



# Pioneer Square

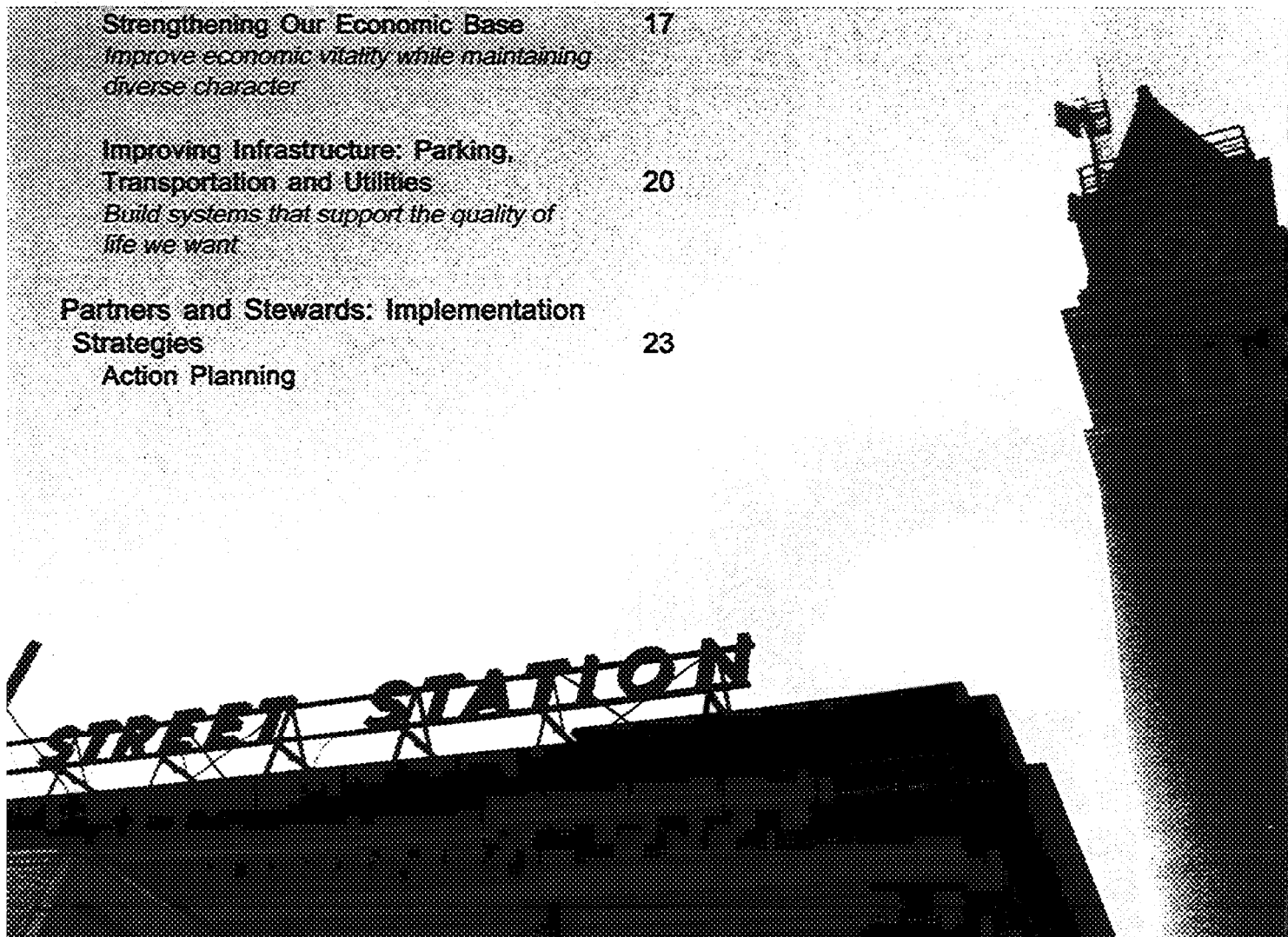
Neighborhood Plan

Pioneer Square Planning **Committee**

March **1998**

# Table of Contents

Introduction	2
History and Community Involvement	
Top Seven Projects	
Partnership Opportunities with First & Goal	
Recommendations	
Principles and Policies	4
Improving Public Spaces	5
<i>Strengthen quality of life through public art, public safety and cleanliness</i>	
Broadening Housing Availability	14
<i>Provide for growth while integrating the current population and maintaining historic character</i>	
Strengthening Our Economic Base	17
<i>Improve economic vitality while maintaining diverse character</i>	
Improving Infrastructure: Parking, Transportation and Utilities	20
<i>Build systems that support the quality of life we want</i>	
Partners and Stewards: Implementation Strategies	23
Action Planning	



## Introduction

The Pioneer Square Historic District has been actively participating in the City of Seattle's Neighborhood Planning Process since late 1995. Thirty seven Urban Village neighborhoods are currently engaged in this bottom-up, community-based process. The Pioneer Square Planning Committee has spent the majority of these three years initiating discussions and recording the outcomes concerning the quality, character and preservation of our fragile and irreplaceable neighborhood. We've accomplished a great deal, and the work is almost complete. Hundreds of volunteers and thousands of hours are invested in the creation and refinement of this plan. We proudly present the Draft 1998 Pioneer Square Neighborhood Plan for community review.

The purpose of the 1998 Plan is to guide the Historic District into the 21<sup>st</sup> century. The recommendations will direct State, County and City investment, private development, and community initiatives for many years. Pioneer Square is fortunate to have an existing neighborhood plan. The 1991 Pioneer Square Plan Update contains proposals for capital improvements, identifies private and publicly held sites where development should be encouraged, and includes policy recommendations and extensive design guidelines for the District's public spaces. This 1998 document does not replace the 1991 Plan Update, but rather adapts its recommendations to current realities and defines strategies for realizing goals. The 1991 Plan Update is supplemented by this work and, in case of conflict, the 1998 Plan takes precedence over the 1991 Plan Update.

The neighborhood is working hard to articulate and communicate our vision of the future. The mantra for Pioneer Square planning activity is to embrace change while maintaining historic character and diverse identities. What sets Pioneer Square apart from the many planning efforts around the City is the emphasis on developing partnerships necessary for implementing the community's good ideas, and our strategy to capitalize on the current development boom to realize the best outcomes. This action planning is an alternative process of planning in that it structures the process of realizing the plan concurrent with creating it. This process is collaborative and operational, and allows the neighborhood and City to participate in real time with the development forces shaping South Downtown. The 1998 Plan reflects this pro-active approach and focuses on implementation of key projects facilitating the physical and economic development of the Pioneer Square Historic District.

## History and Community Involvement

Pioneer Square has a long history of effective neighborhood planning. The neighborhood was established as the first **National Historic District** in the 1970s. In May 1970 the Seattle City Council passed Ordinance #98852 establishing the Historic District. Renovation of key properties got things rolling. Private citizen initiative was the driving force in the district's establishment.

The **1974 Pioneer Historic District Plan** addressed the need for regulations and programs to ensure development and restoration consistent with the District's historic character. The 1974 Plan proposed actions for public spaces, housing and commercial development to encourage the District to regain its former status as a thriving residential/commercial community in the heart of downtown Seattle. The City invested millions toward capital improvements, stimulating major private investment in the rehabilitation of Pioneer Square.

The **1989 Summit** was instrumental in calling attention to the public safety issues plaguing the neighborhood. The solutions and concepts discussed in this 1989 Summit laid the groundwork for the existing 1991 Plan Update. The involvement of elected officials helped to find the necessary funding to get the Plan done.

The **1991 Pioneer Square Plan Update** has become a model neighborhood plan and is valued as exemplary by many communities and the City. The 1991 Plan has been instrumental in directing attention toward and, in many cases, driving the implementation of identified capital improvement projects.

**Phase I Neighborhood Planning Process 1995-97.** Community volunteers dedicated thousands of hours researching the 1991 Plan and coordinating outreach events to involve neighborhood stakeholders. The most notable accomplishments were the **1996 Survey**, the **Mariners Ballpark Mitigation Process**, and the formation of the **Community Development Organization**.

The **1996 Pioneer Square Planning Survey** was widely distributed and yielded a healthy return. Hundreds of completed surveys revealed major community goals and provided a strong foundation to build recommendations. Four major themes emerged as community goals:

- Preserve and protect historic character
- Beautify and maintain streets, parks and alleys
- Sustain a safe and sanitary environment for all
- Promote and develop housing, the arts, small business and quality social services.

**Phase II Neighborhood Planning Process** received funding in July 1997. The Planning Committee hired a Plan Coordinator, developed a work plan, and got to work. The results of Phase II activity are recorded here and the goals and vision generated by the community have begun to influence the many development projects in and around the Historic District.

**Major Issue Areas**

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

**Action Planning** involves defining the projects, programs and policies to achieve community goals, identifying stewards who will advocate the goals, and targeting partners who will implement them. This unique and creative approach is proving successful in realizing long-term neighborhood goals. The unprecedented combination of large development projects and community activism is creating opportunity for the Historic District to realize major investments of mutual benefit.

The **Pioneer Square Partnership Summit**, a set of five meetings, took place in late September and early October, 1997. The Partnership Summit was a forum to bring the community vision forward, refine tactics for achieving this vision, and establish relationships to get things done. Several hundred residents, business people, local developers, city officials, and representatives of neighborhood organizations all came together to work cooperatively toward this end. Given the development activity in Pioneer Square, the community's energy for capitalizing on this opportunity, and the willingness shown by all stakeholders to work together, the timing for such an event was perfect.

The first four Summit meetings each explored a specific theme important to the neighborhood: improving public spaces, broadening housing availability, strengthening our economic base, and improving parking and transportation. In each of these meetings, the Planning Committee presented its current understanding of the community's vision, then facilitated further refinement of this vision and discussion of strategies to achieve it. In these meetings, invited experts contributed their perspectives and advice to the process. In the fifth meeting, "Meeting of the Minds", results were summarized and the challenge was set before the participants: "How do we make this happen?" The commitments expressed in this event, the productive partnerships forged there, and the efforts it set in motion were the true achievements of the Summit.

Our diversity is one of the attributes we love most—we will not agree on every issue. Nevertheless, Pioneer Square must find common-ground issues and speak with a unified voice on these issues. We accomplish this by keeping the community informed, involved and educated. We are meeting the construction boom challenge, by cultivating and developing partnerships. These development partners are stakeholders and must acquire a sense of ownership and responsibility for the care of the Historic District. We are helping the city to act in Pioneer Square's interest as never before, by presenting clear and well-developed solutions to our many challenges. The 1998 Plan represents this common ground and the vehicle for communicating our shared vision.

**What Happens Next?**

Once the community has had a chance to review and comment, and final revisions are made, the 1998 Pioneer Square Plan recommendations move to City Council for adoption and approval. In short, the Plan becomes law. Future decisions impacting the Historic District will be based on these recommendations.

**Top Seven Projects**

At this stage in Pioneer Square's development, it is critical to focus efforts constructively, to get visible work done, and to take maximum advantage of the opportunity created by the development boom. The Planning Committee adopted early in the process a proactive and opportunistic approach toward planning. Re-kindling support for the existing neighborhood plan by developing strategies to implement key projects has proven successful. Millions of dollars in capital improvements are underway with the Pioneer Square Historic District's values and vision as the foundation.

The community rallied around the following seven projects first identified through the 1997 Pioneer Square Partnership Summit. These projects continue to remain of top concern. They are significant in that they transcend thematic boundaries and have the potential to set in motion a cascade of good effects. We have reached consensus on these projects as catalysts to set in motion our collective vision of our future.

**Catalyze Housing Development**

Develop an incentive package to stimulate private development of middle income housing. Get a major project started.

**Develop the North Kingdome Lot**

Secure a conditional property transfer requiring a substantial housing element, parking and retail. The North Lot must be developed and not remain a flat parking surface.

**Improve Public Safety, Cleanliness and Behavior Standards**

Improve service by the City Police Department, Parks Department and SEATRAN. Explore a pilot model for

improved police service in Pioneer Square. Promote the continued success of **CleanScapes**, a private/public community-based public space cleaning company.

**Strengthen Our Economic Base**

Develop and implement a major marketing and public relations campaign. The City must commit staff time and resources to support local initiatives in business networking, information exchange, and small business assistance.

**Build Pedestrian Linkages**

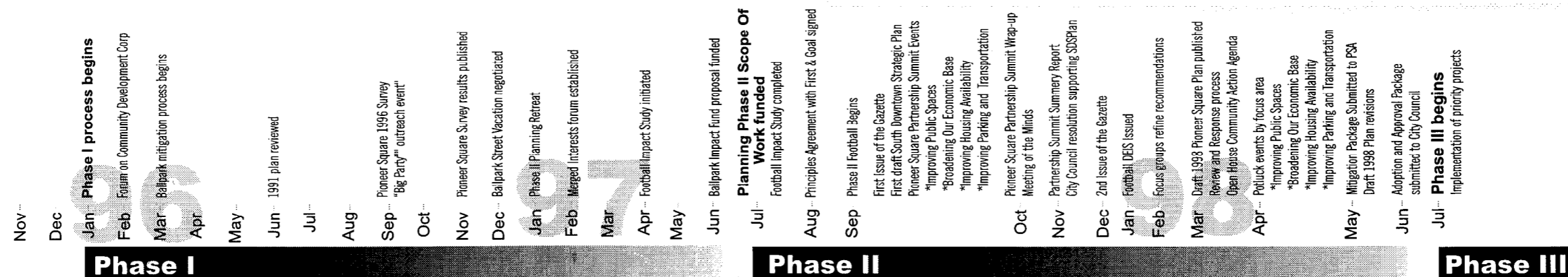
Facilitate strong coordination and partnering among projects to strengthen the neighborhood's unique historic character and arts identity. Commit capital funding for prioritized projects in the 1998 Pioneer Square Neighborhood Plan.

**Improve Access During Events and Secure a Community Parting Facility**

Secure a community-managed parking facility. Implement a pass program for residential and employee access. Implement aggressive Transportation Demand Management (TDM) recommendations for the greatest results.

**Develop the Parking Lots on the East Side of Occidental Park**

Develop the east side of Occidental Park to promote positive pedestrian activity through the addition of retail opportunities and increased parking supply. Create incentives to promote the development of flat parking lots throughout the District. Advocate and coordinate a deal to make this happen.



## Partnership Opportunities with First & Goal

football Stadium/Exhibition center Mitigation Process Pioneer Square and First & Goal., developer of the new football stadium/exhibition center forged a partnership agreement in July 1997. This "Agreement in Principles", also signed by the International District and North Duwamish neighborhoods, created an opportunity to work together to determine key projects on which to focus mitigation dollars. When the project was approved, the State Legislature mandated a requirement for a 10-million dollar investment in mitigation and other neighborhood enhancements for the impacted communities. Neighborhood organizations, volunteers and consultants have worked to identify areas of mutual benefit on which to focus the spending. The Public Stadium Authority (PSA), the public oversight organization for the stadium project, quickly extended its support for this collaborative effort. The PSA has actively followed the progress and will make decisions about the mitigation package by mid-summer 1998.

The strategy for each neighborhood is to push forward planning recommendations that make the most sense for mitigation. The presidents 2nd executives of Pioneer Square organizations share the responsibility of developing recommendations and working with the other neighborhoods. The Football Stadium Impact Study conducted last summer, the neighborhood planning process, special focus groups like the Economic Development Committee, the Public Spaces Forum, the Parking and Transportation Work Group, and the Housing Team, and public forums like Community Council have been influential in defining priorities.

Ideas have been shared and merged with the broader effort being conducted by the City's South Downtown Strategic Investment Plan. This effort is designed to coordinate and capitalize on the many South Downtown projects for maximum public benefit. Mitigation fund investment from the football stadium/exhibition center is one means to achieving implementation of recommendations.

Pioneer Square's proposed mitigation recommendations are listed in this document. Criteria utilized in the development of the recommendations are: appropriateness for mitigation funding, projects with long-lasting impact, potential for leveraging investment, and potential to meet the needs of more than one neighborhood. The PSA/First & Goal could help the neighborhood achieve its goals in any of these four ways:

Mitigation Fund Proposal ~ use the mitigation funds to achieve  
Influence Recommendation ~ use influence or commitment to achieve  
Operation Recommendation ~ expand their ongoing operations to achieve  
Design Recommendation ~ adapt facility and site design to achieve.

Football mitigation recommendations are highlighted at the end of each section of this document. The mitigation fund investments and partnerships derived through the football stadium/exhibition center project represent 2 significant opportunity to achieve major community goals. The opportunity should be embraced.

## Recommendations

### Principles and Policies

This section identifies fundamental changes that must be implemented in the way Pioneer Square operates as a neighborhood. These recommendation are more general and foundational than the specific recommendations detailed in each section. They represent common threads running through many of the ideas discussed throughout this document.

#### 1. Safety and Civility Enforcement

The diversity of users of Pioneer Square public spaces requires that common standards of civility are established and respected by all. Tourists, shelter residents, shoppers, workers, night club patrons, sports fans and residents all share space, and together define the public life of the neighborhood. Dysfunctional, antisocial behavior-harassment, public inebriation, drug dealing, drug usage, urination, excessive noise – cannot be ignored or tolerated. Existing standards for civil public behavior must be enforced by police. This Plan supports the Stay Out of the Park Ordinance, the Good Neighbor Agreement initiated by King County that limits further alcohol sales to already intoxicated chronic public inebriates, and the Good Neighbor Agreement between Social Service Providers and the Pioneer Square community that defines standards and responsibilities for the environment around service facilities. In addition, it is recommended that a public safety representative be appointed for Pioneer Square.

#### 2. Cleanliness and Maintenance Practices

The continuous, heavy use of public spaces in Pioneer Square requires substantially more maintenance and cleaning when compared to less pedestrian-oriented neighborhoods. This Plan recommends the City and the Parks Department assume responsibility for improved cleaning and maintenance of public spaces. Many property owners have already taken measures to better maintain sidewalks and alleys by contracting cleaning to CleanScapes, a local public/private partnership employing disadvantaged neighborhood residents. The City may choose to contract this additional work to a local organization such as CleanScapes.

#### 3. Artist Involvement Policy

Enhancing Pioneer Square's historic and arts identity has been identified as one of the primary objectives of the community. A vital arts district provides a wide range of cultural experiences, including a network of art galleries, affordable artist live/work spaces, performance venues such as theatres, cabaret, and small outdoor stage areas, and an exciting collection of public art. Public art can take many forms, from artwork placed in a public location, to design-

team collaboration where the ideas of an artist are incorporated into the planning and design of the project as a whole. To protect and strengthen Pioneer Square's arts identity, a policy has been developed to ensure that the work and thinking of artists is reflected in the design and construction of public spaces. This Plan proposes that *An artist will be included on the design team for all capital projects in the District that involve the use of public funding -- local, regional, state or federal.*

#### 4. Art and Legends Plan

In order to provide the implementation framework to realize a comprehensive public art and history program in the neighborhood, an Art and Legends plan shall be developed by artists, historians and community representatives. This plan will guide the development and placement for both public art and historic legends projects throughout Pioneer Square. This Art and Legends plan will:

- Identify opportunities, sites, themes and concepts for public art projects
- Identify stories, sites, and concepts for historic legends projects (see definition on page 5)
- Describe the connection between public art and historic site experiences
- Develop recommendations for gateway art locations and design guidelines (see definition on page 5)
- Propose methods and policy guidelines for hiring artists and historians
- Prioritize projects for implementation during the course of the next 10 years, coordinating with proposed capital projects.

#### 5. Preservation Board Role

The responsibilities of the Pioneer Square Preservation Board are defined by the Pioneer Square Preservation District Ordinance, SMC Chapter 23.66. This Plan recommends that the Board analyze these responsibilities in light of current practices, and consider expanding their purview to more fully engage the range of responsibilities detailed in its by-laws. This may entail the Board becoming more active in enforcing the district ordinance and design guidelines; assuming greater involvement in enhancing the economic vitality of the Historic District; and adopting a more pro-active stance in updating land-use codes and incentives to help inspire growth without risking the integrity of the Historic District. Design review, while important, may not necessarily remain their primary responsibility. It may be necessary to assign additional staff or secure additional funding for expanded responsibilities.



# Improving Public Spaces

**Objective: strengthen quality of life through public art, public safety, and cleanliness**

Public Spaces in Pioneer Square — the streets, parks and alleys — serve many functions. They are places for pedestrians to walk and linger, places for visitors to sit and watch the world go by, routes for sports fans, places for festivals and events, even the front porches and backyards of residents. The City’s designation of Pioneer Square as a pedestrian-oriented urban village is already a real and apt description.

Pioneer Square is home to a diverse crowd. It is the birthplace of Seattle and the nation’s first designated Historic District, drawing tourists and history buffs to explore its features. It is the arts district for Seattle, hosting galleries, design and advertising firms, and artist live/work studios. It is a thriving entertainment district, with night clubs, restaurants and outdoor cafes. Its waterfront edge is host to a vital ferry network. It is a magnet for some of the most unique retail in Seattle and, at the same time, houses many disadvantaged people in its missions and shelters. It is a burgeoning “technology gulch”, home to many of Seattle’s small technology and software development firms. It will soon become the home to a new baseball park, football stadium, exhibition center and rapid transit hub. This diversity makes for a vibrant community and a street life that is exciting and ever-changing. The recommendations identified here all work together toward strengthening Pioneer Square’s identity in the built landscape while improving the opportunities for public life.

## Layers and Critical Areas

The recommendations to follow are presented in two ways. The first section shows the neighborhood-wide improvements organized into seven layers. This section identifies recommendations across the whole neighborhood, showing one thematic layer at a time. The second section focuses attention on five places identified as the most important in the public’s imagination and experience of Pioneer Square. By strengthening the vitality and identity of these “critical areas”, a greater effect is had on the whole area.

## Urban Design Guidelines and the 1991 Pioneer Square Plan

Pioneer Square Historic District’s urban design and architecture provide the foundation of this unique neighborhood’s

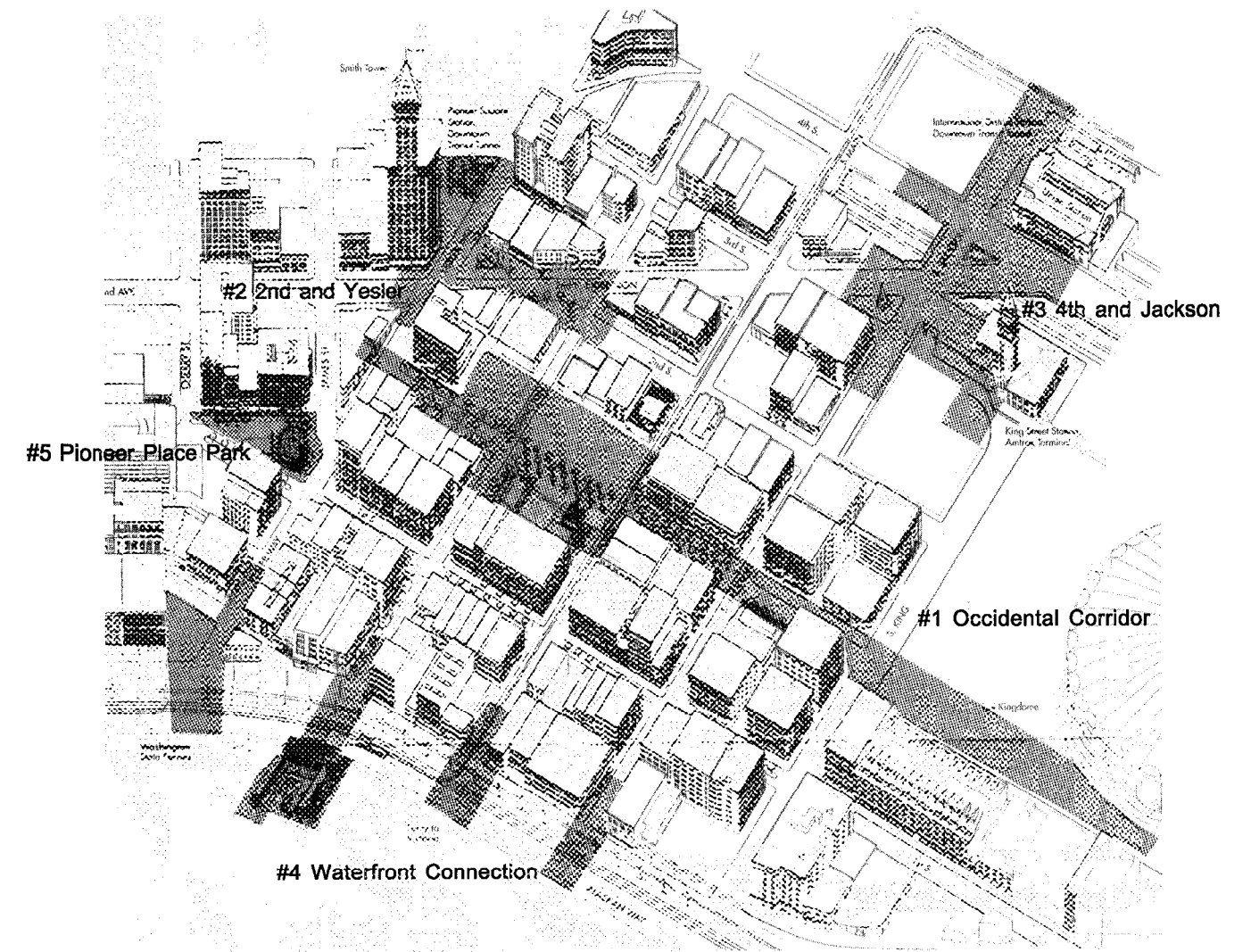
historic identity. The collection of historic buildings is one of the most concentrated in the country. The special historic street furnishings—benches, trash cans, light standards, etc. — continue this identity throughout public space. The codes and design guidelines in place that guide the rehabilitation of historic structures and define standards for streetscape elements together protect this historic character.

The 1991 Pioneer Square Plan provides detailed design guidelines for development, addressing both buildings and public spaces. This 1998 Plan does not replace that more detailed document, but rather updates its recommendations to reflect current priorities. It takes precedence over the 1991 Plan in cases of conflict. Otherwise, the detailed design guidelines (especially those for Image Building, and Character of the Retail Area) of the 1991 Plan are still in effect.

## Guiding Principles

- ◁ Focus public space investment on the five critical areas in Pioneer Square (Occidental Corridor, 2<sup>nd</sup>/Yesler, 4<sup>th</sup>/Jackson, Waterfront Connections, Pioneer Place Park)
- Amplify local arts and historic identity through public art and legends projects and involving artists on design teams
- Build on pedestrian character by enhancing pedestrian promenades and improving navigability
- Revive our public parks. They must have excellent cleaning, maintenance and gardening, exciting programming and ample public restroom facilities
- Raise standards for civil public behavior and enforce these standards consistently
- Keep moving towards comprehensive treatment of streets and spaces, including paving, signage, and street furniture as they protect the unique and historic character of the neighborhood
- Reclaim Pioneer Square alleys for positive uses; keep them clean, safe, and dumpster-free

## Critical Areas



## Definition of Terms

**Gateways:** A multi-sensory experience denoting transition or arrival. Gateways are a particular type of public art, and do not have to be literal interpretations of “gates”. They may be used to mark sequential passage along a route or express a point of transition between areas.

**Legends:** This program is envisioned as a network of historic sites throughout the neighborhood marked with interpretive designed elements at the site, and linked to an exhibition style companion book and audio walking tour. The program will highlight stories to be expressed in the urban landscape illustrating events in Seattle’s history.

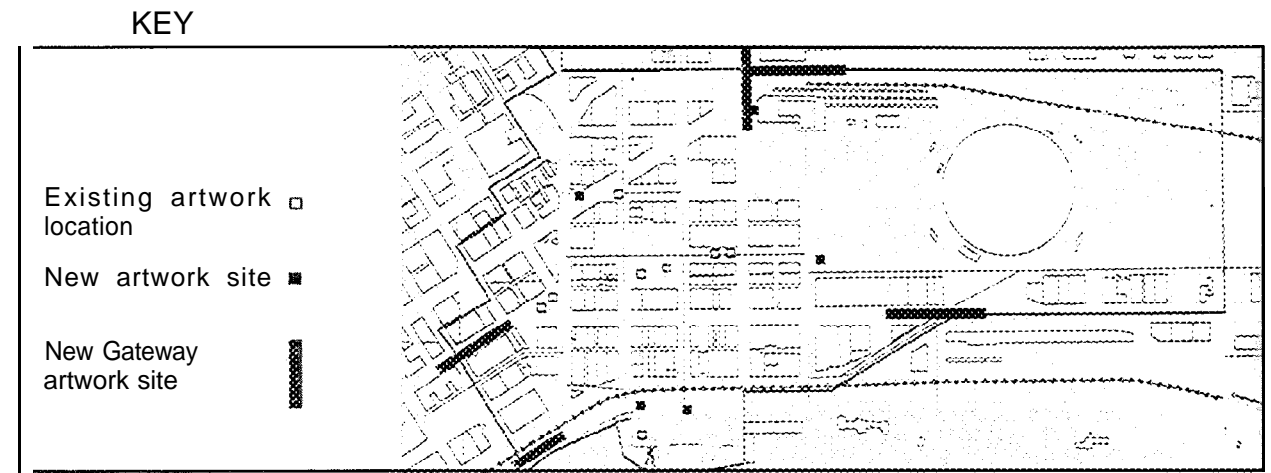
**Public Art:** A variety of experiences that may include: individual works of art displayed in public locations; functional and/or decorative building components made by artists; ephemeral artwork such as temporary installations or performances; design-team collaboration with artists; and integrated and site-specific artworks.

**Streetscape Furnishings:** The specific elements on sidewalks, streets and public spaces analogous to furniture in the home.

**PUBLIC ART AND LEGENDS**

As described on the previous page, a Public Art and Legends plan will be developed to provide an implementation framework for a comprehensive public art and history program in the neighborhood. Potential sites for public art, gateways, and legends will be explored and developed thematically in that plan, which must be funded and completed in 1998. The map to the right identifies existing public art *and potential* sites for additional public art. Final locations and themes for both art and legends sites will be developed through the Art and Legends plan.

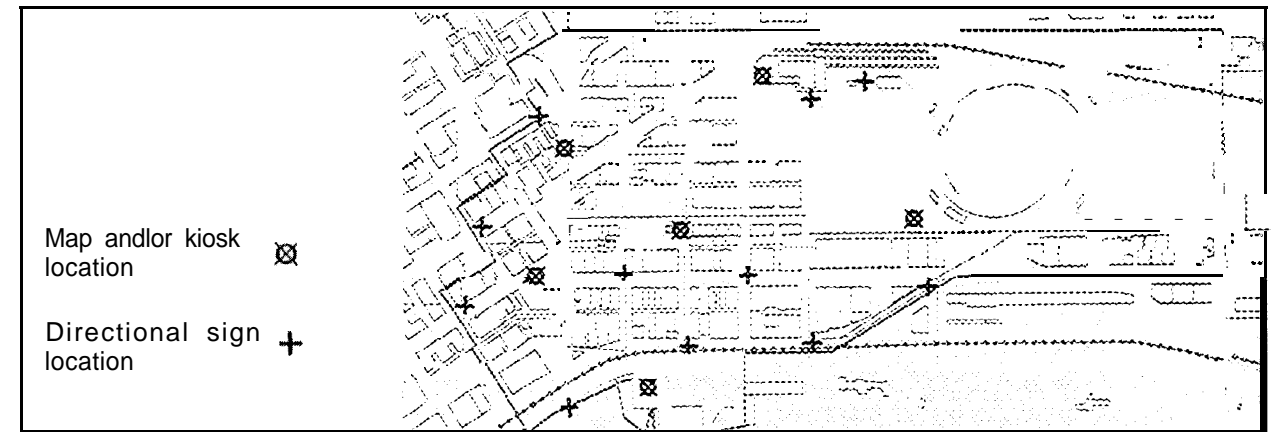
Existing and recommended locations for public art



**NAVIGATION**

A navigation system shall be developed to provide critical wayfinding support to the thousands of visitors, event goers, and transit users who pass through Pioneer Square everyday. A cohesive system of directional signs, maps and informational kiosks shall be sited at key locations throughout Pioneer Square to point the way to important destinations: parks, transit nodes, stadiums, the waterfront, ferries, historic sites, and adjacent neighborhoods' attractions. Specific elements shall be designed in keeping with the arts and historic character, and overall navigation must complement the planned public art and legends projects.

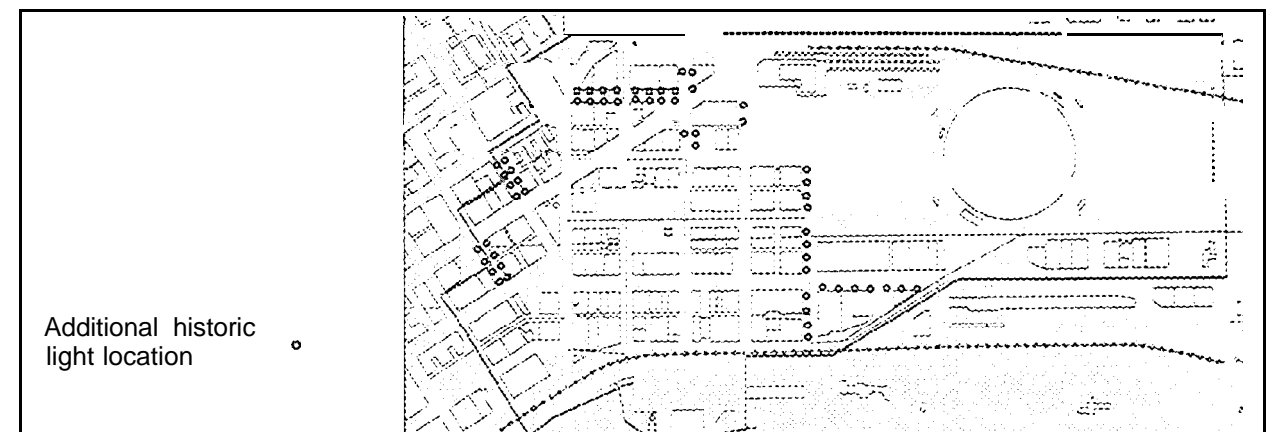
Recommended locations for maps, signs, and kiosks



**STREETSCAPE FURNISHINGS**

The identity of Pioneer Square depends largely on the cohesive treatment of the streetscape with uniform historic furnishings. Street lights, benches, trash cans, traffic signals, drinking fountains, manhole covers, tree grates, bollards, fire hydrants, phone boxes and street signs as identified in the 1991 Plan shall be used throughout Pioneer Square. All non-conforming trash cans throughout the Historic District shall be replaced with the approved green cans. If the approved cans are not available, a smaller version of the same can shall be proposed to the Preservation Board. Additional approved furnishings shall be added at identified locations.

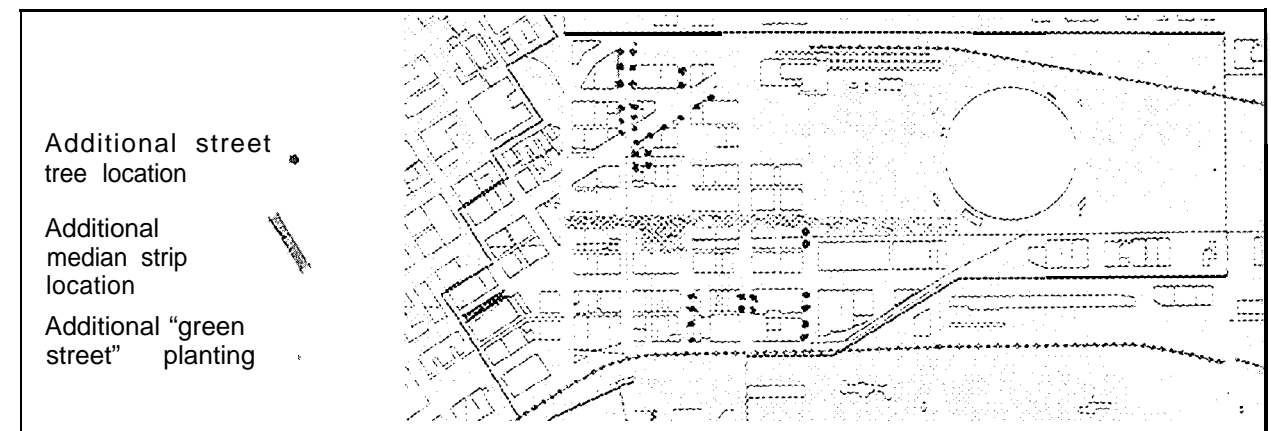
Locations where specific furnishings need to be added or replaced



**VEGETATION**

London Plane trees shall be the primary street and park tree in Pioneer Square. Median strips and permanent plant beds shall contain plants approved for urban conditions, combining deciduous evergreen shrubs with flowers and ground cover. Hanging baskets with seasonal flowers shall be hung from building facades and on light standards on the street and in the parks. Given problems with vandalism and efforts to keep plant material lush and full, temporary ground-level planters in parks are not recommended. Additional street trees and median strips shall be added at the identified location. Additional planting shall be added to designated "green streets."

Locations where additional trees, median strips and plant beds are desired



**SIDEWALKS AND AREAWAYS**

A simple and cohesive treatment of sidewalk paving shall be uniformly implemented. Paving shall be concrete with one pound lampblack per cubic yard of concrete, scored in a 2'x2' grid. Curbs shall be granite. Gutters shall be brick. Alleys shall be brick where feasible. Curb cuts shall be concrete. Sidewalk prism lights shall be preserved and restored where feasible. Night lighting of sidewalk prism lights is encouraged. Decorative sidewalk treatment is not allowed except in special cases approved by the Preservation Board. Repairs to sidewalks shall be made at the identified locations. Repairs to areaways shall be made according to the 1984 Seattle Engineering Department Areaway Rehabilitation Program.

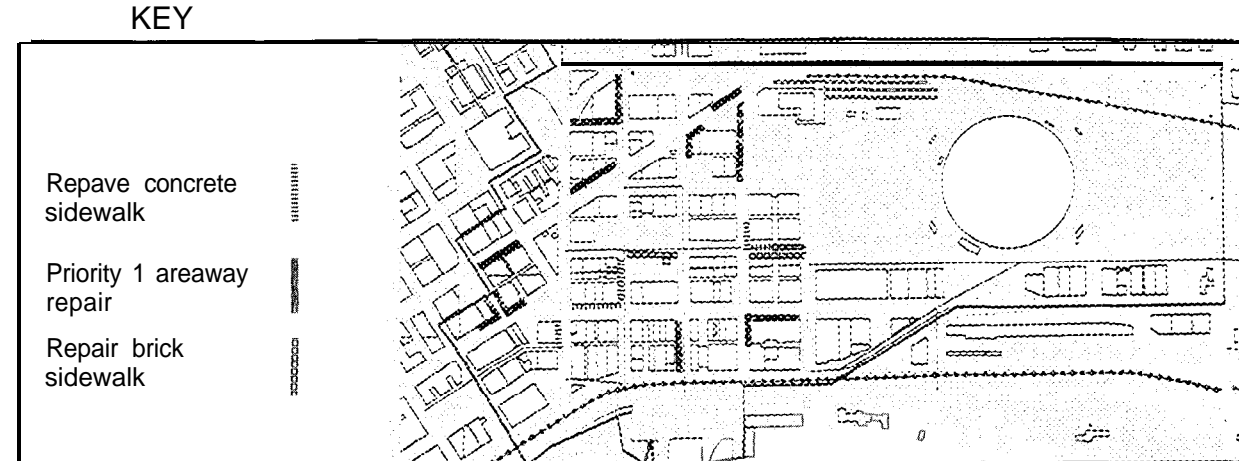
**ALLEYS**

The network of alleys is critical to Pioneer Square's urban identity and provides routes for pedestrians and service vehicles. Brick and granite paving in the alleys shall be maintained and, where feasible, restored. In specified locations, alleys shall be graded and repaved to improve drainage and maintainability. Wall-mounted or overhead lighting at pedestrian levels must be added to create a safe 24-hour environment. Given the difficulty in enclosing dumpsters as currently required, an alternative system where dumpsters are removed and replaced by a system of daily collection for bagged garbage should be researched. Priorities for alley repair are based on both condition and degree of use by pedestrians,

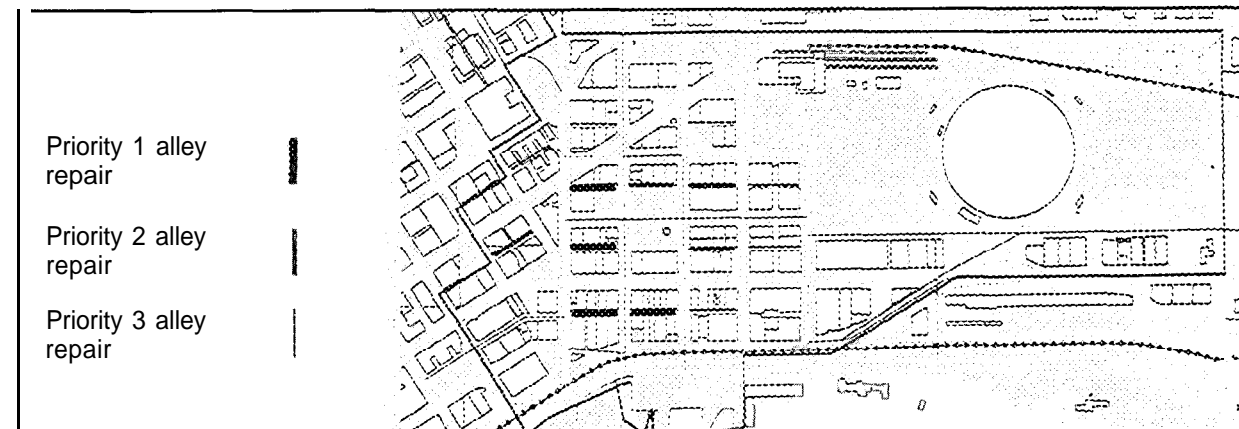
**URBAN RESTSTOPS**

Pioneer Square is already a prime destination for tourists, shoppers and visitors; new development will bring even more. The need for permanent, safe and accessible **public** restroom facilities is critical. New public restrooms shall be developed in identified public buildings and designed to be accessible to the public. These facilities shall be staffed and maintained adequately 18 hours per day to ensure they are clean, safe and functional. Existing restroom facilities under Pioneer Place Park shall be restored, and those at the fire station rehabilitated.

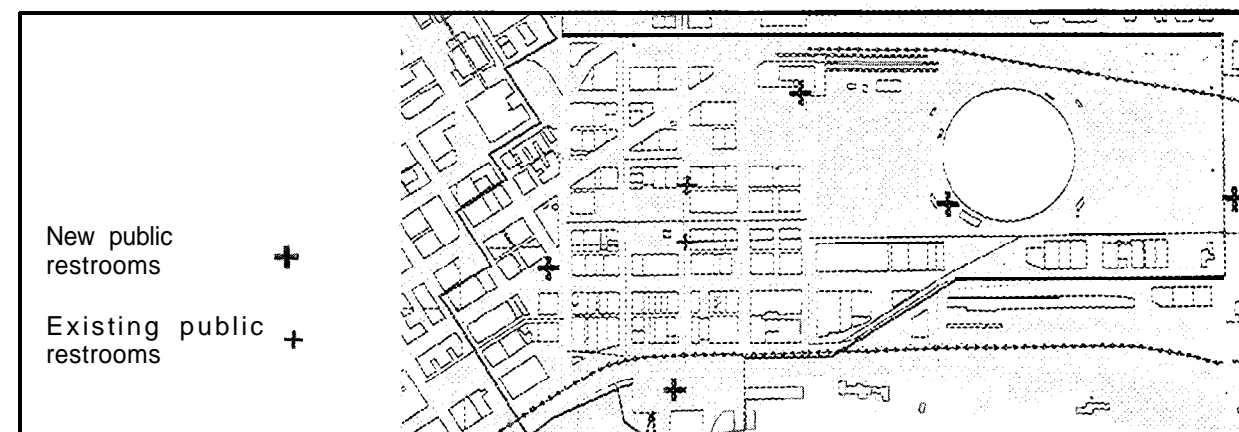
Locations where sidewalk paving must be replaced, and **areaways** with visible structural problems to be repaired



Alleys in need of surface repaving and drainage repair



Public restroom facilities, existing and proposed

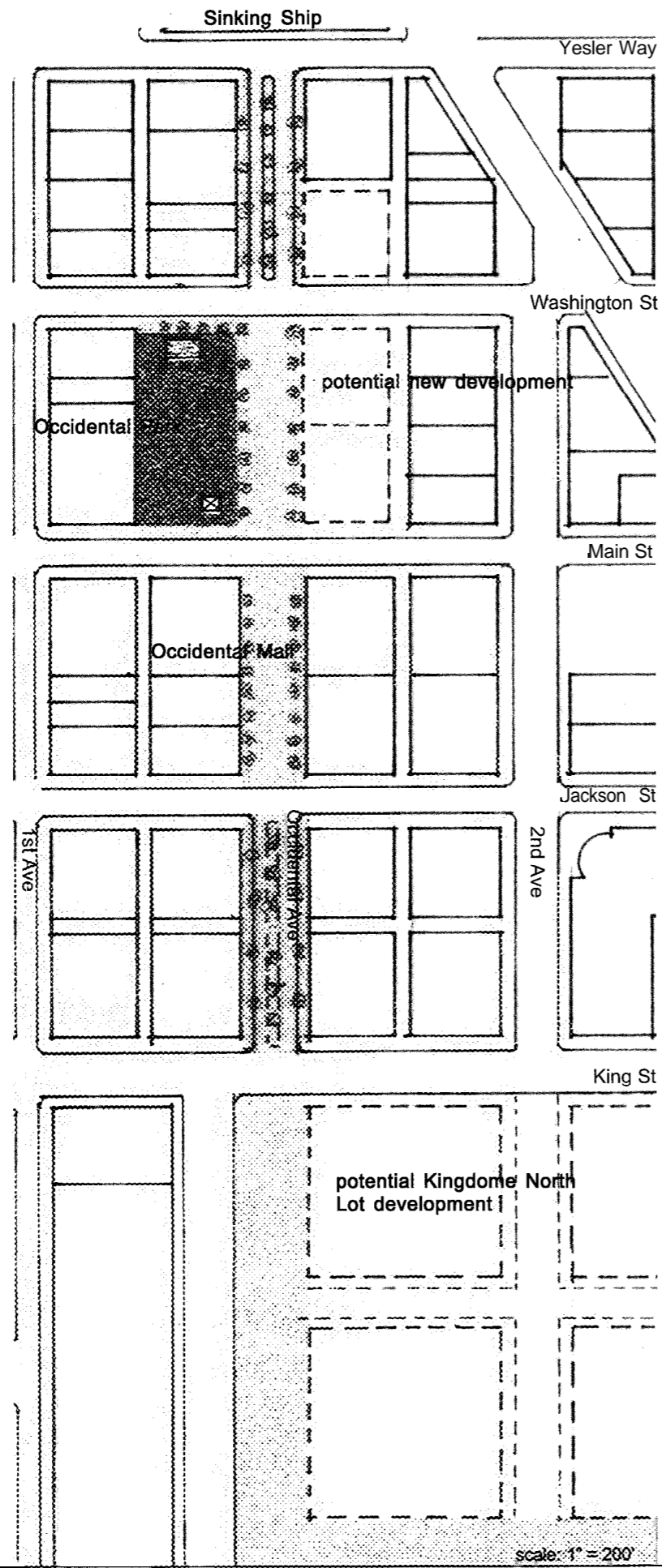


S  
E  
V  
E  
N  
L  
A  
Y  
E  
R  
S

# Occidental Corridor critical area #1

## Objectives

1. Strengthen the identity and unity of the corridor as a tide. Secure its future as the heart of Pioneer Square and one of the most beloved places in Seattle. Realize its designation as Pioneer Square's one Green Street
2. Weave the stadium / exhibition hall and Pioneer Square together by unifying this corridor across property boundaries. Extend the corridor south of Jackson St. by improving the streetscape between Jackson and King and creating a public plaza along the western edge of the Kingdome property, terminating at the new ballpark.
3. Attract development to the two eastern parking lots to better define the continuous space of the corridor and bring more complementary uses to the park.
4. Create a central pedestrian corridor linking event venues, transit stations and the central business district.

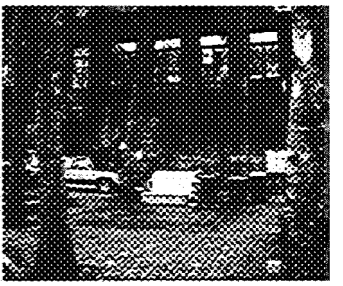


## Recommendations

1. **Improve gardening, cleaning and maintenance** in the park. This is the heart of Pioneer Square and deserves to be one of the most beautiful places in Seattle.
  - Contract with an effective cleaning and maintenance organization such as CleanScapes to do **additional cleaning in the park:** daily trash pick up, frequent sweeping, pavement cleaning over and above the cleaning the city is responsible for.
  - Do **higher-quality and more frequent park maintenance:** year-round gardening; furniture, structure, and pavement cleaning; adding more seasonal flower baskets and holiday greens; maintaining trees; and keeping pavement in good repair. Employ staff for full-time security and to staff the information booth.
  - Consider securing **private sponsors** to adopt the corridor, to manage its maintenance, gardening and events programming.
2. **Facilitate development of the two eastern parking lots with mixed uses:** market-rate housing or hotel, parking, grocery, and retail. It is critical to have an effective border on the eastern edge of the park. **Attract first rate cultural uses** to the park's adjacent property: a museum or live theatre venue.
3. **Set up and manage a program of events** in the park and the mall, especially family oriented-festivals and performances.
4. **Improve park furniture and amenities:** remove square concrete planters; add more permanent plant beds; replant permanent beds so they are lush and abundant; replace trash cans with approved historic green cans; add more hanging baskets in winter and summer; add small white lights in trees; and add moveable chairs for occasional seating.



5. **Improve the condition of the northwest corner of the park.** Include this space in Parks Department responsibility. Either enclose the dumpsters or remove them; disallow private vehicle parking; clean out the stairwell. This corner is a main entrance, and this space should feel like part of the park.



6. **Extend the corridor south by improving the streetscape from Jackson to King.** Expand sidewalk and add street trees; change parking from angled to parallel; repave sidewalks and street in brick. *This project adopted by the Public Facilities District and City of Seattle.*

7. **Extend the corridor further south of King** through the western edge of the Kingdome North Lot by creating a public plaza. Create a southern terminus to the Occidental Corridor at the new ballpark.

- Involve an artist on the design team to reflect the integration of the stadium and Pioneer Square in the design
- Ensure that the building facade of north lot development has public uses (retail, restaurants, etc.) to activate the space
- Include an accessible public restroom in the stadium or exhibition center building
- Ensure that this extension does not alter the existing street width or restrict access for existing uses.

8. **Work with property owners to encourage them to achieve higher occupancy in retail spaces** along the corridor. Identify obstacles and address them.

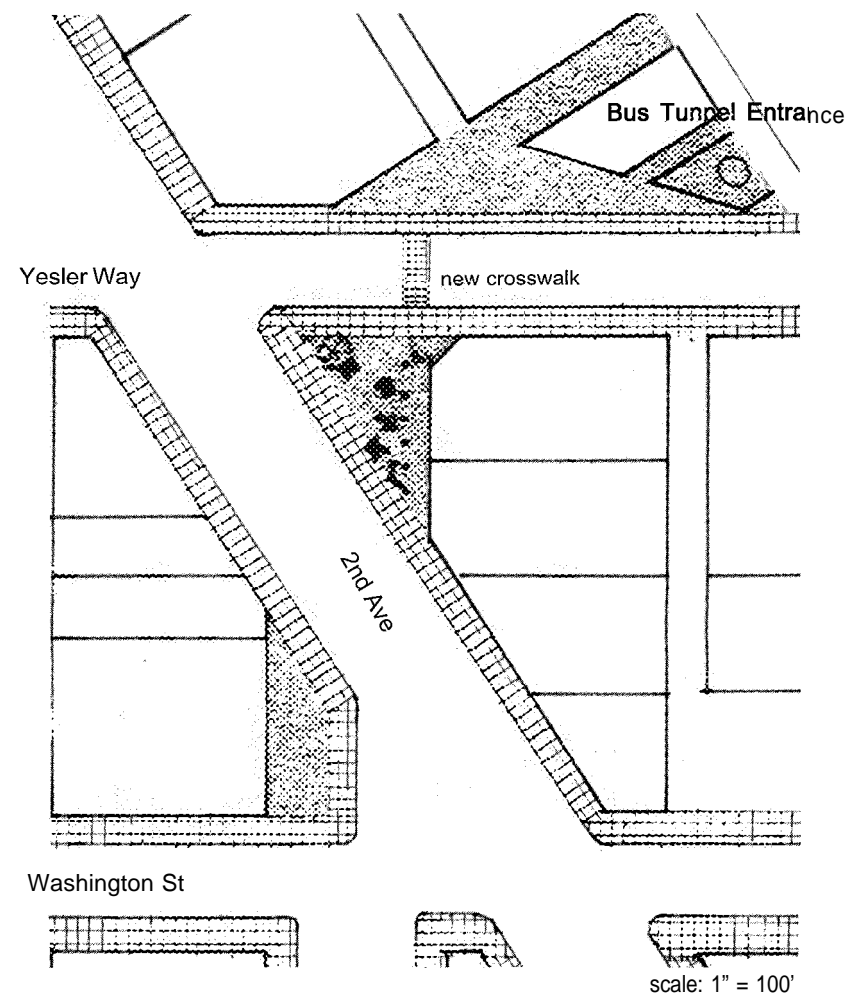
9. **Centralize responsibility for Occidental Park and Occidental Mall** with the Parks Department and/or private sponsors. (Currently, SEATRAN and the Parks Department share responsibility for different areas within what is perceived as one space.)

10. **Implement elements of the pedestrian navigation system** to help visitors, tourists, trolley and bus riders, ferry users and event-goers find their destinations throughout south downtown.

- Whenever possible, streetscape design should facilitate visual connections to main destinations and transit links
- Install specified maps and signs to direct pedestrians to identified destinations (see Navigation layer.)



## 2nd / Yesler critical area #2



### Objectives

This area is a **critical area** because its regeneration is crucial to the neighborhood's future. Fortson Square is currently the nexus for all that ails Pioneer Square: drug dealing, dysfunctional anti-social behavior, public drug usage, harassment, derelict property. This area is the entrance into Pioneer Square from the bus tunnel, and a key link to the central business district. Its decline must be stopped and its regeneration begun. Of the five critical areas, this one requires the most attention and resources from the City.

There is no one magic solution; rather, the regeneration effort must occur on three fronts:

1. Secure active, vital land uses at adjacent properties, especially on the first floors.
2. Raise standards of civility for public behavior, and enforce them.
3. Increase pedestrian Wow through area by designing better pedestrian connections and creating more diverse destinations.

### Recommendations

1. Implement incentives and advocate to property owners to **bring active uses to adjacent properties**. Specifically, attract more retail and service businesses such as a pharmacy, grocery, hardware store, etc., to first-floor spaces; attract middle-income housing or commercial tenants on upper floors. Active retail on first floors, increased positive pedestrian traffic, and transparent facades are critical to keeping concerned eyes on the street.

2. **Limit specific over-represented commercial uses** at this corner, specifically street level businesses dependent on alcohol sales, until the problems with crime and uncivil behavior are resolved.

3. Support the **Good Neighbor Agreement** between existing social service providers and Pioneer Square Community Council that defines responsibilities, standards and accountabilities to ensure clean public areas and civil public behavior. Do not add any more social services to this corner until current problems with crime and uncivil behavior are resolved.

4. Encourage **police to focus their efforts** at this area by reducing tolerance for uncivil behavior and enforcing public behavior standards. Drug dealing, dysfunctional behavior, harassment, and drug usage must be eliminated. Work with the police to resolve responsibility issues.

5. Allocate resources to make this area a model success for **King County's initiative** with convenience store and tavern operators to limit further alcohol sales to intoxicated chronic public inebriates.

6. Transfer **responsibility** of Fortson Square from SEATRAN to the **Parks Department** to improve gardening and maintenance and allow the Stay Out of the Park Ordinance to be enforced.

7. Fund the project to **redesign and rebuild Fortson Square**, which will improve healthy pedestrian use of the space and help catalyze redevelopment. The proposed design by artist Elizabeth Conner and landscape architect Cliff Willwerth (working with Community Council and the Community Development Organization) expresses Pioneer Square's history and encourages exploration and movement through the space. This is a successful model for inclusion of an artist on the team in public space design.

8. Implement **pedestrian streetscape improvements** that help bus tunnel users find their way to the stadiums and Pioneer Square destinations, and enjoy the experience.



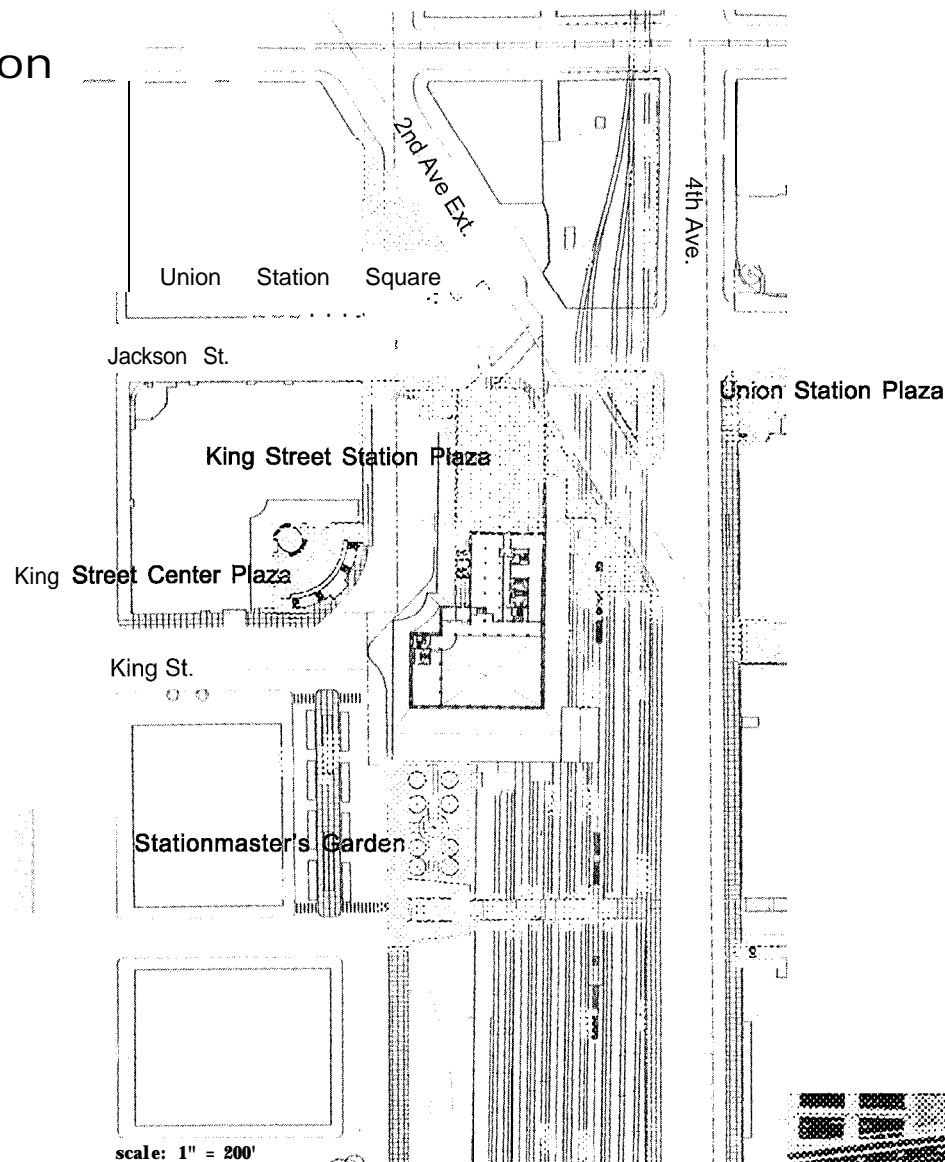
- Implement mid-block crossing on Yesler at the tunnel entrance
- Install better lighting at Fortson Square
- Install a special signal at 2nd and Yesler to allow pedestrians to cross all ways at the same time
- Design should use focused vistas of local landmarks
- Implement the streetscape improvements identified for 2nd Ave Extension to provide a link to 4th/ Jackson described in the Seven Layers.

9. **Open the bus tunnel evenings and weekends**, and actively promote its use for event goers to bring more people through this area.

10. Implement elements of the **pedestrian navigation system** to help visitors, tourists, trolley and bus riders, ferry users and event-goers find their destinations throughout south downtown.

- Whenever possible, streetscape design should facilitate visual connections to main destinations and transit links
- Install specified maps and signs to direct pedestrians to identified destinations (see Navigation layer, page 6.)

4th and Jackson  
critical area #3



Objectives

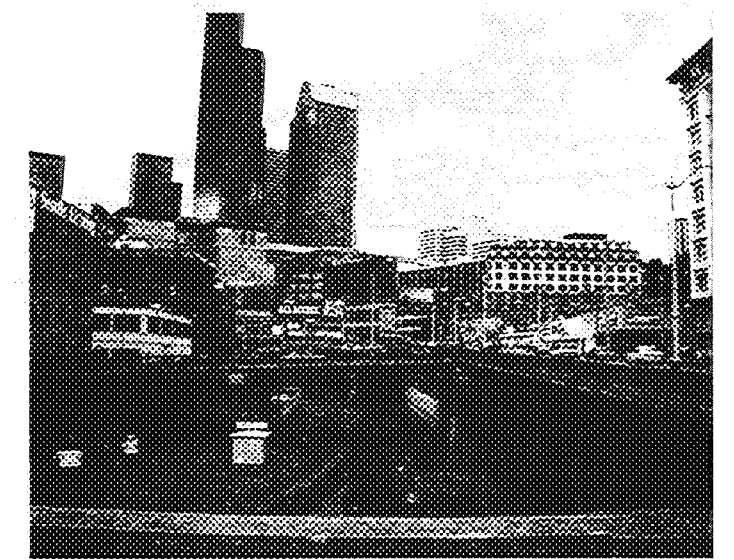
1. Weave Pioneer Square and the International District for pedestrians, improving safety and clarifying routes.
2. Celebrate the rebirth of rail transportation for the future by heightening awareness of exciting rail operations and site history.
3. Create a unified public space experience that transcends property boundaries.
4. Express the transition between the two neighborhoods, and clarify the identity of each.
5. Mark entry into downtown for northbound vehicles.
6. Welcome rail passengers into Seattle and Pioneer Square.

Recommendations

1. Design **streetscape** to assist pedestrian navigation at this major transit link. Pedestrians moving between the International District and Pioneer Square, and from the rail station to both neighborhoods, the stadiums, the waterfront, and downtown should be able to orient themselves and find their way safely.
  - Clarify pedestrian routes with cohesive design elements
  - Include an artist on the design team of the streetscape improvement project to help ensure important themes are explored through design. These themes may include the rail history and future of the area, the constant movement of passengers, the transition between two colorful neighborhoods, and the rail operations themselves
  - Use vistas of existing landmark icons -such as the Smith Tower, the King Street Station Campanile, and the Bush Hotel – and public art to orient pedestrians
  - At street crossings, mark crosswalks and use pedestrian traffic signals
  - Extend streetscape improvement north on 2nd Avenue to the Pioneer Square transit station.

This Plan endorses the design guidelines developed by the February 1998 Workshop for the 4th and Jackson streetscape project, available at Strategic Planning Office.

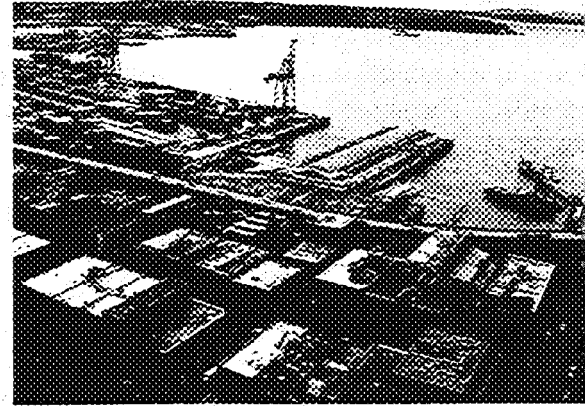
2. Make the individual **public spaces** in this area work together well, their designs and uses complementary. Boundaries between them should be porous and transitions smooth.
  - Make King St. Station Plaza the heart of these spaces
  - Activate public spaces with small businesses: cafes, news stands, bike cabs, etc.
  - Activate sidewalks with public uses at street level in all new development in this area, including the King Street Station Plaza and Union Station project
  - Extend the plaza at Jackson Street level between King Street Center and King Street Station
  - Use some consistent design elements across all spaces to link them together without making them homogenous.
3. Make **the Jackson St. sidewalk width generous and consistent** on both sides of Jackson between 5th Ave and Occidental. Repave the sidewalk on the north side of Jackson from 5th to Occidental.
4. The streetscape improvement project and future development should **preserve and highlight the expansive views**:
  - west, of the waterfront from Jackson St
  - north, of 2nd Ave and the Space Needle
  - east, of the International District and First Hill
  - south, of great facades and the new stadium.



5. **Redesign the traffic island on 4th Ave** south of Jackson so it is safer and has more room for pedestrians.
6. **Redesign the bus stop** at Union Station Square and create a distinctive public plaza, closing 3rd Ave except for emergency vehicles. The design should integrate this plaza with sidewalk and bus stop, and focus visitors' attention on the vista up 2nd Ave Extension.
7. Improve **the pedestrian experience** on both sides of 4th Avenue from Airport Way to Washington Street.
  - Add pedestrian lighting on both sides of the street
  - Add street trees where feasible
  - Add crosswalk and light on 4th at Weller Street Bridge
  - Consider expanding eastern end of Weller Street Bridge to hold swells in east-bound pedestrian traffic flow
  - Encourage Union Station development to design for public uses and entries at street level along 4th Ave.
8. **Fund the project to improve the structural integrity** of the various bridge supports. Redesignate 4th Ave as a "life line" in SEATRAN's classification system, since the rails beneath and the street above will both become critical with new development in this area.
9. Implement elements of the **pedestrian navigation system** to help visitors, tourists, trolley and bus riders, ferry users and event-goers find their destinations throughout south downtown.
  - Whenever possible, streetscape design should facilitate visual connections to main destinations and transit links
  - Install maps, signs and/or kiosks to direct pedestrians to identified destinations (see Navigation layer, pg. 6.)
10. Ensure that **an accessible public restroom** is included in the King Street Station renovation project. This restroom should be staffed by security and well maintained for 18 hour daily operation.

# Waterfront Connection

## critical area #4



### Objectives

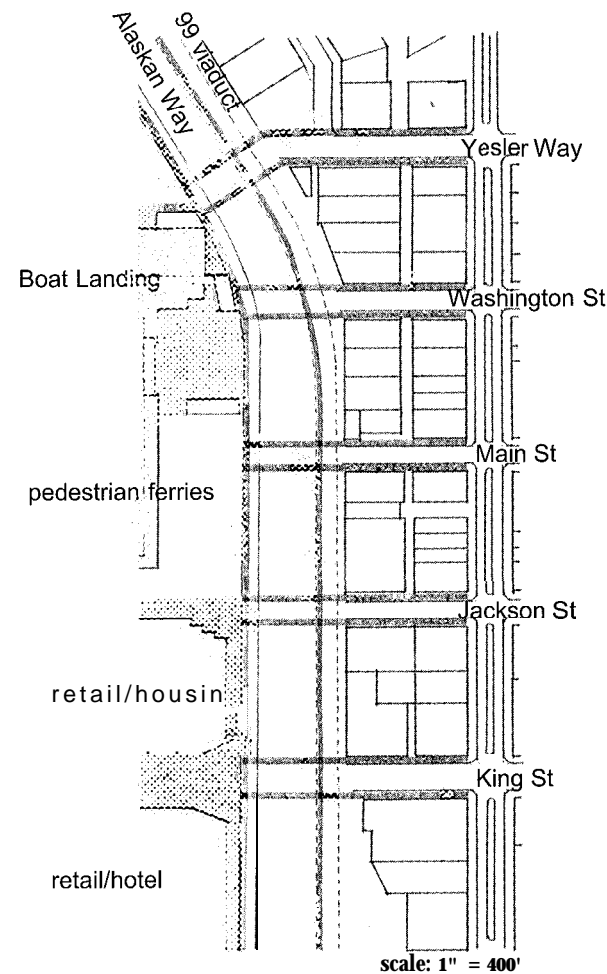
1. Connect Pioneer Square with the waterfront by creating destinations that attract people to Waterfront south.

2. Weave the east/west Pioneer Square streets to the waterfront by strengthening the pedestrian connections under the Hwy 99 viaduct. Use connections at street level to minimize the barrier effect.

3. Revive the Washington Street Boat Landing and restore it to its position as the centerpiece of Waterfront South. This historic pier is the key relic that connects Pioneer Square and Seattle to its waterfront history.

4. Redesign waterfront parks to allow better access to the water, provide facilities for recreation, and provide places to experience the unique port activity there. This is a productive urban waterfront, and public space design should celebrate this.

5. Reorganize the linear space under the 99 viaduct so it can be shared by pedestrians, traffic, taxi queues and parked cars. Make the space clean and well fit, with clear pedestrian paths.



### Recommendations

1. Create **visible destinations** on the waterfront to re-link Pioneer Square to the water.

- Develop street level retail, potentially with housing above, at Jackson on the water side, visible from 1st Ave
- Consider housing or hotel development with street level retail on Pier 46 property, visible from 1st Ave.

2. Strengthen **east / west pedestrian connections** at street level between Pioneer Square and the waterfront

- Create open vista of water at Main St. as part of Pier 48 development
- Preserve view corridors at Yesler and Washington
- Redesign streetscape on Jackson, Main, Washington, & Yesler from 1st to the water's edge to emphasize vistas of waterfront
- Continue streetscape design treatment (paving, furniture, etc) under viaduct to guide pedestrians through
- Create safe, well designed and clearly marked crossings under the viaduct.

3. **Rehabilitate and reuse Washington Street Boat Landing**, an important part of Pioneer Square's waterfront history.

- Use the building as the entry for the "mosquito fleet" of small passenger ferries
- Alternatively, restore the boat landing and make it the centerpiece of a new public space (see #4.)

4. Create a vibrant **waterfront park**, one that attracts users visually from both the tourist area of the waterfront to the north and from Pioneer Square to the east. It should re-link these destinations and provide a great place to be on the water for downtown users. Specifically, the design should:

- Be open, simple, flexible to allow multiple uses and events
- Express Seattle's maritime history and future
- Engage and celebrate the existing port and ferry operation
- Involve an artist on the design team.

5. Improve **safety and cleanliness** of waterfront public spaces. They must be maintained to a higher standard of quality.

- Improve ongoing service and maintenance: repairs, cleaning, gardening and trash pick-up
- Enforce public behavior standards in public spaces; current uncivil behavior cannot be tolerated.

6. Create a **pedestrian promenade** along the water,

linking it to existing segments to result in a continuous **waterfront path**. The existing path from Magnolia through Myrtle Edwards Park will continue south to the West Seattle Bridge, traverse Harbor Island, and link up with the path at Alki Beach.

- Design the segment along the water, minimum 15' width, for pedestrians and bikes
- Use this path as the primary route for east and south bound pedestrian ferry traffic
- Do not add to the path just west of the viaduct; its location ignores the water's edge, its naturalistic design doesn't fit with either the historic or productive character of the urban waterfront, and trees block the visual connection to the water
- The path should celebrate the diverse uses of the urban waterfront: marinas, historic piers, ferry terminals, parks, the busy port.

6. Redesign the **space underneath the viaduct** to capitalize on its unique properties and its potential for pedestrian use in wet weather.

- Clean the viaduct structure, add more ivy
- Regrade and repave the ground surface
- Improve the organization of parking, and mark spaces
- Upgrade the lighting under the lower deck and add lighting on columns to improve the pedestrian experience
- Clearly define pedestrian areas, mark crossings better
- Get creative about the noise: insulate the underside of upper deck to reduce sound reflection, and find a lightweight surface material to smooth over expansion joints.

7. Implement elements of the **pedestrian navigation system** to help visitors, tourists, ferry users, trolley and bus riders, and event-goers find their destinations throughout South Downtown.

- Whenever possible, streetscape design should facilitate visual connections to main destinations and transit links
- Install specified maps and signs to direct pedestrians to identified destinations (see Navigation layer, pg 6.)

8. **Public Access:** Existing land-use code requires that a percentage of space for each waterfront development be used for public access to water. Currently, spaces cannot be grouped across developments. If developers could combine these spaces, the result could be better public access. Consider changing the land-use code to allow combining public access spaces in exchange for community involvement in design.

9. This Plan endorses the **Port of Seattle as the lead developer** of Waterfront South as they have a proven track record of high-quality public space design.

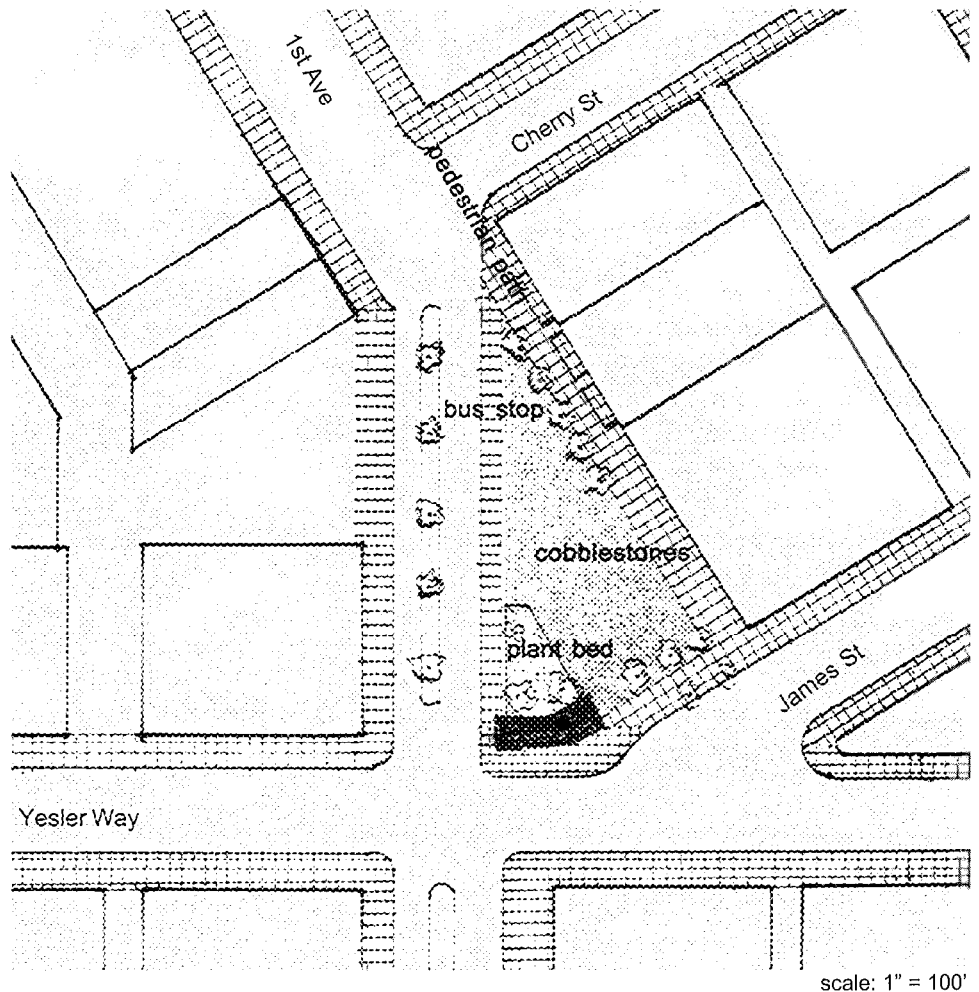


Pioneer Place Park  
critical area #5



Objectives

1. Improve this park's ability to act as the foyer to Pioneer Square, welcoming and orienting most of our visitors.
2. Strengthen and enhance this park, the historic soul of Seattle, without changing it significantly.
3. Preserve the historic pergola, cobblestones, and plant bed that reflect Seattle's early development, and We artwork that expresses the continuing interaction between Native American and European cultures.
4. Enhance the park's ability to host the constant and diverse public social activity so important to the neighborhood, while allowing efficient pedestrian traffic flow.
5. Protect views of the beautiful historic architecture bordering the space.



Recommendations

1. **Enforce public behavior standards and civility laws.** Tourists, local workers and residents often feel intimidated by the anti-social, dysfunctional behavior that is currently tolerated and ignored by law enforcement.
2. **Improve gardening and maintenance;** this deserves to be the most beautiful park in Seattle.
  - Replant the permanent beds so they are glorious and abundant, and deter pedestrians more effectively
  - Remove the octagonal concrete planters
  - Add more hanging baskets with seasonal flowers year round
  - Put small white lighting in the trees in this park and in First Ave median strips
  - Shine lighting up on the Totem Pole
  - Replace garbage cans with the approved historic green cans
  - Work in the park more frequently, cleaning and gardening
  - Prune trees to increase the flow of air and light through their branches; do annual tree maintenance.
3. Improve the functionality of the park by **better defining walking/sitting/waiting spaces** and resolving paving problems. For main pathway adjacent to buildings:
  - Resite telephone booths against buildings
  - Fix sidewalk problems at the eastern border, being careful of areaway issues, and remove the drainage ditch next to areaways (see image to right)
  - Move benches out on the cobblestone area to allow more space for sidewalk cafes and pedestrians
 For cobblestone area:
  - Re-grade the ground under the cobblestones for better drainage, and replace cobblestones
  - use benches and other suitable historic elements to define a space on the cobblestoned area for riders waiting for the bus.
4. Set up an **information booth** to be staffed by the Tourist and Visitors Bureau. This will help visitors to Pioneer Square get oriented and learn about the features and destinations of the neighborhood. This booth and the navigation system elements to be sited here (see #7) should be compatible.
5. **Rehabilitate and reopen the public restroom** beneath the park. Station staff there 18 hours per day to ensure it is clean, safe and functional. Consider using this historic and civilized public facility as a money-making tourist attraction.

6. Set up a **park sponsorship program** so that local property owners and tenants may adopt this park and oversee its care: gardening, maintenance, seasonal decor and event programming.
7. Implement elements of the **pedestrian navigation system** to help visitors, tourists, ferry users, trolley and bus riders, and event-goers find their destinations throughout South Downtown.
  - Whenever possible, streetscape design should facilitate visual connections to main destinations and transit links
  - Install specified maps and signs to direct pedestrians to identified destinations (see Navigation layer pg. 6).



keep clear for pedestrians





## Proposed Football Stadium Mitigation Recommendations

### 1. Adopt Occidental corridor.

Fund maintenance and operational improvements to this park to strengthen the character and identity of the corridor as a whole, secure the integrity of this place as the heart of Pioneer Square, and knit the stadium and Pioneer Square together across property boundaries. We propose that First & Goal / the Public Stadium Authority initiate and participate as a major partner in "adopting" Occidental Corridor as described on page 8.

In addition, First & Goal should participate in a task force with other local developers to develop a strategy to leverage development of the two parking lots at Washington St. and Occidental. Attract first-rate cultural uses to this site.

### 2. Design, fund, and develop a neighborhood-wide Navigation System.

A navigation system realizes the neighborhood mandate to strengthen the character and identity of Pioneer Square while also providing critical wayfinding support to thousands of visitors, event-goers, and transit users that pass through the district every day. See the description of the Navigation System on page 6.

### 3. Implement the projects identified in the 1998 Art and Legends plan near the football stadium/exhibition center site.

The Art and Legends plan will serve as a comprehensive framework for implementation of major public art and historic interpretive projects. The Art plan will identify opportunities for public art in the neighborhood, establish terms and concepts for public art projects, describe the connection between the Art and Legends plan, develop recommendations for Gateway locations and themes, and propose methods and policy guidelines for hiring artists. The Legends plan will identify locations and themes for historic interpretive sites, develop a guided walking tour through the neighborhood, and develop specific site recommendations. Once this framework is established, specific projects identified at the football stadium / exhibition center site boundaries should be developed, funded and constructed by First & Goal / the PSA.

### 4. Fund identified capital improvement projects to complete Occidental Corridor.

Funding the capital improvements identified on page 8 for Occidental Corridor would secure the future of this important public space.

# Broadening Residential Availability

**Objective:** Increase the residential population in Pioneer Square while integrating the current population and maintaining historic character

Increased housing density has long been a priority for Pioneer Square because continued viability of the neighborhood depends heavily on an expanded residential population. The neighborhood supports the targets defined for housing in the City's 1994 Comprehensive Plan. Targets for low-income housing have already been met, high-income housing is more likely to be provided through market dynamics, so attention will be focused primarily on catalyzing middle-income, affordable housing. The community is committed to encouraging private development of middle-income housing through implementing incentives, marketing the neighborhood to developers, and facilitating partnerships for development of targeted properties.

The focus must also be on protecting the historic character within the District, and developing special strategies to preserve and expand the supply of artist live/work housing. These units are typically located in unrehabilitated buildings vulnerable to redevelopment.

### Guiding Principles

- Initiate housing development through both renovation of historic structures and new construction
- Implement incentives to encourage private development of mixed-income housing
- Actively promote housing development opportunities on targeted sites in Pioneer Square
- Secure the Kingdome North Lot for a mixed-use development substantially devoted to housing
- Protect the existing supply of artist live/work space and expand artist housing opportunities
- Promote development of businesses needed by residents: grocery, hardware, pharmacy, service retail, etc.
- Maintain existing supply of low and middle-income affordable housing, including mission and shelter beds

### Current Housing Supply and Targets

See the table to the right for the current supply of housing units. Given that Pioneer Square's target is to achieve a balance in the income levels of the population, there are two residential groups that should be included in this discussion: emergency shelter residents, and artists living in their studios. Both groups are important members of the Pioneer Square community, but aren't accounted for when housing units are tallied in the typical manner. Beyond the 110 transitional shelter beds, which are included, there are also 562 emergency beds in shelters in Pioneer Square, for a total of 672 shelter beds. There are 300+ artist studios currently in Pioneer Square, many of which are used for residential as well as work space.

The City of Seattle's 1994 Comprehensive Plan calls for an additional 2,100 households in Pioneer Square by 2014. The community of Pioneer Square endorses this goal, and defines its target population mix at 1/3 low-income (earning below 80% median income), 1/3 middle-income (80% - 120% median income), and 1/3 high-income (above 120% median income) residents. Low-income housing is defined as the total of transitional shelter beds and housing units below 80% of median income. (Again, the 562 emergency beds are not included.) This sector will continue to be above target until total housing reaches 1,970, when it may be necessary to add more units. However, if a substantial number of existing artist studios become legal for artist live/work use without rent escalation, then these units can fill most of the gap to meet the target for low-income units. To meet targets for middle and high-income residents, Pioneer Square needs roughly an additional 915 units of middle-income and 821 units of high-income housing.

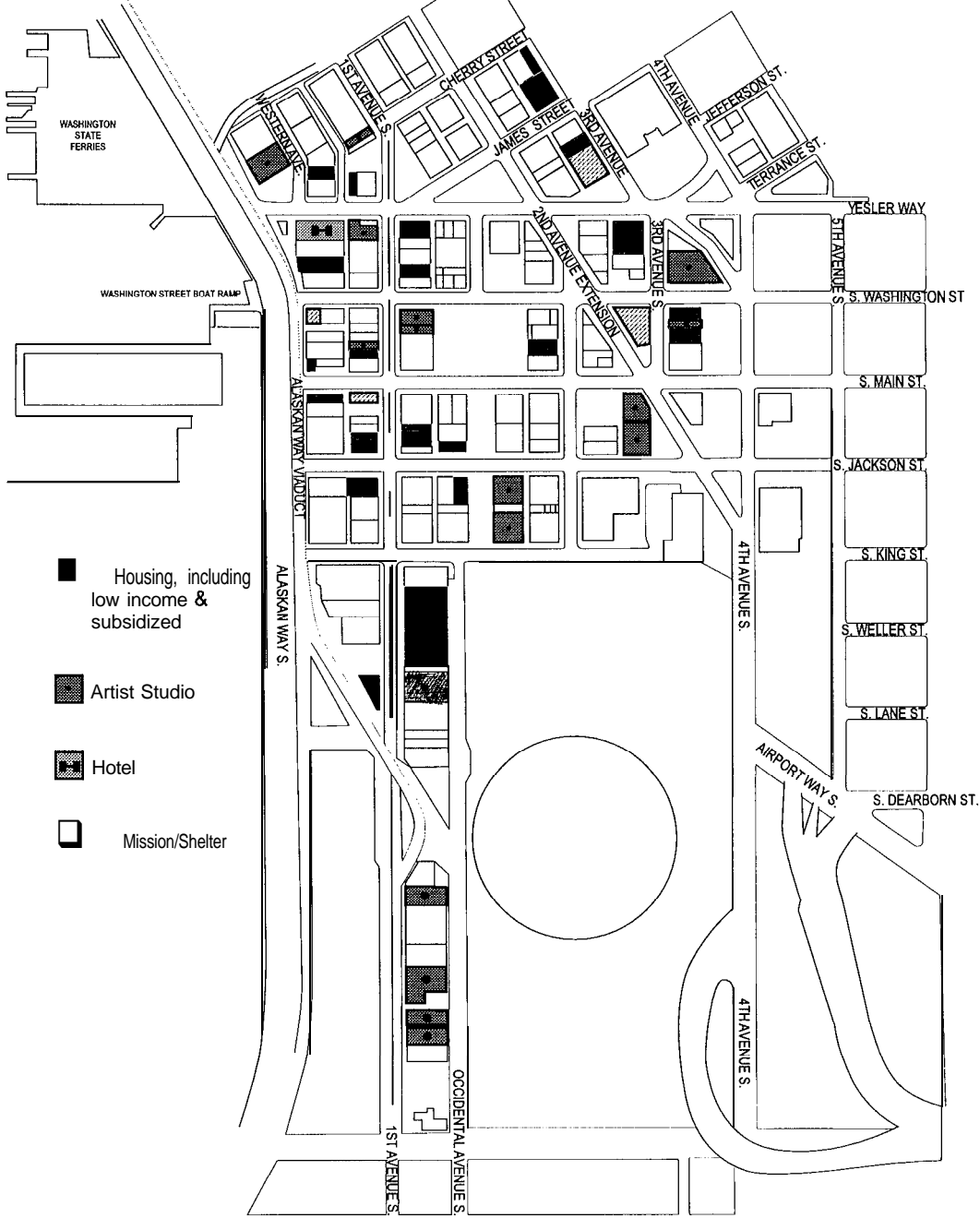
Initiatives shall be directed towards catalyzing the private development of housing to meet the above targets for middle-income and high-income housing. Some recommendations will be aimed primarily at catalyzing affordable middle-income housing, some will be aimed at protecting and expanding artist live/work housing, and some will be aimed more generally at catalyzing housing at any income level. Housing developments which provide units for a mix of incomes will be preferred over those that target one income level exclusively. See the map of Potential Housing Development for target properties on page 15.

Current Housing in Pioneer Square

Qty	% of Total	Type of housing by affordability	Definition	Typical Rent *
110	12%	transitional housing in shelters/missions	not including emergency beds	
497	54%	low income subsidized rentals	below 50% median income	< \$482
49	5%	low - middle income rentals	50% - 80% median income	\$482 - \$792
85	9%	middle income rentals	80% - 120% median income	\$792 - \$1205
179	20%	high income rentals & condominiums	above 120% median income	> \$1205
<b>920</b>		<b>Total</b>		

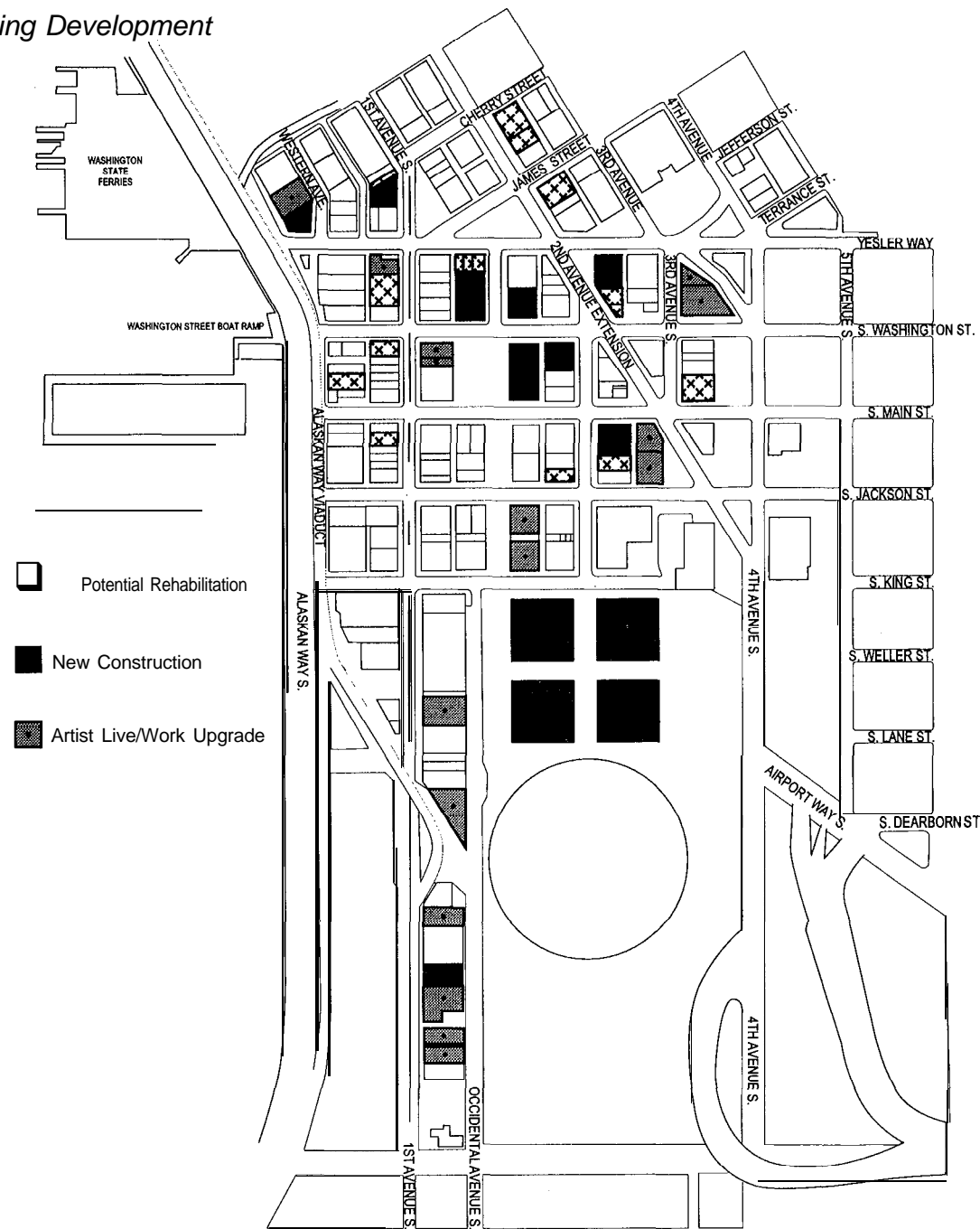
\*rent for a one bedroom unit based on 1997 median income of \$39,920 for households of 1-2 people.

Existing Housing Sites



Target Qty	Current Qty	Additional Units Needed	Type of Housing
110	110	0	transitional housing in missions/shelters
497	497	0	low income housing, including artist live/work spaces
393	49	344	low - middle income, including artist live/work spaces
1000	85	915	middle income, including artist live/work spaces
1000	179	821	high income
3000	920	2080	Total

Potential Housing Development



Recommendations

1. Dedicate City staff time and resources to **support the local initiative to encourage private housing development** by participating in the Pioneer Square Housing Work Group. This public/private partnership organization will:

- Poll developers who have developed or researched the development of market-rate housing in Pioneer Square in order to better understand the housing market conditions and identify the primary obstacles
- Implement an incentive package to catalyze new development and rehabilitation of historic structures for housing
- Develop marketing information for housing developers: incentives available and how they can be used; market data – tenant profiles, desires, target rents; information on getting through permitting and Preservation Board processes efficiently; brief case studies of housing development success stories
- Help advocate Pioneer Square to potential developers
- Facilitate partnerships between for profit developers and non-profit sponsors for housing development.

2. Secure a **commitment for mixed-use development on the Kingdome North Lot** with a significant portion of units for middle-income affordable housing by 2005. This may entail a conditional property transfer of the Kingdome site, changing zoning for this site to give housing the advantage over commercial uses, implementing special incentives to ensure housing development, and requiring through the Master Use Permit that a parking structure on the North Lot be built concurrently with the stadium development. First & Goal and the PSA should identify a developer early in their project development and work collaboratively to prepare this site for development soon after completion of the stadium and exhibition center.

3. **Streamline the permitting process** at Department of Construction and Land Use (DCLU). Make the inspection and permitting process more efficient and timely for developers. Assign staff in DCLU to assist developers of housing projects in Pioneer Square in working through the permitting process as efficiently as possible. This liaison or “internal navigator” will share expert advice to developers in both the Master Use Permit and Preservation Board processes.

4. Evaluate the feasibility of **making potentially surplus publicly owned properties available for conversion** to mixed-income housing. Consider the feasibility of trading public properties for private properties of equal value which may be more suitable for housing. Potential properties

include:

- City: Alaska Building, Public Safety Building, Dexter-Horton Building
- County: Toshiro Kaplan Building, Johnson Building
- Port of Seattle: Pier 46 and Pier 48.

5. Implement specific measures to **protect the existing supply of artist studios** and encourage their rehabilitation to legal artist live/work status without undue hardship on the resident artists. This may entail:

- amending the existing code for artist live/work units
- providing a loan program for studio upgrades for existing live/work units (housing or small business loans)
- coordinating tenants for concurrent studio upgrades so materials and labor may be purchased jointly
- creating incentives for the development of new affordable artist live/work units.

6. Develop, acquire or lease municipal or non-profit **parking facilities for residential storage use.**

7. Support efforts to **improve Pioneer Square’s image.** For housing development to succeed, potential developers and, ultimately, tenants must feel the neighborhood is safe, healthy and thriving. This entails resolving cleanliness and civility problems as well as changing the media’s depictions of Pioneer Square. See the Public Spaces and Economic Development sections for details.

8. Provide **infrastructural improvements** to areaways to reduce the cost burden on potential developers. Invest in street improvements and utility upgrades to satisfy demands of the expanded residential population. Promote the use of areaways as rentable area. Explore opportunities for enhancing economic benefit of areaways, a special feature of the Pioneer Square Historic District.

9. Include Pioneer Square in the City’s study to promote **Transit Oriented Development** near RTA stations.

10. **Attract amenity businesses** needed for expanded residential population as first-floor tenants of new developments – pharmacy, grocery store, hardware store, etc., – through marketing efforts and public/private development partnerships.

**Incentives to Explore – Both Existing and New**

A package of incentives must be put together to catalyze housing development that is appropriate for Pioneer Square. Incentives must encourage the rehabilitation of historic structures for housing as well as new construction. Incentives must be tailored to encourage the type of housing preferred, on the identified sites, and supporting a mix of the targeted income levels. Improvements to existing incentives and regulations and the addition of new ones should be researched and a specific package proposed.

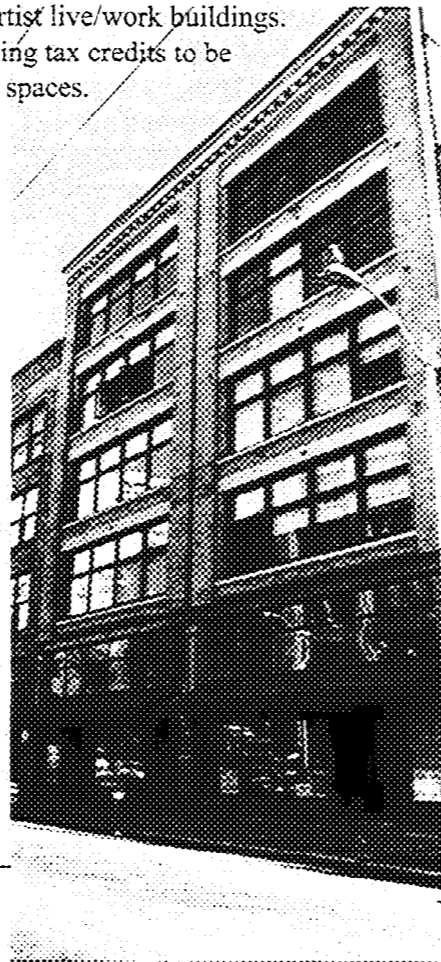
*Existing measures:* Analyze the effect of existing measures. Strengthen or revise incentives that have proven less effective, and promote those that have been more effective. (For complete information on these codes and incentives, contact the Pioneer Square Preservation Board.)

1. Building code relief for historic structures: where specific requirements of the building code may be modified by the Director of DCLU for designated National Register or City of Seattle Landmark buildings and historic district contributing buildings.
2. Special tax valuation for historic buildings: where the owner of a historic property may subtract rehabilitation costs from the assessed property value for up to 10 years.
3. Federal investment tax credits: where owners of contributing buildings to the National Register District and individually designated properties may take a 20% income tax credit on the cost of rehabilitation. (Consider expanding these.)
4. Facade easements: where owners of contributing buildings and individually designated properties may give control of a property's facade to a non-profit preservation organization. The value of the easement donation may also be taken as a tax deduction.
5. Height limits for residential use in Pioneer Square mixed zone: where maximum structure heights limits are raised to 120' from 85' or 100' if at least 75% of the gross floor area is residential use. (Consider raising this 120' limit on specific sites.)
6. Minimum maintenance ordinance: This 1978 City Ordinance established minimum maintenance standards for District buildings and enforcement of these standards. It used a revolving fund, now redirected, to cover City costs for repairing, altering, and preserving substandard buildings until such costs were recovered from property owners. (Secure funds for this revolving fund.)
7. Height limit of 15' above highest building on the block: In the 100' height district, no structure is allowed to exceed the height of the tallest building on the block or adjacent block front(s) by more than 15'. (Consider raising this 15' limit on specific sites.)

8. Caretaker units in commercial buildings: where one caretaker residential unit is allowed in each commercial building. (Advocate for more properties to include a caretaker unit, and promote their use for artist live/work space where appropriate.)

*New measures:* Analyze the feasibility and potential effect of the following possible new incentives.

1. Implement Chapter 375 for housing to retain pre-development tax valuation 10 years after construction.
2. Develop and implement disincentives for surface parking lots and vacant property.
3. Amend the state tax code so housing property is taxed at current use rather than "highest and best use".
4. Expand existing incentives targeted at developing housing for below 50% median income to 50% - 80% median income.
5. Implement property tax exemption for housing up to 100% of median income.
6. Implement sales tax exemption for construction costs of housing up to 100% of median income.
7. Analyze the potential effect of a "super Transfer of Development Rights" program across downtown. This program would allow Pioneer Square property owners to sell development rights to developers of other projects anywhere in downtown upon the condition that the proceeds of the sale would be used to fund new development or building rehabilitation for housing in Pioneer Square.
8. Develop an urban model for community land trusts; consider its suitability for artist live/work buildings.
9. Allow low-income housing tax credits to be used for artist live/work spaces.



**Proposed Football Stadium Mitigation Recommendations**

1. **Secure a commitment for mixed-use development on the Kingdome North Lot with a significant portion for middle-income affordable housing by 2005.**  
Make the property transfer of the Kingdome North Lot contingent upon this development. Include requirement that redevelopment address, at a minimum, 1100 parking spaces required for stadium use, as well as parking to meet community needs.
2. **Establish a fund to be used to leverage housing development in Pioneer Square.**  
These funds could target specific types of housing. Types of financing could include gap financing and loan guarantees, or funds could accrue interest or be augmented by other fund sources. Funds could be used by for-profit or non-profit developers, and could be used for the rehabilitation of existing properties or for new construction.



## Strengthening Our Economic Base

### Objective: Improve economic vitality while maintaining Pioneer Square's diverse and unique character

There is strong consensus that a healthy and diverse business base is critical to the future of Pioneer Square. The business district is Pioneer Square's living room. It is also a major business center, which attracts a variety of customers and clients, including tourists, and arts and sports enthusiasts. Today, Pioneer Square has an exciting and eclectic mix of businesses – emerging and established, large and small, and quirky and traditional businesses. It has unique strengths, including:

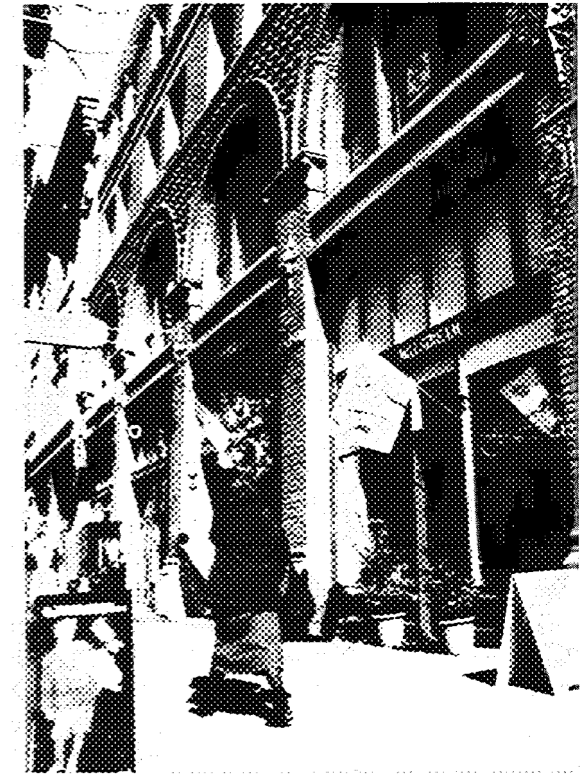
- Destination retail and galleries
- Unique and independent restaurants and nightclubs
- Small technology businesses, especially in the software and web development fields
- Creative professional services, especially in the architecture, advertising, graphic design, marketing, public relations and legal fields
- Major facilities for professional baseball and football and for shows, special events and public activities

This is a time of tremendous, positive economic momentum and change in Pioneer Square. During this time of change, Pioneer Square must seek opportunities to assist its critical small business base and protect its unique historic and arts character. When the development boom is complete, it should be known not as the demise of Seattle's first neighborhood but as its renaissance. Therefore, strengthening the vitality of Pioneer Square's small entrepreneurs must be as important as the development and construction of the many projects affecting their health.

While the economic future appears bright, Pioneer Square also faces a number of challenges. To be economically successful in the next century, the following issues must be addressed:

- **Pioneer Square's public image has suffered.** A safe, clean and attractive environment must be created and maintained. Underlying issues behind the dysfunctional behavior in public areas must be addressed jointly with social service providers. Public areas and historic buildings should be better maintained. An on-going marketing effort is also required to positively promote Pioneer Square as an outstanding neighborhood in which to shop, work, visit, live and have fun.
- **Pioneer Square should be more pro-active about its economic future.** Critical market research is required to strategically market and nurture economic development. Stronger working relationships must be nurtured between business and property owners, between the business community and the neighborhood's residents, and between Pioneer Square and neighboring districts and other key stakeholders including sports facilities and local government.
- **Access must be ensured.** Construction disruption only exacerbates existing access issues for Pioneer Square's business. The lack of adequate parking, the impact of sporting events on the ability of customers and clients to access retail and service business, and constant utility construction make doing business in Pioneer Square difficult. An access and parking plan is critical to the business community's future.
- **"Pioneer Square - Closed for Construction."** A number of significant public and private construction projects are leading to the impression that "you can't get there from here." A significant construction mitigation campaign is required to let the public know that Pioneer Square, and its small businesses, are open for business.

The goals of the following recommendations are to create an environment which is supportive and nurturing for businesses; create opportunities to assist in the economic growth of existing businesses; and create opportunities to attract synergistic new businesses to Pioneer Square.



### Guiding Principles

- Constantly celebrate Pioneer Square's unique character, energy and mix of businesses
- Ensure and maintain a clean, safe and attractive environment
- Recognize Pioneer Square as a nexus of creative, technological and entrepreneurial leadership, and actively support this climate
- Position Pioneer Square and its businesses as a regional destination for customers and clients
- Ensure the highest level of access to Pioneer Square and parking for local business during events
- Activate the synergistic potential between development projects, neighborhood enterprises and the local labor pool – especially the low-income and shelter residents
- Develop the Kingdome North Lot with the best combination of retail, housing, commercial uses, parking and public space to expand the residential population and act as the southern anchor for stability and prosperity in Pioneer Square.

Recommendations

1. Dedicate City staff time and resources to support the local Economic Development initiative.

It is in the economic self-interest of all stakeholders (businesses, property owners, stadiums, City of Seattle, utilities and others) to work together to create a shared economic action plan for Pioneer Square. This project team would:

- Secure funding of the March 1998 Economic Development Action Plan
- Develop priorities, identify existing funding resources (business, First & Goal, neighborhood matching fund, etc.) and potential resources (such as through utilities)
- Create a timeline and begin program implementation.

2. Create an economic information data base.

Charting the course for Pioneer Square's economic future requires comprehensive information about existing conditions and potential growth areas.

- Conduct a **survey of Pioneer Square's existing businesses** (both ground and upper floor throughout the urban village boundaries) to determine needs, attitudes and potential growth and expansion opportunities. The survey should also review potential direction for the existing Pioneer Square Business Improvement Area (BIA). Finally, the survey should be used to create a database of existing businesses – uses, square footage, ownership, etc.
- Conduct a **survey of Pioneer Square's commercial property owners** to determine needs, attitudes and potential growth and expansion opportunities. The survey should also review the potential direction for the existing Pioneer Square Business Improvement Area (BIA). Finally, the survey should be used to create a data base of existing uses and vacancies.
- Create a business **database**, with map, of the locations and uses of existing Pioneer Square businesses. The database should also inventory vacant spaces, development opportunity sites and projects under construction. Update the database annually.
- Conduct a **market analysis** to determine overall business sales, current employment, economic niches and potential development opportunities. Update sales and employment trends annually.
- Determine the need for **additional consumer research** (focus groups, telephone survey, intercept survey and other methods).
- Create an **economic resource center and website** to include past and current planning studies, area maps,



research information, samples of promotional materials and other information. The resource center would also have market data sheets to help existing and potential businesses better understand the Pioneer Square market. The website would also have links to existing businesses and services.

3. Create an environment for economic success.

Several measure must be implemented in concert to make the experience of shopping in, working in, and visiting Pioneer Square more positive.

- Work with the government and the sports stadiums to ensure the **highest standards of public safety and cleanliness** in Pioneer Square. This includes advocating to police to enforce public behavior standards, advocating to the Parks Department to do more and better park maintenance, advocating to SEATRAN to keep streets, alleys and sidewalks clean and functioning.
- **Maintain cleanliness of public and private areas** by encouraging 100% subscription to CleanScapes, a local cleaning service employing disadvantaged residents, by each property owner in Pioneer Square.
- Participate in the implementation of the **Downtown-wide Business Improvement Area** to ensure a coordinated and supplemental public safety and maintenance program.
- **Recognize existing successful property owners** who are creative and flexible in attracting and supporting their business tenants. Facilitate sharing of best prac-



tices among all property owners and create a climate of mutual support.

- Encourage property owners to maintain their buildings by **enforcing the minimum maintenance standards.**
- Facilitate **pooling of resources** among property owners to buy expensive services such as awnings, brick washing, and maintenance services and create a low-interest loan-pool program to assist with facade improvements.
- **4. Create a year-round marketing and promotion campaign.**  
Pioneer Square must be positively promoted as an outstanding neighborhood in which to shop, work, visit, live, and have fun.
- Analyze the opportunity to **refocus the existing Pioneer Square BIA** so that it focuses on marketing and promotion. (The downtown-wide BIA would take over security and maintenance programs.) Determine the potential to create a significant marketing budget, including funds for marketing expertise. Determine potential to expand the boundaries of the existing BIA.
- Create and implement a **four-year marketing and promotion plan** to help mitigate the impact of construction and promote the positive aspects of Pioneer Square. The plan should be modeled after the successful Downtown Seattle Association effort to mitigate the impact of construction of the downtown transit tunnel. \$600,000 was raised for marketing with equal funding



from retail core businesses, businesses outside of the retail core, the City of Seattle and METRO.

The Pioneer Square marketing plan would define the framework for a year-long advertising campaign, public information program, special events/festivals program and "emergency response" program.

The advertising campaign should include both institutional programs and co-operative advertising for Pioneer Square. The campaign should also focus on **all** types of businesses.

The public information campaign should include the generation of positive stories about Pioneer Square, editorial board briefings, a focus on how to get around and use Pioneer Square, and other press strategies. A spokesperson should also be identified who could quickly respond to issues and take advantage of opportunities.

The special event/festival campaign should strengthen existing events (Fire Festival, Fat Tuesday, Christmas, etc.) and add new events. Funds should be developed to hire special events expertise for Pioneer Square.

- Implement a **pedestrian navigation system** through Pioneer Square. (See Public Spaces, page 6.)
- Manage and fund **joint marketing program for the stadium/exhibition center and Pioneer Square businesses.** Develop a joint marketing program to best

ensure event goers are attracted to the features and destinations in Pioneer Square.

#### 5. Create an internal communication system.

Local businesses would like to support each other more, but need better methods to do it.

- Create a **comprehensive directory and/or website** of local businesses and their services. Distribute it to neighborhood businesses as well as the surrounding neighborhoods.
- Set up **one-on-one interviews** with the top 25 Pioneer Square businesses to determine their needs and expansion opportunities.
- Organize **educational/social events** for local business operators to facilitate cooperation and sharing of best practice techniques and learning about resources available to local businesses.
- Develop and distribute a **Pioneer Square business newsletter** to businesses, property owners, community stakeholders, government leaders and others.

#### 6. Create a business development program.

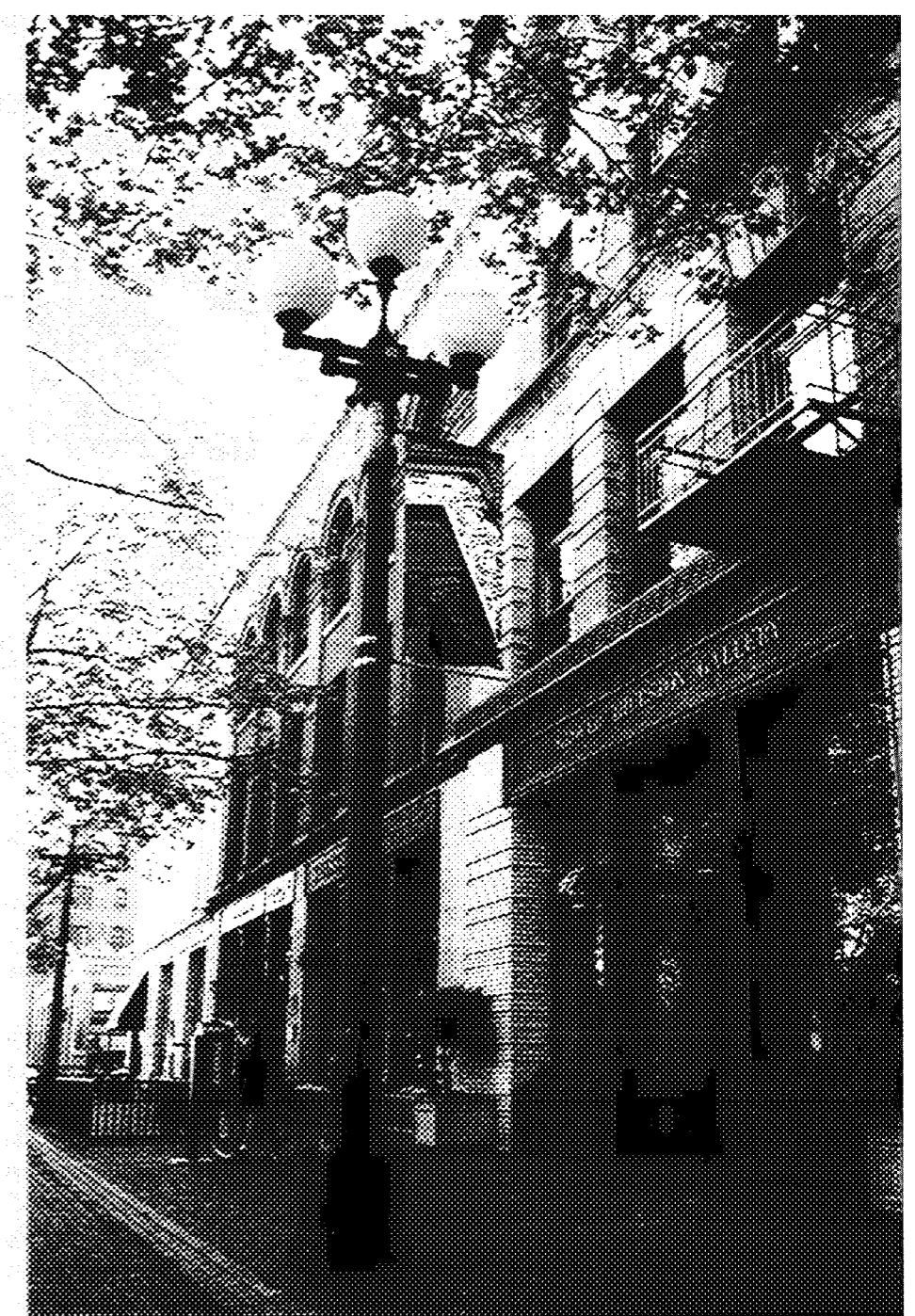
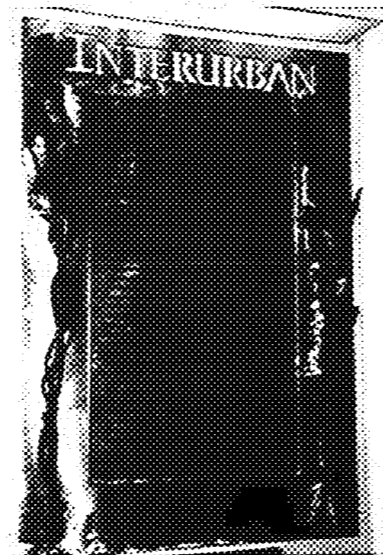
Attracting synergistic new businesses, nurturing existing businesses, and pursuing maximum economic opportunities requires a professionally and energetically managed business development program.

- Create and fund **business advocacy expertise** to network outside to find new businesses and help them find a location that suits their needs. This position will also help businesses work with DCLU and the Pioneer Square Preservation Board to understand requirements.
- Conduct a **regulatory and permit review** of design guidelines and development codes to remove unnecessary barriers and to expedite desired economic activities.
- Create **business incubators**, like the one at the St. Charles Hotel, where small firms share reception area, conference area, equipment and services.
- Create a **business recruitment committee** under the auspices of the Pioneer Square BIA to actively meet with the potential new business prospects in Pioneer Square. An initial emphasis should be on ensuring the availability of basic neighborhood services, such as a bank or credit union.

- Create a **parking management program** for Pioneer Square. See Transportation and Infrastructure, page 2 1.

#### 7. Initiate processes to employ local residents and use of local businesses.

- Facilitate the **successful transition into long term employment for mission and shelter residents**. Expand successful existing enterprises such as CleanScapes that hire employable low-income residents.
- Develop **partnerships** between local social service agencies and local businesses to place employable low-income and homeless residents in local jobs.
- Secure **jobs in the new stadium, ballpark and exhibition center developments** for low-income Pioneer Square residents.
- Encourage and facilitate the operation of concessions and site cleaning by local neighborhood businesses. Work in partnership with local businesses to contract them to **operate concessions** within the stadium and exhibition center. Contract a local cleaning organization such as **CleanScapes to clean throughout the neighborhood after events**.



#### Proposed Football Stadium Mitigation Recommendations

1. Fund marketing, public relations and economic development expertise for Pioneer Square as described in this section.

2. Manage and fund a joint marketing program for the stadium / exhibition center and Pioneer Square businesses.

Pioneer Square's future depends on the health and success of its businesses. A component of their success depends on capturing some of the revenue spent by event-goers, especially retail, restaurants, and night-clubs. A joint marketing program can best ensure event-goers are attracted to the features and destinations in Pioneer Square.

3. Encourage and facilitate operation of concessions and site cleaning by local neighborhood businesses.

Work in partnership with local businesses to offer concession opportunities within the stadium and exhibition center. Contract with a community based cleaning organization such as CleanScapes to clean throughout the neighborhood after events.

4. Fund extra police on event days to control traffic and monitor civility of event attendees.

# Improving Parking, Transportation and Infrastructure



## Objective: Build systems to support the quality of life we want

Pioneer Square acts as a key hub for multiple transportation modes. Pedestrians, cars, surface buses, Amtrak trains, tunnel buses, bicycles, ferry traffic and freight traffic all move through the area, vying for space. Except during Kingdome events and rush hour, traffic currently flows fairly smoothly within and around the neighborhood. However, significant changes coming to the neighborhood soon will place huge new demands on the transportation network:

- ( Development of two stadiums and an exhibition hall in the place of one venue
- ( Projected increase of 2 100 housing units
- ( Regeneration of King Street Station into a multimodal transportation hub
- ( Addition of commuter rail service, bringing up to 20,000 commuters through the area daily
- ( Extensive commercial development at King Street Center and Union Station
- ( Continuing industrial and freight traffic to and from the North Duwamish industrial area and waterfront Port operations.

It will be more and more challenging to keep these multiple modes operating efficiently and safely. The following recommendations target improvements to the transportation and parking system necessary to satisfy future demands.

Pioneer Square’s character and the social life of its streets are dependent on maintaining pedestrian primacy within its core. More and more people who will come to Pioneer Square for diverse activities – shopping, working, visiting tourist destinations, eating out, going to nightclubs, attend-

ing events at venues, sitting at sidewalk cafes, hanging out – need to share the same streets and sidewalks. For residents and businesses, these same streets are our front doors and back porches. The streets must maintain their pedestrian character and be adaptable for these ever-changing uses.

Parking and access during events represent a key area where substantial improvements are required immediately. The local parking supply disappears during stadium events, preventing customers from patronizing local businesses. Congestion and current event routing measures prohibit customers, residents and workers from entering their neighborhood. Proposed solutions for parking and access are the most critical to implement immediately.

As the above changes bring more and more people into Pioneer Square, it will be necessary to increase and improve transit service to the area. Transit recommendations are aimed at improving bus service to downtown, increasing transit use by event goers, and concentrating services at the multimodal transportation node at King Street Station.

Pioneer Square borders the waterfront and one of the most important industrial zones in the state. Traffic critical to the economy must have efficient access to the regional transportation system from the Port, the North Duwamish industrial area, and the ferry docks. However, this traffic must continue to be routed outside of the Pioneer Square historic district. Proposed grade separation projects must be implemented to achieve efficient and safe flow for this critical traffic.

## Guiding Principles

- Preserve and enhance pedestrian primacy on non-arterial streets
- Keep Pioneer Square open for business during events with maximum transportation demand management measures
- Expand the availability of parking spaces for customers, restaurant and club patrons, and residents during events
- Provide excellent transit service to and from the area, and clear pedestrian connections to facilities within area
- Provide infrastructure and traffic management to allow port freight traffic, industrial traffic, ferry traffic and event traffic efficient access to the regional transportation system while preserving the pedestrian character of Pioneer Square
- Keep 1<sup>st</sup> Ave for local use primarily by keeping parking lanes for parking and routing event traffic, ferry traffic and freight traffic outside Pioneer Square core
- Provide adequate utility capacity and reliability to accommodate projected needs of South Downtown projects and growth in the three neighborhoods

## Recommendations

### TRAFFIC AND ROUTING

- **Implement Traffic Demand Management (TDM) measures for ballpark, stadium and exhibition center events to keep Pioneer Square accessible to non-event patrons and residents.** (The Parking Access Review Committee, PARC, is currently fine-tuning these recommendations.)
  1. Raise costs for low-occupancy vehicle parking on stadium controlled lots.
  2. Provide information and strong incentives for high-occupancy vehicles to park in designated satellite lots outside Pioneer Square.
  3. Install electronic signs with real-time alerts on parking and traffic flow before/after events.
  4. Implement a park-and-ride program similar to that at Husky Stadium which provides ticket holders strong incentive to use buses to reach the stadium.
  5. Extend parking meter hours throughout entire Metro Ride-Free Area, not just Pioneer Square.
  6. Retain curbside parking on 1<sup>st</sup> Ave during events.
  7. Route southbound event traffic (from 99 or Central Business District) on 2<sup>nd</sup> Ave and 2<sup>nd</sup> Ave Ext. and 4<sup>th</sup> Ave; keep 1<sup>st</sup> Ave for Pioneer Square access only.
  8. Utilize the bus tunnel for transporting event patrons from the Central Business District parking garages. Create marketing /educational program promoting bus tunnel benefits.
  9. Reconsider current policy to close northbound 1st Ave from Royal Brougham and route all traffic to 99 on ramp during peak event times. Access to Pioneer Square must be allowed.
- **Ensure pedestrian primacy in Pioneer Square.**
  1. Clearly mark street crossings with pedestrian cross lights and cross walk striping at all intersections.
  2. Design and implement pedestrian navigation system to help visitors locate destinations throughout Pioneer Square, especially at transit nodes. (See Public Spaces section.)
  3. Define surface-level pedestrian connection between South Downtown and the waterfront. (See specific recommendations in Public Spaces, page 11.)
- **Improve alley access and usability.**
  1. Improve the pedestrian experience and access to back entrances of buildings.
  2. Establish design guides for improved lighting.
  3. Remove or enclose dumpsters.
  4. Repair and resurface alley paving.
  5. Designate temporary loading zones in alleys for service vehicles.



- **Improve the flow of traffic bound for other destinations around Pioneer Square.**
  1. Place signage directing through-traffic around the Pioneer Square core at strategic locations outside the district.
  2. Route north and south-bound traffic for destinations beyond Pioneer Square to 2<sup>nd</sup> Ave, 3<sup>rd</sup> Ave and 4<sup>th</sup> Ave.
  3. Fund and build the proposed grade separation for SR 5 19 to provide direct access to the freeway system from the Coleman Dock and Port of Seattle Terminals 37 and 46.
  4. Maintain existing arterial designations for Jackson Street, 2<sup>nd</sup> Ave, and 4<sup>th</sup> Ave.
- **Route ballpark and stadium event traffic and ferry traffic away from the heart of Pioneer Square.**
  1. Primary pedestrian routes from north to south are 1<sup>st</sup> Ave from Cherry to King, Occidental Ave from Yesler to King and Alaskan Way along the waterfront. Primary pedestrian routes from west to east are Yesler, Washington, Main and Jackson. These priority pedestrian streets shall not be used for Ferry Terminal vehicular access.
  2. Implement the proposed remote ferry holding area south of King Street and west of 1<sup>st</sup> Ave to improve ferry traffic flow on Alaskan Way. Ferry traffic shall arrive and depart by Alaskan Way and Royal Brougham. Traffic from the remote holding pen shall arrive to the terminal by Alaskan Way. The route shall not utilize lanes under the viaduct.
- **Improve bicycle connections along the waterfront and to the Mountains to Sound Path.**
  1. Develop/expand a continuous bike trail from Magnolia through the waterfront, Harbor Island to West Seattle. (See Public Spaces section, Waterfront Connection.)
  2. Connect from this waterfront path east to the Mountains to Sound Path along Main Street. This area of the path should remain urban in character.

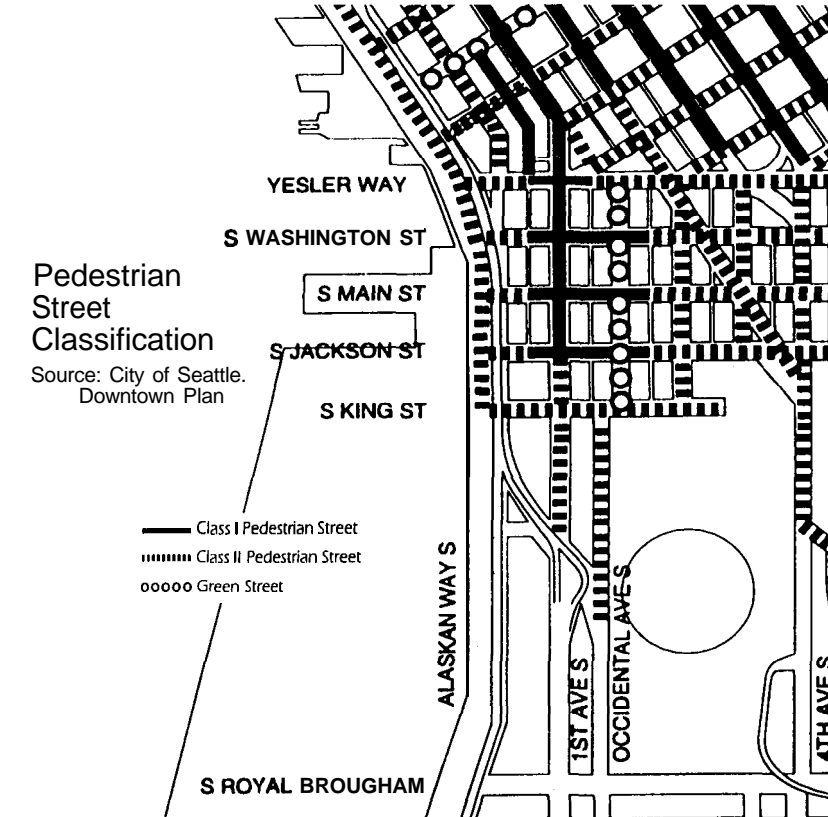
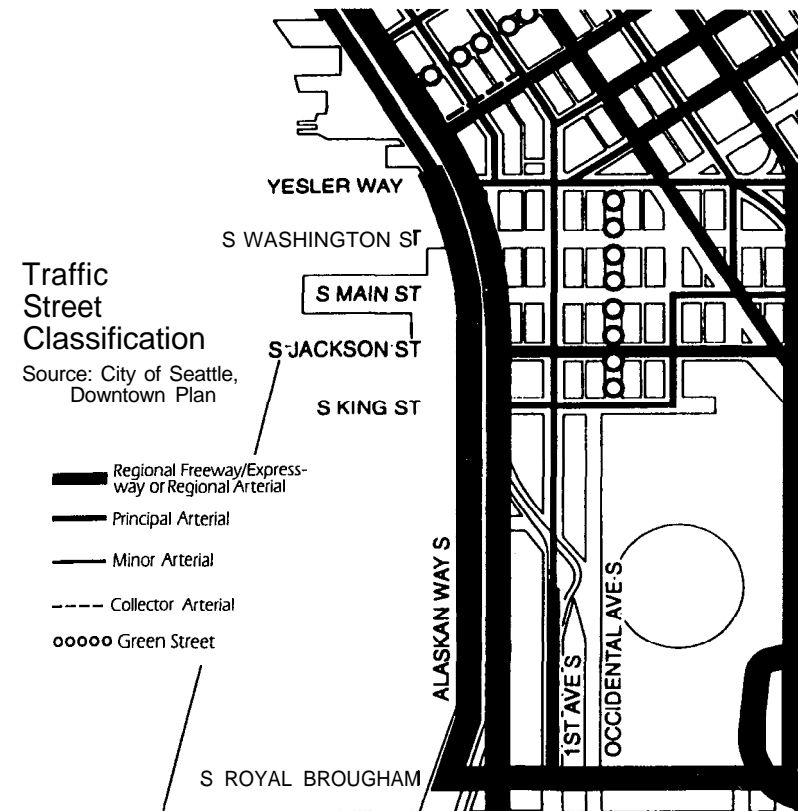
## PARKING AND ACCESS

- **Secure a parking facility to serve local parking needs, accessible even during events.** Analyze feasibility and potential market to determine the most effective solutions. Explore partnerships with parking operators to provide parking to Pioneer Square residents and employees.
  1. Define the capacity needed year round and during events. Identify requirements for a facility that meets the defined needs for residents, local business and non-stadium event uses.
  2. Target potential sites and partnerships to build, purchase or lease facilities that suit the neighborhood's need. Suggested sites for analysis include the two parking lots on Occidental Park (if developed), and the two parking garages at 1<sup>st</sup> Ave and Columbia.
- **Centralize responsibility for developing a parking and access program and managing operations on behalf of community interests.** Responsibilities may include: managing district TDM programs, implement-

ing a parking program for non-event uses as described above, advocating for the community on parking and access issues, and assisting with marketing strategies for improved parking and access.

- **Improve availability of on-street parking.**
  1. Participate in "smart meter" test on 1<sup>st</sup> Ave or other high priority locations. Develop a plan for testing programmable meters including: communicating to neighborhood business and residents about the benefits, identifying specific problem times and dates to target and locations to test, and defining meter settings.
  2. Support downtown wide parking regulations. Pioneer Square must not be singled out with neighborhood specific restrictions. The entire City must bear the cost of parking and access problems caused by impacts of the new stadiums.
  3. Consider measures such as increased fines to deter on-street parking violations and increase turn over during peak demand hours.

- **Develop an access program to improve access in and out of the neighborhood during events for residents, business operators, customers and employees.**
  1. Establish funding to design and manage a pass program that provides identified community stakeholders access to neighborhood through event traffic routing barricades. This will entail developing guidelines and eligibility standards, designing a system jointly with stadium, ballpark, and Seattle Police Department representatives, and setting up long-term management of the program. Model this program after examples established in other event-congested areas like those for Husky Stadium and Seattle Center venues.

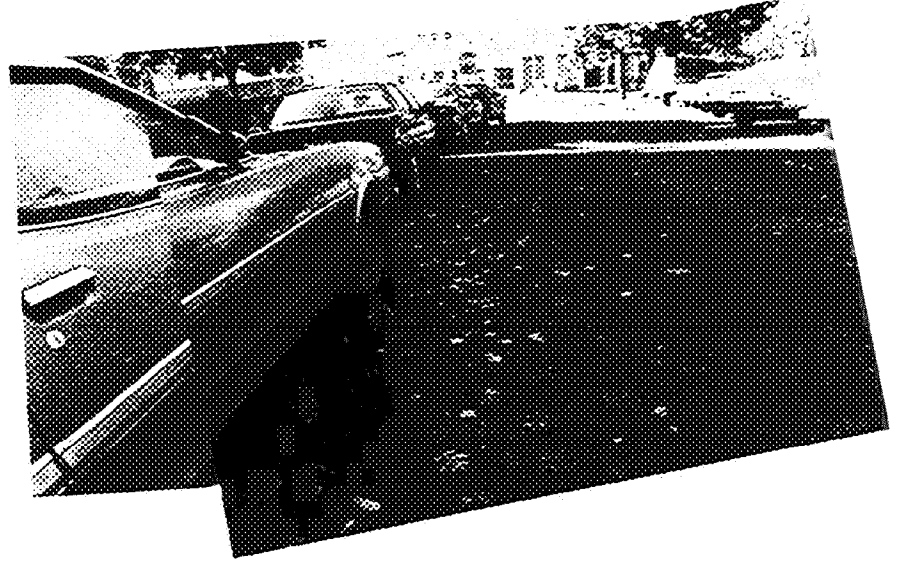


**TRANSIT**

- **Improve transit service and circulation in downtown neighborhoods.**
  1. Improve interval timing and expand circulation service for buses on 1<sup>st</sup> Ave to the Central Business District.
  2. Extend bus tunnel hours to late in the evening and on Sundays to capture event patrons.
  3. Do not extend the free-ride zone. Instead, provide free shuttles from Central Business District or south parking lots to stadiums.
  4. Make it easy for event-goers to use transit by simplifying Metro service information. Consider color coding or destination-to-destination route information.
  
- **Improve King Street Station facilities and access.** Pioneer Square strongly supports locating the RTA transit hub at this station.
  1. Adjust bus stops and schedules to maximize efficiency for commuters switching modes.
  2. Design the public plaza and implement elements of the navigation system to help people find important local destinations. (See Public Spaces section, 4th and Jackson, for recommendations on this project.)

**INFRASTRUCTURE**

- **Improve the condition and capacity of utilities in areas targeted for development.**
  1. Keep current projections of future demand and needed capacity in growth areas. Prepare and regularly update reports that project growth for at least a three-year period. Develop strategies for coordinating major infrastructure improvements to meet future demand projections.
  2. Improve the coordination of infrastructure improvements with development project upgrades. Consolidate work in streets affecting access to and through Pioneer Square. Ensure the scheduling of work allows efficient and continuous access.
  3. Coordinate partnerships between utilities and private developers for more complete street repairs and to pool resources to deliver identified pedestrian streetscape improvements.
  4. Ensure that the 1% for art funds generated through utility and infrastructure improvements in Pioneer Square are allocated proportionately in the neighborhood.
  4. Inform the community several months in advance of upcoming closures, locations, and duration of work projects by notifying community organizations and adjacent affected business and property owners.
  
- **Improve structure and foundation of specified areas.** (See Public Spaces section, page 7.)
  1. Refer to the 1984 Seattle Engineering Department Areaway Rehabilitation Program for a description of needed areaway improvements.
  2. Develop funding partnerships between the City of Seattle and involved property owners.



**Proposed Football Stadium Mitigation Recommendations**

**1. Initiate, fund, and manage a Transportation Management Plan (TMP).**

- A TMP must be developed to:
- Identify target event traffic volume and modal split goals
  - Identify a range of methods to reduce traffic and parking demand
  - Develop event management guidelines and public information processes
  - Manage resultant pedestrian and vehicular traffic, and
  - Set up a process to implement strategies and monitor their effect.

The Parking and Access Review Committee should work to further develop, refine and modify the transportation management plan consistent with this Plan.

**2. Secure parking to be available for local businesses and residents during events, distant from heavily congested areas.**

This facility must be located outside of event-congested areas to serve local parking needs during events. Analyze feasibility and potential market to determine the most effective solutions. Explore partnerships for local use of parking in the northern area of the neighborhood with private lot owners.

**3. Develop and implement a community access program that allows residents and workers free access through event routing barriers.**

Develop a program to improve access in and out of the neighborhood during events for residents, business operators, customers and employees. Establish funding to design and manage 3 pass program that provides identified community stakeholders access to neighborhood through event traffic routing barricades. This will entail developing guidelines and eligibility standards, designing a system jointly with Stadium and Seattle Police Department representatives, and setting up long term management of the program. Model this program after examples established in other event congested areas like University of Washington Husky Stadium and the Seattle Center vicinity.

**4. Build a parking structure on the Kingdome North Lot.**

Conduct feasibility study for building a parking structure to, at a minimum, replace the 1100 spaces currently on the North Lot. This structure will protect the existing supply of parking as well as enhance the possibility of future development on this site.

# Partners and Stewards: Implementation Strategies

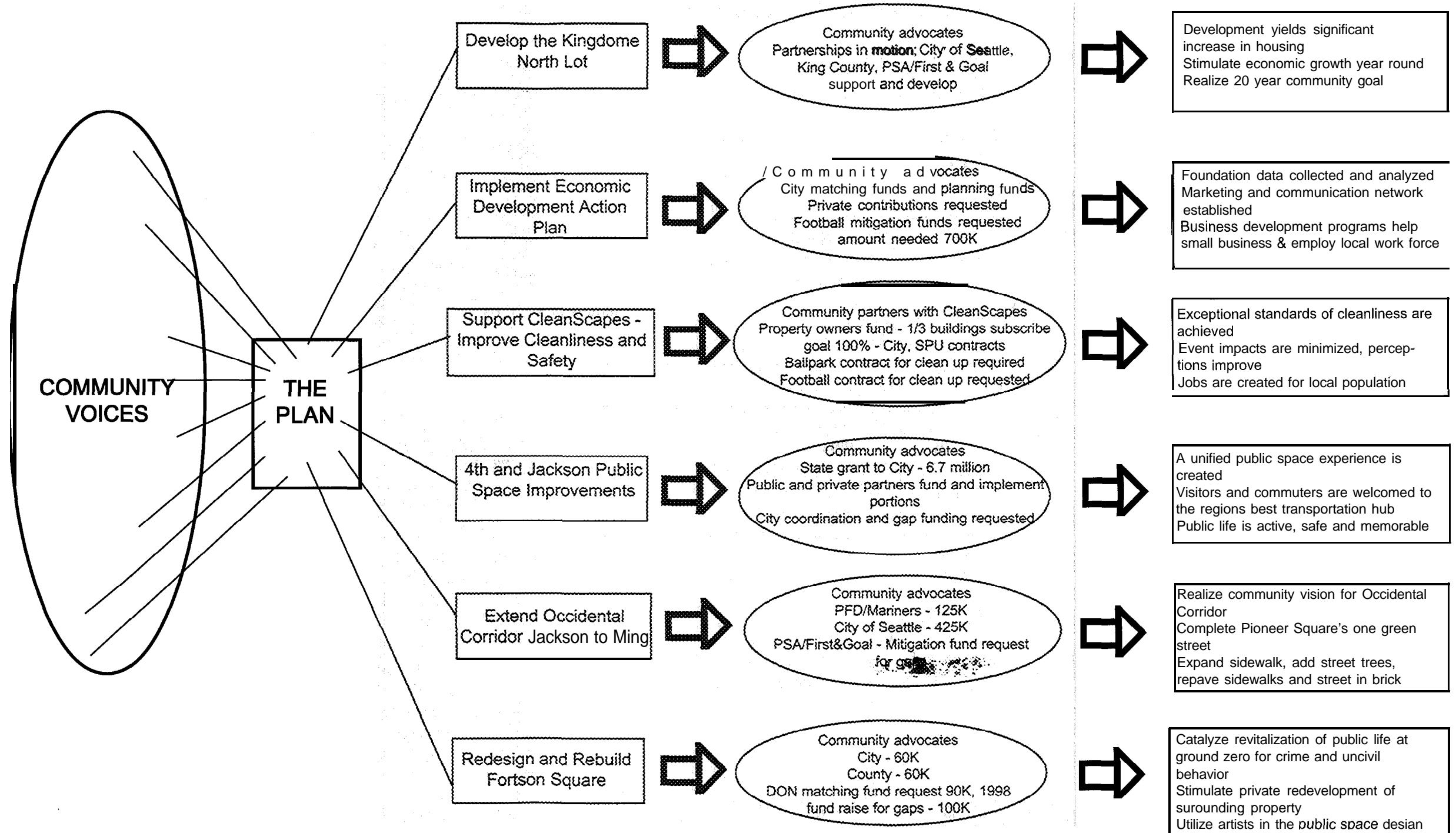
## Action Planning

Pioneer Square is utilizing the neighborhood planning process to identify what we want and to bring key players to the table to implement projects. This is an alternative process of planning in that it structures the process of realizing the plan concurrent with creating it. This process is proactive and opportunistic, and allows the neighborhood, City and County to participate in real time with the development forces shaping South Downtown.

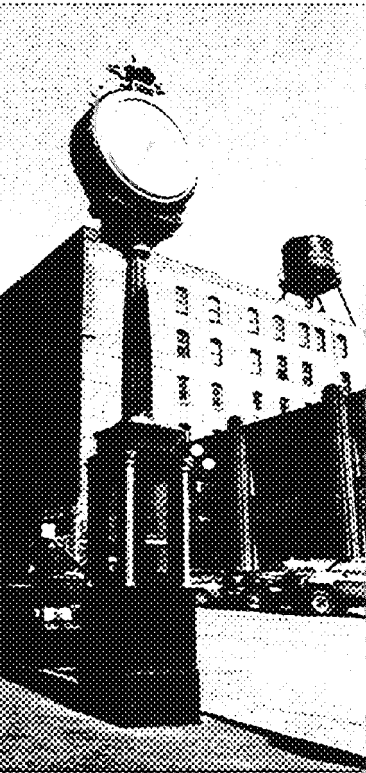
Early in 1997 the Pioneer Square Community Council, Business Improvement Area, Community Development Organization and Planning Committee began working together as Merged Interests. The Organizations co-located and began collaborating with project partners and government agencies to capitalize on the unprecedented development boom. The members of these organizations are working hard to realize great things for Pioneer Square. The neighborhood is organized and operational; exciting initiatives are already underway.

This diagram represents the action planning process by showing examples of projects in motion. These real and active projects are happening, with momentum provided by a variety of stewards and financial support from a variety of partners. This is not a complete list, but rather a few key examples of how various stakeholders are working together to make great things happen.

CONTRIBUTING VOICES defined THE PLAN which details SPECIFIC PROJECTS PROGRAMS & POLICIES and identifies STEWARDS & PARTNERS who achieve THE RESULTS



**Get Involved  
With Neighborhood Planning**



The neighborhood is working hard to articulate and communicate our vision of the future. We have accomplished a great deal but there is much work to be done. We invite your support in ensuring the Historic District thrives for the next 100 years.

If you have missed all the action to this point or have fallen out of the information loop – now is a perfect time to get involved! The Planning Committee welcomes your participation during this critical

and exciting time in the history of Pioneer Square.

Here are several ways you can comment and learn more about the Draft 1998 Pioneer Square Neighborhood Plan. The input we gather from you through these forums will be folded into the final 1998 Pioneer Square Neighborhood Plan, scheduled for completion early this summer. We want to hear what you think!

**To receive copies of this plan or for information about comment opportunities contact the Pioneer Square Planning Committee**  
 contact: Renee Tanner  
 157 Yesler, Suite 410  
 Seattle WA 98104  
 phone #: 623.4950  
 email: [renee@pioneersquare.org](mailto:renee@pioneersquare.org)

Special appreciation goes to the community organizations who comprise Merged Interests. The board members, volunteers, and staff of these organizations have supported and enthusiastically engaged the planning activity. These organizations will steward the implementa-

**POTLUCKS**

Every Monday evening in April, a community group will host a potluck showcasing the plan by issue area. Bring a covered dish, dessert or refreshment. Stop by any or all of these social events designed to celebrate the neighborhood's hard work and engage the community in dialogue about the goals and recommendations outlined in the 1998 Plan.

**Transportation, Parking and Infrastructure**  
 Monday April 6, 5 to 8 PM  
 Hadley's On First, 205 First Avenue South

**Improving Public Spaces**  
 Monday April 13, 5 to 8 PM  
 NBBJ Gallery, 111 S. Jackson

**Strengthening Our Economic Base**  
 Monday April 20, 5 to 8 PM  
 Rock Pasta, 322 Occidental Avenue South

**Broadening Housing Availability**  
 Monday April 27, 5 to 8 PM  
 Home and Studio of Pepper the Magician  
 211 1/2 First Avenue South

**PUBLIC DISPLAYS**

Beginning in late March and continuing through April and May, watch for public displays placed in popular gathering places around the neighborhood. Take some time to review the recommendations and encourage your friends and neighbors to comment and get involved.

**REQUEST FOR PRESENTATIONS**

Schedule a special presentation for your organization, association, business or special interest group. Planning Committee members and technical consultants are available to answer questions, explain the process, and incorporate your points of view regarding the 1998 Plan.

**FEEDBACK**

Contribute your comments and suggestions in writing. Please send comments to the planning office by mail, or drop them into the box located at the Grand Central Arcade, or bring it in person to one of the potlucks.

tion of many of the recommendations identified in this plan. Thank you!  
**Pioneer Square Community Council**  
**Pioneer Square Business Improvement Area**  
**Pioneer Square Community Development Organization**  
**Pioneer Square Preservation Board**

**Pioneer Square Planning Committee**  
 503 (c)3 non-profit organization established March 1996

**Vision Statement**

The PSPC will coordinate an educational community process for all stakeholders about the long-term and short-term priorities for the Pioneer Square Historic District and Urban Village. Our work will focus on the update and management of the approved 1991 plan and move

**Phase I Nov. 95 to May 97**

**Board Members**  
**President**, Renee Tanner  
**Vice President**, John Chaney  
**Treasurer**, John Speirs  
**Secretary**, Cath Brunner

Tina Bueche	David Brunner
Tom Gomez	Paul Niebanck
Jennifer Meisner	Daniel Melone
Suzanne Mitchell	Katherine Olson
Cathryn Vandenbrink	

**Phase II June 1997 to Present**

**Board Members**  
**President**, John Chaney  
**Vice President**, Paul Niebanck  
 Treasurers, Shannon Yates, Anthony Reifers  
 Secretary, Cash Brunner

David Brunner	Mario Campos
Pandora Degreen	Jennifer Meisner
Suzanne Mitchell	Bradley Scharf
John Speirs	Reyn Yates

The Planning Committee recognizes the following community members for significant involvement in the Phase II process, specifically the 1998 Plan document

Cary Atlas	Karen Bean
Tyler Bech	Sara Jane Bellanca
Bif Brigman	Kevin Carl
Elizabeth Conner	Dana Cox
Michael Fajans	Mardy Gordon
Kate Joncas	Phil Klinkon
Todd Larsen	Rebecca Roush
Ellie Schroeder	Cathryn Vandenbrink
Eugene Wasserman	Cliff Willwerth

forward recommendations in the plan by outlining strategies for implementation and funding. We will work cooperatively and collaboratively with all interested parties and be accountable for the goals and priorities of the Pioneer Square community as established in the 1995-1997 Pioneer Square Phase I planning process and the 1997-1998 Phase II planning process.

**Neighborhood Planning Office**  
 John Eskelin and Cliff Louie, Project Managers

**City staff contributing to the 1998 Plan**  
 Steve Pearce, Strategic Planning Office  
 Ethan Melone, Strategic Planning Office  
 Mike Morris Lent, SEATRAN  
 Mark Johnson, Department Construction and Land Use  
 Karen Gordon, Department Of Neighborhoods

**Neighborhood Planning Office**  
 John Eskelin, Project Manager

**Phase II Consultants**

**J. Renee Tanner Consulting**  
 Renee Tanner, Phase II Plan Coordinator

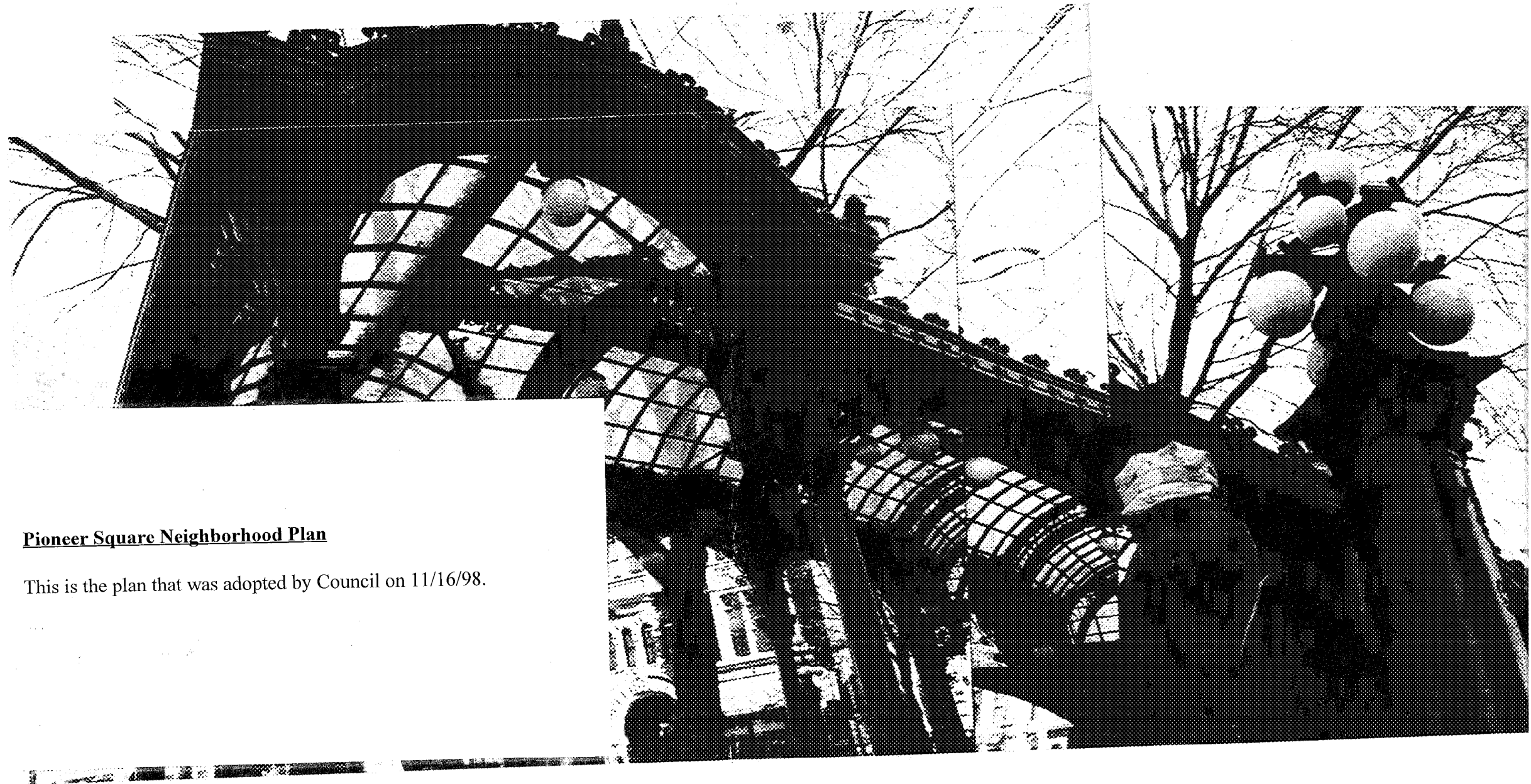
**Sub-Consultants**

Cary Moon, landscape architect/urban designer  
 Gerald Hansmire, strategic advisor  
 Ken Saunderson, economic development plan  
 Jim Reid, facilitator

**Plan production help**

Neil Hoopman, graphics assistance  
 Chris Manic, alleys/cleanliness sections  
 Martha McDonough, editing





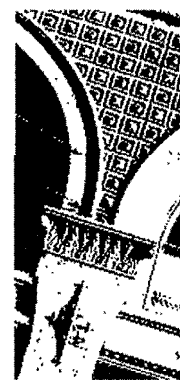
**Pioneer Square Neighborhood Plan**

This is the plan that was adopted by Council on 11/16/98.

**Pioneer Square**

Neighborhood Plan

March 1998



PIONEER SQUARE  
PLANNING  
COMMITTEE

157 YESLER  
SUITE 410  
SEATTLE, WA  
98104