TECHNICAL APPENDIX B:
LAND USES, POLICIES AND PLANS

TABLE OF CONTENTS

List of Figures ii
List of Tables iii

Introduction 1
Methodology 1
Alternatives 2
No Action/No Build Alternative 3
Rebuild/Preservation Alternative 4
Aqua Link Alternative 5
Connector Alternative 6
Multi-Purpose Pier Alternative 7

Land Use Activities 9
Current Land Use Activities 9
Proposed Changes to Existing Land Use Activities 13
Operational Effects of Alternatives 16
No Action/No Build Alternative 16
Rebuild/Preservation Alternative 19
Aqua Link Alternative 21
Connector Alternative 24
Multi-Purpose Pier Alternative 27
Construction Effects of Alternatives 32
No Action/No Build Alternative 32
Rebuild/Preservation Alternative 33
Aqua Link Alternative 34
Connector Alternative 34
Multi-Purpose Pier Alternative 35

Policies, Plans and Objectives 39
Existing Policies, Plans and Objectives 39
Consistency 48
No Action/No Build Alternative 48
Rebuild/Preservation Alternative 50
Aqua Link Alternative 52
Connector Alternative 54
Multi-Purpose Pier Alternative 56

Summary 63

Bibliography 67

List of Figures

Figure 1. No Action/No Build alternative. 3
Figure 2. Rebuild/Preservation alternative. 4
Figure 3. Aqua Link alternative. 5
Figure 4. Connector alternative. 6
Figure 5. Multi-Purpose Pier alternative. 7
Figure 6. Waterfront Landings Condominiums. 9
Figure 7. Bell Street Pier. 9
Figure 8. Seattle Aquarium. 10
Figure 9. View of Downtown and the Viaduct from along the waterfront. 10
Figure 10. Early morning ferry passengers arrive at Colman Dock. 11
Figure 11. Land uses. 12
Figure 12. Early concept model for expansion of the Aquarium. 13
Figure 13. Vision for a new Aquarium interior, retaining Pier 59 as the facility's "spine." 13
Figure 14. Sketches of proposed redevelopment of Colman Dock. 15
Figure 15. Operational land use effects of No Action/No Build alternative. 18
Figure 16. Operational land use effects of Rebuild/Preservation alternative. 20
Figure 17. Operational land use effects of Aqua Link alternative. 23
Figure 18. Operational land use effects of Connector alternative. 26
Figure 19. Operational land use effects of Multi-Purpose Pier alternative. 29
Figure 20. Zoning. 40
Figure 21. Overwater coverage reductions. 43
Figure 22. Seattle's Central Waterfront Draft Concept Plan. 45
Figure 23. Recommended actions along Seattle's urban waterfront. 47

List of Tables

Table 1. Summary of Operational Effects.....30
Table 2. Summary of Construction Effects.....37
Table 3. Summary of Relevant SSMP Development Regulations 41
Table 4. Summary of Consistency 60
Table 5. Summary of Operational and Consistency Advantages and Disadvantages.....65

INTRODUCTION

This technical appendix is divided into three main sections. The first section, titled “Land Use Activities,” will first describe both current and proposed land use activities in the project area and then identify the operational and construction effects of each alternative on those land uses. The second section, titled “Policies, Plans and Objectives,” will first describe existing policies, plans and objectives and then discuss the relative consistency of each alternative with those policies, plans and objectives. The final section, titled “Conclusion,” will summarize the advantages and disadvantages of each alternative based on each alternative’s relative effects and consistency.

Methodology

The basic steps in producing this Technical Appendix were as follows:

1. Review current land uses and known plans for individual properties.
2. Identify effects of each alternative on those uses.
3. Review current plans and regulatory programs, including Seattle’s Central Waterfront Concept Plan, Seattle’s Shoreline Master Program and Washington State Department of Natural Resources harbor area policies.
4. Identify the consistency of each alternative with those plans and regulatory programs.
5. Send draft Technical Appendix to appropriate City staff for review.
6. Meet with appropriate staff to discuss additions or corrections to draft material as necessary.
7. Revise draft Technical Appendix.

This Technical Appendix draws heavily from the Seattle Central Waterfront Park Planning Feasibility Study (2005). It also uses City of Seattle GIS data and publicly available information from the internet, including information about Bell Street Pier and Colman Dock.

Alternatives

This Technical Appendix evaluates five alternatives. Four of the alternatives are “build” alternatives: Aqua Link, Connector, Multi-Purpose Pier and Rebuild/Preservation. The final alternative is No Action/No Build. The following pages contain brief descriptions and illustrations of the five alternatives.

No Action/No Build Alternative

The No Action/No Build alternative would do nothing to Piers 62/63 and Waterfront Park until demolition became necessary. No habitat enhancements would be constructed.

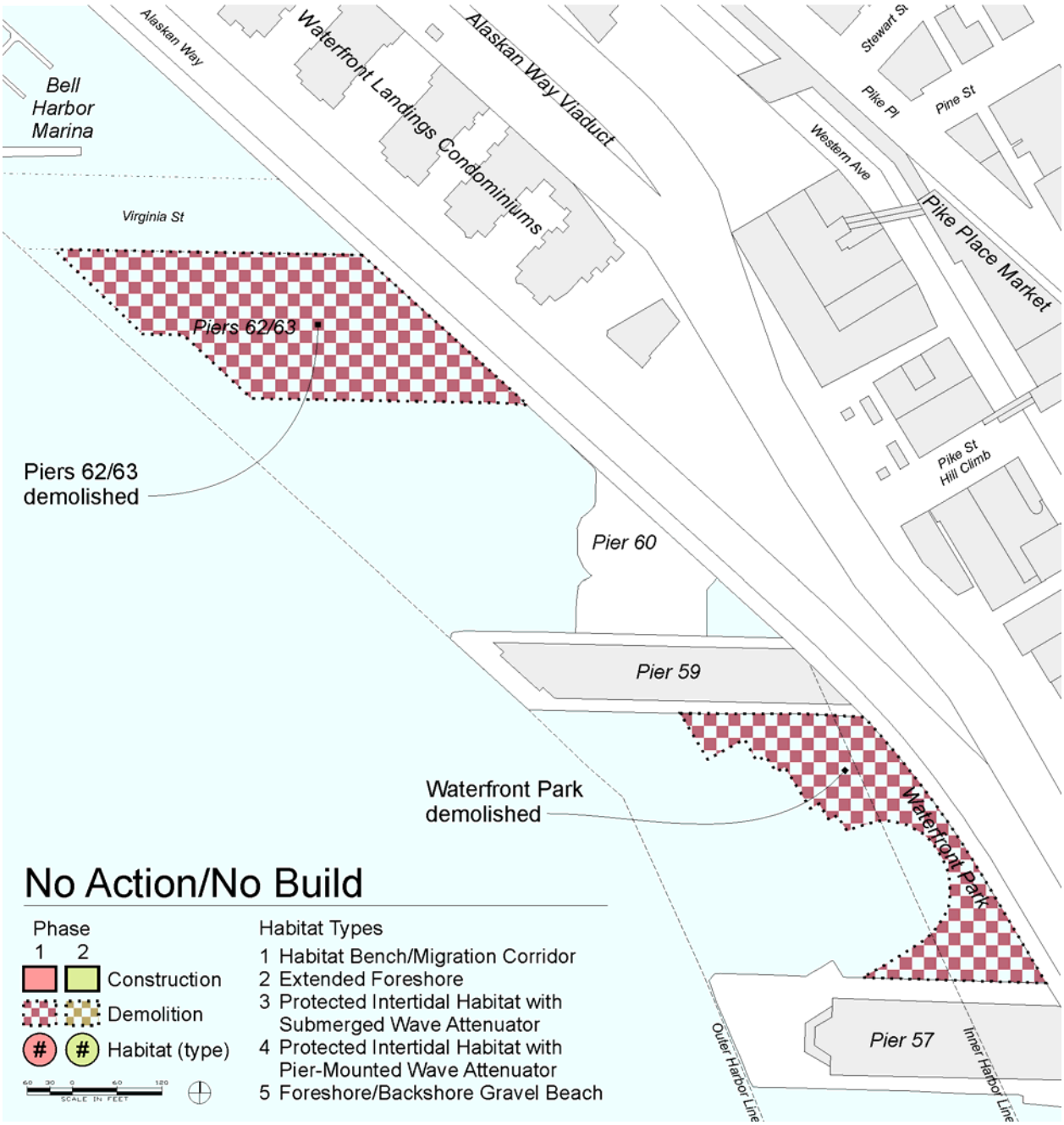

Figure 1. No Action/No Build alternative.

Rebuild/Preservation Alternative

The Rebuild/Preservation alternative would rebuild Piers 62/63 as a similar structure in the same location but set away from the shoreline. Waterfront Park would be renovated in phase one, but then demolished, along with Pier 60, as part of the Aquarium's expansion. Habitat would be enhanced along the shoreline, except underneath the expanded Aquarium, including an accessible beach at today's Waterfront Park.

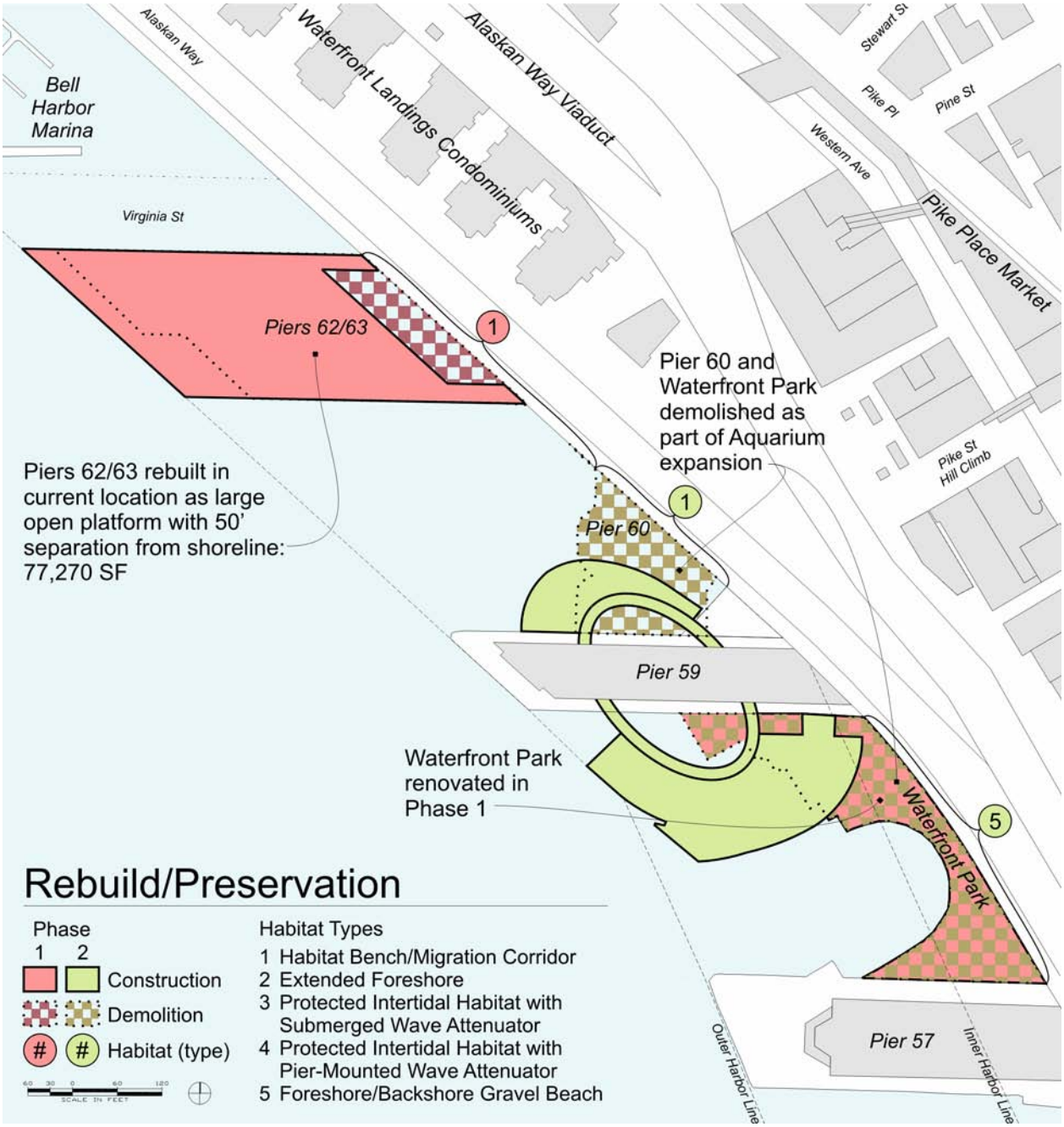

Figure 2. Rebuild/Preservation alternative.

Aqua Link Alternative

The Aqua Link alternative would rebuild Piers 62/63 as a smaller structure closer to the Aquarium. It would also build a new deck connecting Piers 59 and 57. Waterfront Park and Pier 60 would be demolished as part of the Aquarium's expansion. Habitat would be enhanced along the shoreline, except underneath the expanded Aquarium, including an accessible beach from the northern edge of Pier 60 to the southern edge of the submerged Virginia Street right-of-way.

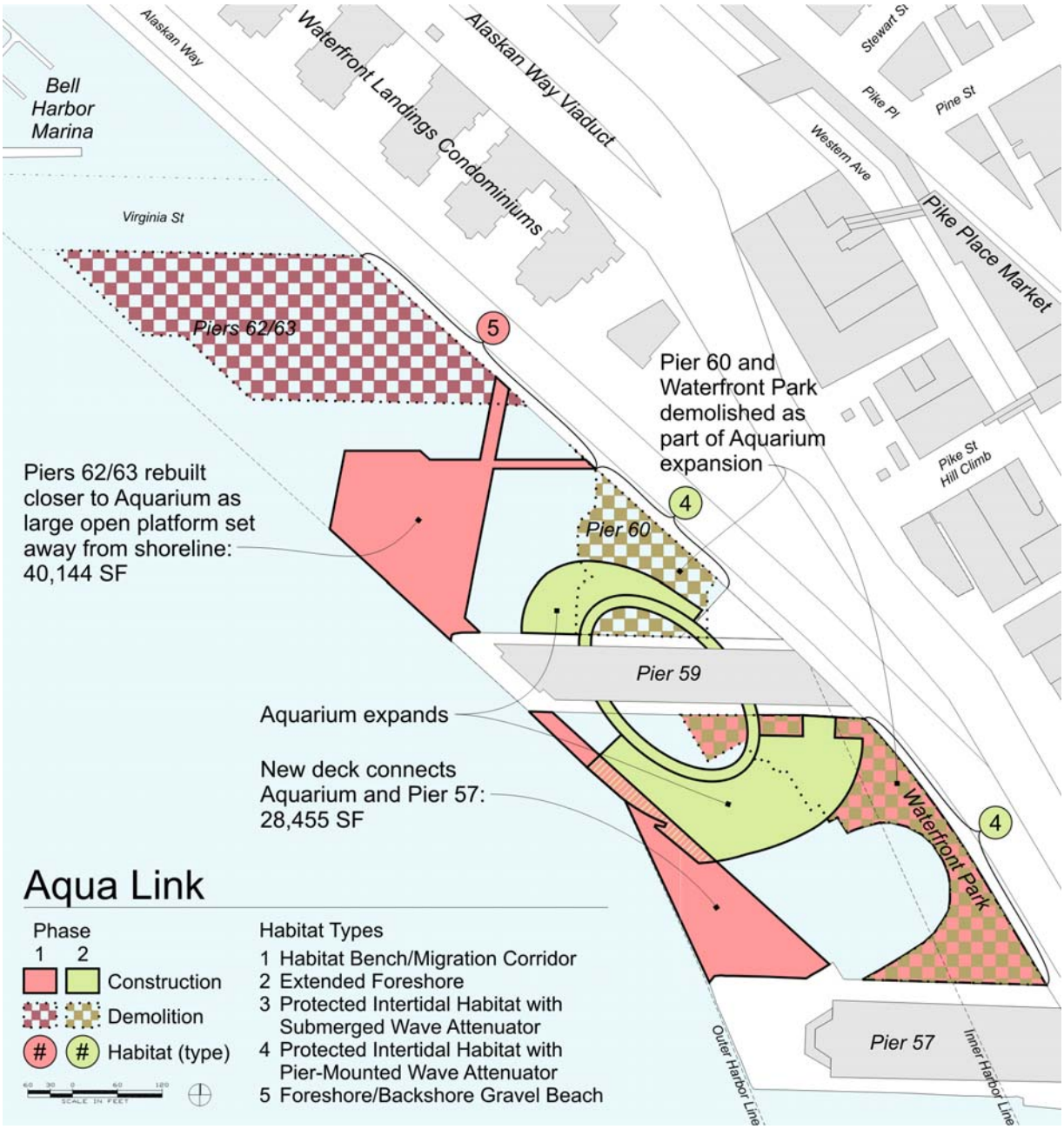

Figure 3. Aqua Link alternative.

Connector Alternative

The Connector alternative would rebuild Piers 62/63 as a similar structure in the same location but set away from the shoreline. It would also build a slender footbridge and deck connecting to the Aquarium. Waterfront Park and Pier 60 would be demolished as part of the Aquarium's expansion. Habitat would be enhanced along the shoreline, except underneath the expanded Aquarium, including an accessible beach between the new pier and the northern edge of Pier 60.

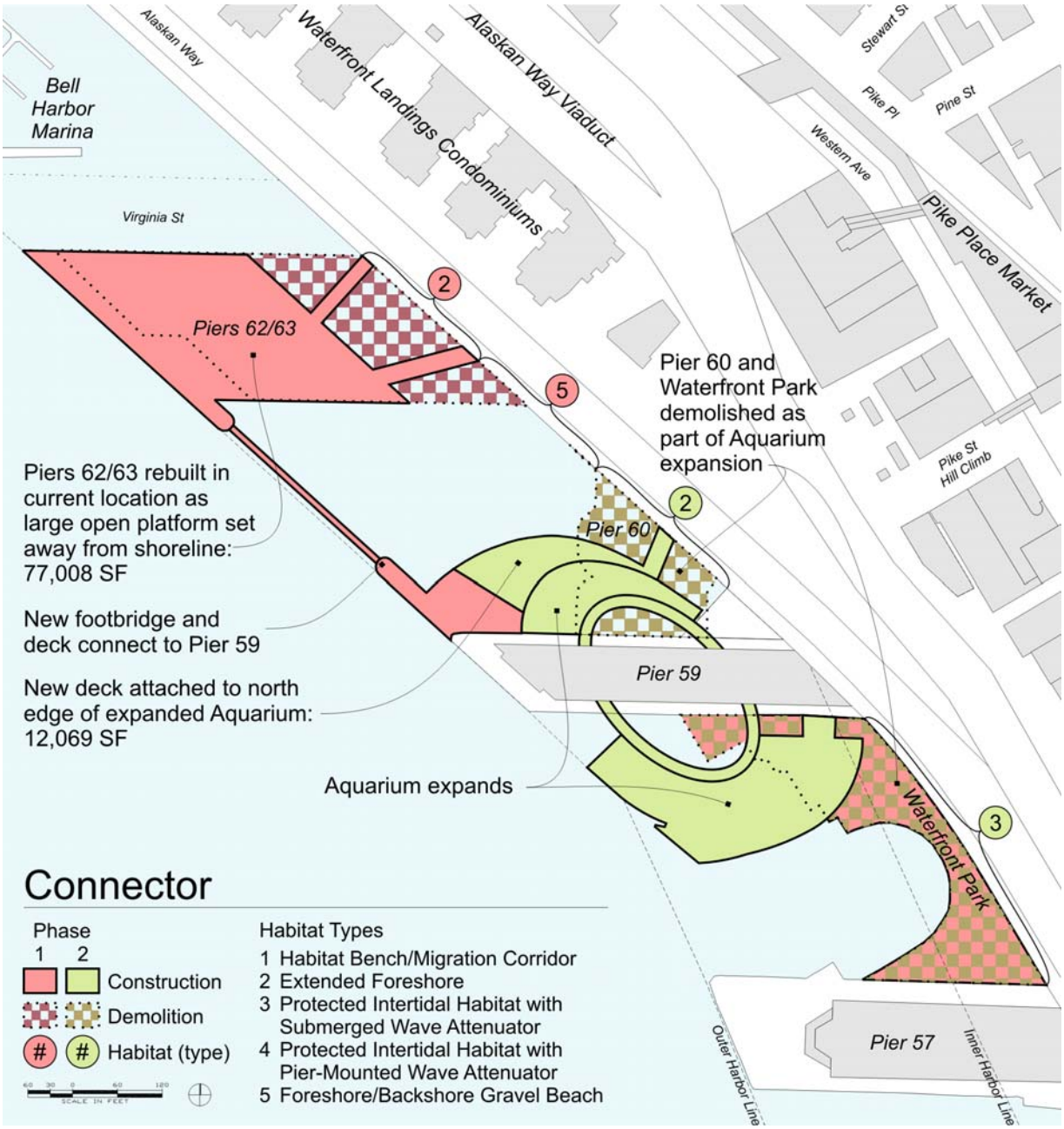

Figure 4. Connector alternative.

Multi-Purpose Pier Alternative

The Multi-Purpose Pier alternative would rebuild Piers 62/63 as a large open platform abutting an expanded Aquarium and set away from the shoreline. Waterfront Park and Pier 60 would be demolished as part of the Aquarium's expansion. Habitat would be enhanced along the shoreline, except underneath the expanded Aquarium, including an accessible beach at today's Waterfront Park.

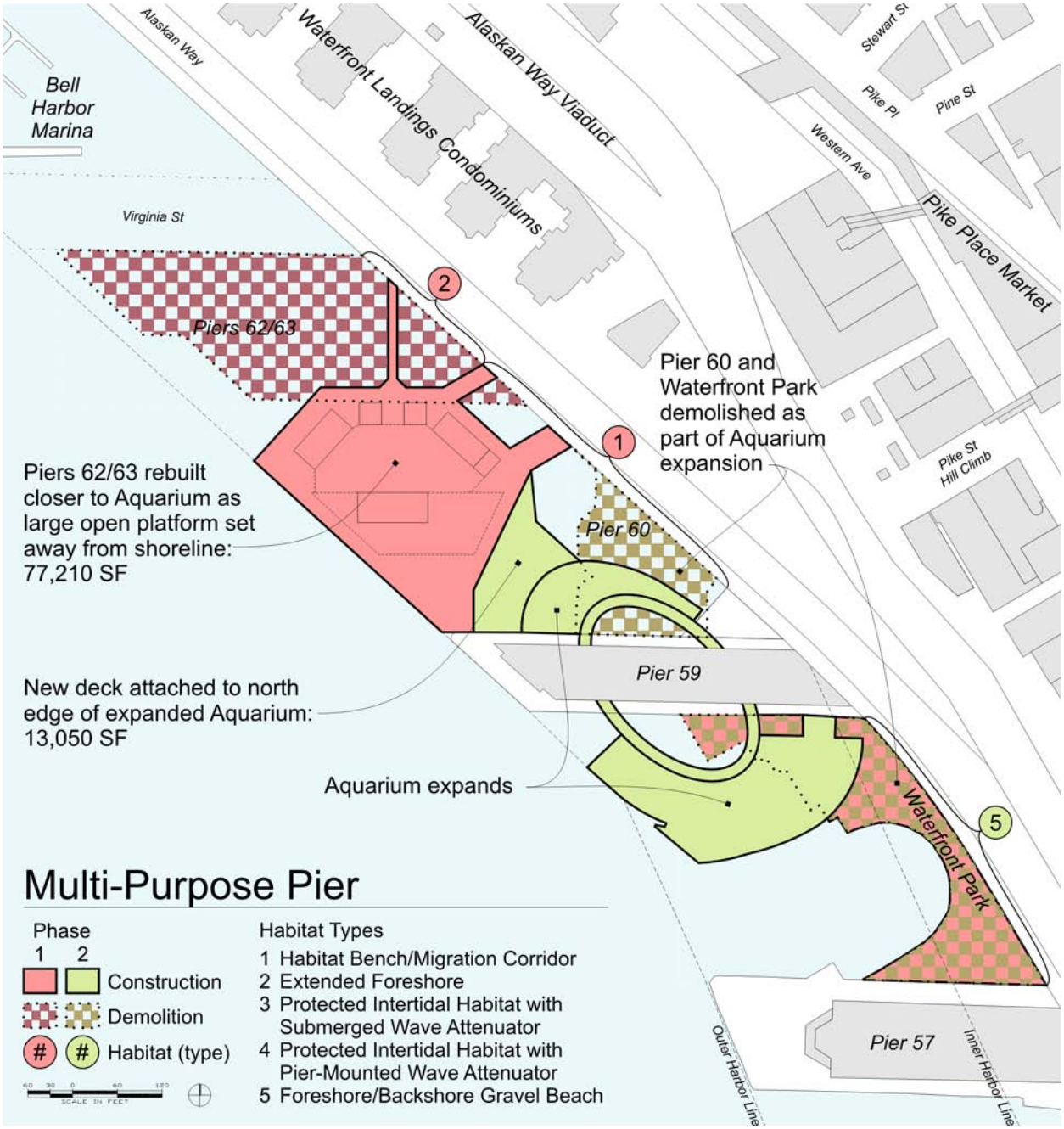

Figure 5. Multi-Purpose Pier alternative.

LAND USE ACTIVITIES

This section will first describe current land use activities and Piers 62/63's relationship to them, followed by proposed changes to those activities. It will conclude by evaluating the operational and construction effects of the various alternatives on the current and proposed land use activities.

Current Land Use Activities

A great variety of land uses surround Piers 62/63, including public/institutional, terminal/warehouse, multi-family, office, open space and retail, illustrated in Figure 11 on page 12.

Private land uses near Piers 62/63 include the Waterfront Landings Condominiums, a collection of four 5-story buildings with 240 residential units with views of Elliott Bay and ground-floor commercial space. Other retail, hotel and commercial uses are also nearby.

Figure 6. Waterfront Landings Condominiums.

The following public land uses are in the piers' immediate vicinity:

- **Bell Street Pier**

  Just north of the piers on the waterfront is Bell Street Pier, an 11 acre mixed-use complex owned and operated by the Port of Seattle. Uses include a cruise ship terminal, which boards approximately half a million cruise ship passengers each year; Bell Harbor Marina, which offers year-round guest moorage for up to 80 recreational vessels, as well as off-peak monthly moorage; the Odyssey Maritime Discovery Center, a contemporary maritime museum; as well as restaurants and plazas.

  Piers 62/63's closely spaced wood pilings currently provide limited wave protection for Bell Harbor Marina's entrance. The piers also form a definitive edge to the marina's entryway, which is the submerged Virginia St. right-of-way.

Figure 7. Bell Street Pier.

Figure 8. Seattle Aquarium.

Seattle Aquarium

The Seattle Aquarium, located just south of the piers in Piers 59 and 60, draws approximately 640,000 visitors each year. After years of degradation caused by normal exposure, Pier 59 is currently undergoing structural repairs, including replacement of the pilings on the east end of the pier with a more modern, concrete piling system. As a result of the Pier's City of Seattle landmark status, the east façade of the pier shed was removed prior to repairs and will be placed back on the rebuilt structure. Upon completion of the structural repairs, the east end of Pier 59 will be developed to provide a new Aquarium entrance directly on Alaskan Way, a new entry hall with major exhibits, as well as food and gift services.

Piers 62/63 currently provide nearby outdoor public space for Aquarium patrons, accessible via the sidewalk along Alaskan Way. Private outdoor Aquarium functions are often accommodated in the adjacent portion of Waterfront Park. Aquarium animals are currently minimally impacted by concert noise, both because of the distance between the Aquarium and the piers and because of the orientation of the concert stage.

Figure 9. View of Downtown and the Viaduct from along the waterfront.

SR 99/Alaskan Way Viaduct

The Alaskan Way Viaduct is a two-level elevated reinforced concrete structure that travels along the waterfront edge of the Downtown area, creating a physical, visual and auditory barrier between Downtown and waterfront uses. Piers 62/63 currently do not impact the Alaskan Way Viaduct.

Pike Place Market

Pike Place Market, located upslope of the waterfront, is internationally recognized as America's premier farmers' market, attracting 10 million visitors a year, mainly during the summer months. It is home to nearly 200 year-round commercial businesses; 190 craftspeople and 120 farmers who rent table space by the day; 240 street performers and musicians; and 300 apartment units, most of which house low-income elderly persons.

Piers 62/63 have generated revenue for the Pike Place Market parking garage by serving as the preferred parking supply for the Summer Nights at the Pier concert series. In the same way, the piers have also generated additional patronage for the Market, especially its restaurants.

The following land use activities will also be considered in the evaluation:

- **Downtown Retail Hub**

  Piers 62/63 are located at the waterfront terminus of two of downtown's major shopping streets – Pine and Pike. These two streets also carry the greatest number of pedestrians from the downtown area to the waterfront.

  Piers 62/63 currently provide a waterfront destination for tourists shopping downtown.

- **Waterfront Retail Strip**

  Piers 54 to 57 comprise the waterfront's tourist commercial strip, just south of Piers 62/63. The piers include several specialty retail shops, small restaurants and Ivar's, a regional restaurant destination.

  Piers 62/63 currently serve as a northern destination for foot-bound patrons of the waterfront retail strip.

- **Colman Dock Ferry Terminal**

  Colman Dock is downtown Seattle's only ferry terminal and Washington State Ferries' busiest terminal, serving over nine million riders per year on two passenger-vehicle routes and one passenger-only route. Over 85% of roughly 1.8 million vehicles per year pass through downtown Seattle on their way to other destinations. Each year, 80,000 commercial vehicles use the ferries to carry goods to west Puget Sound communities and the Olympic Peninsula. Over 25,000 people commute daily through Colman Dock, and during peak commute periods, walk-on passengers exceed vehicle passengers 8 to 1.

  Piers 62/63 currently do not impact Colman Dock.

Figure 10. Early morning ferry passengers arrive at Colman Dock.

Figure 11. Land uses.

Proposed Changes to Existing Land Use Activities

Seattle Aquarium Expansion Project

Nearly a decade ago, the Aquarium identified a need for an expanded facility, which is projected to accommodate 850,000 visitors per year (Central Waterfront Master Plan, adopted in 1997 by Resolution 29423 and amended in 2004 by Resolution 30717).

Figure 12. Early concept model for expansion of the Aquarium.

Plans to expand the Aquarium are still in pre-design stages. Actual construction may be years away, and the design may be considerably different than the currently proposed configuration suggests. While a specific design for an expanded Aquarium has not been developed, several factors will guide the design:

Figure 13. Vision for a new Aquarium interior, retaining Pier 59 as the facility's "spine."

- All new major structures are located outside a 50'-wide "salmon corridor" to facilitate fish passage in the shallow water along the Alaskan Way Seawall.
- The historic façade of Pier 59 is retained and serves as the point of entry to the expanded facility, while the remainder of the pier serves as the new facility's "spine."
- The additions are built with a distinct gap between them and Pier 59 in order to clearly separate the new structures from the historic pier shed.
- The new additions are designed to have a clearly distinct form that contrasts with the existing pier shed.

There is no formal time frame for expansion of the Aquarium. Timing will depend on completion of the initial redevelopment of Pier 59, major private fundraising, and the schedule for replacement of the Alaskan Way Viaduct and Seawall.

SR 99/Alaskan Way Viaduct and Seawall Replacement

Following three years of environmental and engineering review, 76 initial concepts, over 200 community meetings and over 4,500 public comments, the Washington State Department of Transportation (WSDOT), together with the Federal Highway Administration and the City of Seattle, have identified the Tunnel Alternative as the preferred plan

to replace the Alaskan Way Viaduct. The project will address the urgent need to replace both the 52-year old viaduct and 71-year old waterfront seawall by creating a two-for-one solution: the tunnel replaces the viaduct and along the Central Waterfront, the tunnel's west wall replaces the seawall.

Planning work will now complete the environmental review and analyze the construction phasing approach and maintenance of traffic during construction. Preliminary engineering and planning of project phases will begin. Additional work to validate the cost estimate of both the Tunnel and Rebuild alternatives will be conducted. There will be further development of the funding plan and strategy to secure funding. Current cost estimates do not include the Victor Steinbrueck Park lid. Utility relocation is expected to begin in 2007 with major construction in 2009.

As part of the planned tunneling of SR 99 through the Downtown area, a lid is proposed to cover the highway as it rises from the tunnel to meet an elevated structure near the Battery Street tunnel entrance. This lid structure, which would extend from Victor Steinbrueck Park and the Pike Place Market to Union Street, provides a unique opportunity for new physical connections between Downtown and the waterfront, as well as for reexamining development potential at the Market's PC-1 North site and addressing public safety issues at Steinbrueck Park.

The lid proposed to cover the tunnel as it rises to go over the BNSF railroad tracks at the project area is currently not in the proposed Alaskan Way Viaduct replacement budget. Even if the tunnel proceeds into construction, it is possible that the lid will not be constructed. Additionally, it is possible that the tunnel will be configured such that the lid is altered substantially from its currently proposed design.

While planning is underway for the proposed SR 99 tunnel to replace the Alaskan Way Viaduct, funding has not been secured and no construction schedule has been put in place. It is possible that the Viaduct will be replaced by a structure other than a tunnel, such as an aerial or surface structure.

The Seattle Ferry Terminal Project

To address issues associated with a deteriorating structure, improve the customer experience and address traffic concerns on city streets, WSF is planning a new, updated Colman Dock. The new facility will include expanded retail and commercial activities, and will help revitalize the Seattle waterfront.

Planning for a new Colman Dock is just beginning. Over the past year, WSF planners have explored a range of possibilities for the terminal, and beginning in Spring 2005, held public meetings to share these concepts and to discuss goals and issues related to the project. Work has also begun on an Environmental Impact Statement (EIS). Funding to upgrade the ferry terminal is included in the State Transportation Commission's budget, while funding for design and construction of the retail and commercial elements of the project will come from the private sector. Work on an environmental impact statement will begin in Spring 2006. Construction is expected to begin in 2010.

Figure 14. Sketches of proposed redevelopment of Colman Dock.

Operational Effects of Alternatives

This section contains a detailed discussion and illustration of the effects of day-to-day operations of each alternative on each of the previously described land uses. A summary matrix of the operational effects of each alternative is included at the end of this section.

No Action/No Build Alternative

- **Bell Street Pier**

  The No Action/No Build alternative would expose the entrance of the Bell Harbor Marina to stronger wave action as a result of removal of Piers 62/63's existing closely spaced wood pilings. By removing Piers 62/63, the No Action/No Build alternative would create a larger entryway to the marina, making navigation into/out of the marina easier.

- **Seattle Aquarium**

  By removing Piers 62/63, the No Action/No Build alternative would decrease the amount of outdoor public space. Since there would be no outdoor public space in this alternative, the connectivity and proximity of outdoor public space cannot be evaluated. Similarly, noise during special events would be eliminated. Since the existing outdoor event space would not be altered, the No Action/No Build alternative would maintain the existing availability of outdoor event space.

- **SR 99/Alaskan Way Viaduct**

  No effects were identified.

- **Pike Place Market**

  By not providing any special event space, the No Action/No Build alternative would remove the potential for parking fees and additional patronage generated during special events.

- **Downtown Retail Hub**

  By not maintaining a pier at this location, the No Action/No Build alternative would decrease the potential of the area as a tourist destination.

Waterfront Retail Strip

The No Action/No Build alternative would maintain the current level of activity at the northern edge of the strip.

Colman Dock Ferry Terminal

No effects were identified.

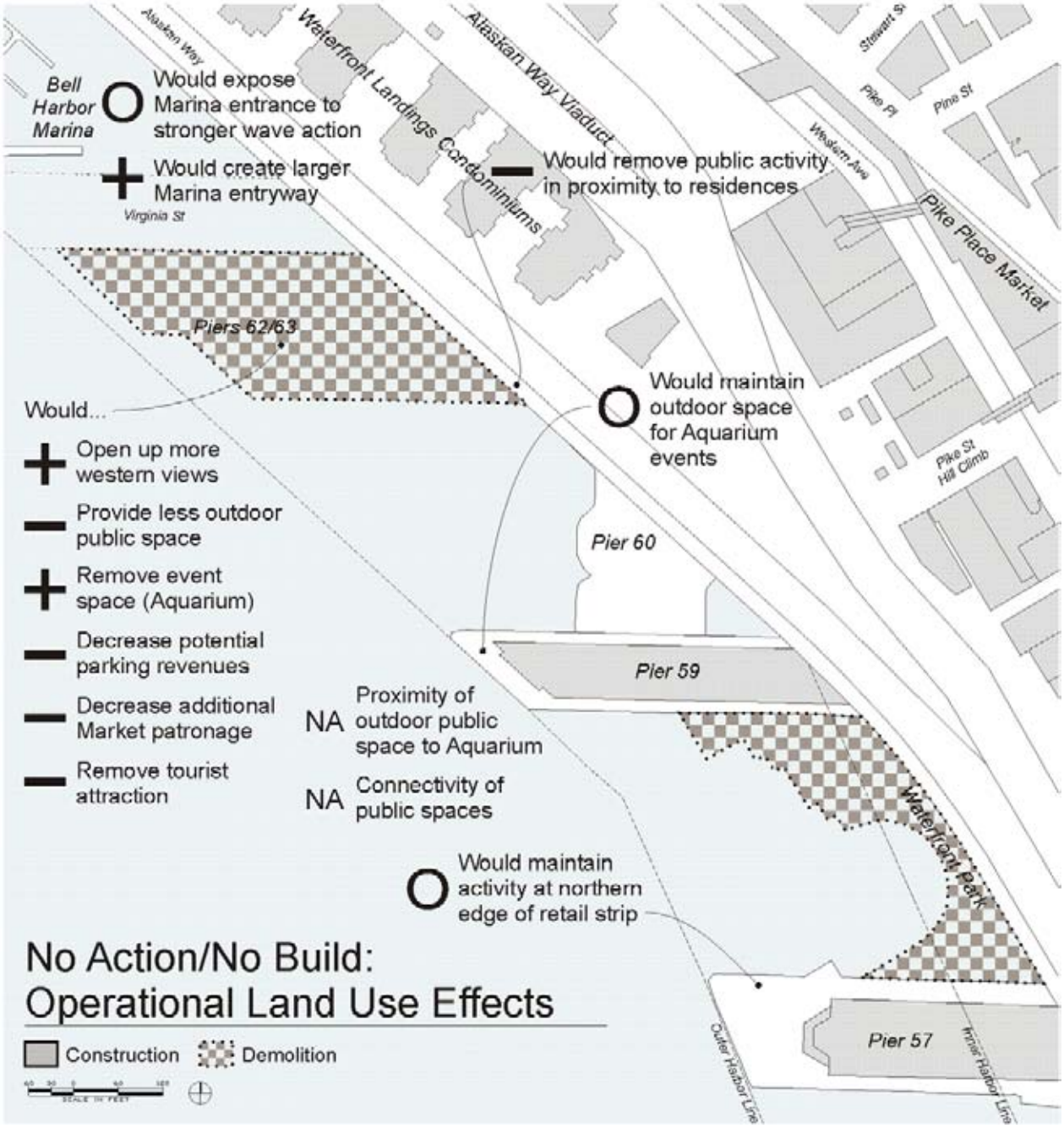

Figure 15. Operational Land Use Effects of No Action/No Build Alternative.

Effects

✚ The alternative's effect is positive/beneficial relative to the effect of other alternatives.
○ All alternatives have the same effect, or the alternative's effect is relatively neutral.
— The alternative's effect is negative/adverse relative to the effect of other alternatives.
NA The alternative has no effect or the effect cannot be evaluated.

Rebuild/Preservation Alternative

Bell Street Pier

The Rebuild/Preservation alternative would expose the entrance of the Bell Harbor Marina to stronger wave action as a result of replacing Piers 62/63's existing closely spaced wood pilings with a structure supported by widely spaced concrete pilings. By replacing Piers 62/63 with a similar structure in the same location, the Rebuild/Preservation alternative would maintain the existing level of navigation into/out of the marina.

Seattle Aquarium

Considering the outdoor public space currently provided by Piers 62/63 and Waterfront Park, the Rebuild/Preservation alternative would provide less outdoor space than currently exists, but would provide more outdoor space than the Aqua Link or No Action/No Build alternatives. The Rebuild/Preservation alternative would maintain the existing proximity of outdoor public space and the existing proximity of special event space and related noise levels. The Rebuild/Preservation alternative would maintain the existing level of connectivity to the outdoor public space as experienced along the public sidewalk. Since the existing outdoor event space would not be altered, the Connector alternative would maintain the existing availability of outdoor event space.

SR 99/Alaskan Way Viaduct

No effects were identified.

Pike Place Market

By providing the same amount of space suitable for special events, the Rebuild/Preservation alternative would maintain the existing amount of potential parking fees and additional patronage generated during special events.

Downtown Retail Hub

By maintaining a pier at this location, the Rebuild/Preservation alternative would maintain the existing level of the area as a tourist destination.

Waterfront Retail Strip

The Rebuild/Preservation alternative would maintain the current level of activity at the northern edge of the strip.

■ Colman Dock Ferry Terminal

No effects were identified.

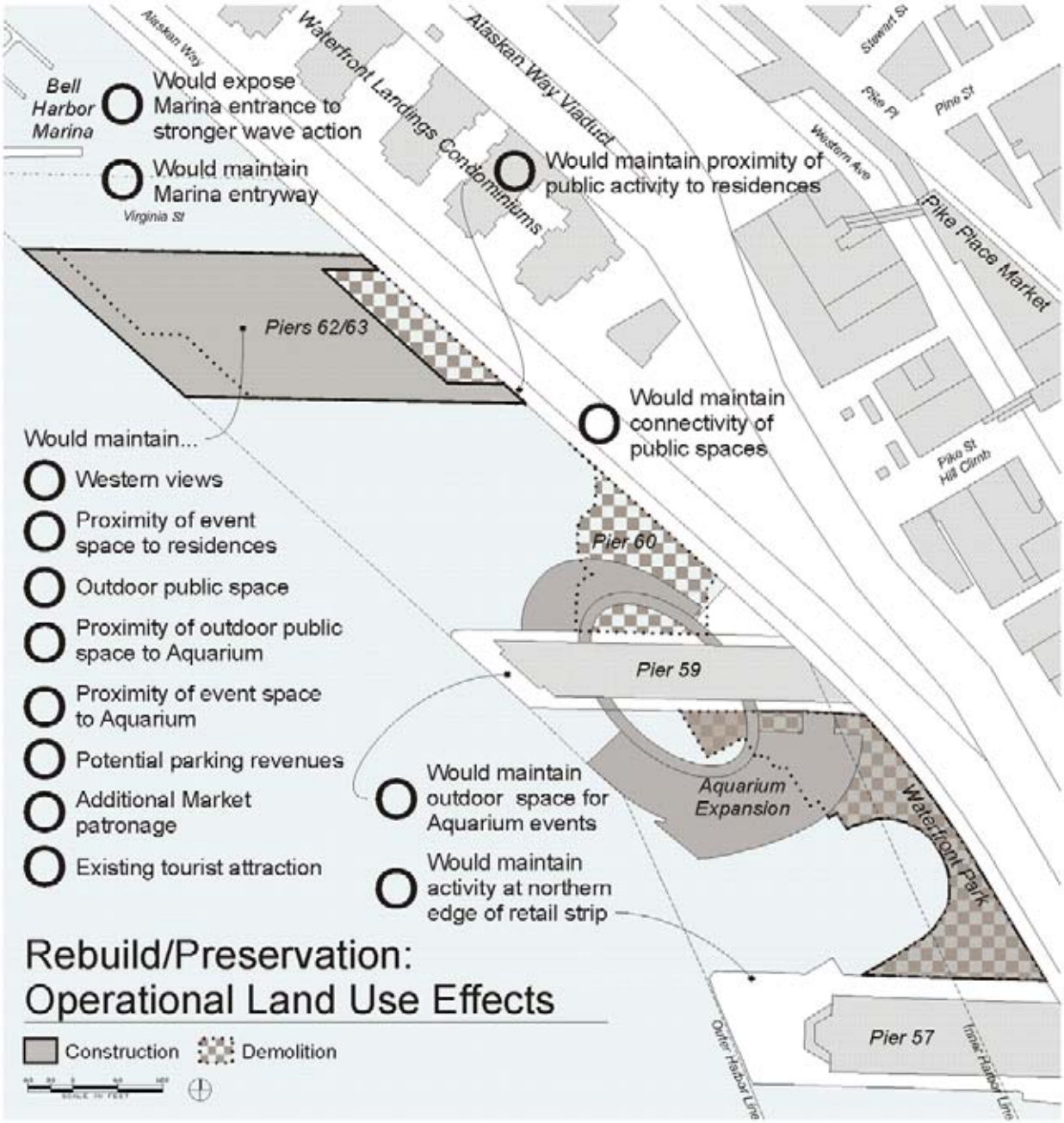

Figure 16. Operational Land Use Effects of Rebuild/Preservation Alternative.

Effects

✚ The alternative's effect is positive/beneficial relative to the effect of other alternatives.
○ All alternatives have the same effect, or the alternative's effect is relatively neutral.
▬ The alternative's effect is negative/adverse relative to the effect of other alternatives.
NA The alternative has no effect or the effect cannot be evaluated.

Aqua Link Alternative

Bell Street Pier

The Aqua Link alternative would expose the entrance of the Bell Harbor Marina to stronger wave action as a result of removal of Piers 62/63's existing closely spaced wood pilings. By replacing Piers 62/63 with a new pier farther away from the southern edge of the submerged Virginia Street right-of-way, the Aqua Link alternative would create a larger entryway to the marina, making navigation into/out of the marina easier.

Seattle Aquarium

Considering the outdoor public space currently provided by Piers 62/63 and Waterfront Park, the Aqua Link alternative would provide less usable outdoor public space for the Aquarium than both existing conditions and all of the other alternatives, except the No Action/No Build alternative. It would, however, move the outdoor public space closer to the Aquarium. Since only the pier just north of the Aquarium would be of sufficient size and configuration to provide space for special events, it would move the special event space closer to the Aquarium, increasing noise levels during events. The pedestrian connection along the water's edge would increase the connectivity of outdoor public spaces. This, however, would decrease the availability of outdoor event space for the Aquarium by turning the existing outdoor event space into a water's-edge promenade.

SR 99/Alaskan Way Viaduct

No effects were identified.

Pike Place Market

By providing less space suitable for special events, the Aqua Link alternative would decrease the amount of potential parking fees and additional patronage generated during special events.

Downtown Retail Hub

By maintaining a pier at this location, the Aqua Link alternative would maintain the existing level of the area as a tourist destination.

- **Waterfront Retail Strip**

  The deck connecting to the northern edge of Pier 57 would increase activity at the northern edge of the retail strip by providing a new access point at the water's edge.

- **Colman Dock Ferry Terminal**

  No effects were identified.

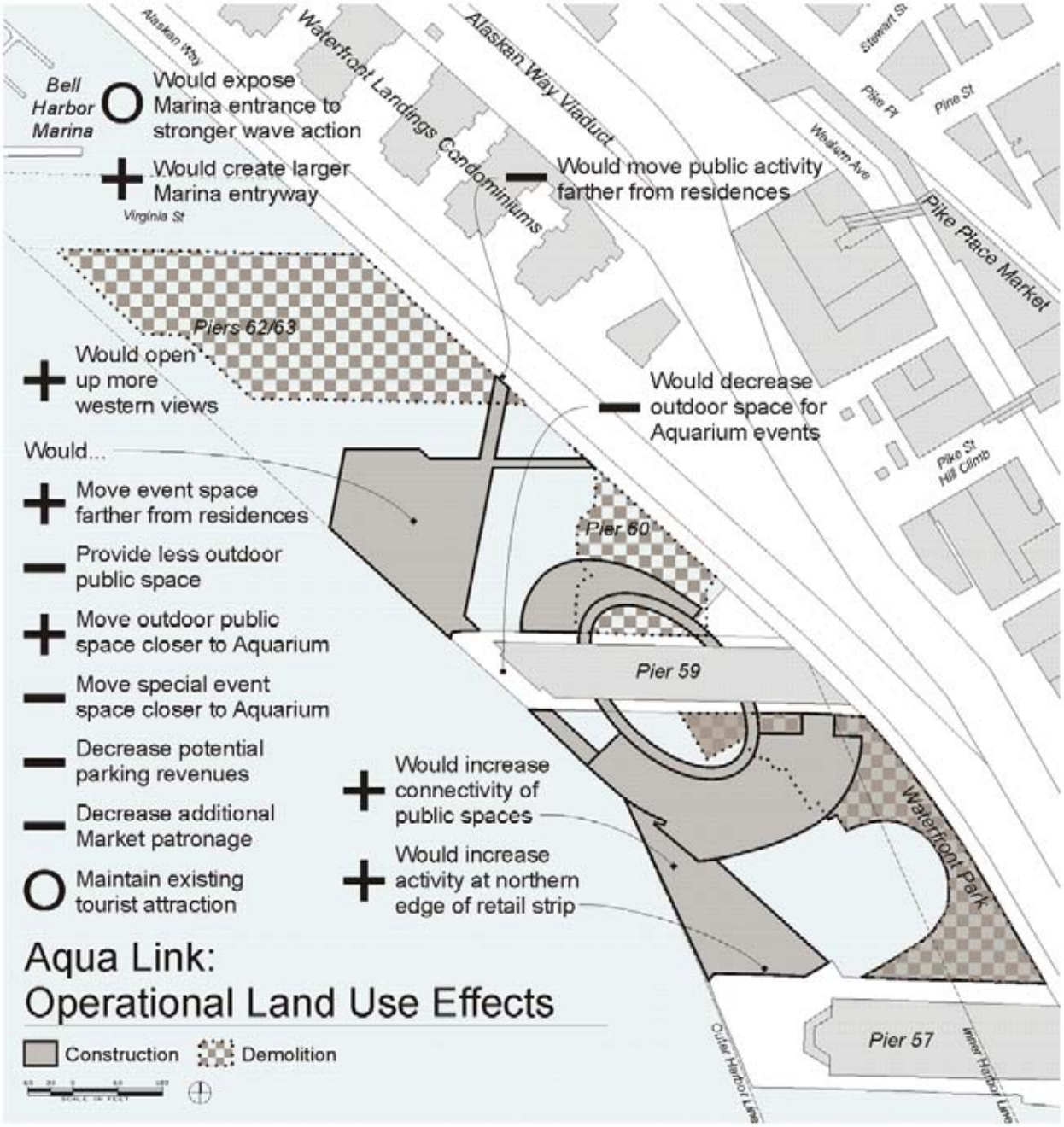

Figure 17. Operational Land Use Effects of Aqua Link Alternative.

Effects

✚ The alternative's effect is positive/beneficial relative to the effect of other alternatives.
○ All alternatives have the same effect, or the alternative's effect is relatively neutral.
— The alternative's effect is negative/adverse relative to the effect of other alternatives.
NA The alternative has no effect or the effect cannot be evaluated.

Connector Alternative

Bell Street Pier

The Connector alternative would expose the entrance of the Bell Harbor Marina to stronger wave action as a result of replacing Piers 62/63's existing closely spaced wood pilings with a structure supported by widely spaced concrete pilings. By replacing Piers 62/63 with another pier along the southern edge of the submerged Virginia Street right-of-way, the Connector alternative would maintain the existing level of navigation into/out of the marina.

Seattle Aquarium

Considering the outdoor public space currently provided by Piers 62/63 and Waterfront Park, the northern pier and deck attached to the Aquarium would together provide less outdoor space than currently exists, but would provide more outdoor space than the Aqua Link, Rebuild/Preservation or No Action/No Build alternatives. The deck attached to the Aquarium would move the outdoor public space closer to the Aquarium. Since only the pier just south of the submerged Virginia Street right-of-way would be of sufficient size and configuration to provide space for special events, the Connector alternative would maintain the existing proximity of special event space and related noise levels. The suspension bridge would increase the connectivity of outdoor public spaces. The Connector alternative would increase the amount of outdoor event space available, because the existing outdoor event space would not be altered and the deck adjacent to the northern edge of the Aquarium would be suitable for outdoor event space.

SR 99/Alaskan Way Viaduct

No effects were identified.

Pike Place Market

By providing the same amount of space suitable for special events, the Connector alternative would maintain the existing amount of potential parking fees and additional patronage generated during special events.

- **Downtown Retail Hub**

  The suspension bridge, likely to be an iconic design, would increase the potential of the area as a tourist destination.

- **Waterfront Retail Strip**

  The Connector alternative would maintain the current level of activity at the northern edge of the strip.

- **Colman Dock Ferry Terminal**

  No effects were identified.

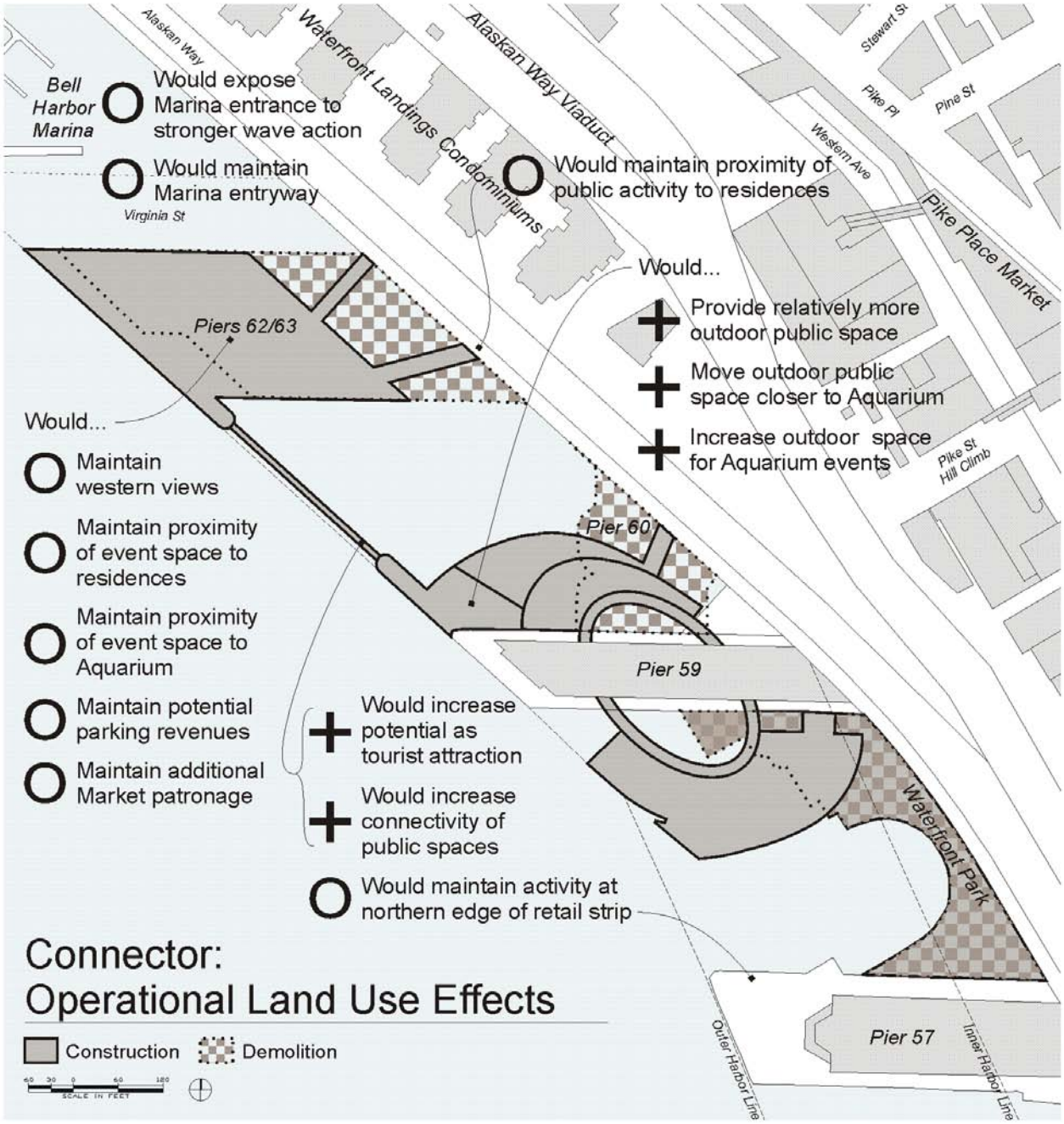

Figure 18. Operational Land Use Effects of Connector Alternative.

Effects

✚ The alternative's effect is positive/beneficial relative to the effect of other alternatives.
○ All alternatives have the same effect, or the alternative's effect is relatively neutral.
— The alternative's effect is negative/adverse relative to the effect of other alternatives.
NA The alternative has no effect or the effect cannot be evaluated.

Multi-Purpose Pier Alternative

Bell Street Pier

The Multi-Purpose Pier alternative would expose the entrance of the Bell Harbor Marina to stronger wave action as a result of removal of Piers 62/63's existing closely spaced wood pilings. By replacing Piers 62/63 with a new pier farther away from the southern edge of the submerged Virginia Street right-of-way, the Multi-Purpose Pier alternative would create a larger entryway to the marina, making navigation into/out of the marina easier.

Seattle Aquarium

Considering the outdoor public space currently provided by Piers 62/63 and Waterfront Park, the pier and deck attached to the Aquarium would provide less outdoor space than currently exists, but would provide more outdoor space than the Aqua Link, Rebuild/ Preservation or No Action/No Build alternatives, and would move the outdoor public space closer to the Aquarium. The Multi-Purpose Pier alternative would move the special event space closer to the Aquarium, increasing noise levels during special events. The Multi-Purpose Pier alternative would increase the connectivity of outdoor public spaces by forming a continuous pier surface with the Aquarium. The Multi-Purpose Pier alternative would increase the amount of outdoor event space available, because the existing outdoor event space would not be altered and the deck adjacent to the northern edge of the Aquarium would be suitable for outdoor event space.

SR 99/Alaskan Way Viaduct

No effects were identified.

Pike Place Market

By providing more space suitable for special events, the Multi-Purpose Pier alternative would increase the amount of potential parking fees and additional patronage generated during special events.

Downtown Retail Hub

By maintaining a pier at this location, the Multi-Purpose Pier alternative would maintain the existing level of the area as a tourist destination.

- **Waterfront Retail Strip**

  The Multi-Purpose Pier alternative would maintain the current level of activity at the northern edge of the strip.

- **Colman Dock Ferry Terminal**

  No effects were identified.

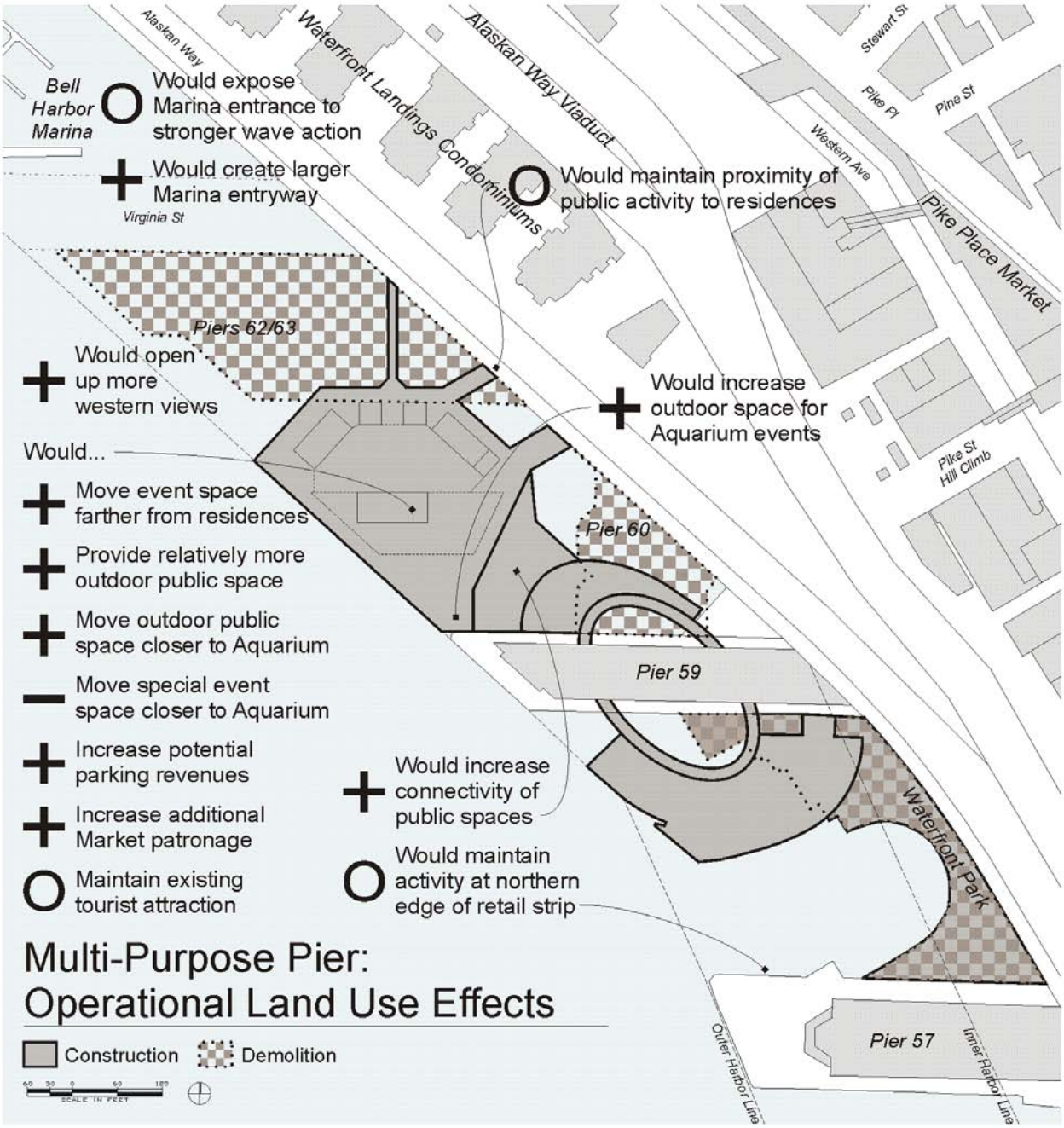

Figure 19. Operational Land Use Effects of Multi-Purpose Pier Alternative.

Effects

✚ The alternative's effect is positive/beneficial relative to the effect of other alternatives.
○ All alternatives have the same effect, or the alternative's effect is relatively neutral.
— The alternative's effect is negative/adverse relative to the effect of other alternatives.
NA The alternative has no effect or the effect cannot be evaluated.

Table 1. Summary of Operational Effects

	NO ACTION/ NO BUILD	REBUILD/ PRESERVATION	AQUA LINK	CONNECTOR	MULTI-PURPOSE PIER
Bell Street Pier					
Wave protection	○	○	○	○	○
Navigation	+	○	+	○	+
Seattle Aquarium					
Quantity of public space	–	○	–	+	+
Connectivity of public space	NA	○	+	+	+
Proximity of public space	NA	○	+	+	+
Availability of outdoor event space	○	○	–	+	+
Noise during events	+	○	–	○	–
SR 99/Alaskan Way Viaduct					
	○	○	○	○	○
Pike Place Market					
Parking fees	–	○	–	○	+
Additional patronage	–	○	–	○	+
Downtown Retail Hub					
Tourist destination	–	○	○	+	○
Waterfront Retail Strip					
Activity at northern edge	○	○	+	○	○

	NO ACTION/ NO BUILD	REBUILD/ PRESERVATION	AQUA LINK	CONNECTOR	MULTI-PURPOSE PIER
Colman Dock Ferry Terminal					
	○	○	○	○	○

Effects

✚ The alternative's effect is positive/beneficial relative to the effect of other alternatives.
○ All alternatives have the same effect, or the alternative's effect is relatively neutral.
▬ The alternative's effect is negative/adverse relative to the effect of other alternatives.
NA The alternative has no effect or the effect cannot be evaluated.

Construction Effects of Alternatives

This section contains a detailed discussion and illustration of the construction effects of each alternative on each of the previously described land uses. A summary matrix of the construction effects of each alternative is included at the end of this section.

No Action/No Build Alternative

- **Bell Street Pier**

  The entrance of the Bell Harbor Marina would be exposed to increasingly stronger wave action during removal of Piers 62/63's existing closely spaced wood pilings. The entryway to the marina would likely be constrained during demolition of the existing pier, but not during any construction.

- **Seattle Aquarium**

  During demolition, there would be no outdoor public space. As such, the connectivity and proximity of outdoor public space cannot be evaluated. Similarly, there would be no noise associated with special events, but there would be noise associated with demolition but not with any construction. The existing outdoor event space would not be constrained during demolition.

- **SR 99/Alaskan Way Viaduct**

  No effects were identified.

- **Pike Place Market**

  During demolition, there would be no potential for parking fees or additional patronage associated with special events.

- **Downtown Retail Hub**

  During demolition, the potential of the area as a tourist destination would be decreased.

- **Waterfront Retail Strip**

  During demolition, the current level of activity at the northern edge of the strip would be maintained.

- **Colman Dock Ferry Terminal**

  No effects were identified.

Rebuild/Preservation Alternative

- **Bell Street Pier**

  The entrance of the Bell Harbor Marina would be exposed to increasingly stronger wave action during removal of Piers 62/63's existing closely spaced wood pilings. The entryway to the marina would likely be constrained during demolition of the existing pier and construction of the new pier.

- **Seattle Aquarium**

  During construction, there would be no outdoor public space. As such, the connectivity and proximity of outdoor public space cannot be evaluated. Similarly, there would be no noise associated with special events, but there would be noise associated with demolition and construction. The existing outdoor event space would not be constrained during construction.

- **SR 99/Alaskan Way Viaduct**

  No effects were identified.

- **Pike Place Market**

  During construction, there would be no potential for parking fees or additional patronage associated with special events.

- **Downtown Retail Hub**

  During construction, the potential of the area as a tourist destination would be decreased.

- **Waterfront Retail Strip**

  During construction, the current level of activity at the northern edge of the strip would be maintained.

- **Colman Dock Ferry Terminal**

  No effects were identified.

Aqua Link Alternative

- **Bell Street Pier**

  The entrance of the Bell Harbor Marina would be exposed to increasingly stronger wave action during removal of Piers 62/63's existing closely spaced wood pilings. The entryway to the marina would likely be constrained during demolition of the existing pier but not during construction of the new pier.

- **Seattle Aquarium**

  During construction, there would be no outdoor public space. As such, the connectivity and proximity of outdoor public space cannot be evaluated. Similarly, there would be no noise associated with special events, but there would be noise associated with demolition and construction, and in closer proximity than the other alternatives. The existing outdoor event space would likely be constrained during construction of the water's-edge promenade.

- **SR 99/Alaskan Way Viaduct**

  No effects were identified.

- **Pike Place Market**

  During construction, there would be no potential for parking fees or additional patronage associated with special events.

- **Downtown Retail Hub**

  During construction, the potential of the area as a tourist destination would decrease.

- **Waterfront Retail Strip**

  During construction, the current level of activity at the northern edge of the strip would be maintained.

- **Colman Dock Ferry Terminal**

  No effects were identified.

Connector Alternative

- **Bell Street Pier**

  The entrance of the Bell Harbor Marina would be exposed to increasingly stronger wave action during removal of

Piers 62/63's existing closely spaced wood pilings. The entryway to the marina would likely be constrained during demolition of the existing pier and during construction of the new pier.

- **Seattle Aquarium**

  During construction, there would be no outdoor public space. As such, the connectivity and proximity of outdoor public space cannot be evaluated. Similarly, there would be no noise associated with special events, but there would be noise associated with demolition and construction and in closer proximity than the other alternatives. The existing outdoor event space would likely be constrained during construction of the suspension bridge.

- **SR 99/Alaskan Way Viaduct**

  No effects were identified.

- **Pike Place Market**

  During construction, there would be no potential for parking fees or additional patronage associated with special events.

- **Downtown Retail Hub**

  During construction, the potential of the area as a tourist destination would be decreased.

- **Waterfront Retail Strip**

  During construction, the current level of activity at the northern edge of the strip would be maintained.

- **Colman Dock Ferry Terminal**

  No effects were identified.

Multi-Purpose Pier Alternative

- **Bell Street Pier**

  The entrance of the Bell Harbor Marina would be exposed to increasingly stronger wave action during removal of Piers 62/63's existing closely spaced wood pilings. The entryway to the marina would likely be constrained during demolition of the existing pier but not during construction of the new pier.

- **Seattle Aquarium**

  During construction, there would be no outdoor public space. As such, the connectivity and proximity of outdoor public space cannot be evaluated. Similarly, there would be no noise associated with special events, but there would be noise associated with demolition and construction, and in closer proximity than the other alternatives. The existing outdoor event space would not be constrained during construction.

- **SR 99/Alaskan Way Viaduct**

  No effects were identified.

- **Pike Place Market**

  During construction, there would be no potential for parking fees or additional patronage associated with special events.

- **Downtown Retail Hub**

  During construction, the potential of the area as a tourist destination would be decreased.

- **Waterfront Retail Strip**

  During construction, the current level of activity at the northern edge of the strip would be maintained.

- **Colman Dock Ferry Terminal**

  No effects were identified.

Table 2. Summary of Construction Effects

	NO ACTION/ NO BUILD	REBUILD/ PRESERVATION	AQUA LINK	CONNECTOR	MULTI-PURPOSE PIER
Bell Street Pier					
Wave protection	○	○	○	○	○
Navigation	○	–	○	–	○
Seattle Aquarium					
Quantity of public space	○	○	○	○	○
Connectivity of public space	**NA**	**NA**	**NA**	**NA**	**NA**
Proximity of public space	**NA**	**NA**	**NA**	**NA**	**NA**
Availability of event space	○	○	–	–	–
Noise	+	○	–	–	–
SR 99/Alaskan Way Viaduct					
	○	○	○	○	○
Pike Place Market					
Parking fees	○	○	○	○	○
Additional patronage	○	○	○	○	○
Downtown Retail Hub					
Tourist destination	○	○	○	○	○
Waterfront Retail Strip					
Activity at northern edge	○	○	○	○	○

	NO ACTION/ NO BUILD	REBUILD/ PRESERVATION	AQUA LINK	CONNECTOR	MULTI-PURPOSE PIER
Colman Dock Ferry Terminal					
	○	○	○	○	○

Effects

✚ The alternative's effect is positive/beneficial relative to the effect of other alternatives.
○ All alternatives have the same effect, or the alternative's effect is relatively neutral.
▬ The alternative's effect is negative/adverse relative to the effect of other alternatives.
NA The alternative has no effect or the effect cannot be evaluated.

POLICIES, PLANS AND OBJECTIVES

This section will describe existing relevant policies, plans and objectives, and will conclude by evaluating the consistency of each alternative with those policies, plans and objectives.

Existing Policies, Plans and Objectives

- **City of Seattle Zoning**

  Piers 62/63 are located in the Downtown Harborfront 1 (DH1) Zone. The intent of the DH1 zone is to encourage waterfront revitalization; promote water-dependent uses and opportunities for public access and recreation; and, preserve historic maritime character. Uses permitted or prohibited in the DH1 zone are determined by the SSMP (SMC 23.49.300A). Development standards for all uses in the DH1 zone are also determined by the SSMP (SMC 23.49.302).

- **Seattle Shoreline Master Program**

  Piers 62/63 are located in the Urban Harborfront (UH) Shoreline Environment in the City of Seattle's Shoreline Master Program (SSMP), which implements the State's Shoreline Management Act. The intent of the UH environment is to encourage economically viable water-dependent uses to meet the needs of waterborne commerce; facilitate the revitalization of the Downtown waterfront; provide opportunities for public access and recreational enjoyment of the shoreline; preserve and enhance elements of historic and cultural significance; and, preserve views of Elliott Bay and the land forms beyond. The SSMP is scheduled to be updated in the near future. Table 3 on page 47 summarizes current SSMP regulations that apply to Piers 62/63.

  Maintaining moorage and navigation access is an important land use objective of the SSMP and the State Shoreline Management Act. The Parks and Recreation Technical Appendix compares moorage capacities of the five alternatives.

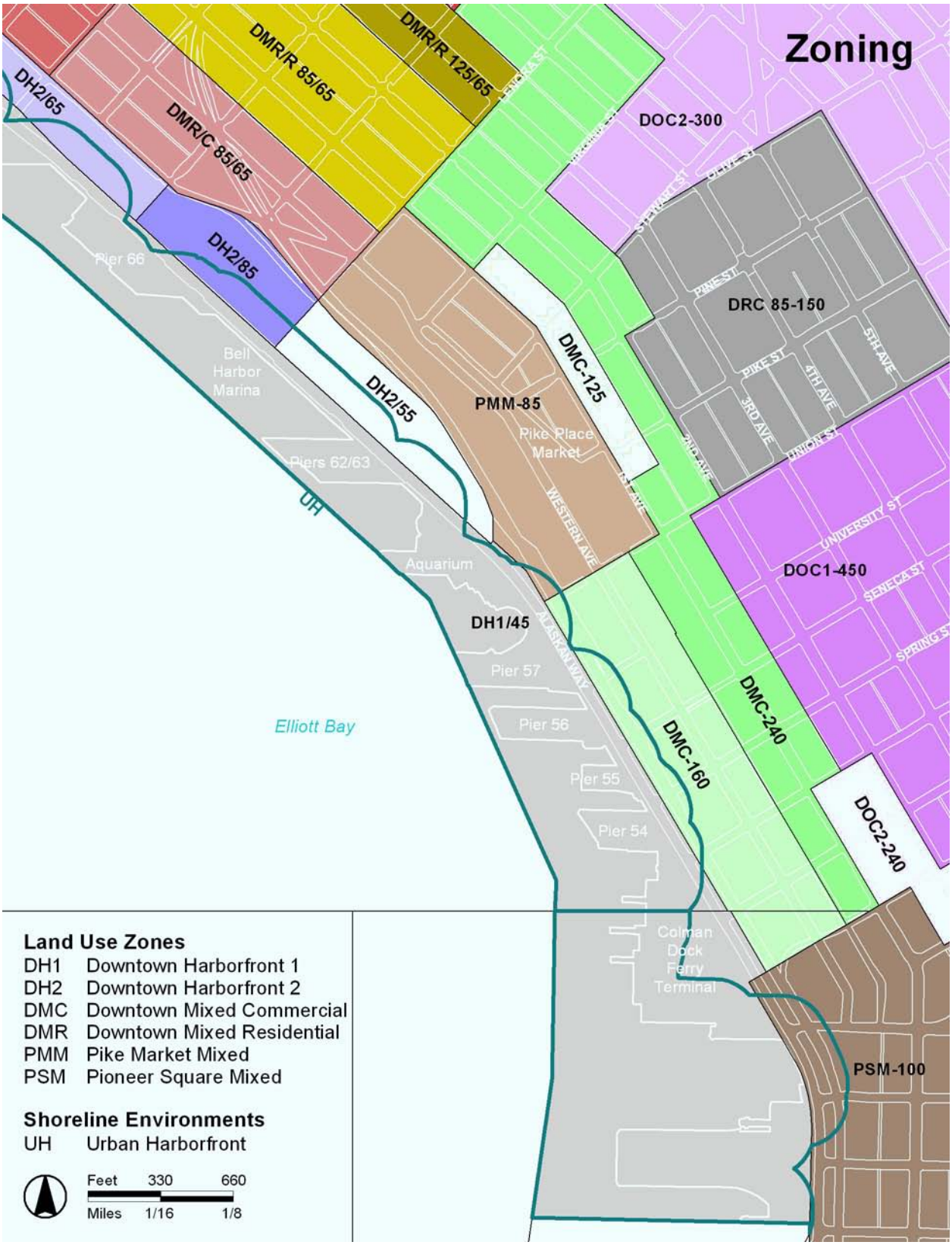

Figure 20. Zoning.

Table 3. Summary of Relevant SSMP Development Regulations

Uses Permitted Outright	Water-dependent or water-related uses (SMC 23.60.090 B,E); marine retail sales and services, eating and drinking establishments, entertainment uses, water-dependent or water-related public facilities, public facilities as part of an approved public improvement plan adopted by Council, shoreline recreation[1] (SMC 23.60.660)
Special Permitted Uses	Bulkheads to prevent erosion on Class II or Class III beaches when natural beach protection is not a practical alternative (SMC 23.60.662)
Prohibited Uses	Residential uses, specific commercial uses, general and heavy manufacturing, some institutional uses, non-water-dependent public facilities or projects except those that are part of a public improvement plan adopted by Council, landfill which creates dry land (SMC 23.60.668)
Height Limit	45 feet (SMC 23.60.692)
Lot Coverage, maximum	50% of submerged land for structures, including floats and piers (SMC 23.60.694) 65% if considered a major water-dependent use (SMC 23.60.666 A.2.a(3))
Side Setbacks	50 feet from the nearest lot, not including moorage floats, to facilitate moorage. May use half of adjacent submerged street ROW towards requirement. (SMC 23.60.696)
View Corridors	30%, minimum, of lot width measured along Alaskan Way. May be split into two sections, each a minimum of 20 feet wide. May use half of adjacent submerged street ROW towards requirement (SMC 23.60.698 A). Structures may be located in the view corridor if the slope of the lot permits full, unobstructed view of the water over the structures (SMC 23.60.162 B.2).
Public Access	5-foot, minimum, improved walkway on a 10 foot easement (SMC 23.60.160 A.2) along one side and the seaward end of the pier. Must comprise either 15% of lot area or 5000 square feet, whichever is greater. May be located on the required pier apron. (SMC 23.60.702)
Moorage	Shall be provided on a regular basis. Shall be in the form of cleats on two sides strong enough to moor 100 foot long vessels, 1,800 square feet of 6 foot wide floats for moorage of smaller vessels, or alternative moorage facilities determined by the Director. To facilitate access to moorage, an 18 foot pier apron, on each side and the seaward end of the pier shall be provided. (SMC 23.60.700)

1 *The SSMP defines "shoreline recreation" as "an open-space use which consists of a park or parklike area which provides physical or visual access to the water. The following and similar uses are included: fishing piers, swimming areas, underwater diving areas or reefs, boat launching ramps, bicycle and pedestrian paths, viewpoints, concessions without permanent structures, floats and bathhouses." (SMC 23.60.936)*

Washington Department of Natural Resources (WADNR) Harbor Area Designation

Washington State, through the Department of Natural Resources, owns all of the shorelines, tidelands and lands underlying navigable waters that had not already been sold by the federal government at the time of statehood. Article XV of the Washington State Constitution provides for a harbor line commission, which establishes harbor areas along the shore of and within one mile on either side of the corporate limits of any city. Each harbor area is designated by an inner and outer harbor line: The inner harbor line is usually determined by extreme low tide, while the outer harbor line is determined by the Harbor Area Commission. WADNR administers leases in harbor areas, typically for 30 years for constitutionally permitted uses. (Bish 1982)

The Aqua Link, Connector and Multi-Purpose Pier alternatives include some filling of the harbor area to enhance aquatic habitat. Since this filling might (but will not necessarily) restrict moorage and navigation, there is an issue that such habitat enhancements may conflict with WADNR leasing policies.

Piers 62/63 are located in a harbor area. Informal conversations with WADNR staff indicate that alterations that create habitat improvements would be supported in principle by WADNR, but that restrictions to navigation and moorage capability must be carefully reviewed. Structures, improvements, or fill whose primary purpose is to provide enhanced habitat within a harbor area is considered an interim use by WADNR. Placement of fill where the primary purpose is to cap contaminated sediments has been allowed by WADNR within state harbor areas.

One option suggested by WADNR to accommodate the proposed enhanced habitat within department policies and regulations would be to propose changing the classification of the project area from Harbor Area to Aquatic Bedland. This could lessen restrictions on the types of uses allowed. Changing the harbor area designation would take approximately one year. Harbor areas that are reclassified as bedlands need to be replaced in kind elsewhere so that there is no net loss of harbor area.

Effects on waterborne commerce and navigation of each alternative are described in this appendix. However,

further clarification of WADNR's position regarding habitat enhancement in harbor areas is necessary for the Aqua Link, Connector and Multi-Purpose Pier alternatives.

WADNR is concerned that sediments within the project area may not be in compliance with the Washington State Department of Ecology Sediment Management Standards (WAC 173-204). As part of any habitat enhancement, the City should explore opportunities to partner with WADNR, as the manager of State-owned aquatic lands, to integrate components that will address these concerns.

Public View Protection

It is the City of Seattle's policy to protect public views of significant natural and human-made features: Mount Rainer, the Olympic and Cascade Mountains, the downtown skyline, and major bodies of water including Puget Sound, Lake Washington, Lake Union and the Ship Canal, from public places consisting of specified viewpoints, parks, scenic routes, and view corridors (SMC 25.05.675P). In the project area, Victor Steinbrueck and Waterfront Parks contain protected public views.

Overwater Coverage

New overwater coverage is virtually prohibited for non-water dependent uses. The matrix at right illustrates reductions of overwater coverage for each alternative, based on the removal of the existing Piers 62/63 and the construction of the Phase 1 structures for each alternative.

ALTERNATIVE	OVERWATER COVERAGE REDUCTION
Aqua Link	8,642 SF
Connector	239 SF
Multi-Purpose Pier	0 SF
Rebuild/ Preservation	0 SF

Figure 21. Overwater coverage reductions.

Acknowledging that the relocation of overwater coverage, whether on the subject parcel or elsewhere, carries with it a host of environmental permitting hurdles, theoretically, the space noted above could be transferred to another section of the waterfront. The Multi-Purpose Pier and Rebuild/Preservation alternatives, as currently laid out, have no transferable space because they assume using the maximum amount of space for a large civic space. However, this could change once Parks receives input from the resource agencies and a final decision is reached on an actual design. The amount of overwater coverage will be considered in developing a preferred alternative and may vary from the amounts above.

Since none of the alternatives would increase overwater coverage, they are all consistent with overwater coverage policies.

Seattle's Central Waterfront Concept Plan

Over the past two years, DPD has engaged the local community in an extensive planning process to take advantage of a once-in-a-lifetime opportunity to reconnect Downtown and the waterfront in conjunction with replacement of the Alaskan Way Viaduct. In February of 2004, over 300 designers, planners, students, community advocates and others participated in an intensive *Visioning Charrette*, which produced twenty-two design concepts for a new waterfront. Based on the outcomes of the charrette and further discussions with advisory groups, DPD is developing a Waterfront Concept Plan, scheduled to be completed in spring 2006. Implementation mechanisms, including regulatory amendments, private investment strategies, mechanisms for funding public improvements and a structure for an oversight agency, will also be suggested in the Concept Plan.

The draft Concept Plan makes three recommendations specific to this project: 1) Create a Central Waterfront civic space by integrating the renovation of Piers 62/63 with the development of a highway lid and the Aquarium expansion; 2) Design the civic space to include a mix of uses including retail space, public space, public art, performance space and more; and, 3) Enhance shoreline, inter-tidal and shallow sub-tidal habitat in the shallow area from Piers 57 to 63, including near the Aquarium, and create habitat that restores native plants and animals and has educational value.

Additionally, the draft Concept Plan identifies a need for linear parks along the waterfront. It is possible that any overwater coverage not used in the rebuilding of Piers 62/63 could be transferred to another location along the waterfront in order to facilitate construction of one or more linear parks. Project timing would be critical to even contemplate the transfer of overwater coverage from the site to another. It is likely that the removal, transfer and construction would all have to be part of one project.

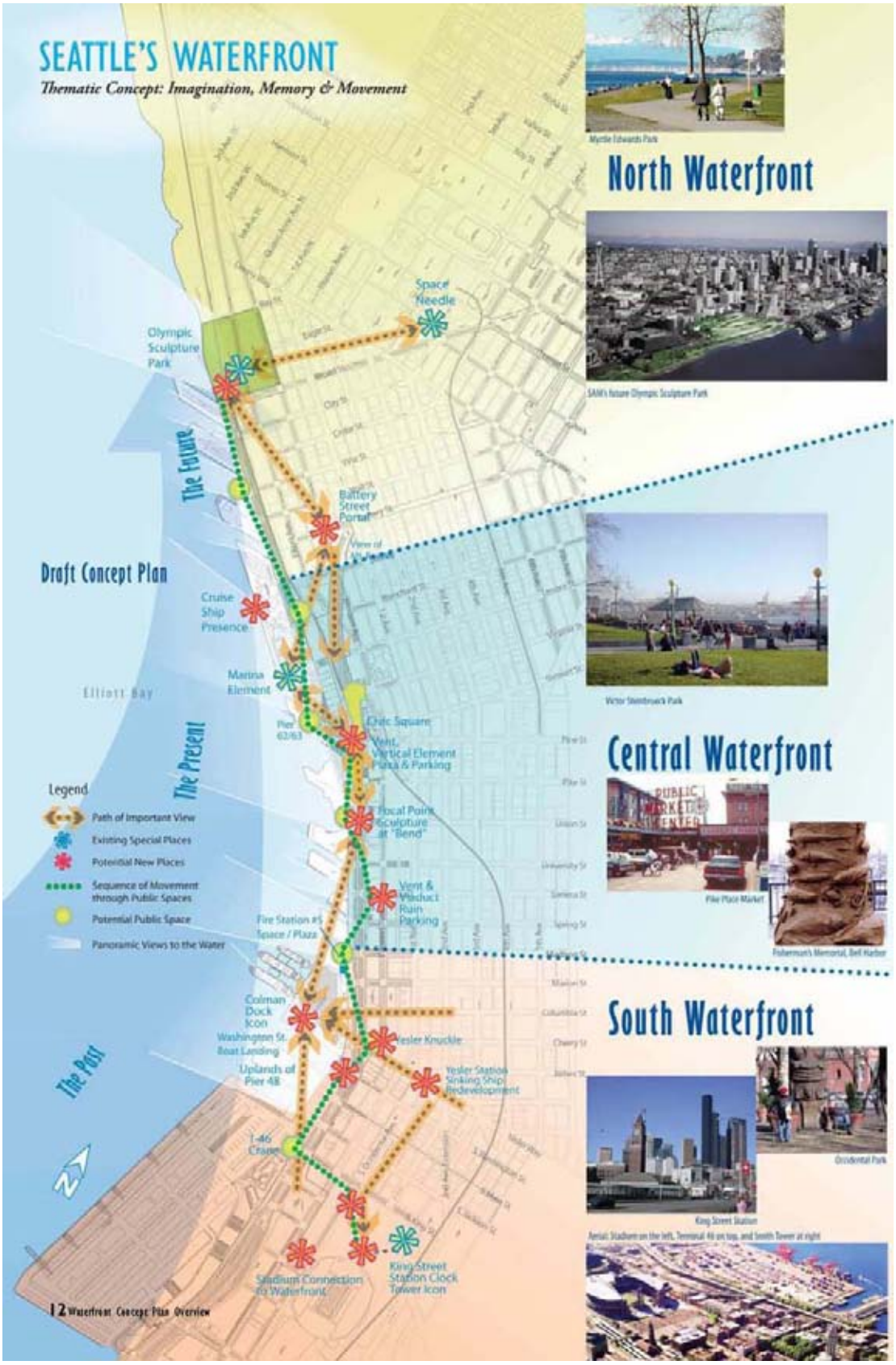

Figure 22. Seattle's Central Waterfront Draft Concept Plan.

Seattle City Council's Seven Framework Principles for Waterfront Planning

In April of 2004, the Seattle City Council adopted seven framework principles for waterfront planning that reflect key values expressed by Seattleites over time about the Central Waterfront's future (City Council Resolution 30664). Given the range of the public's hopes for this critical area, one overarching principle emerges: the need to balance and integrate the multiple and potentially competing purposes the area is expected to accommodate – private land uses, transportation, the natural environment, and public uses, activities and public space. This one principle overlaps with six other principles related to the key elements that will shape the character and function of the future waterfront.

The seven principles can be found in the Seattle Central Waterfront Feasibility Study (2005). Their implications for reconstruction of Piers 62/63 are briefly stated below:

1. **Balance and Integration**
   Balance redevelopment of Piers 62/63 with environmental restoration and public use.

2. **Access and Connection**
   Make a special effort to provide opportunities for multiple access points from the Market area to the water. Provide iconic elements to foster pedestrian movement along the waterfront and to Pike Place Market.

3. **Authenticity and Identity**
   Replace Piers 62/63 with a civic element that best responds to Seattle's vision as described in Seattle's Central Waterfront Concept Plan.

4. **Destination and Movement**
   Provide opportunities for safe and convenient pedestrian crossings of Alaskan Way without unreasonably inhibiting vehicular movement.

5. **Diversity and Flexibility**
   Design flexibility into the public spaces to accommodate a diverse mix of users.

6. **Economic Development**
   Provide opportunities for viable commercial development that will attract both tourists and the local

population. Create spaces where people want to be. Accommodate barrier-free pedestrian movement for easy accessibility. Incorporate line-of-sight, activity and pedestrian flows to enhance public safety.

7. **Environmental Sustainability**
   Enhance the nearshore environment to improve salmon migration.

Watershed Resource Inventory Area (WRIA) 9 Salmon Habitat Plan

In August 2005, WRIA 9 finalized its Salmon Habitat Plan for the Green/Duwamish and Central Puget Sound watershed. The plan identifies recommended projects and programs to be undertaken in the next ten years in order to achieve its goal "to protect, rehabilitate and enhance habitat to support viable salmonid populations in response the Endangered Species Act listing of Chinook salmon and bull trout using an ecosystem approach. This approach will also benefit other non-listed aquatic species." (Salmon Habitat Plan)

Piers 62/63 and Waterfront Park are located in the Plan's NS-4 priority habitat protection area. The Plan recommends creating shallow water habitat benches and fish-friendly structures along this section of the waterfront to open up a migration corridor and increase the amount of shallow water area for juvenile Chinook foraging (Thomson et al 2005).

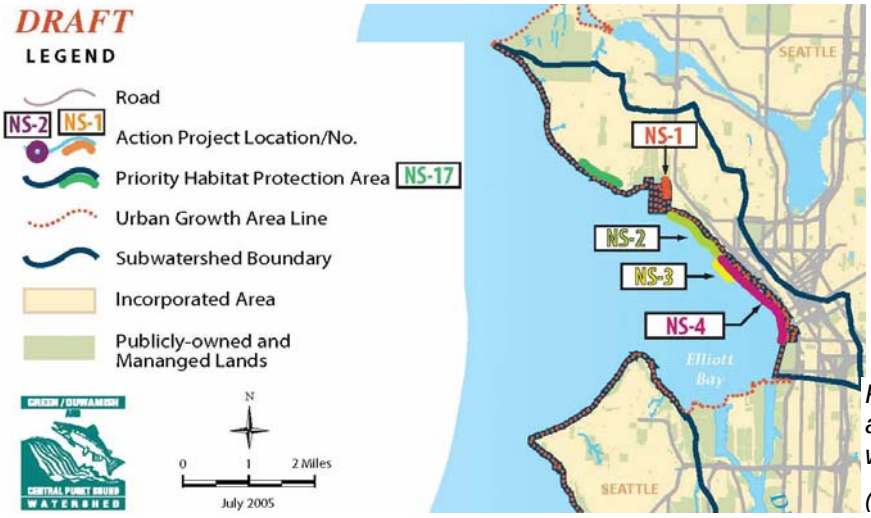

Figure 23. Recommended actions along Seattle's urban waterfront.

(Adapted from Thomson et al 2005.)

Consistency

This section contains a detailed discussion of the consistency of each alternative with the aforementioned policies, plans and objectives. The consistency of each alternative with the SSMP is summarized in table 4 on page 64. An overall summary matrix of the consistency of each alternative is included at the end of this section.

No Action/No Build Alternative

City of Seattle Zoning

The No Action/No Build alternative, which demolishes Piers 62/63, is not consistent with the intent of the DH1 zone. By removing a dilapidated pier, the alternative would revitalize this section of the waterfront. However, it would not incorporate water-dependent uses and opportunities for public access and recreation, nor would it preserve the historic character of the area as the location of pier structures. Consistency with uses and development standards is evaluated under the SSMP.

Seattle Shoreline Master Program

The No Action/No Build alternative is mostly inconsistent with the intent of the UH environment because it would not encourage economically viable water-dependent uses to meet the needs of waterborne commerce and would preclude such opportunities; provide opportunities for public access and recreational enjoyment of the shoreline; or, preserve and enhance elements of historic and cultural significance. However, it would facilitate the revitalization of the Downtown waterfront by removing a dilapidated pier, and it would preserve views of Elliott Bay and the land forms beyond. Since this is a programmatic EIS that does not propose a detailed design, consistency with uses and development standards will not be evaluated.

WADNR Harbor Area Designation

The No Action/No Build alternative would not include any filling of the harbor area to enhance aquatic habitat. This alternative does not implement WADNR's objectives of facilitating navigation because it eliminates moorage opportunities. Likewise, this alternative would not implement WADNR's aquatic resource stewardship mission because there would be no environmental enhancement.

Public View Protection

The No Action/No Build alternative would not adversely affect views from Victor Steinbrueck Park. The alternative would demolish the Waterfront Park viewpoint and would not provide a space for similar views. However, the view would still be available from Alaskan Way.

Seattle's Central Waterfront Concept Plan

The No Action/No Build alternative would not renovate Piers 62/63. Since there would be no new pier, there would be no space available for public activity, public art, event space or retail space. The No Action/No Build alternative would not include shoreline enhancements. Therefore, this alternative is not consistent with the Central Waterfront Concept Plan.

Seattle City Council's Seven Framework Principles for Waterfront Planning

1. **Balance and Integration**
   The No Action/No Build alternative would not balance environmental restoration and public use: It entirely removes public use and does not improve the environment.

2. **Access and Connection**
   The No Action/No Build alternative would not provide an access point from the Market area to the water at Pine Street, nor would it provide an iconic element to foster pedestrian movement.

3. **Authenticity and Identity**
   The No Action/No Build alternative would not replace Piers 62/63 and is thus not consistent with Seattle's Central Waterfront Concept Plan.

4. **Destination and Movement**
   The No Action/No Build alternative would not provide any opportunities for safe and convenient at-grade pedestrian crossings of Alaskan Way.

5. **Diversity and Flexibility**
   Since there would be no new pier, the flexibility of the design cannot be evaluated.

6. **Economic Development**
   The No Action/No Build alternative would not provide any commercial opportunities or spaces where people

want to be. The alternative would provide barrier-free pedestrian movement along the Alaskan Way sidewalk. Since there would be no new pier, the design of the new piers cannot be evaluated.

7. **Environmental Sustainability**
   The No Action/No Build alternative would not enhance the nearshore environment to improve salmon migration.

WRIA 9 Salmon Habitat Plan

The No Action/No Build alternative would not create shallow water habitat benches and fish-friendly structures.

Rebuild/Preservation Alternative

City of Seattle Zoning

The Rebuild/Preservation alternative is consistent with the intent of the DH1 zone because it would revitalize this section of the waterfront with new pier construction and habitat enhancements; incorporate water-dependent uses and opportunities for public access and recreation; and, preserve the historic character of the area as the location of pier structures. Consistency with uses and development standards is evaluated under the SSMP.

Seattle Shoreline Master Program

The Rebuild/Preservation alternative is mostly consistent with the intent of the UH environment because it would facilitate the revitalization of the Downtown waterfront; provide opportunities for public access and recreational enjoyment of the shoreline; preserve and enhance elements of historic and cultural significance; and, preserve views of Elliott Bay and the land forms beyond. However, it would not necessarily encourage economically viable water-dependent uses to meet the needs of waterborne commerce, though it would not preclude such opportunities. Since this is a programmatic EIS that does not propose a detailed design, consistency with uses and development standards will not be evaluated.

WADNR Harbor Area Designation

The Rebuild/Preservation alternative would include minor filling of the harbor area to enhance aquatic habitat.

Public View Protection

The Rebuild/Preservation alternative would not adversely affect views from Victor Steinbrueck Park. The alternative would demolish the Waterfront Park viewpoint, but similar views would be available on the new pier.

Seattle's Central Waterfront Concept Plan

The reconstructed pier would be flexible enough to include a variety of uses, including public space, public art and event space, though there would be no opportunity for retail space. However, this alternative does not respond to the Plan's call for increased connectivity and activity in this area.

Seattle City Council's Seven Framework Principles for Waterfront Planning

1. **Balance and Integration**
   The Rebuild/Preservation alternative would balance environmental restoration and public use by providing improved fish passage and habitat as well as improved public spaces.

2. **Access and Connection**
   The Rebuild/Preservation alternative would provide an access point from the Market area to the water at Pine Street, though it would not provide an iconic element or any specific amenities to foster pedestrian movement. The pier would likely be closed to the public during events.

3. **Authenticity and Identity**
   The Rebuild/Preservation alternative would replace Piers 62/63 with a civic element that is consistent with Seattle's Central Waterfront Concept Plan, and thus responds to Seattle's vision. Authenticity is high because it replaces Piers 62/63 with a nearly identical structure.

4. **Destination and Movement**
   The Rebuild/Preservation alternative would provide an opportunity for a safe and convenient at-grade pedestrian crossing of Alaskan Way at Pine Street, but does not really add to connectivity because it is a "dead end" space.

5. **Diversity and Flexibility**
   The new pier would be flexibly designed (flat) to accommodate a diverse mix of users.

6. **Economic Development**
   The Rebuild/Preservation alternative would not provide any new commercial opportunities. In terms of economic development, it is neutral. The edge of the new pier would provide barrier-free pedestrian movement. The design of the new pier would incorporate line-of-sight, activity and pedestrian flows to enhance public safety.

7. **Environmental Sustainability**
   The Rebuild/Preservation alternative would enhance the nearshore environment to improve salmon migration.

WRIA 9 Salmon Habitat Plan

The Rebuild/Preservation alternative would create shallow water habitat benches and fish-friendly structures.

Aqua Link Alternative

City of Seattle Zoning

The Aqua Link alternative is consistent with the intent of the DH1 zone because it would revitalize this section of the waterfront with new pier construction and habitat enhancements; incorporate water-dependent uses and opportunities for public access and recreation; and, preserve the historic character of the area as the location of pier structures. Consistency with uses and development standards is evaluated under the SSMP.

Seattle Shoreline Master Program

The Aqua Link alternative is mostly consistent with the intent of the UH environment because it would facilitate the revitalization of the Downtown waterfront; provide opportunities for public access and recreational enjoyment of the shoreline; preserve and enhance elements of historic and cultural significance; and, preserve views of Elliott Bay and the land forms beyond. However, it would not necessarily encourage economically viable water-dependent uses to meet the needs of waterborne commerce, though it would not preclude such opportunities. Since this is a programmatic EIS that does

not propose a detailed design, consistency with uses and development standards will not be evaluated.

WADNR Harbor Area Designation

The Aqua Link alternative would include some filling of the harbor area to enhance aquatic habitat, which might (but would not necessarily) restrict moorage and navigation, a potential conflict with WADNR leasing policies.

Public View Protection

The Aqua Link alternative would not adversely affect views from Victor Steinbrueck Park. The alternative would demolish the Waterfront Park viewpoint, but similar views would be available on the new pier or deck.

Seattle's Central Waterfront Concept Plan

The Aqua Link alternative is consistent with the Central Waterfront Concept Plan in that it creates a public space. The beach might become a public attraction as well.

Seattle City Council's Seven Framework Principles for Waterfront Planning

1. **Balance and Integration**
   The Aqua Link alternative would balance environmental restoration and public use by providing improved fish passage and habitat as well as improved public spaces. The Aqua Link provides the most attractive accessible beach option.

2. **Access and Connection**
   The Aqua Link alternative would provide an access point from the Market area to the water at Pine Street, though it would not provide an iconic element to foster pedestrian movement or additional pedestrian connections.

3. **Authenticity and Identity**
   The Aqua Link alternative would replace Piers 62/63 with a civic element that is consistent with Seattle's Central Waterfront Concept Plan, and thus responds to Seattle's vision. The restored beach would be an identifiable feature.

4. **Destination and Movement**
   The Aqua Link alternative would provide an opportunity for a safe and convenient at-grade pedestrian crossing of Alaskan Way at Pine Street. It also allows people to access the water via a beach.

5. **Diversity and Flexibility**
   The new pier would be flexibly designed (flat) to accommodate a diverse mix of users, but would be much smaller than the other alternatives.

6. **Economic Development**
   The Aqua Link alternative would not provide any commercial opportunities. However, it would provide spaces where people want to be – on the new pier and along the water's edge. The restored beach may become a visitor's attraction.

7. **Environmental Sustainability**
   The Aqua Link alternative would provide the most enhanced nearshore environment to improve salmon migration.

WRIA 9 Salmon Habitat Plan

The Aqua Link alternative would create the most enhanced shallow water habitat benches and fish-friendly structures.

Connector Alternative

City of Seattle Zoning

The Connector alternative is consistent with the intent of the DH1 zone because it would revitalize this section of the waterfront with new pier construction and habitat enhancements; incorporate water-dependent uses and opportunities for public access and recreation; and, preserve the historic character of the area as the location of pier structures. Consistency with uses and development standards is evaluated under the SSMP.

Seattle Shoreline Master Program

The Connector alternative is mostly consistent with the intent of the UH environment because it would facilitate the revitalization of the Downtown waterfront; provide opportunities for public access and recreational enjoyment of the shoreline; preserve and enhance elements of historic and cultural significance; and, preserve views of

Elliott Bay and the land forms beyond. However, it would not necessarily encourage economically viable water-dependent uses to meet the needs of waterborne commerce, though it would not preclude such opportunities. Since this is a programmatic EIS that does not propose a detailed design, consistency with uses and development standards will not be evaluated.

WADNR Harbor Area Designation

The Connector alternative would include some filling of the harbor area to enhance aquatic habitat, which might (but would not necessarily) restrict moorage and navigation, a potential conflict with WADNR leasing policies.

Public View Protection

The Connector alternative would not adversely affect views from Victor Steinbrueck Park. The alternative would demolish the Waterfront Park viewpoint, but similar views would be available on the new pier or footbridge.

Seattle's Central Waterfront Concept Plan

The new pier would be flexible enough to include a variety of uses, including public space, public art and event space, and there would also be opportunity for retail space along the northern edge of the expanded Aquarium. The Connector alternative would include shoreline enhancements that provide educational value between the new pier and the expanded Aquarium, which is located in the shallow areas between Piers 57 and 63.

Seattle City Council's Seven Framework Principles for Waterfront Planning

1. **Balance and Integration**
   The Connector alternative would balance environmental restoration and public use by providing improved fish passage and habitat as well as improved public spaces.

2. **Access and Connection**
   The Connector alternative would provide an access point from the Market area to the water at Pine Street. The suspension bridge would provide an iconic element to foster pedestrian movement.

3. **Authenticity and Identity**
   The Connector alternative would replace Piers 62/63 with a civic element that is consistent with Seattle's Central Waterfront Concept Plan, and thus responds to Seattle's vision. The suspension bridge would be a recognizable element.

4. **Destination and Movement**
   The Connector alternative would provide an opportunity for a safe and convenient at-grade pedestrian crossing of Alaskan Way at Pine Street and would enhance north/south movement along the waterfront by providing a dramatic over-water route.

5. **Diversity and Flexibility**
   The new pier would be flexibly designed (flat) to accommodate a diverse mix of users, although it would not be as large as the Multipurpose Pier or Rebuild/ Preservation alternatives.

6. **Economic Development**
   The Connector alternative would provide opportunities for viable commercial development along the northern edge of the Aquarium. It would also provide spaces where people want to be – on the new pier, on the new deck on the northern edge of the expanded Aquarium, and on the suspension bridge. The design of the new piers would incorporate line-of-sight, activity and pedestrian flows to enhance public safety.

7. **Environmental Sustainability**
   The Connector alternative would enhance the nearshore environment to improve salmon migration.

■ WRIA 9 Salmon Habitat Plan

The Connector alternative would create shallow water habitat benches and fish-friendly structures.

Multi-Purpose Pier Alternative

■ City of Seattle Zoning

The Multi-Purpose Pier alternative is consistent with the intent of the DH1 zone because it would revitalize this section of the waterfront with new pier construction and habitat enhancements; incorporate water-dependent uses and opportunities for public access and recreation; and, preserve the historic character of the area as the location

of pier structures. Consistency with uses and development standards is evaluated under the SSMP.

Seattle Shoreline Master Program

The Multi-Purpose Pier alternative is mostly consistent with the intent of the UH environment because it would facilitate the revitalization of the Downtown waterfront; provide opportunities for public access and recreational enjoyment of the shoreline; preserve and enhance elements of historic and cultural significance; and, preserve views of Elliott Bay and the land forms beyond. However, it would not necessarily encourage economically viable water-dependent uses to meet the needs of waterborne commerce, though it would not preclude such opportunities. Since this is a programmatic EIS that does not propose a detailed design, consistency with uses and development standards will not be evaluated.

WADNR Harbor Area Designation

The Multi-Purpose Pier alternative would include some filling of the harbor area to enhance aquatic habitat, which might (but would not necessarily) restrict moorage and navigation, a potential conflict with WADNR leasing policies.

Public View Protection

The Multi-Purpose Pier alternative would not adversely affect views from Victor Steinbrueck Park. The alternative would demolish the Waterfront Park viewpoint, but similar views would be available on the new pier.

Seattle's Central Waterfront Concept Plan

The new pier would be flexible enough to include a variety of uses, including public space, public art and event space, and there would also be opportunity for retail space along the northern edge of the expanded Aquarium. By including a walkway around the space that is open to the public during events, the Multi-Purpose Pier alternative most directly responds to the Central Waterfront Concept Plan's call for a central open space in this vicinity.

Seattle City Council's Seven Framework Principles for Waterfront Planning

1. **Balance and Integration**
   The Multi-Purpose Pier alternative would balance environmental restoration and public use by providing improved fish passage and habitat as well as improved public spaces.

2. **Access and Connection**
   The Multi-Purpose Pier alternative would provide an access point from the Market area to the water at Pine Street. It significantly increases access and connection over the existing Piers 62/63 configuration because it allows for pedestrian movement around the pier during events and connects directly with the Aquarium.

3. **Authenticity and Identity**
   The Multi-Purpose Pier alternative would replace Piers 62/63 with a civic element that is consistent with Seattle's Central Waterfront Concept Plan, and thus responds to Seattle's vision.

4. **Destination and Movement**
   The Multi-Purpose Pier alternative would provide an opportunity for a safe and convenient at-grade pedestrian crossing of Alaskan Way at Pine Street. Pedestrian connections around the Aquarium and pier would be a substantial benefit.

5. **Diversity and Flexibility**
   The new pier would be flexibly designed (flat) to accommodate a diverse mix of users. The size and configuration of the pier make it the most flexible in this regard.

6. **Economic Development**
   The Multi-Purpose Pier alternative would provide opportunities for viable commercial development along the northern edge of an expanded Aquarium. It would also provide a space where people want to be – on the new pier. The edge of the new pier and its connection to the Aquarium would provide barrier-free pedestrian movement. The design of the new pier would incorporate line-of-sight, activity and pedestrian flows to enhance public safety.

7. **Environmental Sustainability**
   The Multi-Purpose Pier alternative would enhance the nearshore environment to improve salmon migration.

WRIA 9 Salmon Habitat Plan

The Multi-Purpose Pier alternative would create shallow water habitat benches and fish-friendly structures.

Table 4. Summary of Consistency

	NO ACTION/ NO BUILD	REBUILD/ PRESERVATION	AQUA LINK	CONNECTOR	MULTI-PURPOSE PIER
City of Seattle Zoning					
Intent of DH1	—	+	+	+	+
Seattle Shoreline Master Program					
Intent of UH	—	+	+	+	+
WADNR Harbor Area Designation					
Filling	—	○	○	○	○
Public View Protection					
Steinbrueck	○	○	○	○	○
Waterfront	—	○	○	○	○
Seattle's Central Waterfront Concept Plan					
Rec. 1	—	+	+	+	+
Rec. 2	—	○	+	+	+
Rec. 3	—	—	++	+	+
Seattle City Council's Seven Framework Principles for Waterfront Planning					
Principle 1	—	+	+	+	++
Principle 2	—	○	○	+	+
Principle 3	—	++	+	+	+
Principle 4	—	+	+	++	+
Principle 5	○	+	+	+	++
Principle 6	—	○	+	+	++
Principle 7	—	+	++	+	+

	NO ACTION/ NO BUILD	REBUILD/ PRESERVATION	AQUA LINK	CONNECTOR	MULTI-PURPOSE PIER
Watershed Resource Inventory Area (WRIA) 9 Salmon Habitat Plan					
NS-4	—	+	++	+	+

Consistency

++ The alternative is the most consistent.
+ The alternative is generally consistent.
○ The alternative is neither consistent nor inconsistent.
— The alternative is mostly inconsistent.

SUMMARY

This section summarizes the operational effects and consistency with policies, plans and objectives of the alternatives and compares the relative advantages and disadvantages of the alternatives. Since construction effects are temporary within a land use context, they are not considered in this summary.

In terms of land use impacts and planning consistency, the **Multi-Purpose Pier** alternative appears to have the most advantages (in terms of meeting the City Council Principles and consistency with current plans) and the fewest potential adverse impacts. This is primarily because the alternative configures all of the allowable over water coverage in a way that maximizes its flexibility and relationship to the Aquarium, while allowing environmental restoration north of the new pier and at the current Waterfront Park site. The primary potential land use impact of the Multi-Purpose Pier is that activities on the pier may create noise that would disturb aquarium mammals. This can be substantially mitigated by locating new mammal exhibits on the south side of the new aquarium complex, as is currently planned. The primary challenge in implementing the Multi-Purpose Pier option is integrating a new pier with the existing Aquarium prior to the Aquarium's expansion.

The **Connector** alternative appears to be the second most attractive alternative in terms of land use impacts and consistency. Because it creates a new pier space connected with a pedestrian bridge it includes a multi-use pier and a direct connection to the Aquarium. The pier in the Connector Alternative is smaller than the one proposed in the Multi-Purpose Pier alternative and would be restricted in terms of even usage. The Connector does not appear to potentially cause any significant adverse impacts. However, the bridge does restrict moorage on the south side of the pier and the bridge itself may be considered a visual impact.

The **Aqua Link** alternative appears to be the next most attractive alternative. It features a significantly smaller pier but includes the widest restored beach that is visually open to Puget Sound. While this configuration somewhat restricts the

site's use as a public gathering space as called for in the Central Waterfront Plan, the beach could be an attractive public feature for passive an low impact activities. This orientation away from the more active and higher volume uses would lessen the alternative's potential economic impact and might produce a security problem in the evening. Creating a large beach area for habitat enhancement will involve some filling of the tidelands which could potentially restrict moorage and navigation. The extent of filling for environmental enhancement is subject to WADNR approval. Although this alternative includes elements for navigation and moorage, WADNR may be concerned that the filling for environmental enhancement may restrict commerce and navigation.

The **Rebuild/Preservation** alternative essentially reproduces the status quo prior to 2003 when the pier was able to accommodate public events and performances. This alternative also includes habitat restoration, which would be a positive from the standpoint of environmental sustainability but may not correct the current Pier 62/63's significant disadvantages that it is not accessible during events and has few attractions (or public activity) during winter months. Therefore, depending on the future decision, it may not significantly contribute to the Central Waterfront Plan and does not meet the Council's principles as well as the other alternatives.

The **No Action/No Build** alternative is inconsistent with the Central Waterfront Plan, WADNR policies and the Council's Principles because it does not provide for public space, public access, moorage, or environmental enhancement. Once Pier 62/63 is removed, environmental regulations would not allow new overwater construction to replace what was lost.

Table 5. Summary of Operational and Consistency Advantages and Disadvantages

ADVANTAGES	DISADVANTAGES
No Action/No Build	
• Would make navigation into/out of Bell Harbor Marina easier. • Would open up western views and reduce noise impacts for the Condominiums. • Would remove noise impacts for the Aquarium.	• Would not meet the intent of Seattle zoning. • Would not meet the intent of SSMP. • Would not be consistent with Seattle's Central Waterfront Concept Plan. • Would not be consistent with the Council's Framework Principles. • Would not be consistent with WRIA 9 Salmon Habitat Plan. • Would move public activity space away from the Condominiums. • Would decrease the amount of public space for the Aquarium. • Would not provide any opportunity for connection to the proposed Steinbrueck lid. • Would decrease potential parking fees and additional patronage for the Market. • Would diminish the area as a tourist destination for downtown shoppers.
Rebuild/ Preservation	
• Would be consistent with WADNR policies. • Would be the most "authentic". • Would provide some environmental enhancements.	• May not provide access during special events.
Aqua Link	
• Would make navigation into/out of Bell Harbor Marina easier. • Would open up western views and reduce noise impacts for the Condominiums. • Would improve connectivity of open spaces and move outdoor public space closer to Aquarium. • Would increase activity at the northern edge of the retail strip. • Would provide the greatest amount of environmental enhancements. • The publicly accessible beach could be an attractive amenity.	• Would move public activity space away from the Condominiums. • Would decrease the amount of public and outdoor event space. • Would decrease potential parking fees and additional patronage for the Market. • Would permanently reduce the amount of public open space on the waterfront. • Filling for environmental enhancement would require working with WADNR to ensure consistency with their use policies.

ADVANTAGES	DISADVANTAGES
Connector	
• Would increase the amount, connectivity and proximity of outdoor public space for the Aquarium, as well as increase the availability of outdoor event space. • Would boost the area as a tourist destination for downtown shoppers. • Would provide an iconic element to foster pedestrian movement.	• Would reduce navigation opportunities landward of the suspension bridge.
Multi-Purpose Pier	
• Would make navigation into/out of Bell Harbor Marina easier. • Would open up western views and reduce noise impacts for the Condominiums. • Would increase the amount, connectivity and proximity of outdoor public space for the Aquarium, as well as increase the availability of outdoor event space. • Would increase potential parking fees and additional patronage for the Market. • Would be most consistent with Principle 6, Economic Development.	• Would increase noise impacts for the Aquarium. • The location of the pier next to the existing Aquarium could present design and compatibility challenges.

BIBLIOGRAPHY

Bish, Robert L. 1982. *Governing Puget Sound.* Puget Sound Books, University of Washington Press; Seattle, WA.