ron Adams, Dick Asia, Robert and Surain afSandeberg, Dick Arnold, Karen Berry, Beth Boram, Carolyn Bonamy, Ted Fry, Donna Hairier, Giff Jones, Mialee Jose, Karl Kumm, Steve Lull, Coral Namisnak, Lynn Poser, Renee Rossi, Robert Rudine, Fred Savaglio, Kari Scott, Jack Smith, Bob Spangler and Birget Josenhans, Debbie and Ron Williams, Barbara Zegar.

Other volunteers: Daniel Solomons (web site); Tom Veith (observer from Wallingford), Tony Young (photography)

City officials

City Council: Hon. Martha Choe and Richard Conlin; Sung Yang, Jill Nishi, Lisa Herbold

Office of Strategic Planning: Ellen Kissman

Seattle Department of Neighborhoods: Neighborhood Planning Office project managers that were assigned at one time or another to Eastlake: Daniel Becker, John Eskelin, Phillip Fujii, Jill Novik. Others at NPO: Susan Dehlendorf, Jane Morris, Karma Ruder

Seattle School District: Gary Baldasari, Lee McMaster (consultant)

Seattle Transportation Department: Pam Hamlin, Peter Lagerwey, Trung Pham, Ed Switaj, Shauna Walgren, Sandra Woods

Seattle Public Utilities Department: Pam Miller

Consultants and planning team assistants

Community Connection (ET general and north gateway planning team): Cathy Allen, Cathe Jennings, Jesse Israel, Pat Strosahl (executive coordinator), Dennis Tate, Joe Turcotte, Tom van Bronkhorst

Tammy Kutzmark (open space planning team)

Chris Leman (ET general organizer and transportation planning team)

Bill Osborne (open space planning team)

Pacific Communications Consultants: Regina Glenn (diversity planning team)

George Potraz (publication design for community design planning team)

Sustainable Development (community design planning team) Aidan Stretch, Davidya Kasperzyk

Sharon Rose Vonasch (community design planning team)

RESOURCE LIST

In addition to the materials included in the appendix, the Eastlake neighborhood Plan has made use of many other resources that are available for public and interagency review. For access to any of the following files or documents, contact Chris Leman, 85 E. Roanoke Street, Seattle 98102 (206) 32-5463, cleman@oo.net.

General

Summary of the 1992 Eastlake Tomorrow survey

Eastlake Tomorrow Framework Plan (December 1992), as published in the Lake Union Review

Report on the 1990-93 Eastlake Tomorrow neighborhood planning process

Two-page summary of 1990-93 Eastlake Tomorrow process prepared by the City in 1994 as a possible guide for future neighborhood planning efforts throughout the city

Phase I and Phase II Eastlake Tomorrow/City contracts and various amendments

Progress reports prepared for regular check-in meetings with the City

Agendas, minutes, and financial reports from meetings of the Eastlake Tomorrow Steering Committee

Eastlake Tomorrow Update (newsletter, four issues)

Fliers and other publicity, and sign-up sheets for public meeting and workshops

Selections from the 1990 U.S. Census of Eastlake

Narrative of Eastlake neighborhood planning efforts prior to 1996

Questionnaire from 1996 Eastlake Tomorrow survey

Quantitative results from 1996 Eastlake Tomorrow survey

Written comments compiled from 1996 Eastlake Tomorrow survey

Eastlake Tomorrow outreach plan (1 998)

Lists of Members of the Eastlake Tomorrow Steering Committee (various dates, 1996-98)

Procedures of the Eastlake Tomorrow Steering Committee

Four issues of the Eastlake Tomorrow Update (1 996-97)

Eastlake Tomorrow Options Guide (April 1998)

Eastlake Tomorrow Validation Brochure (August 1998)

Summary of responses to the questionnaire in the Validation Brochure (September 1998)

Excerpts on Eastlake Tomorrow from the Eastlake News, Floating Homes Association Log, and Portage Bay/Roanoke Park Community Council newsletter

Article on Eastlake Tomorrow from the Fred Hutchinson Cancer Research Center staff newsletter (1996)

Feature section on Eastlake from the Seattle Post-Intelligencer (March 1997)

Urban Village Boundary

Eastlake Tomorrow Urban Village Boundary Alternatives. Three publications presented at the September 17, 1997 public meeting and distributed subsequently to stakeholders in the affected areas: (1) Initial Evaluation for Community Consideration; (2) Summary; and (3) questionnaire.

Eastlake Tomorrow letter (September 26, 1997) to the South Lake Union Planning Committee regarding the two planning areas' shared boundary

Affordable Housing

HUD Income Guidelines for 1997

Eastlake Community Land Trust, "Ensuring a Mix of Household Incomes in Eastlake" (1998)

Community Design

Agendas and minutes from meetings of the community design planning team

"Why We are Looking at Seattle's Comprehensive Plan" (May 22, 1996)

Handout for the Eastlake Counts design inventory (1996); includes sample data collection sheet

Results from the Eastlake Counts design inventory (1 997)

Household count results (1997)

Options and Recommendations for Phase 2 Neighborhood Plan (draft, February 27, 1998)

Examples of Street-Level Neighborhood-Serving Businesses and Uses

Diversity

Publicity and agenda for November 5, 1997 diversity workshop

Report from the November 8, 1997 diversity workshop

North Gateway

Written and graphic questionnaires

Results of the written and graphic questionnaires

Main Street

List of businesses for Eastlake that have been requested during the planning process (1 997)

Results of the 1996 Eastlake business district questionnaire

Open Space

Open space inventory map, site list, and inventory form

Catalog of maintenance needs and recommendations (1997)

Summary of results of open space forums (1 998)

Eastlake Tomorrow open space survey form and summary of results (1997)

Eastlake Tomorrow open space forums packet and summary of results (1998)

Bound volume of "Eastlake Open Space Site Designs" from the University of Washington LARCH 302 design studio class (May 28, 1997)

Fairview Olmsted Park project designs (1 997-98)

Fairview Streetscape, design donated by architect Steve Vrabel(1997)

Park maintenance study (1997)

Policy analysis of open space recommendations (1998)

Record of public process (1998)

Transportation

Eastlake Transportation Plan (1994)

City of Seattle and University of Washington, Bicycle and pedestrian counts at the University Bridge--1 998 compared with 1981 and 1974.

Letter (September 2, 1997) to **stakeholders** inviting comment on a tentative parking and walkway design for the Fairview Avenue E. shoreline south of Newton St.; and on a proposed redesign of the intersection of Fairview Ave. E. and Fairview Ave. N.

Letter (May 11, 1998) thanking SEATRAN for its commitment to do a topographic and land survey and a walkway design for the west side of the Fairview Ave. E. between NOAA and Fairview Ave. N. and requesting continued stakeholder involvement.

Letter (January 28, 1998) from SEATRAN commenting on the November 1998 draft Eastlake Tomorrow transportation recommendations

Bibliography

- City of Seattle, City Council Resolution 26072, Recognizing the Goals and Policies of the Eastlake Neighborhood (May 7, 1979)
- City of Seattle, Comprehensive Plan (1 994 with subsequent amendments) [Subtitle: Toward a Sustainable Seattle, A Plan for Managing Growth, 1994-2014]
- City of Seattle, Department of Parks and Recreation. Your Neighborhood Fact Sheet: Eastlake Neighborhood (1997)
- City of Seattle, Making Streets that Work (May 1996)
- City of Seattle, Office of Management and Planning, Community Profile for the Eastlake Neighborhood (1996)
- City of Seattle, Office of Management and Planning, Planning for Open space for Your Neighborhood (1997)
- City of Seattle, Office of Neighborhood Planning, Department of Community Development, Eastlake Neighborhood Residential Land Use Plan (May 1981)
- City of Seattle, Planning Department, "Description of Transit Level-of-Service" (1 994)
- City of Seattle, Transportation Strategic Plan (public review draft, March 3, 1998)
- Eastlake Community Council, Eastlake Tomorrow: Needs Assessment for Community Development Planning for Eastlake Neighborhood, by Fritz Griffin (January 1992)
- Eastlake Community Council, Eastlake Tomorrow: Phase II Final Report and Documentation (1993), prepared by Lund Consulting, Inc.
- Eastlake Community Council, Eastlake Transportation Plan and Related Design Issues (August 1994)
- Eastlake Tomorrow, comment letter on the Sound Transit "Link" Light Rail Transit Project Environmental Scoping Information Report (Karl Kumm, February 2, 1998)
- Eastlake Tomorrow, two letters on the South Fairview Ave. E. path and parking project (John Crowser, September 2, 1997 and May 11, 1998)
- Institute of Transportation Engineers, Street Design Guidelines for Traditional Neighborhood Development, Pub. No. RP-027 (1 997).
- Institute of Transportation Engineers, Residential Street Design and Traffic Control Englewood Cliffs, NJ: Prentice Hall, 1984)
- Mark Landreneau, "Ideas for street improvements in the Eastlake area" (Deaf-Blind Service Center, 1994)
- Metropolitan Transit Development Board (San Diego), Designing for Transit (1993)
- Seattle Engineering Department, Eastlake Area Transportation Study, prepared by Transportation Planning and Engineering Inc. (December 1987)

Sound Transit, Report on Scoping for the "Link" Light Rail Transit Project (March 1998)

University of Washington College of Architecture and Urban Planning, Calming Traffic in Eastlake, prepared by urban design students instructed by Richard Untermann (May 1994)

University of Washington College of Architecture and Urban Planning, Eastlake Open Space Site Desires, prepared by landscape architecture students instructed by Daniel Winterbottom and Roxanne Hamilton

Washington State Department of Community, Trade, and Economic Development, Organizing a Successful "Main Street" Program (1996)

Washington State Department of Transportation, I-5/SR520 Noise Study (1993)

Washington State Department of Transportation, Multi-Level Roadway Noise Abatement, Final Report (April 1992) WA-RD 266.1.

Appendix D: Community Design Definitions of Terms

The following definitions may be useful **in** understanding the information and recommendations in Chapter IV, Community Design Element.

Building setback: The minimum distance a building must be located from property lines.

Commercial (C): A planning (not zoning) designation proposed for the Eastlake Avenue Pedestrian District. C areas are areas along **Eastlake** Avenue where a broad range of neighborhood-serving and other commercial uses could occur and where residential development would be possible (as under existing zoning) but not emphasized.

Conditional use: A use which maybe permitted when authorized by the Director of the Department of Construction and Land Use pursuant to specified standards. In Eastlake, single-purpose residential structures are permitted in commercial zones only as a conditional use.

DCLU: See Department of Construction and Land Use.

Density In residential development regulations, the amount of lot area (in square feet) required for each residential unit. For example, in Eastlake's Lowrise 3 zones, one residential unit can be developed for each 800 square feet of lot area.

Department of Construction and Land Use (DCLU): The City of Seattle department that administers land use (zoning) and construction codes. DCLU issues and enforces permits according to adopted development standards.

Design guidelines: Citywide or neighborhood-specific guidelines for design or aesthetics that are used to guide development projects, are adopted by City Council, and are the basis of design review decisions made by DCLU. The adopted guidelines that apply citywide are in a booklet entitled *Design Review: Guidelines for Multifamily & Commercial Buildings*. Design guidelines supplement the development standards in the Land Use Code.

Design review: The review process for certain types of commercial and multifamily development to ensure that they conform to adopted design guidelines. Design review for a proposed development project may also be required when the project applicant requests a departure from certain development standards in the Land Use Code, such as building setback or lot coverage standards.

District: An area that has a distinct character or concentration of uses. Eastlake has several districts, including its east and west residential districts, commercial core, floating home community, and maritime commercial district.

Development standards: Fixed requirements or standards imposed by regulations (such as the Land Use Code) to govern development. Examples of development standards are density and height limits, and building setback, parking and landscaping requirements. Development standards may vary according to the use or activity proposed, and according to the land use zone in which the use or activity is proposed.

Facade: Any exterior wall of a building and the elements and materials that comprise it, including doors, windows and projections from and attachments to the building, such as awnings, decks and signage.

Land Use Code: Title 23 of the Seattle Municipal Code (sometimes called the “zoning code”) that establishes regulations and procedures for the use and development of land in Seattle, and conform to and implement Seattle’s adopted land use policies and Comprehensive Plan. The Land Use Code includes: zoning and overlay districts, which regulate the use and physical development of land and structures through use requirements and development standards; procedures for Master Use Permits (required for new development and issued by DCLU); and zoning maps.

Lowrise zone: A general zoning category of low-scale (two-to-four story), low-to-medium density multifamily residential zones. Eastlake has three of the four lowrise multifamily zones: Lowrise 1 (L1; mostly ground-related townhouses, duplexes and triplexes, 25-foot height limit, 1 unit per 1600 square feet of lot area allowed); Lowrise 2 (L2; mostly three-story stacked units, 25-foot height limit; 1 unit per 1200 square feet of lot area allowed); and Lowrise 3 (L3; mostly three-to-four story stacked units, 30-foot height limit; 1 unit per 800 square feet of lot area allowed).

Mixed-use: A building consisting of residential and commercial uses, with commercial usually at the street (ground) level.

Neighborhood Commercial Core/Corners (NCC): A planning (not zoning) designation proposed for the Eastlake Avenue Pedestrian District. NCC areas are areas along Eastlake Avenue where mostly commercial development would occur, along with commercial development in mixed-use buildings, and where neighborhood-serving commercial uses at street level would be emphasized.

Neighborhood Commercial zone: A general zoning category for lower intensity commercial uses and mixed-use buildings. There are three neighborhood commercial zones, all of which are in Eastlake: Neighborhood Commercial 1, 2 and 3 (NC1, NC2 and NC3). The maximum height of each NC zone varies. In Eastlake, most NC heights are 30 and 40 feet.

Node: An area, often at or around the intersection of streets, that is the focus of activity, and has a distinct character or concentration of uses.

Overlay A special zone designation that is applied over -- that is, in combination with -- standard zoning. An additional set of land use regulations that guide development beyond those that regulate the underlying zone. Examples: pedestrian overlays (for commercial areas), Shoreline District, and neighborhood specific overlays such as Pike-Pine. Eastlake currently has a Shoreline District overly.

Pedestrian amenity Natural and manmade elements along the streetscape that enhance the pedestrian's walking experience, such as benches, street trees, lighting, or interesting paving surfaces.

Residential (R): A planning (not zoning) designation proposed for the Eastlake Avenue Pedestrian District. R areas are areas along Eastlake Avenue where only residential development would occur.

Residential/Mixed-Use (R/MU): A planning (not zoning) designation proposed for the Eastlake Avenue Pedestrian District. R/MU areas are areas along Eastlake Avenue where residential and mixed-use development would occur. Neighborhood-seining commercial uses at the street level of mixed-use buildings would be at emphasized.

Roofscape: The view and visual character of the tops of buildings. Elements that determine and comprise a roofscape are pitched and flat roofs, terraces, greenery, chimneys, mechanical equipment, and other natural and manmade elements.

Seattle SEPA Ordinance: Seattle's local environmental legislation that is based on and implements the State Environmental Policy Act.

SEPA: See State Environmental Policy Act (also refers to Seattle SEPA Ordinance).

Slot view: A view that is narrower than a view corridor. Slot views are often unplanned and occur between buildings (the indirect result of setback requirements in the Land Use Code).

State Environmental Policy Act (SEPA): The State Environmental Policy Act of 1971 ensures that environmental values are considered by state and local governmental officials when making decisions about permits for certain types of public and private development projects.

Storefront: The front, street-facing, street-level facade of a building that is designed and used for mainly commercial retail purposes. Traditional design elements of a storefront are a facade that is built up to or near the sidewalk, large windows (for viewing merchandise or services) and inviting doorways.

Streetscape: A street's visual character as determined by various elements including structures, landscaping, open space, natural vegetation, and view. A street's scene is composed of natural and manmade components, including buildings, paving, plantings, and street hardware (such as benches, poles, signs).

View corridor: An unobstructed, but constrained view, usually toward desirable natural and/or manmade elements such as Lake Union, the Olympic Mountains, the Space Needle. View corridors often occur along street rights-of-way, and are sometimes a Land Use Code requirement for development projects along the shoreline.

Viewscape: The character of views as determined by nearby and distant elements, such as trees, buildings, Lake Union and Olympic Mountains. A viewscape can be defined by location (such as a streetscape or roofscape), can be large or small (a panoramic view, slot view or view corridor), can be territorial (a general expansive view of the land) or focused on a single element (such as Lake Union or the Space Needle), and can be of distant or close-in objects.

Walk-up entry: An entry that is directly accessible from the street sidewalk and is either on the same level as the sidewalk or within a short distance of it and accessible by ramp or stairs.

Zone (or zoning): A classification for land that describes and regulates how the land can be used and developed. The Eastlake neighborhood has a full range of zoning, including Single-family (SF 5000; only located over water for the floating home community); multifamily Lowrise 1,2 and 3 (L1, L2 and L3; most of Eastlake's dry land residential area); lowrise multifamily/residential-commercial zones (L1/RC, L2/RC and L3/RC; a residential zone that allows limited commercial use at street level, only along portions of Eastlake and Fairview avenues); Neighborhood Commercial 1,2 and 3 (NC1, NC2 and NC3; mostly along Eastlake Avenue); Commercial 1 and 2 (C1 and C2; mostly at the southern end of Eastlake and along FairView); and General Industrial (IG; mostly along the south part of Fairview).

Eastlake Avenue Pedestrian District Overlay

Evaluation of Existing Regulatory Tools as a Means of Accomplishing Design and Development Objectives for Eastlake Avenue

Prepared by the Community Design Planning Team

August 12, 1998

Early in the neighborhood planning process, the Community Design Planning Team identified Eastlake Avenue as an area that presented development and design problems as well as opportunities. The nature of these problems and opportunities, and how they have been addressed to date, is described in Chapter IV, Section 6.2.1 of the Eastlake neighborhood plan. In general, the Community Design Planning Team was challenged to create an Eastlake Avenue community that had its own identity and that also functioned as a integrated, positive part of the larger Eastlake community. The Community Design Planning Team identified goals and basic premises for Eastlake Avenue, and explored numerous regulatory tools for achieving desired changes to Eastlake Avenue.

The general goals and premises for Eastlake Avenue that were discussed by the Community Design Planning Team included the following:

- **Make Eastlake Avenue a destination for neighborhood people and a bridge between the east and west residential communities.**
- **De-emphasize the commercial strip nature of some of the development and zoning along Eastlake Avenue.**
- **Transform Eastlake Avenue from an auto-oriented to a pedestrian-oriented street.**
- **Maintain a human scale of development along Eastlake Avenue.**
- **In recognition of prior zoning work along Eastlake Avenue, avoid and minimize unnecessary development standard changes, especially those related to height, bulk and scale and when not necessary to achieve other important Eastlake Avenue objectives.**
- **Build on and reinforce existing development patterns and zoning that reflect desired development characteristics for Eastlake Avenue.**
- **Create viable neighborhood serving uses, especially at street level.**

- Increase the residential community along Eastlake Avenue where appropriate and consistent with commercial goals for Eastlake Avenue.
- Improve pedestrian safety and pedestrian use of Eastlake Avenue by, among other things, reducing the number of existing and/or future driveways, parking lots and parking garages at street level along Eastlake Avenue.
- Strengthen the identity of commercial and residential uses along Eastlake Avenue, in large part by creating compact residential and commercial “districts” along Eastlake Avenue.
- Reduce and minimize impacts of Eastlake Avenue development on residential uses and properties that are east and west of the Avenue.
- Where appropriate and consistent with commercial goals for Eastlake Avenue, encourage residential growth to occur along Eastlake Avenue, in part to support residential development that already exists and to ease demolition of residential buildings in Eastlake’s neighborhood lowrise multifamily zones.

Based on the above goals and premises, the Community Design Planning Team developed a comprehensive, coordinated solution for Eastlake Avenue that consists of several inter-related elements, including generally: 1) the consolidation of commercial and residential uses and development into districts or nodes along Eastlake Avenue, with no commercial uses allowed above the street-level floor in some areas; 2) a requirement for neighborhood-serving uses along the street-level facades of commercial and mixed-use buildings; 3) allowing residential development to occur more easily in some areas by eliminating requirements for conditional use approval and by increasing the allowed density of single-purpose residential uses; and 4) eliminating vehicle access from Eastlake Avenue where possible.

The existing regulatory tools that were identified, considered, evaluated and ultimately rejected by the Community Design Planning Team to accomplish the above design and development elements included the following

- Existing residential-commercial (RC) zones (SMC 23.46)
- Existing pedestrian district overlays P1 and P2 (SMC 23.47, Subchapter IV)
- Relaxing of requirements for single-purpose structures in commercial areas (SMC 23.47.009.D)
- Existing neighborhood commercial/residential (NC/R) zones (SMC 23.47)
- Existing citywide design guidelines

The characteristics, benefits and problems of each of these tools had been explored by the Community Design Planning Team by early 1998, and the Planning Team developed, and presented at the April 1998 Options Fair, details for a new overlay as the best means of achieving the goals and accomplishing the desired development characteristics for Eastlake Avenue. In response to City concerns about administering numerous, different neighborhood overlays, the Community Design Planning Team closely re-examined existing regulatory tools to re-assess their use for Eastlake Avenue. The following is a summary of the Planning Team's evaluation of the existing tools, and why they were ultimately rejected in favor of a new Eastlake Overlay.

Existing Residential-Commercial (RC) Zones

This zone designation was evaluated for use in areas that were identified by the Community Design Planning Team for primarily single-purpose residential or mixed-use residential development (R/MU). Four of the eleven block faces proposed for R/MU development already have RC zoning on all of the block face (within the R/MU area); four of the eleven block faces have Neighborhood Commercial (NC) zoning on all of the block face; and three of the eleven block faces have both RC and NC zoning.

Significant Advantages:

- Details of the regulation are already developed and adopted by the City.
- More than half of the blocks along Eastlake Avenue identified for residential/mixed-use development are already wholly or partly zoned with an RC-zone (L2/RC and L3/RC).
- The RC zone is considered a residential zone and is subject to street/alley access requirements that are desired for the length of Eastlake Avenue; thus, no special, separate vehicle access provisions would have to be adopted for RC zoned properties.

Significant Disadvantages:

- The development standards of the potential corresponding residential zones would significantly reduce or increase the building envelope that exists under the current NC zoning. For example, the allowed height of the L4/RC zone is 3 feet less than the 40-foot height of the NC zones, the lot coverage limit is 50% compared to NC's 64% for residential uses and 100% for street-level commercial uses, and the front setback is a minimum of 5 feet compared with zero feet for NC zones. These and other development standards would shrink the building envelope on NC-zoned sites. Conversely, the allowed height of a MR/RC zone is 60 feet -- significantly greater than much of the existing zoning throughout Eastlake, including on the Avenue.

There was no corresponding residential zone that closely matched the building envelope allowed by current zoning.

- Density limits are imposed on mixed-use development in RC zones, but not on mixed-use development in NC zones, creating an unintended but substantial change from the current zoning.
- The quality of the street-level commercial space required for mixed-use buildings in RC zones is inferior to that required for mixed-use buildings in NC zones. Most significant is the NC requirement for a 13-foot high street level commercial space.
- Administrative offices are allowed at street level, but not desired for Eastlake Avenue.

Existing Pedestrian District Overlays P1 and P2

These existing pedestrian overlays are available only for commercially-zoned properties and were evaluated for all parts of Eastlake Avenue to provide neighborhood-serving uses at street level and eliminate vehicle access and parking along and at street level.

Significant Advantages:

- Details of the regulation are already developed and adopted by the City.
- The majority of the street level facades must be occupied by types of commercial uses that are very similar to the street-level uses identified and desired by the Planning Team for parts of Eastlake Avenue.
- Vehicle access restrictions appeared to be consistent, or nearly consistent, with restrictions that exist in Eastlake's residential zones and are desired for Eastlake Avenue.

Significant Disadvantages:

- Both P1 and P2 zones allowed parking reductions that were unacceptable, in light of Eastlake's parking conditions and history.
- Most of the commercially-zoned properties south of Howe Street are in the proposed Eastlake Overlay area solely for vehicle access restrictions. Although the P1 and P2 overlays would provide this restriction the existing overlays would also impose the street-level use requirement of both P1 and P2, which is not intended for most properties south of Howe Street.

Relaxing of Requirements for Single-Purpose Structures in Commercial Areas

This provision was evaluated for R/MU designated areas that were zoned for commercial development but where single-purpose residential or mixed-use development was desired.

Significant Advantages:

- Details of the regulation are already developed and adopted by the City.
- Single-purpose residential development could be permitted outright, and the existing conditional use requirement eliminated.

Significant Disadvantages:

- The existing density of single-purpose residential structures on commercially-zoned properties (1 unit per 1200 sf of lot area) is increased, but to a density that was greater than desired for Eastlake Avenue (1 unit per 800 sf of lot area). Of all the elements of the proposed Eastlake Overlay, this proposed density is most open for additional evaluation and revision to be consistent with existing tools, specifically SMC 23.47.009.D, but requires additional information.
- The tool addresses only a small part of the desired Eastlake Avenue elements, and additional tools would be necessary to ensure residential or mixed-use development in R/MU areas that are commercially-zoned.

Existing Neighborhood Commercial/Residential (NC/R) Zones

These zones were evaluated for R/MU designated areas that were zoned for commercial development but where single-purpose residential or mixed-use development was desired.

Significant Advantages:

- Details of the regulation are already developed and adopted by the City.

Significant Disadvantages:

- There are no density limits for single-purpose residential structures in NC2/R and NC3/R zones.

- **The street-level commercial space standards for mixed-use development (including, for example, the 13-foot high commercial space) do not apply in NC/R zones; these standards are important in providing viable commercial spaces.**
- **Although the zone limits the maximum size allowed for all nonresidential uses on a lot, the total amount of nonresidential use on each lot would likely still be substantially greater than desired for R/MU areas. Were it not for the previous two disadvantages, studies of the application of the maximum size provision to specific lots would have been done to better determine the effect and usefulness of this zone.**

Existing Citywide Desire Guidelines

The Citywide existing design guidelines address many of the design and development characteristics that are desired for Eastlake Avenue. However, these characteristics are essential to the future livability of Eastlake and transformation of Eastlake Avenue, and are too important to address only on a voluntary or discretionary basis, or in exchange for development standard departures. More certain regulatory authority, as provided by zoning or overlay development standards, is needed to achieve the desired characteristics.

Appendix F: Community Design Guidelines

The Seattle Comprehensive Plan recognizes neighborhood design guidelines as appropriate tools for shaping development within urban villages (Land Use Element Policy L6.k).

Nine specific neighborhood design guidelines are included in the Eastlake Neighborhood Plan's community design recommendations, and are intended to be used in the City's Design Review Process. The nine guidelines address a variety of community design issues, including: roofs; reuse and preservation of existing buildings; building facade mass, bulk and character; public and private views; pedestrian connections; and public and private green spaces.

Four of these guidelines have been developed in detail for review and adoption in 1999. These guidelines are presented on the following pages and are listed below:

- Roofs ("Eastlake Roof Sightliness and Roofscapes" guideline, CD-2.2)
- Reuse and preservation of existing structures ("Eastlake Building Reuse and Preservation" guideline, CD-3)
- Building facade mass, bulk and character ("Eastlake Facade Width" guideline, CD 6.1)
- Building facade mass, bulk and character ("Eastlake Facade and Storefront Character" guideline, CD 6.2)

The remaining guidelines that have not yet been developed in detail are for pedestrian connections ("Eastlake Neighborhood Hillclimbs and Passageways" guideline, CD-10), public and private views (CD-2. 1 and CD 2.3), public and private green spaces (CD-13), and compatibility between residential and commercial structures and uses ("Eastlake Transitional Massing" guideline, CD-16).

Other guidelines may be proposed in the future as the result of additional planning activities.

**The following four guidelines are in working
draft form; formatting and photograph distortion
will be corrected for the final guidelines.**

E-1 Eastlake Roof Sightlines and Roofscapes (Plan Recommendation CD-2.2)

Roofs should be designed to create, preserve and enhance views from neighboring public and private properties.

Explanation and Examples

Views are an important part of Eastlake's character and come in a variety of types, locations and sizes. Eastlake's western-sloping topography and lakefront location create many opportunities to view Lake Union water and activities from public and private spaces. Peeks of the water between buildings (or slot views) are just as important as panoramic views from penthouses.

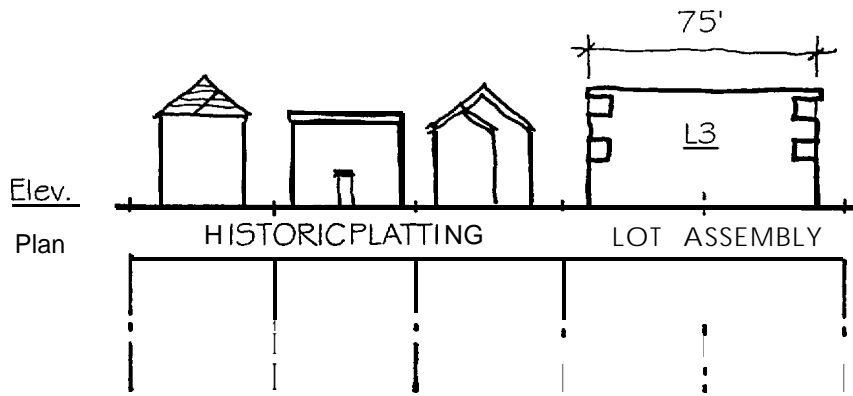
Eastlake's views are not limited to waterscapes, and Eastlakers appreciate distant views of Queen Anne hill, the Aurora Bridge and Olympics, Downtown and the Space Needle, as well as more close-in views of tree-lined streets, maritime activities, historic structures and unique streetscapes.

Eastlake's topography creates another viewscape -- rooftops -- that can be seen from many residences, commercial spaces and rights-of-way. Roofs can preserve, create or obstruct views. A flat roof may preserve a Lake Union view but become a unsightly part of the foreground. Carefully oriented pitched roofs can preserve views between ridges, and in places where there are no distant views, a variety of pitched roofs can create an interesting new viewscape. Rooftop equipment, such as mechanical or elevator penthouses, can also be carefully located and designed to minimize view blockage.

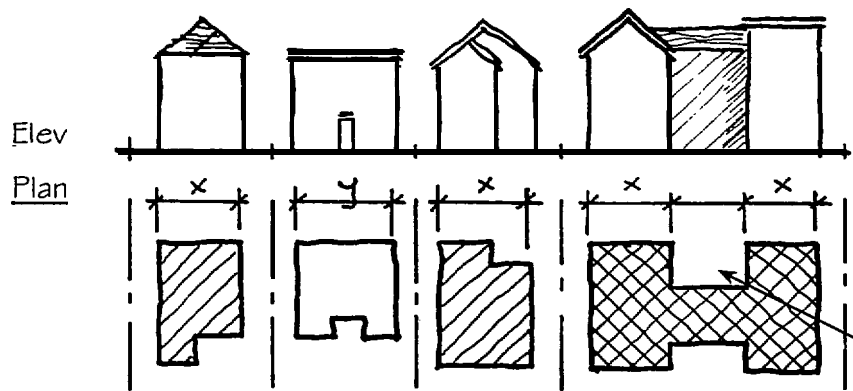
Although Eastlake's topography, stepped-zoning and shoreline regulations help to preserve some views, the rooftops of new development should be designed in a way that enhances viewing opportunities in Eastlake and minimizes view blockage.

The design of roofs and rooftop equipment should consider and accommodate viewing opportunities from neighboring properties. Existing and potential views from neighboring properties should be identified. Roof design considerations should include: orientation of roof ridge, location of rooftop equipment and enclosure design, combining viewing corridors on abutting properties, landscaping of flat or terraced roofs, and sculpting building comers.

PROBLEM

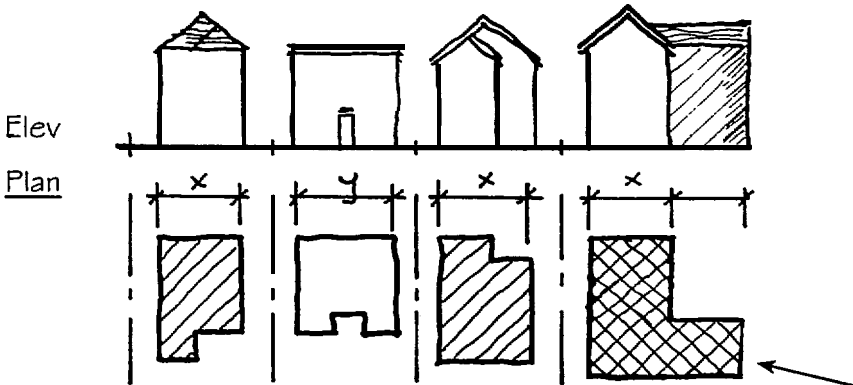


SOLUTION



Deep courtyard entry mimics the established rhythm of the block's façades

SOLUTION



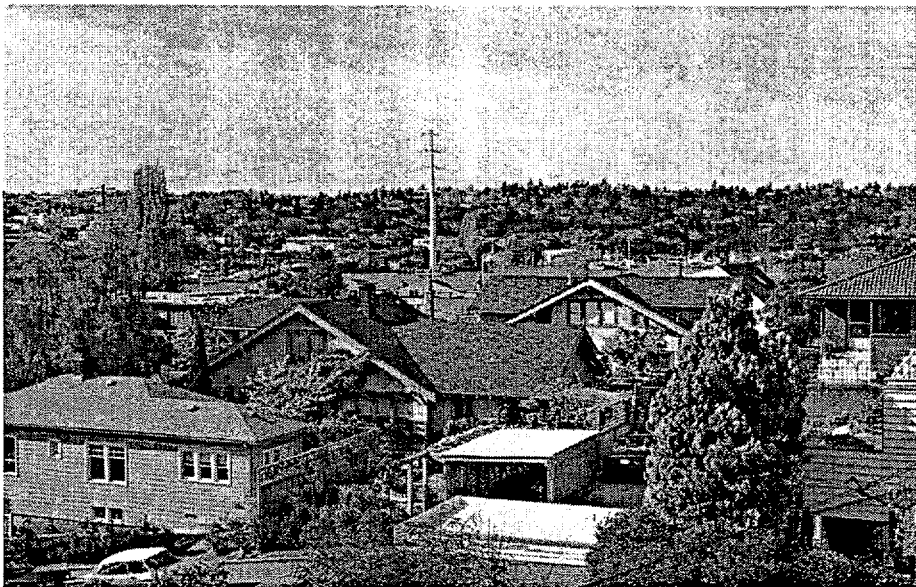
Preferred Detailing should also reflect historical materials and character in a contemporary manner.

L-shaped buildings create courtyard and have narrower façade width along streetscape

Landscaping flat or terraced roofs creates usable open space for the building's occupants and an appealing viewscape from upland properties.



In an area with only territorial views, a new, richly textured viewscape can be created by the by a variety of roof pitches, shapes, materials and colors.



E-2 Eastlake Building Reuse and Preservation

(Plan Recommendation CD-3)

The continued use of existing structures is encouraged over demolition, and incentives are available for new developments, uses and construction that preserves an existing structure and its character.

Explanation and Examples

Development in the Eastlake neighborhood began in the late 1800s, and many of the houses, apartment buildings, storefronts, industrial and commercial buildings from earlier decades are still in use. Taken as a whole, these structures are a defining element of Eastlake's character.

Eastlake has become adept at converting, adding to and otherwise preserving its original structures. While development in **Eastlake** has been continuous, most residential blocks -- where one-third of Eastlake's residential growth has occurred since 1990 -- have had few or no demolitions during the 1990s. New units have been created by conversions from single family to multi-plexes of two to six units, additions, and the construction of new, separate buildings that share a site with existing structures.

Older houses on **Eastlake** Avenue have also been expanded with additions or converted to small commercial use, and some of **Eastlake's** original storefronts have been successfully restored, contributing to both the architectural character and tradition of **Eastlake** as well as its economic health.

The **Eastlake** community has consistently supported the retention, renovation, conversion and compatible expansion of its existing structures. **Eastlake** also recognizes that many of its more affordable residential units and commercial spaces are in existing buildings, which do not have to recoup the expensive cost of new construction.

Departure from certain Land Use Code development standards is provided by this guideline as an incentive to encourage the continued “recycling” of structures that are such an important part of Eastlake’s aesthetic and historic character, especially when these same structures also often provide affordable options for members of the community and reduce the demand on resources, such as building materials.

Criteria for incentives:

- **The incentives are available for the preservation, renovation and continued use of existing structures in a way that retains the essential character as well as the general physical appearance of the structure, including: compatible additions; new, separate development on the same lot as an existing building; and conversion to other uses allowed in the zone, such as to commercial or more dense residential use.**

- Incentives are limited to departures from the following development standard requirements: setbacks; lot coverage; building depth; open space and landscaping; and density (maximum 1 unit over zoned density).

- Development standard departures should not be granted if they create substantial impacts on neighboring properties.

- Development standard departures apply only as long as the existing structure and its character is retained; any granted departures will discontinue if the existing structure is demolished or altered in a way that diminishes its essential character-giving attributes and general physical appearance.



This single-family house has been converted to five units, with the original front entry serving two units, and separate entries from the side.

New single-family home

Tall 1 -story
commercial façade



New contextual single-family home with backyard cottage

Single family house converted to duplex with few noticeable alterations to house exterior, except new, second private entry.



Single-family house converted to triplex with only minor, yet compatible, alterations to exterior, including new entry and stairs, parking, windows and possibly dormers.

E-3 Eastlake Residential Facade Width (Plan Recommendation CD-6.1)

Building facades in Eastlake's L1, L2 and L3 zones should be designed to reflect the existing platting pattern and the width and scale of a majority of structures on the block.

Explanation and Examples

Eastlake's residential building widths are an important and defining component of the neighborhood's architectural character and scale. The width of buildings along the street and the detailing of residential facades affect Eastlake's scale as well as the compatibility of different types and sizes of buildings.

Eastlake's residential facade widths are narrow compared to buildings in many other multifamily neighborhoods, and are reflective of small, mostly single-lot development that has occurred throughout the 1900s. Such narrow facade widths contribute to the neighborhoods pedestrian-scaled and richly textured streetscapes. Many of Eastlake's residential structures (including contemporary multifamily structures) are substantially less than permitted by the underlying zoning for modulated facades.

These four newer multifamily buildings located in an L3 zone on the 2300 block of Yale Avenue East reflect Eastlake's typical 1-to 1 1/2-lot residential development pattern. The width of each building, from left to right, is: 38 feet, 52 feet, 42 feet and 48 feet -- each significantly less than the 75-foot maximum width allowed in the L3 zone.



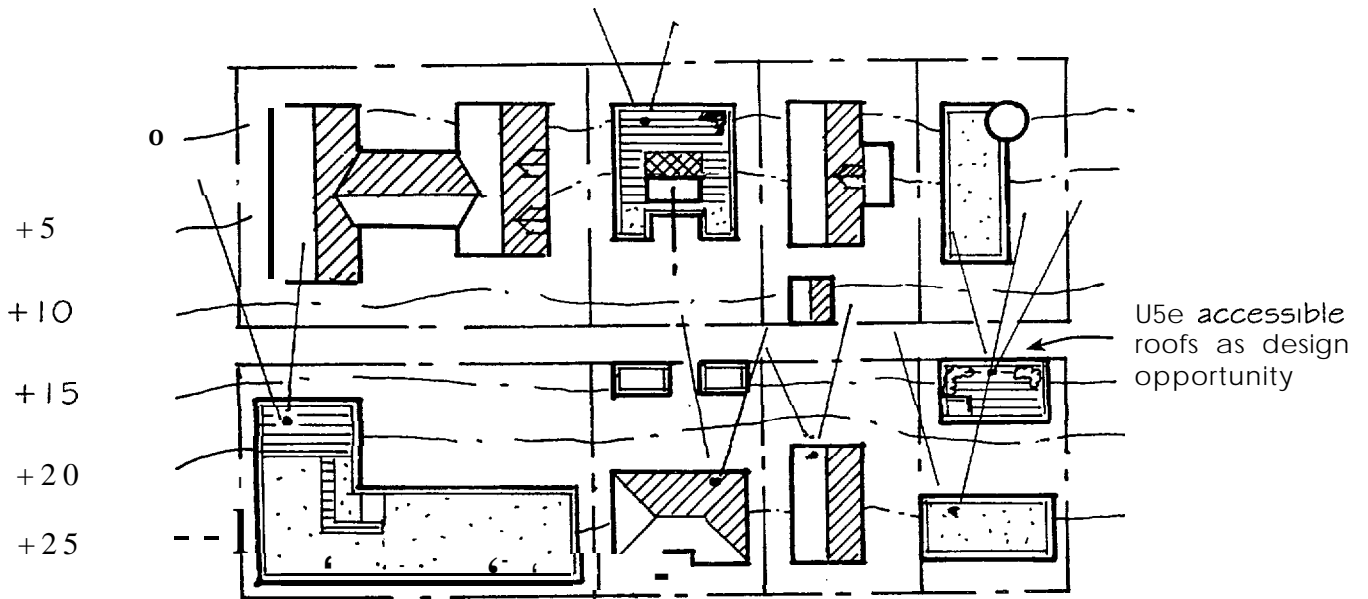
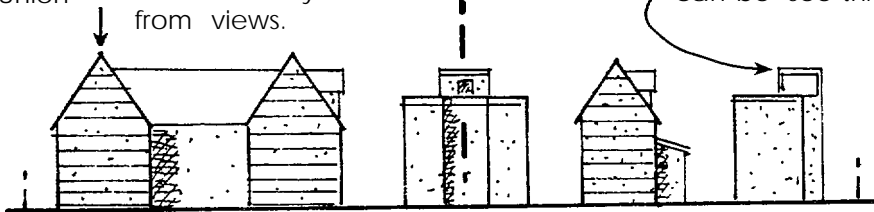
The facades of new structures should reflect the pattern of development on each block by matching a majority of existing facade widths.

Make mainridgelines perpendicular to fall line to Lake Union

Minor ridges and domers should be below main ridge, and located away from views.

Locate center roof access & shield rooftop equipment

Vertical elements can be see-through



E-4 Eastlake Facade and Storefront Character (Plan Recommendation CD-6.2)

Eastlake facades and storefronts should be contextual, reflecting Eastlake's human-scaled pattern of articulation, fenestration, and detailing.

Explanation and Examples

Eastlake's building facades are an important and defining component of the neighborhoods architectural character and scale. The detailing of residential and commercial facades affect Eastlake's scale as well as the compatibility of different types and sizes of buildings.

Although there is no defined Eastlake "style" of architecture, there is a predominant and desired Eastlake scale that is reflected not only in the overall size of buildings, but also in the articulation, fenestration and detailing of building facades.

Most buildings, large and small, are articulated with individual, human-scaled windows, usually arranged and detailed to produce a balance between vertical and horizontal lines. Few Eastlake buildings have a strong horizontal emphasis -- achieved usually through horizontal bands of glass and solid facade materials, but also by bands of protruding, enclosed decks -- and these are visually prominent in large part because of their departure from the pattern established by other structures. Similarly, glass curtain walls (mirrored or plain) are a rarity in Eastlake. The only building that approaches the monolithic, single-planed appearance of a glass curtain wall is the **landmarked** Steam Plant, which has well-defined bays and other detailing to produce a contextual, albeit dramatic, facade.

Other facade details that contribute to Eastlake's existing and desired architectural character include: customized, commercial storefronts that identify individual business establishments and use glass, wood, masonry and other materials to create the storefront and transparency (instead of a manufactured metal storefront system); residential balconies and decks that are integrated into the architectural modulation of the building (instead of cantilevered from, or "stuck" on to, its facade); and canvas or structural awnings (instead of fluorescent-lit vinyl).



This window type and massing is preferred over the horizontally-banded glass curtain wall shown below.

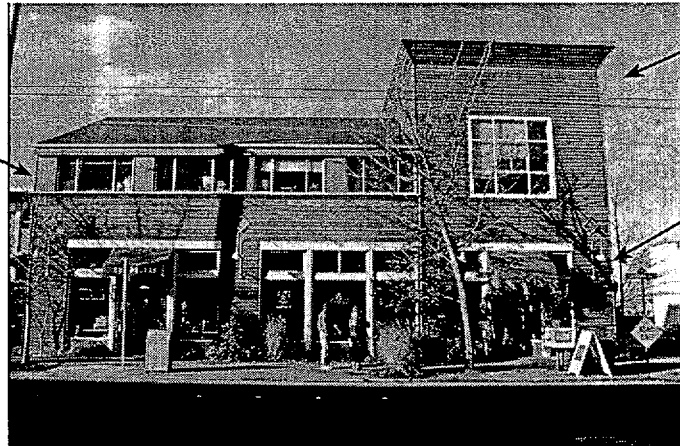




"Stuck-on" balconies like these should be avoided. Balconies should be integrated into the building's modulation.

Appearance of 2nd floor setback to office vestibule

Tall 1-story commercial façade



Corner tower

Separate wood and glass street window treatments allowing natural light and views of public activity from inside and outside

Eastlake Ave. & Louisa. Retail/small office project creates inviting pedestrian scale with strongly framed wood storefronts and landscaping in the planting strip.

Created a "top" to the building with bands

Inset & transparent balconies

Quality materials and color in façade with canopies and large glass windows and

Clear residential entry



Setback modulations of the building's mass

Resident roof & corner tower feature

1-story commercial façade with setback upper residential floors

Hamlin & Eastlake. This recent mixed-use project with a pedestrian-scaled retail base and street-focused residential above, would be appropriate along Eastlake Avenue.

**Analysis of Open Space Goals
and Policy Recommendations**

OS-1 North Fairview Country Lane (Fuhrman Ave. to Edgar St.)

Goal: Preserve and protect this area's identity as a country lane by allowing open space uses for habitat, passive recreation, and pedestrian connection and prohibiting open space uses for certain kinds of active recreation.

Pros: This recommendation will preserve one of few remaining open spaces in Eastlake that support wildlife; some species observed here include beaver, fish, red-tailed hawk, peregrine falcon, and waterfowl. The guidelines for use will also maximize its existing parks, pea-patch, and view spots for passive recreation.

Cons: This recommendation will not support certain kinds of active recreation uses; therefore the potential for a lively day-use area would be traded to maintain a quiet rural setting.

OS-2 Fairview Olmsted Park

Goal: Implement the existing project design that was approved by the Fairview Olmsted Park Commission in 1997 (Appendix 5). Per the plan, this area will accommodate habitat and passive recreation uses and will be a viable open space destination along the Fairview Walking Path.

Pros: This recommendation is consistent with Policy Recommendation OS-1.1, that will preserve this area's identity as a country lane and maximize the efforts of the neighborhood-based Fairview-Olmsted Park Commission to acquire and fund this site.

Cons: None.

OS-3 Central Fairview Corridor (Roanoke St. to Newton St.)

Goal: Enhance this area's identity as a shoreline residential street that supports primarily pass-through passive recreation and pedestrian connection uses, with some active recreation and habitat uses.

Pros: This recommendation will complement the character of this area as a busy waterfront residential street. It will enhance the existing park, small patches of shoreline green space, view spots, and established walking/bicycling route.

Cons: This recommendation will not significantly enhance shoreline habitat; therefore the potential for adding scarce natural and tranquil open space to Eastlake's network would be traded to maintain a lively pass-through corridor.

OS-4 South FairView Hub (Newton St. to Galer St.)

Goal: Enhance this area's identity as a day use hub that supports passive recreation, pedestrian connection, and some habitat uses.

Pros: This recommendation will complement the character of this area as a busy office/commercial hub that is heavily used as a local street. The guidelines for use will maximize the existing parks, picnic tables and benches, and view spots for day-use and pass-through recreation. It will build upon the existing partnership among businesses and residents along South Fairview to create a walking path along this portion of Fairview.

Cons: This recommendation will not significantly enhance shoreline habitat. Wildlife observed in this area include beaver, fish, and waterfowl, and the area contains a significant swath of native shoreline vegetation. Therefore, the potential for preserving scarce natural space within Eastlake's open space network would be traded to maintain a busy pass-through corridor and day-use hub.

OS-5 Howe Public Right-of-Way

Goal: Create a pedestrian connection between Eastlake Ave. and Fairview Ave. at the currently undeveloped Howe St. public right-of-way.

Pros: To be determined.

Cons: To be determined.

OS-6 Submerged Parcel

Goal: Preserve and protect this area's identity as a calm lakeside corridor by allowing open space uses for habitat, passive recreation, pedestrian connection and prohibiting certain kinds of open space uses for active recreation.

Pros: This recommendation will preserve one of few remaining open spaces in Eastlake that support wildlife; some wildlife species observed here include fish, cormorants, and other waterfowl. The guidelines for use will maximize its floating path, view spots, and tranquil atmosphere for passive recreation and pedestrian connection. It will also attract and facilitate foot and bike traffic from South Lake Union retail business to Eastlake.

Cons: This recommendation will not support certain kinds of active recreation uses; therefore the potential for a destination day-use area would be traded to maintain a quiet pedestrian corridor.

OS-7 South I-5 Greenbelt and Hillclimb

Goal: Maximize this monumental space as a pedestrian greenbelt by enhancing existing pedestrian connection uses and creating opportunities for passive and active recreation and appropriate habitat uses.

Pros: This recommendation will maximize a monumental, under-utilized area with great potential for habitat, pedestrian connection, passive, and active recreation uses. It provides a connection to an existing stairway to Capitol Hill and makes access to that stairway considerably safer.

Cons: This recommendation will disrupt the existing homeless population that resides under South 1-5. It also will attempt to attract people to a noisy area that historically was prone to erosion and landslides and would require professional assistance to stabilize. If not done well, the improvements could fail to overcome the area's reputation as a derelict space.

OS-8 Rogers Playfield and Franklin Green Street

Goal: Design, improve and use Rogers Playfield and the 2500 block of Franklin Avenue as an integrated public open space that is shared by the community and school, and accommodates a variety of active and passive uses.

Pros: This recommendation is consistent with the area's identity as a recognized community hub in a central location within the neighborhood.

OS-9 Shelby Hillclimb

Goal: Create a garden-like pedestrian connection between Eastlake Ave. and Franklin Ave. at the Shelby St. public right-of-way.

Pros: This recommendation will maximize the existing public right-of-way and provide an important pedestrian connection. It will extend the Fairview Walking Route by easing the connection between Fairview Olmsted Park and Franklin Ave, via Eastlake Ave. It will also provide a new opportunity for community gardening and bird and butterfly habitat.

Cons: This recommendation will not preserve existing pine trees on-site. It would trade existing tree resources for a pedestrian connection, community garden space, and enhanced habitat.

OS-1 O North Gateway Triangle

Goal: Support the recommendation as outlined in the Eastlake Neighborhood Plan, North Gateway Triangle Element.

Pros: See North Gateway Triangle Element.

Cons: See North Gateway Triangle Element.

OS-1 1 North I-5 Hub

Goal: With permission of property owners and lease-holders, create a civic space under I-5 at Fuhrman Ave. and Eastlake Ave. for appropriate active recreation uses, primarily weekly community activities such as an open air market, public art space, or climbing wall (Pending Issue 5.2 and 5.3).

Pros: This recommendation will beautify a large, covered, under-utilized area with great potential as a civic open space. Enhancing this prime location near the North Gateway Triangle will strengthen the open space network along Eastlake Ave. The guidelines for reduction of stormwater run-off will mitigate a significant source of pollution to Lake Union.

Cons: This recommendation could result in the loss of some parking. It also will attempt to attract people to a noisy area, and as such, if not done well, the improvements could fail to overcome the area's reputation as an unwelcoming space.

OS-12 Fairview Walking Route

Goal: Facilitate a pedestrian and bicycle connection between the Burke Gilman Trail and South Lake Union by recognizing, enhancing, or creating where appropriate a pedestrian route along Fairview Ave.

Pros: This recommendation will maintain and enhance an important pedestrian and bicycling connection within Eastlake and add a significant link to the regional network. Fairview Ave. is currently designated as a major bikeway. This recommendation will also build upon the existing partnership among

businesses and residents along South FairView to create a walking path along the southern portion of Fairview.

Cons: This recommendation will need to coordinate an appropriate route through parts of the neighborhood where the pathway is currently obstructed or impassable. It could also, by increasing access along the waterfront, impact the atmosphere for residents and wildlife. In addition, one aspect of the route presents particularly challenging issues, including the protection of privacy and boat access for nearby residents.

OS-13 Minor Ave. Commuter Bike Path

Goal: Enhance commuter bicycling by designating a bike route along Minor.

Pros: This recommendation will enhance an important commuter connection within Eastlake and add a significant link to the regional bicycling network. The area is already used informally as a bicycling route due to its quieter and safer setting, and this designation will serve to formalize and publicize the route.

OS-14 Eastlake Ave.

Goal: Enhance Eastlake Ave. by planting trees in sidewalk planting strips to create a boulevard effect.

Pros: This recommendation will preserve and enhance Eastlake Ave.'s identity as the neighborhood's Main St. It will build upon the efforts of many businesses and residents to improve the civic space along this corridor, and improve portions of Eastlake Ave. that are tree-bare and planting strips that are covered with concrete. It will extend the North Gateway Triangle project and the in-street planter project improvements along the whole of Eastlake Ave.

Cons: This recommendation could impact vehicular circulation along Eastlake Ave.

OS-15 Louisa Arborway

Goal: Improve the existing pedestrian connection along the Louisa St. public right-of-way between Eastlake Ave. and Yale Ave. by enhancing safety and improving drainage.

Pros: This recommendation will maintain a frequently used pathway connecting Eastlake Ave. with Yale Ave. through a well-vegetated corridor. The vegetation

is maintained by local property owners, the path is in good shape, and little must be done to implement this project.

Cons: This recommendation will not support plans for a more extensive design of this space; therefore it would trade the potential to undertake a grand project to maintain the existing small scale of this open space.

Neighborhood-wide Open Spaces

OS-1 6 Open Space Acquisition

Goal: The City of Seattle should seek opportunities to purchase land in Eastlake for designation, preservation, and protection as open space.

Pros: This recommendation will mitigate the negative impacts of higher densities mandated by the City of Seattle and will significantly enhance quality of life in Eastlake. It will also bring Eastlake's open space network closer to the City's stated target.

OS-17 Fair Share impact Mitigation Policy

Goal: Require new residential development and commercial development to maintain existing levels of park and open space in the Eastlake planning area by paying fair share impact fees, consistent with RCW 36.70A. Exempt low income housing and retail development from this requirement.

Pros: This recommendation is consistent with RCW 36.70A, which allows impact mitigation policies to be implemented in order to maintain existing levels of service for public facilities including parks and open space. Without this policy, current taxpayers must subsidize new development in order to maintain existing levels of service. This policy is consistent with other jurisdictions, including King, Pierce, and Snohomish counties.

Cons: This recommendation could spark controversy among those who support the developers' role in facilitating higher densities but not in facilitating a higher quality of life.

OS-18 Street Vacation Policy

Goal: Public right-of-ways must be maintained in public ownership except where it has been shown that a) substantial community support exists for private

ownership, and b) substantial community benefit will be achieved by private ownership.

Pros: To be determined.

Cons: To be determined.

OS-1 9Tree Inventory

Goal: Conduct a Tree Inventory to identify trees that should be protected and trees that should be planted to enhance the neighborhood.

Pros: This recommendation addresses a strong sentiment toward protecting tree resources in Eastlake. Because this goal can sometimes conflict with an interest in preserving views, the tree inventory would be the first step in meeting this need and resolving this conflict. It would assess the entire neighborhood and identify important stands, areas of native planting and non-native encroachment, and places that could support enhanced vegetation.

Cons: The recommendation will need to address the potentially challenging issue of view preservation.

OS-20 Wildlife Inventory and Habitat Brochure

Goal: Conduct a Wildlife Inventory to identify and raise awareness about significant wildlife in the neighborhood that could be better supported through habitat improvements.

Pros: This recommendation will provide important wildlife information to support habitat goals. An unexpected outcome of public outreach was the exchange of information about species in Eastlake. For example, this process revealed that beaver inhabit the Lake Union shoreline, and peregrine falcons and red-tailed hawks nest and hunt along the water and near 1-5. The presence of these species indicates a greater wildlife potential than had previously been expected. An inventory would not only identify additional species but also help to publicize them and build support for future habitat protection.

Cons: This recommendation could create a controversy among people who do not want to make the area attractive to wildlife.

OS-21 Planting Strips

Goal: Preserve, protect, and enhance planting strips by allowing open space uses for habitat, pedestrian connection, and habitat uses, and prohibiting activities that threaten these uses.

Pros: This recommendation will enhance a large amount of open space that in Eastlake is provided by planting strips. Many of these planting strips are covered with concrete or under-utilized but could provide more valuable, visually appealing open space. These improvements will make planting strips into more pleasant bus stops for public transit riders, resting spots for elderly pedestrians, civic spaces for the general public, and small habitats for urban wildlife. They will also improve property value throughout Eastlake.

Cons: This recommendation supports re-vegetation improvements that could be expensive and water-intensive. Also, it could spark controversy among those who do not believe that public properties such as planting strips should be used to improve the public's quality of life.

OS-22 Street-end Parks

Goal: Improve maintenance of street-end parks for passive recreation and habitat uses and incorporate into the Fairview Walking Path.

Pros: This recommendation will preserve street-end parks as part of Eastlake's open space heritage. Five street-end parks exist, but need continued maintenance. Other street-ends lack parks or have plans that have not been implemented. In a small, densely populated neighborhood like Eastlake, street-end parks are a significant open space resource and should be maximized.

Cons: This recommendation will require volunteers and time to implement.

OS-23 View Corridors

Goal: Enhance view corridors in Eastlake.

Pros: This recommendation will address the conflict between trees versus views by promoting trees as views and by protecting the view corridors for their optimal view. Also it will create a balance overall among the different kinds of views.

Cons: This recommendation could create a controversy among people who do not consider trees as views. Also it will require trade-offs in any given view corridor.

OS-24 Backyard Programs

Goal: Enhance Eastlake's open space network through household participation programs.

Pros: This recommendation will maximize a significant open space resource. If enhanced to support wildlife and vegetation, these backyards could play an important role in the neighborhood's open space system.

Cons: This recommendation cannot guarantee participation and could result in wasted promotional efforts.

OS-25 Pending Issue: Waterfront Active Recreation Space

Goal: Clarify needs for active, group recreation (e.g. tennis, volleyball, etc.) along the waterfront or in other areas of Eastlake.

Pros: To be determined.

Cons: To be determined.

Special Area Plan for Rogers Playfield and Franklin Green Street

Franklin Avenue and Rogers Playfield

Conceptual Design Plan and Type IV Green Street Designation

Description of Key Elements

OS 8 - The key elements that comprise the Franklin Avenue and Rogers Playfield design concept are described below. The general location and configuration of these elements are also shown on the accompanying conceptual plan (note that the plan includes some design details, such as suggested tree species, that may be revised on the final detailed plan).

Rogers Playfield Key Elements

Most of the proposed changes to Rogers Playfield occur in the vicinity of the tennis courts. Additional design recommendations for the bank that abuts Franklin Avenue are described later in the Franklin Avenue section. Key elements of the Rogers Playfield concept design are:

- Retain the tennis courts, swings and **ballfield** (outfield areas to remain “as is” to promote maximum flexibility and accommodate a variety of activities that occur in these areas, including sunning, catch, frisbee, sitting, and small groups sports).
- Level the playfield and provide new irrigation and drainage.
- Provide enhanced landscaping at the Eastlake/Louisa stairs (existing historic stairs will remain).
- Install a new path from the Eastlake/Roanoke stairs to the tennis courts that will be landscaped with a “special garden” (such as a butterfly garden; the existing historic stairs will remain).
- Install a community kiosk, selected plantings and small seating area at the southeast corner of the tennis courts (this is at the terminus of a new path from Franklin, described below).

Franklin Avenue Green Street Key Elements

The recommended concept plan addresses the full block of Franklin in front of the school as well as the bank that separates the block from the Playfield. Under this plan, Franklin will be retained as a public right-of-way and will be designed and used as a shared public space, open to community and school use at all times. This block of Franklin will be designated as a “Green Street - Type IV.” A green street is a right-of-way that is designed to give pedestrians and bicyclists preference over passenger vehicles for movement in designated streets; they serve as gathering places or as corridors connecting activity areas and open spaces in an attractive urban setting. Type IV green streets have little or no traffic, provide a link in a pedestrian circulation path, and can be improved as a pedestrian mall or enhanced in a natural state with limited improvements. The Franklin Green Street will be closed to all vehicles, except **emergency vehicles; the existing illegal parking areas at the north and south ends will be removed, and curbs will be constructed across Franklin at the north and south ends of the block to control vehicle access. As a green street, Franklin will provide important pedestrian linkages between the residential areas to the north and south of the school, and between the school and the playfield. It will also serve as an outdoor gathering area for the community and school, and will have passive and active open space.**

Additional key elements of the Franklin-Green Street include:

- Provide an enhanced walkway connecting Louisa and Roanoke streets along the west side of the green street (in the same location as the existing sidewalk). The walkway skirts a new play area at the south end of the block, and passes through a new central overlook as well as the existing tree canopy at the north end of the block (the design of these abutting areas varies and is described in more detail below).
- Provide a 20’-wide paved lane connecting Louisa and Roanoke streets along the eastern side of the green street for emergency vehicle access. The lane will primarily be used for walking, play,

bicycling, street fairs and other community and school activities, but will be available for emergency vehicles if needed.

- **Construct a new overlook and sitting area opposite the 1905 building entrance, and construct new stairs connecting Franklin with the Playfield that are centered on (or on axis with) the overlook and building entrance.**
- **Construct a barrier-free access ramp that connects the overlook and the Playfield; the ramp will be located south of the overlook and stairs, and will have a switch-back.**
- **Preserve the existing tree canopy and walkways that are north of the proposed overlook and enhance the planting strips in this area (most trees are retained, the western planting strip is enlarged, and benches/tables are added in the western planting strip); this area is to be used as a quiet space for passive recreation.**
- **Construct new stairs and a pathway that connect Franklin to the school and to the east side of the tennis courts (the stairs and pathway go through the tree canopy area).**
- **Construct a hard-surface area for low-level, active play between Louisa and the new overlook. This area will have removable tetherball poles for school use, and one basketball hoop on the east side of the play area (another outdoor hoop will be provided in the service area on school property, and 6 hoops will be in the new gym). A minimum 5'-wide planting strip with trees will be provided between the play area and the walkway. Details for the planting strip, including tree species, size and spacing, curb heights, fence type and height (if any), and small paths through the planting strip, will be determined during the next several months; the effect on the play area will be a consideration in the selection and spacing of planting strip trees.**
- **Remove the existing fence and shrubs along the bank (this will increase visibility between Franklin and the Playfield). Replant the bank with trees, low shrubs and groundcover; build slides, a tree fort and other play elements into the bank; and construct stepped seating in the bank along the softball field first base line.**
- **Relocate some or all of the utility wires underground.**
- **Remove the small children's play equipment from Franklin and provide a new play area on school property west of the 1893 building; the existing play equipment, which was purchased with funds from the community, TOPS and the City's Neighborhood Matching Fund Program, may be temporarily relocated to Rogers Playfield during school construction, then moved to the permanent play area on school property, subject to approval by the City, School District and community organizations that participated in the matching fund grant).**
- **Provide small curb ramps for bicycle and wheelchair access to the sidewalk and the paved lane.**
- **Provide informational kiosks at various locations for school and community use.**
- **Install selected plantings in designated areas, such as the new overlook, along the bank and in planting strips.**



HARTCROWSER

Earth and Environmental Technologies

Hart Crowser, Inc.
7910 Fairview Avenue East
Seattle, Washington 98702-3699
Fax 206.328.5587
Tel 206.324.9530

September 2, 1997

TO: Stakeholders Along Fairview Avenue East
RE: Streetscape Improvements for Fairview Avenue East, south of Newton Street

Enclosed are the latest proposals from a stakeholder group of more than 20 property owners, business owners, and residents convened by the Eastlake Tomorrow neighborhood **planning** process. Between February and July, the group met nine times to develop a consensus design for implementation of the 1994 *Eastlake Transportation Plan* recommendation for a walkway, amenities, and protection of parking on Fairview Avenue East between Newton Street and the intersection with Fairview Avenue North. The proposals have also been presented at two public meetings, with more planned in September (see below).

Some of these ideas are being implemented now in the last month of the sewer expansion project as the City Public Utilities Department and its contractors restore the parking area in front of the NOAA facility. Also, watch - and comment - in September as the Seattle Transportation Department paints onto the pavement the outlines of a safer intersection of Fairview Avenue East and Fairview Avenue North. The Fairview shoreline proposals themselves will probably require public funding, although property owners and businesses on that block have pledged substantial funds and labor (and more pledges are welcome).

The proceedings have been marked by an impressive degree of collegiality and mutual accommodation, making improvements possible that have long seemed beyond reach. The design would enhance shoreline access, parking, traffic safety, while improving property values and business conditions. Those of you who have participated deserve great credit for this success. For any who have not yet participated, please get involved!

September 8, (Monday), 5-6:30 p.m. at Hart Crowser, 1910 Fairview Ave. East, first floor. The Fairview stakeholder group will meet to review the attached proposals and the comments on them. Make sure to attend this important meeting!

September 17, (Wednesday), 6:30-8:30 p.m. at NOAA, 1801 Fairview Ave. East. Public meeting on the FairView proposals and on the southern planning boundary. Stakeholders should attend in order to respond to any further proposals that may be suggested by the general public:



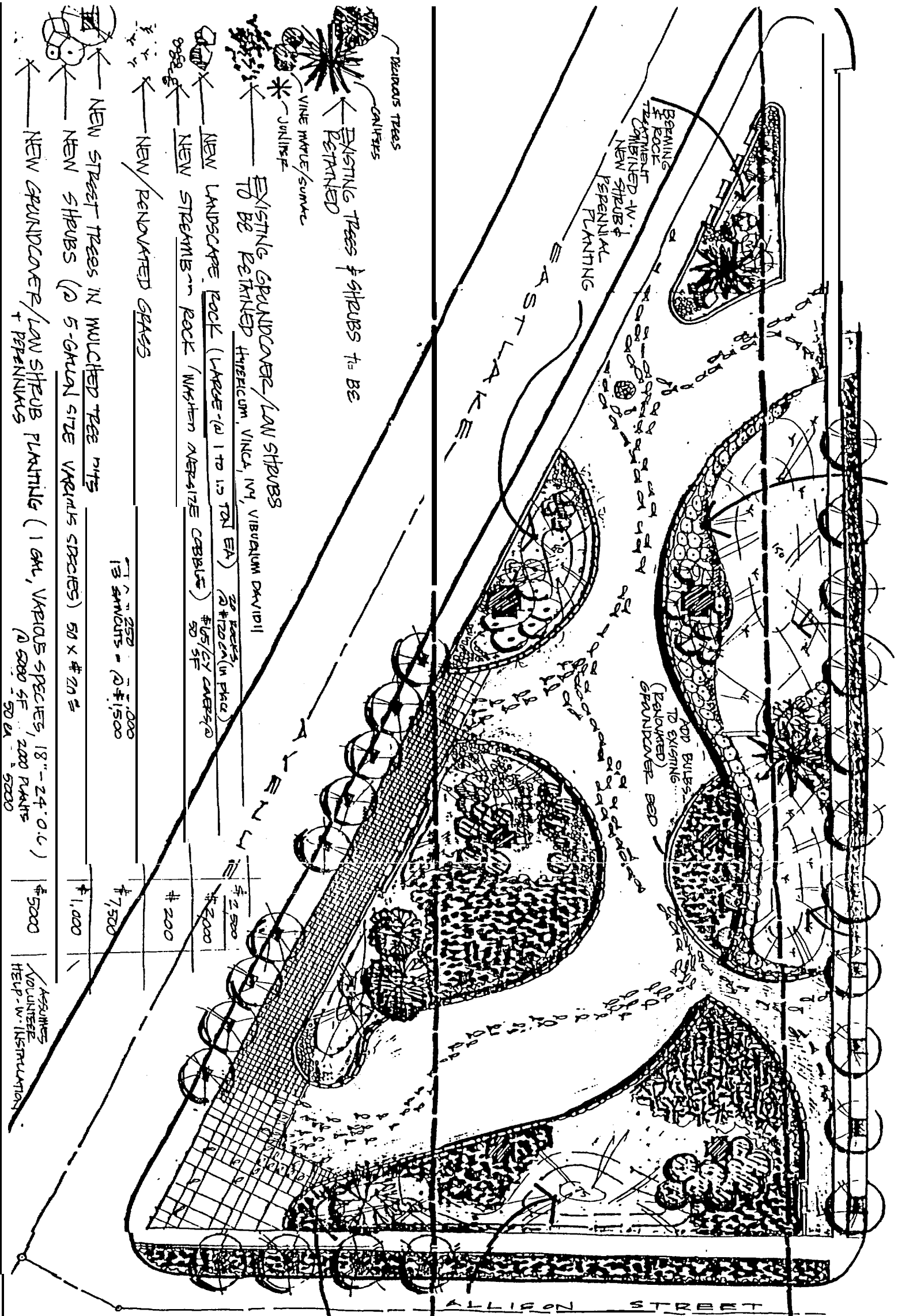
September 2, 1997

Comments are also welcome before or after these meetings. Send written comments to:
Fairview Comments, Eastlake Tomorrow, 117 East Lousia St., #5, Seattle, WA, 98102.
Comments are also welcome to John Crowser at 324-9530ijcc@hartcrowser.tom, or
Chris Leman at 322-5463/cleman@oo.net.

Sincerely,

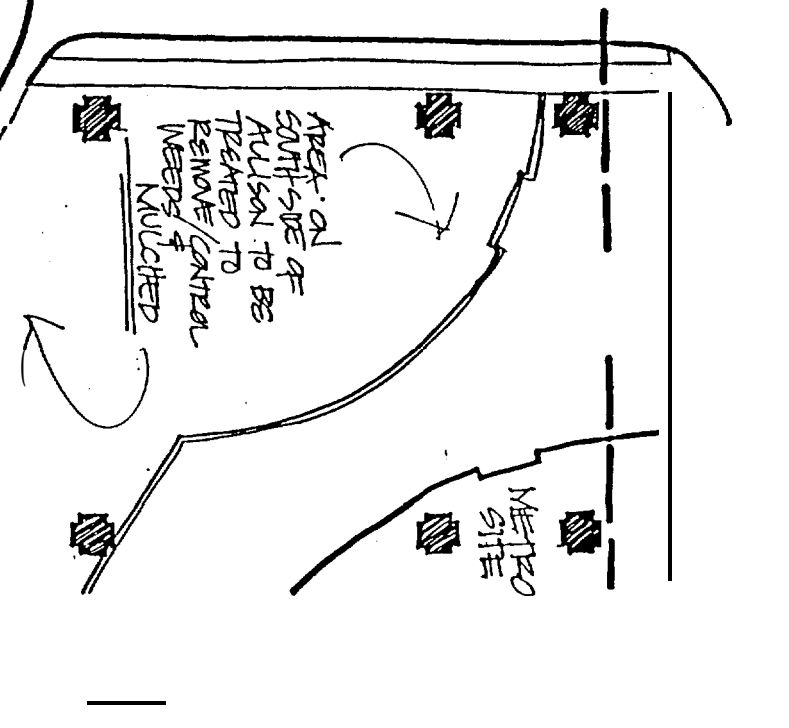
John Crowser

HERVARD AVE N.



- ← BEAROUS TREES
- ← CANINES
- ← EXISTING TREES & SHRUBS TO BE RETAINED
- ← VINE MAWLE/SUNNIE
- ← JUNIPER
- ← EXISTING GRASSCOVER/LAW SHRUBS TO BE RETAINED
- ← HIERACIUM, VILCA, IVY, VIBURNUM DRUMMII
- ← NEW LANDSCAPE ROCK (LARGE - (1 TO 1.5 TON EA) 20 BUCKETS @ \$120 EA (IN PLACE) \$2,400
- ← NEW STREAMS - ROCK (W/STON APPROX SIZE COBBLES) \$0.5/CF @ 50 SF \$250
- ← NEW/RENOVATED GRASS 13 ROWS @ 250' @ \$1,500
- ← NEW STREET TREES IN MULCHED TREE PITS 50 x #20 @ \$1,000
- ← NEW SHRUBS (20 5-GAL SIZE VARIOUS SPECIES) 50 x #20 @ \$5,000
- ← NEW GRASSCOVER/LAW SHRUB PLANTING (1 GAL, VARIOUS SPECIES, 18"-24" O.C.) 2,000 PLANTS @ \$2.50 @ \$5,000

ADD SOIL/BERM	AREA TO CREATE SPECIFIC DEFINITION & IMPROVE GROWING CONDITIONS FOR NEW PLANTINGS	\$2,500
CONCRETE PAVING (GREEN DRAINAGE BY CONTRAST)	2,900 SY	\$2,900
CONCRETE PAVING (ADDITIONAL AREA TO IMPLEMENT DESIGN CONCEPT)	2,275 SY	\$2,275
PLANTING SOIL FILL TO CREATE BERMS TO HELP SMOOTH WEEDS	400-500 CY	\$1,000
WEED BARRIER (UNDER ROCK TREATMENT)		\$500
MULCH		\$4,000
IRRIGATION SYSTEM RENOVATION		\$11,000
		\$24,675



LANDSCAPE RENOVATION
 \$50,000 GAST ESTIMATE
 NOT TO SCALE!

TOTAL SURVEYS TABULATED: 57

“Overall, I favor the Eastlake Neighborhood Plan.” = 51

“Overall, I don’t favor the Eastlake Neighborhood plan.” = 2

No Answer: = 3

Both Marked: = 1

“The City Council has voted \$50,000 in early funds to each neighborhood that completes a plan, to carry out a part of the plan. Please indicate your priorities for funding by marking 1 for your highest priority and 4 for your lowest priority.”

(Tabulation: Table 1: votes listed. Table 2: votes weighted in reverse order (1 =4, 2 = 3, 3=2, 4=1,X=4).

TABLE #1 (Votes)

	# 1	# 2	# 3	#4	X
Eastlake Mainstreet	16	15	9	3	2
Fairview Shoreline Corridor	14	17	8	3	2
I-5 Corridor Impacts	14	9	17	5	2
Diversity	2	4	6	25	1
Other					5

TABLE #2 (Weighted)

Eastlake Mainstreet	= 138
Fairview Shoreline Corridor	= 134
I-5 Corridor Impacts	= 130
Diversity	= 61
Other	= 20

- Open Space (2)
- Affordable Housing (2)
- Eastlake Speed Reduction
- Cobblestone Repair