University District Parks Plan 2015 Update STRATEGIES FOR PROVIDING OPEN SPACE



Prepared for the University District Partnership, in collaboration with Seattle Parks and Recreation and Department of Planning and Development

AUGUST 7, 2015

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Introduction

The University District Partnership (UDP) identified a need to update the 2005 University District Parks Plan in order to better direct parks and open space improvements to serve the existing and future community. The neighborhood currently falls short of the City's desired open space goals for urban centers, and projected growth will make it critical that the community's public realm be enhanced if it is to remain livable and support the wealth of residential, commercial and academic activities occurring in the District.

From September 2014 to January 2015 the Open Space Steering Group of the University District Partnership engaged community members in defining values, objectives, opportunities, and recommendations for upgrading open space and public realm assets to meet current and future needs in the University District. Public engagement included a sequence of three workshops to create a commnity owned plan for providing and improving parks and public realm elements in the University District. This document presents the results of that effort and is the 2015 update of the University District Parks Plan.

While the initial impetus for this effort is to identify acquisitions and improvements to be accomplished specifically by Seattle Parks and Recreation, a comprehensive and connected open space system should include streets, small spaces and other public realm elements. Therefore, the plan also recommends actions regarding these existing and potential assets as well.

The plan generally is aimed at a 20-year horizon, but there are a number of actions recommended in the short term. Some recommendations are tied to a proposed upzone to mitigate expected growth. Other actions, such as the publicly-owned town square, pose formidable challenges and should be initiated as soon as possible and given high priority with the City to not lose opportunities for acquisition of key properties as they occur.

This document includes:

- A summary of the project process and existing conditions
- Community values and desired activities developed in the first public workshop
- A planning concept that translates community objectives into a physical strategy of integrated open space elements.
- A more detailed description of open space elements in the planning concept
- An implementation strategy summarizing the desired timing projected for each recommended action.

General Note: This plan is for only a portion of the area considered in the neighborhood planning document, the *University Community Urban Center Plan*, which is adopted as part of Seattle's Comprehensive Plan.

Background

COMMUNITY PLANNING IN THE UNIVERSITY DISTRICT

As part of the broader planning process in the University District (U District), the City is developing recommendations for zoning changes. The zoning scenarios being considered are based on several years of public input. Many in the neighborhood support new zoning to allow high-rise development south of NE 50th St., with the following goals:

- Focus development in the blocks surrounding the light rail station the area within a 10 minute walk.
- Encourage a broader range of building types to accommodate a diversity of residents, retail and employment.
- Integrate public spaces, affordable housing, retail, preservation of historic structures and people-friendly street fronts.

One important consideration is that zoning changes would likely concentrate new growth in a part of the neighborhood that is relatively far away from existing City parks. The City has acknowledged that this increases the importance of providing public and private open space improvements in the core of the neighborhood. The recommended zoning amendments will include requirements and incentives for different types of open space.

UNIVERSITY DISTRICT PARTNERSHIP (UDP)

In 2011, residents, businesses and property owners, service providers, UW administrators, and members of the faith community formed the U District Livability Partership. With significant changes on the horizon, the UDLP began planning ways to leverage new development activity. They created a Strategic Plan and worked with the City of Seattle Department of Planning and Development (DPD) to create the U District Urban Design Framework (UDF). This community-led effort was later formalized by the University District Partnership (UDP), a strategic initiative to encourage investments in the District and develop a vibrant, innovative, and diverse community.

After a year of public meetings, the UDP identified the following guiding principles:

- Recognize light rail as a catalyst for change
- Balance regional influences with local character
- Provide a network of great streets and public spaces
- Grow and diversify jobs
- Welcome a diversity of residents
- Improve public safety
- Encourage quality and variety in the built environment
- Build an environmentally sustainable neighborhood
- Improve integration between UW and the U District
- Support walking, biking, and transit

U DISTRICT OPEN SPACE FORUM (UDOS)

During the Urban Design Framework (UDF) and Strategic Plan processes opinions on public space within the district were divergent enough that community leaders decided to defer recommendations about centrally-located public spaces to a later date. After the Framework was complete, the UDP board and a group of public space advocates decided the best way to tackle the issue would be to hold a series of "Community Conversation" events to determine what types of spaces make sense for the District.

The UDP Board of Directors supported a Steering-Committee to hire a consultant to execute the series of Community Conversations. After substantial debate, the group agreed on the following principles:

- The series of Community Conversations are an effort of the UDP, housed under the Urban Design and Development Committee.
- Additional public open space in the District is a goal.
- Additional public and private open spaces are a necessary component of growth in the U District. Recommendations from the Community Conversation process should inform zoning changes and other land use policies.
- The discussion about open space should include a variety of uses (such as: active play, assembly, food, music, passive recreation, and others) and forms (such as: a central square, recreational space, streets, sidewalk cafes, and other public spaces).
- Creating a central square and additional recreational space would require acquisition of property currently not slated for this use.
- A specific plan for activating, operating and maintaining clean and safe open spaces along with a sustainable funding source for these activities must be part of any public space development strategy.

- The UDP is sponsoring the Community Conversations to be known as the U District Public Space Community Conversation and expects to be a primary proponent of an open space plan in collaboration with the University of Washington and the City of Seattle.
- The Purpose of the U District Public Space Community Conversation is to generate community interest, commitment and understanding of additional public and private open space in the U District.
- During the U District Public Space Community Conversation all scenarios are eligible for consideration, unbounded by current ownership or use, with feasibility considerations as part of the discussion.
- Process decisions will be made by an executive committee of this group, one representative from each primary stakeholder group; Resident (Cory Crocker), Business Owner (Doug Campbell), UW (Theresa Doherty), Property Owner (Dorothy Lengyel), City of Seattle (Dave LaClergue).
- Contracted consultant to be managed by the City of Seattle
- The Open Space Steering Group (Cory Crocker, Doug Campbell, Theresa Doherty, Rebecca Barnes, Chip Nevins, Barbara Quinn, Dave LaClergue, Scott Soules, Dorothy Lengyel, Roger Wagoner, Steve Wilkins) will be the core of a steering committee to offer input into the consultants work.

Following these principles, the group hired the consultant team of MAKERS, The Pomegranate Center and Zari Santner, and initiated the program of public works sessions, renamed U District Open Space Forums (UDOS).

Planning process

PUBLIC FORUMS

Three public workshops were the heart of the public engagement strategy. Held at Alder Hall Commons, each workshop was attended by approximately 80 residents, UW students, property/business owners, UW personnel, and other interested citizens. Participants offered ideas for recommended open space development, suggested alternative locations, and fine-tuned concepts and implementation strategies. Ultimately, this process helped to define community priorities. Between meetings, UDOS and the consultant team met to refine the recommendations and discuss next steps.

Public engagement consisted of three workshops to create a communityowned plan describing a community vision and measures to provide and improve public spaces and parks in the University District.

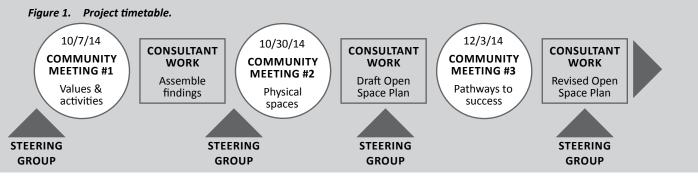
Workshop 1: October 7, 2014

The goal of the first Workshop, attended by 60+ participants, was to identify principles, values and functions, and activities to guide the development of the plan. Doug Campbell from University District Partnership and Dave LaClergue, Area Planning Manager for the City of Seattle, set the context for the work. John Owen and Zari Santner from MAKERS presented a menu of possible open space improvements. Milenko Matanovic and his colleagues from Pomegranate Center facilitated a process where every participant was asked to contribute and, at the end of the meeting, identify common themes that emerged from this open sharing of ideas.

Consultants assembled the findings that were reviewed by the Steering Group. See summary on page 15.







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Workshop 2: October 30, 2014

The goal of the second workshop, attended by 70+ participants, was to identify what kinds of open spaces (and connections between them) are envisioned by the community. After reviewing the findings from the first workshop, Zari Santner shared how the open space plan was developed and implemented in Portland's River and Pearl Districts. Working in eight small groups, participants then took on roles of designers. Each group was given a map of the University District and asked to develop plans identifying open spaces, connections, and enhancements consistent with the community's guiding principles and values identified earlier. Each group briefly shared their top three priorities and then was asked to integrate the best ideas from other groups.

In November, consultants developed a Draft Open Space Plan that included recommendations for implementation strategies. The Steering Group reviewed the Draft Plan.







Workshop 3: December 3, 2014

The goal of the third workshop was to present the Draft Plan and invite additional comments and improvements. John Owen from MAKERS, Doug Campbell from the University District Partnership, and Chip Nevins from Seattle Parks and Recreation presented key recommendations of the plan. John Owen asked community members for comments on the plan's recommendations and priorities.

MAKERS team integrated the input into the report .





Existing Conditions 2005 Priorities: U District Park

Plan

The University District has a long-standing need for more open space. In 2005, local stakeholders worked with the Seattle Parks and Recreation Department to create the *Seattle Parks and Recreation University District Park Plan* which included the following highest priorities for various types of new park facilities:

- 1. A centrally located park, approximately one-half acre in a high volume pedestrian areas with current or projected multi-family mixed-use buildings; this type of park should be designated to accommodate a variety of recreational uses. (Higest priority)
- 2. A number of smaller plazas in high-volume pedestrian areas. The design of these parts should be coordinated with adjacent development and need not necessarily be provided through Department of Parks and Recreation (Parks) acquisition. (Highest priority)
- 3. **Smaller neighborhood-oriented parks**_(approximately one-quarter acre) to serve local needs. The type of needs to be served will vary depending on the locale. (High priority)

Progress

That plan proposed a number of elements and specific actions. As outlined below, Parks has made significant progress:

 ONGOING—Collaborate with property owners of major parcels in the vicinity of Brooklyn Ave between NE 43rd and NE 47th Streets to develop a central, multi-use park.

At the time of the 2005 plan, Safeco (now UW Tower) was poised for a major renovation and the future light rail station was split across two sites along Brooklyn Ave NE. It was assumed the park would require partnership with private development and be constructed in conjunction with future development. Several potential sites were identified, but no progress has been made to date on any of them.

- POTENTIALLY COMPLETE-Protect and enhance the University Heights Center and enhance the South lot as public open space. In 2009 Seattle Parks acquired the east half of the south parking lot from the school district as a public park. Soon afterwards, the, University Heights Center (U Heights) purchased the remainder of the property including the landmark building and site from Seattle Public Schools District #1. Parks and U Heights have been working together to development of a multi-use open space for public use on the south side of the site and plan on beginning construction in the summer of 2015. The design includes a performance area/plaza, rain gardens, landscaped areas, and other amenities.
- PLANNED-Add to Christie Park or create another small park in the area south of NE 45th Street and west of Roosevelt Ave NE.
 In 2012, the 0.11 acre property to the south was acquired by Parks.
 Funding to develop the site is now in place and will undergo a public involvement, planning, and design process. Construction is slated for 2018.

ONGOING–Upgrade portions of Brooklyn Ave NE to create a pedestrian corridor.

Brooklyn Ave NE, between Cowen Park and the waterfront was identified by stakeholders as a primary corridor for neighborhood activity. The community, City of Seattle, and Sound Transit have developed a "streetscape plan" (*The U District Green Streets Concept Plan*). Improvements to Brooklyn Ave NE between NE 43rd and NE 45th Streets are planned in coordination with construction of the LINK station. The area has also been designated as a Festival Street. UW has improved pedestrian-and bike-oriented streetscapes on blocks between 40th and 41st as part of its West Campus student housing village initiative.

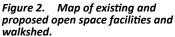
- ONGOING–Encourage the development of small and attractive urban plazas and pocket open spaces through design review and incentives.
 While the 2005 plan noted the community preferred ground-level open space to project-related space available only to project residents. However, the University Neighborhood design guidelines and development incentives have not been updated to reflect this desire.
- ONGOING-Maintain and protect existing open space resources. 'Friends of University Playground' / 'Roosevelt Neighbors Alliance' was formed in 2012 to revitalize that open space for all ages. P-Patch proponents signed a 3.5 year lease on a lot along University Avenue and developed Shiga's Garden. Shiga's Garden will be closing to private development, but the community is searching for a future site.

Other open spaces have been identified and are in the process of being implemented, including:

- As part of mitigation for SR520's impact on Foster island, the Bryant Building site along the waterfront will be developed into a new Portage Bay Waterfront Park. Planning for the new park began in early 2015.
- The Activated Alleys: A Plan for Evolving the University District's Alleys has been completed.
- With the help of U District Square, a non-profit volunteer organization, a pilot "Parklet" for NE 43rd St was designed and launched with community, crowd-sourced funding.
- COMPLETED- Partner with UW to provide new public spaces in conjunction with West Campus Development. The UW Southwest Campus Plan from several years ago was completed with development of buildings for life sciences and the College of Ocean and Fishery Sciences has integrated large plaza and green spaces. Layout of student housing has reintegrated the street grid, adding new pedestrian connections from NE Campus Parkway down to the waterfront.
 - UW has redeveloped 11th & 12th Avenues between 40th & Campus Parkway as pedestrian mews, enhancing pedestrian connections in the West Campus for the public as well as University communities.
 - UW developed Elm Plaza park at Campus Parking and Brooklyn, preserving the historic Grand Elm tree and adding benches, paths and bus shelters.
- ONGOING–Develop a new waterfront park west of Sakuma Viewpoint. This shoreline area will improve both the aquatic and terrestrial habitat as well as providing a passive, contemplative shoreline access along the otherwise industrial and active Portage Bay waterfront.



Note: The University of Washington campus grounds are a defining urban design element that contribute substantially to the qualities within the district. However, for the purposes of this plan, campus grounds are not considered "public open spaces" because they are not under City control or ownership and because their primary purpose is to serve the university and its activities. These factors may make them unsuitable or unavailable for most of the public open space functions and objectives identified by the community.





Current and Future Open Space Needs

The University District (District), with 14,000 residents, a strong retail core with independent businesses, academic powerhouse UW, an emerging economic hub, is undergoing a tremendous amount of change. Designated as an Urban Center by Seattle's Comprehensive Plan, the community will soon be serviced by a new Sound Transit LINK Light Rail (LINK) station and undergoing a rezoning process that is expected to bring significantly more housing and economic opportunities over the next 20 years.

While the District features a few excellent parks, along with access to active recreation in Cowen Park and attractive passive open spaces throughout UW's campus, there is an existing shortfall of open space in terms of the City's goals (as of 2013). The approximately 1,500 housing units under construction and the additional 4,000 more expected of the 20 years will exacerbate this issue. By 2035, the deficit is expected to grow unless the additional parks and open spaces can be provided.

But more important than achieving numbers, a unique network of open spaces must be created that successfully balances the needs of its growing population and refine the District's unique identity. This will involve collaboration amongst the City departments, UW administrators and students, University District Partnership (UDP), business community, and residential neighbors. "Open space is critically important to our cities, especially as growth and density increase. They provide an outdoor living room where people can gather, eat, relax, and play in the public sphere."

- Zari Santner



Amount of new growth compared to existing residences and jobs. The University District's open space shortfall, according to the goals in the Comprehensive Plan, is projected to be 4.9 acres in 2035, with or without zoning changes. This size is equivalent to about two city blocks.

Community Values

At the first public workshop, the Pomegranate Center facilitated a process to identify principles and guiding values, and identify possible functions and activities for open space. The main themes from the public comments are summarized below:

INCLUSIVENESS

Parks and open spaces for all, welcoming to everyone of all ages and abilities; Inclusiveness in the planning and design; Collaboration between the University of Washington and the District community; Flexible and multiple uses.

SAFETY

Well managed spaces; Activated by adjacent uses; Clean, welllit, monitored and maintained open spaces; Welcoming and hospitable.

LIVABILITY

Activated 24 hours/day; People have places to sit; Spaces with public restrooms; Work in all seasons; Good solar exposure; Creative and artful spaces; Ephemeral/renewable art; Water features; Bike parking.

CONNECTIVITY

Co-location with transit; Centrally located public space that serves as an identifying "town center" for the District; Extend and link open spaces; Way-finding; Gateway to UW; Good pedestrian connections.

NEIGHBORHOOD IDENTITY

Center that defines identity; Centrally located public space near the transit center; District becomes known as a neighborhood characterized by a network of open spaces; Integrated art.

CONNECTION TO NATURE

Spaces abundant with green and natural areas; Support biodiversity and wildlife; Passive water treatment; Interaction with water and its sounds.

DESIRED ACTIVITIES

- Socializing and Meeting People
 - Street fairs
 - Markets
 - Sporting events
 - Soap boxes
 - Dance and exercise
 - Demonstrations
- Eating and Drinking
 - Dinner and drinks outside
 - Food trucks
 - Eat lunch
- Musical Performances and Outdoor Movies
 - Outdoor movies and performances
 - Street musicians
- Playing for all Ages
 - Climbing wall
 - Swings for adults
 - Basketball court
 - Features for people with disabilities
- Sitting and Relaxing
 - Napping or Sleeping
 - Relaxing
 - Reading
 - Study in public (Wi-Fi)
 - Sitting and observing; People watching
- Interacting with Nature
 - Places to learn about plants and nature
 - Gardening
 - Physical interaction with water and water sounds

VARIETY OF SPACES

Destination spaces; Pedestrian-only spaces; Pedestrian meeting spaces; Spaces for children; Gardens; Rooftop public spaces; Public spaces on streets – increased 'spaciness'; Abundant green spaces; Restful and relaxing spaces; Gathering places; Intimate seating and people-watching.

Planning Concept

The community values developed at the public workshops indicate that the District's open space system must provide for a variety of activities serving the needs of all community members to accomplish a broad spectrum of public objectives. It is clear from this that no one or two elements can achieve this vision. The best public realm to support an active and growing community is an integrated system of parks, plazas, streets, and connections for pedestrians and cyclists.

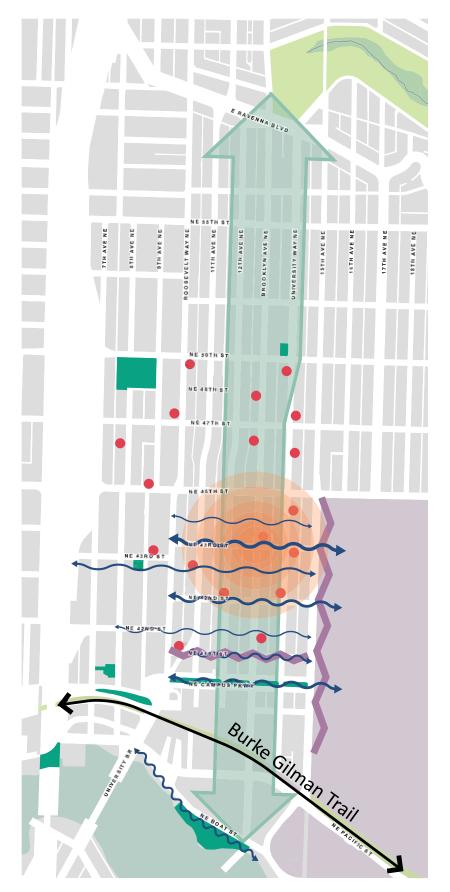
This University District Parks Plan update provides a comprehensive open space vision that integrates six physical elements. Together they will provide for a variety of active and passive activities, much improved pedestrian and bicycle connectivity, a central identity-giving focus for large events and day to day socializing, quiet places to rest and enjoy, and a setting that unifies the variety of institutions and attractions within the District.

The roles of each of the key elements of this vision are:

- 1. A Publicly-Owned Central Square will be the identifiable heart of the community's public realm and add to the District's sense of community. Located at the crossroads of pedestrian activity, it will also be the hub around which the other elements are organized.
- 2. The North-South Green Spine will connect and integrate Cowen Park, the northern residential neighborhoods, the University Heights Center, the Central Square, the business district, the UW West Campus and the new waterfront park at Boat Street. And, it will provide a critical connection between the Burke Gilman Trail and the Ravenna Boulevard bicycle lanes.

- 3. East-West Pedestrian Connections will provide much needed circulation linking the UW Campus to the business district, transit connections, and residential complexes to the west. These connections are especially important because of the District's north-south block orientation inhibit east-west circulation.
- 4. Improvements to Existing and Planned Parks, as noted earlier, are also critical to providing for the larger spectrum of activities and settings to serve the community.
- 5. **Pocket Plazas**, typically constructed and maintained as part of new private development will add a number of smaller, passive spaces useful for outdoor eating, casual meeting and accommodating small commercial activities such as cafes.
- Improvements to the western edge of the University of Washington campus are planned that will help integrate it with the rest of the district and provide appropriate campus gateways.
- 7. An equally important element in this vision is a focused public realm management program to improve the maintenance, safety and security of the open spaces noted above. Such a joint City-community effort is critical to the condition and performance of the physical open space system.

As shown in the table on the second page following, these elements, taken together, will provide for the growing number of residents, businesses, students and other community members that are envisioned in the future. Equally important, they will also support the District's evolution as a dynamic and multi-faceted community.



The six physical strategies listed below in priority from 'Very High' to 'High.'

PUBLICLY-OWNED CENTRAL SQUARE

A large, publicly-owned gathering space for all types of people in the District.

NORTH-SOUTH GREEN SPINE

A vegetation, pedestrian, and cycle connection(s) and safety from Cowen Park to the waterfront.

EAST-WEST PEDESTRIAN CONNECTIONS

More pedestrian options between NE 41st St and NE 45th St Campus Parkway, including mid-block passthroughs and improved streetscape.

ACTIVATE EXISTING AND PLANNED PARKS

Enhancements and additional uses to existing and planned parks.

POCKET PLAZAS

Small, publicly-accessible spaces, integrated into activate streets and new development.

UW CAMPUS EDGE

Better integration with UW open spaces, the addition of new attractions, and celebrated entrances along 15th Ave NE.

Summary of activities

	GATHER EAT AND DRINK				PLAY			RELAX			INTERACT WITH NATURE			CONNECT						
LOCATION	STREET FAIRS/MARKETS	GROUP DANCE/EXERCISE	LARGE EVENTS	OUTDOOR MOVIES	STREET PERFORMANCE/BUSK	SIDEWALK CAFES (SERVICE)	FOOD TRUCKS/VENDING	PICNIC	ADULT RECREATION	SPORTS	CHILDREN PLAY AREA	REST/READ/STUDY	SOCIALIZING	VIEW PUBLIC ART	LEARN ABOUT NATURE	GARDEN	TOUCH WATER	BIKE	WALK/STROLL	TRANSIT ACCESS
CENTRAL SQUARE																				
Central square	٠	٠	•	٠	٠	٠	•	٠	٠			•	•	٠						•
 NORTH-SOUTH GREEN SPINE 12th Ave NE Brooklyn Ave NE University Way NE Activated alleys 	•	•	•	•	•	•		•					• • •	•	•			•	• • •	•
EAST-WEST PEDESTRIAN CON	NEC	CTIC	ЛС													4				
 NE 43rd St NE 42nd St and 41st St Campus Parkway Mid-block pass-throughs 	•	•	•	•	•	•		•					•	•					• • • •	•
ACTIVATE EXISTING AND PLAN	INE	DF	PAR	KS																
 University Heights Center University Playground Christie Park U-District P-Patch Peace Park North Passage Point Park Waterfront Park (Planned) Sakuma Viewpoint POCKET PLAZAS	•	•		•			•	•	•	•	•	•	• • •	•	•	•	•			•
Publicly-accessible plazas			•					•						•						
UW CAMPUS EDGE		1																		
 15th Ave NE Burke Museum West Campus NE 41st St 						•			•			•	•	•	•			•	•	• • •

Open Space Elements

Safety, security, and maintenance

STEWARDSHIP

The Open Space Steering Group's Principle #6 calls for "a specific plan for activating, operating and maintaining clean and safe open spaces along with a sustainable funding source, for these activities must be part of any public space development strategy." All of this plan's physical development recommendations are predicated on the assumption that there will be adequate provision for security, maintenance and programming. In her remarks in two of the Forums, Zari Santner, Former Portland Director of Parks and Recreation, noted that such **a management plan is essential** and that it usually takes a collaborative City/community effort involving multiple City departments along with business owners, property owners, and residents. She also noted that it is essential that adequate management funds are provided, generally from a combination of public and private sources.

This plan recommends that public realm (including parks, open spaces and streets) stewardship be initiated at two levels. First, the City and community should continue to work together on the management of existing parks such as the University Playfield. The important aspect of this is to build a strong relationship between Parks and Recreation and community volunteers interested in local parks.

Secondly, the UDP and applicable City departments should initiate a pilot program of open space management to explore collaborative public realm stewardship actions. The envisioned program might consist of the following steps.

- A study exploring open space management techniques used in other communities and cities, identifying what works in terms of safety, maintenance and programming.
- The development of a conceptual management program identifying objectives and measures of success, participants' roles, activities, needed resources and funding sources.
- A discussion to determine the activities, funding and partnerships that might be part of the program.
- An agreement between participating partners and establishment of an administrative/implementing organization.
- A case study of a defined time period to test the program's success.

Since public realm management is a city-wide issue, this pilot program might be considered as a test case for activities in other parts of the city.

"Government cannot be the sole provider of park services due to limited resources and lack of hyper-local park management personalization, especially for larger park spaces. Instead, many cities turn to non-profits and private community organizations to manage funding and programming for public spaces."

Zari Santner, Public Workshop #1

DESIGN CRITERIA

Any open space should be built with high quality, durable materials. This minimizes maintenance costs and ensures a well-maintained aesthetic.

In addition, all open spaces (both public and private) should adhere to the Crime Prevention Through Environmental Design (CPTED) standards. This refers to a group of strategies intended to reduce the fear of crime and opportunities to commit crime. This approach acknowledges that the existing environment can influence behavior. CPTED principles are almost universally endorsed by police and law enforcement departments throughout the nation and have proven effective. The application of CPTED guidelines is important for the safety and success of new pedestrian spaces and parks. Issues typically include:

- Natural surveillance–Natural or passive surveillance occurs when places are open to view by the public and residents. The ability for someone to look down on a park is a major crime deterrent. Another aspect is the ability of an officer to drive by or through to see facilities that might be targeted by offenders.
- **Lighting**–Provide relatively high levels of uniform light to ensure security and the perception of security.
- Landscaping–Avoid screened places that can offer hiding spaces. This is especially important around entryways and windows.
- Entrances–Entrances into open spaces should be prominent, well-lit, and highly visible from both inside and outside.
- Natural access control—This refers to homes, business, parks, and other public areas having distinct and legitimate points of entry and exit. This needs to be balanced to avoid "user entrapment" and not allowing for easy escape or hampering police response.
- Territoriality-This means showing the community who "owns" your neighborhood. While this includes removing graffiti and keeping buildings maintained, is also refers to small personal touches. Creating flower gardens, putting out seasonal decorations, or maintaining vegetation sends a clear message that people care and will not tolerate crime in the areas.
- **Defensible space**—Do not locate open space where potential perpetrators can lurk or commit a crime and then flee via a convenient escape route e.g., a dark alley.
- Universal Access-In addition to the safety and security measures bulleted above, compliance with the Americans with Disabilities Act (ADA) is an essential requirement for all public spaces.

Actions

- 1. Initiate a joint community/UDP/UW/ City interdepartmental program to tackle security, maintenance, and programming of public realm. Frame as a neighborhood pilot program to address city-wide issues
- 2. Alert Council to objectives, priorities, and needs and raise priority with Parks District Board (UDP)

Publicly-owned central square

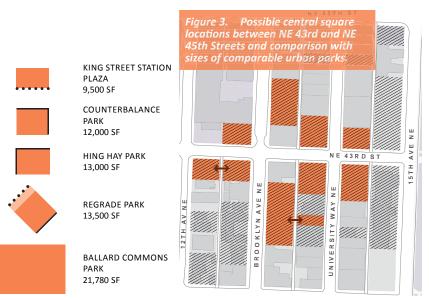
Planning and design guidance

ACTIVITIES

The central square is to become the signature, identity-defining open space in the District for socializing and events such as dancing, musical performances, and outdoor movies. The central square should also accommodate those who wish to relax and encourage life's unanticipated encounters. This means providing spaces for contemplation, study, and people-watching.

LOCATION CONSIDERATIONS

- **Centrality-** The central square should be at the University District's "crossroads" near the UW campus, transit, businesses and projected development.
- Active edges and surrounding uses-Retail uses on the ground floor can increase foot traffic and draw people. The square should front on building facades with uses that generate activity.
- **24-hour surveillance**–Facades with large windows increase the sense of "eyes on the park."
- Identity–The central square should be located adjacent to, or visible from University Way NE, which is the prominent commercial corridor and the neighborhood's cultural draw.
- **High pedestrian activity**—Pedestrian circulation throughout the District will evolve as new development occurs, but some streets (e.g., NE 43rd St) will inevitably have high pedestrian activity. The central square should be located near such pedestrian connections and crosswalks.
- **Close to transit**—The central square should also be close to the light rail (i.e., NE 43rd St and Brooklyn Ave NE) and Metro bus stops (i.e., University Way NE and 15th Ave NE), ensuring excellent transit access.
- Accommodate events—The central square should be large enough to host a number of different activities. Approximately 15,000 square feet or more is ideal for many envisioned events. However, a site which, by itself may not be large enough to accommodate big events, can be augmented by temporarily closing streets or alleys if the square is appropriately located.







NOTE: Highlighted sites illustrate possible locations for a park-they don't represent specific recommendations or intentions of property owners. Further work is needed on economic and development incentives, as well as fundging and negotiations with property owners.

PARKS UPDATE: STRATEGIES FOR UPDATING UNIVERSITY DISTRICT OPEN SPACE

• **Solar access**—Locate the central square and tall buildings so it is not shaded around the noon hour, when the sun is most appreciated by those that might take lunch outside.

DESIGN CRITERIA

- Visibility—Ensure activities are visible from streets but appropriately buffered from automobiles.
- **Circulation**–Integrate internal paths of movement to increase visibility and break apart the space when programmed activities are not occurring.
- **Security**-Avoid vegetation and other physical features that create heavily screened areas and hiding places.
- Seating–Provide a variety of seating for various social arrangements. Consider integrating seating into steps, ledges, planter walls, or other features. Benches longer than four feet should provide armrests of other dividers to discourage reclining.
- Weather protection—Integrate umbrellas, trees, or other overhead elements that protect from both sun and rain. At a minimum, ensure no parts reach below eight feet from the ground plane. Locate permanent seating and other design features to discourage camping.
- Flexibility–Size spaces to support a variety of different events and consider ways to expand the space or close adjacent streets when large events are to occur. Allow for sidewalk cafes and open air seating for restaurant patrons.
- Sense of ownership—Encourage creativity and consider how to integrate public art. Appropriately scale to any art to the surroundings and site to effectively enhance and activate the pedestrian experience.
- Vegetation–Incorporate easily maintained vegetation as appropriate.
- Electrical outlets and utility services—Provide electricity, water, and other infrastructure to ensure easy setup for food trucks and programmed events.
- Lighting–Provide adequate lighting for nighttime activity and security. 2 fc on the ground is generally a good preliminary target.



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DEVELOPMENT

As noted earlier, establishment of the central square is especially difficult because there is currently not an immediately identifiable and available site. Nor is there funding to purchase and construct a central open space. Since the upzone is intended to direct more development to the core of the neighborhood, acquisition of a site should be initiated as soon as possible, before private redevelopment plans take shape. Also the Park District should allocate funds toward acquisition so that the City can "close the deal" when the opportunity arises. This plan recommends that the city confirm its commitment to developing a central square by identifying resources and a process to acquire a suitable site at the time of any significant upzone.

Therefore, the first step in the process will be for Parks and Recreation to contact the property owners of potential sites and identify their interest in selling their properties. Since current up-zone proposals are not likely to significantly increase height, and therefore development potential, of properties along University Way, opportunities may be enhanced for sites adjacent to the Ave. Some square development scenarios may involve private or institutional development of near-by parcels.

MAINTENANCE AND SECURITY

Management of the square is of utmost importance. During her presentations at the forums, former Portland Parks Director, Zari Santner, described how similar urban parks in that city were managed by a partnership comprised of City and private property and business owners. This will likely be the best way achieve the desired results at the central square. Therefore, the City and the UDP should initiate a discussion or how this partnership might be organized, supported and funded, and what activities it might undertake. While the UDP is a logical place to convene a discussion of management issues, it is not assumed that it would ultimately be the implementing management organization. Organizing the square's management could be a central piece of the public realm stewardship element described earlier.

PROGRAMMING

With all of the performance, artistic and multicultural activities housed at UW as well as the District's youthful energy and the programs in the University Heights Center, the square could be one of the liveliest public spaces in the Northwest. Programming should be an important part of the square's management.

Actions

- 1. Initiate a site selection processes.
- 2. Strongly advocate for Central Square, and build an advocacy network.
- 3. Engage property owner(s) in the process and, when appropriate, begin discussion about property acquisition.
- Concurrent with any substantial upzone, establish a program with multiparty strategy to produce resources sufficient to develop a publicly owned central square.
- 5. Develop regulatory/fee/TDR programs to support open space as part of upzone legislation.
- 6. Think creatively about raising local funds (e.g., grants and other funding packages).
- Build organization for stewardship and neighborhood groups program, maintain, etc.



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North-south green spine

Planning and design guidance

ACTIVITIES

The N-S streets will provide a green corridor for people, cyclists, and vehicles, connecting Cowen Park with the waterfront and several other civic features and trail connections. Within the public right of way, vegetation, trees, rain gardens, and other "green" features enhance the pedestrian experience. Small "pause points", such as pocket plazas and expanded sidewalks, will provide places for relaxation and rest along the way.

FEATURES

- **Neighborhood Greenway**–12th Ave NE has been designated by the City and sidewalk/pavement improvements are under construction.
- University Ave north of NE 50th St–Given the larger right-of-way and existing Saturday farmers market, there may be space for a median, wider sidewalks, or other unique street configuration, on University Way NE, north of NE 50th St.
- **Green Street**—A new vision has been created for Brooklyn Ave NE to transform as new redevelopment occurs.

DESIGN CRITERIA

- **Streetscape Improvements** The City has adopted a concept plan for Brooklyn that will guide private streetscape improvements.
- Pause points—To engage a pedestrian traversing a street, provide a spatial change or interesting feature every 80 to 100 feet. Given the parameters of human sight and movement (approx. 3 MPH), this will provide a point of interest every 20 to 30 seconds, roughly a person's attention span.
- Sense of identity/placemaking—Each street corridor should be memorable and unique. This quality can come from a specific architectural style or consistent street design elements (e.g., trees, lighting, paving, street furniture, color palette).
- Signs and markings-Navigation is an important purpose of the corridors. Directions should beconveyed through signage and visual cues (e.g., gateway, or consistent design elements).





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DEVELOPMENT

The streetscape improvements to 12th, Brooklyn and University Way NE will likely occur incrementally over time. Concept plans should be developed for those street segments without one so that the city can establish street improvement requirements for new development. It may be useful to establish neighborhood design guidelines that reinforce the character and open spaces along the green spine.

MAINTENANCE AND SECURITY

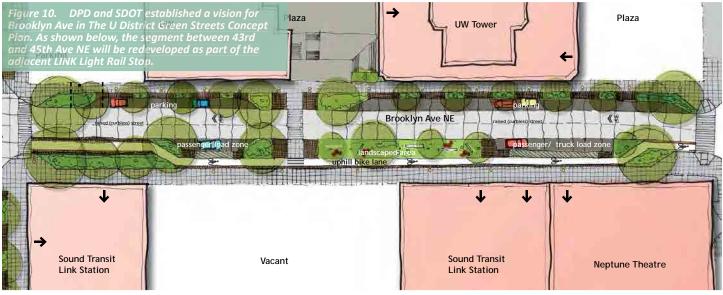
Good, pedestrian-scale lighting would be an excellent way to highlight the importance of these streets.

PROGRAMMING

A weekday farmer's market is contemplated for Brooklyn Ave NE.

Actions

- 1. Implement the 12th Ave NE Neighborhood Greenway.
- 2. Coordinate with King County Metro and identify street(s) where pedestrians should be prioritized.
- 3. Start programming and using residential streets and identify additional needs and problem areas.
- 4. Finish Brooklyn Ave streetscape design and work with partners to implement.
- 5. Apply for a Small and Simple grant to develop a conceptual plan for the Ave north of NE 50th St.
- Continue to insure good and visible N/S connections in West Campus.
- 7. Use setbacks and other zoning tools to support the green street concept.



PARKS UPDATE: STRATEGIES FOR UPDATING UNIVERSITY DISTRICT OPEN SPACE

East-west pedestrian connections

Planning and design guidance

ACTIVITIES

E-W connections provide needed pedestrian circulation and an enhanced walking experience. These streets and mid-block pass-throughs offer opportunities for ground-floor retail, hosting activities such as sidewalk cafes, window and sidewalk shopping, and viewing public and private artistic expression.

LOCATIONS

- NE 43 St will become the major connection between the light rail station and UW.
- NE 41 St and 42nd St are also important connections.
- Where large new developments occur, mid-block pass-throughs will connect two avenues, providing more pedestrian options and helping to enliven alleys.
- NE Pacific St is now primarily auto focused, but does help connect West Campus. And with the creation of the new waterfront park, it will become a more important pedestrian connector.
- NE Campus Parkway—A center median provides a large swath of open space. While intensive human activity is not envisioned, the parkway does provide a visual gateway to the University.

DESIGN CRITERIA

- **Points of interest**—An engaging pedestrian experience in high-intensity areas, provides a minor point or interest of variation about every four seconds. Given the parameters of human sight and movement (approximately three miles per hour), some point of interest such as doorways, window displays or street furniture, should be placed every 15 to 20 feet.
- Room for walking–Humans are typically one and a half to two feet wide so a sidewalk should be wide 10 to 12 feet wide to allow two couples to pass. In addition, pedestrians tend to cluster at intersections waiting for traffic signals. Building setbacks from major intersections are important.
- Places for lingering—As people walk along a street, some places should invite siting such as benches, pillars, steps, walls, etc. These provide places to comfortably rest, encouraging people to stay outdoors longer.
- **Trees provide a sense of enclosure**—Prioritize the preservation of healthy trees and replace those that have been, or need to be, removed. Feature a mix of species to increase biodiversity.



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Figure 11. Smaller blocks provide more connections and improve walkability. Portland (left) has 200' x 200' as compared to University District (right) 250' x 500' block size.

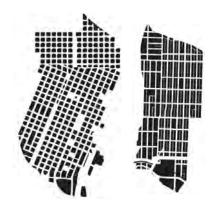


Figure 13. This South Lake Union residential development provides a mid-block passthrouah.



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DEVELOPMENT

The east-west pedestrian connections include both public streets and private properties. Public street improvements will be designed by the City and will likely be constructed with a combination of public and private funds. Some streets may be constructed through single or multiple block projects that allow a substantial reconfiguration of the street right-of-way to accommodate new priorities for pedestrian and vehicle circulation. NE 43rd Street should be reconstructed in this manner to provide for wider sidewalks and raised intersections. Such projects might be funded through a local improvement district in which property owners are assessed for a portion of the construction cost that relates back to the benefits received from the public realm improvements. Other streets may be improved incrementally through requirements for new development as part of the development permit or to mitigate for impacts. In either case, street improvements should be integrated with the private or institutional development for maximum benefit in terms of both community and property owner objectives.

Street designs should also consider multi-modal transportation needs so Metro, Sound Transit as well as business owners and residents should be consulted during the design process. In the case of NE 43rd Street, pedestrian needs should be given a very high priority because of the especially heavy pedestrian traffic between The Link station and activities to the West and the University campus.

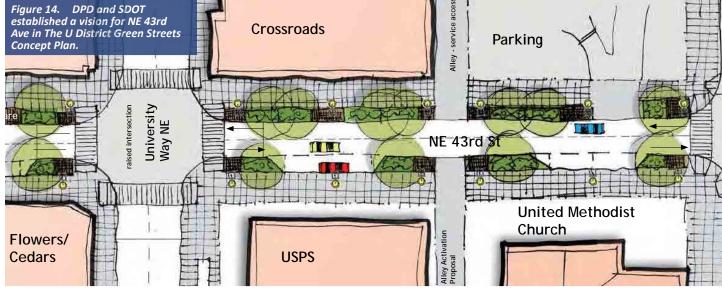
Private property owners will likely be responsible for the development of the mid-block pass-throughs. The City should establish development requirements or incentives for mid-block connections and improvements to the north-south alleys should be coordinated with the east-west connections to provide a more robust pedestrian network.

MAINTENANCE AND SECURITY

The City should establish guidelines for the design of pass-throughs that incorporate Crime Prevention through Environmental Design (CPTED) and ADA principles. Additionally, there should be access management (e.g.: hours that the connections are open, etc.) for different pass-through configurations, such as internal passages through operating businesses like the University Bookstore connection or the open air pathways.

Actions

- 1. Finish NE 43rd St streetscape designs and work with partners to implement.
- 2. Coordinate with King County Metro to avoid bus route impacts on pedestrian environment (e.g., NE 43rd St).
- 3. Establish design guidelines and incentives for mid-block pass-throughs.
- Engage with SDOT on future concept plans for crossing I-5.
- 5. Continue to enhance NE Campus Parkway.



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Activate existing and planned parks

Planning and design guidance

ACTIVITIES

The District has a variety of existing parks and even simple improvements can help to make them a more successful and essential element of a successful open space system. Each park takes on different recreation and relaxation activities. Some new activities may include an adult climbing wall, skateboard park, P-Patch, basketball court, dog park, and a wall or screen for outdoor movies.

DESIGN CRITERIA

- Connect to pedestrian systems-All parks should be visually open and seamlessly connect to the adjacent sidewalk.
- **Consider all ages**—If the district is to be attractive to families as envisioned in the UD Framework, then additional facilities for children and youth must be provided close to family-oriented housing. Current play areas at University Playground and Cowen Park are on the district's perimeter area while the planned playground and University Heights is primarily for younger children. As families move into the U District it may be desirable to add some indoor facilities and sports courts.





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DEVELOPMENT

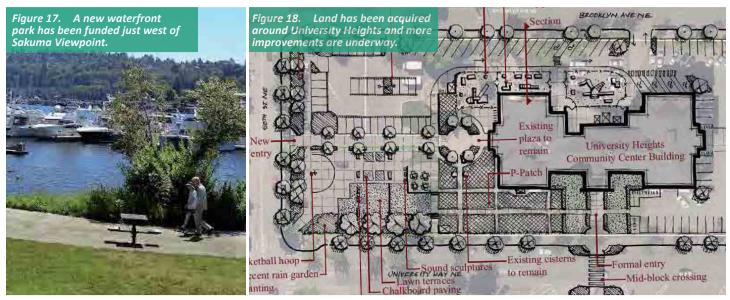
As noted in the summary of the progress made during the past decade, there are some Seattle Parks and Recreation development activities at Christie, University Heights and the Portage Bay waterfront. This new waterfront park is particularly exciting as it will add a new dimension to the district's open space system.

MAINTENANCE, SECURITY AND PROGRAMMING

Seattle Parks and Recreation owns and manages Parks. There are three street-ends along the waterfront, owned and managed by Department of Transportation. As noted earlier, management, maintenance and programming is a critical element in a successful park/public realm system. Zari Santner provided information during the forums describing how these activities usually require a partnership between local stakeholders, the city and the community at large. The University Playfield and University Heights Community Center provide two excellent opportunities to develop different but effective partnerships.

Actions

- 1. Develop a culture of stewardship, programming, and activation for individual parks and consider an 'Adopt-a-park' or 'Friend's of' program.
- 2. Illustrate public/private partnership opportunities by programming and using University Playground.
- 3. Continue to invest and fund planned parks.
- 4. Take full advantage of the opportunities presented by the new waterfornt park site west of the Sakuma Viewpoint.
- As the district develops, conduct a more detailed needs assessment for children and youths.



PARKS UPDATE: STRATEGIES FOR UPDATI NG UNIVERSITY DISTRICT OPEN SPACE

Pocket plazas

Planning and design guidance

ACTIVITIES

Plazas are attractive and useful privately owned publicly accessible spaces that activate the streetscape and provide new opportunities to shop, work, socialize, and relax. A number of different activities may take place here, depending on the adjacent use and neighborhood needs.

LOCATION CONSIDERATIONS

- **Solar access**—When possible, locate plaza so it is not shaded around the noon hour, when the sun is most appreciated by those that might take lunch outside. The angle of the sun at noon on the equinox is about 43 degrees above the horizon.
- Adequate size—The size of public plazas can vary widely, provided the design criteria are met and the space is comfortable, secure and attractive.
- **Building entrance**—The most successful spaces have principle building entrances on or very near to the plaza, becoming the "front porch" for tenants.
- Vertical separation—Generally, plazas should be located at roughly the same level of adjoining sidewalks. Rooftop amenity space and elevated areas are not encouraged as publicly accessible plazas.

DESIGN CRITERIA

- Visibility–Plazas are required to be completely visible when viewed from any adjacent street to promote a sense of openness and safety.
- Landscaping–Planting such as trees, perennials, and ground cover can soften a space and make it more welcoming.
- Visual features—Signage artwork, interactive installations, and other visual markers help strengthen the identify of place.
- Informal meeting space—Arrange furniture such as seating, kiosks, and platings to encourage social interaction. Movable chairs and tables are the most flexible form of social seating, but angled or curved benches can achieve the same purpose. Wireless connectivity can also enable greater use.





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- Active and transparent edges-Locate retail uses at the ground floor to increase foot traffic and draw people into the plazas.
- **Signage**–Post a plaque at each pocket plaza, notifying any potential user that this is public, hours of operation, and contact information for those responsible for upkeep and maintenance. Ensure the sign is clear and visible.
- **Lighting**–Maintain two foot candles of illumination across all walkable and seating areas in the plaza and adjacent sidewalks.
- Access–Plazas that are developed to meet its standards or guidelines or as part of an incentive agreement shall be open to the public at all times unless there is a compelling reason to the contrary.

DEVELOPMENT

Pocket plazas will be built by property owners as part of new development. Some may be provided as part of a core requirement or incentive agreement, but some developers may choose to provide some green space simply to enhance their property's desirability.

MAINTENANCE AND SECURITY

Pocket plazas connect the indoor environment with the public realm and provide a public face to the buildings occupant. It benefits the building owner and/or tenants to keep these open spaces well maintained and provide a good first impression. Pocket plazas are privately maintained in perpetuity by the building owner. This private ownership and maintenance is what makes them different from public parks.

Actions

- 1. Establish requirements and design guidelines for private open space in the U District
- 2. Work with UW to ensure new, off-campus development and redevelopment provides plazas or other public realm feature(s) consistent with this plan.



PARKS UPDATE: STRATEGIES FOR UPDATING UNIVERSITY DISTRICT OPEN SPACE

UW campus edges

Planning and design guidance

ACTIVITIES

UW owns a significant amount of property in the District. Recent construction in the West Campus illustrates how UW and the City can work together to integrate and blur the edge between residents and this large institution. 15th Ave NE was retrofitted in 2011. At this time, sidewalks were widened and bus shelters added for those waiting for Metro buses but the west side along UW is not an inviting or engaging space. Similar pedestrian oriented streetscapes were built on blocks surrounding new student housing. There is an opportunity for streets along the west edge of the main campus to be transformed into a series of celebrated entrances into campus and back out into the community.

LOCATIONS

- 15th Ave NE gateways—A corridor for Metro bus service, this arterial can
 has a number of physical barriers preventing access to UW. These include
 retaining walls, dense vegetation and topography changes, and inward
 facing buildings.
- **Burke Museum**–The Burke Museum is pursuing funding for a new building and enhanced landscape. This includes orienting the building towards 15th Ave NE, relocating surface parking, and developing a stronger connection between campus and U District at NE 43rd St.
- **NE 41st St**—As the West Campus evolves, this east-west street will become an important connector.

DESIGN CRITERIA

- Signage and wayfinding—Place signage or other wayfinding strategies at major intersections and UW gateways.
- Street trees and vegetation–UW campus is known for its landscape character with a variety of mature trees. This asset should be enhanced along the campus edge





Although the University of Washington will take the lead on campus improvements, there may be opportunities to enhance the public benefits of those actions by coordinating with City improvements and other investments. For example, University's campus edge improvements on 15th Ave NE might benefit from corresponding City sponsored streetscape or intersection improvements in the street right of way, from architecturally consistent development across the street or from a mid-block pathway between the Ave and 15th Ave NE. The University District Partnership is an excellent vehicle for maintaining this ongoing coordination.

Actions

1. As the UW continues to implement its campus improvements, coordinate with all partners to enhance campus gateways, 15th Ave NE streetscape, east-west connections, and UW West Campus open spaces.



The table below summarizes the actions described in the Strategies section and identifies general time frames for each action. While this table can be used as a kind of checklist for the City, UDP, UW, and community members to address, it does not presume any commitments on the part of individual organizations. Nearly all of the major actions will require partnerships among organizations and resources that are currently not available. Nevertheless, as pointed out earlier, an improved and expanded public realm is necessary if the community is to grow in an equitable and healthy way.

The strategy that emerges from this project consists of the following four directions:

- Integrate this plan's recommendations into the City's comprehensive planning, community redevelopment efforts, and regulatory measures that are underway. As noted earlier, the District desires substantially improved open space and public realm assets to accommodate planned growth. The City should identify and incorporate tools such as transfer of development rights, open space requirements (with design guidelines), incentives for mid-block pass-throughs, etc. into current planning work.
- Initiate a committed, assertive effort to develop a publicly-owned central square at the center of the community. This has been a community priority for at least a decade but has been difficult to achieve. Any upzone measure should be accompanied by a strong City commitment to develop this essential community asset.
- Establish a comprehensive and collaborative program to ensure the safety, attractiveness, and vibrancy of the District's public realm. Maintenance and security of public space is especially important in the District. As noted earlier, successfully addressing this fundamental challenge will take an active and collaborative partnership that can generate substantial resources.
- Coordinate ongoing and planned activities, including park, street, transit, campus, and private improvements. There are a lot of public realm improvements being initiated, and that the benefits or these efforts can be magnified through the collaboration provided by the UDP.

ACTIONS	RECOMENDED LEAD	TIME LINE
STEWARDSHIP AND SAFETY		
 Dovetail on existing community processes and initiate a joint UDP/ community/UW/City interdepartmental program to tackle security, maintenance, and programming of public realm. Frame as a neighborhood pilot program to address city-wide issues 		Short-term (2-5 years)
 Alert Council to objectives, priorities, and needs and raise priority with Parks District Board 		Short-term (2-5 years)
CENTRAL SQUARE		
1. Initiate a site selection process		Immediate (2015)
2. Strongly advocate for Central Square, build an advocacy network		Immediate (2015)
Engage property owner(s) in the process and, when appropriate, begin discussion about property acquisition		Immediate (2015)
 Concurrent with any substantial upzone, establish a program with multi- party strategy to produce resources sufficient to develop a publicly- owned central square 		With rezone
Develop regulatory/fee/TDR and other committee programs to implement central open space development		With rezone
Think creatively about raising local funds (e.g., grants and other funding packages)		Short-term (2-5 years)
7. Build an organization for local public realm stewardship (see above)		Short-to-Long-term (2-20 years)

ACTIONS

NORTH-SOUTH GREEN SPINE

- 1. Implement the 12th Ave NE Neighborhood Greenway.
- 2. Coordinate with King County Metro and identify street(s) where pedestrians should be prioritized.
- 3. Start programming and using residential streets and identify additional needs and problem areas.
- 4. Finish NE Brooklyn Ave streetscape design and implement.
- 5. Apply for a Small and Simple grant to develop a conceptual plan for the Ave north of NE 50th St.
- 6. Continue to insure good and visible N/S connections in West Campus.

EAST-WEST PEDESTRIAN CONNECTION

- 1. Finish NE 43rd St streetscape designs and implement
- 2. Coordinate with King County Metro and identify street(s) where pedestrians should be prioritized over bus
- 3. Establish design regulations for mid-block pass-throughs
- 4. Engage with SDOT on future concept plans for crossing I-5
- 5. Continue to enhance NE Campus Parkway

ACTIVATE EXISTING AND PLANNED PARKS

- 1. Develop a culture of stewardship, programming, and activation for individual parks and consider an 'Adopt-a-park' or 'Friend's of' program
- 2. Illustrate public/private partnership opportunities by programming and using University Playground
- 3. Continue to invest and fund planned parks
- 4. Take Advantage of opportunities presented by waterfront park site
- 5. As district develops, conduct open space needs assessment for children and youths.

POCKET PLAZAS

- 1. Establish requirements and design guidelines for private open space
- Work with UW to ensure new, off-campus development and redevelopment provides plazas or other public realm feature(s) consistent with this plan

UW CAMPUS EDGE

1. Continue to work with all parties to enhance the campus gateway, 15th Ave NE streetscape connection, and UW West Campus open spaces LEAD

RECOMENDED

TIME LINE

In progress

Immediate (2015)

Short-term (2-5 years)

Short-to-Long-term (2-20 years))

Short-term (2-5 years)

Short- to long-term (2-10 years)

Immediate (2015)

Short-term (2-5 years)

Short-term (2-5 years) Long-term (5-10 years) Long-term (5-10 years)

Short- to long-term (2-10 years)

Short- to long-term (2-10 years)

Short- to long-term (2-10 years)

Short-term (2-5 years)

Ongoing

Short-term (2-5 years)

Short- to long-term (2-10 years)

Long-term (5-10 years)