

## **Background materials for Transportation Committee February 25, 2011**

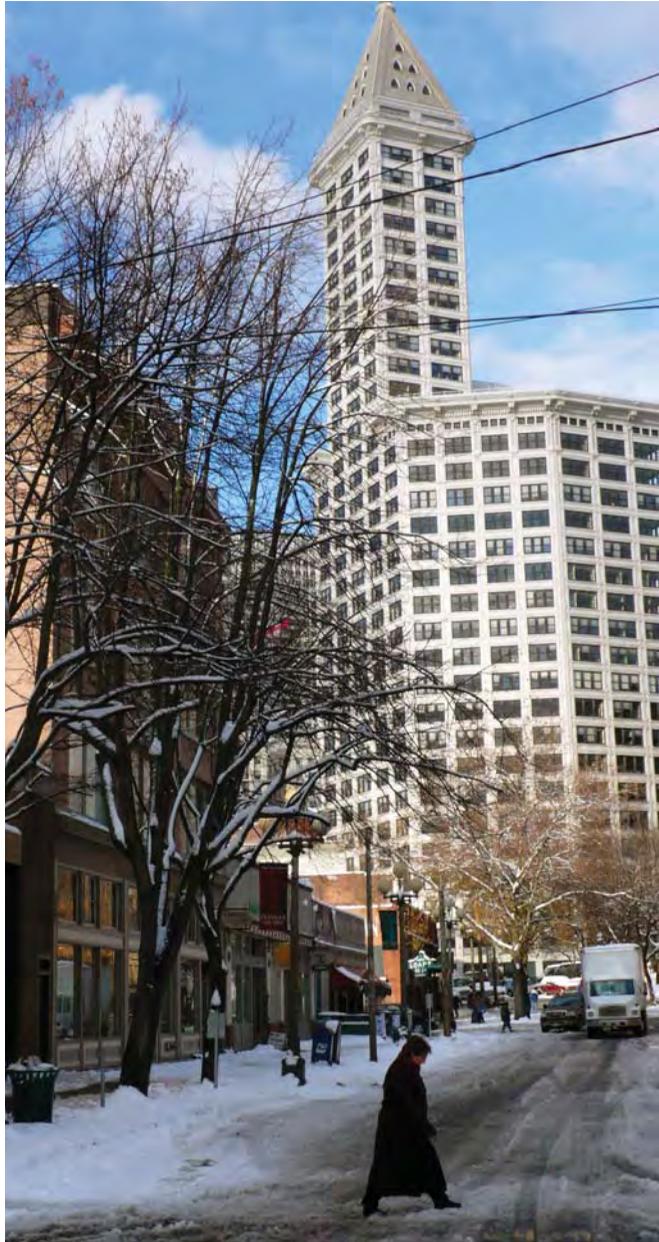
### **King Street Station Multimodal Hub Study**

#### **King Street Station Multimodal Hub Study – Planning Charrette**

Wednesday, December 15

#### **Reference Materials (synthesized ideas from various documents – in random order):**

- Livable South Downtown Recommendations
- Downtown Seattle 2009 Public Spaces & Public Life (Gehl Report)
- Center City Circulation Report
- Seattle Transit Communities
- King Street Station Restoration Phase II – Preliminary Study and Recommendations (2009)
- Pioneer Square Neighborhood Plan
- Chinatown/International District Neighborhood Plan
- KC Metro bus layover and passenger loading zones map
- Bridge Structure Map
- Railroad Way S streetscape concept design
- S Washington St and 2<sup>nd</sup> Ave S streetscape concept design
- North Lot Development
- Trails to Treasure Plan



# PIONEER SQUARE

*Pioneer Square has evolved over the past one and one half centuries of Seattle’s history. Formerly located on a peninsula of land surrounded by tidal flats, this was the location of Seattle’s first downtown. The district’s existing historic buildings were constructed in successive phases of development influenced by the need to rebuild after the Great Fire of 1889, followed by the Klondike Gold Rush era, railroad construction, World Wars I and II, and an era of automobiles and road construction beginning in the mid 20<sup>th</sup> century.*

Legal protections have preserved the architectural heritage of Pioneer Square’s buildings. However, the neighborhood has also adapted to the present in its business and activity patterns. The Pioneer Square business district enjoys the anchoring presence of businesses that attract tourists and shoppers to books, furnishings, fine art, crafts, antiques and specialty clothing. Restaurants and nightclubs attract visitors even as the mix and popularity of these businesses change. Commercial and professional service employment in Pioneer Square has fluctuated with economic trends in the past twenty years. The current economic recession has hurt prospects for small businesses, and has caused several development projects to be stalled. The neighborhood also provides shelter and services to many low-income individuals.

The Pioneer Square Neighborhood Plan presents a multi-faceted vision that is supported by several Livable South Downtown Land Use recommendations. Key among the neighborhood’s interests is preservation of historic character, growth of a significant residential population, future development that knits-together the neighborhood and investments in public spaces. Achieving development in the Qwest Field north parking lot is also a priority in the Pioneer Square Neighborhood Plan.

## EXISTING LAND USE CONTEXT

### Historic Review and Historic Protections

Land Use Code provisions combined with U.S. Secretary of the Interior *Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings* and local Pioneer Square Preservation District Rules help protect the historic and cultural integrity of properties in Pioneer Square. In addition to the Federal designation, a local designation—the Pioneer Square Preservation District—encompasses a larger geographic area (see map on page 14). As a special review



district, an official Certificate of Approval from the Director of the Department of Neighborhoods, following a recommendation from the Pioneer Square Preservation Board, is required prior to the issuance of City permits for any Pioneer Square structure. Approvals are required for actions such as façade alterations, new construction, demolition or remodeling.

### Design and Use Patterns

Chapter 23.66 of the Land Use Code contains provisions governing special review districts. This section identifies preferred development patterns and character features of development in Pioneer Square including buildings developed to the property line, exterior materials that are consistent with the historic character of the district, and height incentives to encourage residential uses.

### Variable Height Limit

Existing provisions in the PSM 100 zone provide that no structure shall exceed by more than “15 feet the height of the tallest structure” within the block or on adjacent block frontages to a maximum of 100 feet. The provision has resulted in a patchwork of potential building heights, and is viewed by some as a complicating factor for new infill development.

### High Water Table

Much of Pioneer Square is located atop former tidelands. This fact complicates potential construction of underground structures and creates unique seismic and drainage control challenges that must be met through the engineering of each project.



Historic Tidelands

## OBJECTIVES FOR FUTURE LAND USE

1. Protect and preserve historic buildings and the historic character of the Pioneer Square neighborhood
2. Support the emergence of a significant residential community in Pioneer Square particularly for market rate and affordable workforce housing
3. Provide incentives for redevelopment of vacant and under-developed non-historic parcels
4. Encourage employment density near the transit hub of King Street Station
5. Facilitate redevelopment of the Qwest Field North Lot
6. Improve the pedestrian experience and quality of public spaces within and around Pioneer Square

## North Lot Land Use Code Amendments

DPD proposed changes to development standards for the Qwest Field north lot in early 2009 as Phase 1 of the Livable South Downtown legislative process. The standards allow heights up to 240 feet under specific conditions, subject to review by the Pioneer Square Preservation Board.

Other amendments as part of that legislation apply more generally to Pioneer Square. Among other minor changes, the amendments would also prohibit new principal use parking garages for long-term (commuter) parking. Garages for short-term parking that serve area businesses would continue to be allowed through a special review process.

## Proposed Zoning and Land Use Code Amendments

### Protecting Historic Character

One hundred twenty six buildings in Pioneer Square have been identified as contributing to the historic or architectural character of the National Register Historic District. Preserving these buildings is a principle objective in the Pioneer Square Neighborhood Plan. The community has emphasized throughout the Livable South Downtown planning process that Land Use Code changes should 1) encourage upgrades or rehabilitation of historic buildings, 2) retain a scale of future development that complements historic structures in sub-areas within the district and 3) discourage demolition of historic structures. In the past, property owners have argued that existing historic buildings are not economically viable and therefore should be demolished in order to provide opportunities for partial or whole-sale redevelopment.

To support these historic preservation objectives, the following land use strategies are recommended:

- Retain review by the Pioneer Square Preservation Board. In addition, a new section, 23.66.032, would codify the process by which the Pioneer Square Preservation Board identifies properties that “contribute” to the architectural or historic character of the Pioneer Square Preservation District, based on criteria that are identified in the Land Use Code. Criteria include the National



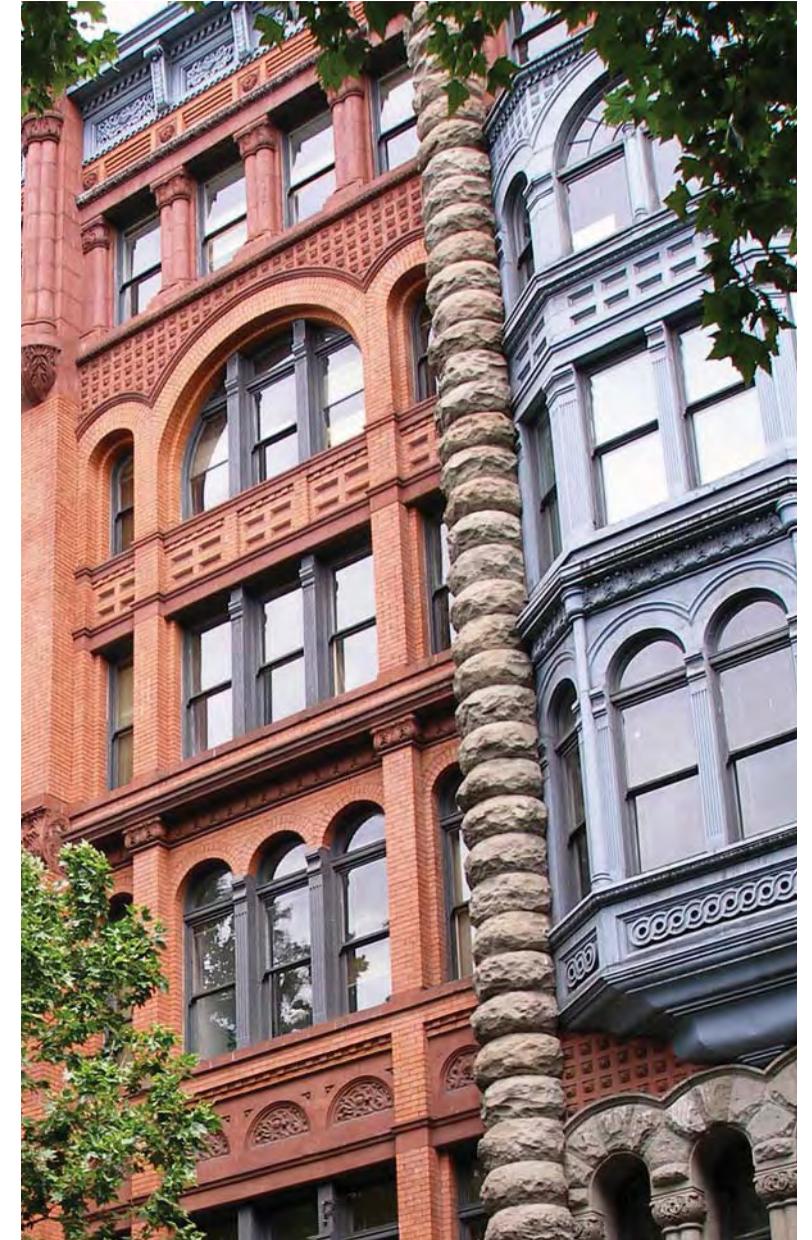
Register of Historic Places category of resources that are “contributing” to the Pioneer Square-Skid Road Historic District, which is a federal designation.

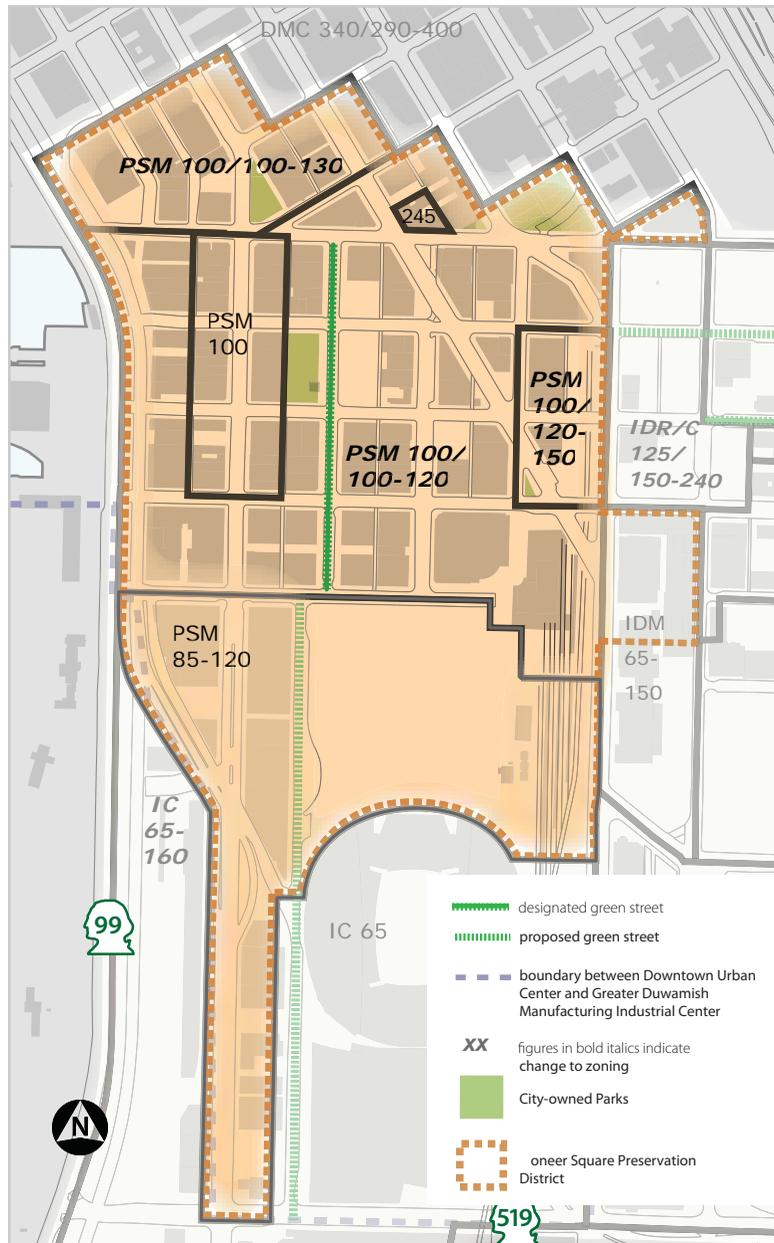
- Retain existing base development capacity throughout Pioneer Square, identified in the area north of S. King Street as building heights of 100 feet, and prohibit higher heights in the central historic retail area along First Avenue South.
- Provide an option for buildings to exceed base heights through incentive zoning so long as the development does not result in the demolition or removal of any contributing structure.
- Establish South Downtown Historic Transfer of Development Rights (TDR, commercial floor area) and Transfer of Development Potential (TDP, residential floor area) programs to provide the opportunity for owners of contributing properties to sell up to 3 FAR of development capacity for use on eligible lots, contingent upon building restoration or maintenance of the contributing feature on the lot. For a complete description of the proposed TDR and TDP programs, see page 86 of this report.

### Promoting Residential Uses & Infill Development

A key objective of the Pioneer Square Neighborhood Plan is “a diverse community with a significant residential population.” The neighborhood plan identifies “targeted sites in Pioneer Square,” including future new construction on vacant parcels. Proposed Land Use Code amendments would:

- Allow higher heights outside the central historic area at the edges of Pioneer Square north of Yesler Way, East of 2nd Avenue S., and south of S. King Streets for buildings in residential use.
- Implement a residential incentive zoning program. The program will provide developers with an option to construct buildings to an identified “maximum” height through construction of, or contribution toward, affordable workforce housing.





## Proposed Heights and Development Standards

The Pioneer Square Neighborhood Plan identifies the need to encourage infill development on vacant, non-historic properties. The community has indicated that zoned building heights should respond to the character of the surrounding neighborhood. The map to the left identifies recommended building heights in Pioneer Square.

Along 1st Avenue S. between Yesler Way and S. Jackson Street,

- Limit maximum height to 100 feet. This area features the greatest concentration of historic buildings in Pioneer Square, all of which are less than 100 feet in height.

North of S. King Street the following is recommended:

- Three height zones with the following maximum height limits for buildings with residential uses through participation in the incentive zoning program:
  - 120 feet in central areas of Pioneer Square;
  - 130 feet north of James Street near the downtown core; and
  - 150 feet east of Second Avenue S. Extension.
- Maximum height for buildings in non residential uses: 100 feet. For development above the base height, bonus floor area may be developed only in residential use through participation in the incentive zoning program.

- No development may result in the demolition or removal of any historic building or structure.
- Replace the variable height limit with a provision to require a 15 foot building setback above 100 feet along street frontages in central Pioneer Square. This standard was suggested by the Pioneer Square Preservation Board to ensure lower façade heights compatible with the scale of buildings surrounding Occidental Park. The setback requirement may be waived by the Department of Neighborhoods Director upon recommendation of the Pioneer Square Preservation Board.
- A building may be developed above the base height limit only on lots at least 7,200 square feet in size. Existing City code requires “fire separation” between windows and nearby structures. Buildings on larger lots are able to provide that separation along property lines rather than create blank walls along lot lines.

South of S. King Street

- Retain the existing PSM 85-120 zoning as amended for the Qwest Field North Lot that was recently approved.

# Pioneer Square - aerial view

Development projects are reviewed to ensure preservation and rehabilitation of historic and architectural features

New buildings generally constructed to the property line consistent with the existing Pioneer Square pattern of development

South Downtown Historic TDR to provide resources for rehabilitation of historic buildings

Retail and other preferred uses required at street-level to provide pedestrian activity and interest



Heights up to 120 feet with a setback at 100 feet in central Pioneer Square for buildings with residential units (100 feet maximum currently)

Building height above 100 feet gained through participation in incentive zoning programs

Building set-back required at 100 feet in central Pioneer Square to minimize shadow impacts on Occidental Park; this standard may be waived by the Pioneer Square Preservation Board

This depiction is presented for illustration purposes only. White structures depict existing buildings





The building depicted on the right in this graphic is currently a surface parking lot.

Pioneer Square - Occidental Park - eye-level view

*This depiction is presented for illustration purposes only.*





## Proposed Amendments to the Pioneer Square Sign Code

Amendments to sign regulations were requested by the Pioneer Square Preservation Board. The ordinance would add a subsection that addresses surface parking lot signage in the same manner as currently used in the International District, allowing for a limited presence of signs that indicate the location of parking entrances/exits and whether parking spaces are for public or private use. Other edits improve the clarity and consistency of the sign regulations. For example flags and banners are identified as categories of signs addressed by existing regulations.

### Summary of Base and Maximum Development Potential Pioneer Square

Zone/ Category	Base Height	Maximum Height On properties greater than 7,500 square feet.
PSM 100 (First Ave S. Corridor)	100 feet for all uses	
PSM 100-120 (central Pioneer Square)	100 feet for all uses	Up to 120 feet Residential floor area must be at least equivalent to the total floor area above 100 feet.  Setback provisions apply above 100 feet
PSM 100 -130 (north of James Street)	100 feet for all uses	Up to 130 feet Residential floor area must be at least equivalent to the total floor area above 100 feet.
PSM 85-120 (retain existing zoning west of Occidental Avenue S. and south of S. King Street)	85 feet for all uses	Up to 120 feet Retain provision that requires 75% of the building to be in residential use for buildings greater than 85 feet in height.
PSM 100-150	100 feet for all uses	Residential floor area must be at least equivalent to the total floor area above 100 feet.

# CHINATOWN/INTERNATIONAL DISTRICT

*Amendments are recommended to the International District Mixed (IDM) zone in the area of Chinatown/I.D. located generally south of S. Main Street, east of 4th Avenue S. and west of Interstate 5.*

## CHINATOWN/INTERNATIONAL DISTRICT NEIGHBORHOOD AND SPECIAL REVIEW DISTRICT (ISR/D)

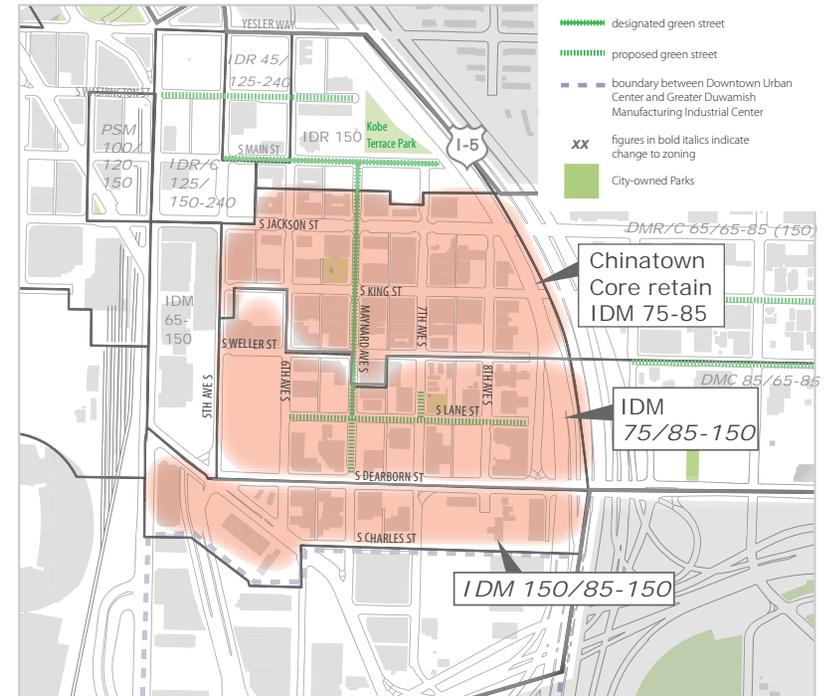
The Chinatown/I.D. neighborhood is a unique historic and cultural treasure. The Chinatown/I.D. Strategic Plan (neighborhood plan, June 1998) describes the district as follows: “We are a community characterized by a sizable elderly population, significant low-income households, and a large number of affordable housing units. We are primarily small businesses as well as social service and community development organizations. We are a delicate social connection for many elderly. We are a regional hub for Asian-Pacific American commerce and culture.”

The neighborhood plan identifies many challenges and assets: anticipated increases in population and housing costs, the impacts of nearby sports stadiums, public safety concerns, and small business and cultural vitality.

Goals from the Neighborhood Plan Chapter of the Comprehensive Plan for Chinatown/I.D. include:

- Thriving businesses, organizations, and cultural institutions;
- A neighborhood with diverse and affordable housing;
- Rehabilitation of substandard and vacant buildings;
- Create safe and dynamic public spaces;
- An accessible neighborhood, with access within and to the neighborhood, for all transportation modes, while encouraging less dependence on cars and greater use of transit, bikes and walking; and
- Seek to reduce auto congestion at key intersections.

Recent City and community investments provide important amenities for future residents. These include the acquisition of a one-quarter block parcel to expand Hing Hay Park, and the recent construction of the Chinatown/International District Community Center and library near the intersection of S. Dearborn Street and 8th Avenue S.



The City is also moving forward on programs to facilitate cleaner, safer alleys in Chinatown/I.D., and allow more liberal use of sidewalks by merchant vendors.

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## South of South Dearborn Street

An area immediately south of S. Dearborn Street lies within the Chinatown-International District Urban Center Village within the Downtown Urban Center. The area was not a focus of the neighborhood plan, but has received considerable interest and attention from the community in recent years. Current zoning in this area allows large commercial uses and significant amounts of parking. The area south of S. Dearborn Street features a diverse mix of uses and buildings, including:

- A portion of the City's Charles Street Yards (light industrial, City operations);
- The Pang Warehouse site (vacant);
- The Old Popich Sign Company Building (office and art gallery);
- The Salvation Army-William Booth Center (housing);
- The Old Pacific Fish warehouse/Wan Hua (offices);
- The Crescent Manufacturing Company/RDA Building (offices);
- A gas station and convenience store; and
- The former Federal Immigration Services Building (INS Building), listed on the National Register of Historic Places (vacant)

The South Dearborn area, and the industrially-zoned area immediately to the south, were the subject of a comprehensive transportation analysis in 2007. In general, the area's north-south avenues have experienced a drop in

freight traffic. Reduced truck volumes are due to changes in industrial land uses and SR 519 improvements that provide more direct access to I-5 and I-90. Airport Way S. continues to see significant traffic volumes. Larger trucks travel north-south along 7th Avenue S. between S. Dearborn Street and Airport Way S. Similarly, many trucks travel along the eastern portion of S. Dearborn Street between Airport Way S., Interstate 5, and Rainier Avenue S.

## EXISTING LAND USE CONTEXT

### Special Review District

Similar to Pioneer Square, the Chinatown/International District is a Special Review District that encompasses a broad geographic area (see map). The International Special Review District (ISRD) was established in 1973 to preserve and perpetuate the cultural, economic and historic qualities of the area, particularly the features derived from its Asian heritage. Changes to property in the District, including a change of use or a proposal to alter the exterior appearance of any structure, public right-of-way, or public space within the District must first receive a Certificate of Approval from the Department of Neighborhoods Director, who administers Special Review Districts. Applications for Certificates of Approval are reviewed by a seven member volunteer Board, five of whom are elected by the community and two of whom are appointed by the Mayor. Board members review applications to ensure that proposals are consistent with the District Ordinance (SMC 23.66) and compatible with the ISRD Design Guidelines.



# CHINATOWN/INTERNATIONAL DISTRICT

## National Register District

The Seattle Chinatown National Register Historic District is a sub-district located within the ISRD. As in Pioneer Square, alterations to features that contribute to the National Register District are reviewed by the Board for consistency with the Secretary of the Interior's Standards must also adhere to the Seattle Land Use Code and ISRD Design Guidelines. Forty-four buildings within the Chinatown/International District are identified as "primary" or "secondary" structures contributing to the National Register district. Those properties are eligible to apply for benefits including Historic Rehabilitation Tax Credits and donation of a conservation easement.

Objectives of ISRD zoning is to:

- Maintain and protect the International District as an Asian cultural, retail and residential center;
- Allow flexibility and discretion in land use control;
- Protect and promote small businesses;
- Encourage the development of housing;
- Encourage the rehabilitation of existing buildings; and
- Encourage new development that is compatible in scale and character with existing buildings.

## IDM Zone

The Land Use Code provisions for International District Mixed (IDM) zones regulate property use and development in the core of the Chinatown/I.D. in several ways: by identifying permitted and prohibited uses, requiring pedestrian-orientation at street-level, setting maximum height limits, among others.

## IDR Zones

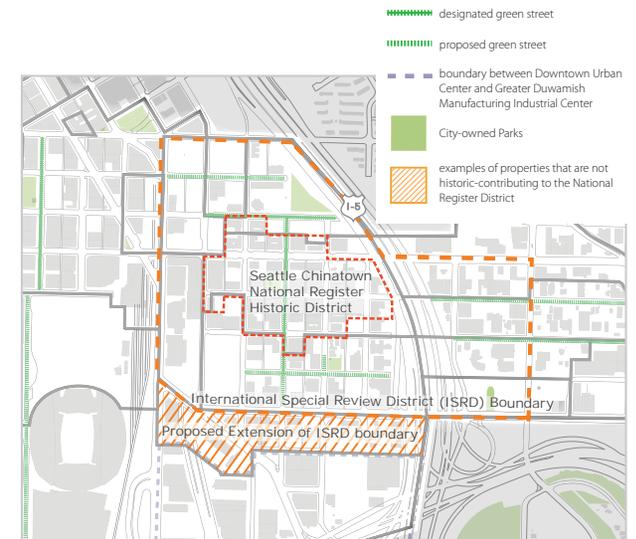
The Land Use Code provisions for International District Residential (IDR) zones regulate properties in the Japan-town area of Chinatown/I.D., as discussed in the Japan-town Chapter of this report.

## Asian Design Character District and Retail Core

Specific design standards and use criteria have been enacted in the Land Use Code for a sub-area of the ISRD (see map at right). Within the Asian Design Character District, the Code identifies architectural characteristics intended to "strengthen and preserve the existing Asian architectural character of the Design District." This sub-area is also the boundary for the "Retail Core," where pedestrian-oriented retail uses are required at street level with a mix of residential and commercial uses above the street level. The Special Review District Board evaluates development applications against these design standards and street-level use standards.

## Commercial 2 (C2) Zone

Zoning in the area south of S. Dearborn Street is C2, a zone generally characterized by larger auto-oriented commercial establishments such as manufacturing or warehouse uses. Residential uses are allowed only through conditional use approval. These are the only C2 zoned blocks within the Downtown Urban Center.



## OBJECTIVES FOR FUTURE LAND USE

Planning objectives for the Chinatown/International District and strategies to meet these objectives are described below:

1. Preserve historic and cultural resources and encourage revitalization of historic buildings
  - Retaining existing development capacity within the National Register Historic District while expanding capacity elsewhere in South Downtown will help to reduce redevelopment pressure on historic buildings and ensure a complementary scale of development on adjacent properties.
  - The South Downtown Historic Transfer of Development Rights (TDR) and Transfer of Development Potential (TDP) programs will encourage preservation of historic buildings and direct resources toward their rehabilitation. (See page 86 for a description of these programs.)
  - An on-site historic bonus could apply in limited circumstances when a new development is located on the same lot as a historic-contributing structure within IDM and IDR zones.
2. Protect existing affordable housing and plan for future affordable units.
  - The incentive zoning program will help to produce affordable workforce housing throughout South Downtown.
  - The Housing TDR program will allow available floor area from sending sites in South Downtown to be calculated in a manner more similar to other downtown zones (see page 89).
  - The highest recommended heights of 240 feet in Chinatown/I.D. will not apply to areas where affordable housing exists. This will help to minimize redevelopment pressure on those sites.
3. Provide opportunities for the development of a dense residential mixed-use community south of the neighborhood core, and provide a transition from the core of the Chinatown/I.D. to non-residential employment uses located south of S. Dearborn Street.
  - Proposals would increase the maximum height limit to 150 feet for residential uses south of the Chinatown/I.D. core area.
  - Proposed development standards in the 150 foot zoned areas are intended to ensure a scale of development consistent with the residential/mixed use neighborhood.
4. Enhance the pedestrian environment.
  - The ISRD is recommended to be extended to encompass the blocks immediately south of S. Dearborn Street. Rezoning this area from Commercial 2 (C2) to a pedestrian-oriented IDM zone will allow both compatible residential and commercial densities.
  - Continue to require pedestrian-oriented street level uses in the retail core.
  - Designate certain streets outside the retail core as “pedestrian” to ensure a pedestrian-oriented street.
  - A greater diversity of street level uses outside the retail core, including ground-level residential units or ground-level retail would be allowed.
5. Provide open space to support increased density and integration with surrounding neighborhood areas.
  - Establish open space TDR and TDP programs in South Downtown as a method to gain extra floor area. Provide the option of creating neighborhood open space amenities within South Downtown as a method to gain extra residential floor area.
  - Designate certain streets as “green streets” to encourage the development of informal open spaces over time.

## CHINATOWN/INTERNATIONAL DISTRICT

### PROPOSED ZONING IN THE CHINATOWN/I.D. CORE

#### Retain existing IDM 75-85 zoning

The Seattle Chinatown National Register Historic District is a compact area with a concentration of historic and cultural resources. The forty-four properties that are identified as being “primary” and “secondary” contributing to the National Register District are located within an approximate nine-block area.

The Livable South Downtown EIS concluded that allowing additional height in this area could negatively impact historic resources for two reasons:

- Height over 100 feet would be incompatible with the lower height of historic buildings in this area; and
- Significant increases in zoned height could result in economic pressure to demolish and replace existing historic buildings, particularly those in need of substantial rehabilitation.

Encouraging the rehabilitation of existing structures is one of the primary goals and objectives of the ISRD. As such, demolition of contributing properties within the district boundaries is strongly discouraged. Demolition of structures within the ISRD requires a Certificate of Approval from the City. Factors considered when reviewing a request for demolition include the economic, social and physical consequences and benefits of the requested demolition, as well as any alternatives to demolition that may exist.



A common reason to request demolition is the cost involved in renovation. At least eight historic buildings are partially vacant and/or in need of substantial repairs, including seismic retrofit. These buildings are most vulnerable to economic pressure to demolish. A separate City effort is under way to work with owners of the most vulnerable historic buildings to encourage or require seismic retrofit and repair.

In order to encourage preservation of existing historic buildings and affordable housing in this area, several programs are recommended. Lots that contain structures that contribute to the historic or cultural character of the district as determined by Department of Neighborhoods Director after consultation with the International Special Review District Board will be candidates for participation in either the South Downtown Historic TDR program (commercial development capacity) or the South Downtown TDP program (residential development capacity). Under proposed

changes to the TDR program commercial floor area equal to 3 FAR may be transferred. A total of 6 FAR of all types of TDR and TDP may be transferred from any lot. These programs do not depend upon additional zoned height in this area.

Other IDM zoning requirements within this area include:

- Buildings allowed up to 85 feet in height if at least 50 percent of the gross floor area, excluding parking, is in residential use. Other buildings are limited to 75 feet in height;
- Commercial uses limited to 3 FAR (see glossary on page 106 to better understand these concepts), except that hotels are allowed up to 6 FAR; and
- Residential uses are not subject to floor area limits, consistent with the IDM zone emphasis on housing above ground floor commercial uses.

# Chinatown/International District Historic Core

Children's Park depicted

Historic TDR/TDP will allow transfer of development capacity to encourage renovation and upgrades of historic buildings

Retain incentives for residential use

Retain boundaries and requirements of the National Register Historic District, Asian Design Character District, Retail Core District, and ID Special Review District



S. Lane Green Street

Maynard Green Street

Require street-level pedestrian uses and amenities

Hing-Hay park expansion depicted

Retain 85' height limit in scale with existing historic buildings

This depiction is presented for illustration purposes only. White structures depict existing buildings **MAKERS**

## CHINATOWN/INTERNATIONAL DISTRICT

### Proposed Zoning in Chinatown/I.D. South of S. Weller Street: IDM 75/85-150

The intent of the recommended IDM 75/85-150 zone is to accommodate residential/mixed-use density in this underdeveloped area south of the historic ID core. The South Downtown Advisory Group and the Vision 2030 recommendations (described in the introduction to this report) identified this area as appropriate for higher residential density with pedestrian-oriented design and amenities at street level. Economic analysis conducted in 2006 determined that new development to heights of 150 feet or greater would be feasible in this area. Increased density in the southern portion of Chinatown/I.D. will infuse the neighborhood with a round-the-clock residential presence to balance nearby regional services and provide for enhanced public safety through additional “eyes on the street.”

Proposals applicable to this area include:

- Rezone the area zoned International District Mixed (IDM) 75-85 to International District Mixed (IDM) 75/85-150.
- Retain the existing boundaries for the ISRD, Asian Design Character District, and retail core.
- Retain a base height limit of 75 feet for commercial uses and 85 feet for residential uses; allow hotels at any height within applicable floor area (FAR) limits.
- Allow building heights greater than 75 feet if 50% of the gross floor area of the building, excluding parking, is in residential use.

### Upper Level Setbacks:

- South of S. Weller Street: average upper level setback of 15 feet above 45 feet in height for buildings taller than 85 feet.
- North of S. Weller Street and west of 6<sup>th</sup> Avenue S.: average upper-level setback of 15 feet above 85 feet in height.
- Green Streets: a continuous upper-level setback of 20 feet above 45 feet in height.

### Façade Modulation:

- Structures taller than 85 feet: for any façade longer than 110 feet, a portion of the façade must set back a minimum depth of 15 feet for a minimum length of 30 feet above 45 feet.



# Chinatown/International District: South of S. Weller Street Area and South of Dearborn Blocks

Allow a maximum of 150' in height south of the Chinatown/International District historic core area



This depiction is presented for illustration purposes only. White structures depict existing buildings.

## CHINATOWN/INTERNATIONAL DISTRICT



### Proposed Zoning South of S. Dearborn Street: IDM 150/85-150

The area south of S. Dearborn Street is a transition area from central Chinatown neighborhoods to the industrial former tidelands to the south. A description of these blocks is found on page 46 of this report. Proposed zoning will allow the area to continue to function as a transition between residential/mixed use areas to the north and commercial/industrial areas to the south. Future development would focus pedestrian travel along Maynard Avenue S. toward the Stadium Light Rail Station while allowing continued truck and vehicle access. Proposed actions for this area are:

- Extend the ISRD to this area.
- Rezone from Commercial 2/85 to International District Mixed 150/85-150
- Retain a base height of 85 feet for residential uses; commercial uses are provided more flexibility and are regulated through FAR.
- Establish a base floor area for commercial uses of 3 FAR and a maximum of 6 FAR through incentive zoning.
- Allow unlimited residential density up to 150 feet in height through incentive zoning.
- Designate Maynard Avenue S. as a Class II pedestrian street to require transparency (windows) and landscaping, and limit blank façades.
- Incorporate upper level setbacks and façade modulation to help ensure compatibility with the surrounding neighborhood, access to light and air, and interest in and diversity in upper level building design, as follows:

### Upper Level Setbacks and Modulation

- For any façade longer than 110 feet, a portion of the façade must set back a minimum depth of 10 feet for a minimum length of 30 feet above 65 feet.
- Along Maynard Avenue S.: average upper level setback of 15 feet above 45 feet in height for buildings taller than 85 feet.



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## The Pedestrian-Orientation of Streets Outside the Core

Within the ISRD, street-level uses and building designs are regulated through a combination of provisions that apply in the underlying Downtown zone and provisions that apply specifically to the ISRD.

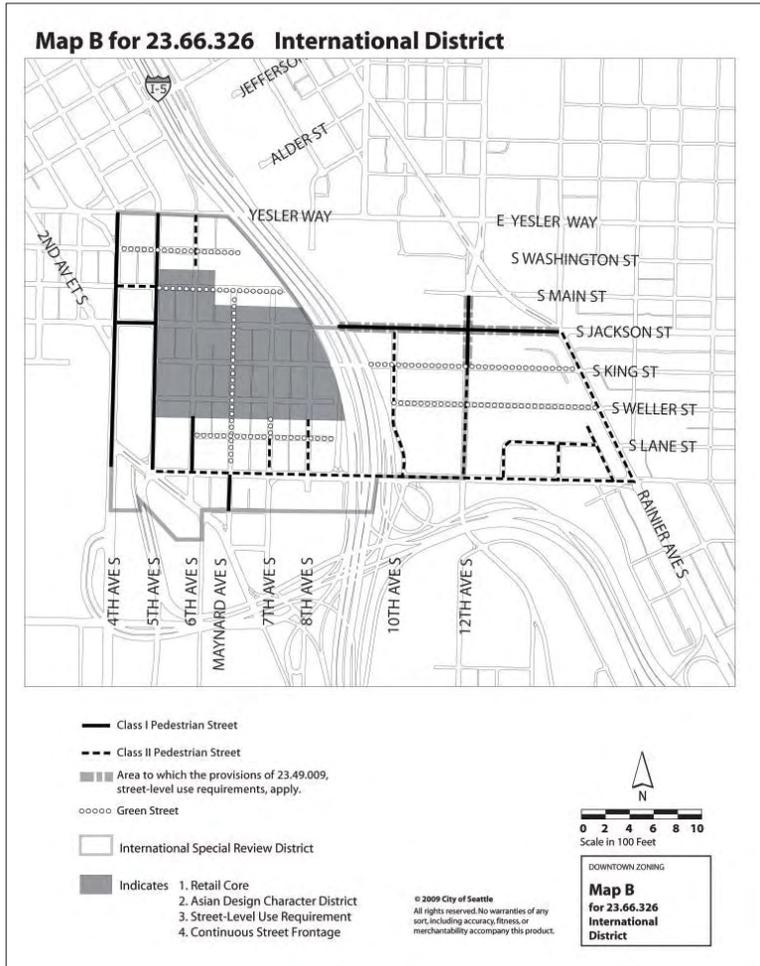
Within the central retail core/Asian Character District identified on Map B for 23.66.326 (see page 36), street-level use requirements and design standards are intended to create a pedestrian-oriented retail district.

The ISRD Board expressed interest in regulations that will help to ensure that future buildings will:

- Provide visual interest at street level;
- Contribute to a continuous pedestrian street-frontage within the district;
- Integrate with surrounding pedestrian networks;
- Ensure that parking within buildings does not disrupt the pedestrian environment;
- Integrate landscaping and street trees; and
- Avoid creating areas that are isolated and encourage legitimate pedestrian activity at many hours of the day.



# CHINATOWN/INTERNATIONAL DISTRICT



After community review and taking into account community concerns, the following recommendations are proposed:

## Designate Pedestrian Streets

Outside the ISRD core, certain streets are recommended to be identified as “Class I Pedestrian” or “Class II Pedestrian” as identified on Map B for the ISRD. Development along streets with a pedestrian designation are subject to design and use standards that help create a pedestrian-oriented street front. The following sections of the Land Use Code are recommended to apply to pedestrian-designated streets in the International District:

Code Section	Regulates:
23.49.019.B	<ul style="list-style-type: none"> <li>▪ Parking Location within Structures</li> <li>▪ Parking at street level is not allowed on Class I pedestrian streets and green streets. Standards regulating upper-level parking within structures apply to all buildings.</li> </ul>
23.49.019. H	<ul style="list-style-type: none"> <li>▪ Access to Parking</li> <li>▪ Access to parking is discouraged on Class I pedestrian streets and green streets.</li> </ul>
23.49.162.C	<ul style="list-style-type: none"> <li>▪ Transparency required</li> <li>▪ Defined as “clear or lightly tinted glass in windows, doors, and display windows...that allow views into the structure from the outside,” transparency is required along pedestrian-designated street frontages.</li> </ul>
23.49.162.D	<ul style="list-style-type: none"> <li>▪ Blank facades limits</li> <li>▪ Any portion of a façade that is not transparent is considered to be a blank façade. The length of walls not enhanced by “architectural detailing, artwork, landscaping, or similar features that have visual interest” is limited on pedestrian-designated streets.</li> </ul>
23.49.162.F	<ul style="list-style-type: none"> <li>▪ Landscaping</li> <li>▪ Street trees and landscaping in the right-of-way is required on all streets.</li> </ul>
23.66.326	<ul style="list-style-type: none"> <li>▪ Street-level uses</li> <li>▪ Within the retail core, small-scale pedestrian-oriented retail businesses are identified as preferred uses. Outside the retail core, a wider variety of uses are permitted at street level. It is recommended that street-level retail uses be required along 25% of the street frontage of commercial-only buildings outside the retail core north of S. Dearborn Street, subject to review by the ISRD Board.</li> </ul>

## Regulating Signs

The ISRD Board is responsible for reviewing applications for sign permits within the ISRD. Members of the board recently requested amendments to existing code provisions for business identification signs. Currently, Land Use Code Section 23.66.338 identifies permitted size and placement of signs. Comments from the board and from members of the community indicate that the current regulations are difficult to interpret. Amendments will replace a lengthy table identifying permitted sign size with provisions that are similar to those in Pioneer Square. The recommended regulations would identify the basis of review by the Board in a manner that would better relate to the goals and objectives of the ISRD. This method of review will provide greater flexibility to allow for many kinds of signs as long as they are visually compatible with the International District.

## Onsite Historic Bonus in IDM/IDR Zones

In circumstances where a historic-contributing structure is located on the same lot as a new construction project, a historic bonus may be used within IDM and IDR zones. The bonus is calculated as equivalent of the rehabilitated floor area of the historic-contributing structure, and may be applied to the non-affordable housing incentive zoning obligation in new projects. See page 83.

## Summary of Proposed Base and Maximum Height Limits and Floor Area Ratios (FAR)

Zone	Base Height and FAR Limits	Maximum Height and FAR Limits
IDM 75-85	75 feet 3 FAR commercial uses, except hotels 6 FAR hotels Residential uses not subject to an FAR limit.	<b>Non-residential uses:</b> 75 feet 3 FAR commercial uses, except hotels 6 FAR hotels <b>Residential uses:</b> 85 feet; mixed-use building must include at least 50% residential uses. Residential uses not subject to an FAR limit.
IDM 75/85-150	75 feet 3 FAR commercial uses, except hotels 6 FAR hotels <b>Residential uses:</b> Residential uses not subject to an FAR limit.	150 feet 3 FAR commercial uses, except hotels 6 FAR hotels Residential use not subject to an FAR limit. For buildings that exceed 75 feet: at least 50% of the floor area must be in residential use, and building must gain extra floor area through incentive zoning Hotel uses are allowed up to 150' in height. However 50% of the building must be in residential use.
IDM 150/85-150	<b>Commercial uses:</b> 3 FAR non-residential (commercial) at 150 feet <b>Residential uses:</b> 85 feet Residential uses not subject to an FAR limit.	150 feet for all uses 6 FAR commercial uses Residential use not subject to an FAR limit Maximum height and FAR are an option for projects that participate in the incentive zoning

# EXPAND THE NETWORK OF GREEN STREETS IN SOUTH DOWNTOWN

*Throughout the South Downtown planning process, community members expressed a desire for a higher-quality natural environment, parks and park-like open spaces in South Downtown. These amenities are especially important as the area transitions into a higher-density community over time.*



The South Downtown Planning Study draft recommendations identified the designation of additional green streets in South Downtown as one way to accomplish Comprehensive Plan and neighborhood plan goals with regard to open space.

Comprehensive Plan Policy UV 50 specifically calls upon the City to “Establish, through the combined systems of urban trails, green streets and designated boulevards, a network among the city’s varied open space features and urban villages and urban centers as well as connections with recreational and natural areas within the Puget Sound region.” Policy UV 40 prioritizes such amenities within “urban centers and villages targeted for the largest share of residential growth.”

The Pioneer Square and Chinatown/ International District Neighborhood Plans also advocate for an expanded network of open spaces and green streets. In the Pioneer Square Plan (1998), Occidental Avenue is identified as “critical area #1” in the plan, describing the existing green street as “one of the most beloved places in Seattle.” The neighborhood plan advocates weaving

*“the stadium/exhibition hall and Pioneer Square together by unifying this corridor across property boundaries. Extend the corridor south of Jackson St. by improving*

*the streetscape between Jackson and King and creating a public plaza along the western edge of the Kingdome property, terminating at the new ballpark.”*

The Chinatown/ International District Neighborhood Plan (1998) identified the need for “safe and dynamic public spaces” on major traffic corridors and pedestrian-oriented streets. In 2003, Inter\*Im Community Development Association created the *Chinatown, Japantown, Little Saigon Streetscape and Open Space Concept plan*. The plan included significant public involvement, and recommended pedestrian connections and green street-related improvements in Chinatown/International District and Little Saigon.

## WHAT IS A GREEN STREET?

As defined in the City of Seattle Comprehensive Plan Transportation Element,

*“...Landscaping, historic character elements, traffic calming, and other unique features distinguish Green Streets from other Street Types. Green Streets are designed to emphasize pedestrian amenities and landscaping in areas that have dense, residential land uses. Each Green Street has its own unique character and design. The street right-of-way dimensions can vary significantly from street to street and from segment to segment.”*

Green Streets are defined in Seattle’s Land Use Code as follows: “Green street” means a street right-of-way which is part of the street circulation pattern, that through a variety of treatments, such as sidewalk widening, landscaping, traffic calming, and pedestrian-oriented features, is enhanced for pedestrian circulation and open space use.” A joint Director’s Rule for Seattle Department of Transportation

and Seattle Department of Planning and Development describes the following purposes of downtown green streets:

- Enhance pedestrian circulation and create open space opportunities in medium to high density residential areas lacking adequate public open space.
- Create a vibrant pedestrian environment in the street right-of-way that attracts pedestrians.
- Strengthen connections between residential enclaves and other Downtown amenities by improving the streetscape for pedestrians, bicycles and transit patrons.
- Support economic activity in Downtown neighborhoods by creating an attractive and welcoming “front door” for pedestrians.
- Maximize opportunities for trees and other landscaping to create a high quality open space.

Generally green streets complement local neighborhood traffic circulation patterns and pedestrian amenities. While providing an inviting environment for pedestrians, green streets must also be coordinated with the wider network of traffic patterns and street use. Green streets may slow traffic, redirect traffic, or close off a street to traffic altogether.

The design and construction of Green Street improvements may be funded by the City through capital improvements to a street, by adjacent property owners, or incrementally by developers in exchange for increased density or for departures from or flexibility in the application of Land Use Code requirements. Improvements—or construction of—Green Streets must meet Code-referenced public amenity standards and any street concept plan that may apply.





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## GREEN STREETS PROPOSED FOR SOUTH DOWNTOWN

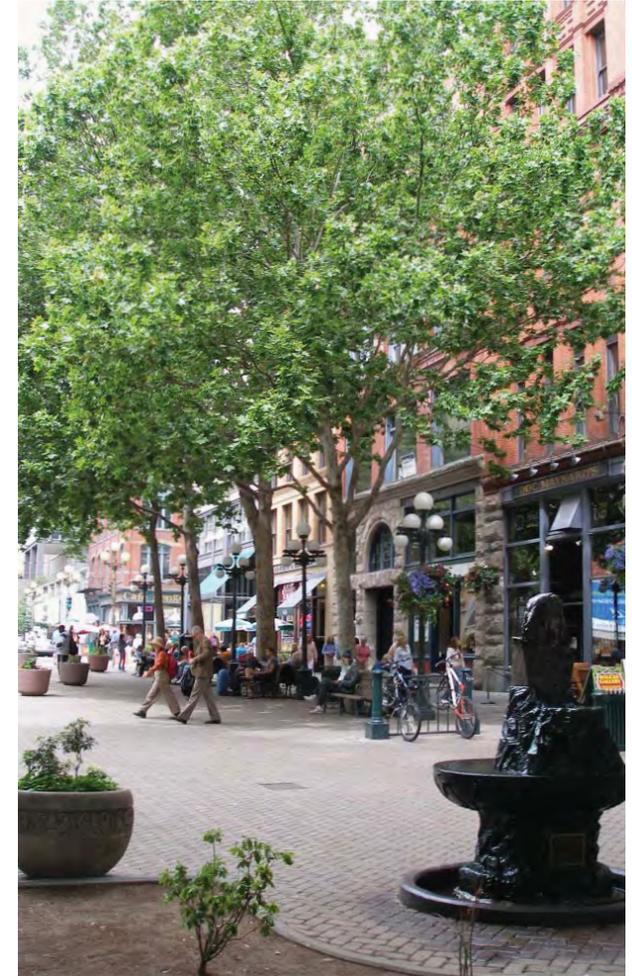
Green streets are typically located adjacent to higher-density residential or mixed use buildings on non-arterial streets. This is consistent with the location of green streets within South Downtown identified on the map on the previous page.

While no specific locational criteria exist for designating green streets, the City's Right-of-Way Improvements Manual identifies siting criteria for green streets as follows:

### RIGHT OF WAY IMPROVEMENTS MANUAL

#### Criteria for Designating New Green Streets

1. Streets in medium and high-density areas where residents generally do not have access to private yards, existing open space is very limited, and land is not available for future open space development.
2. Streets within or providing connections to pedestrian-oriented neighborhood commercial areas where Green Street improvements could reinforce commercial and mixed use activity, and enhance the quality of the pedestrian environment without conflicting with the desired traffic circulation.
3. Streets at critical locations in redeveloping areas that could serve as a focus for new development and provide direction for desirable changes in land use patterns. Examples might include streets that, as Green Streets, could strengthen the residential character of areas where efforts are being made to promote residential development or stabilize an existing neighborhood.
4. Streets and street ends that provide safe pedestrian and bicycle connections with neighborhood attractions, such as schools, shopping areas, public facilities, institutions and public open spaces, or streets integrated with the City's urban trail network.
5. Streets that have a special character that is of interest to pedestrians, including streets providing shoreline access, streets with special views, and streets located in areas of unique historic or architectural interest.
6. Undeveloped streets within designated open spaces where it is desirable to retain the undeveloped conditions of the surroundings.



## GREEN STREETS



In general, each of the proposed green streets is located adjacent to residential and mixed-use zoning on non-arterial streets in areas that are identified as locations for future residential density in South Downtown:

### Description of Proposed Green Streets in South Downtown

Proposed Green Street Designation	Adjacent Zoning, Land Use, and Street Classification
<b>Pioneer Square</b>	
Occidental Avenue south of S. Jackson Street, north of S. Royal Brougham Way	Adjacent zoning: PSM zoning on the western side of the street establishes a preference for residential mixed use development. To the east is the IC zoned Qwest Field and Exhibition Center, within the Stadium Transition Overlay District. This portion of Occidental Ave. S. serves as an intense pedestrian activity corridor during event days, access to residents to the west (and, in the future, on the site of the North Lot), retail and industrial delivery access and for semi truck trailers during staging for events. SDOT Street Classification: non-arterial
<b>Chinatown/ International District</b>	
S. Washington Street between Maynard Avenue South and 4 <sup>th</sup> Avenue South	IDR zoning provides an incentive for high-density residential development. The IDR 150 zone requires upper level setbacks, and the recommended IDR and IDR/C zoning will require a six foot setback at street level. The street abuts Kobe Terrace Park and abuts numerous vacant, developable lots. SDOT Street Classification: non-arterial
S. Lane Street between Interstate 5 and 6 <sup>th</sup> Avenue South	The IDM zone in this area provides an incentive for residential development with ground-floor retail and residential entrances. Numerous vacant and lightly-developed parcels present opportunities for future residential density in this area. The Chinatown/International District Community Center is located on the eastern terminus of the proposed green street. SDOT Street Classification: non-arterial
Maynard Avenue South between S. Lane Street and S. Dearborn Street (recommended extension of existing green street)	Zoning in this area is IDM, with an incentive for residential development north of S. Dearborn Street. Numerous development sites exist in this area. SDOT Street Classification: non-arterial.
<b>East of Interstate 5 and Little Saigon</b>	
S. King Street between Rainier Avenue South and Interstate 5	This area is recommended to be zoned DMR/C which provides incentives for residential density in a mid-rise and high-rise developments. This area presents numerous opportunities for future development. In general the area was identified in the Livable South Downtown Planning Study Final EIS as deficient in both open space and pedestrian amenities. SDOT Street Classification: non-arterial.
S. Weller Street between Rainier Avenue South and Interstate 5	

## KING STREET STATION



VISIONARY COLLAGE OF KING STREET STATION FORECOURT

### WELCOME TO SEATTLE

King Street Station is a “welcome” space for out of town visitors. It should have an exclusive design that communicates arrival in a city that is proud of its open spaces.

The King Street Station forecourt and the spaces around the transit tunnel stations are places where communication and movement are in focus. Easy wayfinding to the rest of the city and between the various modes of public transport is essential. The spaces must comply with the needs you have when you are in transit - a newspaper, coffee to go, flowers for mom, etc.

A new city square that responds to the transit spaces will become a place to sit and rest, and a green space that appeals to all ages.

### VISION:

- an attractive gateway saying “welcome to seattle!”
- public spaces with strong character and identity
- connecting the various modes of public transport:
  - king street station
  - transit tunnel and light rail
  - street level bus stops & streetcar stops
- strong pedestrian connections to the rest of the city
- transform parking area in front of king street station into a forecourt for the station.
- cover or screen some of the openings to the train rails
- strengthen the open spaces as transit spaces
- introduce new functions in the spaces
- build up the urban fabric
- open up & upgrade existing ground floor frontages



KING STREET STATION FORECOURT TODAY, 2008

## KING STREET STATION FORECOURT

①



Brighton, UK

The King Street Station forecourt should provide a balance between surrounding historic buildings and a modern transit hub.



Copenhagen, Denmark

Introduce poetic elements that create special experiences and may change with the seasons.



London, UK

The space must have a clear identity both day and night, and communicate movement.

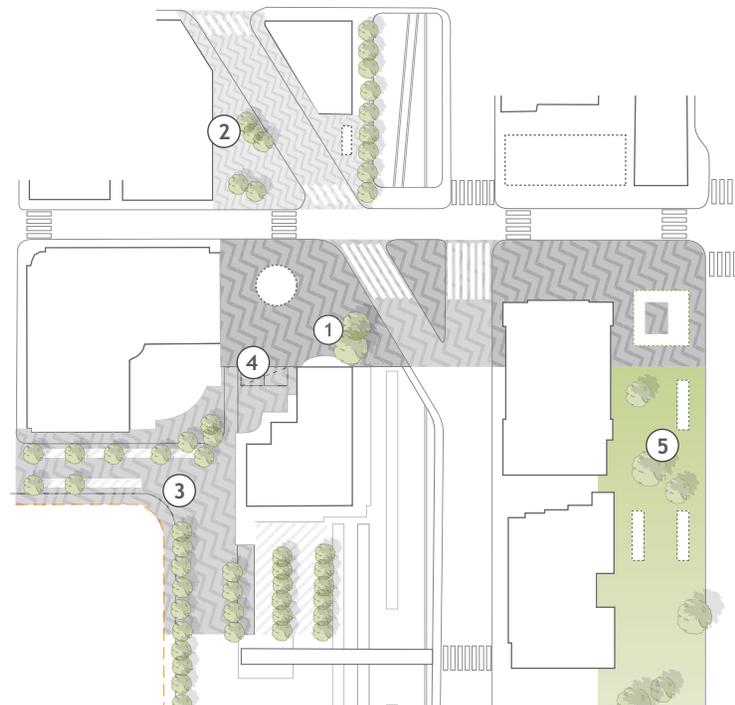
## RECREATIONAL SQUARE

②

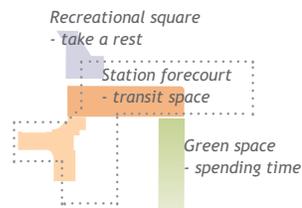


New Road, Brighton, UK

An elegant and intimate space invites people to take a break. Both commercial and public seating facilities should be comfortable and attractive.



3 TYPES OF SPACES CONVERGE. THEY INVITE DIFFERENT ACTIVITIES AND THEREFORE HAVE DIFFERENT IDENTITIES.



## KING STREET STATION

### CHARACTER AND IDENTITY

Goals for King Street Station:

- A strong sense of place and a series of welcome spaces with strong identity
- Adjacent spaces with recreational qualities
- High quality materials and design to transform the spaces into places that Seattle can be proud of

## KING STREET STATION LOWER LEVEL

③



Copenhagen, Denmark

Design the space to be interesting when viewed from above

④



Oslo, Norway

A grand stairway creates an elegant transition between different levels of the square

⑤



St. Pölten, Austria

Introduce consistent and elegant furniture for public transport areas



Herald Square, New York

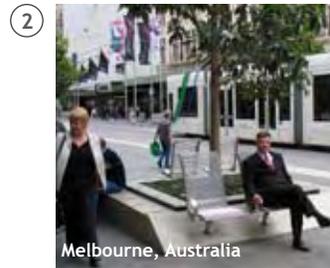
A green recreational space invites both adults and children

# KING STREET STATION

## LINKS & MOVEMENT

Goals for King Street Station:

- A well functioning transit hub
- Improved pedestrian and bicycle links
- Improved legibility and wayfinding
- Integrated public transit systems: clear information and convenient connections
- Great connections to the rest of the city



Melbourne, Australia  
"Buses only" creates a quieter and more easily traversable space.



Barcelona, Spain



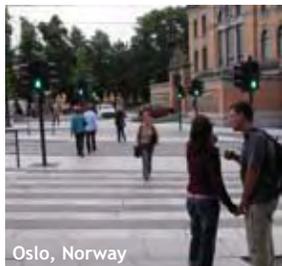
Aarhus, Denmark

① Use design to communicate links and wayfinding. Distinct paving, plantings, furniture, can be used to guide people through the spaces.



③ Include King Street Station in the bicycle network, so it is possible to take the bicycle when going to the station.

Claire E Gear, UW Scan|Design Master Studio, fall 2008



Oslo, Norway



Brisbane, Australia

Integrating pedestrian crossings into paving design adds elegance and introduces a hierarchy that guides users.

Improve legibility by implementing an consistent sign strategy.



PEDESTRIAN DESIRE LINE

BICYCLE LANES

BUSES & STREETCARS

CARS

BUS/STREETCAR STOP

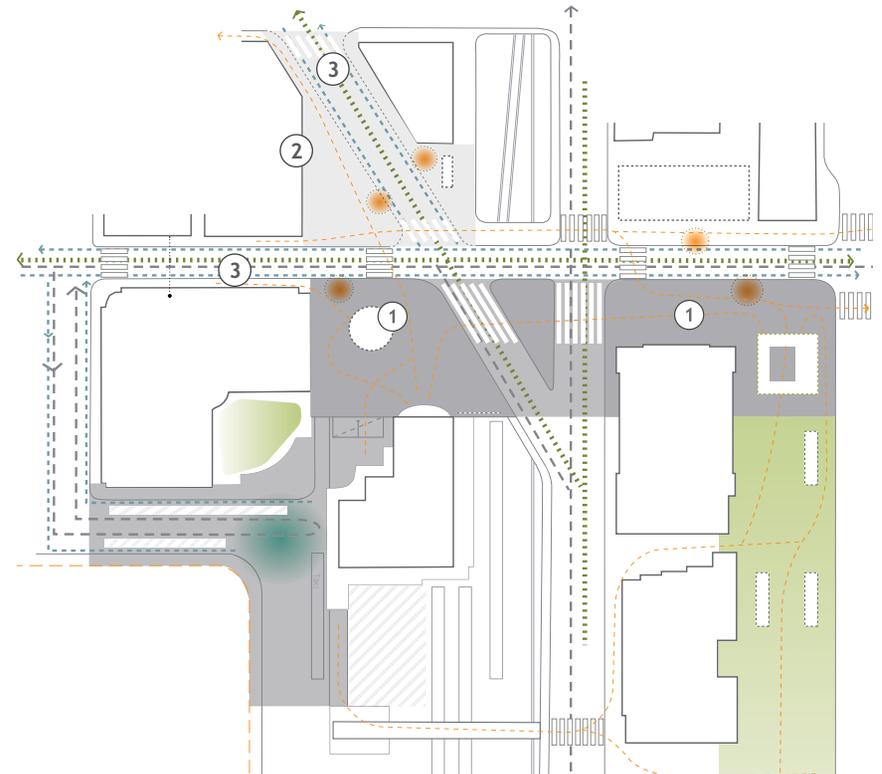
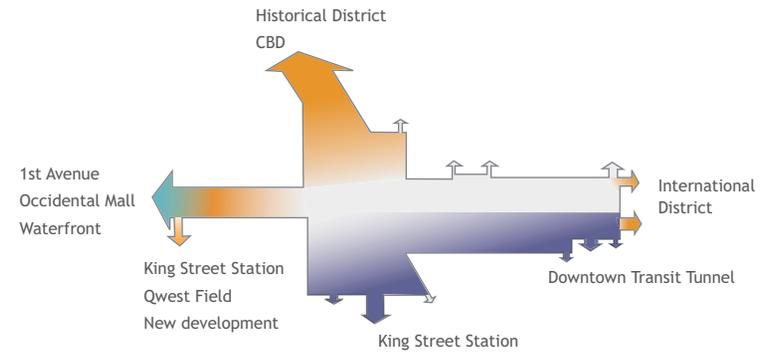
"KISS & RIDE"

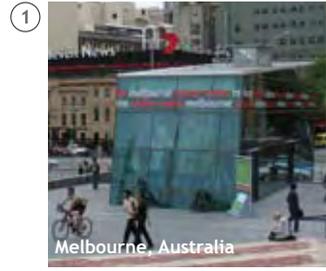
STATION FORECOURT

RECREATIONAL SPACE

NEW PAVILION OR BUILDING

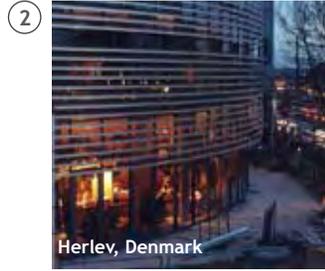
STRENGTHEN CONNECTIONS TO THE REST OF THE CITY





Melbourne, Australia

A pavilion activates a square. It may host tourist information, public transit information, and a little café. Must be open and illuminated at night.



Herlev, Denmark

New building with active ground floor.



Railway Square, Vienna

Incorporate elegant waiting facilities in the overall design. Protection from the rain and sun is important.

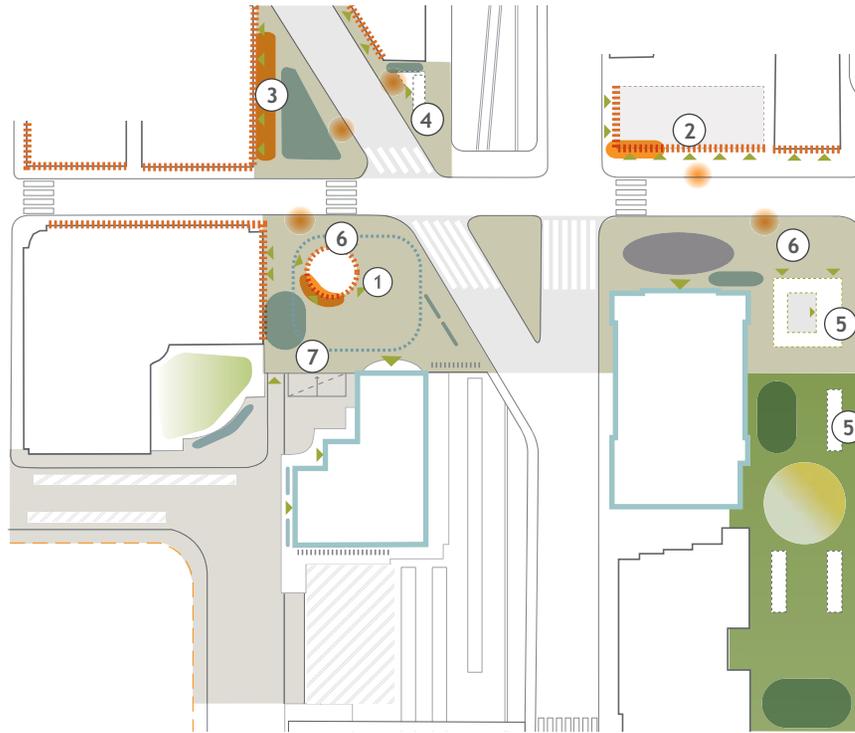
7 Car parking under deck.

## KING STREET STATION

### FUNCTION, EDGE & ACTIVITY

Goals for King Street Station:

- New edges and activities in the spaces, introduced with the placement of pavilions
- Upgraded, open and activated ground floor facades
- New, interesting and appealing building on empty lot
- A pleasant experience of using and waiting for public transit



Open up and activate existing facades.

Allow small pavilions selling newspapers, drinks, fruit.

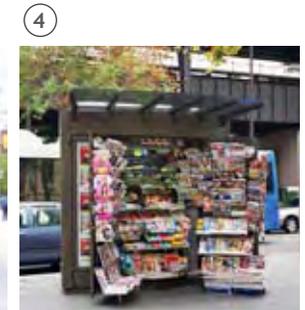
Create elegant new entrances to transit tunnel stations. A kiosk/ticket booth, that remains open at night, may also be placed under the roof to the main entrance.

Provide good public seating.

"Stand up" furniture creates a comfortable short term waiting opportunity.



New York



4



Strasbourg, France



New York



Brighton, UK



Columbus Circle, New York

# KING STREET STATION

King Street Station is the largest transit hub in downtown. Various modes of public transport, such as Amtrak, the Sound Transit commuter train, local and regional buses, and light rail meet and connect people to local and regional destinations.

Legibility should be emphasized to orient people to these transit modes. The public transit on and around King Street Station must work well for both daily commuters and visitors.

Today the King Street Station area does not function as the optimal transport hub getting the users connected between transportation modes or into the city.

A number of important issues are not addressed:

- **Wayfinding: Getting from A to B**

Do you immediately understand where you find the various means of public transit? Is it easy to understand what kind of public transit will take you to your destination?

- **A “Welcome to Seattle”**

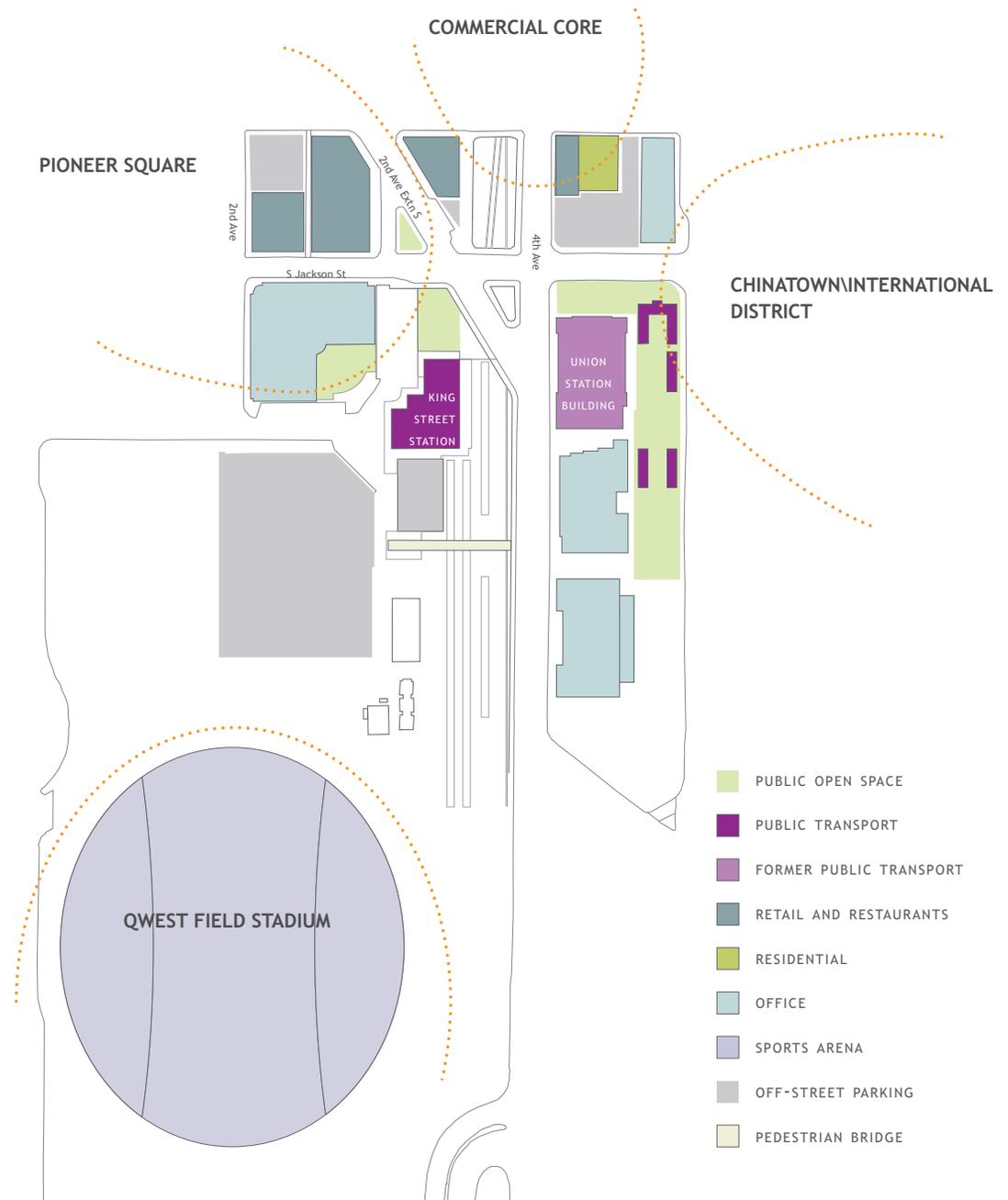
When you get out of the station do you experience being welcomed to Seattle? What is the immediate experience of Seattle as a city? Do you instinctively understand what routes will lead you to the center of the city and beyond?

- **Accessibility**

A transit hub must address a number of situations. Is it easy to escort your elderly relatives to the station? Are there good facilities for quick drop off? Is it easy to get to and from if you are in a wheelchair or have special needs?

- **Waiting and passing through**

If you have half an hour before the train leaves, are you offered convenient outdoor waiting facilities? Can you get a cup of coffee or sit on a public bench? How are the facilities if you travel with children?



## LEGIBILITY



When approaching King Street Station, you experience the spaces around the station that prioritize vehicular traffic (e.g., signage relates to people in cars).



King Street Station is a clear and legible landmark. The adjacent, renovated Union Station building is impressive, appearing to be a train station although its use has changed. This can be confusing. Accentuate King Street Station and its public spaces as the main facility for Amtrak and Sounder commuter rail.



Walking from King Street Station to the bus tunnel is confusing and hectic. It is not obvious which route will lead to the tunnel. Better visual and physical connection between the station and the tunnel is recommended.

## INVITATIONS



This is the entrance and exit of the station as it is today. It does not offer a welcoming feeling or give the visitor the desire to return.



The bus stops outside the station are not an enjoyable place to sit and wait. Upgrade the experience of using public transit by making the waiting areas inviting.



Next to the transit tunnel station entrance is a space that offers both commercial and public seats. The space is used by people waiting for public transport and people hanging out, creating a positive combination. The space invites you to sit and take a break.

## ATTRACTIVENESS



Currently, there is no entrance to King Street Station on the upper level. When future station upgrades are made, this open space should be emphasized to welcome visitors, and serve as an area to sit down comfortably and wait.



King Street Station may be seen from all angles, so it is important that the spaces around it are attractive.



The surrounding openings in the ground to the train tracks create barriers and lowers the quality of the open spaces due to visual lack of aesthetics, and air and noise pollution.

## KING STREET STATION

At a transportation hub, legibility is a key criteria to success. Public transit must be inviting for people to use. Invitation is the key. High quality open spaces at transportation hubs and waiting areas is necessary.

The legibility of the various means of public transit that meet at King Street Station is difficult. As a pedestrian it is not obvious where to go to reach your destination. Even the entrance to King Street Station is tricky to find with the current main entrance on the backside of the building.

The open spaces around King Street Station are lacking in quality, often without furniture or landscaping. These spaces are not a welcoming entrance for visitors to Seattle. However, the plaza behind Union Station with seats, benches, and landscape features has many of the qualities needed for inviting people to use public transportation. If the goal is for people to consider public transit as a viable alternative to the private car, then the rest of these spaces should be upgraded.

Legibility is not only about signage. It is about communicating hierarchy and relations in the way spaces are designed and organized. For instance, the relationship between King Street Station and the Union Station transit tunnel station could be stronger through streetscape design. Improved legibility of walking routes to the center of downtown and other nearby districts could better orient pedestrians.

## SUMMARY

### THE STATION AREA DOES NOT WELCOME YOU

Legibility and accessibility needs improvement in order to become an optimal transportation hub. The waiting situations are not very attractive. The public open spaces around the station do not communicate “welcome” to Seattle.

left on Western, left on Marion, and pick up passengers from the Marion pedestrian bridge on Marion nearside of 1st. The extension would require three new blocks of trolley wire.

- Reduce and eventually eliminate bus service to the stop adjacent to the ferry terminal on Alaskan Way. The street configuration requires this service to operate in a large one-way loop that serves different markets in the two directions, always an inefficient arrangement for transit.
- If shuttle services continue to be needed, operate them from the 1st Avenue ends of the pedestrian bridges, not from the problematic stop on Alaskan Way. There may be some residual market for shuttles timed to meet particular ferries, offering connections to major destinations within and around the core, though to the extent possible, this demand should be met by frequent regular transit service.

Colman Dock plans should consider mitigations to how the auto vehicle access and egress to the dock blocks north-south pedestrian, bike and vehicle movements on Alaskan Way for periods that often exceed two minutes. Alternatives that include holding some egressing vehicles on the dock should be explored.

Finally, the plans should strive to integrate visually Alaskan Way, the pedestrian bridges, Madison and Marion streets and the Colman Dock with strong and coordinated urban design.



Peds and cyclists wait for signal at Colman Dock

### King St. Station/International District Station Area

This hub area is a transition among the places that surround it including the stadiums (southwest), Pioneer Square (northwest), Chinatown/International District (east), a somewhat unformed district to the north, and the new office development over the tunnel station between 4<sup>th</sup> and 5<sup>th</sup> avenues that “look in” at a pedestrian plaza. In the center, this area is dominated by heavy traffic as the extension of 2<sup>nd</sup> Avenue converges into 4<sup>th</sup> to form the two-way arterial 4<sup>th</sup> Avenue South.

Transit services in the area are diverse in nature, but generally long-distance focused. Light rail and express buses will use the International District tunnel station. Additional regional services operate on 4<sup>th</sup> Avenue South. At King Street Station, services include long distance intercity trains offering several trips a day and the peak-direction-only Sounder commuter rail. The Waterfront Streetcar’s southern terminus is in this area. The prominence of this hub will increase with the addition of light rail service, a Monorail Green Line station, and increased Sounder and Amtrak service. Accordingly, short- and long-term improvements are being made to King Street Station. The long-term redevelopment of Terminal 46 will also have a significant impact in expanding the role of this hub area.

### Recommendations

The challenges in this hub area are to integrate future changes with one another, and to leverage these changes to integrate the areas surrounding the hub. These integrating elements can get ‘lost in the cracks’ between each project. The crucial, interrelated priorities for this area are:

- Extending the Weller pedestrian bridge to the Monorail.
- Developing a master plan for the undefined area between Yesler and Jackson Streets, roughly east of 2nd Avenue Extension. This area could be a logical site for a major bus layover/terminus facility. Conduct a study to recommend interim and long-term layover improvements in south downtown Seattle (specifically south of Pine Street and north of Lander Street) that will meet the City’s and County’s needs over the next 20 to 30 years. Bus staging and layover facilities are necessary in this area of the city to achieve cost-effective maintenance of regional and local bus services, minimize their operating budgets and improve their headways and on-time performance. The City and County are currently developing layover improvement recommendations for north downtown Seattle.
- Upgrading the pedestrian realm of 4<sup>th</sup> Avenue South, including lighting, sidewalk plantings and more and wider crosswalks.
- Providing a multi-use, non-motorized trail within Terminal 46 and across Alaskan Way, penetrating the hub area to the greatest extent possible
- Ensure that special event transit services are adequate and frequent enough to accommodate unpredictable ending times of stadium events



Heavy traffic, “Cobra-head” lights, and a great view on 4<sup>th</sup> Ave at King St. Station



Event crowds cross 4<sup>th</sup> Ave at King St. Station

### Pioneer Square Station Area

This hub area is an interesting contrast of two markets. To the west, the Pioneer Square historic district is characterized by intensive tourist and retail activity and is most active on weekends. The municipal and county center to the east is an important 9-to-5 market for work and errands, but is inactive on evenings and on weekends. The Pioneer Square area is generally comfortable for pedestrians.

Current services include the tunnel station under 3<sup>rd</sup> (from Jefferson to Cherry), bus service to First Hill via James and the surface buses on 2<sup>nd</sup>, 3<sup>rd</sup> and 4<sup>th</sup> avenues. The monorail station -- planned roughly for 2nd Avenue and James Street -- will join these services.

This hub area has the potential to offer the shortest walk between a Monorail station and a tunnel (bus/LRT) station, with minimal street crossings.

The monorail and bus stations will actually sit on approximately the same horizontal plane. Absent a new pedestrian connection, however, this transfer will be more difficult than the proximity of the stations on the map implies. A monorail passenger transferring to services in the tunnel would have to descend from the James Station to the 2<sup>nd</sup> Avenue street level, walk up the grade to 3<sup>rd</sup> Avenue, and descend the two levels to the tunnel.

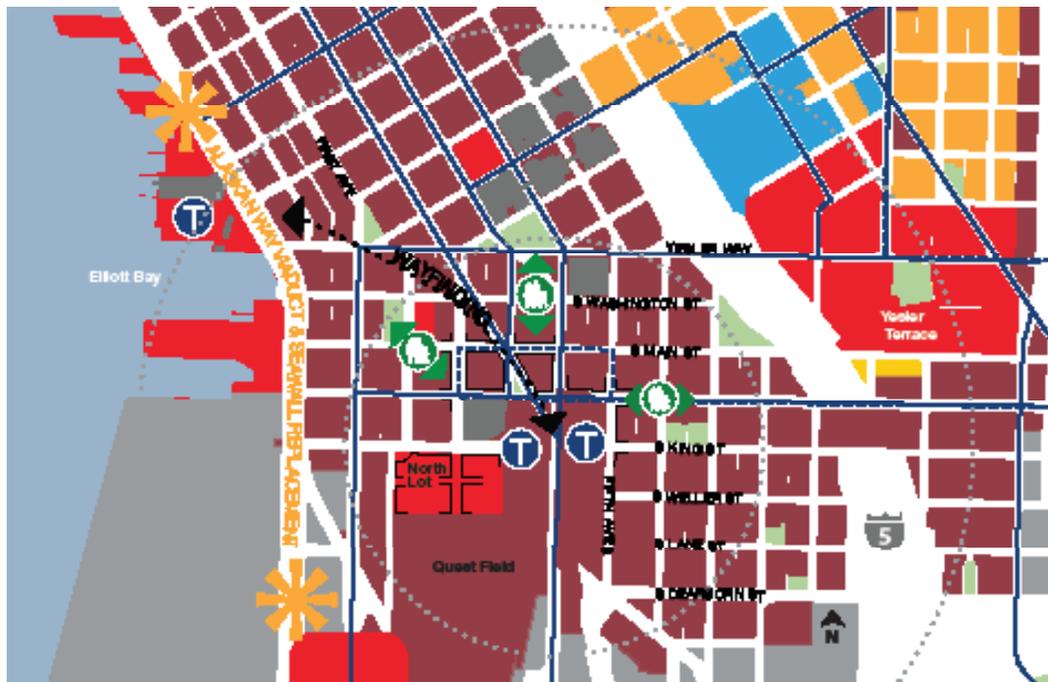
The feasibility and cost-effectiveness of providing a 'level transfer' are worth investigating. The city should encourage a collaborative endeavor between itself and the transit agencies to look for ways to optimize this connection.



The Monorail station near Pioneer Square will warrant streetscape and pedestrian facilities upgrades

# King Street

King Street Station is the most transit-rich place in Washington state. Intercity passenger rail, commuter rail, light rail, numerous bus routes, and ferry service all exist in close proximity. Its position at the nexus between the Downtown Commercial Core, Pioneer Square, the Chinatown-International District, the Central Waterfront, two sports stadiums and the southern industrial areas offers high growth opportunities for multiple business and development market segments. The Commission recommends a multi-modal, multi-nodal Station Area Plan that will help integrate transit service, urban design, and implementation actions throughout the area.



## KEY ACTIONS

Continue coordination of various development plans, including Alaskan Way Viaduct and Seawall Replacement, Central Waterfront, Yesler Terrace, South Downtown, and the North Lot, with specific emphasis on networked public open space and pedestrian and bicycle infrastructure.

Use the planned First Hill Streetcar station to catalyze further enhancements to the pedestrian environment, utilizing matching funds where possible.

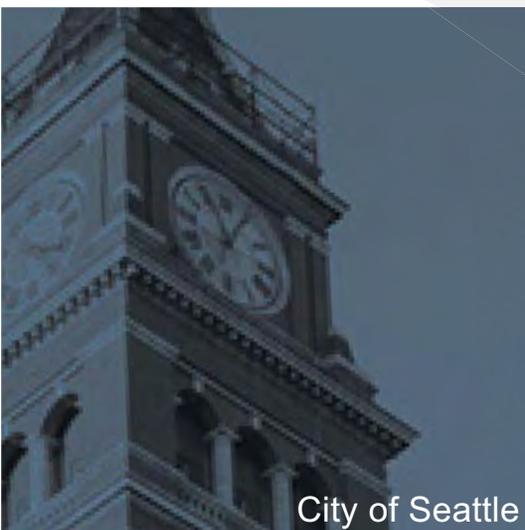
Establish a clear, consistent wayfinding system to help people navigate between transit modes, and to and from major draws.

Implement the South Downtown zoning changes to enable renewed investment.

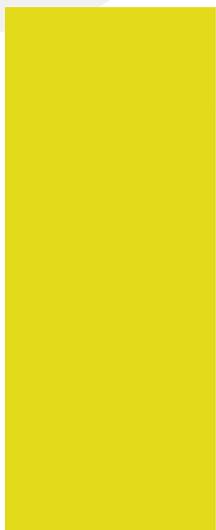
Preserve the cultural diversity of the International District, the historic character of Pioneer Square, and the affordable artists' lofts that exist throughout these neighborhoods.

Increase the number and type of households in Pioneer Square and Yesler Terrace.

Conduct an urban design plan to unify the open space between the King Street and Union Station buildings. Ensure sidewalk and streetscape standards encourage walking and biking.



City of Seattle



# King Street Station Restoration Phase II

Preliminary Study and Recommendations  
Summary Document

ZIMMER·GUNSUL·FRASCA ARCHITECTS·LLP

draft 2/17/09

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CLOCK TOWER

# INTRODUCTION



CONTEXT CIRCA 1920



MAIN WAITING ROOM

## Preface

King Street Station and its younger and somewhat more gregarious cousin, Union Station, stand like sentinels at the gateway to Seattle. Cherished landmarks and symbols of the city's prominent position as the terminus of the Transcontinental Railroad, these depots form the current multimodal transportation hub. King Street Station, the sole remaining inter-city rail facility in Seattle, has long awaited full historic restoration and enhancement of its setting and connections to related development and transportation modes. The deterioration of the Station and its site currently isolates the facility from surrounding districts and the districts from each other. The potential of the Station to be an active community center and source of civic pride is unrealized. Open to the public in 1906, the Station was designed by Reed and Stem, the architects for New York City's historic Grand Central Terminal. The recent successful restoration and tenancing of Grand Central Terminal serves as a model for King Street Station.

The City's acquisition of the Station from BNSF in 2008, renewed the hope and vision that King Street Station would soon regain its prominence and realize its full potential as a remarkable example of civic architecture. Pooling local, state and federal funding the City is currently completing Phase I (historic restoration of the roof, clock and campanile, and selected interior renovations), and Phase II (full interior restoration of public areas, upgrades of seismic and mechanical and electrical systems, new restrooms, and accessibility enhancements). The Zimmer Gunsul Frasca Architects (ZGF) team was engaged by the city in 2008 to develop an urban vision for King Street Station and Phase II design documents.

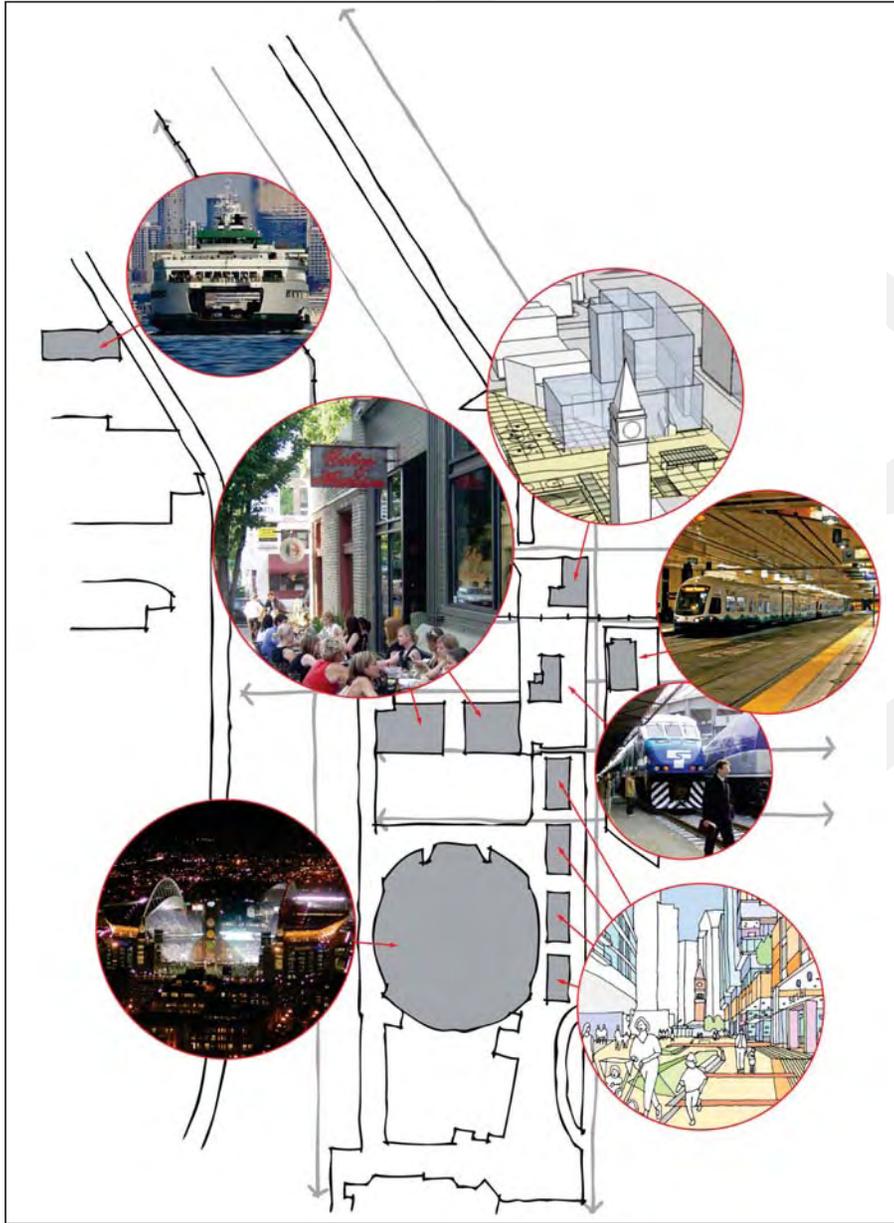
King Street Station is a project, not a building. As was its original intent, the Station will be a catalyst for public and private development in the adjacent area. In the Urban Vision section of this document the ZGF team outlines an ambitious and comprehensive strategy for the King Street Station area. The vision optimizes vehicle and pedestrian flow and access, creates active and attractive public spaces, attracts quality tenants and programming, and encourages complementary public and private development. The vision will clean up the front yard of the Station on Jackson and create a grand outdoor room which unifies King Street Station and Union Station and facilitating multimodal connections.

Under Phase II, key improvements will be made in King Street Station to meet the intent of the urban vision. These improvements include full restoration of the building's public spaces and circulation; cost-effective and low-impact seismic, code and accessibility upgrades; energy-efficient mechanical and electrical systems upgrades; and enhanced vehicular and pedestrian connections. The emphasis is on full restoration of the conspicuous and unique historic detailing of the grand public spaces, stairs, plazas and marquees. Phase II will lay a foundation for defining future phases and complementary development.

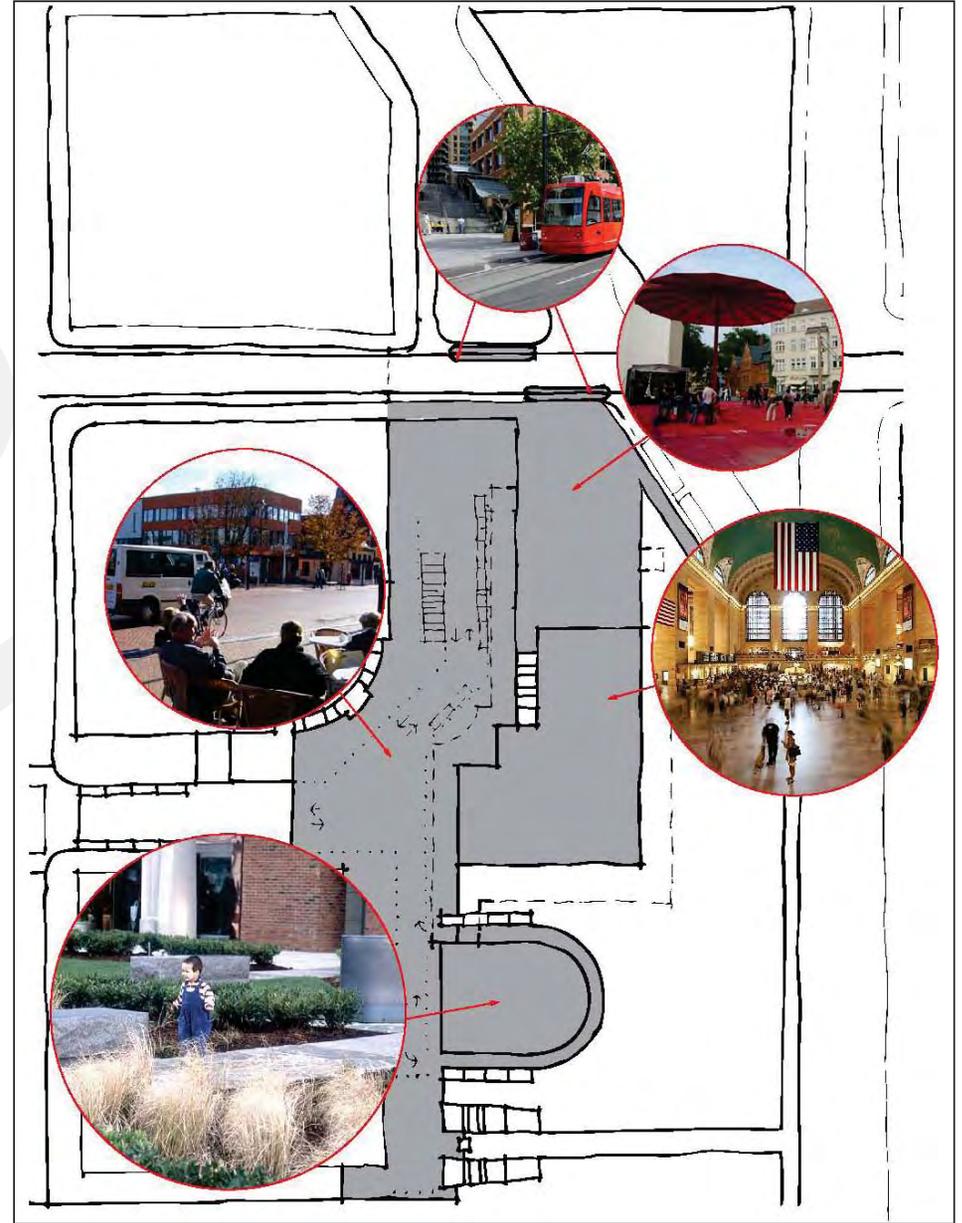
## Context

King Street Station is located just south of Seattle's urban core and central business district (CBD), and between the historic Pioneer Square and Chinatown/International District neighborhoods. Despite half a century of neglect, it is an extremely valuable and relevant institution of the neighborhood, the city and the region. It is:

- 1: A Multimodal Hub** - King Street Station may be the most significant mix of public transportation modes on the West Coast and the most accessible point in the Puget Sound region.
- 2: A Local Nexus** - King Street Station joins four neighborhoods: Pioneer Square, Chinatown/International District, SODO/Stadium district, and the waterfront.
- 3: A Development Fulcrum** - King Street Station is positioned to leverage substantial new development.
- 4: A Center for Community** - King Street Station presents an unparalleled opportunity to create a livable and sustainable community.
- 5: A Historic Legacy** - King Street Station is listed on the National Register of Historic Places and together with Union Station preserves the city's railroading heritage into the future.



LONG-TERM URBAN VISION



PHASE II IMPROVEMENTS

# URBAN VISION

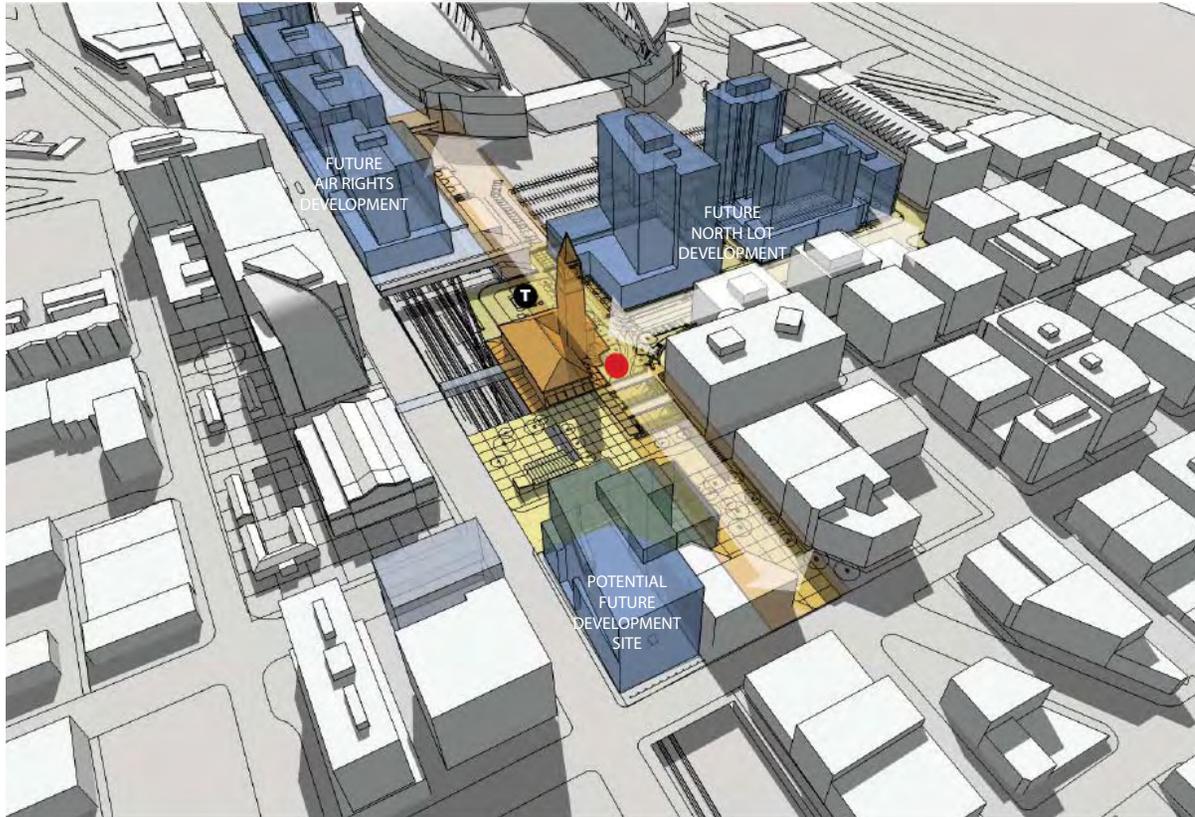
## *Building Community*

King Street Station is uniquely positioned to unify the diverse neighborhoods to each side and to take advantage of and encourage future development. To realize the potential inherent in such a unique circumstance, it is important to identify a series of achievable urban goals. The development strategy will be driven by the following goals:

- 1: Stimulate and Influence New Development** - The expanded, enhanced pedestrian environment and improved connectivity provided by King Street Station interior and plaza improvements will help to stimulate and influence development in the areas surrounding the Station, such as that anticipated on the stadium North Lot site and the potential rail corridor air rights development south of the station. Extending the pedestrian environment toward these future development locations will help to close the gap that isolates King Street Station and separates adjacent neighborhoods. The Station improvements and nearby development will act synergistically to enliven the area's public spaces and draw visitors. As envisioned by the design team, closure of the Second Avenue Extension through a redirection of traffic would allow consolidation of the presently fragmented intersection into a significant, pedestrian-oriented plaza with the potential for viable development on a portion of the vacated right-of-way framing the new plaza. South Jackson Street would become a part of the plaza, thereby strengthening the east-west connection between neighborhoods. The plaza itself would become a welcoming entry to downtown, offering strong pedestrian connections reinforced by the axial relationship between the tower and the CBD. All manner of transit could be accessed directly from the expanded plaza linking the two stations. The plaza would afford tremendous views toward downtown and the stadiums. Pavilions and activities in the plaza would be supported by new tenancing in the Station.
- 2: Improve Transit and Rail Connections** - The King Street/Union Station Multi-modal hub spans several blocks and is comprised of buildings, sidewalks, stairs, bridges and platforms. Organize various nodes and connections around the visible framework created by the two stations. Establish clear, intuitive transitions between modes and ensure that they have all of the humanizing characteristics listed above. Identify opportunities to simplify and improve connections.
- 3: Enhance the open spaces and streetscapes between King Street Station and adjacent neighborhoods and destinations** - Improve the station and its plazas to serve as a connection and gathering space between destinations: east-west between Pioneer Square and the Chinatown/International District; north-south between Downtown and the Stadiums; and vertically between South Jackson Street and South King Street. Current and future development is instrumental in closing the current neighborhood gap separating the Station from its surroundings. Ensure these spaces are safe, inviting, pedestrian friendly, and encouraging of activities that draw residents and visitors year-round. Manage vehicles and traffic so they do not dominate the entire space.
- 4: Create an active and sustainable center for the community** - Through innovative tenancing, programming, and sustainable design strategies, provide a magnet for activity and a model of efficient energy and water use and build-



PROMENADE LINKING KING STREET STATION WITH EXISTING AND NEW ACTIVITY SOUTH OF ROYAL BROUGHAM



*the focus for new development at the confluence of three neighborhoods...*

ing and material reuse. Both Pioneer Square and the Chinatown/International District have strong histories, cultures, and identities. King Street Station is an integral and established landmark with the capacity to bring these communities together. Much like Westlake Plaza in the retail core, Seattle Center to the north of downtown, and the planned Civic Plaza in front of City Hall, Jackson Street Plaza has the potential to become a central gathering space. Unlike Occidental Avenue South to the west, Jackson Street Plaza is visible and accessible from the main arterials; and the primary transit and railway connections make it a natural, urban, public plaza. The Station's tower provides a highly visual marker to reinforce its presence.

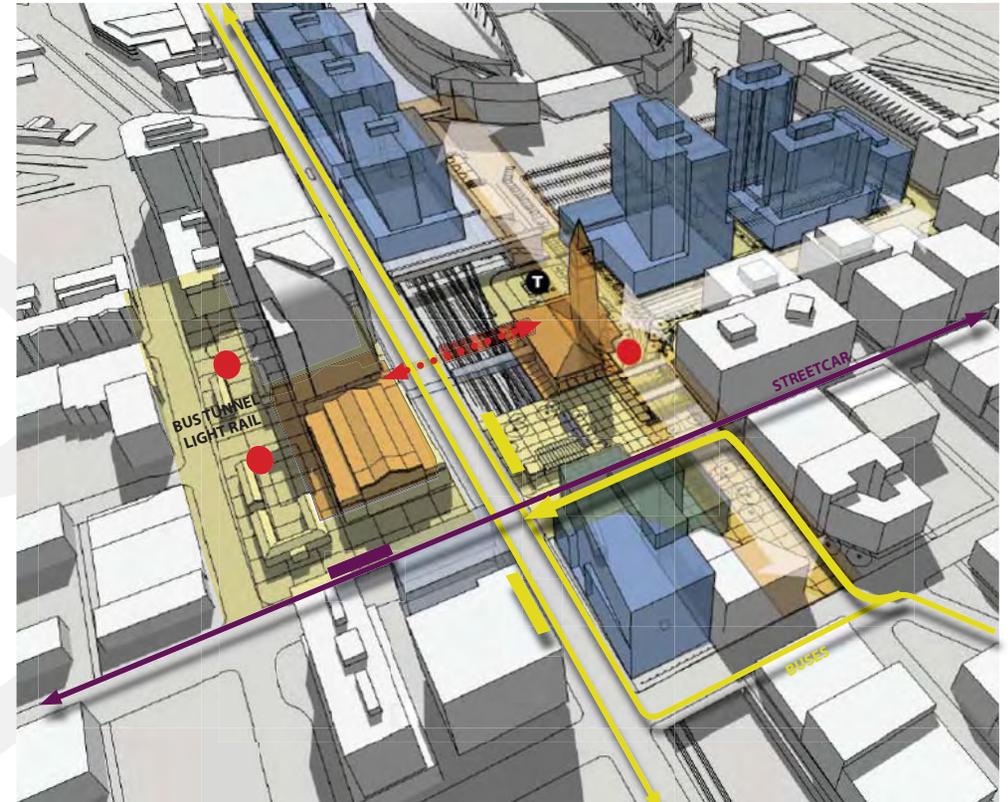
- 5: Restore King Street Station as an historic institution and structure** - The restoration will create a civic and cultural center to preserve and celebrate the ethnic and cultural history of the Transcontinental Railroad in the nation and region. This history was the catalyst for the creation of the warehouse district in Pioneer Square and residential district in the Chinatown/International District.

### Multimodal Transit Hub

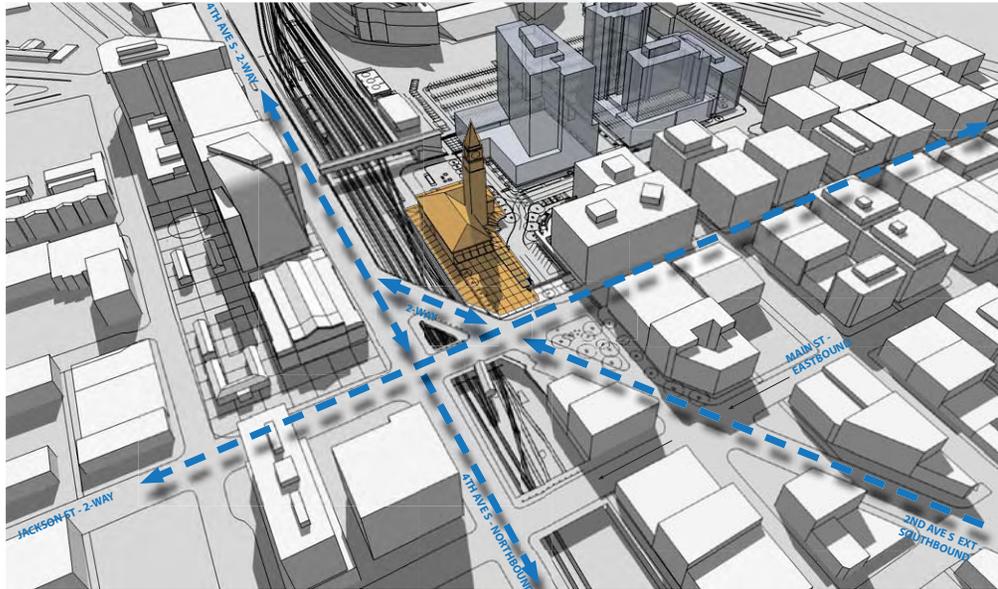
**Bridge Connection** - A pedestrian crossing between King Street Station and Union Station at the Fourth Avenue South level is an important step toward true connectivity for King Street Station. This would facilitate pedestrian movement between the bus tunnel and future light rail station on the Union Station side of Fourth Avenue South, and the Amtrak and Sounder (and, in the future, streetcar) connections on the King Street Station side, thereby unifying the two stations into a multimodal hub. It would also promote better connections between the International District and points west.

**Sounder Train** - The Sound Transit Commuter Rail, or Sounder Train, is a weekday regional commuter service that currently averages 60,000 boardings per week on two lines running to downtown Seattle from Everett and Tacoma. The Sounder also serves select weekend events. Additional service has been added in the past year in response to increases in ridership, which are expected to continue.

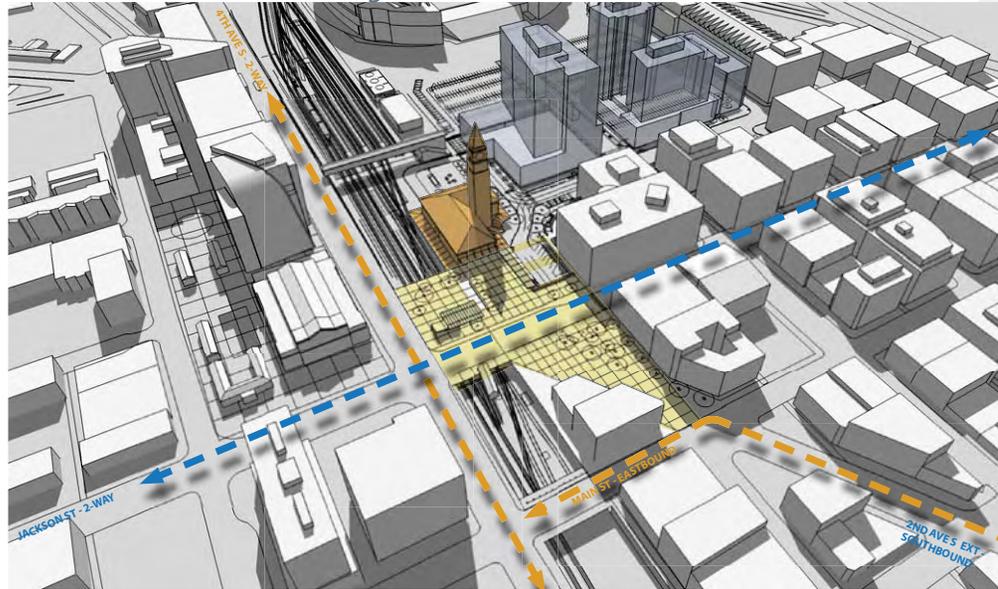
**Streetcar Connection** - The Seattle Department of Transportation's 2008 *Seattle Streetcar Network Development Report* calls for the implementation of a four-mile Central Streetcar Line between the Seattle Center and the Central District with stops along Jackson Street, including one at King Street Station. Running every 6-12 minutes, the streetcar would provide another means of connection to major points in downtown and east of King Street Station.



*...accessed by an extraordinary concentration of transit modes.*



*inefficiencies of current street geometries...*



*...remedied by simplified operations.*

**Traffic Patterns**

Existing Traffic Patterns serve to fragment the area just north of King Street Station. The Second Avenue South Extension, in particular, complicates traffic by dividing the orthogonal grid, creating an isolated island at the intersections with Fourth Avenue South and Jackson Street, and making the area inhospitable to pedestrian circulation. By closing the Second Avenue South Extension at South Main Street, the orthogonal grid can be partially restored and traffic can be simplified. The island northeast of the station can be reclaimed as pedestrian space, and Jackson Street Plaza can more successfully extend to the existing pedestrian plaza across South Jackson Street.

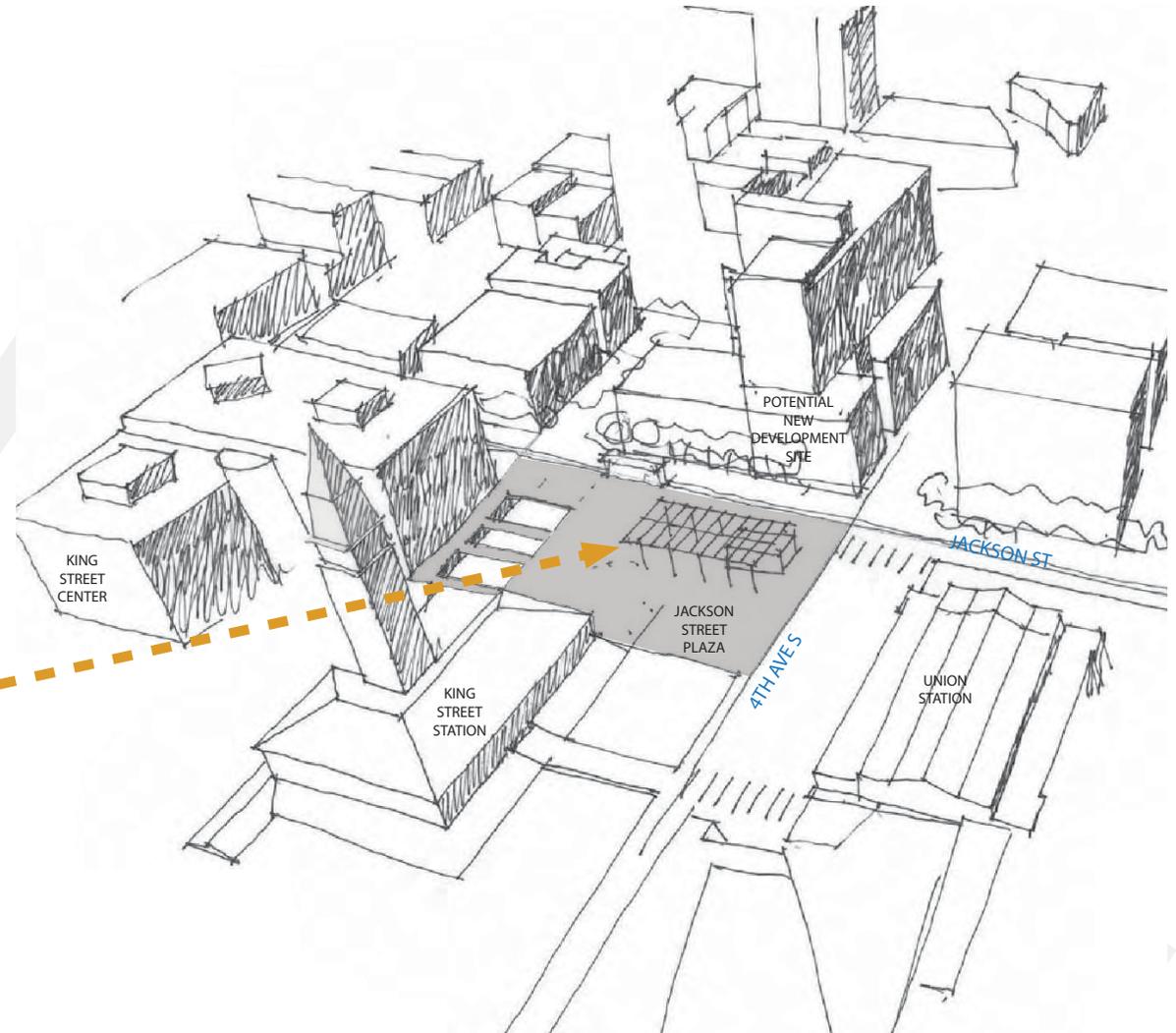
In order to achieve this, southbound traffic along the Second Avenue South Extension would be routed eastbound onto South Main Street. Fourth Avenue South would carry two-way traffic south of South Main Street.



### Urban Plaza

Due to its strategic location, Jackson Street Plaza will play a significant role in achieving the urban vision for King Street Station. A grand plaza created by the removal of the Second Avenue South Extension and expansion of Jackson Street plaza to Fourth Avenue South creates quality public space that binds adjacent neighborhoods and improves intermodal exchange. New development opportunities for class A retail space within the plaza would activate the plaza and station. The area above the rail corridor and adjacent to the plaza may also be a development opportunity. This would help frame the plaza and further activate the space.

This sketch (right) shows an expanded Jackson Street Plaza with a canopied pavilion for year-round tenantry by quality, local food purveyors. Across Jackson the sketch shows how a development site may be created out of the Second Avenue South Extension and rail corridor air rights.



*creating a public place of value, attraction and accommodation*

*Jackson Street Plaza will function as a public gathering spot, and a stage for community activities and events. Cafes, retail, seasonal markets and a structure for your-round weather protection will help to draw people from the community and further afield.*

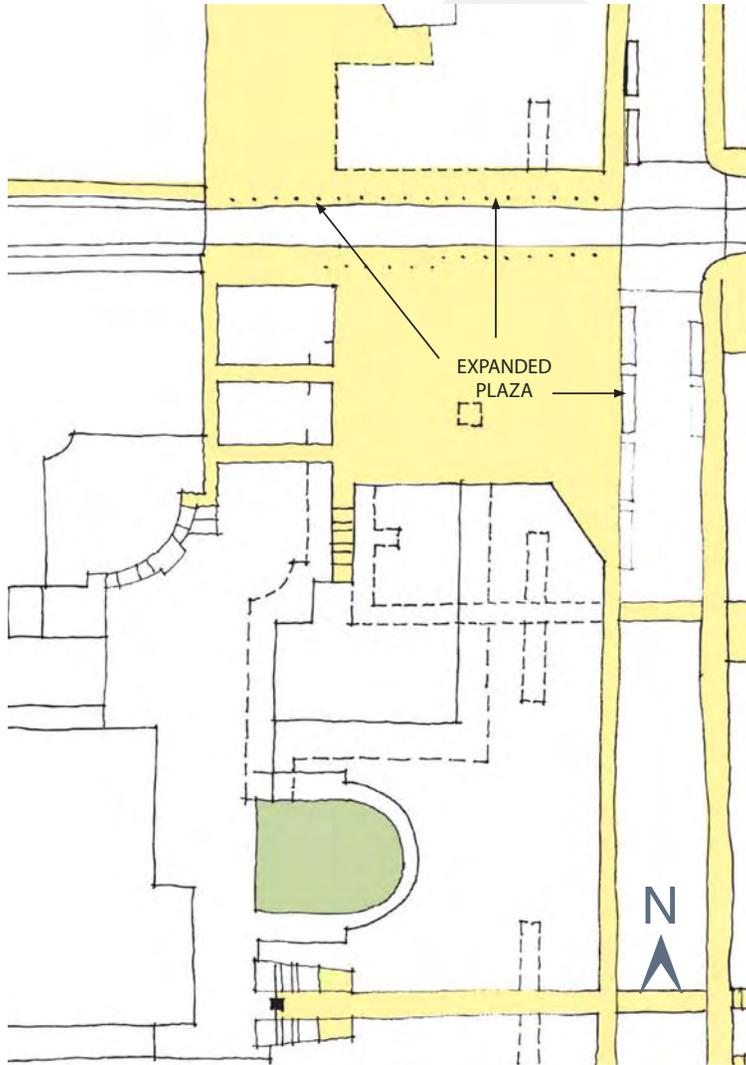


**Pedestrian Network**

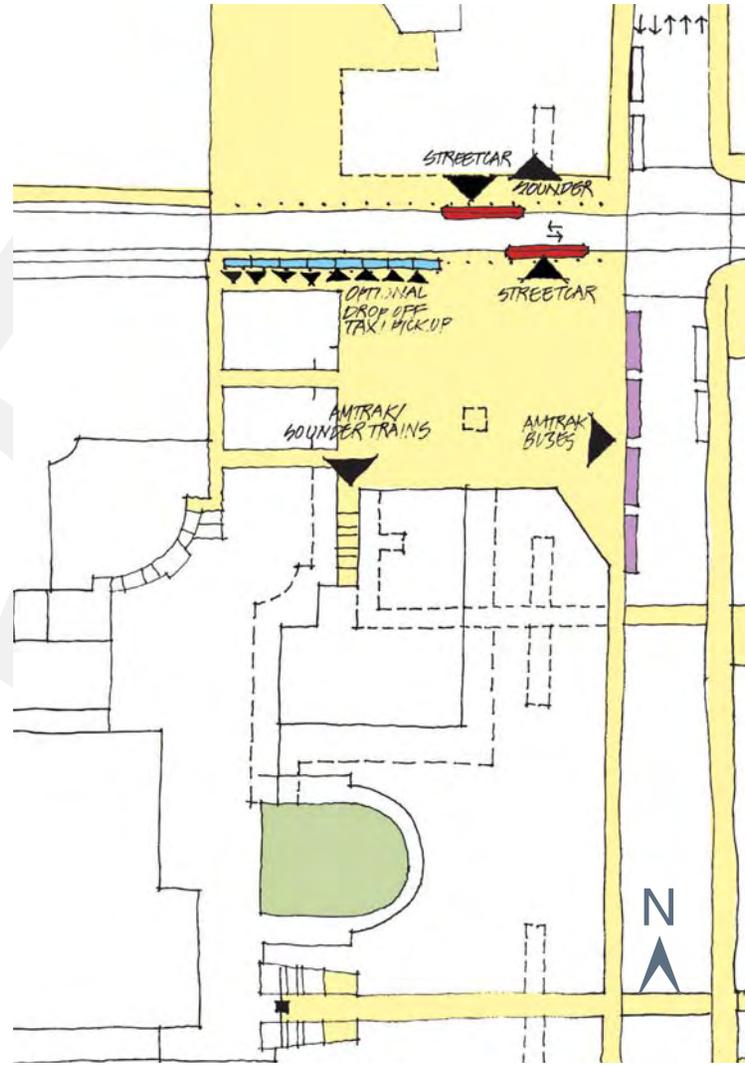
King Street Station exists currently on an island isolated by traffic and infrastructure, which inhibit pedestrian flows. However, many present and future pedestrian-friendly elements of the environment surrounding the Station present opportunities. These include the Third Avenue and Occidental Avenue South Green Corridors and the green spaces they link, existing pedestrian areas surrounding Union Station, future possible developments north, south and southwest of the Station, and various transit modes accessible to King Street Station and Union Station. Further, King Street Station and Union Station are both key wayfinding elements in the pedestrian environment. As the area anticipates pedestrian-friendly development to the north and south, King Street Station has the potential, both individually and as a larger unit with Union Station, to be not only a multimodal transit hub, but a new urban hub. Essential to the success of this effort are enhancement of the pedestrian environment immediately surrounding the Station, securing pedestrian connections, bridging neighborhoods, improving multimodal connections and creating quality open spaces. A direct pedestrian connection between King Street Station and Union Station would support these goals.



*King Street Station will complete an interrupted pedestrian network*



JACKSON STREET PLAZA EXPANDED (FUTURE VISION)



SOUTH JACKSON STREET LEVEL STATION ACCESS (FUTURE VISION)

**Long-term Vision for Jackson Street Plaza** (left) includes the expansion and transformation of Jackson Street Plaza into a grand, pedestrian- and transit-oriented plaza which serves as a public space connecting Pioneer Square and the Chinatown/International District, as well as a stage for events and culture.

The diagonal Second Avenue Extension, will be converted to plaza space, and traffic redirected east on South Main Street to Fourth Avenue South.

An expanded Jackson Street Plaza will improve traffic flow and transit connections (right), in part by relocating some of the Station drop-off/pick-up and Amtrak bus staging to the upper level (South Jackson Street) Plaza. Bus and Sounder connections, future streetcar stops, and pedestrian links to Union Station will all be accessible from this central space.

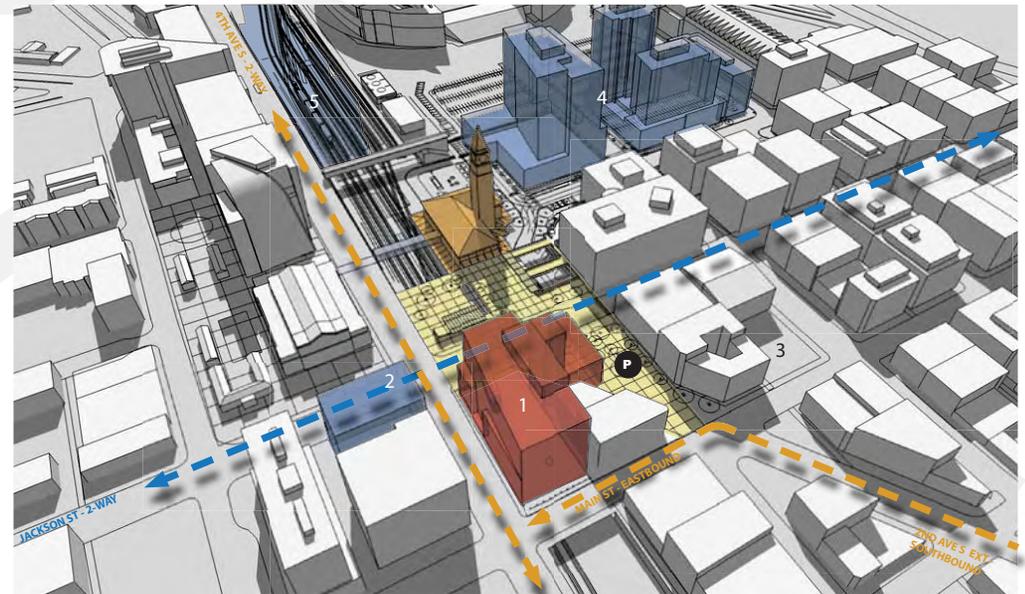
A future pedestrian bridge to the south will directly link the two Station halls, and will shorten and improve connections between trains, Light Rail, the bus tunnel, and the Chinatown/International District.

### Creation of a New Development Opportunity

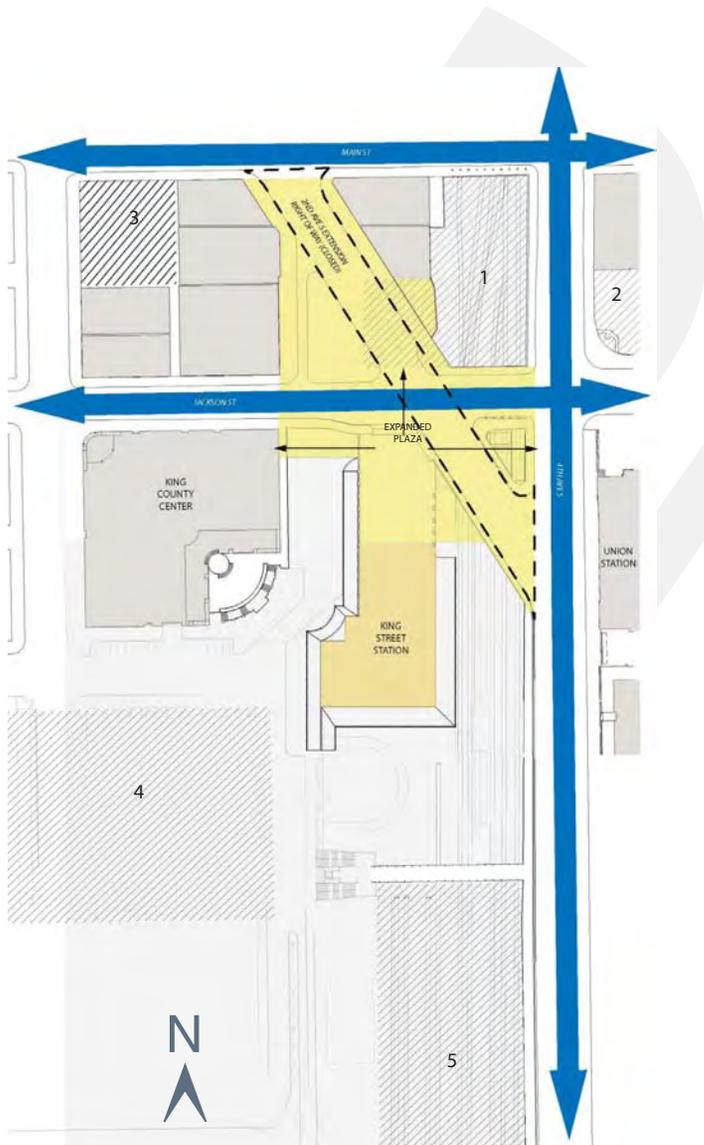
The potential closure of the Second Avenue South Extension south of South Main Street creates a viable parcel for development along the north edge of the Jackson Street Plaza. The footprint of the parcel spanning the rail corridor could be large enough for standalone development, and parking is possible below part of the building and under the adjacent plaza (to the west). Paired with an air-rights development above the rail tracks along Fourth Avenue South, the footprint gains a critical mass attractive to developers. Alone, the air-rights parcel is constrained by the inability to accommodate below-grade parking. With the additional space afforded by the vacated right-of-way parcel linked to subsurface parking under the plaza, the development becomes attractive. The widening of Fourth Avenue South could become part of the development if it needed to accommodate the redirection of traffic.

development sites:

- 1 POTENTIAL DEVELOPMENT SITE  
34,094sf
- 2 UNDEVELOPED SITE  
24,346sf
- 3 UNDEVELOPED SITE  
12,815sf
- 4 NORTH LOT DEVELOPMENT SITE  
mixed use 119,000sf
- 5 AIR RIGHTS DEVELOPMENT SITE  
mixed use 480,000sf



*a new development site will be created by a new intersection for second avenue south, fourth avenue south and south jackson street*



### Urban Vision Phasing

In order to achieve the urban vision for King Street Station and its surroundings via the following sequence of actions are recommended:

Phase II work (see Jackson Street Level Exterior Scope Plan on page 27 for the extents of Jackson Street Plaza improvements)

- improve the most conspicuous parts of the Station
- install limited "Class A" pedestrian paving and extended marquee to improve pedestrian connections and wayfinding between Jackson Street and King Street
- install low-cost, interim treatment to Jackson Street Plaza to draw the public and generate interest and excitement
- install limited site amenities to enable Jackson Street Plaza to serve as a stage setting for community activities and events
- move Amtrak bus loading zone to the Second Avenue South Extension, returning Station activity to Jackson Street Plaza (including installation of Baggage Cart Lift)
- work with a King Street Station stakeholder group to develop a tenancing plan and partnerships to leverage public investments

Beyond Phase II work (see page 13 for proposed extents of Jackson Street Plaza)

- restore and tenant remaining space in King Street Station
- upgrade Jackson Street Plaza to a "Class A" pedestrian-oriented plaza
- enhance pedestrian environment, including extending pedestrian connections to Union Station
- construct canopied structures for housing local food vendors
- close 2nd Avenue South Extension and re-route traffic
- expand Jackson Street Plaza
  - \* extend sidewalk between King Street Center and King Street Station
  - \* expand Plaza across Jackson Street
  - \* expand Plaza over rail corridor east of existing plaza
- create a new, developable parcel across Jackson Street From King Street Station to frame the Plaza and aggregate development around the Station; invite commercial development within
- ensure pedestrian connections to emerging, adjacent developments, including the potential Air Rights development south of King Street Station and the potential North Lot development to the southeast

## Pioneer Square Neighborhood Plan (1998):

The mantra for Pioneer Square planning activity is to embrace change while maintaining historic character and diverse identities.

### **Major Issue Areas**

- Improve communication and collaboration
- Improve the neighborhood's public spaces
- Improve the range of housing stock
- Strengthen the economic base
- Improve infrastructure: parking, transportation and utilities

A few of the top seven projects, first identified through the 1997 Pioneer Square Partnership Summit, that were related to transportation are: build pedestrian linkages, improve access during events and secure a community parking facility, improve public safety, cleanliness, and behavior standards, and develop the parking lots on the east side of Occidental Park. Promoting positive pedestrian activity throughout the Pioneer Square area is a goal for the neighborhood.

Improving public spaces in order to strengthen quality of life through public art, public safety, and cleanliness relates to the goal of promoting positive pedestrian activity. Streets and alleys serve as many functions, places for pedestrians to walk and linger, places for visitors to sit and people watch, walking routes for sports fans to get to the different venues, and places for events and festivals. The City has designated Pioneer Square as a pedestrian-oriented urban village. Recommendations in the Neighborhood Plan work together to strengthen Pioneer Square's identity and improve opportunities for public life.

Pioneer Square also has developed design guidelines to address both building development and public spaces. Areas of focus that are relevant in the King Street Station Multimodal Hub Study are 4<sup>th</sup> Ave and S Jackson St and the Occidental Corridor. The guiding principles that relate to transportation include:

- Build on pedestrian character by enhancing pedestrian promenades and improving navigability
- Keep moving towards comprehensive treatment of streets and spaces, including paving, signage, and street furniture as they protect the unique and historic character of the neighborhood
- Reclaim pioneer square alleys for positive uses; keep them clean, safe, and dumpster-free

### Occidental Corridor: Pioneer Square's first green street designation

The neighborhood plan considers Occidental Corridor as critical area #1. The objectives for this corridor are to strengthen its identity and unity. In order to do this, it is necessary to extend the corridor south on S Jackson St. by improving the streetscape and creating a public plaza along the western edge of the North Lot to Safeco Field. A central pedestrian corridor will help to link event venues, transit stations, and the central business district.

### 2<sup>nd</sup> Ave and Yesler Ave: Critical Area #2

This area is important as its regeneration is crucial to the neighborhood's future. Fortson Square is the nexus for all that ails Pioneer Square. Transit riders, from the bus tunnel, use this as its entrance to Pioneer Square and is a key link to the central business district. The neighborhood plan believes this area requires the most attention and resources from the City in which to make improvements. There needs to be better pedestrian connections and a creation of more diverse destinations. Some recommendations include: redesigning and rebuilding Fortson Square to help improve the pedestrian use of the space and help catalyze redevelopment and implement pedestrian streetscape improvements that encourage way finding and a more enjoyable experience.

### 4<sup>th</sup> Ave and S Jackson St: Critical Area #3

This is a critical area as it is the entrance into downtown for both northbound vehicles and rail/bus passengers exiting from King Street Station. The neighborhood plan states that a unified public space experience should be created as well as a celebration of rail transportation. The streetscape should be designed accordingly to help assist pedestrians navigate

at this major transit hub by clarifying pedestrian routes with cohesive design elements, explore themes and artistic design elements that reflect the rail history, constant movement of passengers, transition between two neighborhoods, and transit operations. Public spaces should work well together, designs and uses complementary, transitions smooth, and make King St. Station Plaza the heart of these spaces. Activation of public spaces is necessary as well as activation of sidewalks. Streetscape improvement projects should preserve and highlight views in each direction. Redesigning the traffic island on 4<sup>th</sup> Ave will enhance the pedestrian experience and provide more room and waiting areas.

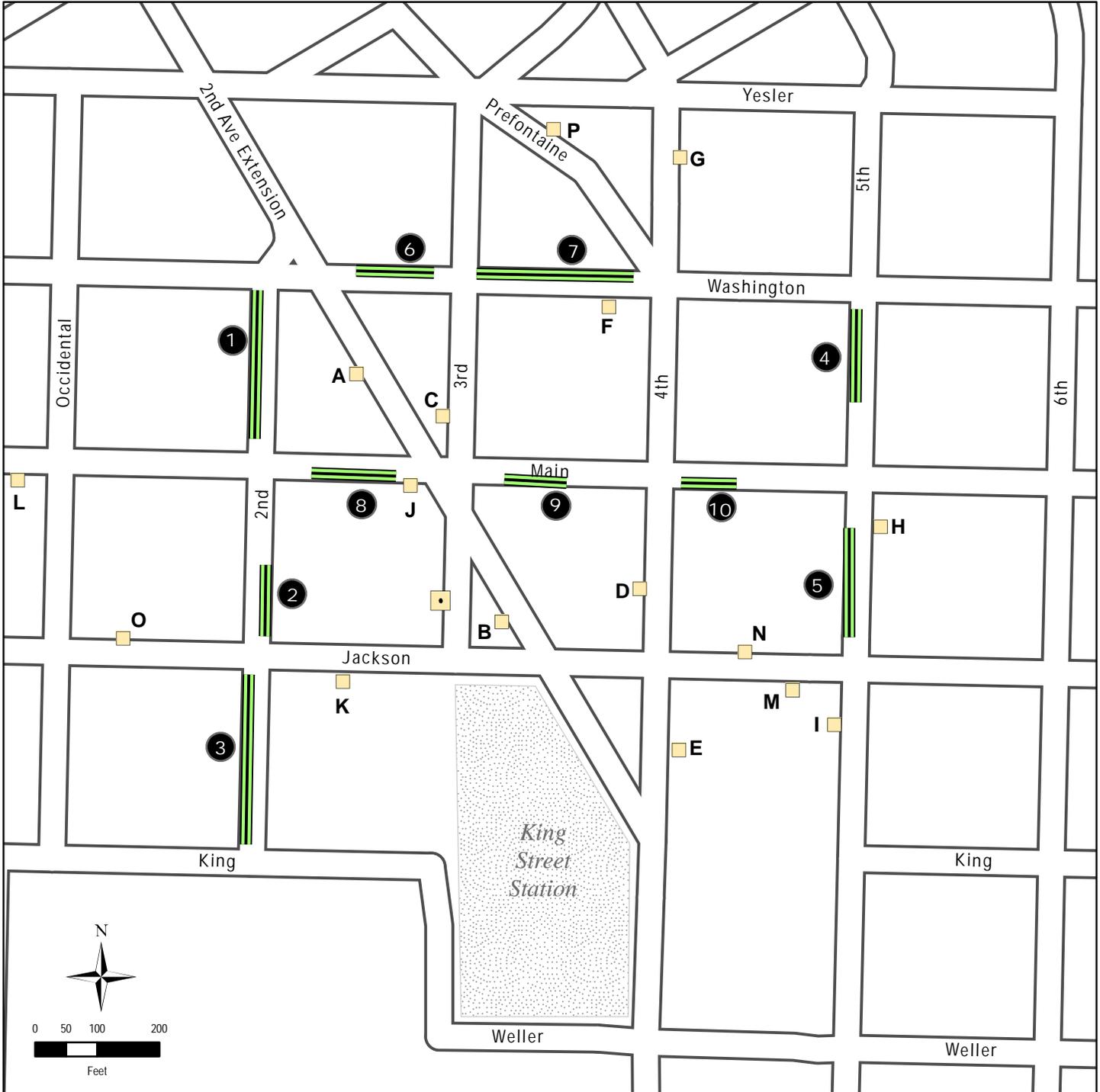
The neighborhood plan dedicates an entire section to Improving Parking, Transportation and Infrastructure - the main objective is to build systems to support the quality of life that the neighborhood wants. With all of the potential redevelopment, North Lot development goals, Viaduct replacement, commuter rail service, increasing transit, and continuing industrial and freight traffic the challenge of to keep multiple modes operating efficiently and safely will be a challenge. Pioneer Square's character and social life of its streets are dependent on maintaining pedestrian primacy within its core. Parking and access, during events, remain a concern as local parking supply disappears during these stadium events which deters potential customers from patronizing local businesses. Routing traffic and improving the flow of traffic bound for other destinations around Pioneer Square is also an important feature and well as stronger transportation demand management practices.

#### Chinatown/International District Neighborhood Plan (1998):

A recommendation from the neighborhood plan that is relevant to transportation is Safe & Dynamic Public Spaces. The objective as it is stated in the plan is: active yet public spaces including parks, sidewalks, streets, alleyways, and parking lots. There are strong connections between parks, public safety, and pedestrian space and the need for improvements in all areas to coordinate a better space for all residents and guests of the area. The Chinatown/International District neighborhood plan focuses on pedestrian safety (stop signs, crosswalk striping) and amenities (lighting, trees, furniture), as well as key pedestrian corridors that need enhancements for a more enjoyable experience. These target areas include: Jackson Street, Dearborn Street, and 5<sup>th</sup> Ave. All corridors serve as a link between the neighborhood and facilitate movement into adjacent neighborhoods. Key nodes occur at King St and S Maynard St and 5<sup>th</sup> Ave and S Washington St: each node should include an informational kiosk, additional pedestrian lighting, trash cans, benches, and trees.

Another plan recommendation, which focuses on accessibility, is particularly relevant to transportation. The objective is to provide accessibility both within as well as to the neighborhood for all transportation modes, while encouraging less dependence on cars and greater use of transit, bikes, and walking.

# King Street Station Area Bus Layover and Passenger Loading Zones



King Street Station Area Bus Layover Zones

Active Bus Zones

New Bus Zone

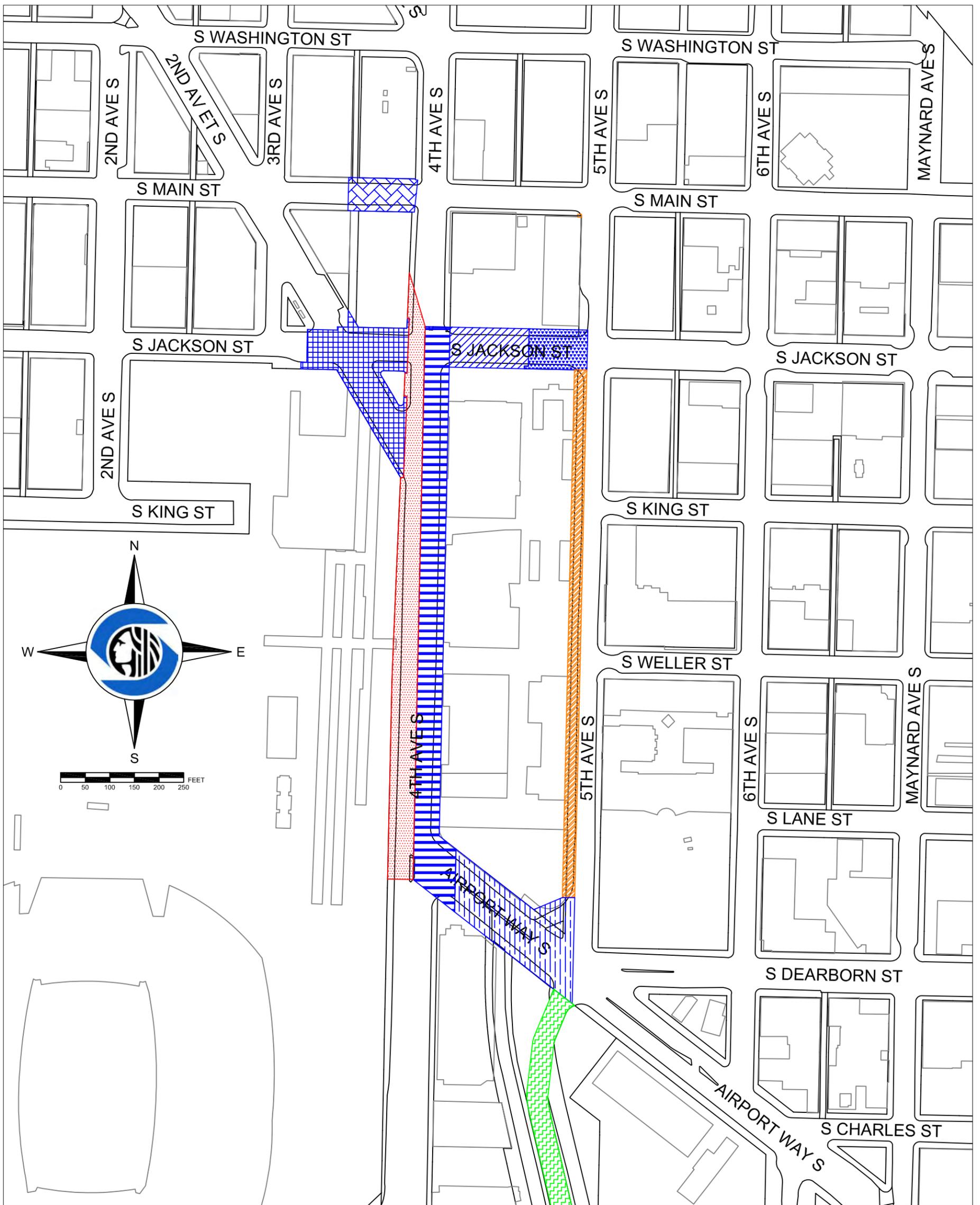
LABEL	ON STREET	CROSS STREETS
1	2nd Ave S	S Washington St and S Main St
2	2nd Ave S	S Main St and S Jackson St
3	2nd Ave S	S Jackson St and S King St
4	5th Ave S	S Washington St and S Main St
5	5th Ave S	S Main St and S Jackson St
6	S Washington St	2nd Ave Ext S and 3rd Ave S
7	S Washington St	3rd Ave S and 4th Ave S
8	S Main St	2nd Ave S and 3rd Ave S
9	S Main St	3rd Ave S and 4th Ave S
10	S Main St	4th Ave S and 5th Ave S

LABEL	LOCATION	LABEL	LOCATION
A	SB 2nd Ave Ext / S Washington St	I	SB 5th Ave S / S Jackson St
B	SB 2nd Ave Ext / S Jackson St	J	EB S Main St / 2nd Ave Ext
C	SB 3rd Ave S / S Main St	K	EB S Jackson St / 2nd Ave S
D	NB 4th Ave S / S Jackson St (Island)	L	EB S Main St / Occidental Ave S
E	NB 4th Ave S / S Jackson St	M	EB S Jackson St / 5th Ave S
F	EB S Washington St / 4th Ave S	N	WB S Jackson St / 5th Ave S
G	NB 4th Ave S / S Washington St	O	WB S Jackson St / Occidental Ave S
H	NB 5th Ave S / S Jackson St	P	NB Prefontaine Pl / Yesler Way

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Map produced by Service Development Section, King County Metro Transit.  
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September 5, 2006



**BRIDGE LEGEND**

-  BRG-007: 2ND AVE EXTENSION
-  BRG-031E: 4TH AVE S /JACKSON-AIRPORT (E BRIDGE)
-  BRG-031W: 4TH AVE S /JACKSON-AIRPORT (W BRIDGE)
-  BRG-032: AIRPORT WAY /4TH-5TH
-  BRG-033E: JACKSON ST /4TH-5TH (E BRIDGE)
-  BRG-033W: JACKSON ST /4TH-5TH (W BRIDGE)
-  BRG-034: 5TH AVE S /JACKSON-AIRPORT
-  BRG-035: S MAIN ST /RR
-  I-90 RAMP

**OWNERSHIP LEGEND**

-  CITY OF SEATTLE
-  BURLINGTON NORTHERN RAILROAD
-  KING COUNTY METRO
-  WSDOT



Seattle Department of Transportation

CREATED 10/2010

# RAILROAD AVENUE - Connecting Colman Dock + the Stadium District

Today, Railroad Avenue provides a unique connection between Coleman Dock and the Stadium District. The removal of the viaduct will create new streetscape opportunities for this thoroughfare. Proposed housing and commercial development in the area will bring new uses and the need for an improved urban environment. This streetscape concept for Railroad Avenue offers several ideas for improving cultural amenities in the area while implementing sustainable stormwater and energy management practices.

## BUILDING SKINS

Vegetated walls and other building "skins" reduce major internal temperature fluctuations and help lower energy expenditures. Some membranes are responsive to the circulation patterns of hot and cool air and direct airflow to move through the structure. This system allows the building to heat and cool using natural processes. Skins can also help insulate the structure by screening exterior walls from major temperature fluctuations.



**STORMWATER PLAZA + POCKET PARK**  
A urban plaza and park provides an amenity to new housing residents and stadium users while detaining and storing stormwater. The stormwater is artfully revealed by a sculpture that mists a vegetated wall and helps cool the adjacent building.

PROPOSED HOUSING DEVELOPMENT

**EXISTING PAVING + RAILROAD TRACKS**  
Historic brick paving and railroad tracks are revealed at key intersections and provide a unique feature that visually connects pedestrians from block to block.

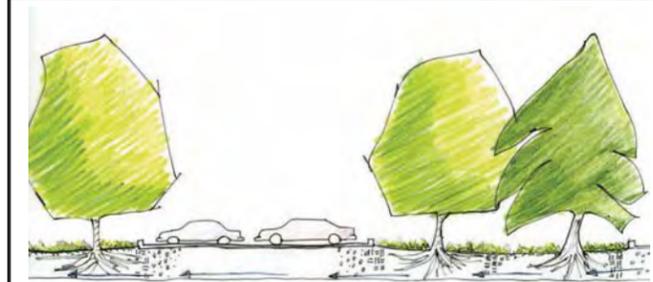
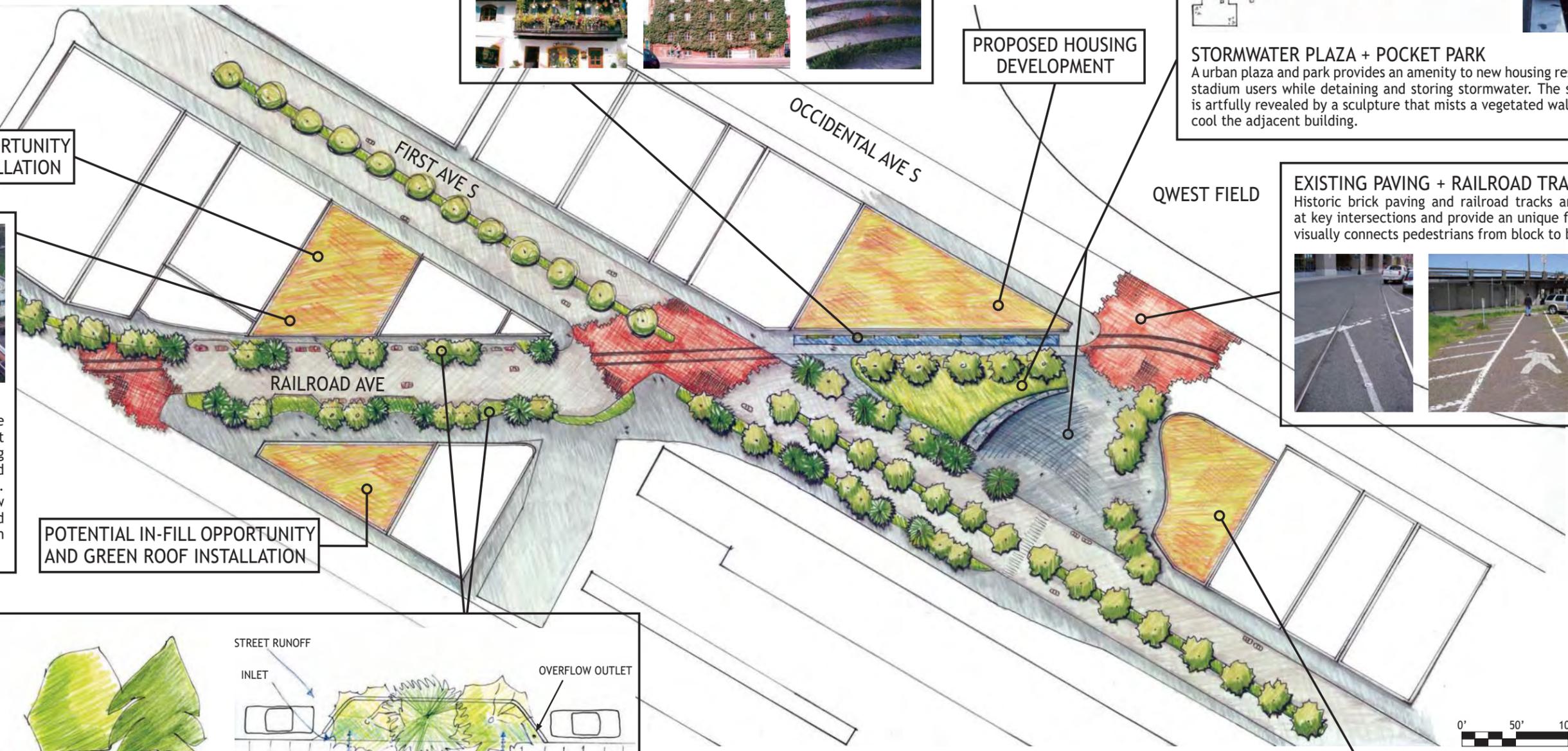


POTENTIAL IN-FILL OPPORTUNITY AND GREEN ROOF INSTALLATION

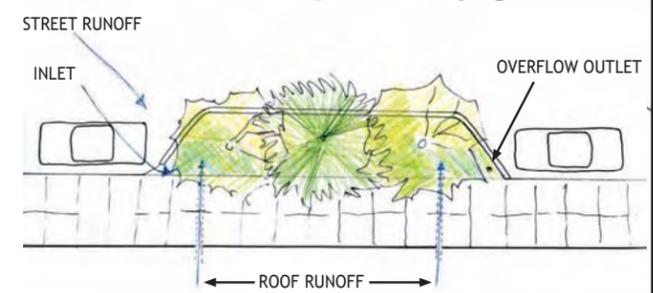


**GREEN ROOFS**  
Green roofs provide multiple benefits such as reducing heat island effect city-wide, lowering building operating costs, and detaining stormwater runoff. They should be specified for new construction and retrofitted to existing buildings when appropriate.

POTENTIAL IN-FILL OPPORTUNITY AND GREEN ROOF INSTALLATION

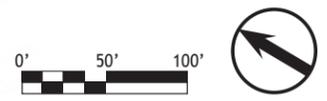


**Detention**  
A gravel lens under impermeable parking spaces connects bioswales and increases detention capacity. The system could terminate at Elliott Bay allowing clean stormwater to return to the water cycle.



**Infiltration**  
Stormwater runoff is collected from the street in bioswales planted with wetland plants. Wetland species and trees that uptake heavy metals would be planted to filter runoff. Soil layers provide additional filtration and detention properties.

**INNOVATIVE FORMS**  
New buildings can assume innovative form that work in concert with ecological processes and respond to the surrounding streetscape design



# Creating a livable city through sustainable design

Downtown Seattle is built upon what used to be the forested hillsides and tidelands of the Puget Sound. The natural conditions allowed rainwater to collect and infiltrate the groundwater where it fell and there was little surface runoff.

Today the rainwater gets piped and transported for miles before it reaches the sound. Impervious buildings and streets have replaced the natural infiltration capacity of the soils and plants and the natural cycle of water has been altered.



Seattle in 1860.  
Source: MOHAI

What are the means we can use to restore some of these natural processes to a dense historical urban neighborhood like Pioneer Square?

This project aims to explore and study conventional and unconventional methods of increasing sustainability and improving stormwater management, while at the same time add improved quality of life to the people that live and work in this area.

Study area:  
South Washington Street and  
Second Avenue South  
in Pioneer Square



## Reducing use of the wastewater system

The majority of the storm water in South Downtown is currently collected in a combined waste water system; this water is then led to the King County West Point Treatment plant where it is cleaned before it gets discharged to Elliott Bay.

To prevent sewer backups and overloading of the West Point Treatment plant during very intense or long periods of rain the City of Seattle and King County have installed CSO's (combined sewer overflows) in various parts of the city. The CSO's only operate when the regular system gets close to its capacity and they provide primary treatment and disinfection before the water is discharged into the recipient body of water such as Elliott Bay. Obviously this water is not as clean as the water going through the regular treatment plant.

Is it cost-effective to redirect part of this budget to create more localized storm water management within South Downtown?

If more stormwater is retained on site or within a neighborhood could it translate to less overloading of the conventional wastewater system during peak flow events?

While increased landscaping can increase ecological diversity and visual interest to the urban environment, can it also cost-effectively reduce the need for other costly adds to the wastewater system?

The demands on the overall wastewater system could be reduced by decreasing usage through the application of a wide range of strategies such as increased greening, stormwater retention and rainwater harvesting.

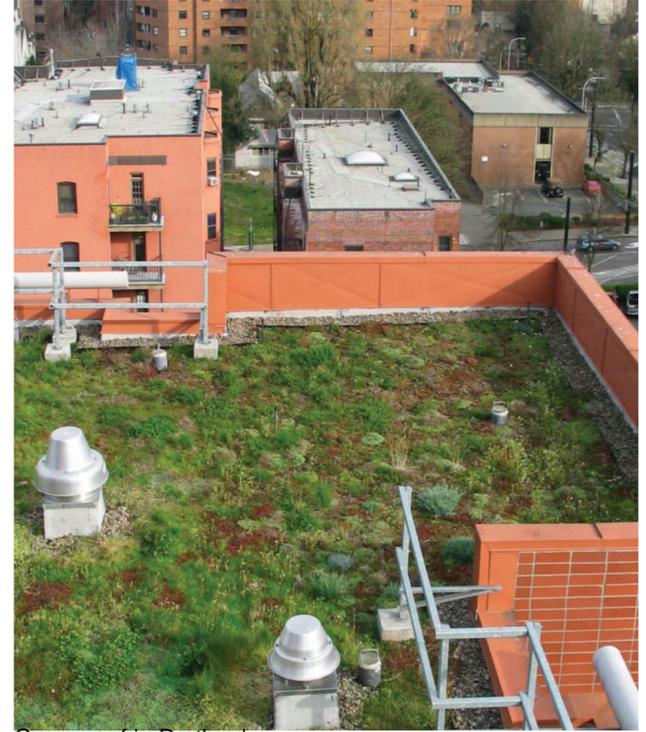
## Increased Greening

Increased greening of the urban environment can be achieved in a variety of ways such as:

### Green Roofs

Green roofs can retain 50% or more of the rainfall on a roof. They reduce heat island effects, and improve air quality. Green roofs also provide habitat for insects and birds and work as ecological links between open spaces.

Green roofs can be used in new development throughout South Downtown and can be retrofitted on existing buildings.

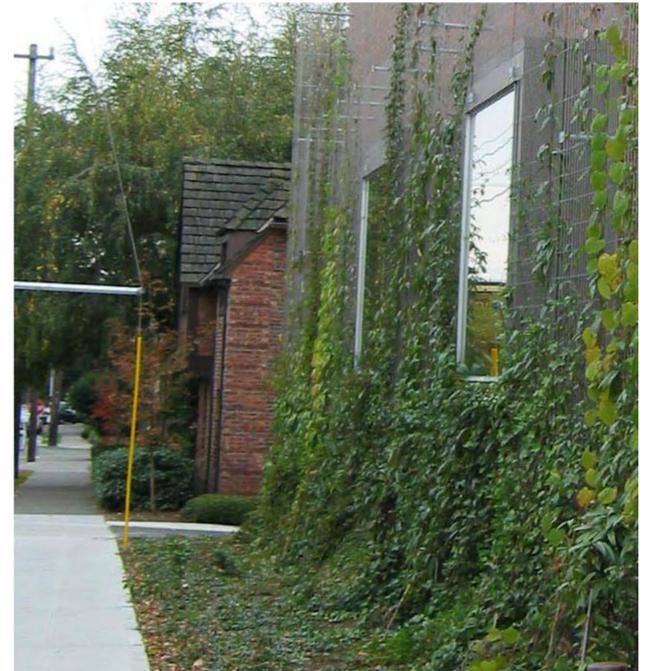


Green roof in Portland  
Source: City of Portland Environmental Services

### Street trees and landscaping

Increased greening through street trees, green walls and other landscaping captures more rainwater and provides improved habitat for both humans and wildlife, such as birds and insects.

Continuous street tree plantings provide a unifying character to streets and also improve airquality.

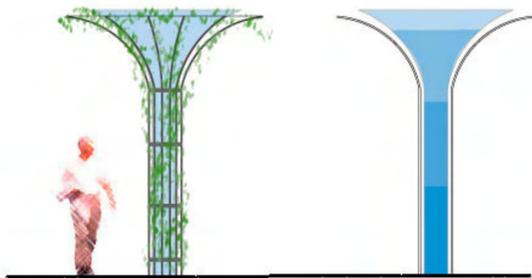


Green walls on Capitol Hill Library

## Urban Rain Trellises

Where the planting of trees is not feasible, such as on sidewalks on top of areaways or places where the space is limited, urban trellises could be installed. Although not comparable to a regular street tree these trellises add increased greening and cooling of streets in summertime. The columnar trellises are planted with vines and are self watering. The core of the trellis store rainwater, like a garden rain gauge but in a larger version. It has solar powered LED lighting incorporated into the rim, providing additional interest during evening and night time.

Vines such as grape, kiwi, hops and honeysuckle provide seasonal interest.



Urban rain trellises

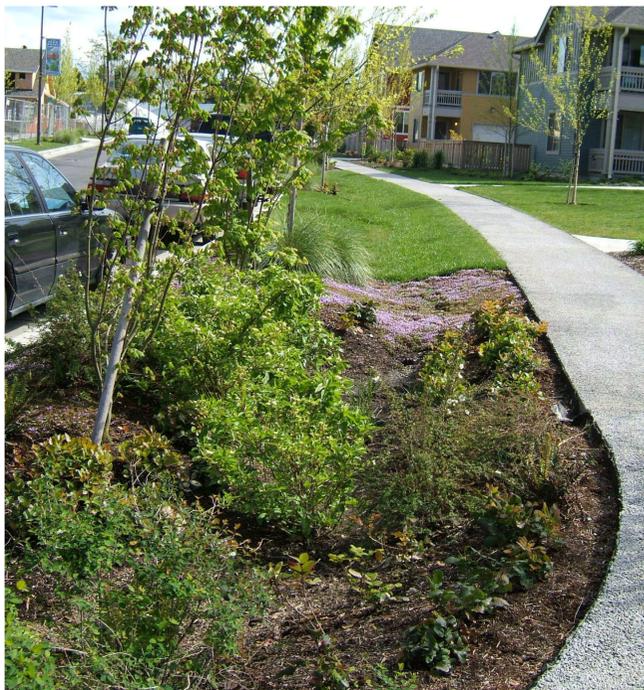
## Phytoremediation and retention

Phytoremediation is the process of cleaning water or soils with plants. This process can be achieved by collecting stormwater in bioswales and stormwater planters.

Retention of stormwater lessens peak flows to the wastewater system and provides opportunities for phytoremediation.

## Bioswales

Bioswales are landscaped swales that are designed to remove silt and pollution from the stormwater. They consist of a swale drainage course with gently sloped sides and are filled with vegetation, compost and/or riprap. A bioswale is designed to maximize the time water spends in the swale, which aids the trapping of pollutants and silt.



Bioswales at High Point

## Storm water planters

Stormwater planters serve the same function as bioswales in that they capture, slow, cleanse, and infiltrate stormwater. Because they are designed like a planter with walls the stormwater planter requires less area than a typical bioswale and can be incorporated into sidewalks with 12' minimum width. The stormwater planter has well defined edges and does not conflict with other uses, this makes it suitable to the character of a dense urban environment. The stormwater is captured in a series of planters. Each planter uses plants such as Rush and Sedges for capturing pollutants.



Stormwater planters in Portland

## Reducing potable water use

In the northwest we are fortunate to have a good supply of freshwater, still it is not an unlimited resource and it is good to reduce our water consumption.

Water conservation can be achieved through simple measures such as running a washing machine and dishwasher only when they are full and limiting time in the shower. More water saving ideas can be found at:

<http://www.wateruseitwisely.com/index.shtml>

There are more fundamental changes we can do in how we use and reuse potable water, this include grey water reuse and rainwater harvesting.

## Grey water reuse

Greywater is wastewater generated by household processes such as washing dishes, laundry and bathing. Existing buildings can be retrofitted to reuse greywater for toilet flushing and new development can include water saving techniques. Water storage can be provided on rooftops or underground.



Greywater reused to flush toilets

(Source: Watersaver technologies)

## Rainwater harvesting

Rainwater can also be reused for irrigating trees and landscaped areas in Pioneer Square and can be stored on rooftops or underground in storage tanks.

## Using rooftops for water storage

Water towers such as the one on the Washington Shoe Building, used to be a common sight in Pioneer Square. They served their respective buildings with potable water from the city's water system.

Modern water towers can be installed to store rainwater and greywater for reuse within the buildings.



Historical water storage on rooftop

## Using areaways for water storage

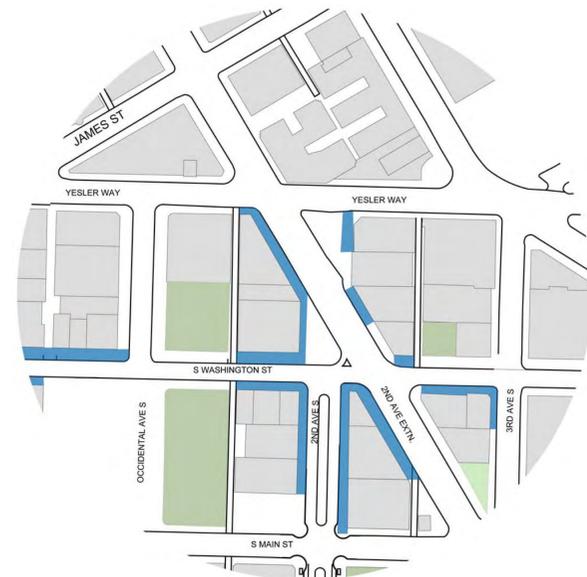
Areaways are usable, hollow areas, generally in the street right-of-way, below the sidewalk and between the building foundation and the street wall. The street wall holds back the earth below the road surface and provides support for the sidewalk between the street and the building walls.

Areaways are prevalent throughout Pioneer Square, some of them are part of the underground tour but most of them are unused. The unused areaways may present a unique opportunity to store and retain water, whether it is stormwater, rainwater or greywater.

There are more than 100 areaways in the Pioneer Square District. One areaway can be up to 300' long, 12' wide and 10' high. This represents 36'000 cubic feet/1300 cubic yards/ 260 thousand gallons of storing capacity.

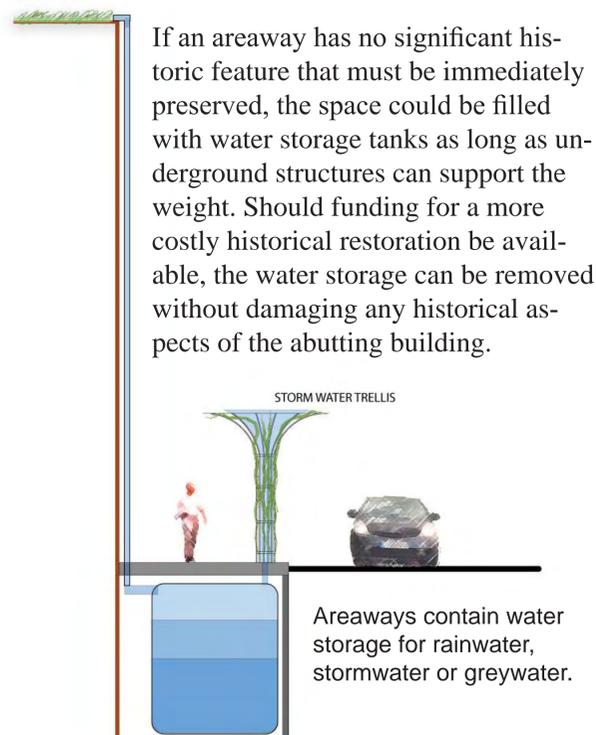
For comparison the average person uses about 80-100 gallons of water per day.

(\*<http://ga.water.usgs.gov/edu/qahome.html#HDR3>)



Areaways (in blue) could be used for water storage

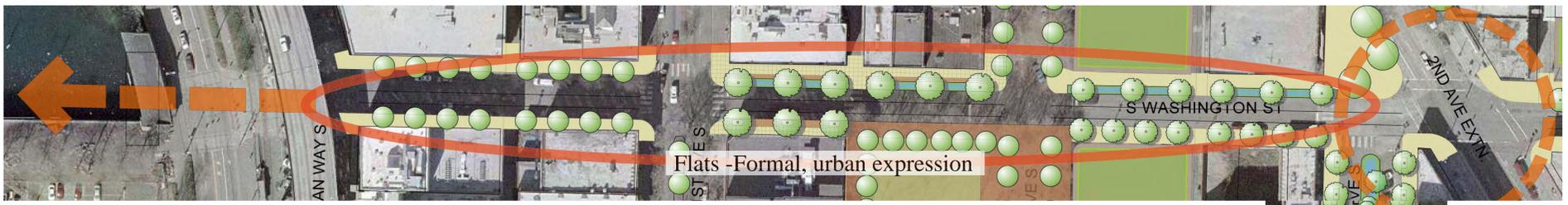
GREEN ROOF



Areaways contain water storage for rainwater, stormwater or greywater.



South Washington Street from Second Avenue to Kobe Terrace/ I-5



South Washington Street from Second Avenue to the waterfront

## Green Streets in South Downtown

Green Streets are designed to emphasize pedestrian amenities and landscaping in areas that have dense residential uses. The purpose is to enhance pedestrian circulation and create open space opportunities in residential areas lacking adequate public open space.

Future plans for South Downtown includes higher residential use but there is limited space for new parks. By designating new green streets in this area the city can meet some of the open space needs of future residents.

South Washington Street and 2nd Avenue S. are not yet designated as Green Streets but they fulfill many of the location criteria set forth by the City of Seattle for green streets.



Proposed Green Streets in Pioneer Square/ International District

The following are concepts on how 2nd Ave South and South Washington Street could become more attractive and enjoyable for pedestrians and at the same time be an important part of a localized stormwater management program.

## South Washington Street- The Cycle of Water

Washington street is an east/west street with an elevation change of 60' from Kobe Park to the Colman Dock Ferry Terminal. There are great views to Mount Rainier and to Elliott Bay. The street runs through the Japantown and Pioneer Square neighborhoods and ends at the Waterfront, connecting the uplands to the shoreline.



View of Puget Sound from Washington Street

The current character along the street varies. Beginning with a steep hill with residential feel in the most eastern part, the street continues through a redevelopment zone that currently consists mainly of surface parking lots. At 4th Avenue, Washington Street enters the Pioneer Square area with century old distinctive brick buildings.

The street continues to the waterfront passing the Viaduct and crossing Alaskan Way. It ends at the historical Washington Street Boat Landing structure.

The proposed design for Washington Street contains a series of design expressions that reflects the cycle of water.

The upper, eastern part of Washington Street displays the natural flow of water as it moves down the hillside in a natural/abstract version of a mountain stream.



Natural and man made flow of water

The lower, western part of Washington Street features formal stormwater planters where feasible. Since many of the sidewalks along this stretch are built on top of areaways urban rain trellises take the place of street trees.



Existing Conditions- View from Smith Tower



Future Green Street?



Second Avenue from Yesler Way to South King Street

## 2nd Ave South- Connecting Landmarks

2nd Avenue between Yesler Street and South King Street connects two prominent Seattle landmarks: the Smith Tower and Qwest Field. Buildings lining the street are a mix of historic brick buildings and new structures.

SDOT classifies 2nd Avenue as a minor arterial because it carries high volumes of traffic on game days. It is also a designated local transit street and serves as a stop for the Metro bus layovers. The area is going through some major changes with new housing being planned for several lots in the vicinity. These are all factors that need to be taken into consideration in further development of 2nd Avenue as a Green Street.

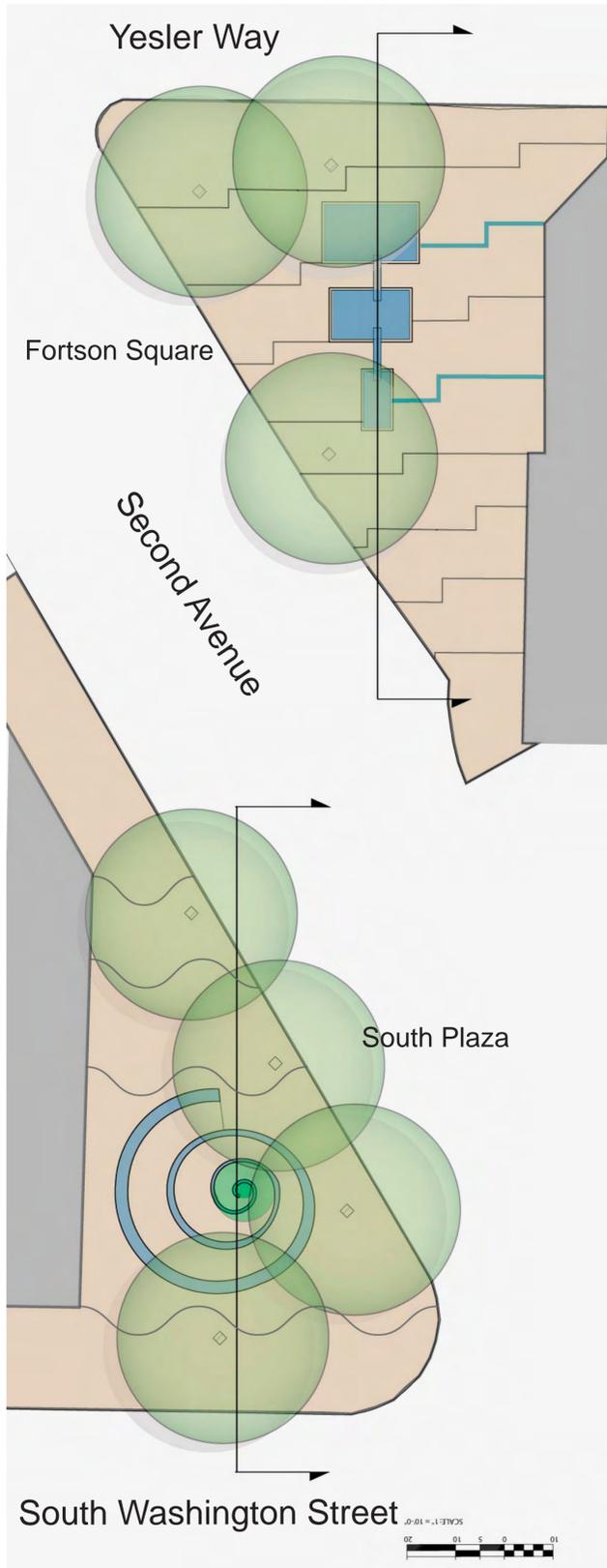
The proposed bioswale on 2nd Avenue collects water from surrounding streets and roof tops. A formal low hedge borders the swale that features elements of 19th century garden design that reflects the historical, urban character of Pioneer Square.



Formal Bioswale in Portland Design: Murase Associates

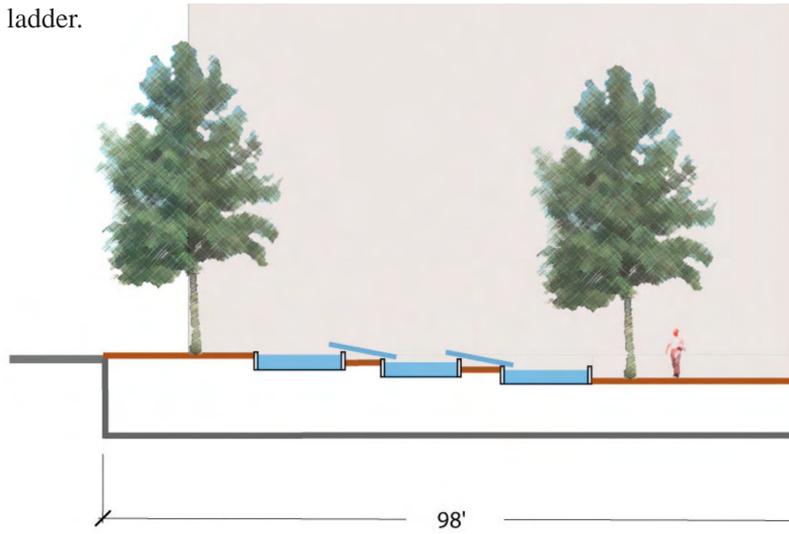
# Intersection of Washington Street and Second Ave South.

The meeting of the two proposed green streets is emphasized through increased greening and two pedestrian plazas celebrating water. The plazas, one either side of 2nd Avenue exemplify two different design approaches to urban storm-water-feature design. South Plaza draws its inspiration from the pre-development conditions of the area while Fortson Square reflects the man made geometry of the buildings and streets that surrounds it.

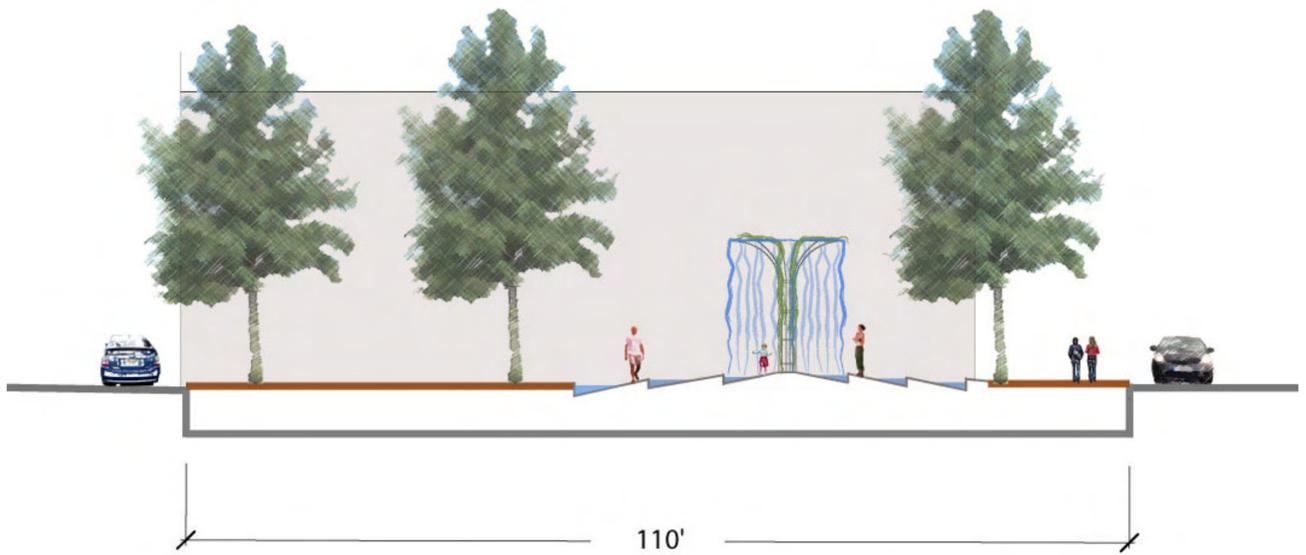


## Fortson Square

Humans have been directing the course of water since they started irrigating farmland. Fortson square tells the story of a ground breaking technical invention that simplified the vertical movement of water. Archimedes Screw was invented over 2000 year ago and is still used for moving water in high quantities in places such as hydro electric dams and sewage treatment plants. It also moves salmon in the Landsburg fish ladder.



Archimedes Screw  
www.wittemuseum.org



## South plaza – Moon snail stormwater feature

Not very long ago, most of South Downtown was muddy tidelands inhabited by invertebrates and mollusks. Moon snail Plaza brings predevelopment conditions of the area to the attention of pedestrians by interpretive design components that tell the story of what was here before the settlers started filling in the tidelands.

A storm water feature inspired by the moon snail day-lights stormwater that has been collected off roofs and sidewalks. The shell of the Moon snail shape consists of a spiraling wedge shaped water runnel that fills up with water when it rains. The surface has imprints of creatures that are found in tidelands like crabs and snails and tells the story of creation from a Native American perspective. Text could be imprinted along the sides of the spiral, encouraging people to move into the spiral.

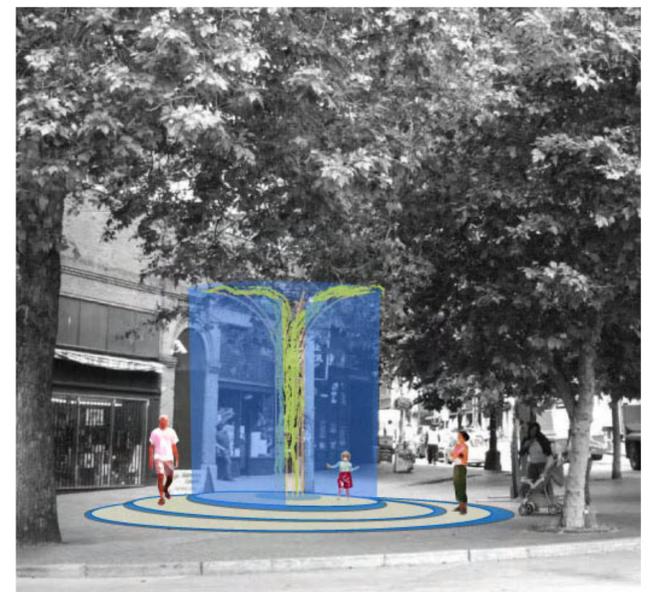
*Spirits exist wherever there is life. Water is alive. The river is alive, the rocks on a river bed, the sand along the banks of a river. Everything that's contained in a river has life and because it has life, it also has spirit. I have repeated that several times. If it has life, it also has spirit. My people also know this. When they are sent for spiritual help, they know that if they are successful, they will be recognized by the spirits that are part of the water, a part of the rocks, a part of the movement, a part of anything that lives and breathes with the water.*  
-Vi Hilbert, Upper Skagit Indian Tribe



Close up of stormwater feature with water runnels and imprints of tideland creatures.

A series of stepping pools collects roof runoff and takes advantage of the ~5' elevation change at Fortson Square. These pools are connected by narrow runnels and Archimedes screws. Water slowly trickles down the runnels while the Archimedes screws can be operated by passersby to move the water upward between the pools without little effort.

A rain trellis centerpiece stores water and feeds the moon snail water feature. At times of intense rainfalls the rain trellis will get filled to its capacity. Water then spills over the top of the trellis creating a water pavilion with the walls being a sheet of water. The trellis has vines growing on it and the rim has fiber optic blue lighting.



A rain trellis is the centerpiece at Moon snail plaza

## A sustainable South Downtown.

What are the means we can use to restore natural processes and increase sustainability in a dense historical urban neighborhood like Pioneer Square? The intent of this project has been to address the various forms of water in the city and how we can look at stormwater as a resource rather than a problem. The strategies and designs explored and presented in this project are unconventional by today's standards but they represent a new approach to how we can use and reuse water in the city in a more sustainable way. The ideas are conceptual and are meant for further discussion and development.



Stormwater feature inspired by the Moon snail



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Sustainability Begins with Preservation



North Lot Development

Commonly referred to as the North Lot Development, the project entails nearly 4 acres of undeveloped land that is currently being used for event parking at Qwest Field in Seattle. Ideally located next to the region's transit hub, the proposed development will be the largest transit oriented development project in the Pacific Northwest. At completion it will encompass nearly 1.5 million square feet of uses, including for sale and for rent residential, a hotel, office, and retail components.

In 2007 the current owner of the land, King County, selected a partnership of Nitze-Stagen & Co., Inc. and Opus Northwest after a national RFP. In 2008, Nitze-Stagen & Co., Inc. transferred its partnership interest to its development affiliate, Real Estate, LLC, to complete the necessary entitlement work and move the project forward. Recently, Daniels Real Estate, LLC. purchased the partnership interest held by Opus.



In February 2010 after nearly four years of work, the company completed all of the necessary entitlement work with the City of Seattle and received a Master Use Permit for the project, and the project is now in the preliminary design phase. With the variety of potential uses and its unparalleled location, the project is poised to be the first development project to commence in the next real estate cycle.

The project as permitted allows the following-

Residential Housing – up to 668 units with approximately 668,000 square feet

Retail- up to 35,000 square feet

Office- up to 420,000 square feet

Parking- 886 parking stalls



The Future of Pioneer Square:

3/5/2010 Watch this video from the Seattle Channel City Inside/Out exploring the future of Seattle's most historic neighborhood. In the studio are Anne Fennessy, Pioneer Square business owner and resident, Kevin Daniels,

President of Nitze-Stagen, Leslie Smith, interim director of the Pioneer Square Community Association and Nancy Yamamoto of the city's Office of Economic Development who is leading the effort.

## 3.0 Vision and Goals

The Vision and Goals document for the Trail to Treasure was developed by the Advisory Committee in November 2009.

### Vision

The Trail to Treasure is a premiere experience that fosters a sense of community, commemorates heritage, and enriches the lives of residents and visitors to Seattle's historic Pioneer Square neighborhood. The trail provides a diverse range of activities and opportunities that allow people to embrace, learn, and care for the region's natural environment and cultural history.

The trail and support facilities:

- Conserves, promotes, and educates people about the region's authentic natural and cultural history
- Provides physical and social connectivity between Pioneer Square and adjacent neighborhoods, facilities, resources, and attractions
- Contributes to the diversity of regional, family oriented, recreation opportunities for residents and visitors
- Promotes and encourages partnerships among local stakeholders for coordinated management and ongoing stewardship
- Encourages and promotes healthy recreational activities

### Goals

#### GOAL 1: Facilitate Accessibility and Connectivity

Objectives:

- Provide connections for residents and visitors to local businesses, adjacent neighborhoods, and Pioneer Square 'anchor' points (King Street Station, Klondike Gold Rush NHP, Chinatown/International District, Washington St Boat Landing, etc)
- Provide a variety of access points; to include meeting the needs of all populations
- Integrate the trail with public transit
- Build connectivity and linkage between new and existing residential areas, public spaces, parks, paths, and sidewalks
- Provide signage that is clear, easy to read, and aesthetically pleasing
- Provide maps and brochures that are easy to read and contain high quality graphics and technology
- Integrate the Trail to Treasure with other existing area and regional trails

**GOAL 2: Provide educational and interpretive opportunities for people to learn about the complete natural, cultural, and social history of the area.**

Objectives:

- Plan and develop interpretive and educational materials on the natural history of the area (geology, hydrology, flora, and fauna)
- Plan and develop interpretive and educational materials on the human history, culture, and past and present land uses of the area (Native Americans, pioneer settlement, immigrants, Klondike Gold Rush, and present day culture)
- Utilize a wide array of traditional and modern technologies and media to communicate information
- Be creative, fun, and artistic in messaging
- Emphasize youth programming throughout the trail
- Provide public restrooms

**GOAL 3: Develop and manage a family oriented recreational opportunity that is fun, real, and experiential.**

Objectives:

- Provide a variety of facilities that support the recreation, education, and health interests of individuals, groups, and families
- Make the trail safe, comfortable, and easy to follow
- Develop a recreational amenity that is known throughout the country as one of the top 'things' to do when visiting Seattle
- Maintain a clear and visible management presence that demonstrates the trail is clean, well maintained, and regularly patrolled

**Goal 4: Promote stewardship by providing partnership opportunities for local stakeholder involvement in the design and management of the trail.**

Objectives:

- Develop good relationships with community residents and businesses to ensure the trail design is compatible with their needs
- Promote and advertise the trail to contribute to the economic sustainability of the tourism sector of the local economy
- Establish a volunteer program for trail management, maintenance and construction to increase community ownership of the trail
- Seek individual, corporate, and government sponsors to help with the cost of the trail development and management

## Main Conclusions

1. The trail is not linear; rather it is a network of trails organized thematically around the Pioneer Square neighborhood with three entry points. The Trail to Treasure links other neighborhoods and communities to the area.
2. The trail tells important 'People' Stories along its route: personal stories about real people; includes diverse perspectives and lesser-known individuals from different ethnic and/or cultural backgrounds. The trail would consist of a network of thematic trails to tell the 'people' stories at specific locations marked along the Trail (15-20 stories).
3. Interpret the historic shoreline to help both visitors and locals understand what the landscape once was and how Seattle was dramatically and aggressively re-engineered. Trace the shoreline in the roads, sidewalks, or sides of buildings with a durable material, such as stone or metal, not necessarily contiguous. Show both the horizontal and vertical changes.
4. Recommend restoration of the Washington Street Boat Landing and adjacent shoreline in conjunction with the removal and repair of the seawall. Aside from the Olympic Sculpture Park north of downtown, this is the only downtown portion of the Seattle shoreline where people will have the opportunity to be close to the water and experience the rising and falling of the tides, connecting residents and visitors to our rich maritime past.
5. Develop three entry points or nodes that roughly triangulate Pioneer Square, symbolic of how people have arrived and departed from the area over time.

**WEST** - Waterfront at Washington Street Boat Landing - emphasize history of maritime arrivals and departures.

**SOUTH** - Near King Street Station - highlight historic transportation hub and connection with Chinatown/International District.

**EAST** - Near Yesler Way and 2nd Ave, potentially at the Smith Tower - highlight the historic transportation of natural resources (logging) in the east-west direction and the unofficial divide between prosperous northern side and Skid Road or Deadline, south of Yesler Way.

6. Develop ways to enhance the tourist experience by partnering with local businesses to develop display information in storefronts, train employees, and provide information in stores regarding the specific history of their building and surrounding area. Hospitality training would be provided to store employees to assure quality and consistency in the provision of visitor information to the Pioneer Square neighborhood and, in particular, how to experience the trail.
7. Incorporate both low and high tech methods for experiencing and interpreting the trail. Examples: walking map, audio tour, geocaching, cell phone tour, historic characters, marked line designating historic shoreline, kiosks, etc.
8. Partner with health, nutrition, and recreation professionals advocating for community environments and programs that encourage people to be physically active. Examples: designate 'healthy trail' routes; calculate and publish average calories burned on designated routes; offer programs and activities that encourage healthy lifestyles; etc.



## 5.0 Issues, Opportunities, and Constraints

### Opportunities

Every so often an idea comes along that resonates with many people from diverse perspectives. These occasions represent opportunities for positive change with long lasting and far-reaching benefits. Such is the case with the idea to develop the Trail to Treasure in Seattle's historic Pioneer Square neighborhood.

Initial planning for the Trail to Treasure began with an idea to develop an educational trail around the Klondike Gold Rush experience when miners and explorers arrived in Seattle to acquire supplies and provisions before boarding ships bound for the Yukon and Alaska. This idea was quickly embraced, but widely expanded, by a group of over 40 stakeholder groups, organizations, and individuals. The stakeholders seized the opportunity this project presents by collectively expanding the objective to develop a recreational and educational trail around the rich natural and cultural heritage that has defined this place for thousands of years.

Following are some of the major opportunities presented by the Trail to Treasure:

- Defines interpretive themes in terms of time periods, historic travel routes, resource use, and landscape changes
- Create physical connections within Pioneer Square, adjacent neighborhoods, Elliott Bay and eventually to Alaska
- Create partnerships between stakeholders (businesses, government, non-profit organizations, traditional peoples, the tourism industry, historians, educators)
- Capitalize on mitigation from the WSDOT tunnel project to develop a pedestrian friendly waterfront park where people can touch the water, including the restoration of the Washington Street Boat Landing
- Create a sustainable geotourism economy based on authentic places, stories, and experiences
- Address perceptions of crime and personal safety
- Utilize technology to facilitate communications and reduce costs
- Tell the stories of a wide range of people who have affected the history of Pioneer Square

## Issues

Planning for the Trail to Treasure requires consideration of issues that could affect the development and operation of the trail.

Following are some of these issues presented by the Trail to Treasure:

- Keeping the Trail to Treasure “family friendly” while telling all of Pioneer Square’s stories (the good, the bad, and the ugly)
- Dealing with perceptions of safety and street civility within Pioneer Square
- Failing to capitalize on the opportunity to create something new, fresh, exciting, and authentic (not just another walking map brochure)
- Adjusting to neighborhood changes (e.g., viaduct demolition, tunnel construction, seawall replacement, North Lot development; King Street Station restoration)
- Achieving consensus on design
- Providing access to all populations and demographics
- Overcoming public apathy and cynicism
- Broad scope of the project’s desires may reduce its ultimate effectiveness. Priorities will need to be set to tie all the trail’s themes together
- Ensuring continued success of the project through communications, marketing, and stewardship

## Constraints

In addition to issues there are any number of factors that could constrain planning and development of the trail.

Following are some of these issues presented by the Trail to Treasure:

- Money and funding to pay for planning, development, and operations
- Permitting/land use policies and regulations
- Ownership (Who will own and steward the trail?)