

STADIUM DISTRICT STUDY

Department of Planning & Development (DPD)
staff recommendations for
comprehensive plan amendments
public review

November, 2013

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BACKGROUND & PURPOSE

Objectives of This Planning Effort

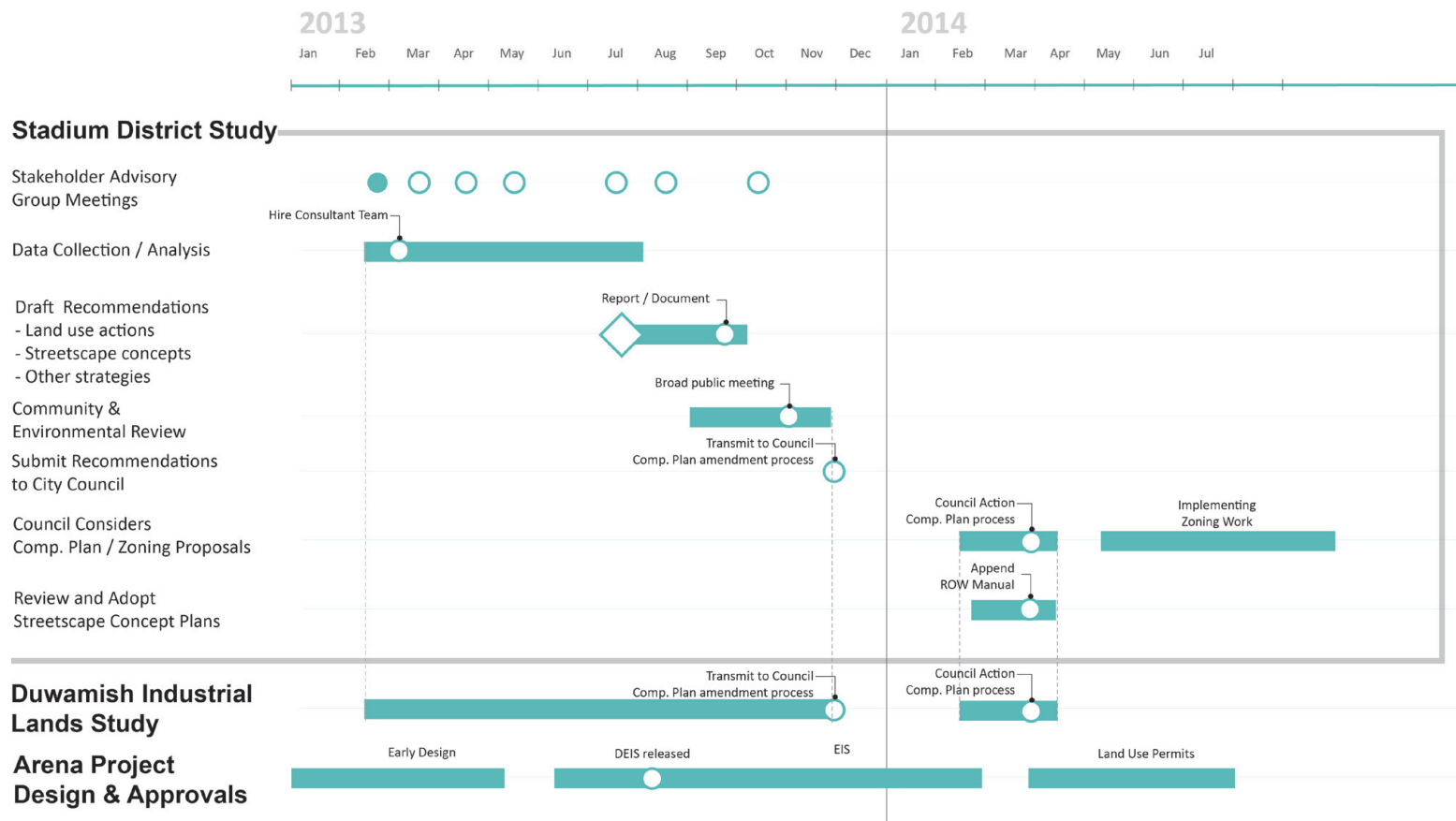
The objectives of this planning effort are to consider policy and regulatory changes to help achieve a shared vision and goals for the unique district immediately surrounding Seattle’s major stadiums, and event center. The planning effort considers land use, mobility and placemaking strategies that can help the district meet the needs of a wide variety of users, stakeholders, visitors and businesses. The planning effort recommends ways to improve the vibrancy of the area for more than just events, and considers how activities near the stadiums can help support goals for adjacent neighborhoods. The planning effort recognizes the importance of preserving and strengthening industrial uses in the Duwamish Manufacturing Industrial Center.

Manufacturing Industrial Center (MIC) Policy and Land Use Study

The ‘MIC Policy and Land Use Study,’ is a separate, concurrent effort also underway. Its goals include:

- + Strengthen the long-term viability of the MIC
- + Protect industrial uses and Port operations
- + Reinforce the MIC as an industrial sanctuary
- + Coordinate with the Seattle Industrial Areas Freight Access Project

Timeline

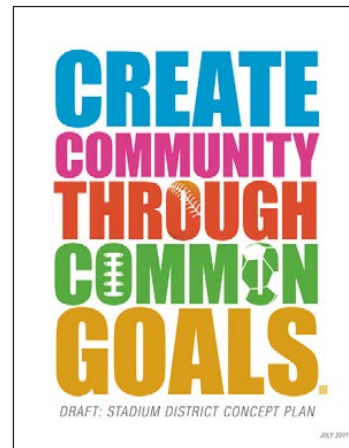


BACKGROUND & PURPOSE

This study re-evaluates the existing stadium transition area overlay district. It analyzes opportunities for land use, urban design, and transportation with the intent of creating a more vibrant and user-friendly stadium district, while recognizing the importance of preserving industry in the Duwamish industrial area. Several recent projects and planning efforts are important background for the Stadium District study.

2012 Privately Proposed Stadium District Concept Plan

In 2011 and 2012 the two volunteer public boards that manage the public's investment in Safeco Field and CenturyLink Field and Event Center, together with the professional sports teams the venues host, prepared a Stadium District Concept Plan. The plan was an initial concept for what the entities believe to be the essential elements of a successful stadium district. The Concept Plan states core values and guiding principles adopted by both boards. It was distributed for public comment, and requested to be considered by the city for formal adoption. The ideas and content of the proposed Concept Plan factor prominently in the current Stadium District study, serving as a starting point for this study.



Proposed New Arena

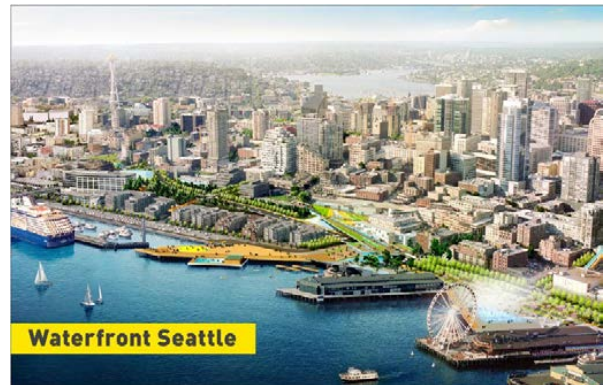
During 2012 and 2013, an investment group led by Chris Hansen created a private proposal for a new basketball and hockey arena to be located in the stadium district. The City of Seattle and King County partnered with the group on a financing plan for the arena, and worked with the group in an attempt to procure an NBA franchise. Though the initial effort to relocate a team to Seattle was unsuccessful, permitting and planning for the new arena are presently moving forward, in anticipation of other options for securing an NBA team.

The introduction of a possible new arena in the District adds to the significance of these planning efforts. The Stadium District study can help meet additional challenges to coordinate complex functions and operations, as well as integrate a potential arena into the shared vision for a great stadium district moving forward.



Waterfront Seattle

The transformation of Seattle’s waterfront is made possible by the removal of the failing Alaskan Way Viaduct and replacement of the deteriorating Elliott Bay Seawall. These projects, create opportunities for new public space, from the Olympic Sculpture Park to Pioneer Square, for parks and paths, access to the water, places to enjoy views, vibrant public and cultural spaces, and a new urban street that will accommodate all modes of travel and provide an important connection in the City’s transportation system.

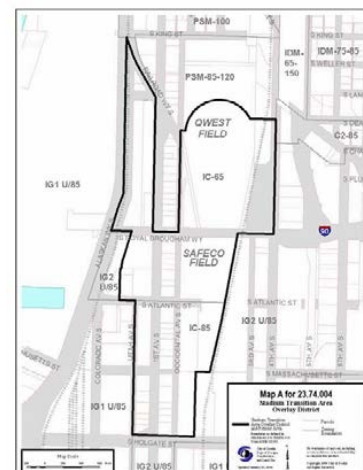


Livable South Downtown Plan & Neighborhood Plans

Livable South Downtown was an area-wide planning effort conducted by the City and neighborhood partners, culminating in area-wide zoning changes during 2010. Livable South Downtown encompassed several neighborhoods including Pioneer Square, Chinatown / International District and part of the area under consideration in this work. Past neighborhood plans including the Duwamish Neighborhood Plan (1999), Chinatown / International District Strategic Plan (1998), and the Pioneer Square Neighborhood Plan (1998) were a foundation for Livable South Downtown, and are valuable background for this study as well. Primary goals of Livable South Downtown were to enliven neighborhood centers, support economic development, and provide options for housing. Livable South Downtown did not make significant land use or zoning changes in the stadium district area.

Stadium Transition Area Overlay District

The Stadium Transition Area Overlay District was established in 2000 as an overlay zone in the Seattle Municipal Code (SMC Chapter 23.74). The overlay district applies additional zoning standards beyond the base zoning for the area to achieve certain goals for the district. The purpose of the zoning overlay was to improve the pedestrian environment and connections to downtown, discourage encroachment into industrial areas, and to permit a mix of uses that supports the pedestrian-oriented character of the area. The extent of the zoning overlay is generally the extent of the area under study in these recommendations.



VISION & GUIDING PRINCIPLES

Based on past planning efforts, new analysis, and through a series of discussions with the stakeholder advisory group and others, we set forth the following draft vision statement and guiding principles to inform the recommendations in this study.

Stadium District Vision

A destination sports and entertainment district for all that includes a range of complementary uses, is a seven day a week neighborhood, and complements the character and uses in adjacent Pioneer Square, Chinatown/International District and the Duwamish Manufacturing Industrial Center.

Guiding Principles

Land Use & Urban Form

- + Create a balanced mix of uses that supports regional sports and entertainment, and includes complementary activities that encourage patrons to enjoy the district beyond the event itself and contribute to a 24/7 neighborhood during non-event times.
- + Recognize close proximity to significant port, rail and industrial activities in the Duwamish Manufacturing Industrial Center, and encourage land uses that achieve the district's goals while complementing industrial activities to the south - providing a strong district edge at S. Holgate Street.
- + Provide inviting faces to the district that engage and embrace the adjacent Pioneer Square and Chinatown/International District neighborhoods.
- + Cultivate a distinctive urban form by considering iconic views to and from the district, the city's skyline, historic character, and infrastructure elements when determining scale, height, massing, placement and design of new buildings.

Stadiums

- + Preserve and enhance the public investment in stadium infrastructure and operations, which are assets for the region, by ensuring continued long term viability of stadium facilities within the district.
- + Support unique operational needs of stadiums and event centers, such as: event staging, traffic management, nighttime operation, bus and freight access, signage and wayfinding, and parking.

Catalyst Sites

- + Recognize a limited number of key sites available for infill development in, adjacent to, or near the district, and encourage new uses and configurations on these sites to optimize their contribution to the district vision.
- + Support incentives, public/private partnerships and other proactive tools to achieve preferred outcomes and public benefits on catalyst sites.

Sustainability

- + Encourage a district that will serve as a national leader for sustainability among neighborhoods with professional sports and event facilities.

- + Encourage innovative green infrastructure strategies, including handling of stormwater, waste heat recovery, and transportation.

Public Realm

- + Create a network of active and safe streets and public spaces that support the life of the district and adjacent neighborhoods, are flexible to accommodate event-day gathering and wayfinding, promote activity seven days a week, and do not adversely impact neighboring industrial activity or stadium operations.

Mobility

- + Capitalize on, and support improvements to, the transportation network in and near the District by enhancing connections to, and through the area, and optimizing the convenience and safety of all modes of moving people and freight.

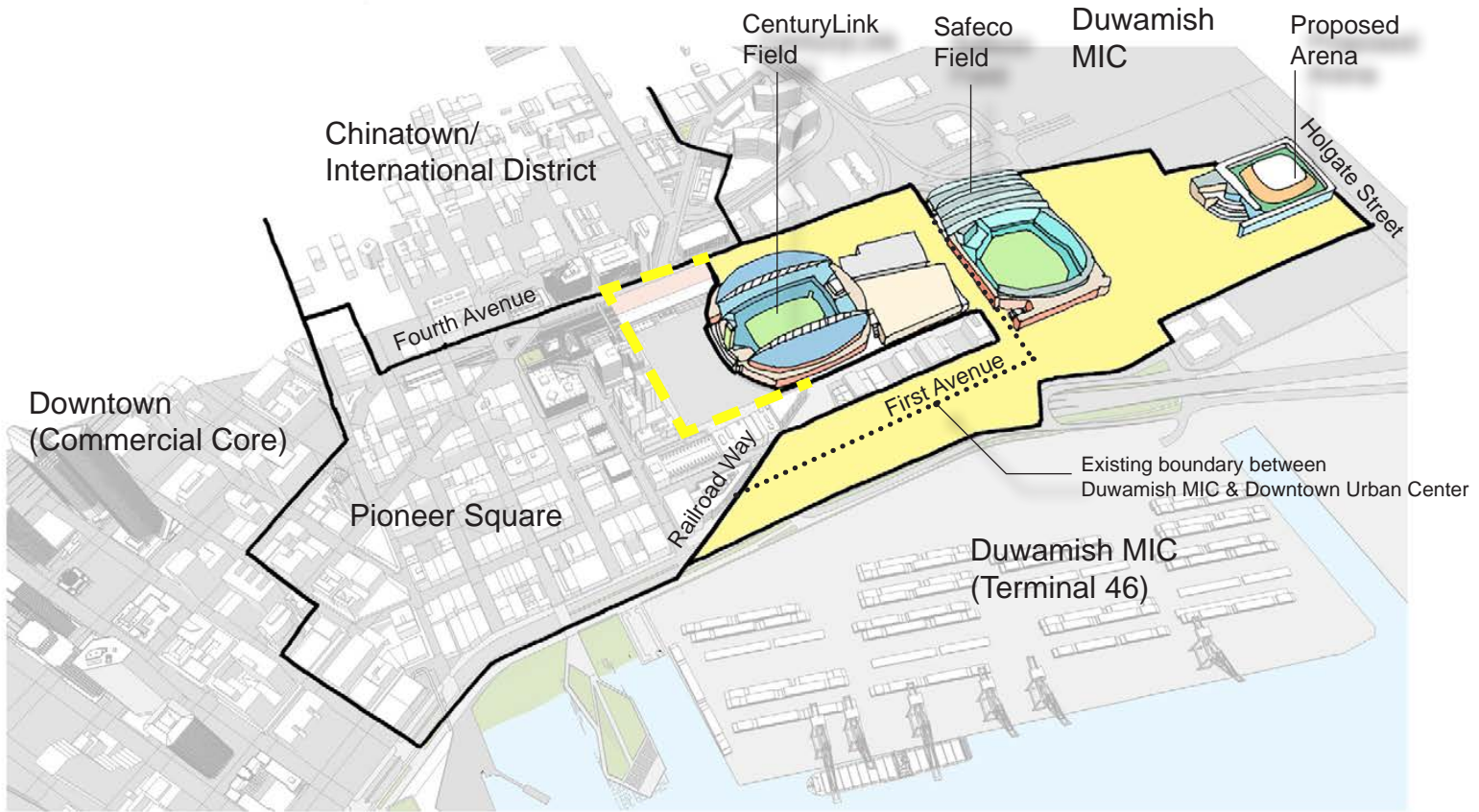
- + Encourage collaborative and integrated transportation management among major sports and entertainment uses and other uses in and near the district.

- + Support preservation and enhancement of freight mobility through the district especially to port and rail facilities.

- + Address event and day-to-day parking needs in the district.

EXISTING CONDITIONS & INFLUENCES

Neighborhoods



Stadium District

The Stadium District is located between two of Seattle’s most historic and culturally rich neighborhoods and the city’s largest manufacturing and industrial center (MIC), the Duwamish MIC. The Pioneer Square Historic District and Seattle’s Chinatown/International District are north and east of the Stadium District, while the Duwamish MIC is directly to the south, and west where Port of Seattle’s Terminal 46 is located.

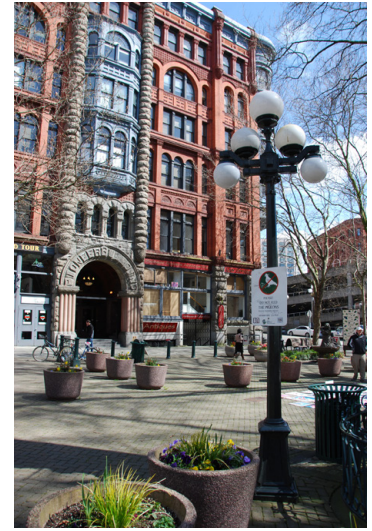
Relationships with each adjacent neighborhood - physical, economic, and community - are critical when considering a future vision and policies for the Stadium District. Strengthening positive aspects of relationships with neighborhoods is a theme throughout these recommendations.

Currently, on Seattle’s Comprehensive Plan future land use map the Duwamish MIC overlaps the portion of the Stadium District from Royal Brougham Way to the south plus the WOSCA site, while the balance of the portion north of Royal Brougham is within the Downtown Urban Center.

Study Area: Stadium Transition Area Overlay District

The extent of the study area is the existing Stadium Transition Area Overlay District (area shaded in yellow above). The study also reviews whether certain immediately adjacent lands, including the southern half of the ‘north lot’ parking area should be included in a Stadium District (dashed line above). While not within the overlay district, the study also considers the influence of adjacent lands and neighborhoods.

- + 48 total parcels of land
- + 95 total acres of lands



Pioneer Square A national register historic district, with an emerging 24/7 neighborhood, a legacy as an arts district, with recent addition of new residential and offices, and a broad mix of land uses.



Chinatown/International District Historic center of various Asian American cultures in Seattle, a national register historic district, potential for more housing, vibrant restaurants and retail establishments.

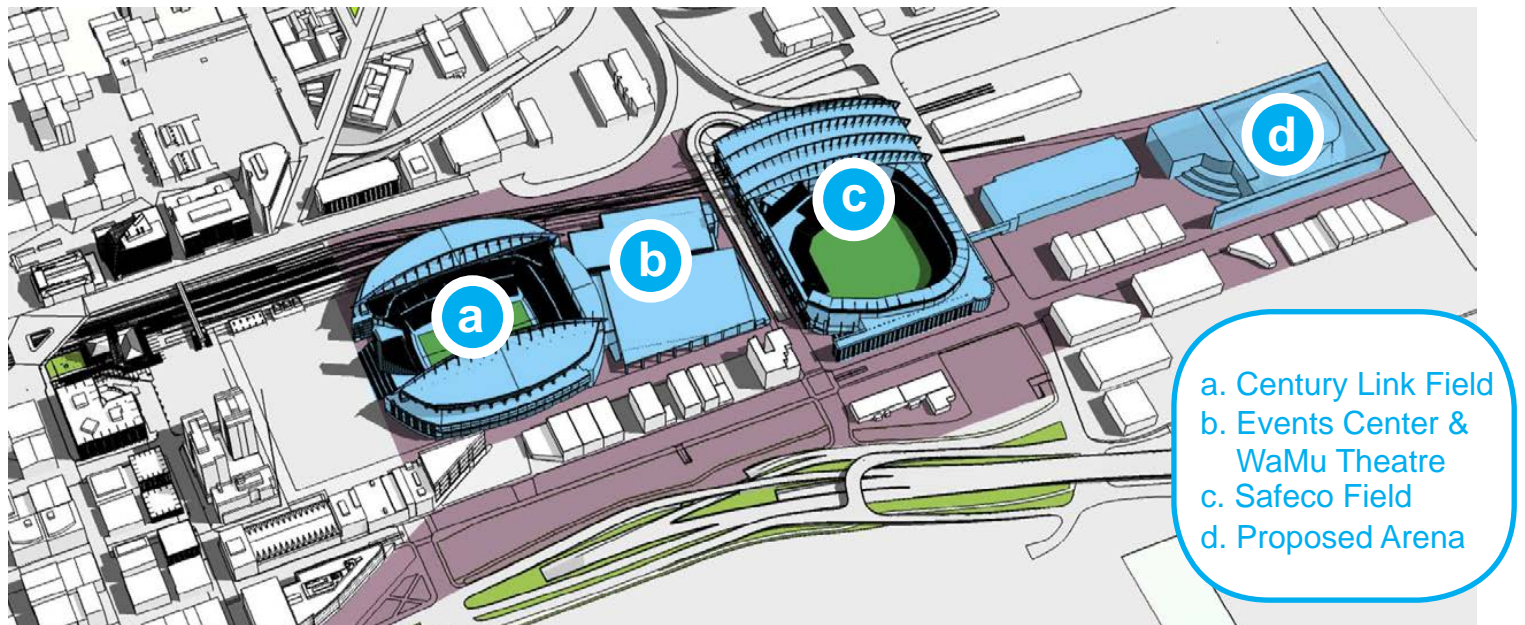


Duwamish Manufacturing / Industrial Center (MIC)

Seattle's largest manufacturing industrial center, home to multiple Port of Seattle shipping terminals, major railway yards, a variety of light industrial/manufacturing uses, and a mix of small retail, auto sales, Starbucks headquarters, and other office uses.

EXISTING CONDITIONS & INFLUENCES

Sports & Entertainment Uses



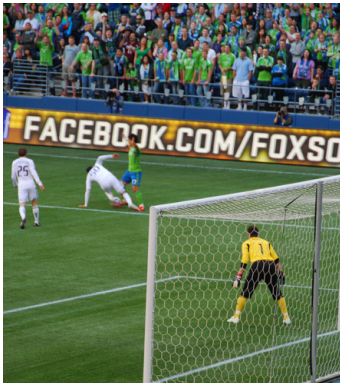
Sports, exhibitions, concerts and events

The existing CenturyLink Field / Events Center, and Safeco Field, plus the addition of a potential NBA / NHL arena mean that sports and entertainment uses have a strong influence on activities and the identity of this area. The district would be home to as many as 5 first division professional sports teams. Only 8 cities in North America host 5 teams, and none to date locate as many professional sports facilities in a single district.

The concentrated presence of sports and entertainment uses and the pulses of activity they create, presents a unique set of conditions not found in any other neighborhood in the City or the region. The destination nature of sports and entertainment uses for residents and visitors lends a unique aspect to the district, as does the nature of the sports teams as a form of shared identity and civic pride.

These factors warrant unique City policy for a Stadium District. The 2012 Concept Plan put forward by the owners and teams of CenturyLink Field and Safeco Field was a step in the direction of establishing a more forward-thinking stadium district plan.





Currently the district is home to 3 teams, and two major stadiums and an events center. The proposed arena would increase the amount to up to 6 teams (with NBA, WNBA and Hockey) within 3 major stadia/arenas.

Number of Events

- + Baseball: 81 regular home games
- + 10-20 major non-baseball ballpark events
- + Football: 10 home games
- + Soccer: 21 home games average
- + NBA Basketball (potential): 41 home games
- + WNBA Basketball (potential): 17 home games
- + NHL Hockey (potential): ~40 home games
- + Other arena (potential) entertainment events: 60-65
- + Other entertainment Events Center & WaMu Theatre: 116
- + Total Cumulative Events: 320 - 380
(Source: preliminary draft Arena EIS)

Attendance Levels for Events

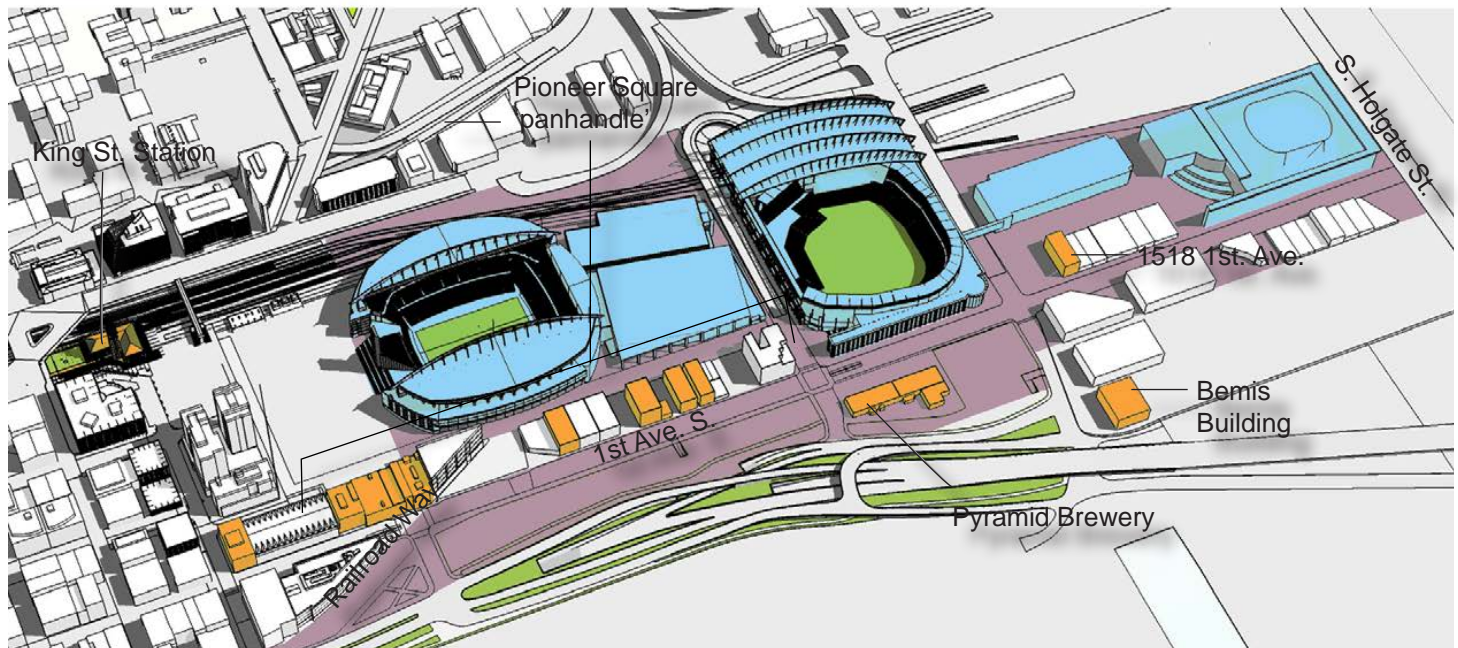
- + Baseball: About 32,500 on average
- + Football: ~67,000
- + Soccer: ~40,000
- + NBA Basketball (potential): ~15,000 average
- + WNBA Basketball (potential): ~8,500
- + NHL Hockey (potential): ~18,000
- + Other arena (potential) entertainment events: ~5,000
- + Total Visits: ~ 7 Million Annually

Dominant Use of Land

- + Stadium facilities (including proposed arena) would occupy 70% of all non-right of way lands within the district.

EXISTING CONDITIONS & INFLUENCES

Character Sites



Character sites

In addition to historic districts and landmarked buildings in nearby Pioneer Square and Chinatown/International District, there are several character sites and buildings in the Stadium District with historic value. Part of the Pioneer Square neighborhood extends as a ‘panhandle’ - the long block between First Ave. and Occidental Ave. - and historic buildings that have landmark status or have potential for landmark status.

Character sites lend a sense of identity and place to the district. Character sites include both architecture and remnants in the landscape such as the abandoned railway tracks evident on Occidental Ave. S.

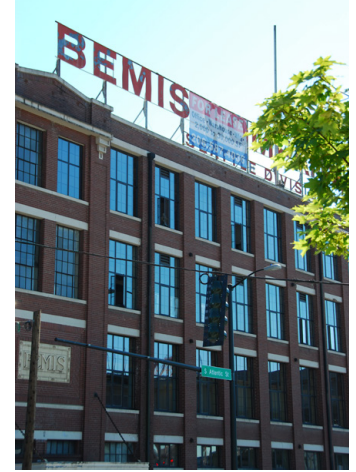
Several other cities’ successful stadium areas integrate character sites as a key element, including San Diego, Baltimore and Denver. Human scaled intimate character elements balancing the grand scale of stadium facilities is an effective urban design strategy.

These recommendations encourage preservation and enhancement of character sites as an important element of the Stadium District. Land use strategies that would incentivize redevelopment of character sites are avoided, and strategies that encourage reuse and adaptation of character sites are favored.



Potential Character Sites

Sites of structures with historic character, either currently historically landmarked or with strong potential for historic landmark status.



Pioneer Square Panhandle

- + 548 First Ave. S. (Nordic Cold Storage)
Built: 1904
- + 558 First Ave. S.
Built: 1910
- + 568 1st Ave. S., The Provident Building
Built: 1909
- + 590 1st Ave. S. (Proposed Stadium Terrace adaptive reuse)
Built: 1903, Landmarked Status:
- + 1000 1st Ave. S., The Palmer Building
Built: 1910
- + 1016 1st Ave. S., (Jones Soda)
Built: 1907
- + 1022 1st Ave. S.
Built: 1909

Possible Character Sites in the District

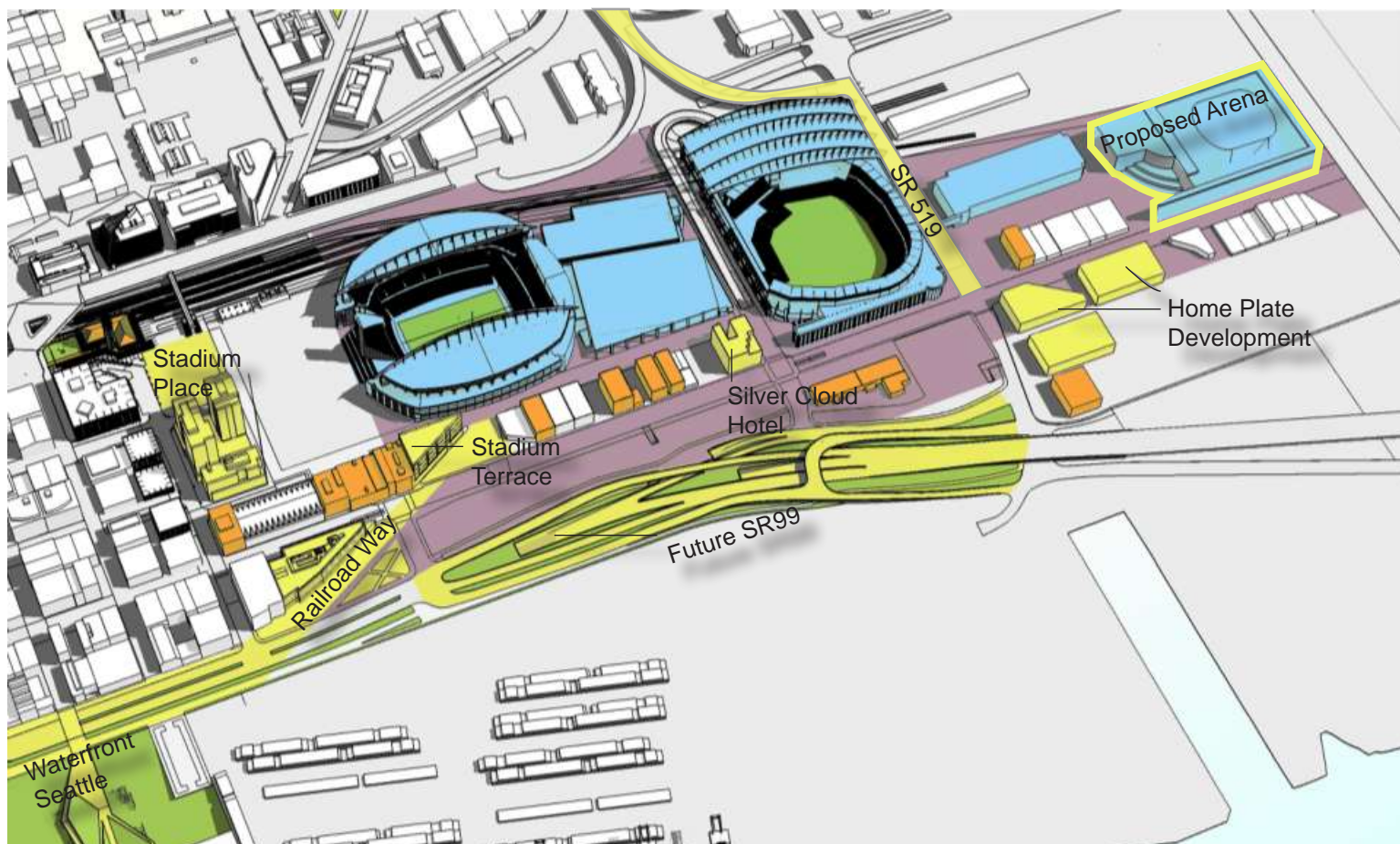
- + 1201 First Ave. S. (Pyramid Brewing)
Built: 1914
- + 1518 First Ave. S. (Now Bartell's offices)
Built 1907
- + 1534 First Ave. S. (Columbia Fire)
Built 1928

Others Nearby

- + Bemis Building
Built 1904

EXISTING CONDITIONS & INFLUENCES

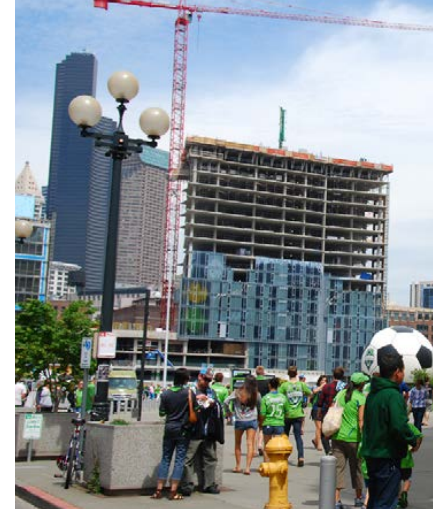
New Development (constructed & planned)



New Development

 New Development (constructed or planned)

There are a number of recent developments, or development that is planned and in the pipeline. Major infrastructure investments are considered as part of new development since they have a big impact on land use potential in the area. The study identifies new development to note which sites in the district are unlikely to change for the foreseeable future due to large recent investments. Observing new market rate development is also a good indicator of the types of land uses that are economically viable under existing land use regulations.



Silver Cloud Hotel

- + Completed in 2005
- + 211 guest rooms
- + Ground floor restaurant use
- + Conference / banquet facilities
- + Rooftop pool and sun deck
- + Lodging use is allowed under Pioneer Square zoning regulations where the building is located, but not currently within stadium district.

Home Plate Center

- + Completed in 2013
- + ~300,000 sf of commercial office space
- + 26,500 - 29,500 sf floor plates
- + 700 parking spaces serve building and are rented during events.
- + ~11,000 sf of ground floor retail / restaurant use
- + Common development outcome on Industrial Commercial (IC) zoned land throughout the city.

Stadium Place

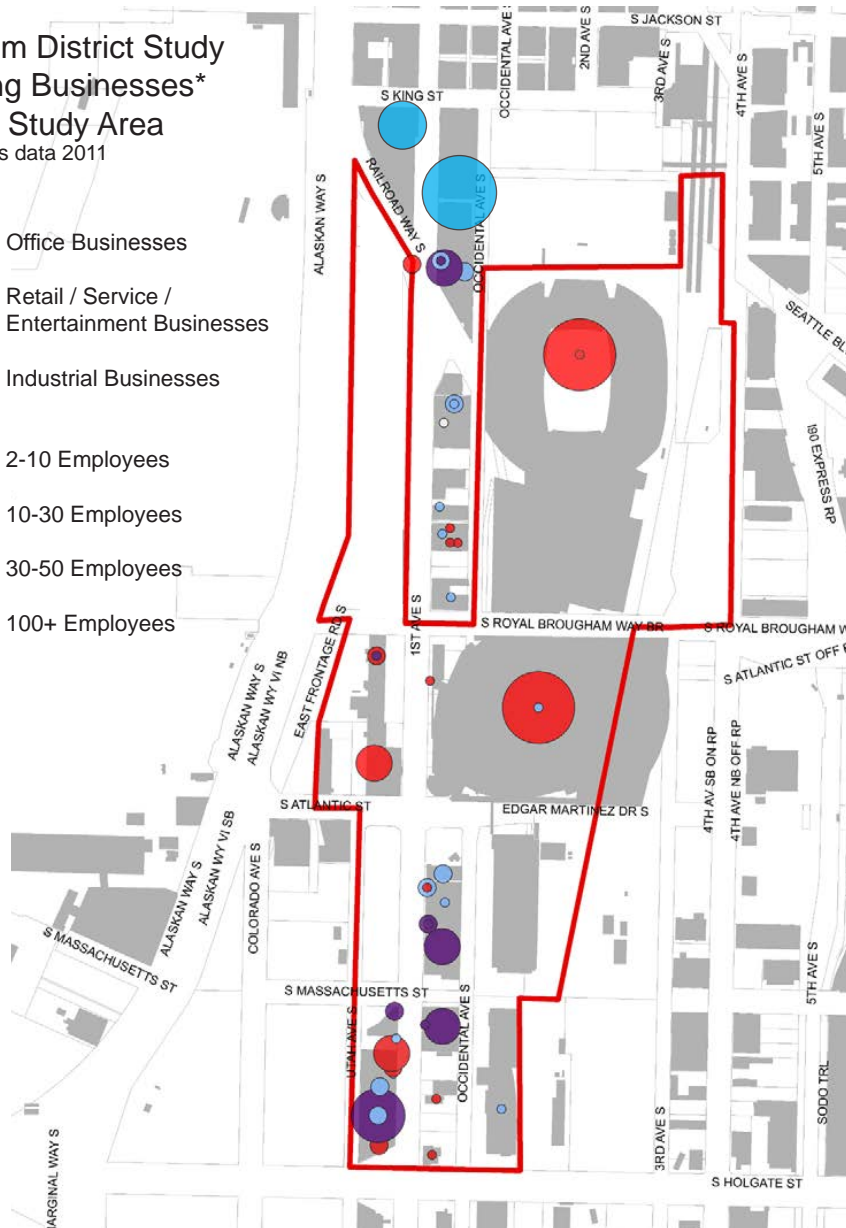
- + Currently under construction
- + Totals ~900,000 sf of residential and commercial development
- + 740 total residential units
- + 100 units of affordable housing (85 will be developed off-site)
- + 360 parking stalls to serve building and potential be rented during events
- + Residential use is allowed under Pioneer Square zoning where the building is located but not currently within the stadium district.

EXISTING CONDITIONS & INFLUENCES

Existing Uses: Small Business Mix

Stadium District Study Existing Businesses* Within Study Area

* Hoover's data 2011

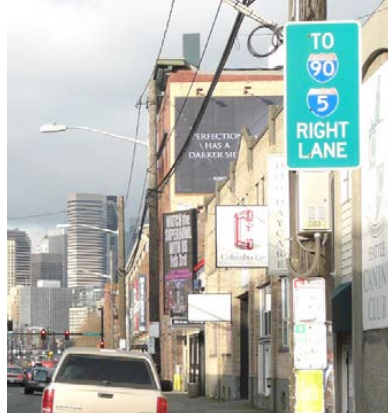


This map is based on survey data from 2011, supplemented with some more recent additions. It displays the locations of existing businesses in the district, with an indication of the number of employees and general classification.

Besides sports and entertainment uses in the district, predominant existing uses are a variety of small businesses such as offices, wholesaling, and other professional services. A modest number of restaurants/bars and clothing stores related to sports and entertainment are present. Few existing heavy industrial uses are within the district aside from the rail tracks that pass through the western edge, and Nordic Cold Storage which operates within the Pioneer Square panhandle along Occidental Ave. S.

Recent technology employment uses have been added in the vicinity including the technology company RealNetworks, which is moving into the new 'Home Plate' building across from Safeco Field in the district. Immediately north of the district has seen the recent addition of EMC Isilon, and ING Direct financial services, in the block west of First Ave. and south of King Street.

The mix of non sports and entertainment businesses reflects economics that are conducive to affordable small business space - which is common in industrial commercial (IC) zones throughout the city.



Existing Business Mix Most Prevalent Business Types (2011 data)

- +Wholesalers: 10
- +Motion Picture / Photography: 9
- +Architectural & Engineering: 6
- +Construction / Electrical Contractors: 6
- +Restaurants and Bars: 5
- + Advertising / Marketing: 5
- + Clothing Stores: 4
- + Information Technology: 4
- + Legal Services: 4
- + Commercial Printing: 3
- + Research & Development: 3

Existing Businesses Employment Characteristics (2011 data)

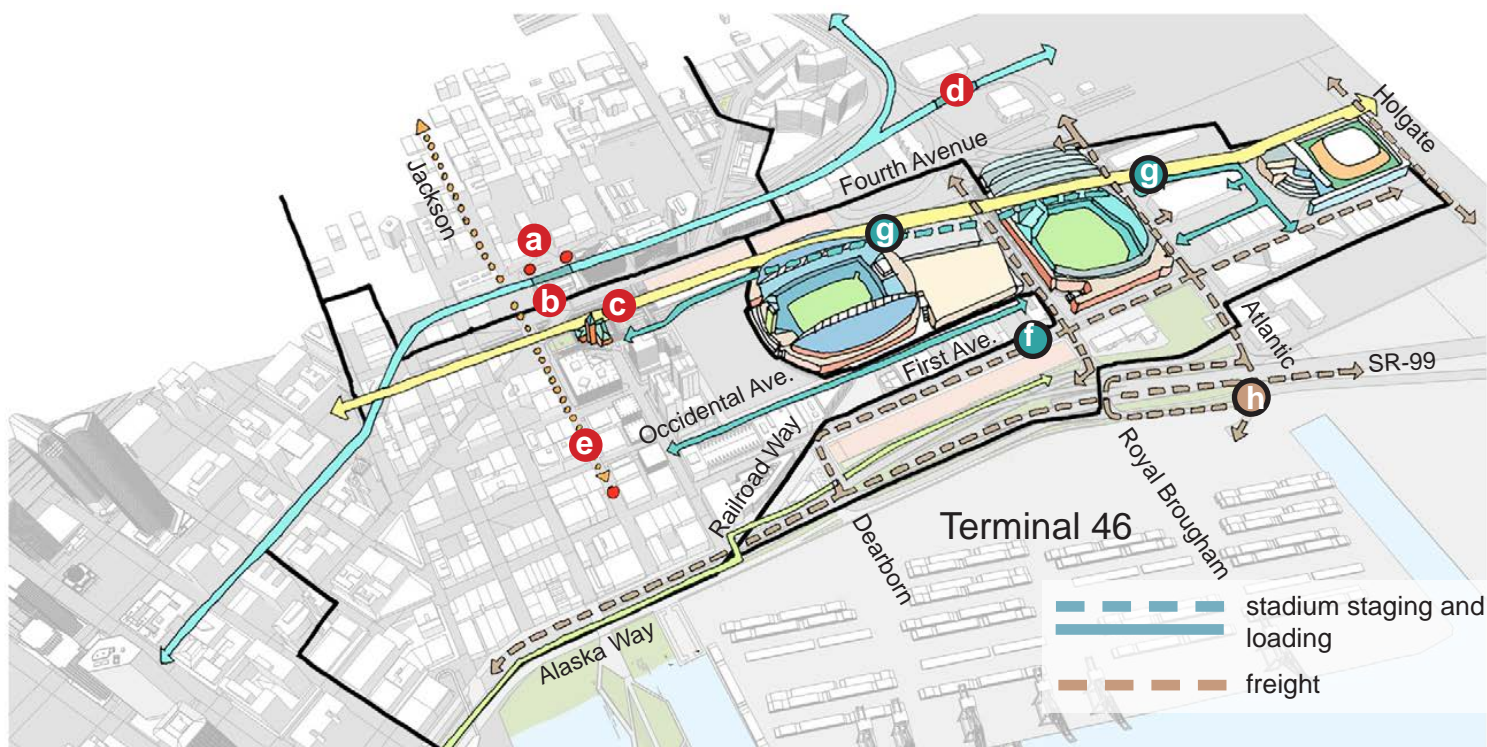
- +126 Total Businesses
- +96 with 10 or fewer employees
- +Over 100 with 10,000 gsf or less
- +12 are involved in light industry or manufacturing
- +10 (besides stadiums) are sports / entertainment related
- + The stadiums / teams are the largest employers

Recent Employment Additions in Vicinity (Post 2011 Survey)

- +RealNetworks - 1st / Atlantic
- +EMC Isilon - 1st / King, ~200 employees
- +ING Direct Financial Services - Alaskan Way / King St.

EXISTING CONDITIONS & INFLUENCES

Mobility Crossroads



Mobility Crossroads

The Stadium District is a critical mobility crossroads for multiple modes of transportation. It is essential that the transportation network for movement through the district by freight, vehicles, pedestrians, and bicycles is viable and effective.

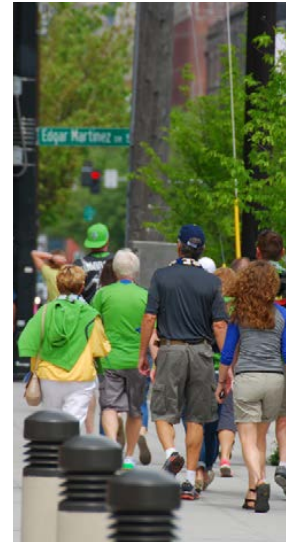
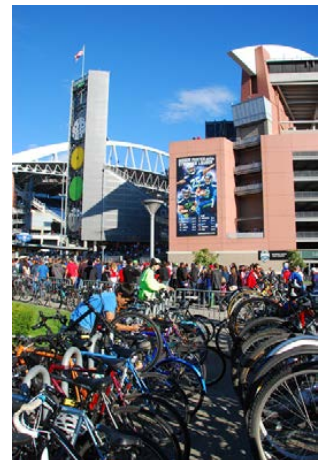
Critical freight movements in the district include access to and from Port of Seattle's Terminal 46, where containers are transported from ships to trains by short-haul truck. First Avenue and Alaskan Way are part of Seattle's network of major truck streets. Railyards border the district to the east and west, including the Amtrak maintenance facility.

The district also serves a key role in the citywide roadway network as the south portal of the SR 99 tunnel is to be located here. Important citywide bicycle connections both north/south and east/west pass through the area.

For sports and entertainment uses, transportation demands include visitors to events, but also important needs for transport and staging of large vehicles and equipment to the facilities for major events.

Complex transportation demands are a unique and defining element of the stadium district, and must be a key component of policies and strategies for a successful future.

- a. Bus transit at 4th Ave. International District Station
- b. Sounder Commuter Rail at King Street Station
- c. Link Light Rail at International District Station
- d. Link Light Rail at Stadium Station
- e. First Hill Streetcar on S. Jackson St.
- f. Heavy traffic volumes and freight on 1st Ave. S.
- g. Event staging and loading for stadiums
- h. Freight access to Terminal 46 at South Atlantic St.



Transportation Infrastructure Issues

+ First & Atlantic Intersection

A mobility pinch point in the district. Traffic modelling for a 2030 condition after SR99 construction finds this intersection operating at a level of service D during non-event times or a single arena event. Operation drops to F during a large event or multiple event times. The intersection is also a gateway for trucks to Terminal 46.

+ First Ave. S. - Arterial roadway and major truck street.

Existing weekday travel times are approximately 6 minutes through the district between Railroad Way and S. Horton St.

+ Freight rail

The BNSF rail line and Amtrak maintenance facility at the west edge of the district and the BNSF Seattle International Gateway (SIG) yard is just southeast of the study area.

Transit

Roughly 15%-20% of visitors to major events at the stadium could arrive by transit based on observation of existing events and relevant studies. For a large event or multi-events, this could translate to over 10,000 transit trips among the various modes:

+ Light Rail (SODO Station & International District Station)

is expected to carry roughly 37% of the visitors who arrive to events by transit. Walking distance from both nearby stations to stadium facilities is .25 - .75 mile.

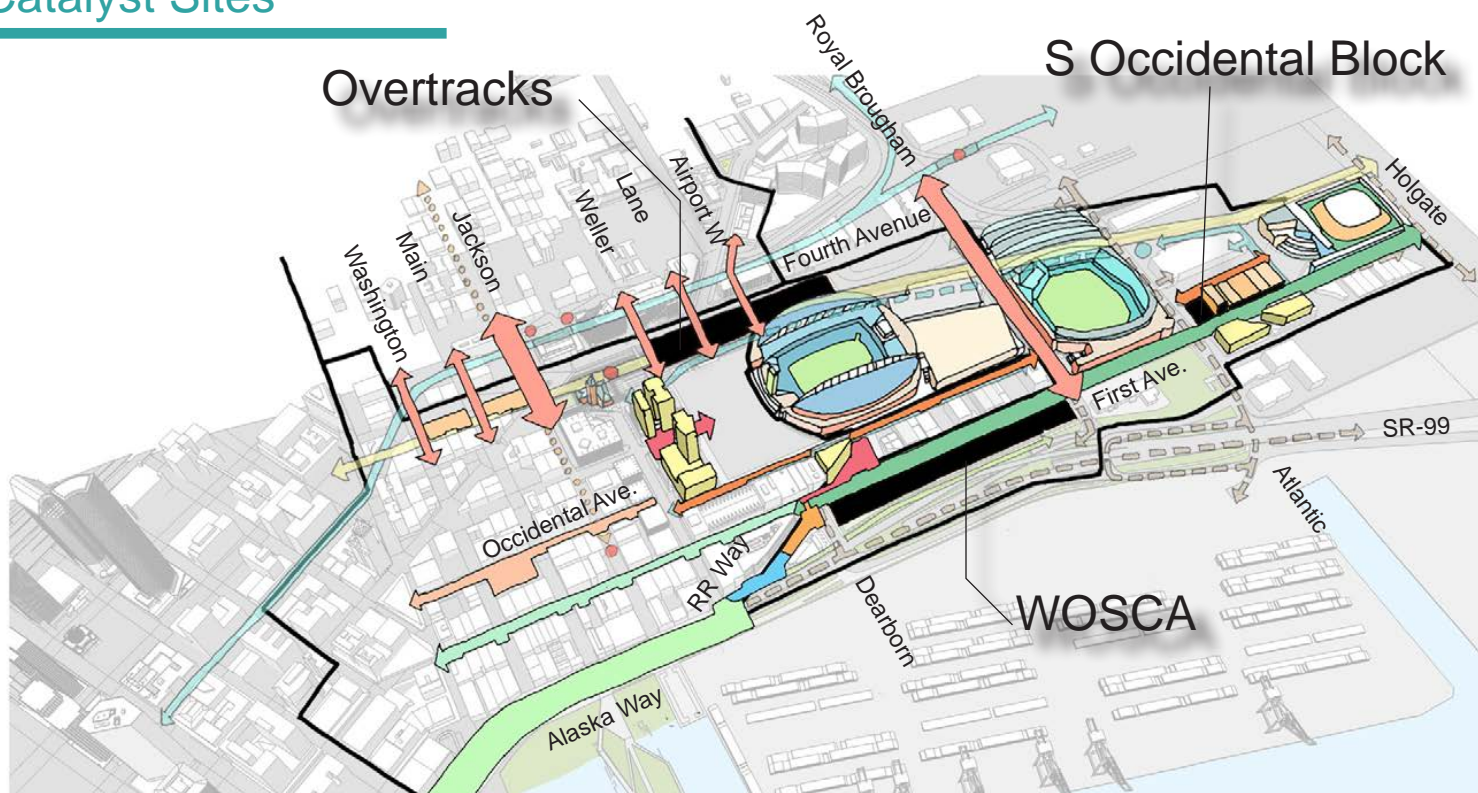
+ First Hill Street Car - Provides service from S. Jackson Street

to First Hill and Capitol Hill. Could carry up to 5% visitors arriving on transit. Walking distance from the Jackson stop to Royal Brougham is over .5 mile.

+ Bus Transit - multiple relevant stops including: stadium busway station; International district station, future SR99 station. Bus transit could carry 16% of visitors arriving to events by transit. Distances to stations is similar to those for light rail.

EXISTING CONDITIONS & INFLUENCES

Catalyst Sites



Catalyst Sites

A review of the existing conditions and influences in the Stadium District reveals there are a very limited number of key sites that present opportunity for change, but these limited sites also hold potential to have major impact on the character and success of the Stadium District as a whole. These recommendations refer to the limited opportunity sites as 'catalyst sites', and most of the land use recommendations are focused on these sites.

As seen on previous pages, sports and entertainment uses, character sites, and new/planned development occupy a majority of the land in the district. Holding out the areas assumed to be 'fixed' for a considerable time frame, we are left to focus on remaining catalysts sites.

Three catalyst sites are identified: (1) the WOSCA site west of First Ave. South between Railroad Way and Royal Brougham Way; (2) the area over the railway tracks between Weller Street and Royal Brougham; and (3) the South Occidental Block located between Occidental and First Ave. S. from S. Atlantic St. to Massachusetts St. Each of these is described at right and reviewed for detailed strategies on the following pages.



looking north at WOSCA site from 1st Avenue and Royal Brougham

Catalyst Site: WOSCA

- +4.2 Acre site, ~1,375' long (N/S) x ~120' deep (E/W)
- +Owned by WSDOT as staging for construction of SR99 tunnel
- +Available for reuse after SR99 completion - 2018-19



looking north from Royal Brougham at overtracks

Catalyst Site: Overtracks

- +Air rights area over railway tracks
- +Railroad tracks owned by BNSF railroad
- +Requires decking or lidding over the tracks
- +Approximately 4.5 acres for potential development



view of west side of South Occidental block from 1st Avenue

Catalyst Site: South Occidental Block

- + Private parcels totalling 2.3 acres
- + 7 parcels total
- + 3 owned by arena proponent
- + 2 parcels owned by Bartell's company (investment property)
- + 1 owned by Seattle Mariners
- + Mix of existing structures in varied condition
- + Includes one or more character sites with historic or architectural value.

STRATEGIES

A Unique and Lively Sports & Entertainment District with a Range of Complementary Uses

These recommendations propose to broaden the mix of allowable land uses in certain targeted areas of the district, and to actively encourage certain land uses that are already allowable through other strategies. At the same time the recommendations seek to protect and retain industrial uses adjacent to the area, and preserve a transition to industrial uses. Descriptions below summarize some of the main land use recommendations that are furthered by this study and proposed for amendment to the Comprehensive Plan.

Sports & Entertainment Uses



Sports and entertainment uses and facilities are a prominent part of the land use mix in the district (see page 10 above). These recommendations support sustained operation of the existing stadiums and events center plus the proposed basketball / hockey arena.

Restaurants and Retail Ancillary to Sports & Entertainment



More uses such as permanent eating establishments, bars and retail shops that support spending time in the district before and after events are encouraged. Seattle's stadium district when compared with other peer cities captures fewer ancillary activities in the immediate vicinity before and after events. These uses can help make the district an attractive place to be during non-event days. For such businesses to be viable and not entirely dependent on events, there is a need to introduce other supporting uses that supply steadier customer base, including lodging and residential in select locations. Retail and restaurant uses are currently allowed and would not require significant land use changes.

Residential in Limited Locations at the North End of the District



The introduction of a limited amount of residential use, located at the north end of the district on catalyst sites only, is recommended. New residences adjacent to Pioneer Square and Chinatown/ID can help inject vibrancy to the district, and support a wider range of businesses. Residential uses also contribute to oversight of public spaces. Approximately 500-700 housing units on the two applicable areas (north end of the WOSCA site, and the Overtracks site) could be possible. Residential could be carefully sited to ensure compatibility of the use with nearby Port of Seattle and other industrial uses.

Lodging Throughout the District



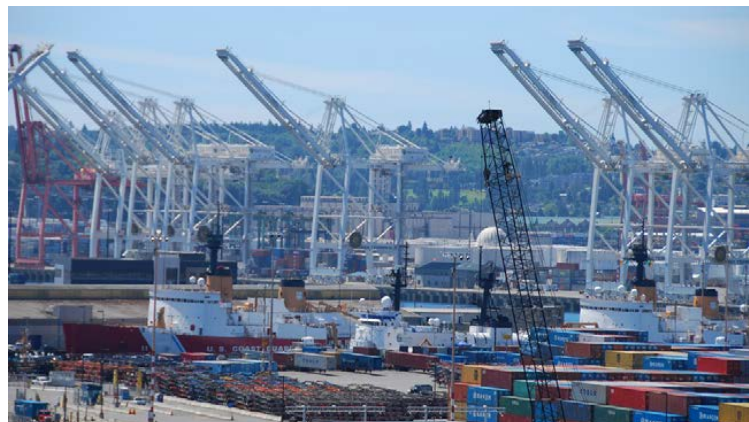
Lodging uses (hotels / hospitality etc.) are recommended to be a permitted land use throughout the district. Currently lodging uses are not allowed. There is a strong relationship between destination events and entertainments uses and the need for lodging. There would be over 6 million event attendees annually (with proposed arena), of which over 50% are estimated to travel from outside of King County. Opportunity for visitors to stay close to venues provides more balanced support for restaurants and retail establishments in the area, and encourages non-motorized trips once a visitor arrives to the area.

Small (& Large) Business Mix



These recommendations propose that most lands South of S. Charles St. within the district not occupied by stadiums and events centers would continue to be intended for commercial, light industrial, and office uses. A similar mix of small and large businesses to those seen today could continue, and residential uses would not be allowed. Some modest changes to development standards are recommended to ensure active ground floor uses, and minor increases in allowable floor area. Allowable use categories (except for the introduction of lodging) would be largely unchanged, and allowable height limits would be unchanged.

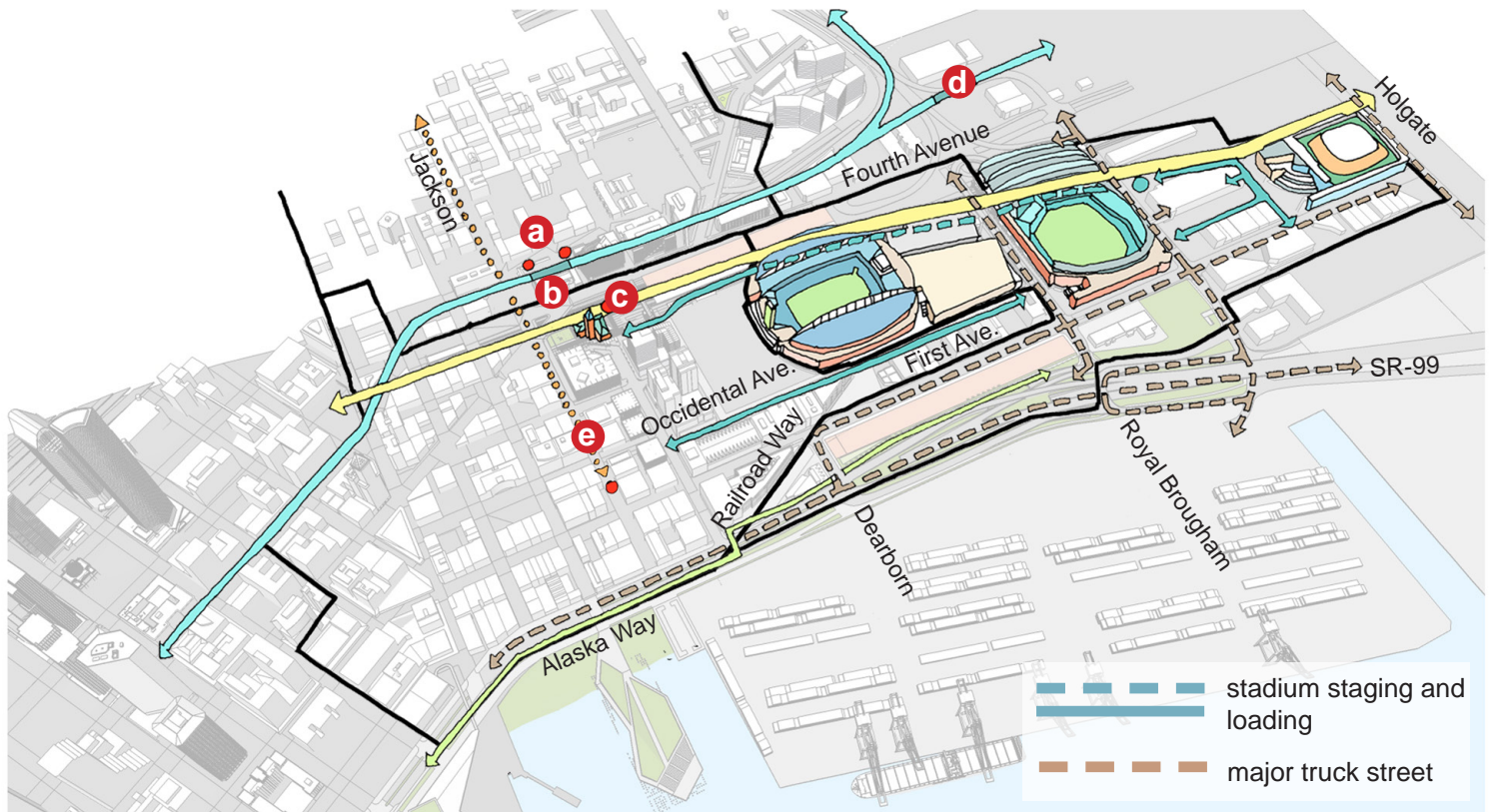
Adjacency and Transition To Industry



These recommendations seek to respect adjacency to industrial uses in the Duwamish MIC by limiting residential to the northernmost portion of the district adjacent to Pioneer Square and the Chinatown/ ID. A clear southern edge to the Stadium District would be established at S. Holgate Street. Furthermore, covenant strategies to limit complaints by new residents could be employed. Other tools to respect adjacency to industry could include design guidelines for siting and orientation of buildings. And transportation management strategies for new uses will be crucial to ensure preservation of mobility for freight through the area.

STRATEGIES

Capitalize on Transportation Investments in and near the District



Capitalize on Transportation Investments

As noted above, the district is a critical mobility crossroads. Some of the most extensive infrastructure investments in the region are focused in this location. A challenge is to ensure the fullest and most efficient use of existing and planned transportation investments. Active strategies to ensure efficient mobility functions for freight, transit, vehicles and pedestrian/bicycles are needed. Some specific approaches are discussed on the next page.

These recommendations include minor amendments to the Comprehensive Plan Transportation Element in order to establish explicit policy for capitalizing on the transportation investments and to reflect the unique transportation demands in the district.



Linkages to Transit

Excellent transit service is provided to the district at the Stadium Station (LRT), and King Street Station (Sounder Commuter Rail) as well as numerous bus lines at 4th Ave. Streetcar is under construction to provide access to the district at Jackson Street. Transit access to events will be more viable for more patrons if pedestrian pathways from stations to facilities are safe, convenient and well identified.

Freight Mobility

Critical freight routes include the First Ave. S., Edgar Martinez/S. Atlantic Street as well as the future SR99, Alaskan Way, and the direct access to Terminal 46 gate at S. Atlantic Street. Recommendations in this study consider measures to protect freight routes. Improvements such as a new overpass bridge into Terminal 46, currently under construction, will help improve freight movement - particularly into and out of T46. All streetscape designs and recommendations use design criteria for accommodating oversized vehicles.

Event Staging, Loading and Street Closures

The stadium district is unique in its need to provide access and traffic management for events. There are special demands for event staging that require temporary use of right of way for loading. Partial street closures are also needed during event times to manage access. These needs must be considered during design of streets when adding new land uses to the area.

Pedestrian & Bicycle Pathways

Quality pedestrian and bicycle pathways are important to encourage visitor to select non-motorized modes of access - or to park a vehicle in a more remote location and make the final leg of the trip on foot. Specific strategies could include wayfinding, quality streetscapes with ample sidewalks and pedestrian amenities. Facilities to encourage bicyclists include bicycle parking or bike share stations in addition to existing and planned bike routes.

STRATEGIES

Capitalize on Transportation Investments in and near the District

Parking

Each of the major sports stadiums (CenturyLink Field and Safeco Field) have Transportation Management Programs (TMPs), which were required as mitigation at the time of construction of the facilities. The TMPs are updated annually to account for changing conditions. The TMPs contain agreements between teams and stadiums for shared parking arrangements. The TMPs lay out transportation goals, and document how the facilities are meeting parking requirements. If a new arena is permitted, it will be required to have a similar TMP.

Key goals and requirements for transportation management and parking for the stadiums are:

- +Safeco Field: 325 vehicles or less / 1,000 attendees
- +Safeco Field: 3,909 parking spaces required to be provided (Master Use Permit documents)
- +CenturyLink Field: 277 vehicles or less / 1,000 attendees
- +CenturyLink Field: 5,976 parking spaces required to be provided. (Master Use Permit documents).
- +Proposed arena: About 2,500 parking spaces would be required.

According to the current TMP updates these goals are being met or exceeded for the existing stadiums. Parking can be provided in parking facilities associated with the venues or through secured parking agreements for facilities off site.

Vicinity Parking Supply

According to a survey of parking resources conducted as part of the August, 2013 Draft Environmental Impact Statement (DEIS) for the proposed arena, there are approximately 16,900 parking spaces located within a 'primary study area' bounded generally by S. Spokane St. to the south, I-5 to the east, and including the Pioneer Square and International District neighborhoods. The EIS reports an additional 26,100 spaces within an 'expanded study area' that extends to include the downtown retail core as far north as approximately Pine St. This makes a total of about 43,000 parking spaces, which includes on and off street parking.

Parking Supply in Stadium District

Only a small portion of the vicinity parking supply (described above) is present directly within the Stadium District. The largest parking facilities in the district include those listed below, which total about 6,700 spaces.

- +Mariners garage: 2,000 spaces
- +Stadium Events Center Garage: 2,000 spaces
- +North Lot (surface and in structure): 1,100 spaces
- +Home Plate Center: 700 spaces
- +Union Station Garage: 900 spaces

While there are ample parking resources scattered throughout the greater vicinity, a shortage of convenient, close-by parking to stadium facilities can be observed. Strategies to provide additional parking in the Stadium District would seek to fill the need for this specific category of close-by parking. For certain event attendees including visitors for whom walking and riding transit is more difficult (seniors and families with small children), and those willing to pay a premium for convenience, close-by parking options are in demand.

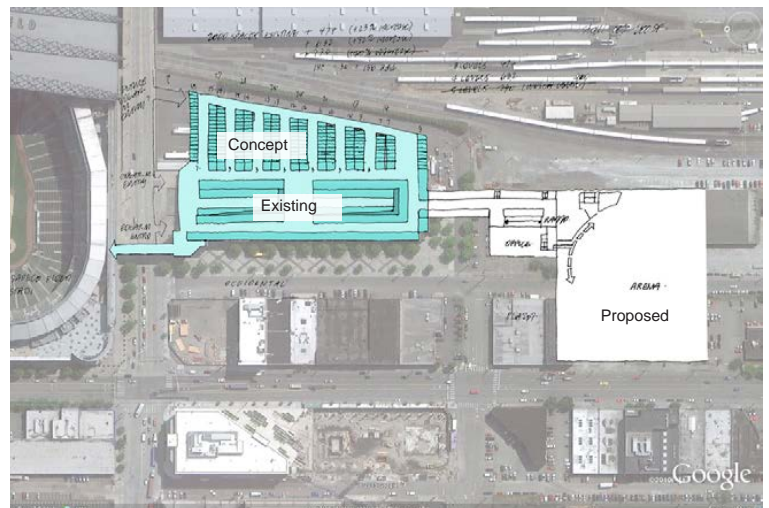
Shared Use Parking

The first strategy for creating additional parking within the Stadium District is to encourage sharing of parking facilities by different uses. When new office, residential or light industrial uses are built, they may be designed so that parking can be used during off hours by event attendees. Examples include the parking garage at the recent Home Plate Center development, and in the Stadium Place development. Other new development, including reuse of the WOSCA catalyst site could include shared use parking.

Potential Addition of Principal Use Parking For Short Term Event-Related Needs

Another strategy to increase parking in the Stadium District is to consider additional new principal use parking to meet short term event related parking needs, where it is identified as part of an up to date Transportation Management Program (TMP). A priority should be placed on siting any new parking adjacent to or co-located with existing parking. The design of any new parking should ensure that goals and policies for urban design and pedestrian friendly character are met.

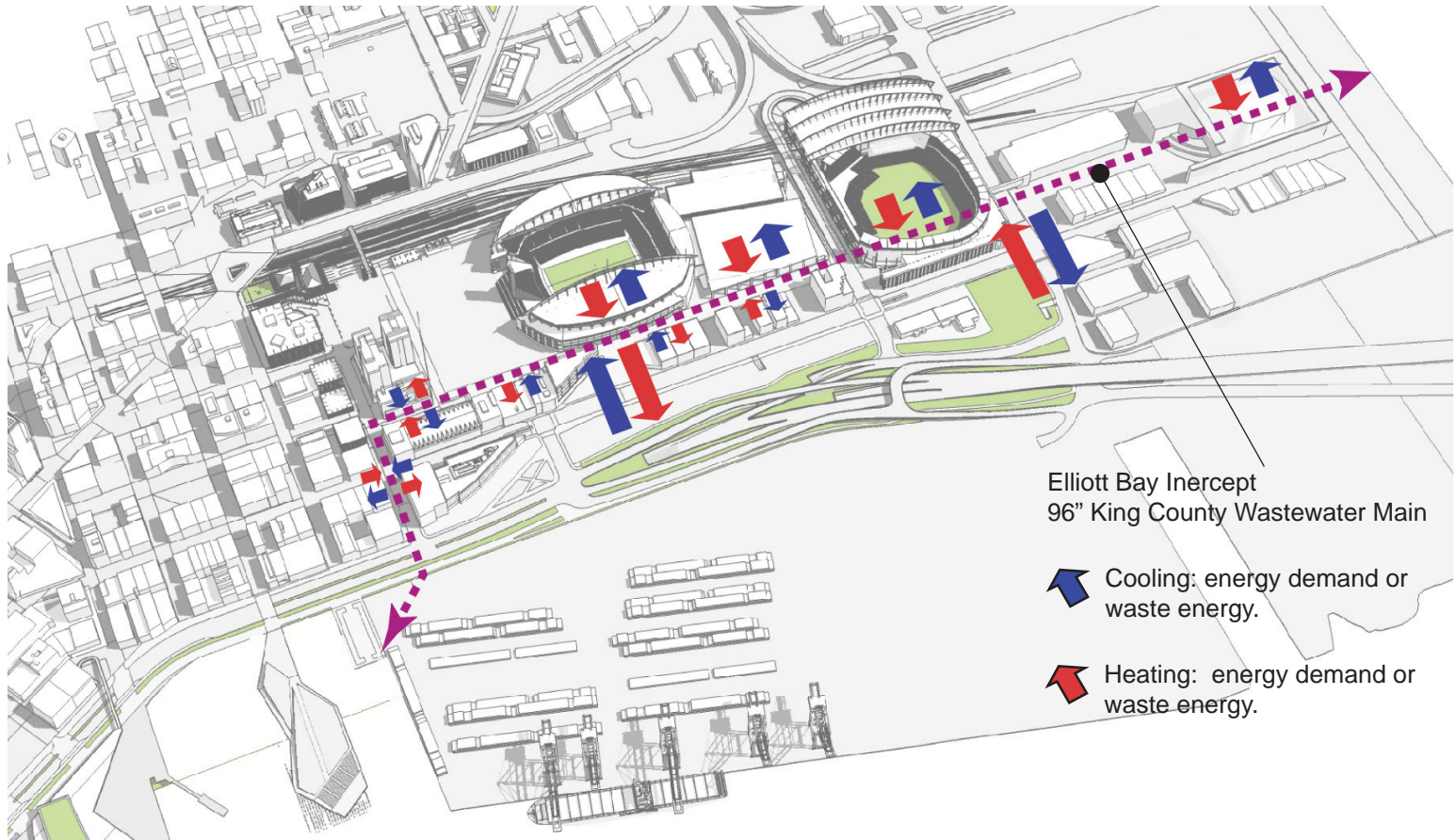
Both of the strategies described above to help meet parking needs in the district are recommended.



Images above display one concept idea for how an existing parking structure (The Mariners parking garage) could be expanded to the east. The parking would be added in an existing parking location. Additional study would be required to determine feasibility of this concept.

STRATEGIES

Explore District Scale Sustainability Measures



District Scale Sustainability

Integrating sustainability into the Stadium District is an important opportunity for several reasons. First, the nature of the uses and activities is conducive to district scale strategies. The presence of several large stadium and event center uses in close proximity creates a chance to make a big impact through coordination on district scale technologies. Second, the high volume of visitors presents the opportunity to showcase sustainability measures to a large number of visitors. And finally, the presence of the Elliott Bay Interceptor is a particular opportunity to leverage an infrastructure resource in this area.

Seattle's Stadium District has the chance to become a leader in North America for integrating sustainability among sports and entertainment districts.

Waste Energy Recovery & Elliott Bay Intercept Opportunities

The Elliott Bay Intercept (EBI) is an approximately 96 inch diameter King County wastewater main line that runs in a north - south direction under Occidental Ave. S. and Safeco Field. It represents a significant opportunity to reduce heating and cooling energy use within the district by providing a constant flow of relatively warm (~60 degree) wastewater resource. Heat exchange technologies are available that could allow for capturing of heat energy from the EBI for use in hydronic heating and cooling systems in new and existing buildings in the area. Nodes, or localized “energy plants”, could be created to minimize the points of connection and associated costs while creating a resource that can be distributed to adjacent properties. Further exploration of waste heat recovery from the EBI should continue to be explored in partnership by the City, County and major users in the district.

Whether tapping into the EBI as an energy resource or not, district scale strategies to share and recover waste energy among major users should be explored. For example, the CenturyLink exhibition hall may be in cooling mode during a large event, while residential or retail properties in the vicinity might be in heating mode. The waste heat from CenturyLink exhibition hall can be seen as a recoverable resource by properties downstream, providing savings and increased efficiencies to both parties and the district in general. Installation of hydronic heating/cooling systems could facilitate such sharing and recapture of waste heat and energy.

An important characteristic of the district is the “spikey” nature of activities. Spikes of activity follow the influx, and then dispersal of people visiting the district for events. A key strategy for the district will be to soften or distribute these spikes, keeping more people in the district for extended periods of time and lengthening the “holding time” of visitors and their associated resources while bolstering the economics as well the social and cultural character of the district.

Stormwater Recapture

At the district scale, stormwater recapture strategies could be explored. Very large buildings including stadiums, event centers and associated parking structures have abundant impervious surfaces that shed large quantities of stormwater that must be managed. Strategies to reuse stormwater runoff in the district could include holding and directing the non-potable water for other appropriate purposes in or near the district. Examples could include as irrigation for green spaces, landscaping or fields (ie. Safeco Field); for toilet flushing in stadia or event centers, for washing down of stadium seating after events, or for industrial purposes nearby.

Transportation Management

A key district scale sustainability strategy is management of transportation demands. Strategies that lead to shared parking resources eliminate the need to duplicate infrastructure, saving resources and materials. Furthermore, all strategies that encourage visitors and patrons to use transit and arrive via non-motorized means can represent a reduction in carbon emissions by reducing vehicle trips. Major uses in the district are encouraged to continue to collaborate on ways to encourage patrons to select transit and non-motorized modes of arrival.

Waste Stream Management

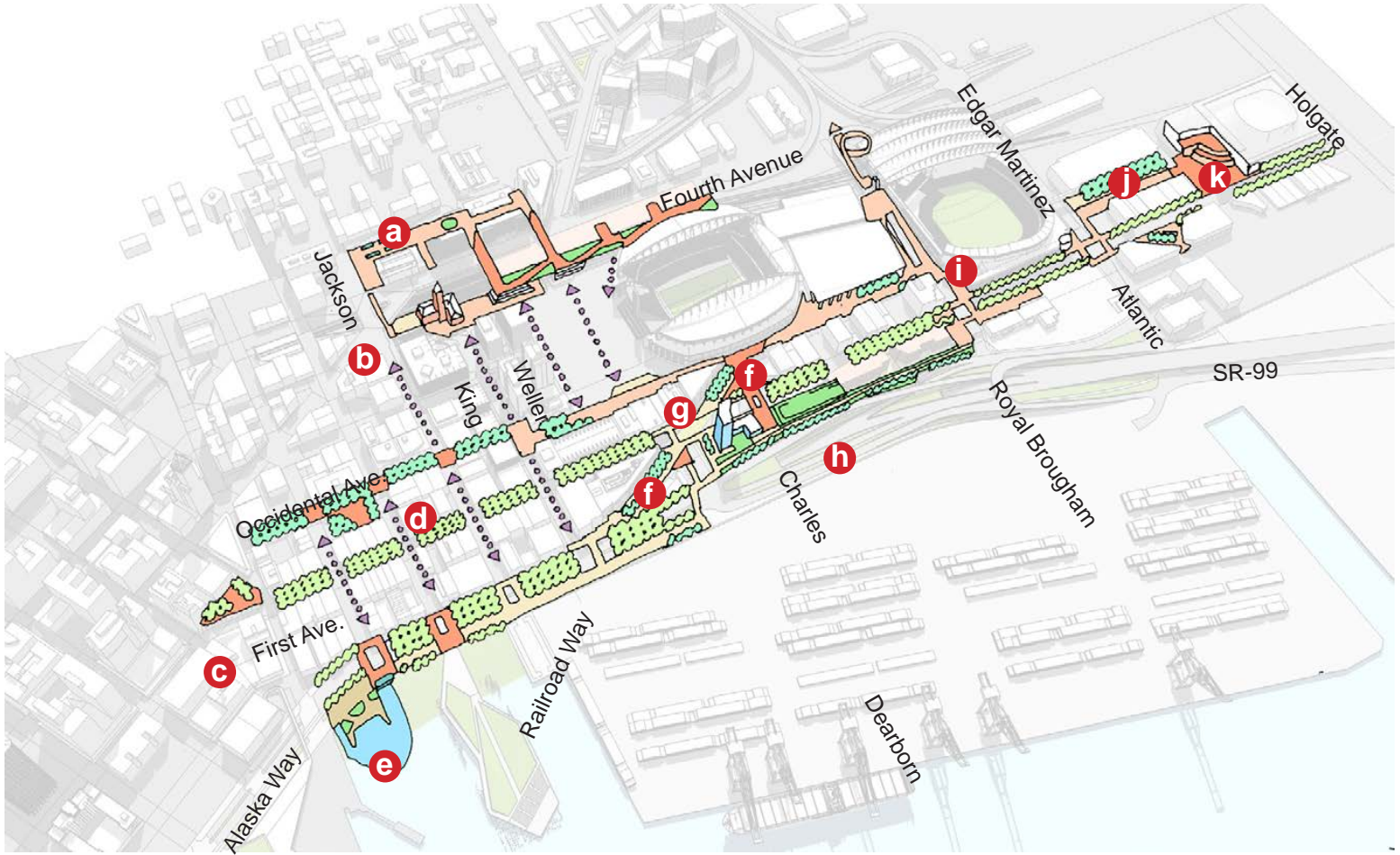
Stadium operators and teams in the District are already among the national leaders in managing the waste stream at large events. Strategies for effective recycling and/or composting programs at events should continue to be advanced.

Other Emerging Technologies

The Stadium District can be a showplace for the use of emerging energy-efficient technologies. For example SafeCo Field and the CenturyLink Event Center have both installed solar panel arrays on roofs. Other examples include making parking spaces available for Electrical Vehicle charging stations in premium event parking locations.

STRATEGIES

A Network of Active & Safe Streets and Public Spaces



Network of Safe Streets and Public Spaces

There is a need and desire for a network of safe streets and public spaces. Improving streetscapes and access to stadiums has been a goal of the Stadium Transition Overlay District since its inception in 2000. These recommendations promote safe streets and public spaces through additional strategies such as streetscape concept plans that can be implemented over time.

The need for streetscape improvements and public spaces is in part to provide a safe and comfortable walking/biking experience for accessing events - encouraging non-vehicle trips. The goal is also to provide inviting / attractive public realm amenities for the city as a whole.

This study identifies specific streetscape and public space improvements that could be added over time. The study considers linkages and a consistency of character among the varied public places in the district.

Public Space Network

- a. International District plaza
- b. King Street Station plaza
- c. Pioneer Square Park
- d. Occidental Park
- e. Waterfront Seattle Beach
- f. Railroad Way
- g. Railroad Way & 'Stadium Plaza'
- h. WOSCA Open Space
- i. Mariner's plaza
- j. Mariners garage plaza (Occidental Ave.)
- k. Proposed plaza at proposed arena



Picnic area at Camden Yards, Baltimore MD



Key Streetscape & Public Space Opportunities

+Occidental Ave. S. (Royal Brougham - Railroad Way)
Streetscape Concept Plan will be prepared as a part of this study. Important features of the design will be addressing vending activities during event times, and creating a shared (pedestrian/vehicle) street.

+Railroad Way Improvements.
Already designed as a part of the Central Waterfront project, and improvements will be funded as a part of the project.

+Future Stadium Plaza / Nexus
This plaza, referred to in Waterfront Seattle planning as 'Stadium Plaza' and the 'Nexus' is partially included in the Waterfront Seattle improvement project. Streetscape concept design in this study explores linking to this planned plaza and extending it through adjacent right of way areas.

+First Ave. S.
Streetscape Concept Plan to be prepared as part of this study.

+ Potential WOSCA open space.
Potential to encourage with private reuse scenarios of the site. Can be linked with the 'Stadium Plaza'. (F in map at left. See also pg. 31, 32).

+ East / West Connections (Potential overtracks)
Could be associated with development on the Overtracks catalyst site. Pedestrian pass-throughs and concourse to connect Chinatown / ID and the stadium district.

+ Occidental Ave. S. (South Occidental block area)
Improvements may be associated with the planned Arena. The block also has important loading and charter bus parking functions for Safeco Field events. Streetscape Concept Plan will be prepared as a part of this study.

A Network of Active & Safe Streets and Public Spaces

Occidental Promenade - Non-Event Times

One idea for public space enhancement is to make streetscape improvements on Occidental Ave. S. near the stadiums. Improvements could help create a promenade that would link with planned Railroad Way improvements. Design elements from both the Railroad Way design and from the historic character elements of Pioneer Square could be incorporated.

During non-event times Occidental Ave. would be a place for area residents and employees to enjoy, and the street would accommodate vehicle and truck traffic.

The City of Seattle Department of Planning & Development (DPD) and Department of Transportation (SDOT) are continuing to work with stakeholders to advance streetscape concept plans for this and other streets in the District. Concept plans can help coordinate future improvements to the right of way - made by either private development or through capital projects.



Occidental Promenade - Event Times

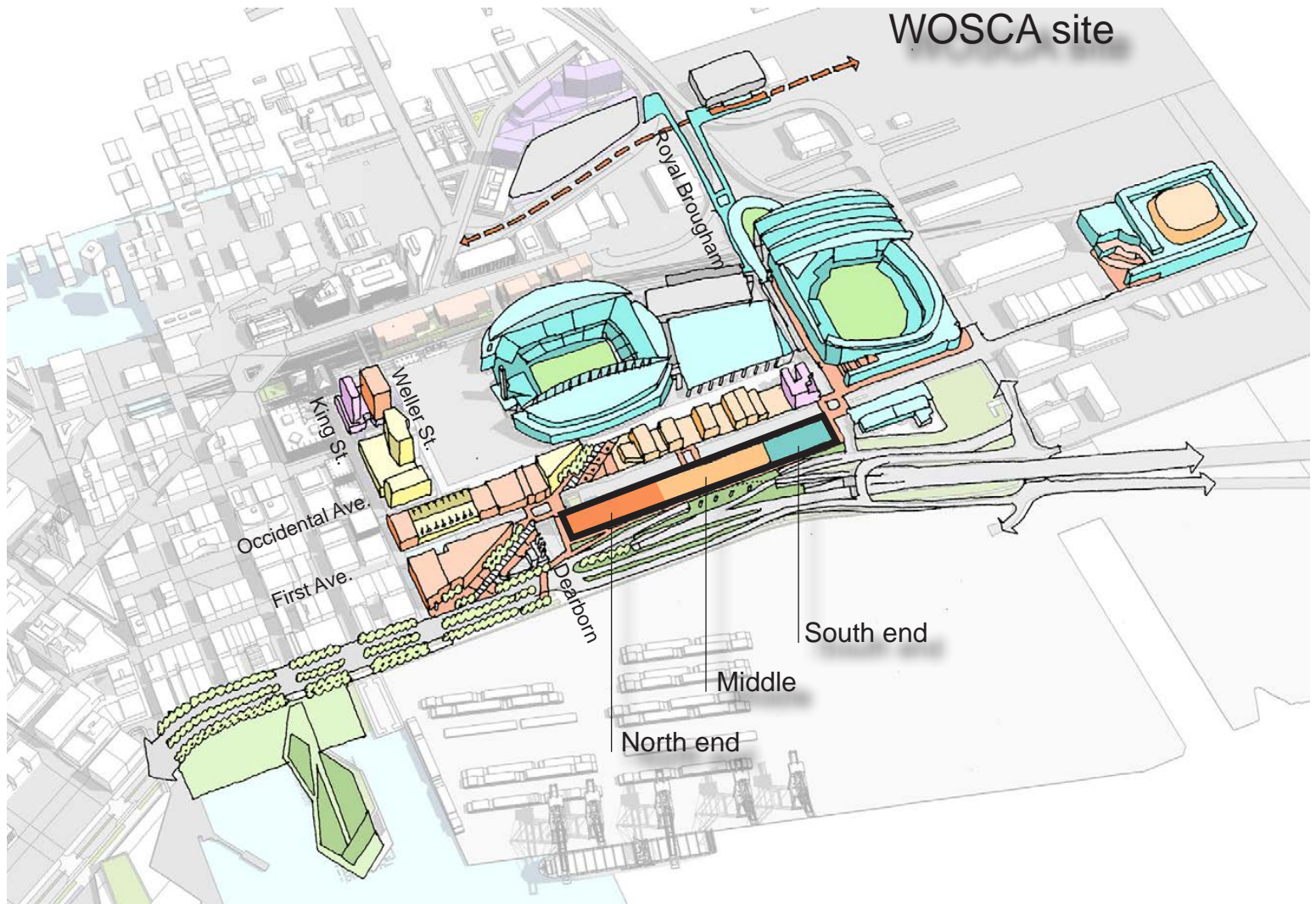
During event times Occidental Ave. would accommodate pre-event and post-event activities and gatherings. The roadway could be carefully organized to encourage seating, vending, gathering, and the through movement for large crowds of pedestrians.

The City of Seattle Department of Planning & Development (DPD) and Department of Transportation (SDOT) are continuing to work with stakeholders to advance streetscape concept plans for this and other streets in the District. Concept plans can help coordinate future improvements to the right of way - made by either private development or through capital projects.



STRATEGIES

Catalyst Site: WOSCA



WOSCA Catalyst Site

These recommendations review the WOSCA catalyst site in detail. The site's specific relationships to context, including the south portal of SR99, Pioneer Square, the planned Railroad Way improvements (Waterfront Seattle project), Terminal 46, and the stadiums are considered. A series of potential future land use scenarios were reviewed. Based on urban design considerations, access, and the principles and vision statement, general recommendations for a future land use mix and site organization are made. However, within the recommendations there is flexibility for a variety of possible outcomes.

A review of the site's context suggests the very long site has three distinct sections each presenting particular opportunity described on the following page.

- +4.2 Acre site
- + ~1,375' long (N/S) x ~120' deep (E/W)
- +Owned by WSDOT as staging for construction of SR99 tunnel
- +Available for reuse after SR99 completion - 2018-19

Note: The acronym WOSCA is derived from a former warehousing use that was located on the site, Washington Oregon Shippers Cooperative Association (WOSCA).

North End

The northern tip of the WOSCA site is adjacent to Pioneer Square and the planned Railroad Way improvements. The north end is identified as the area located north of the point 200' south of the S. Charles St. right of way, which is also approximately the northernmost 550' of the WOSCA site.

+ A housing node would provide more market rate residences next to Pioneer Square and the Chinatown / ID adding vibrancy and a 24/7 presence. Housing at the north end also minimizes adjacency conflicts with Port of Seattle and other industrial uses. Residential uses would only be located on this north end of the site.

+ Potential to signal a strong southern terminus to the Seattle Waterfront and the edge of Downtown. It would provide a strong architectural presence and contribute to the 'staccato' urban form of isolated taller/larger elements in this portion of the city skyline.

+ A vibrant and active concentration of uses at this location would provide the benefit of a direct relationship and oversight of the proposed Stadium Plaza (Waterfront Seattle project), and proposed new stadium district open space.

+ A tall form would enable marketable residential uses by accessing views of water, skyline etc., and by separating the housing vertically from crowds nearer to street level.

+ If an open space were located at the north end it could combine with other adjacent public spaces - particularly Railroad Way to make a more contiguous open space.

+ Partially below grade parking could be beneath other uses.

Middle

The middle of the site is the portion located from a point 200' south of the S. Charles St. right of way, to a point 375' north of the Royal Brougham Way right of way. This is also the section located between approximately 550' and 1000' south of the north edge of the site.

+ Faces onto historic building facades of Pioneer Square panhandle along First Avenue.

+ A mid-block crossing and/or vehicle entry point within this portion of the site would create pedestrian activity in the center of the site, and reduce crossing distances for pedestrians.

+ The middle of the site could serve as a divider or transition point between uses more oriented to Pioneer Square and the more industrial and office character of uses to the south. No residential would be allowed in the middle of site.

+ If an open space were located in the middle of the site it would energize the inner part of the site and provide benefit to building uses at both ends of the site.

+ If commercial offices or similar uses were located in the middle of the site they would be consistent with the pattern of newer development to the south of the site.

+ Active ground floor commercial uses would help complete the west side of 1st Ave. S., and could help improve the pedestrian character of the area.

+ Partially below grade parking could be beneath other uses.

South End

The southern end of the site, located from a point 1,000' and further south. This is also approximately the southernmost 375' of the site.

+ A high visibility corner and intersection directly across from Mariner's Plaza with direct sight lines to the ballpark and arena. The other two intersection corners include the Silver Cloud Hotel and the popular Pyramid Brewery. A plaza-like open space at the southern tip of the site would complement these uses.

+ Massing and scale to respect important views to and from Safeco Field are an important consideration for building uses on this portion of the site - particularly building heights.

+ Land uses in the district transition towards industrial and office uses and away from residential neighborhoods by this location. Commercial offices and similar uses could be located here. No residential would be allowed.

+ Partially below grade parking could be beneath other uses.

STRATEGIES

Catalyst Site: WOSCA (continued)

After studying a broad range of scenarios, and considering economic feasibility and urban design - a mix of land use components and a general site organization for WOSCA are recommended. These recommendations do not limit potential reuse of WOSCA to one outcome. A range of land use scenarios could still occur if the recommendations are enacted.

The recommended components help achieve the principles and vision statement for the Stadium District, and also contribute to public benefits and a coordinated pattern of development. Options for several likely configurations are depicted on the following pages. Additional design, feasibility study and other factors including preferences of the eventual purchaser will ultimately determine the specific reuse scenario for WOSCA.

Base Scenario



Under existing regulations allowable uses are office, commercial and light industrial, with a height limit of 65'. The highest and best use of land would likely yield several office type buildings like the recent Home Plate development built under similar zoning in the district.

- + ~400,000 gsf of office development
- + About 4 office structures with 4-5 stories each
- + Retail at ground floor
- + Parking (~800) partially below grade
- + Some pedestrian pass-throughs between structures

Economic Value & Land Reuse Assumptions

The WOSCA site is owned by the Washington State Department of Transportation (WSDOT), and after completion of SR99 construction WSDOT will sell the site at fair market value. WSDOT may directly negotiate with a buyer or conduct a Request For Proposals (RFP) process in which public agencies would have first opportunity. This study assumes that viable future reuse scenarios for the site should yield economic value at least equal to the value under existing regulations. A residual land value analysis was conducted for all scenarios.

Expected Feasibility of Scenarios

These recommendations focus on scenarios that are likely to be achievable through a market-based disposition process for the land. Therefore, in order for stakeholder desired amenities such as public open space or parking to be achieved, (which do not generate positive market land value), we explore strategies that enable higher value uses on some portions of the site to balance for uses with lower economic value on other portions of the site. Such strategies can achieve overall market value for the land at least equal to a base scenario.

These recommendations do not prohibit other economically lower performing scenarios from being built. If there is a purchaser willing to fund a lower performing scenario it could be implemented as long as it is a permitted use. According to our analysis the following are examples of lower economically performing scenarios that could be built if there was an interested party willing to fund it.

- + A light manufacturing or warehouse use for the full site.
- + A use that is primarily parking garage structure - potentially with open space on top of it. (800 - 900 spaces)
- + Open space over the full site.

Preferred Land Use Components

Based on economic analysis, urban design considerations, and land uses that can help achieve the vision statement and principles, the following mix of land uses on the site are recommended. Our analysis suggests this general combination of land uses could be achieved by a private landowner after a market-based sale of the WOSCA property.

- +1 - 2 acres of privately owned public open space
- + About 300-350 housing units (or hotel rooms) in a single tower structure
- + 65,000 - 185,000 gsf of office/commercial development
- +Active retail at street level in select locations
- +600-800 parking stalls partially below grade underneath the other uses

General Site Organization

The preferred land use components could be arranged in a number of configurations on the site. Several possible scenarios are illustrated on the following pages. General recommendations for how the land uses should be organized on the site include:

- + *Public Benefits Achieved Through Mitigation of Additional Development Capacity*
Increases in allowable developable area and broader range of land uses on some portions of the site can support a series of publicly accessible open spaces as mitigation.
- + *Housing Near Pioneer Square & the Chinatown / ID*
Housing should be located at the north end of the site near a cluster of new market rate housing that complements policies for Pioneer Square and the Chinatown/ID.
- + *Housing Near Open Spaces*
Housing should be located nearby open spaces to provide oversight of public spaces, and to provide useable open space to residents in the vicinity.

+ *Linked Network of Open Space*

New open space should have a strong connection to other existing and planned open spaces in the vicinity, including Railroad Way and the planned Stadium Plaza.

+ *Shared Parking Partially Below Grade*

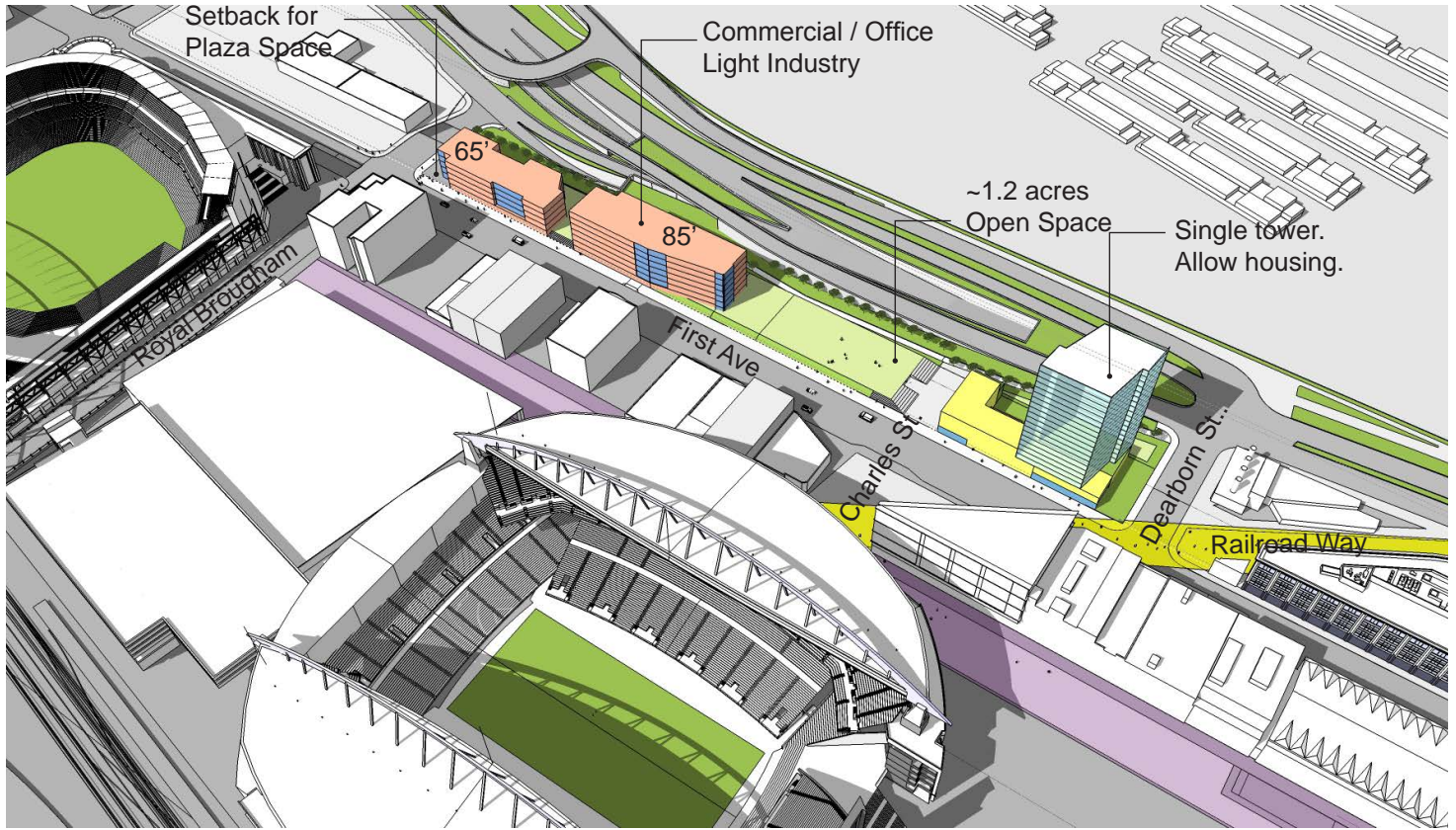
The scenario could accommodate a shared use parking garage for approximately 600 - 800 total vehicles partially below grade to serve site uses and double as event-related parking. The quantity of parking should be greater than the amount needed for on-site uses.

+ *Transition to Commercial / Office Uses to the South*

Commercial and office uses (and/or light industrial uses) should be located in the middle and/or south end of the site. In the middle portion of the site, a maximum height of up to 85' is recommended, and at the south end of the site a maximum height of 65' is recommended.

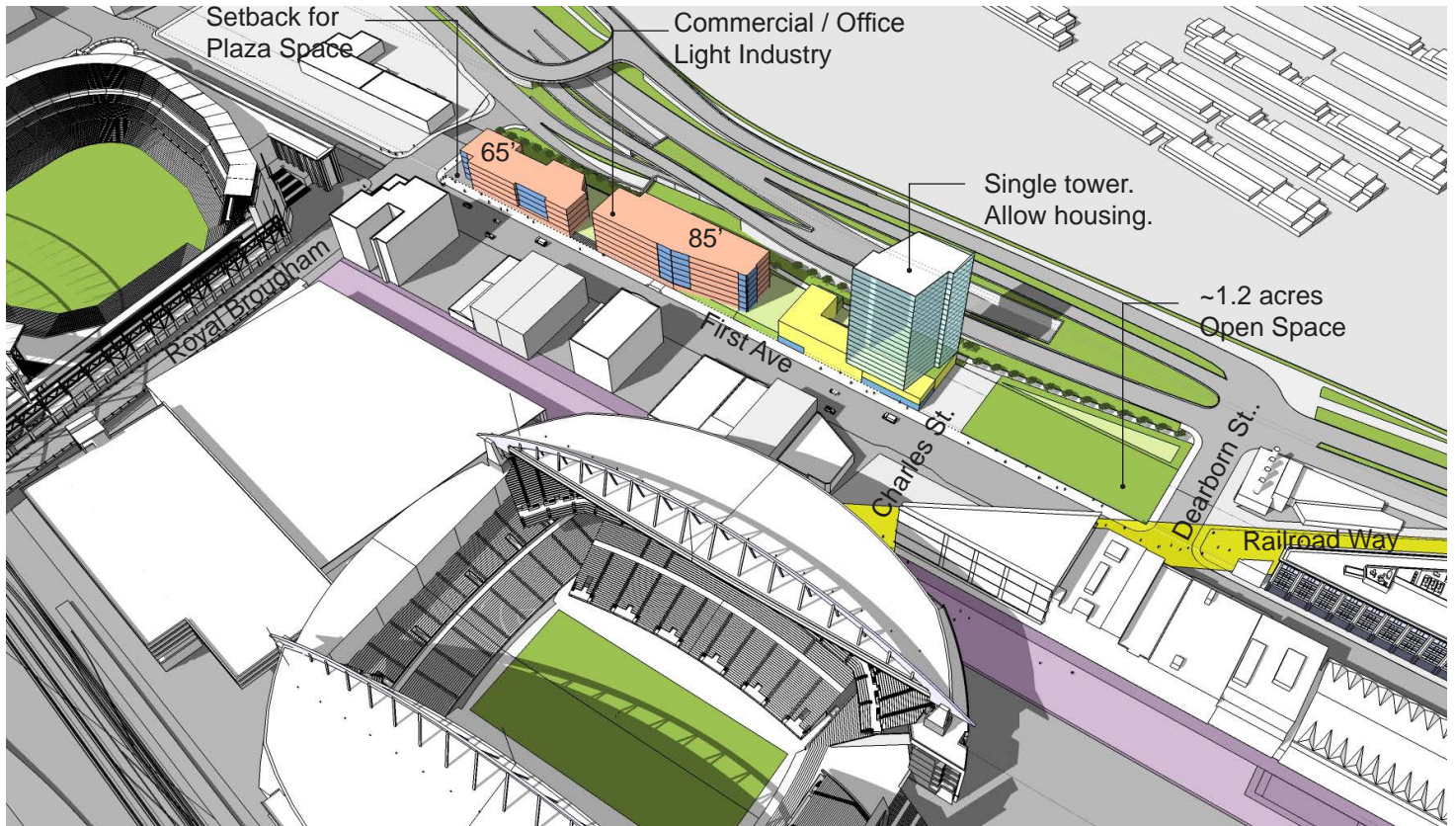
Scenario A

A single residential tower is at the north end of the site adjacent to Railroad Way and closest to Pioneer Square. The open space is in the center of the site with pedestrian connections to the stadiums via S. Charles St. Commercial / office / light industry is located at the south end. Active uses would be at street level.



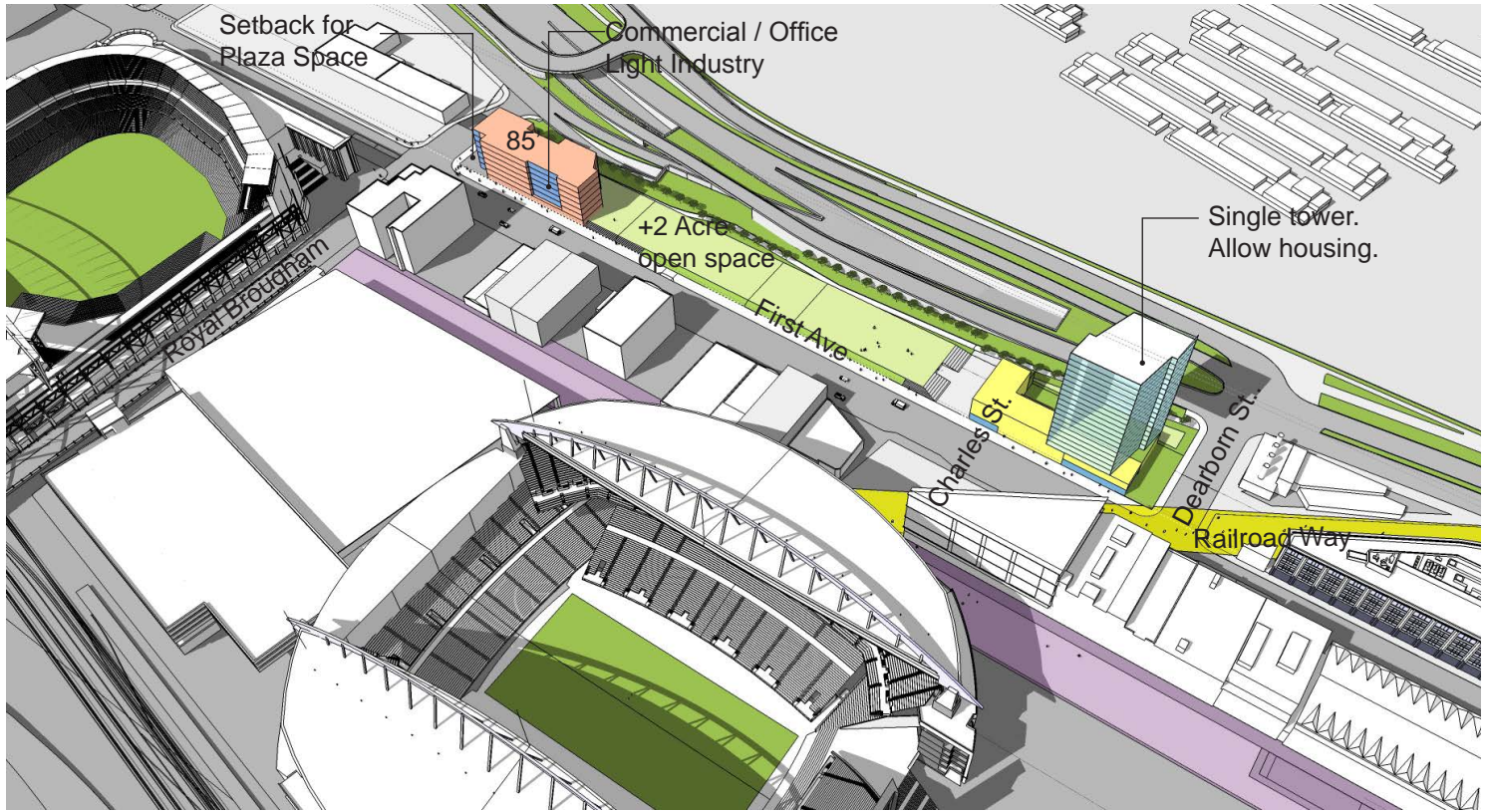
Scenario B

An open space is located at the north end of the site next to Railroad Way and closest to the waterfront. A single residential tower is located adjacent to the open space. Commercial / office / light industry is located at the south. Active uses would be at street level.



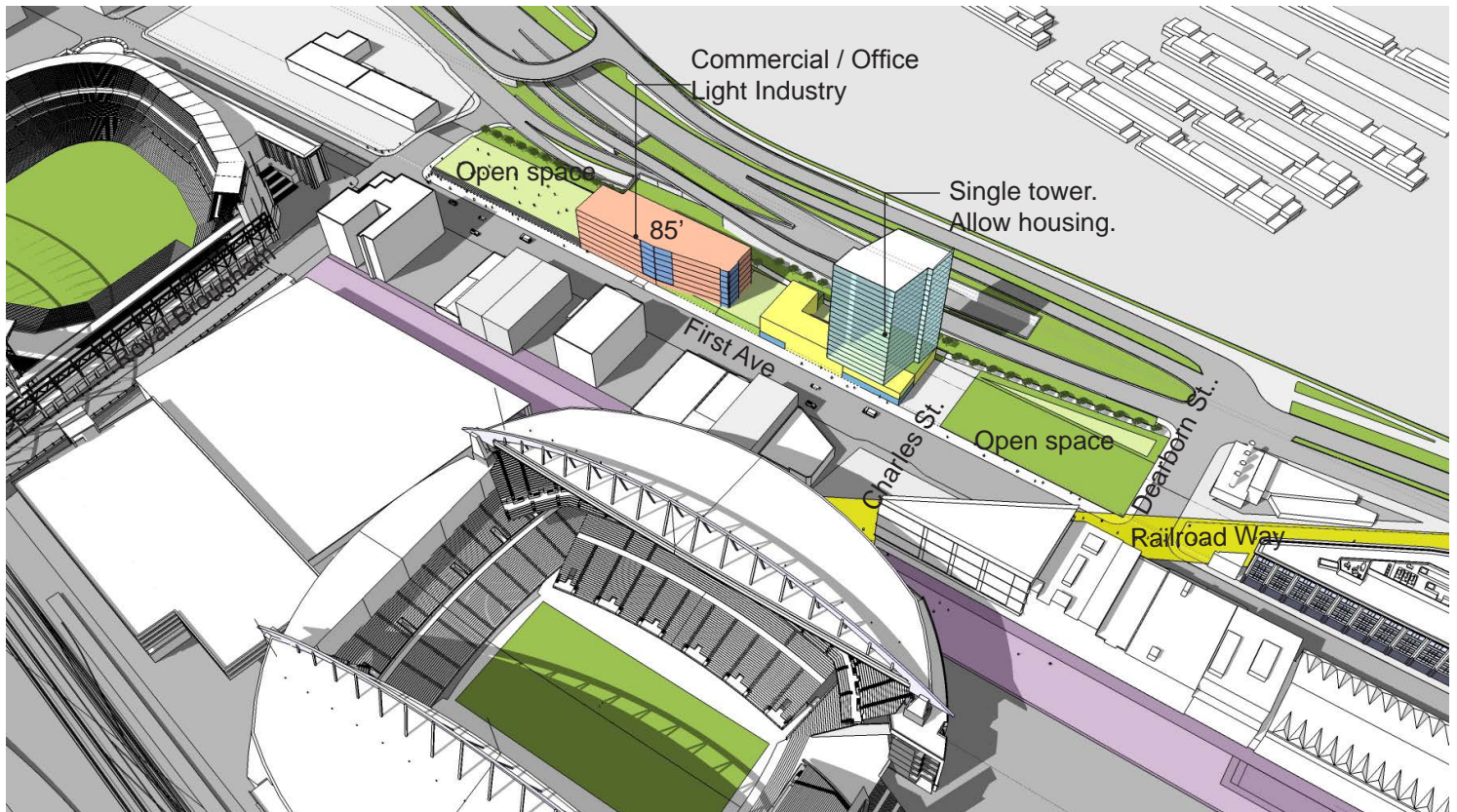
Scenario C

A single residential tower is at the north tip of the site adjacent to Railroad Way and closest to Pioneer Square. A larger 2+ acre open space is in the center of the site. Commercial / office / light industry is located at the south. Active uses would be at street level.



Scenario D

Smaller open spaces, 1 acre or less, are located at the north and south ends of the site. A single residential tower is located next to the north open space, and commercial / office / light industrial uses are located next to the south open space. Active uses would be at street level.



Catalyst Site: WOSCA - public benefits and open spaces

A network of public spaces

Careful siting of development and open space near the north end of the site can help achieve a varied network of public spaces and quality streetscapes that accommodate patrons before and after events, support social interaction, and promotes activity seven days a week.

Focused location of residential use

Residential uses in a single tall structure would provide strong oversight and activation of public and open space in the area. The housing would complement goals to increase market rate residential populations in Pioneer Square, and it would help support a broader range of neighborhood-serving retail uses.

Diagram: Open Space Network and Residential Use at North End

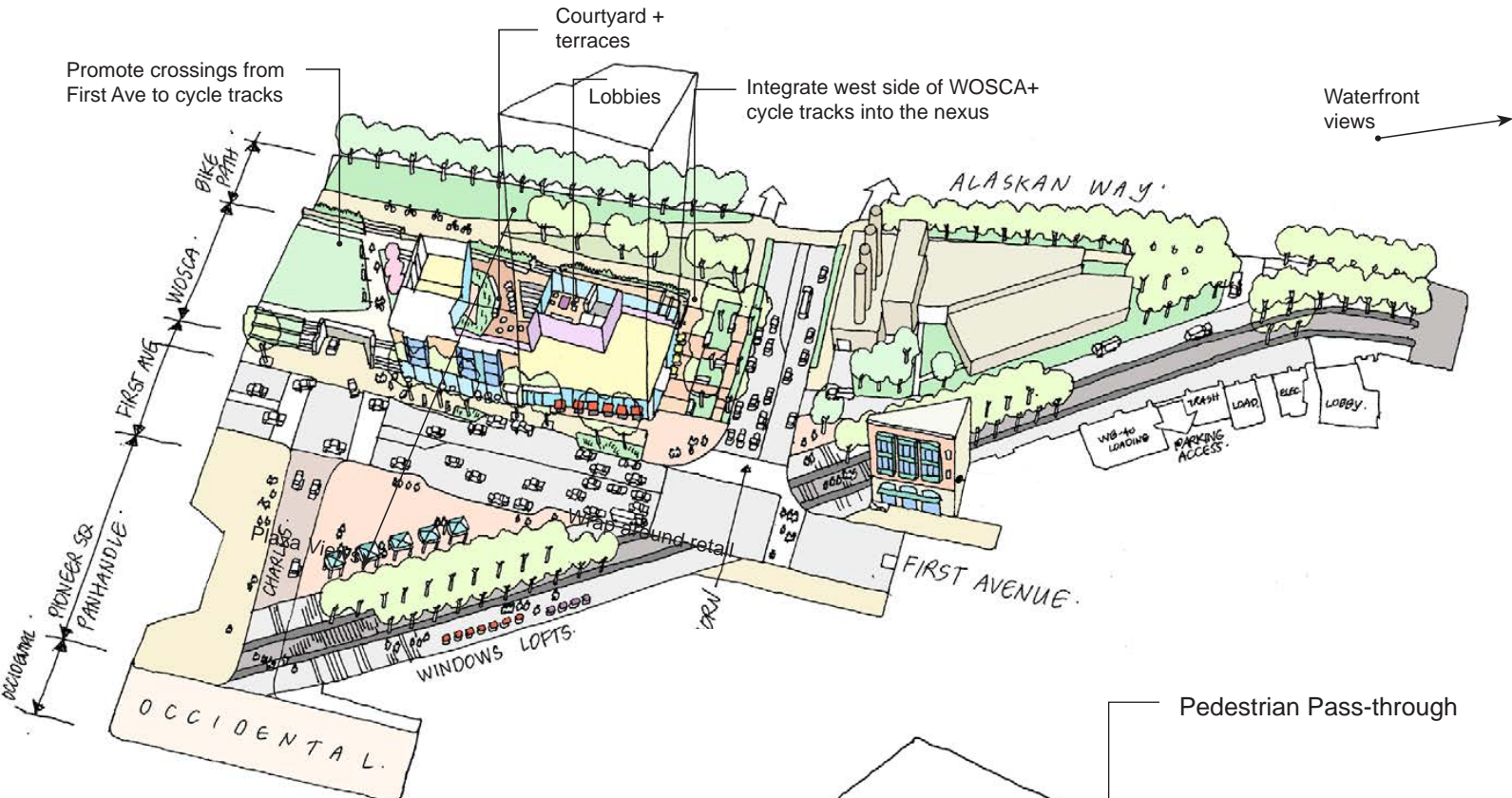
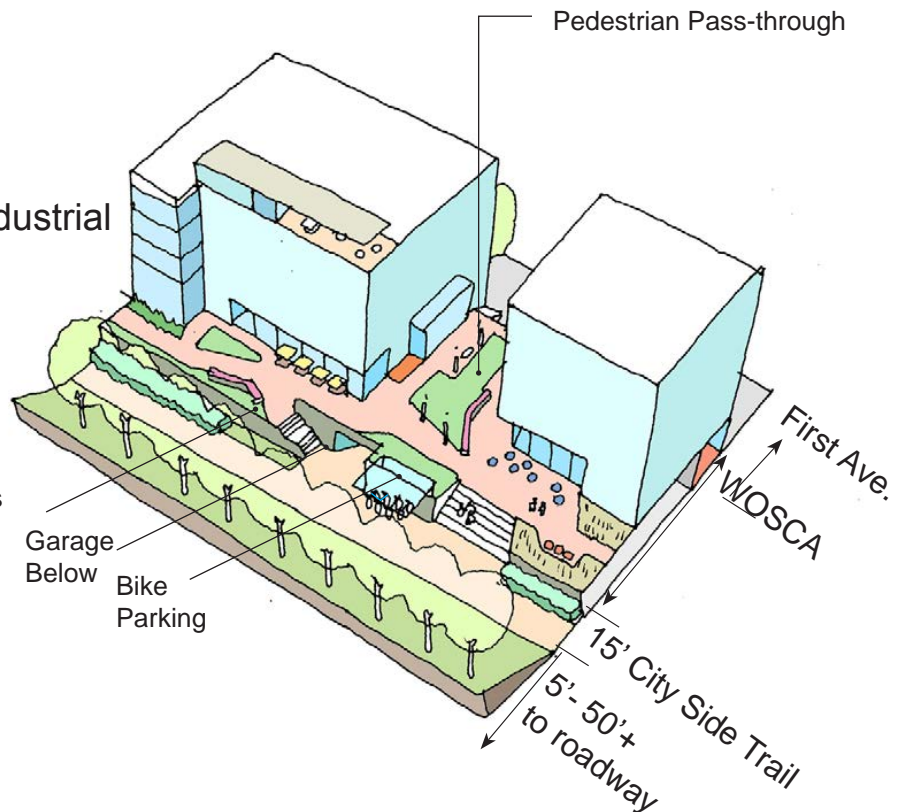


Diagram: Commercial / Office / Light Industrial Use and Pedestrian Pass-Throughs at Middle or South End

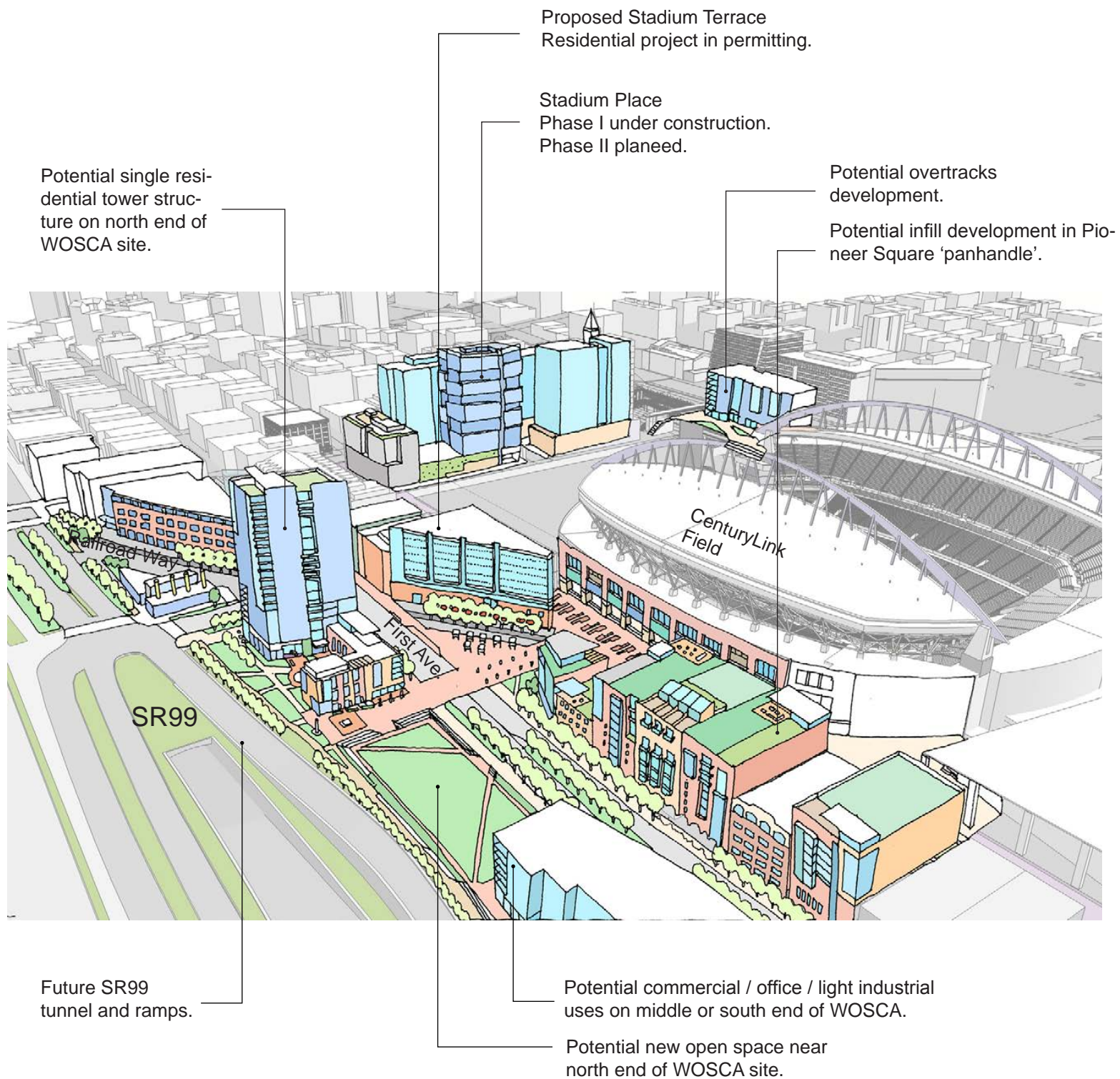
Pedestrian Pass-throughs

Publicly accessible pedestrian and bicycle passthroughs would be encouraged between commercial buildings and through open space - providing links to the City Side bicycle trail that will be located immediately west of the site. The City Side bicycle trail will be created with the SR99 replacement project and will run from S. Atlantic St. to S. Dearborn St. and connect to waterfront bicycle trails.



Potential Character

This image is one example of the potential character for the north edge of the recommended Stadium District. Pursuant to these recommendations, a cluster of housing is located at the south edge of Pioneer Square. There are a linked series of open spaces near the north end of the WOSCA site.



STRATEGIES

Catalyst Site: WOSCA - potential open space size and qualities

Open Space Size

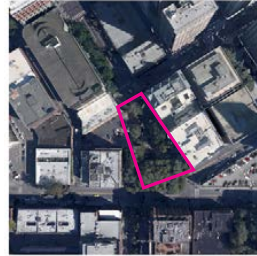
Based on urban form and economic analysis a new open space in the Stadium District in the range of 1 - 2 acres is recommended. This size is compared with other open spaces in Seattle and elsewhere. The size of the open space relative to other cities' successful stadium area open spaces is considered.

Open Space Qualities

A great open space takes careful design. These recommendations do not design the proposed open space, but consider possibilities for the qualities and aspects of the space. An open space of 1 to 2 acres is recommended because a size much larger would be very difficult to activate and is not likely to be achievable as part of a feasible private development. An open space smaller than 1 acre would not be large enough for desired functions and qualities of the space.



0.25 acre
Home Plate - pedestrian passthrough



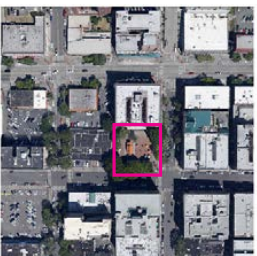
0.8 acre
Pioneer Square



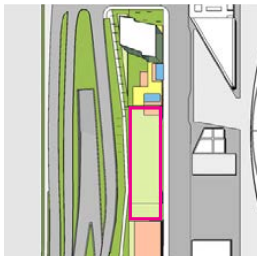
0.35 acre
Amazon - Terry Ave. facing plaza



1 acre
Occidental Square Park



0.5 acre
Hing Hay Park



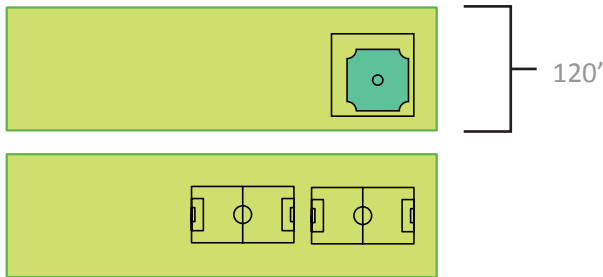
Approx. 1.2 acre
WOSCA (potential)



2 acres
San Diego Stadium Park

Event-related Component

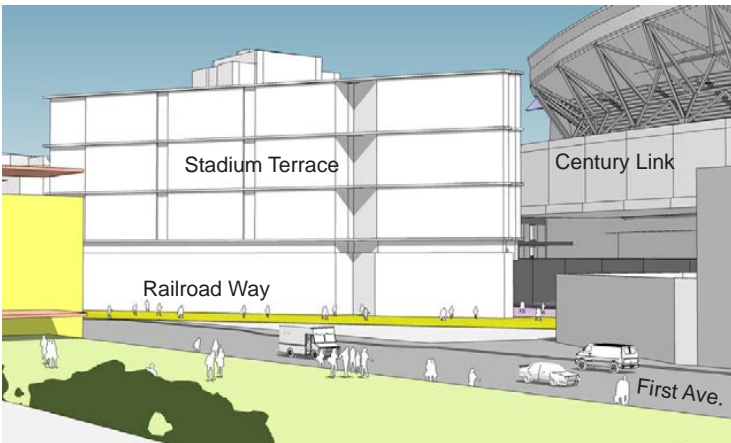
The open space could have a function for gathering and leisure before or after events, or to host similar viewing or celebrations of remote team-related activities. Several other cities have successful examples of stadium area plazas, such as San Diego Stadium Park, New Orleans Champions Plaza, or LA Live's Nokia Plaza. These examples extend sport fan experiences outside of stadium walls into civic and public spaces, enhancing the civic boosterism element of sport.



- + Little league infield 60'x60' (80'x80')
- + Small soccer field 55'(75')x100'(120')
- + Basketball Half Court 55'(75')x100'(120')
- + Volleyball court 29'x59'

Youth Recreational / Health Component

The open space could have a component or theme related to youth recreation health and sport. It would not be large enough for adult ball fields or soccer fields. But the space could be large enough for different types of child's fields or ball courts. The area's stadium authorities and professional sports teams have a youth recreation and health programs as a part of their missions. An open space could provide a nearby venue or gathering place for such youth recreation and health activities.



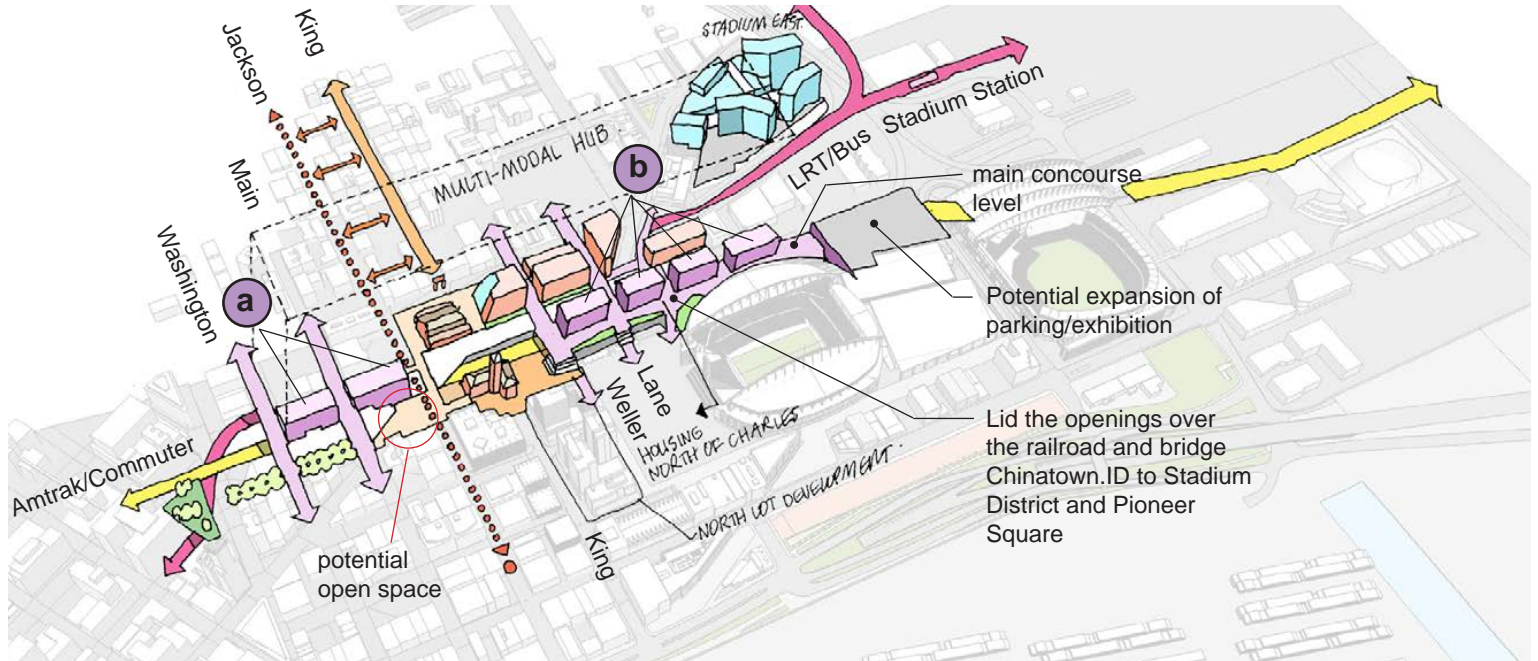
view arriving in the district from SR-99 looking NE

A Neighborhood Serving Component

The open space would also benefit to residents and employees in nearby neighborhoods during quieter non-event times for leisure activities, dog-walking, tai chi, and other common functions of neighborhood parks and plazas.

STRATEGIES

Catalyst Site: Overtracks



Overtracks Catalyst Site

These recommendations review opportunities for development in the air rights over the railroad tracks between Royal Brougham Way and the Weller Street Bridge. The general characteristics of preferred future uses in the area, and the basic components of desired public spaces and amenities are studied.

The recommendation strongly supports encouraging an overtracks development scenario for the numerous public benefits and urban form improvements it would bring.

- + Air rights area over railway tracks
- + Railroad tracks owned by BNSF railroad
- + Requires decking or lidding over the tracks
- + Approximately 4.5 acres for potential development

Existing Conditions - A Divide Between Neighborhoods



panoramic view looking east at the overtrack area south of King Street Station



overtrack sites north of King St.



looking south on 4th Ave. S. with overtrack sites along right side



overtracks site east of CenturyLink Field

Existing conditions, which include the wide set of railroad tracks between 4th Ave. S. and the west edge of stadiums present a considerable divide. Pedestrians are not able to walk between the Stadium District and Chinatown / ID from the Weller Street bridge to the Royal Brougham overpass. The divide is also perceptual - since the large gap creates an inhospitable pedestrian and aesthetic experience along the west edge of 4th Ave. S. Since the west edge of 4th Ave. is not able to be fronted by building uses, the heavily trafficked street seems even busier, with less respite from adjacent traffic.

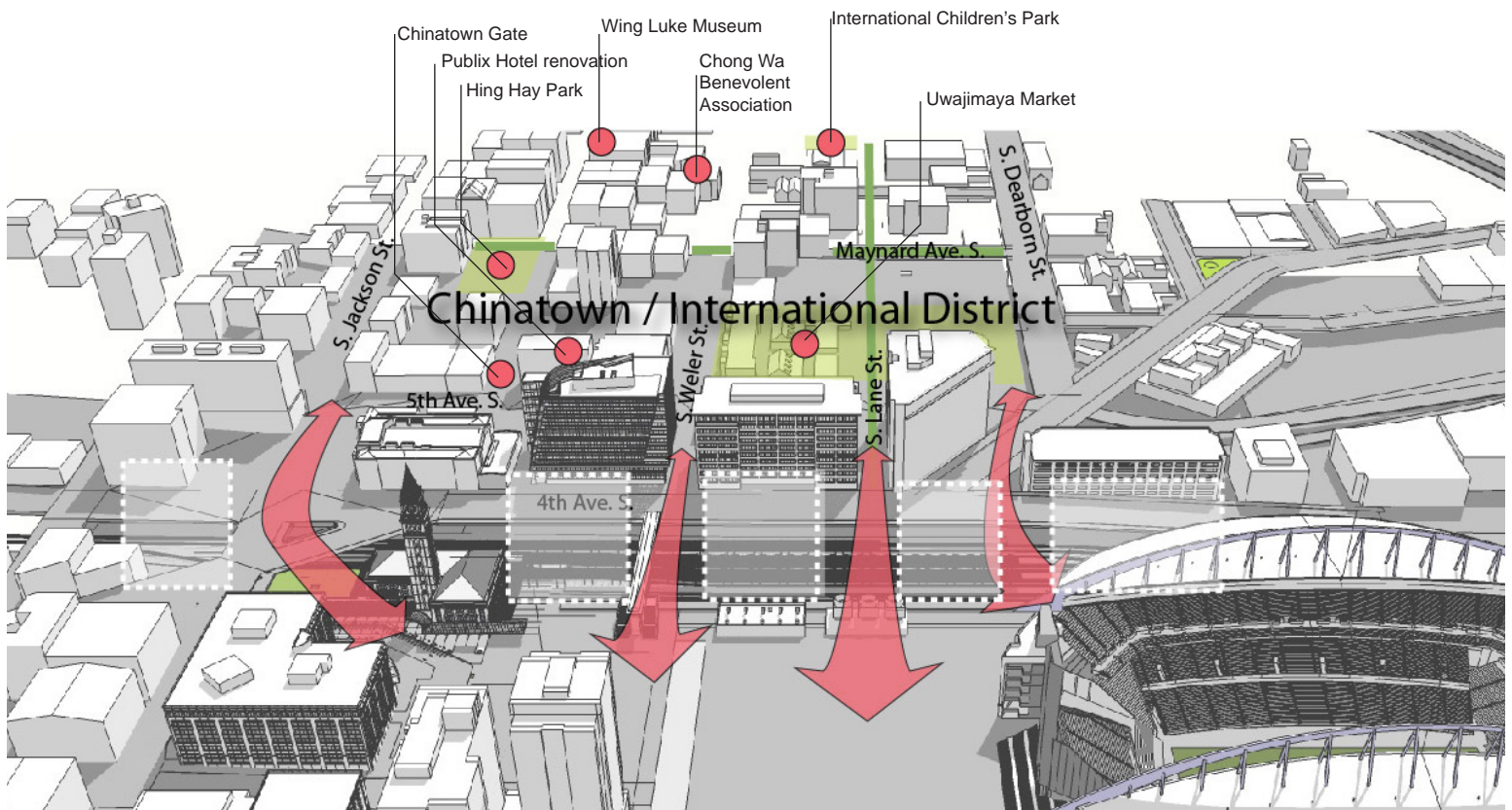
Catalyst Site: Overtracks - Opportunity



Public Benefit - New Connections

Development overtracks would dramatically improve connections between the Chinatown/ International District and the Stadium District. New overtracks development would include a series of enhanced pedestrian pathways, plazas and open spaces that provide a direct link. New connections could be created at S. Lane St., and at the west concourse of CenturyLink Field, and connections at S. Weller St. and S. Jackson St. could be enhanced.

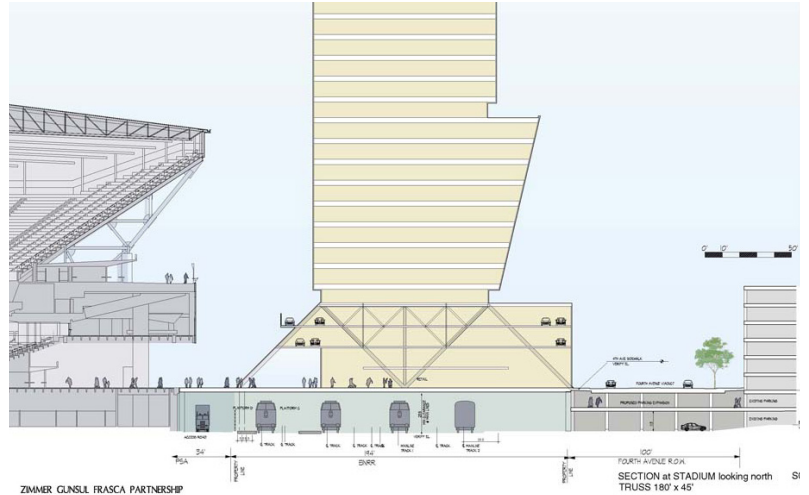
Better physical connections would enhance economic connections between the neighborhoods, allowing more synergy between businesses and attractions in the Chinatown/ ID and the Stadiums District. New residential uses in both areas could also support a broader variety of businesses and activities in both neighborhoods.



The diagram shows the potential for new or enhanced connections between the Chinatown/ International District and its many attractions, and the stadium district.



A view looking north towards King Street station in a before and after scenario that depicts a connected grade condition between CenturyLink Field and 4th Avenue with development along Fourth Avenue



A challenge for development at the overtracks is the cost of the structure to bridge over the tracks and support buildings and public realm

Land Use Factors

These recommendations are to re-consider allowable land uses, and increases in height and density overtracks that would be associated with various public benefits. Groundwork for such land use changes should be established as Comprehensive Plan policy, but actual land use (zoning) changes may follow later.

The recommendation is to broaden the mix of allowable uses to include residential uses at the north end of the District consistent with principles for the WOSCA catalyst site. (The north end is identified as a point 200' south of the S. Charles St. Right of Way.) Market rate residential uses adjacent to Pioneer Square and the Chinatown/International District would bring mutual benefits in the form of support for local business and oversight of public places. Increases to allowable heights are recommended.

Potential Overtracks Scenario

(Rough estimates based on concept level review)

- + ~300,000 gsf office/commercial development.
- + ~250 - 500 residential (or hotel) units.
- + Retail / active uses in a concourse facing stadiums
- + Up to ~50,000 gsf for new pedestrian connections and pass-throughs between Chinatown/ID an stadium district.

Partnerships

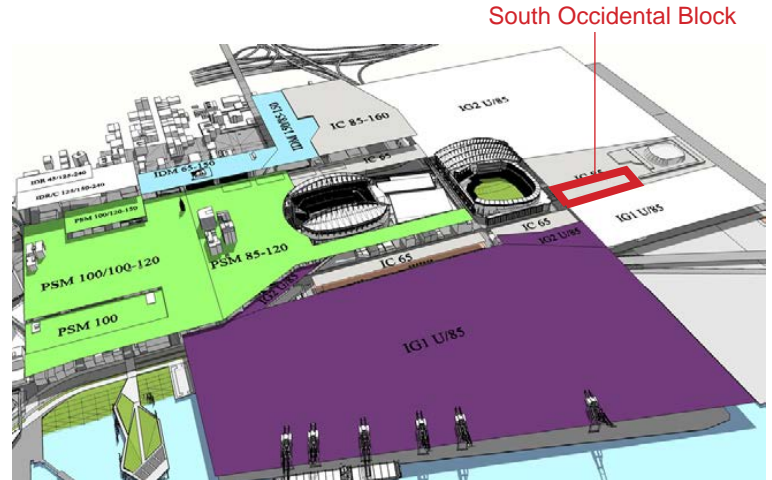
Achieving overtracks development would require complex engineering for a physical structure that could span the tracks. It would also require complex legal arrangements between the railway owners and a private development entity. While not a land use action - this study recommends an active City of Seattle role to foster partnership between railroad, private development entities, and the City to achieve a mutually beneficial outcome.

STRATEGIES

Catalyst Site: South Occidental Block

The South Occidental Block is the narrow block directly north of the proposed arena site between Massachusetts Ave. and Edgar Martinez Drive. It shares many of the same characteristics as the Pioneer Square panhandle - a similar grouping of buildings located between Occidental and First Avenue between King Street and Royal Brougham.

The block includes one or more neighborhood character buildings in a range of widths from 50' to 100'. The "panhandle" of buildings have a 150' depth and have faces on both First Ave. and Occidental Ave.



A zoning map of the area shows the location and zoning of the South Occidental Block



The First Avenue elevations of the South Occidental block, including inset, illustrate the character of buildings and variety of scale. The block includes a mix of 'infill' opportunities as well as character structures that could remain or be integrated in new development.

Urban Design Strategies

The South Occidental block buildings have two faces. The First Avenue face functions as the front door or formal entry and the Occidental face has a more informal quality. First Avenue and Occidental Ave. should support these qualities and accommodate a relationship of indoor building activity with the street and public realm. Character buildings should be encouraged to be retained in future development plans. Because of high volumes of pedestrians, broad sidewalks on First Ave. are very important.

Existing land use regulations allow for office / commercial/ light industrial uses in buildings up to 85' tall in this area. Major land use or allowable use changes for the south Occidental block are not recommended. The recommendations are to encourage favorable urban design relationships through future design guidelines, or specific development standards that could be applied. Development standards to encourage retention of character elements could be integrated in zoning. And development standards to enable increases in allowable Floor Area (FAR) for efficient use of narrow site footprints are warranted, especially if the increase could support retention of character elements or sites.

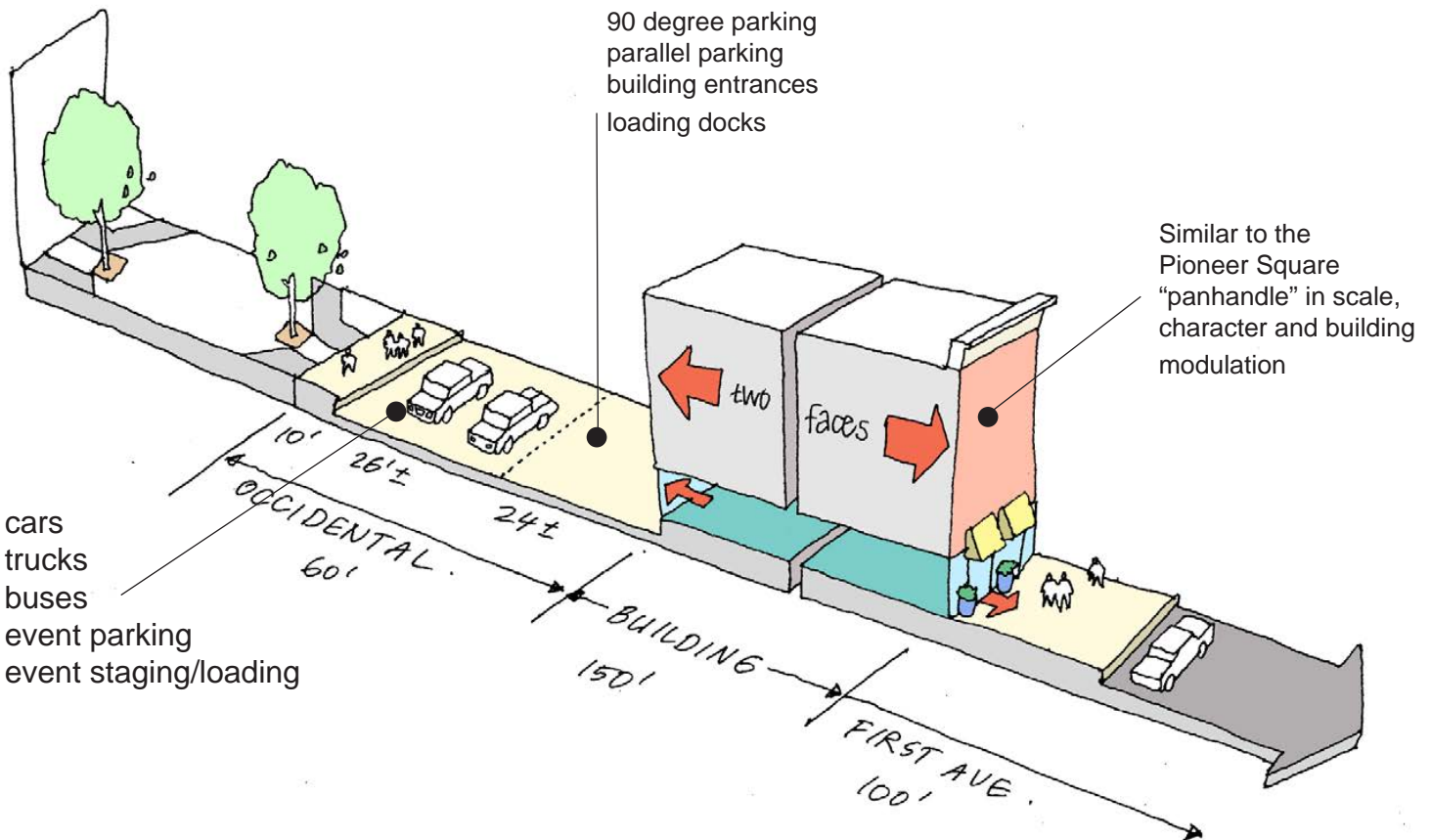


A. Occidental Ave. frontage: active uses facing the street.
B. First ave. frontage: storefronts and high event-time pedestrian volumes.

Potential South Occidental Block Scenario

(Rough estimates based on preliminary concept level review)

- + 7 parcels total
- + 2.3 acres total
- + ~200,000- 300,000 gsf total infill development potential (estimated).



COMPREHENSIVE PLAN RECOMMENDATIONS

Department of Planning & Development (DPD) staff. November, 2013

RECOMMENDATION #1

Designate the Stadium District as an independent land use category on the future land use map and describe the policy intent for the stadium district in the Land Use Element. Use the new designation to recognize unique characteristics and functions of the Stadium District, and to set city policy for the area – particularly for land use, mobility and urban design.

Related / Future Actions

- Adopt clear planning guidance for the Stadium District to establish a local stakeholder-generated planning vision, goals and policies for the area.
- Identify key neighborhood organizations and stakeholders to steward a plan for the Stadium District, oversee implementation, and serve as an advocacy organization for the District.
- Establish neighborhood design guidelines as a supplement to citywide design guidelines to advance District priorities in the design review of new development, and other elements such as street food vending.

Land Use Element

(Goal Statement)

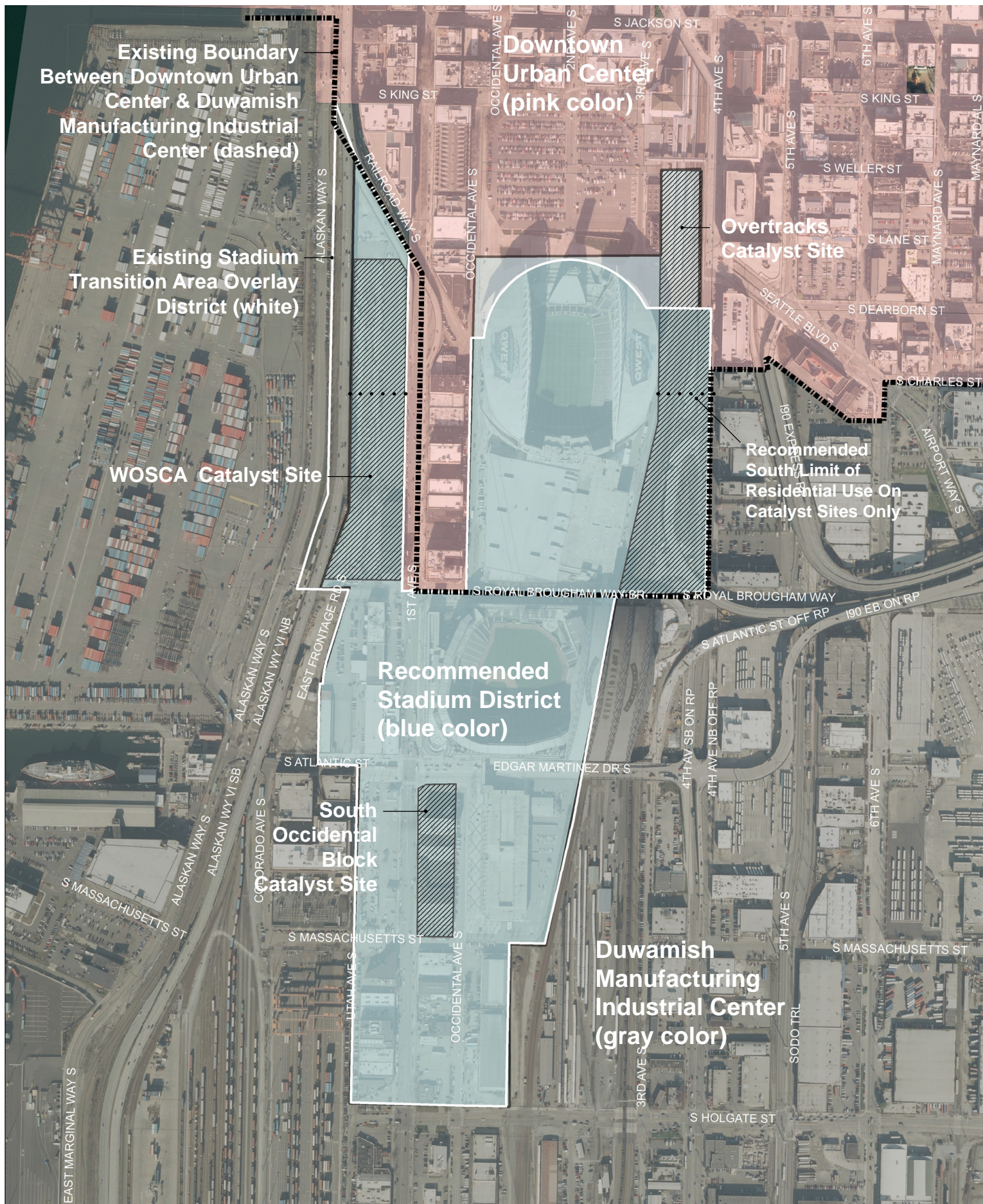
- Recognize the Stadium District as a unique sports and entertainment district that includes a range of complementary uses, is a seven day a week neighborhood, and builds on the public investment in stadium infrastructure.

RECOMMENDATION #2

Remove lands within the Stadium District from the Duwamish Manufacturing / Industrial Center and from the Downtown Urban Center, and remove the Stadium Transition Area Overlay District from the land use code replacing it with new zoning regulations to implement land use goals and policies.

- This recommendation is to remove the lands in the Stadium District that are south of Royal Brougham Way and the WOSCA site (a total of 59 acres) from the M/IC, and to remove the lands in the Stadium District that are north of Royal Brougham Way on the site of CenturyLink Field and over the railroad tracks from the Downtown Urban Center (a total of 36 acres). This recommendation is accompanied by recommendations of the Industrial Lands Study group to tighten restrictions on removal of lands from the M/IC in the future. The southernmost boundary of the Stadium District would be a firm edge at the S. Holgate Street right of way.

Recommended Stadium District Map



COMPREHENSIVE PLAN RECOMMENDATIONS

Department of Planning & Development (DPD) staff. November, 2013

RECOMMENDATION #3

Adopt land use policy statements for the Stadium District in the Land Use Element, to inform the preferred mix and range of allowable land uses in the Stadium District.

RECOMMENDATION #4

Adopt land use policies allowing optimal reuse of a limited number of catalyst infill development sites in ways that contribute to the vision and goals for the district. Introduce flexibility for increased buildings heights and allowable uses to support public benefits on such sites.

(Policy Statements - Recommendations #3 & #4)

- Designate the Stadium District as a land use category on the future land use map to recognize the unique characteristics and functions of the Stadium District, including spectator sports and entertainment, retail, office, lodging, and light industry.
- Allow residential uses within the Stadium District in limited locations, on identified catalyst sites only, and no further south than 200' south of the S. Charles St. right-of-way as extended in an east/west direction, and only in combination with public benefits on other portions of the identified sites.
- Site and design residential uses to minimize negative impacts on nearby activities including industry, and transportation.

RECOMMENDATION #5

Permit lodging as an allowable use in any location within the stadium district.

(Policy Statement)

- Allow lodging uses within the Stadium District close to events for the high volume of visitors to stadium and event centers.

RECOMMENDATION #6

Adopt policies in the land use element to promote urban design for an inviting and safe public realm, and to guide the overall building form, character and scale in the district.

(Note urban design would also be implemented through adoption of a plan document and/or urban design guidelines.)

(Policy Statements)

- Allow building heights that are compatible with the historic development pattern in the area, generally 65' to 85', except for stadiums, and except for a limited quantity of tower structures on specifically identified sites only (WOSCA and Overtracks). Reflect the character of historic development in the design and massing of infill structures and encourage preservation of character buildings.
- In the limited locations where towers are permitted, design structures in ways that contribute to the downtown skyline, and consider important views to and from the district.
- As new development occurs, support creation of a network of varied public spaces and quality streetscapes that accommodate patrons before and after events, supports social interaction, promotes activity seven days a week to create a safe and vibrant District, without adversely impacting neighboring industrial activity, stadium and event center operations and traffic flow.

Related Recommendations

(Land Use Code Item)

- Continue to apply development standards to encourage human scale and pedestrian friendly features such as facade requirements, landscape/screening, and setback limits in land use regulations. Consider the unique aspects of large event-related crowds.

(Land Use Code Item)

- Recognize that major sports and entertainment uses have unique needs for oversized signage or displays associated with venues, and accommodate such needs in sign code regulations.

COMPREHENSIVE PLAN RECOMMENDATIONS

Department of Planning & Development (DPD) staff. November, 2013

RECOMMENDATION #7

Encourage coordinated and shared parking strategies to address event and day-to-day parking needs in the district, to minimize demand for new principal use parking structures.

(Policy Statements)

- Encourage major uses in the District to use coordinated and shared parking strategies to address unique event-related parking needs. Consider allowing new principal use parking to meet short term event-related parking needs, where it is identified as part of a Transportation Management Program (TMP).
- If adding new parking, prioritize siting it adjacent to or co-located with existing parking, and design all new parking to meet goals for urban design and pedestrian friendly character.
- Encourage transportation management strategies by major sports and entertainment uses and other uses in the district to minimize the need for parking facilities and limit the traffic impacts associated with events, by encouraging patrons to ride transit and choose non-motorized modes of travel.

RECOMMENDATION #8

Adopt policies to address the unique and critical transportation demands for mobility within and through the stadium district.

(Goal Statement)

- Support the continued success of industrial operations in the Duwamish Manufacturing/Industrial Center, which borders the Stadium District on three sides, particularly the Port of Seattle's Terminal 46.

(Policy Statements)

- Support freight access nearby the Stadium District and throughout the Duwamish M/IC, particularly to Port of Seattle Terminal 46 operations.
- Support preservation and enhancement of operational needs of stadiums and event centers such as event staging altering normal traffic pattern, nighttime operations and accommodating buses and trucks.
- Site and develop new land uses in the Stadium District in ways that minimize incompatibilities at the edges of the district, with regard to light, glare, noise, access and mobility.

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