

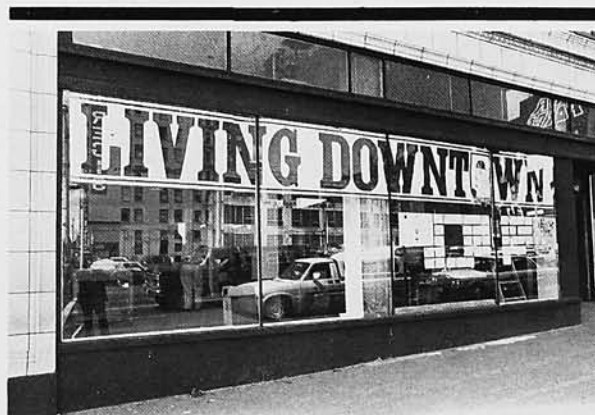
A RECOMMENDATION BY
THE AMERICAN INSTITUTE
OF ARCHITECTS R/UDAT
TEAM FOR DOWNTOWN
LIVING IN SEATTLE · 1981

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INTRODUCTION

In March of this year, an evaluation of downtown Seattle was conducted by Ben Cunningham, FAIA, of the Urban Planning and Design Committee of the American Institute of Architects, to see whether particular problems of the area could benefit from the visit of a Regional/Urban Design Assistance Team (R/UDAT). The major issue was the utilization of downtown Seattle as a residential community.

The evaluation concluded that like many cities of comparable age and size Seattle is rediscovering the prospects of downtown living. It was thus determined that Seattle could, indeed, benefit from a visit from R/UDAT.

The Urban Planning and Design Committee of the American Institute of Architects has been sending Urban Design Assistance Teams to various American cities since 1967. Members are not compensated for their service, and agree not to accept commissions for work which might result from their recommendations.

Nationally, Seattle became the 69th city to receive R/UDAT attention. Previously, three Washington cities had received such treatment--Tacoma, Olympia and Redmond.

The Seattle R/UDAT was comprised of seven professionals experienced in particular problems facing downtown Seattle--two architect-urban designers, a housing architect, an urban planner, a sociologist, an attorney, and a housing economist. They approached the project in a comprehensive manner, acquainting themselves with the area through intensive sessions with community leaders, concerned citizens, and resource groups over a four-day period. They toured the city by bus, foot, and air.

The intent is not to offer the final word on what should be done in the area. But, given the expertise of the various team members in their respective fields, the feeling was that their recommendations would be professionally reasonable as well as politically and economically feasible, and publicly understandable.

R/UDAT recommendations have a solid track record in other locales. The Olympia visit in 1979, for example, recommended a beautification project for downtown Olympia; it suggested locating a proposed Performing Arts Center in the downtown area instead of the outskirts of the City; it advised re-zoning the waterfront district, and other zoning changes such

as height restrictions of new buildings.

All recommendations were adopted by the city, and are now in various stages of development. Plus, the city of Olympia has now formed its own R/UDAT corporation.

The ensuing pages explaining the Seattle R/UDAT mission in detail. The report outlines the present downtown situation and how it came to pass; it highlights the major areas to be developed; it makes proposals for change; and it tells how those changes may be made.

This report is designed for everyone--politicians, professionals, developers, and the interested citizen. Seattle belongs to all of them; thus, it is important that everyone be able to pick up this report and understand precisely what is being recommended.

Through this report, they will become more familiar with the issues and may then offer their own input into the development of their city.

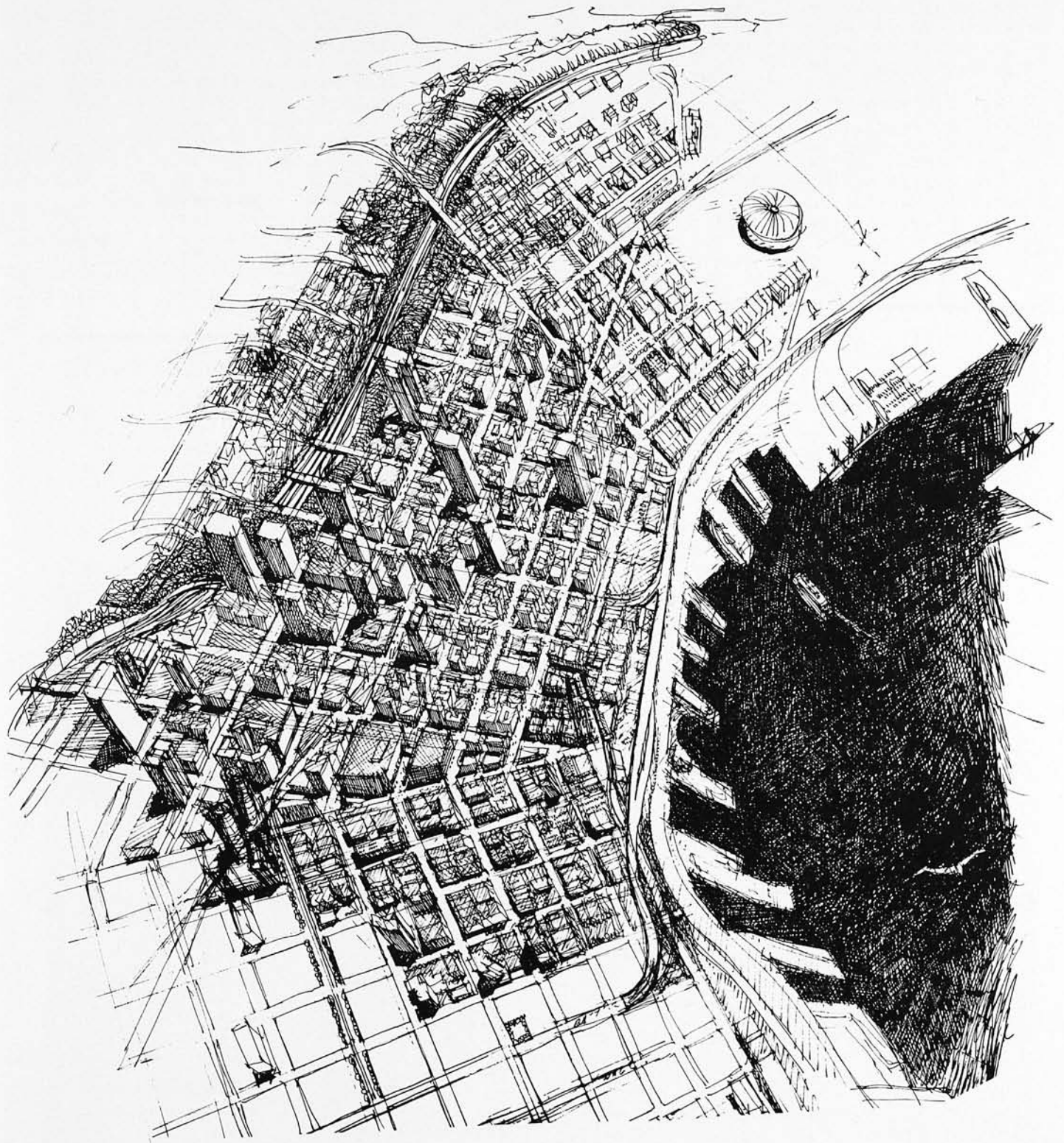
THE CHARGE TO THE TEAM

The charge for the R/UDAT team was to explore the opportunities, constraints, and implications of downtown living in Seattle. What will it take to make downtown a good place to live? What type and quality of development is desirable? How can this residential development fit more comfortably into our existing fabric?

The charge deals with downtown. Ways are to be sought to pull together a sequence of piecemeal plans. Criteria for good downtown living will be developed. Relationships to existing office and retail activities will be explored. City- and county-related considerations--primarily transportation and broad-scaled energy conservation--will be taken into account.

The charge deals with housing. New construction and adaptive re-use opportunities will be explored. Single-use and mixed-use implications will be examined. Accommodation of the needs of various social and income groups will be studied. Alternatives for form as well as geographic capacities will be examined.

The charge deals with process. What are the procedural issues? What are the



responsibilities of government leadership? What are the needs for development predictability? What are the roles and responsibilities and how do the lines function between them?

And finally, the charge deals with implementation. How can the development atmosphere be made more attractive? How can development tasks and responsibilities be clarified? And what are the financial and structural tools that will enable achievement of these goals?

HISTORY

Downtown Seattle was not an easy place to build. It took courage and energy to respond to the tasks of carving a metropolitan center out of wilderness. In doing so, the founders of Seattle established a tradition of response to adversity. Adversity stimulated Seattle into a city of dynamic change. The roughly constructed wood-frame and clapboard buildings of the original pioneer settlement gave way to the brick and masonry structures of a commercial center. These in turn made room for a pioneer generation of skyscrapers faced with brick and terra cotta that signified the city's emerging cosmopolitan nature. Today's giant buildings of steel, concrete, and glass signify the growing importance of Seattle as a national center of commerce and trade. The image of the city is continuous, dynamic change.

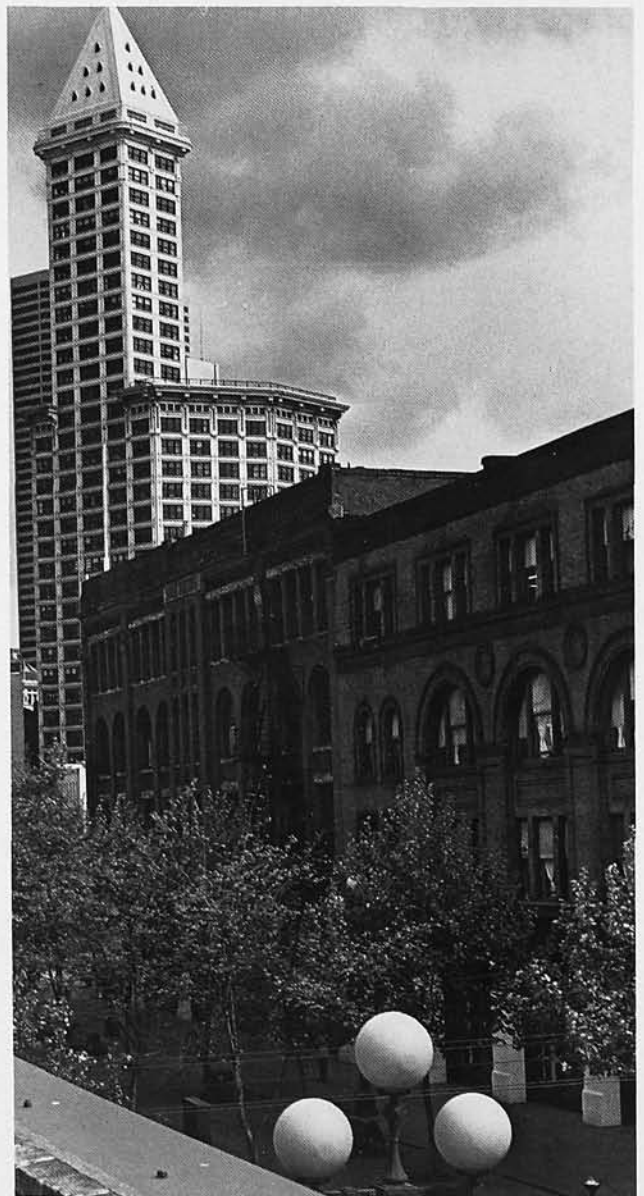
Seattle was founded on a demand for lumber in San Francisco, and it has been growing ever since. It outfitted the Alaska gold rush. It grew up in the Boeing era, and today it is busy opening up the Far East to trade.

Part of what makes Seattle a unique place is the boom-town spirit. Boom towns attract residents from many backgrounds and varied interests who energetically transform wilderness outposts into cities of importance. They love adversity and faster change. No project is too awesome for this indomitable spirit.

Seattle's history shows us that hills can be moved, harbor lands created, and a city built many times over, but a certain laissez-faire mentality can be taken towards the development of the city. Seattle's history of planning efforts were usually responses to problems rather than

innovative direction.

Through decades of change, much of the uniqueness of Seattle is defined by its natural setting. Seattle is a city built on hills surrounded by water, with view of spectacular mountains. It rains in Seattle. A rain that challenges the spirit, while it establishes the color and qualities of light of the city. The vegetation of Seattle has a lushness that urbanization cannot suppress, and it lends a greenness to the city that reminds you that the wilderness is not far removed.



Seattle's history is a combination of boom spirit in a special natural setting, with a flair for overcoming adversity. Early on, Seattle excelled in turning disaster into challenge. When the great fire of 1889 transformed downtown into smoldering rubble, the city capitalized on stories of the fire, combined with reports of the rebuilding of the city, and made them into an attraction to new settlers. Through decades of adversities, the city has been shaped.

BACKGROUND TRENDS

Single Family Neighborhoods With Smaller Families

While Seattle's population has not grown, the number of households has. This apparent contradiction is caused by a precipitous drop in household size, from 2.1 people-per-household in 1970 to 1.2 in 1980. The consequence of this drastic change, a trend that is being felt across the nation, has not been fully grasped. Over 60% of Seattle's population is in single family homes, the predominant housing type of the city and the distinguishing characteristic of its neighborhoods. Yet the traditional family no longer lives in those homes. As hard as it is to believe, the 1980 census data indicates that the prototype family - father, mother and two children - now represents only 7% of the American population. Data for Seattle indicates that one person households actually comprise 46% of the 1980 population. Birthrates have been dropping nationwide since the late 1950's, caused by a series of complex factors including effective contraception, the changing role of women in society, and a generally greater affluence.

A Changing Downtown

As is true of central cities across the nation, downtown Seattle lost population in the decades of the 50's, 60's, and 70's. Downtown has lost half the residential units it had in 1960, due to a combination of freeway construction, urban renewal, code enforcement, and out-migration. Downtown's population has declined from 17,750 in 1960 to an estimated 11,150 in 1980. The majority of the remaining population is poor, elderly, single, or all of the above.

Despite these trends, downtown deterioration is not as severe as in many other cities. Streets are relatively safe, racial tension is low. Several neighborhoods - Pioneer Square and Pike Place - have indicated strength in attracting people to return to the city. An office and hotel boom is increasing employment and activity.

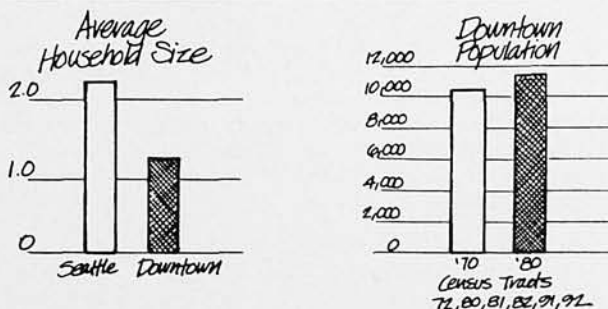
A Growing Metropolitan Area

Unlike many urban areas across the nation, the Seattle area has been experiencing continued growth throughout the 1970's. The attractions of a beautiful, natural environment and a growing employment base give the Seattle metropolitan area opportunities to direct and shape the development pattern of the future. Estimates of the Puget Sound Council of Governments indicated that the Seattle Region grew from 1.9 million people in 1970 to 2.2 million in 1980.*

Many other older metropolitan areas do not have such opportunities because of a net outmigration of jobs and population. Such trends characterize much of the Midwest and Northeast and have severely affected the options open to such cities as St. Louis, Detroit, Cleveland, Newark, and others.

A Stable City of Manageable Size

The City of Seattle has remained basically stable in population at a level of one-half million. Many planners have long considered one-half million as the critical mass necessary to sustain a truly urban environment with the cultural amenities expected of urban life.* *



*The City actually experienced a slight decline from 530,000 in 1970 to 498,000 in 1980.

These include the theater, museums, symphony, and good higher educational and medical institutions. This size, and those slightly larger, have also proven to be manageable. Interestingly, some of America's most livable cities, such as Boston and San Francisco, are approximately 600,000 in size.

LIVABILITY AND DOWNTOWN

Places for living: More than any other place, downtown offers people places to live outside the home. There are places to go both day and night--bustling places, quiet places, places to sit, places to meet, places to walk. For senior citizens, downtown's places are one of its most valued attractions, since they can get to them readily and without undue effort, even if these people are frail or handicapped. In this way, too, downtown could be improved.

Services: Downtown offers a full range of services--convenience shopping, cleaners and laundromats, recreation, restaurants, and services to meet the needs of special groups--ethnic groups, senior citizens, and others whose needs are specialized. Some are concerned, however, that current development trends will narrow the range of services to those which accommodate only those with money. Again, part of the challenge will be to keep this from happening.

Mobility: In Seattle's downtown, everyone has mobility. Those with cars can find places to park, although they are getting scarcer and more expensive. Those who use buses have free use of them downtown--one of the very few cities in the nation where this is true. Those who like to walk have places to walk, and those who must walk will find everything they need within walking distance. Even the handicapped have better mobility here. Once more, however, walking could be improved, through better-designed paths and connectors.

Views and orientation: Seattle's downtown offers views in almost every direction. To the west, there is the port and the water. To the east, there are the high office towers. And both north and

south, there are hills. Preserving downtown's views while enabling more people to enjoy them is also a major part of the challenge.

Part of the challenge, too, for Seattle and R/UDAT is to identify, preserve and improve these livability factors, while at the same time permitting downtown to continue to evolve as a functional part of the city.

The trends that have changed the population could very well affect the downtown area in the next few years. There is a growing number of relatively affluent single and young married professionals without children. A percentage of these people will desire lifestyles other than those provided in low-density, single-family areas. Indeed, many of these people now live on Capitol Hill and Queen Anne. A major question addressed by the following chapters is whether downtown can capture part of this market. What are the elements that will make downtown attractive and affordable to these people?

Diversity: Downtown provides a rich mix of uses serving a wide range of people. Nowhere else in the Seattle area are so many options available in shopping, services, and community facilities. Nowhere else, either, is the housing as varied in size, type, and cost. As downtown changes, the challenge will be to maintain this diversity, so that downtown can continue to house and to serve a wide range of inhabitants.

Activity: Downtown is active, busy. In no other place are so many things going on so much of the day. One could live a good part of his life downtown, and live it richly and satisfyingly. Yet, downtown could be improved in this respect, and that is part of the challenge.

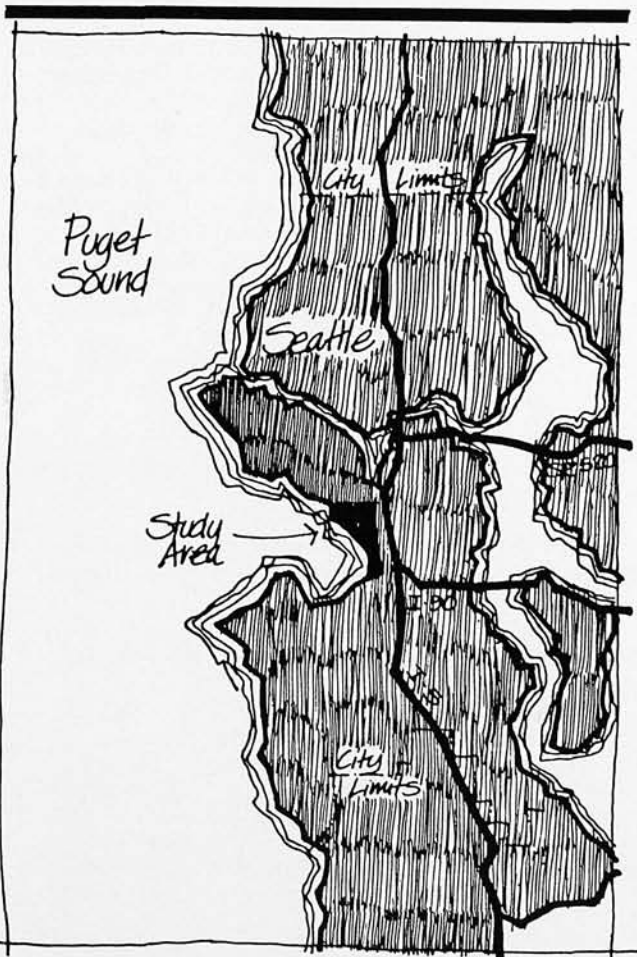
Privacy: At the same time, downtown is a place where one can live his life by himself and in his own way--secure in the knowledge that others are so busy with their own lives that they have no time or inclination to spy or gossip. And, downtown is tolerant of differences--in appearance, in customs, in ways of living. Many people believe that this ability to accommodate differences is one of downtown's most valuable qualities.

EXISTING CONDITIONS

REGIONAL SETTING

Set at the eastern edge of Puget Sound, Seattle provides a focus for much of the activity that characterizes the Puget Sound region. A major port, the City of Seattle serves as a focus of trade, business, industry, and transportation for the region as a whole. As the largest city in the region, the city and its people are a cultural and recreational hub, not only for the Puget Sound area, but for the Pacific Northwest.

Downtown Seattle, in similar fashion, provides a focus for much of the activity of the city. Business, government, industry, and commerce are centered downtown, and the people who work and live in the city find a focus for cultural and recreational activity.



SOCIAL FORCES

R/UDAT was focused on downtown, rather than one of Seattle's other neighborhoods, to help with some of the following social needs and forces that are unique to this area.

Older Downtown, New Pressures

Seattle's downtown, one of its most attractive neighborhoods, has long been neglected. Now it is being revitalized at a rapid and accelerating pace. This renewal is the result of many pressures--some national, some local; some coming from outside the neighborhood, some from within it.

Nationally, birthrate and household size have dropped to an all-time low. Today's American household, no longer oriented toward family and childraising, wants new things from its living environment. Many persons are better satisfied by in-town neighborhoods than by suburbs. Nationally, the construction cost of new housing has escalated enormously. Comparatively, downtown's high land costs are no longer as prohibitive; and today, it is sometimes more economic to rehabilitate older structures than to build new ones.

Locally, Seattle's economy is growing. Its aircraft industry now occupies an unparalleled position in world markets, and its port sends and receives products to and from much of the globe. Growth has brought rising values to all of Seattle's residential neighborhoods, particularly to downtown. As a living environment, downtown offers most of the attractions that other Seattle neighborhoods offer and some that they do not.

Downtown overlooks the port, and its views combine beauty with bustle. It is easily within walking distance of Seattle's booming office district. Downtown has historic charm in its Pioneer Square and International Districts; its Pike Place Market is one of the nation's most vital urban marketplaces. Everywhere downtown, there is ethnic and cultural diversity.

Seattle's downtown has its problems, of course, but they are relatively few, and its attractions are many. Particularly in the context of today's social

and economic forces, it has become an exciting place where many people want to live.

Change Brings Competition

As the pressure of change and revitalization have converged on downtown, they have inevitably brought competition and even tension among the many groups to whom downtown is important. The more prominent of these groups are:

- old-timers vs. newcomers;
- those who want change vs. those who don't;
- those who want different things from downtown.

As RUDAT has worked with the community, it has become clear that people cannot be pigeonholed into neat categories. Everyone who loves downtown seems to have a particular set of reasons. One might think, for example, that the old-timers would be opposed to change in downtown, while the newcomers would welcome it. But some old-timers want downtown to change and grow, because they own property here and are anxious to see it appreciate.



By the same token, some people who recently moved downtown would like to see it remain the same, in order to preserve the attractions that brought them here in the first place. And, various people see things in downtown that others do not see, and fear that the satisfaction of other people's needs may destroy its attractions for them. Nowhere is this more evident than in the conflict over high-rise condominium development, which some see as representing the highest and best use of the land, and others view as destroying the charm of the neighborhood.

Despite the differences, all sides find certain things attractive:

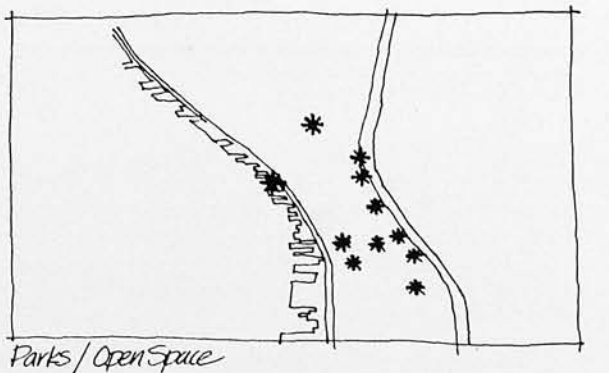
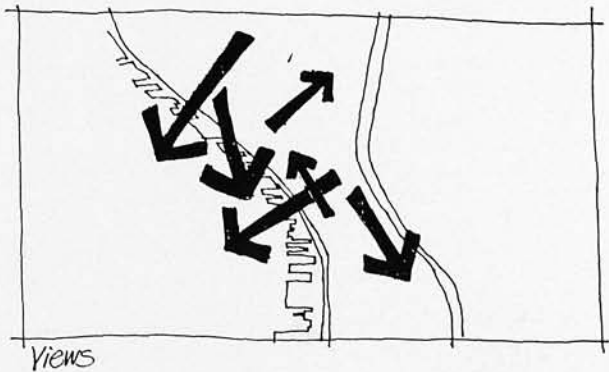
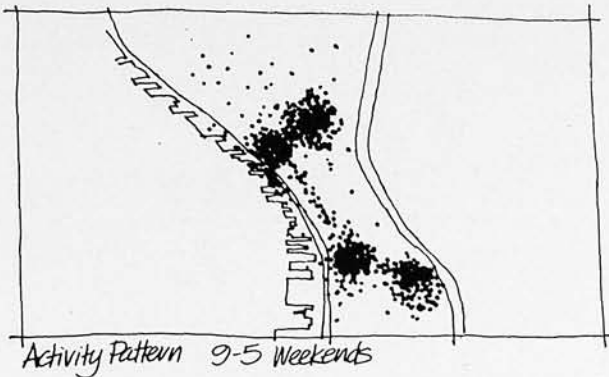
- convenience - living downtown allows one to walk: to work; to shopping and neighborhood services; and to leisure-time activities.
- urban ambiance, amenities, and attractions - there is a special "feel" to downtown: a color, bustle, and diversity one finds no place else. And there are unique places, like the Market and Pioneer Square, and fine ethnic restaurants scattered throughout the area.
- views - the views from downtown are different; and when one can combine a superb view with downtown's other attractions, one has the best Seattle has to offer.
- costs - for some, low cost is important. Downtown has long offered reasonably-priced accommodations, although they are getting harder to find.
- familiarity - for many, downtown is home. They know its streets, its ways. They feel more comfortable here than anywhere else.

Pressures for Change Threaten Some; Resistance to Change Angers Others

Many changes have already taken place downtown. Many more are undoubtedly on the way.

Some people feel threatened by these changes. They include:

- transients and others who occupy single rooms. These people, with very little money, and often other problems as well, will have no other place to go if downtown shuts them out. Many have clearly been shut out already.



The transients are a diverse group culturally and ethnically. They include many seamen awaiting assignments to ships; agricultural workers, often Hispanic; Indians and others who come down from Alaska to escape the cold winters; Asians and people from all corners of the world.

Many of the transients have some form of disability that makes it difficult for them to work steadily; some are alcoholics. One person who works closely with them established that 40 percent are victims of several mental illnesses. They are not regarded by more fortunate residents and visitors as among the area's attractions. Still, they must live someplace, and it will serve no one's benefit if they are forced to sleep in the streets. Housing them is a major challenge for downtown, one which must be solved either here or someplace nearby if they are not to pose problems for the rest of the city.



- Elderly homeowners and apartment dwellers. Many senior citizens live in downtown, and a large proportion of them have resided here for years. One of downtown's attractions for older residents is relatively low rents. Another is convenience to shopping and other services. One can either walk to them or ride there free via bus and if one is disabled, many metro buses accommodate wheelchairs. But perhaps most important of all to elderly downtown residents is the familiarity of the neighborhood and the presence of friends on whom they can call in time of need. Most older people do not move willingly in any case; and many fear displacement from downtown by new development and rising prices.
- Asians, Indians, Hispanics, and other ethnics. Walking through parts of downtown, one becomes aware that it is a place where many kinds of people from many parts of the world have found homes, bringing with them their color, their language differences, and their cultural diversity. The whole Seattle area is richer for their presence - in cuisine as well as in other ways. But many of these people have low incomes. They have come to downtown at least in part because it was affordable. If it is priced out of their reach, where else can they go?

- Young "starter" households. Downtown has long been a place where young households just starting out could find homes at reasonable rents. Many were students and beginning professionals; others were simply beginning. Eventually, some would move on to the suburbs, while others would stay. But some fear that downtown is rapidly becoming so expensive that no one who has not already "arrived" will be able to live there anymore.
- Residents of all ages and income who fear loss of downtown's attractions for them. There are many who would like to see downtown stay as it is, and who fear that a continuation of current development trends will deprive it of many of the qualities they like most. Some, for example, believe that continued development of high-priced condominiums will force up prices not only in homes but in stores, and will make downtown affordable only by the rich and attractive only to the chic.

But for all those who do not want downtown to change, there are others for whom resistance to change is equally disastrous. They include:

- property owners - not all of them rich. Having invested in downtown, many would like to see that investment appreciate. It cannot do so if development stagnates.
- developers and potential developers. Many have invested heavily in design and infrastructure improvements, and they are eager to recover their investments. In fact, many of them must if they are not to lose everything.
- city officials. Some view the improvement of downtown as important to the city's tax base, and they are anxious to see it proceed smoothly and expeditiously. Some, too, are weary of continued complaints from citizens.



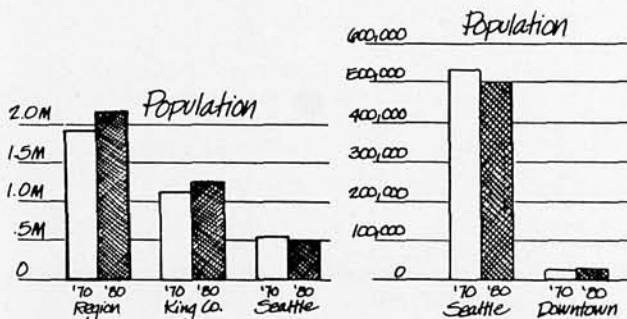
MARKET CONTEXT

Can Downtown Meet All These Demands?

The Seattle R/UDAT team views this question as one of its greatest challenges. How to deal with this challenge is the task of the remainder of this report.

Early history has left a legacy of older housing stock which now provides basically low-cost housing and small units, particularly old hotels and rooming houses. In contrast, non-subsidized new construction is very expensive, due to commercial land values and the cost of new construction.

However one stratifies the various housing markets, only a small portion of the total market is really attracted to a downtown location. Even those who profess to desire convenience, proximity to work, and an "urban environment" find this, by their definition, in large portions of Seattle near to, but not within, the downtown area. As an indication of the size of this market, only 11,150 people out of a four-county region total of 2,175,300 currently live in the downtown area; and of the metropolitan growth of 236,600 people in the past decade, there was only a net increase of 755 in the downtown area. In the first half of the decade, while growth in the metropolitan area was negligible, the downtown area lost population in all sectors except the Pioneer Square census tract (perhaps indicating an increase in unemployed "street people"). Since 1975, when the metro area experienced 85% of its decade's growth, all of the downtown neighborhoods except Pioneer Square and the International District regained and surpassed 1970 population levels.

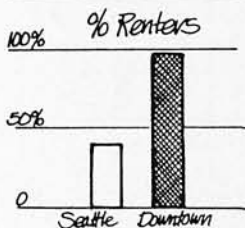


Market Sectors

There are several demographic groups that have historically lived downtown or are potential residents. There are other groups that may desire to live downtown but are unable to afford housing there--at least without subsidy. The key market groups are:

- Single-room occupancy (SRO). This unit type, characterized by a single room without cooking facilities, is prevalent in the downtown area and represents a continuing need. While the population requiring such facilities may not be expanding, there is a continuing loss of units available to the existing population through demolition, deterioration, and economic obsolescence.
- Young professional. The downtown worker, whether living alone, married, or sharing housing expenses with other workers, is a large, growing, and logical market for downtown housing. It has been the largest demand sector for new housing in other cities. Projected commercial construction in downtown Seattle assures the continued viability of this market segment.
- Service worker. The downtown service worker is another logical market, but this person generally has a lower income than the professional and needs more moderately-priced housing. Nevertheless, they are price-sensitive, and if decent housing can be made available, they will carefully figure the cost of commuting saved in their housing expenditure equation.
- The empty-nester. The middle-aged couple whose children have grown is a substantial market segment for condominium and higher-density housing types. However, there is no natural attraction to the downtown area unless they are still employed there and attractive, amenity-filled projects elsewhere in the metropolitan area may be very competitive.
- Corporate purchaser. Many downtown housing units, particularly condominiums, are purchased by businesses or businessmen who use them for temporary residences, putting up visitors, and other uses which basically substitute for hotel rooms. While this might be a specialized market for certain projects, it should not be encouraged where a residential environment of some stability and community is to be established.
- Luxury units. The downtown area provides a unique combination of urban amenity and waterfront view and activity. This is likely to appeal to a certain segment of the market, particularly condominium purchases, regardless of their current or prior ties to downtown.

Certain household types have not been described here, and while they may occur downtown in small numbers, do not generally represent a sufficiently-large, or even appropriate, market for downtown housing. Most notable of these is families. Presently, only 24% of Seattle's households have children, despite the fact that over 60% of the city's units are single-family units which, for the most part, are in what are thought to be attractive neighborhoods and a suitable, family environment. Certainly in other larger cities, children have been provided for and effectively raised in a very urban environment. However, without that tradition in the Seattle area, it is unlikely that sufficient market support would exist for family developments in the downtown area, even if child-oriented amenities were provided. An exception might be housing particularly oriented to the single parent family in a low or moderate unit close to downtown employment or educational facilities.



Another market which probably cannot be fully served by downtown location is the moderate income wage earner, for whom no subsidy programs are available, yet who cannot afford market-rate new construction. (As will be discussed, there are techniques that can broaden the range of "market rate" housing provided.) Although it will be difficult to provide this housing in the downtown area, there are many rental apartment units serving this market sector in close-in neighborhoods near downtown.

Ballpark Forecasts

Many of these market categories have been measured and forecast in the city's planning studies and project analyses. However, they are not mutually exclusive, nor can it be said with precision what share of each market group could be attracted to downtown, and under what

circumstances. Nevertheless, some general scale can be placed on the likely downtown market over the next decade.

The Puget Sound Council of Governments has forecast an increase of 394,200 people in the four-county region over the next decade. Through a computer allocation process, it has been estimated that downtown Seattle (a definition that is geographically wider than we are using here) would have a net increase of only 414 households (about 800 people). Even when adjusted to reflect government policies to restrict suburban sprawl, the downtown forecast is only for 1,680 households (or about 3,000 people). We would not suggest that the computer-generated forecast provides any real constraint on what can or will be done in the downtown area, but it does describe the magnitude of the task facing Seattle if it is to substantially increase the rate of housing production, rehabilitation, or even preservation in the downtown area.

The entire city of Seattle itself has only received about one percent of the new residential construction in the four-county metropolitan region in the boom period following 1975. And Seattle's market is also different from that of the metropolitan area as a whole, just as the downtown area is different from the city. From the metro to the city to downtown, there is a consistent pattern of increasing age of housing, increasing multi-family construction, decreasing household size, increasing share of single-person households, and decreasing household incomes. The important element of this mix is that 40 percent of the households in the city of Seattle (and 85 percent of those downtown) are single-person households. And while much is made of the social problems associated with the indigent elderly and street people of downtown, it is obvious that much of the city's

BUILDING PERMITS

YEAR	SEATTLE	KING CO.	4 COUNTY REGION
1975	1075	10,294	18,960
1976	2040	14,151	25,679
1977	2877	19,573	32,714
1978	2998	20,580	35,285
1979	3019	16,768	29,660

one-person households are living in other parts of the city, including single-family homes, and that they represent a full range of incomes and backgrounds. This is a positive market factor for the future of downtown housing in that many of these people may eventually tire of maintaining and paying for the utilities in single-family housing too large for their needs. (The converse of this gives rise to a host of other planning issues concerning the future of those single-family neighborhoods. Will they deteriorate due to an inability to afford maintenance; will they be rejuvenated as family housing?)

Five key factors support the strength of the housing market in the downtown area:

- The increasing cost in fuel, time, and inconvenience of commuting.
- The large reservoir of potential occupants already within the city.
- The continued growth of the downtown employment base.
- A nationwide phenomenon, shared by Seattle, that is eliminating the stigma of living downtown.
- The cumulatively improving image, acceptability, and security which occurs as new housing is added.

On the other hand, there are several negative factors which limit the market for downtown housing:

- The price of land which, in turn, dictates a high-density, high-priced construction which, in turn, results in an appeal to a limited segment of the market for market-rate housing.
- The virtual elimination of subsidized housing programs by the Reagan administration--programs that have provided much of the impetus for what recent downtown housing development and redevelopment has occurred.

On balance, it is likely that the rate of housing production in downtown Seattle will increase in the future. But the market is finite, and downtown still must compete in the metropolitan context.

While city policies and subsidy programs can greatly influence the rate of construction, it is likely that Seattle will

see 200 to 400 units per year built within the downtown area as defined in this analysis. Virtually all will be higher density units, with townhouses and lower density styles provided only as a part of multi-use complexes. It is also unlikely that the vast majority of these units will be condominium units with a high dollar-per-square-foot price, although smaller units might be affordable when compared to other ownership alternatives within the city. Moderate income housing will be provided primarily by the rehabilitation of existing units, smaller-size units in new projects, and in other nearby neighborhoods.

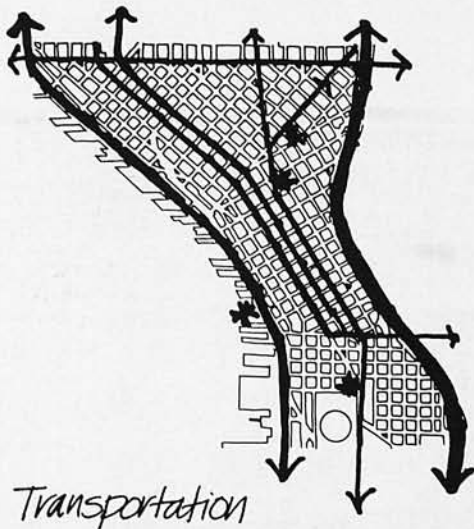
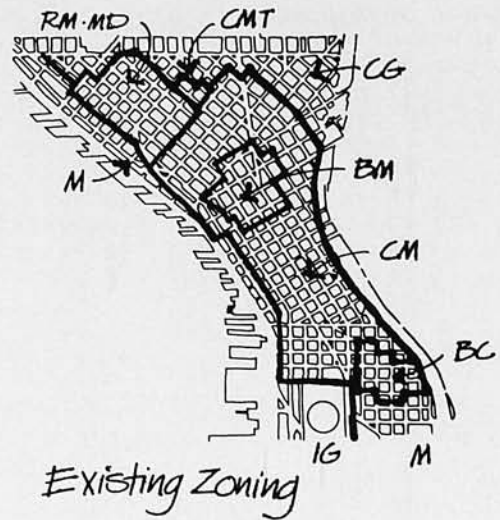


DEVELOPMENT SETTING

Downtown Seattle has been depicted as an area comprised of a number of distinct, identifiable districts. Among the districts are those which both presently and historically are pertinent to the issue of living downtown:

- Pioneer Square
- International District
- Denny Regrade
- Pike Place
- Central Waterfront

The attached illustrations depict these districts, as well as the general zoning and transportation patterns of the downtown area.



GOVERNMENT PROCESS

Regulatory Standards

Seattle has a relatively complex downtown regulatory scene, with a zoning ordinance designed to reward certain design features with floor area bonuses and an overlaying of numerous special districts and zones. Examples include historic districts, such as the Pioneer Square and Pike Market area, the added requirements of an urban renewal plan in Pike Market, and the special zoning category to encourage residential mixed development in the Regrade area.

While the bonus system is fairly straightforward in the commercial CBD district, in the Regrade, it is overlaid with a process bonus where substantial floor area ratio (FAR) increments are allowed for responding to various design criteria. An absolute FAR of ten is possible; in other words, a floor area of ten times the site. This allows twenty floors with 50 percent site coverage. The high allowable FAR effectively negates an innovative tool, the authority to transfer development rights, because such a development rights acquisition is unnecessary.

In three of the downtown zones, the combination of special district controls and zoning alone rather rigorously constrain new development. The extent of current development, plus these design controls effectively preclude major design swings in terms of housing development in the Pike Market, Pioneer Square, or International District. On the other hand, in the central waterfront area and the Denny Regrade, current design and zoning controls provide considerable flexibility and major design-related housing disputes have arisen in both areas.

Forces similar to those which have resulted in down-zoning in the single family areas are at work in the CBD, i.e. a general citizen sense that densities are too high and are inappropriate for the character of Seattle. In addition, the fear of neighborhood displacement and modification which generates opposition to high density in a single-family neighborhood has its more poignant parallel in the opposition of existing residents in the downtown area to displacement of low-income SRO renters.

It is our perception that these CBD complaints about excessive zoning authorizations and concerns about displacement are receiving a positive reaction from city officials. The city has, for example, enacted a displacement ordinance which exacts relocation payments and a displacement fee from developers who remove the existing housing stock. Similarly, there appears to be general recognition that the Regrade zoning category has failed so far in its purpose to encourage a livable residential environment. A further indication of the apparent responsiveness of city officials to neighborhood objections regarding new housing has been their tacit encouragement of one on one neighborhood activist--developer negotiations as part of the State Environmental Policy Act regulatory process. This process, in which a detailed environmental impact statement is required on the specific project, provides a ready forum for appeals which delay development. In this regard, SEPA has more influence on housing design than the specified regulatory processes.

Government as a Promoter

Perhaps no area is more unusual in terms of the government and housing in Seattle than the lack of the new tools being utilized by other urban centers to encourage and direct development by govern-

mental participation. Although, of course, Seattle has utilized the federal programs such as the Section 8 Rent Subsidies, the 312 Low Interest Loan Program, Block Grants, and earlier, urban renewal funds, the extent of direct governmental participation and promotion of development here is minimal. While there are advantages that have accrued from this absence (such as the avoidance of large-scale clearance in the early sixties) with the likely end of the currently available federal tools, the absence of the normal state and local mechanisms to participate in, encourage, and direct development severely limits opportunities for creative responses to the displacement and development control problems. For example, while other cities have encouraged construction of moderate income condominiums in downtown areas through tax-exempt revenue bonds, Seattle's condominium stock is almost entirely upper income. Commonly other urban areas have assembled land, developed design criteria, and selected the most responsive private developer, with land write-down and amenity construction inducements. Outside of the Pike Market area, there is no evidence of such ability to control development or to encourage its site specific occurrence. Perhaps the best example of the relative desirability of such an approach is the design responsiveness of the Market North project accomplished on publicly acquired land after a design selection process.

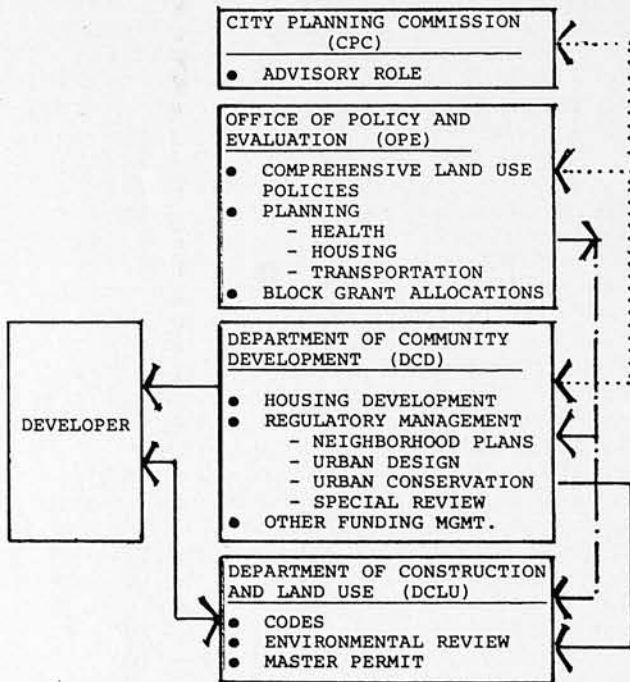
Governmental Structure

In most cities with which the R/UDAT team is familiar, the planning-zoning function, which includes comprehensive plans, zoning text development, and thereafter design and environmental (EIS) evaluation and review, is centralized in a planning department. Generally this also relates to a city planning commission which has a direct advisory role in the critical path of development approval. Housing and economic development promotional activities are located in a separate promotional housing or redevelopment authority which has access to many of the above-noted governmental tools to promote development. Building permit review is largely administrative and occurs at the tail end of the process.

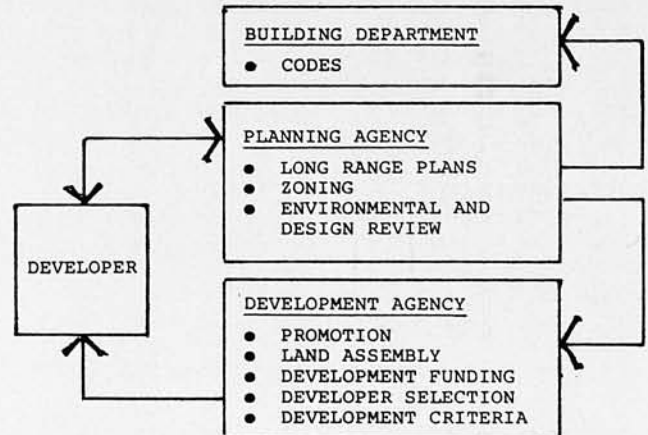
In Seattle, these functions are split in a novel fashion. It is our perception that this division has weakened the linkage between development promotion and the profit and nonprofit development community,

FUNCTIONAL DIVISION OF
PLANNING AND DEVELOPMENT
RESPONSIBILITIES

SEATTLE 1981



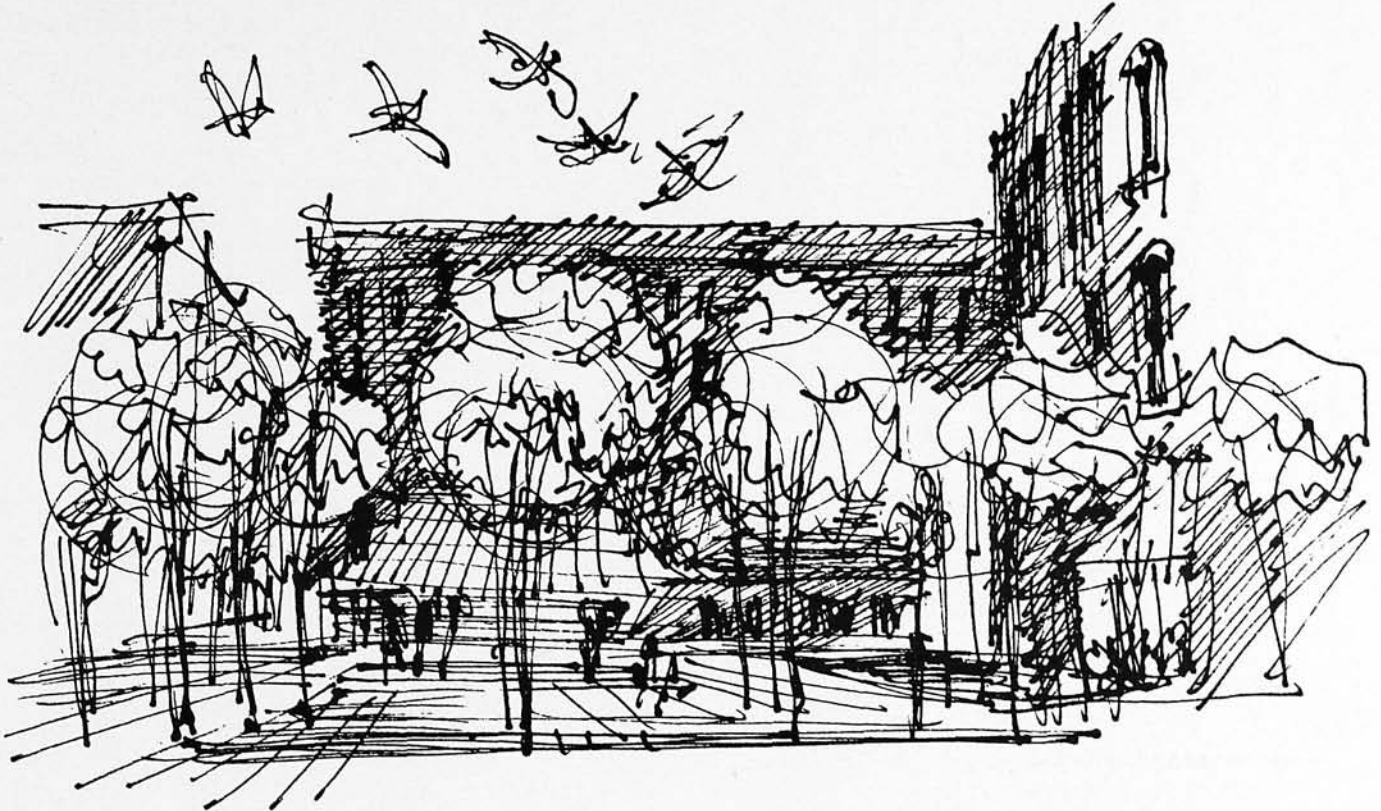
TYPICAL CITY, USA



as well as weakened the relationship between establishing overall long-term goals and specific regulatory review. Finally, the separation of environmental and design review in the building code agency, the Department of Construction and Land Use, has separated these functions from the more natural location in the planning and zoning area. Under Seattle's system, the Office of Policy and Evaluation, the long-term planning arm, is responsible only for the preparation of the comprehensive plan. One result is the comprehensive plan becomes a specific document as a way for that agency to control the zoning text which is written in a separate agency, Community Development. Community Development, in addition to code preparation, is also involved in promotional functions including the limited housing development financing functions available to Seattle through distribution of federal Section 8 and block grant funds. It also has design

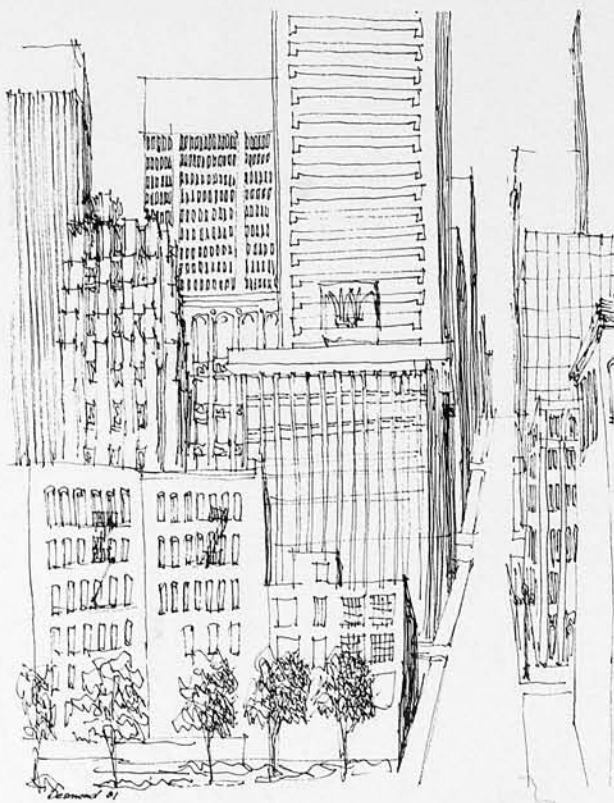
review functions in the Denny Regrade area. All other design and environmental reviews are located in the building permit division of the city.

DEVELOPMENT ISSUES AND PROPOSALS



This section discusses the six geographic areas identified downtown. These include the Central Business District (CBD), Pioneer Square, the International District, the Central Waterfront, Pike Place Market, and the Denny Regrade. Our examination has concluded that the major unresolved issues exist primarily in the Denny Regrade. For this reason, we have concentrated most of our proposals within this area. The other neighborhoods already have established characters or development directions. They can probably develop without major government intrusion.

We also feel that area linkages should be emphasized as the neighborhood grows. Pedestrian corridors and landscaped areas should be able to connect the CBD with the other neighborhood areas. While many of the observations and suggestions relate to overall urban design and form, and as such may be equally applicable to commercial and residential development, the R/UDAT feels that design amenities and pedestrian scale can have a proportionately greater impact on residential construction and rehabilitation.



CENTRAL BUSINESS DISTRICT

Observation

- Office, retail, and hotel uses characterize the downtown central business district (CBD)

Issues

- The area is largely single use and has little activity after 5 p.m.
- Pedestrian linkages to adjacent neighborhoods are not always clear.
- Existing plazas are not always functional.
- Zoning does not encourage residential uses.

Ideas

- Bonuses for plazas should be eliminated.
- Bonuses should be given for mixed use or housing in the CBD.
- Landscaped street linkages are suggested in the CBD.

PIKE PLACE MARKET

Observations

- Mixed use area with retail/entertainment/housing opportunities.
- Character includes the narrow streets and inside passageways in the city, highest volume of street life. Interest and physical identity.
- Only place to buy food and meet basic living needs in downtown area.
- There are rigid boundaries around market area. Image is complete and not open to change.
- As an urban renewal and historic zone, Market has strongest regulations and controls concerning development of any district.
- A combination of a well-funded, non-profit development entity (The Pike Place Preservation and Development Authority) and major public housing investments has created the only significant downtown mixed income housing.

Issues

- Development and use of remaining in-fill sites.
- Need to tie Market with Pioneer Square and Regrade areas.
- Insure appropriate controls to prevent insensitive development in the areas adjacent to the Market.
- Loss of basic characters if market "upgrades" to serve high-end clientele.

Ideas

- The Pike Place Market is a well-functioning area that does not appear to need further government intervention.





CENTRAL WATERFRONT

Observations

- This is one of the areas with housing potential that is under-utilized and has vacant areas.
- There is no clear image of the waterfront.
- The viaduct is an obstruction.
- This is a key linkage area between the Central Business District and Puget Sound and also between the Market and Pioneer Square.
- There is no clear agreement on appropriate uses of the area and the guidelines for development are conflicting.
- The failure of city and public to agree on use results in impact statement lawsuits and development delays.

Issues

- Require a mixed use rather than business/commercial only area.
- Require pedestrian links through all new projects to the waterfront, with consideration for the grade differential - elevators, escalators, etc.
- Require SRO replacement housing. This housing is probably best dispersed throughout the downtown area.
- Retain downtown vistas and views of the sound.
- Establish a comprehensive plan for design/height and streetscape standards, rather than acting on a project-by-project contract re-zoning.

Ideas

- All projects in this area should be mixed use, and must actively produce, through rehabilitation or development, housing stock for the elderly and SRO needs.
- Pedestrian linkages from the CBD through each project are recommended.
- Clear "as-of-right" standards for the district should be established.

PIONEER SQUARE

Observations

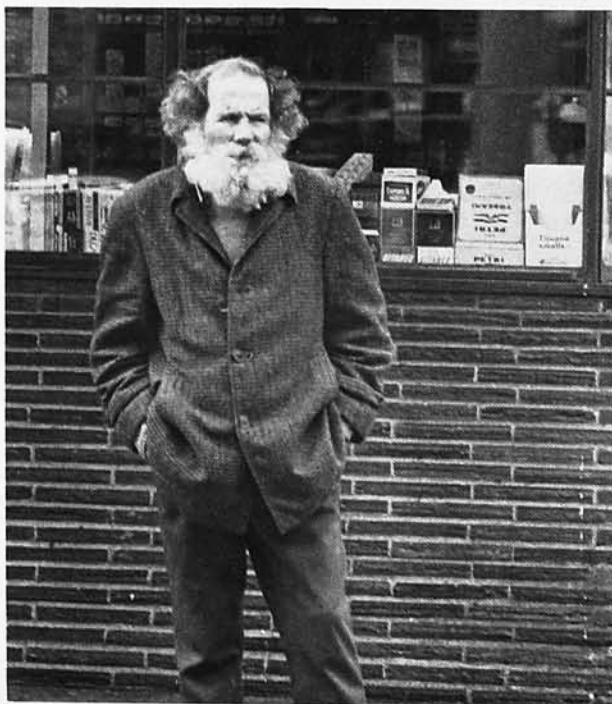
- The character of the new residents in the area is predominantly upper income.
- There is a significant number of artist-rehabilitated living/working spaces.
- The cost of code compliance is a significant factor inhibiting rehabilitation.
- It has the heaviest lower income and transient street population in the city. It is the most vulnerable to displacement unless there is government intervention.
- Developers and some new residents feel the street transients retard development and rehabilitation of the area.



- As an historical district, the area has substantial controls against demolition and destruction.
- There are desirable streetscapes and city views.
- Access to the waterfront is quick and easy.
- A trolley system linking Pioneer Square to the Market and the length of the waterfront will have a significant impact on the area.
- Even with substantial tax advantages for rehabilitation, progress in the area has been slow.

Issues

- The SRO transient street presence should be stabilized.
- The Preservation & Development Authority needs assistance to promote long-term, low-income, and artist presence in the area.
- Additional linkages to the central business district and the Pike Place Market are needed.
- New development on the edge of the district should be of a sensitive scale.
- New solutions to the conflict of parking for residents, retail, and Kingdome events should be found.



- Focus attention back to the Pioneer Square area. Do not abandon the efforts already made in the area.

Ideas

- Stronger pedestrian linkages to the central business district are recommended.
- There are buildings and sites between the central business district and the square which could be used to provide a better connection for the two areas. The city needs to push the development process in this transition area.
- The "sinking ship" parking structure on Yesler should be removed and replaced with an exciting project which might require special bonuses.
- The parcel next to Occidental Park should be developed and the parking relocated.
- The Kingdome parking lot must receive landscape and other design amenities to remove the curse of the "asphalt lake" from Pioneer Square. This would also aid in the development of a creative program for Union Station.
- The Kingdome parking lot should be an available daytime parking area to relieve the Pioneer Square area.
- The Kingdome could be enhanced by an interesting paint job.
- The Kingdome has enough ground area to support either additional development, structured parking, or both.
- The prototypical efforts at housing in the area are exciting and must be supported by the area.

INTERNATIONAL DISTRICT

Observations

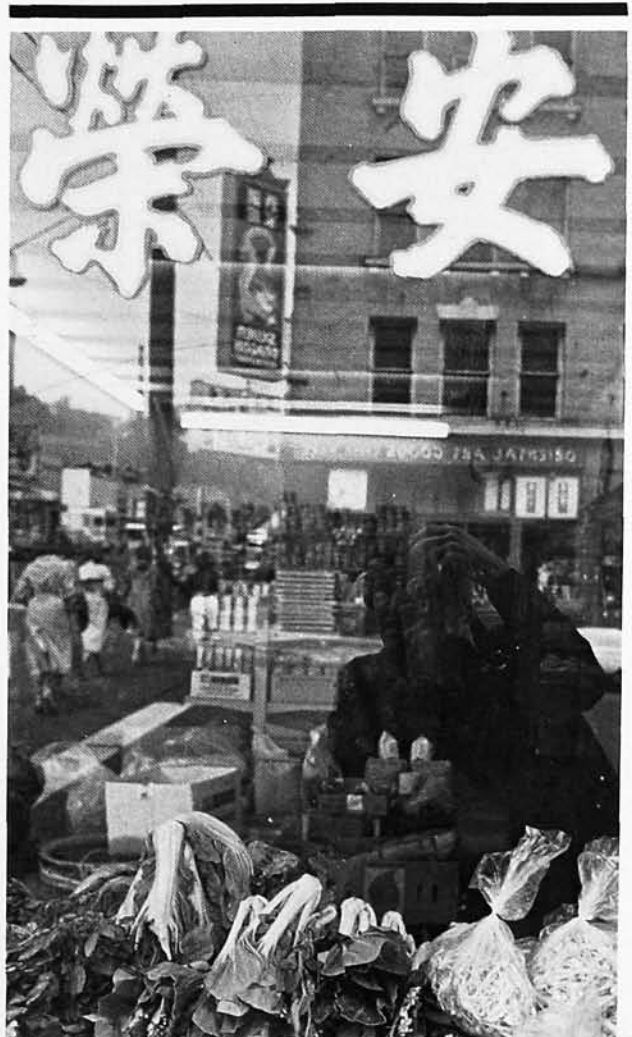
- The area has an established population character and a strong street life.
- The architecture of the streetscape is not as strong as the Market and Pioneer Square, but is cohesive.
- Zoning limits the building heights in the area.
- There is a large stock of potential single-room occupancy space, with numerous empty or un-rehabilitated hotels.
- There is less of a street presence of low-income transient population.
- Unique sense of community and "family" property ownership.
- Regardless of a variety of Asian cultures and backgrounds, the community is represented by stable, organized leadership and pulls together in a crisis from the outside.
- A strong Preservation & Development Authority has fostered a substantial amount of new construction and SRO rehabilitation.
- The area has had a significant decline in population in the last decade.
- Attractive retirement area for moderate income Asiatic elderly.
- Area is important as a market place for Asian communities living in other areas of the city.

Issues

- Height limit in the area should be maintained, and encroachment by downtown office development should be avoided.
- Will the International District become the area which accommodates the displaced low-income population of other areas of downtown?
- Will the ethnic/Asian character of the area be destroyed with an influx of new SRO rehabilitation? Will the area oppose this new, non-Asian, group?
- What can be done about current population decline? The interest of moderate income elderly could create new housing demand for predominantly Asian residents.

Ideas

- It is felt that the inactivity of certain property owners is not appropriate, considering the needs of the community.
- By their inactivity, the very interest and development that they hope will come, will not. Government condemnation should be considered if there is persistent refusal to rehabilitate.
- The existing housing stock which is not used should be rehabilitated, but should not be only SRO or apartments. Possibly the neighborhood preservation ordinance is an issue here and trade-offs may be necessary.
- The Yesler Community Garden is wonderful and is to be supported.
- Landscaping linkages to the CBD and Pioneer Square should be encouraged.



DENNY REGRADE

Observations

- The character of the Regrade is the weakest of any housing area for numerous reasons: the size of the area, the new out-of-context commercial structures on Fourth Avenue, the large areas of surface parking, and the general mixed- and low-intensity use.
- This area offers the most potential for growth and creative design solutions, producing a large number of new housing units.
- There is a lack of open space and central unifying focal point for the neighborhood.
- The area has weak links to other neighborhoods, the CBD, and the waterfront.
- The lack of any unifying or softening landscape treatment of the streets, the wide road surface, and the one-way traffic pattern all contribute to the lack of character.
- No cluster of older hotel or apartment structures exists, but a number of individual structures have character and serve a critical population group.
- The fragmented ownership pattern hinders redevelopment.
- The zoning category for the area, with its high maximum permitted heights, implies an extension of the CBD form.
- The zoning lacks acceptance in the community, and is failing to guide or control growth. This failure results in direct resident-developer negotiations regarding design and preservation under threat of litigation and delays.
- The excessive height allowed by the zoning defeats the value of transferable development rights, since a developer never needs to purchase the rights.



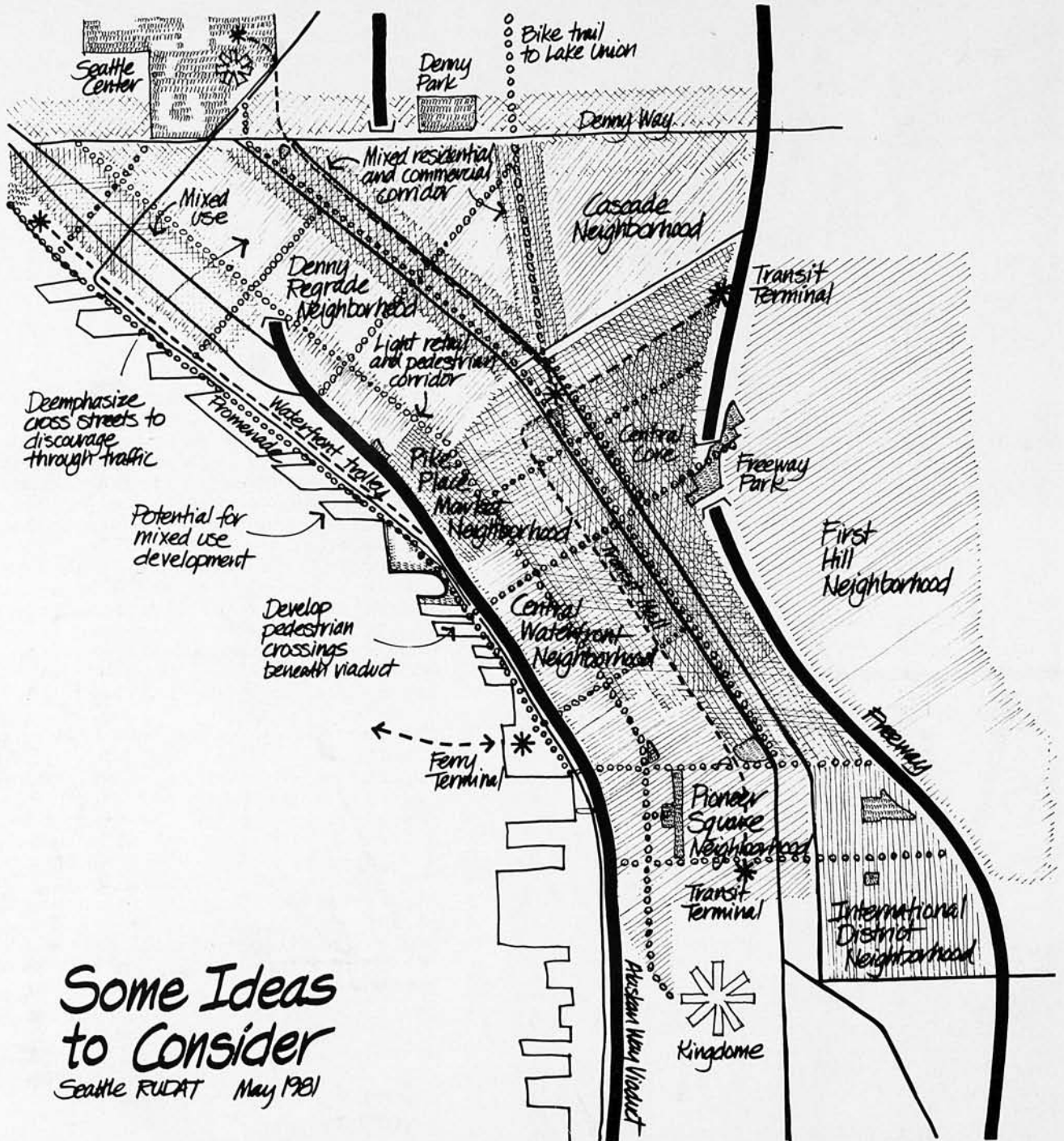


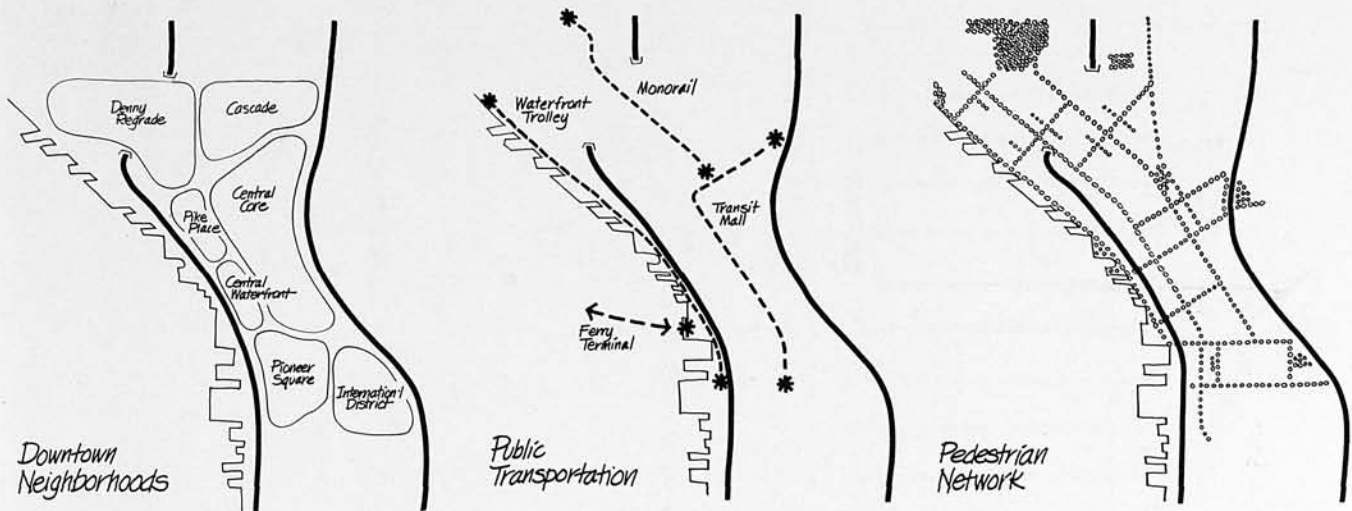
Issues

- Creation of focal points and activity areas needed.
- Relative roles of commercial and residential.
- A new zoning approach which recognizes the area's needs for preservation of existing housing, new height standards, and incentives to create a community streetscape is needed.
- Linkages for pedestrians to the CBD and waterfront would focus housing interest.
- Street modifications and landscaping.
- Can a nonprofit PDC modeled after the Market work with seed money in the Regrade?

Ideas

- Offer bonuses to encourage housing or mixed-use development.
- Reduce height limits in the Denny Regrade. Adjust FAR and/or density to achieve equivalents. Define commercial and mixed-use corridors and boundaries to define potential for neighborhoods to happen.
- In general, taper height limit from CBD to north edge of Denny Regrade.
- Revise and consider concept of changing from high-rise tower-type of housing to a more low- to mid-rise housing type of neighborhood which emphasizes and makes contact with the streets.
- Consider design guidelines which produce housing related to the street with opportunities for open space, terraces, greenery on interior of the block.
- Provide clear set of "as-of-right" guidelines for residential neighborhood development.
- Use generic EIS systems with project size of 50 to 75 units, and enhance development and review process.
- Review building code and fire zones for four- or five-story construction options.
- Increase use of landscape streets such as Fifth Avenue, and relate pedestrian linkage and mixed uses to the CBD.
- Where one-way streets are required, emphasize commercial and mixed uses, because of vehicular noise, pollution, and safety factors.
- In the suggested neighborhoods, de-emphasize east/west streets for traffic circulation by narrowing them to produce more intimate scale situations.



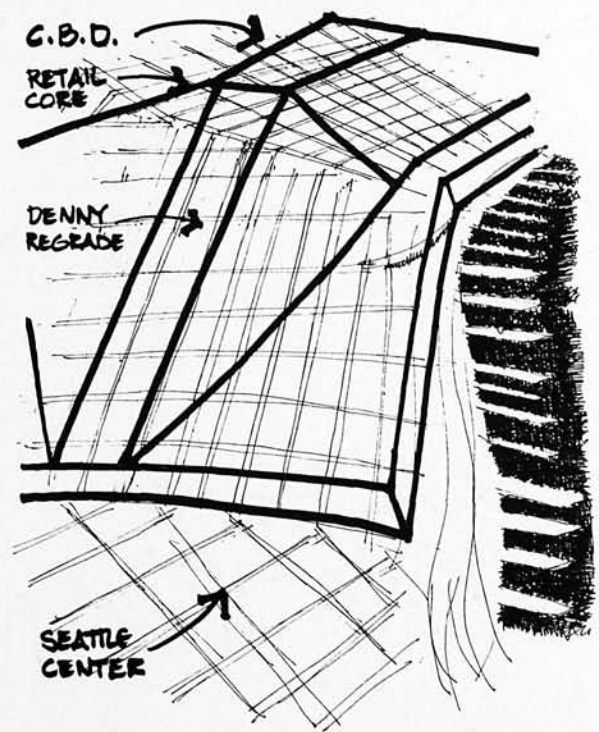


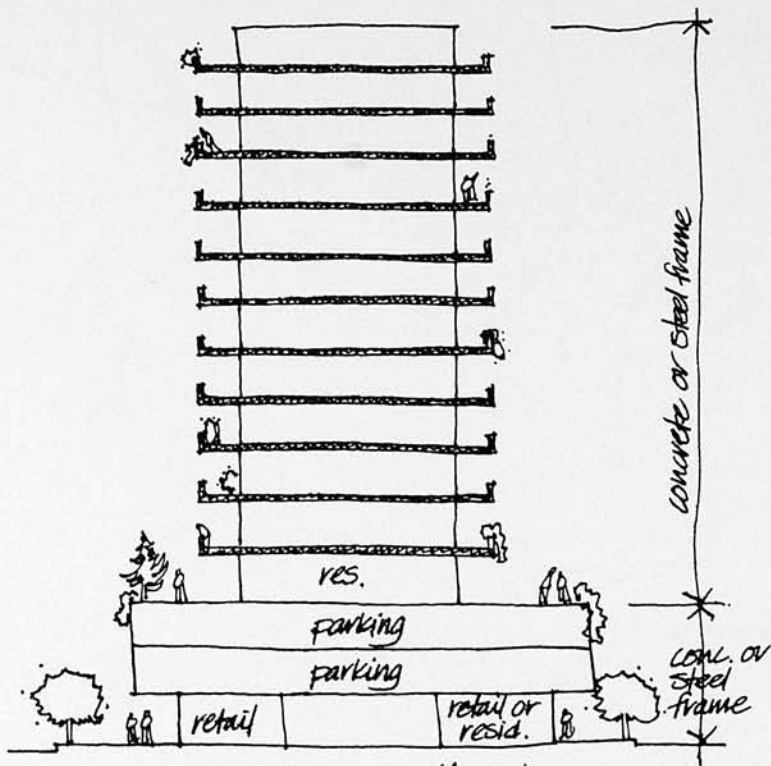
DOWNTOWN BUILDING ENVELOPE

Modifications to height and bulk regulations have recently been considered for the Regrade area. These modifications have been based primarily on protection of views of the bay from inland. This would be achieved by adopting a sloped zoning "envelope" within which building heights would be relatively low along First Avenue, but increasing incrementally toward Fifth Avenue. This R/UDAT team recommends that such changes be seriously considered by the city. In addition, in configuring the envelope, the city should also consider a tapering down of heights toward the north. Tapering down to both the west and the north would result in a pyramidal zoning envelope.

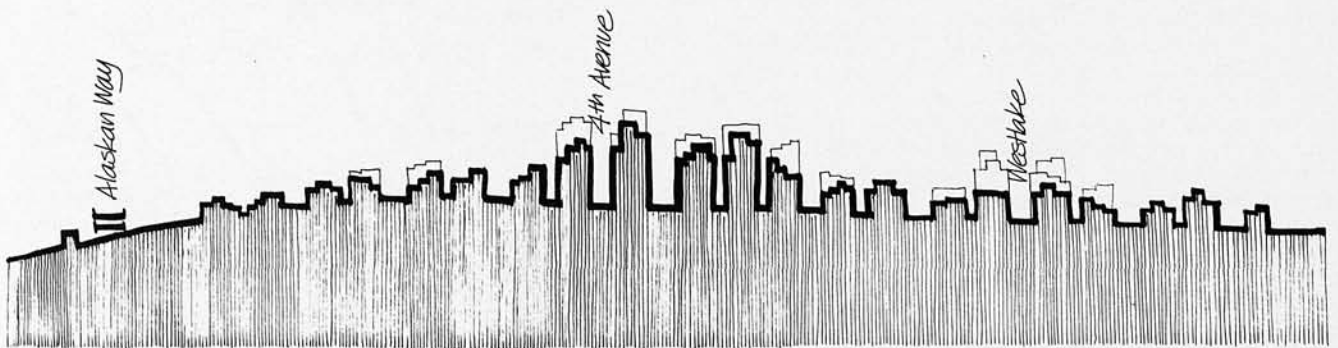
Such a device would serve several purposes. It would help preserve views. It would serve as a transition to lower Queen Anne Hill. It will prevent high rise buildings from encroaching on the Space Needle, which is a Seattle landmark. It would, in a sense, "rebuild" Denny Hill, a topographic feature that was destroyed in the early Twentieth Century. Finally, the zoning envelope would "hold the line" on high rise development, serving notice to land owners and developers that they could not pepper the Regrade with freestanding high-rise fortresses. True high-rise towers would be reserved for the southerly portion of the Regrade and, of course, the downtown core.*

*This has, in fact, already been done in San Francisco to protect the scale of areas, surrounding the CBD with height limits dropping from 700 feet to 65 feet.



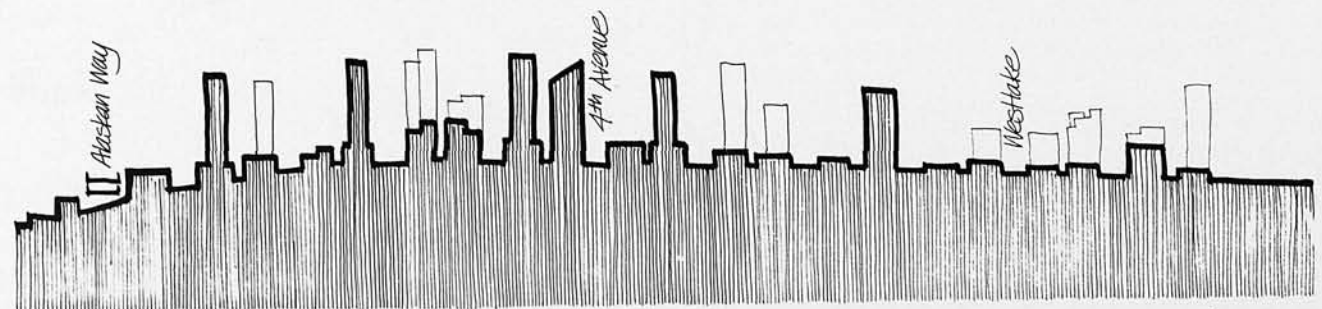


Existing Denny Regrade Model



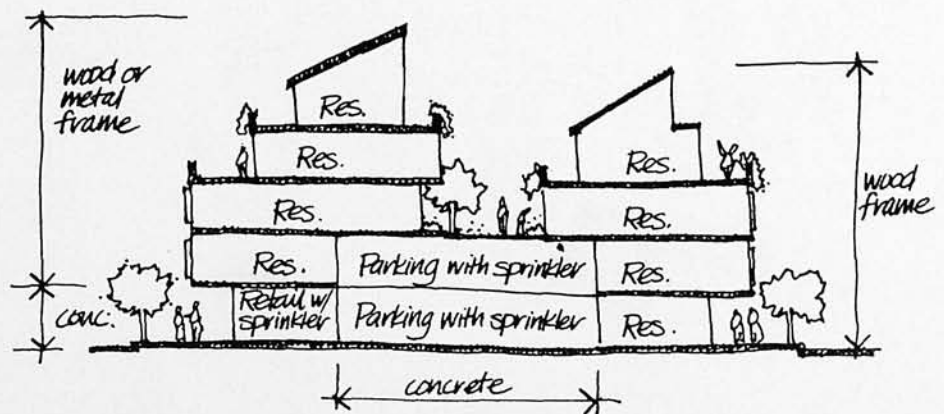
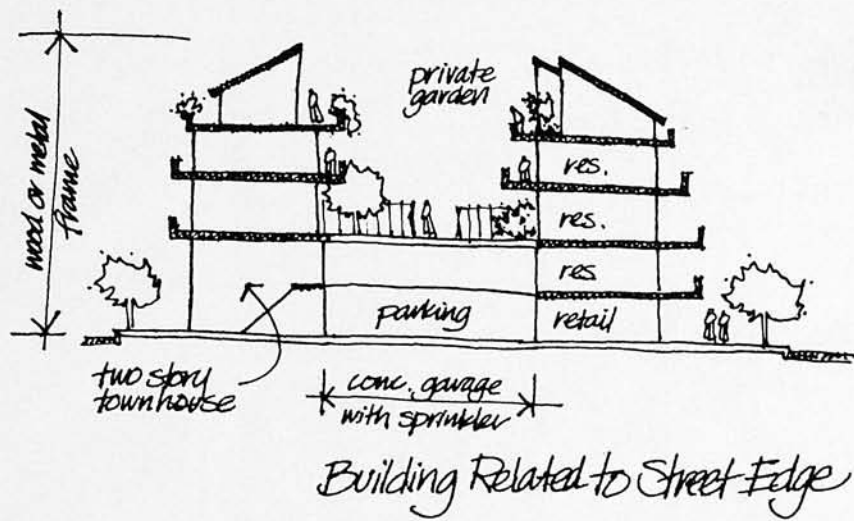
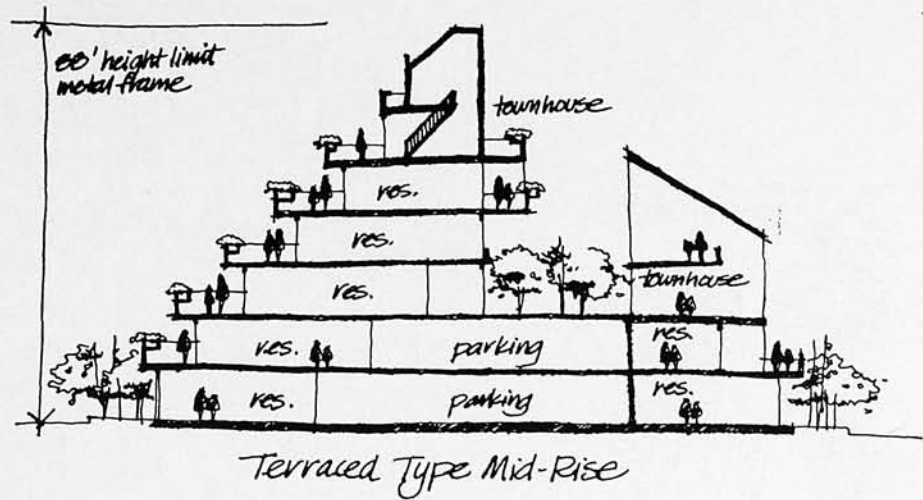
Section thru Denny Regrade

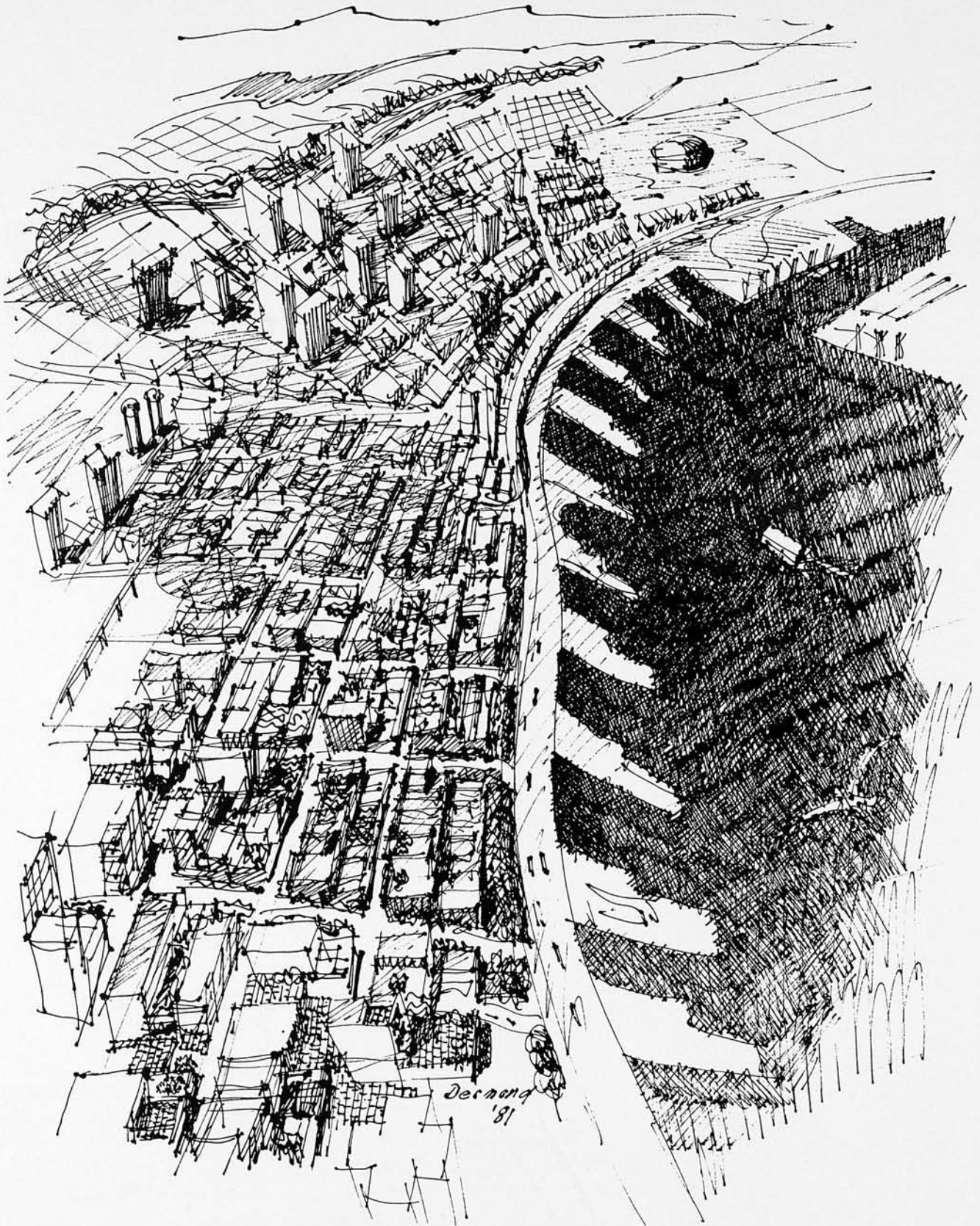
Potential Profile with Reduced Height Limits



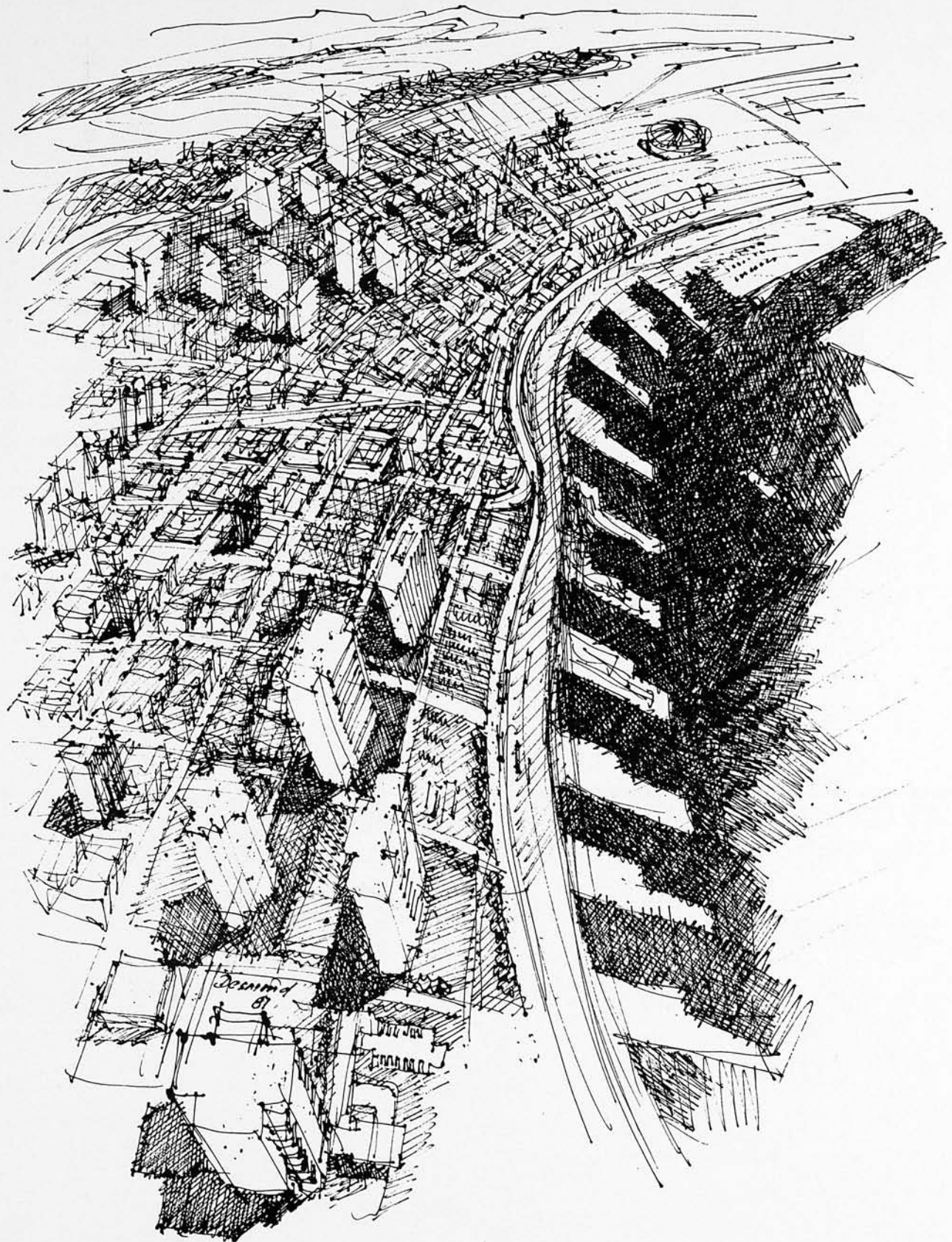
Section thru Denny Regrade

Typical Towers Permitted by Existing Zoning





Recommended high density low-rise construction for Denny Regrade area - relating to street-preserving views.



High rise alternate showing the probable view cut-offs and the alienation from the neighborhood.

IMPLEMENTATION



DEVELOPMENT ATMOSPHERE AND AGENCIES

It is important to create a constructive development atmosphere that is predictable and clear, and can be administered in a timely fashion. To help accomplish this, many cities across the nation attempt to define the approvals, funding and operations functions into discrete agencies. A prototype example is as follows.

Function	Agency
Planning & Zoning:	City Planning Commission
Development & Funding:	Community Development Agency
Codes & Inspection:	Building Department
Operations & Management:	Housing Authority Public Works

- The Planning & Zoning Function

This function includes two roles:
(1) long-range comprehensive planning.
(2) short-range administration of the zoning, ordinance, subdivision regulations, and site design review.

This is the agency that reviews a given proposal in terms of height, bulk and impact, and design amenity.

- Development & Funding

This is the implementing agency which carries out the long-range proposals of the comprehensive plan, at least in terms of publicly assisted development.

- Building Department

The Building Department is responsible for:

- (1) reviewing building plans for their compliance with applicable building, fire, and seismic codes.
- (2) code enforcement.

- Housing Authority

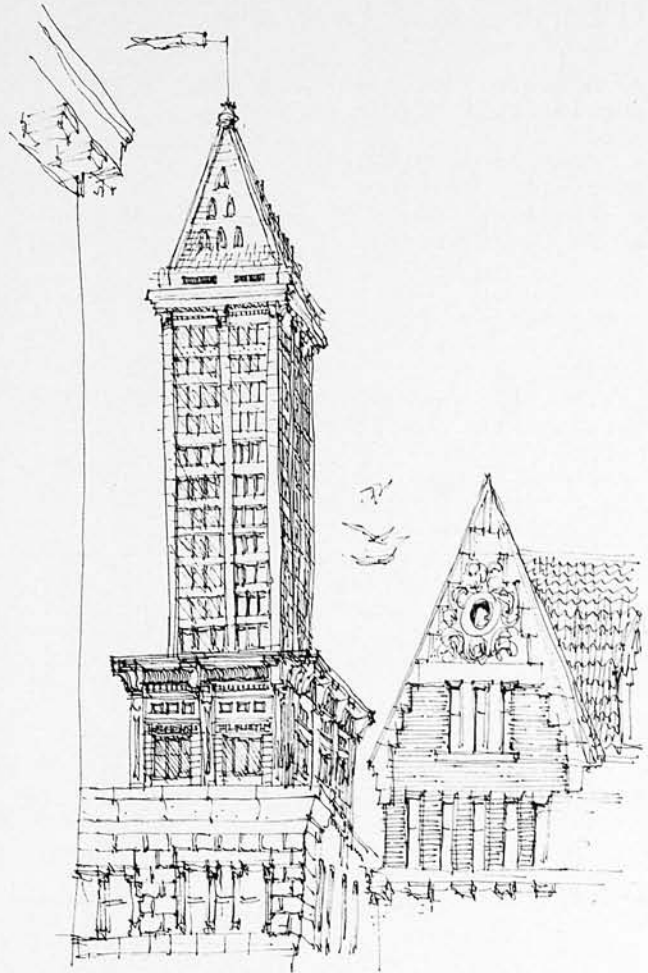
The Housing Authority is the operating and management agency for public housing.

From public testimony given to us, the R/UDAT team has recognized some areas of clarification and streamlining which merit consideration as the Comprehensive Plan and the Zoning Process are reviewed and updated. For example, at present many of the functions of the City Planning Commission (CPC) are being carried out by the Office of Policy Evaluation (OPE). A combination of these offices should be considered. Again, the Department of Community Development performs both planning and development functions. If planning were concentrated under CPC, Community Development could put a stronger effort upon economic and civic development, and could be an effective promoter for city funding efforts.

The team strongly endorses the effort to foreshorten the approval process. "One-stop-shopping", the term for expedited, condensed approval for routine applications, has shown impressive benefits in many other communities.

A relatively predictable and clear approval process is one key to keeping existing small developers active. Only large, usually nationally active firms can afford years of process and delay. They justify it by selecting large assemblages, which usually result in very large projects of significant scale and impact as opposed to smaller, more intricate in-fill development.

Thus the current planning and zoning revisions, termed the Policy Catalog, is one of the most influential elements in implementation of R/UDAT recommendations.



STATE ENVIRONMENTAL PROTECTION AGENCY

We would make two major recommendations to improve the SEPA process:

- conduct a generic EIS on neighborhood levels. Individual projects then require an amendment or simply a technical review.
- Increase thresholds. The threshold for environmental consideration should be for projects over 100 units or perhaps 300 to bring it in line with state procedure. Reviews of projects of under 100 units should not be necessary.

THE REGULATORY PROCESS

It appears that there are four major regulatory controls in Seattle. They are:

- Comprehensive Plan
- Zoning Ordinance
- Building Code
- State Environmental Policy Act (SEPA)

Comprehensive Plan

Seattle is to be commended for undertaking a Comprehensive Plan update. The parts of the plan that are completed appear to protect and maintain the existing single family areas and the low scale character of the multi-family neighborhoods surrounding downtown. This can be expected to win popular and political acceptance while at the same time focusing higher density development downtown. In this process it is hoped that the plan will try to establish goals for the following factors in the downtown:

- Integration of housing and commercial development in the CBD
- Maintenance of existing moderate and low income housing
- Establishment of a variety of scale and density
- Protection of existing neighborhoods



We also suggest that specific neighborhood actions not wait three to four years until completion of the plan. This is particularly important in the Denny Regrade area. An interim enactment is vital if Seattle is to grasp the opportunity to expand downtown living.

Zoning Ordinance

The zoning recommendations endorse policy changes already being considered.

- Maximize the "As-of-Right" Situation. Bonuses and other incentives should always be seen as clearly discretionary. The "as-of-right" proposal (one which observes all requirements should be given automatic approval, without hearing or delay. The prime purpose of zoning is health and safety which directly relates to permitted use, height, bulk and access/parking. Good design and aesthetics are more susceptible to opinion and various approaches and should be subject to discretionary negotiation.
- Change the Floor Area Ratio Bonus System to Encourage Housing. The city has recognized that the plaza and arcade bonuses are questionable. Bonuses for the provision or retention of housing should be increased, particularly in the CBD which is becoming a single-use 8 a.m. to 5 p.m. area.



- Shorten and Clarify the Negotiation Process.
It is important that the rezoning process itself be:
predictable
clear
timely
- Revise the Zoning for Denny Regrade.
The present zoning for the Denny Regrade sees the area as an extension of the CBD in terms of height and bulk (FAR 10). It is recommended that the bonuses be revised to encourage low-rise housing.

Building Code

The existing building code is a sound and progressive code. We see no need for changes.

STATE ENVIRONMENTAL PROTECTION AGENCY

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The threshold for environmental consideration should be for projects over 100 units or perhaps 300 to bring it in line with state procedure. Reviews of projects of under 100 units should not be necessary.

FINANCE

PRIVATE FINANCING

Lower costs will broaden the market and increase housing. All cost factors--land, planning, construction, financing, and marketing--can be affected by planning policies and development mechanisms. To date, the housing effort has been scattered and diverse, appealing to small, specialized markets. As scale builds, economies can be achieved, investor confidence can be gained, and competition will increase--all serving to lower prices. (Or more likely, a slower rise in prices.)

Investor Confidence

- Most long-term financing will come from outside the state.
- Seattle will then compete with other cities; factors considered include:
 - stability of economy
 - long-term visibility of the investment.
- Local financial institutions can show the way; can join in pools of funds for downtown housing development and rehabilitation.

Financing Costs

- Current high rates are a problem and may slow market, but should not be the basis for housing policy. Relative competitiveness of downtown vis-a-vis alternatives is the key.
- Costs can be reduced with "equity-kicker" financing from lenders. (Although this won't work on condominiums.)

PUBLIC FINANCING

Due to constitutional prohibitions or lack of legislative authority, Seattle does not have available many of the tools for assisting private development, specifically housing, that are available to other communities. Some key elements very widely used elsewhere include:

Mortgage Revenue Bonds to provide a pool of mortgage funds; this has greatly expanded "first time" ownership (particularly condominiums) in many cities.

Project Revenue Bonds to finance multi-family unit construction; use of this tool is ineffective without piggy-backing other subsidies such as Section 8.

State Housing Finance Agency to issue tax-exempt bonds for relending to lenders, developers, or direct construction or state-sponsored subsidies as authorized.

Direct Development role by a city agency in land assembly (with or without write-down), joint ventures.

Air Rights. Sale or other disposition of development rights over public facilities such as parking garages and freeways (or even under freeways).

Leveraging public bonding capacity through mortgaging, loan guarantees, revolving loan funds and public/private joint ventures to get maximum product (e.g. housing) from given amount of public dollars.

Tax Increment Financing to earmark the increased taxes generated on a parcel from new construction or rehabilitation to repay the public costs of supporting the development, or subsidizing occupancy costs for low-income residents.

Tax Abatement. The waiver or reduction of taxes for a certain period of time if necessary to make a desired project feasible.

There may be good and valid reasons for not adopting all of these techniques. But they are tested programs in many other cities and their advantages and disadvantages have been thoroughly studied. Seattle should vigorously explore constitutional amendments and legislative action to allow it to utilize those programs that are most appropriate and productive here.



In the meantime, the city does have some tools available to help stimulate housing production, and preservation that should continue, such as:

- The creation of public amenities in support of residential neighborhoods--gathering places, parks, street trees, street cleaning, and the like.
- The "Demolition Ordinance", if fairly and evenly enforced and the funds are indeed used to provide for the rehabilitation or construction of housing.
- Local Improvement Districts for project-related public facilities and amenities.
- Clear policies and regulations and expeditious handling of development proposals to minimize carrying costs, planning fees, and inflationary impacts on the final product cost.
- Public Development Authority (PDA), such as the Pike Place Market Preservation and Development Authority, a city-chartered, non-profit public corporation that can acquire, rehabilitate, sell, operate and/or lease properties. While the non-profit status alone can reduce costs, such authorities can also serve as a conduit for such public funds as may be legally used for development activities.



PROGRAM FOR ACTION

The R/UDAT Steering Committee will continue to involve the Downtown Seattle Community in the R/UDAT Process. The Committee will work with governmental agencies, the general public and interest groups to: assess the R/UDAT report, prioritize recommendations, aid in initiating action and identify potentials for early implementation.

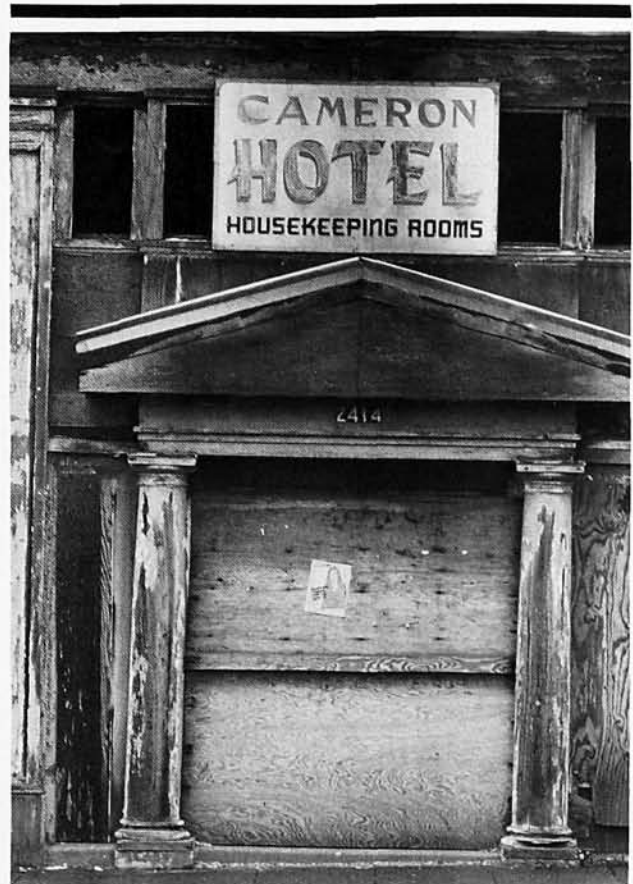
In order to sustain and enhance communication within the Community, the R/UDAT Steering Committee will publish a newsletter. This newsletter will be distributed to all members of the Advisory Committee, and will be made available to all other interested individuals at the Seattle Chapter Offices of the AIA at 1911 First Avenue. To begin the Action Process for the R/UDAT proposals for Seattle, the Steering Committee will

distribute a Response Forum, to identify the level of support for the various R/UDAT recommendations. The Response Forum will also offer an opportunity to suggest modifications and refinements to the recommendations. It will be the place to discuss the ideas that grow out of the R/UDAT recommendations. This Response Forum will be distributed in the same manner as the Newsletter.

Action Committees comprised of individuals with similar interests will convene to implement R/UDAT ideas.

A public program of the on-going R/UDAT Process will soon be available for presentation.

Anyone wishing to participate in the Action Phase of the R/UDAT Process or desiring further information concerning the study and its findings should contact the Seattle Chapter of the AIA at 622-4938.



THE MAGNIFICENT OPPORTUNITY



Seattle has always been a city of great quality and beauty. It has been built by generations of bold, adventurous citizens with a keen awareness of its special environment and opportunities, working together to achieve their visions.

In our hundreds of talks with people from all segments of Seattle society we sense their urgent need to regroup in order to recapture the imagination, inventiveness, and productivity of their predecessors. They need to open up lines of communication between themselves and recognize how all groups:

citizens, developers, government--fundamentally depend on one another. The people in Seattle--as in few other cities--have the sensitivity and capacity to redevelop mutual trusts and confidences.

Once that is achieved, all the glorious objectives that people seek for themselves become eminently feasible, and Seattle can take its position as one of the world's great places.

PEOPLE

BIOGRAPHIES



JULES GREGORY, FAIA

Jules Gregory is a principal in UNIPLAN, a professional association of architects, engineers, and planners in Princeton, New Jersey. He graduated from the College of Architecture at Cornell University and studied at the Ecole Nationale des Beaux Arts in Paris under a Fulbright Grant, where he attended the Atelier of Auguste Perret.

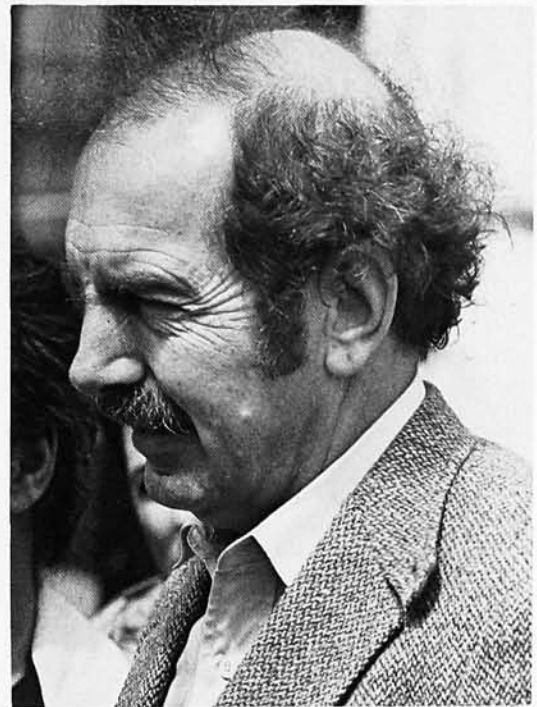
He has served as Adjunct Associate Professor at Columbia University, and has been a visiting critic at the Princeton University School of Architecture, Pratt Institute, and Yale University.

He served as the first Director from the New Jersey Region on the National American Institute of Architects Board in 1966 and 1967. He was elected Vice President of the Institute in 1968. Gregory was on the Board of Trustees for the Urban Design and Development Corporation, established by the American Institute of Architects, in 1969.

Gregory has a deep commitment and has been a pioneer in the use of citizen participation process in the design of our cities and their community facilities. He believes that this is the only way that satisfying plans can be developed and brought into reality.

In Seattle, he has found people to be at war with each other over emotional and esoteric issues that may be much greater in other cities, yet are less of a drastic problem to them. The racial climate of Watts in California, and urban development in New York City, for instance, are much more intense than those same problems in Seattle. Yet, Seattleites deal with these situations much more emotionally than their counterparts.

Gregory feels that the level of citizen participation in Seattle has been high indeed and that the large attendance and eloquent statements of the R/UDAT public meetings showed extraordinary concern with and understanding of the issues. He feels that continuance of this process will bring together separate elements in the city with profound results.



CHARLES DAVIS - HOUSING ARCHITECT/
URBAN PLANNER

Charles M. Davis is a principal and Vice President of Esherick, Homsey, Dodge & Davis of San Francisco. Some of his award-winning urban design projects include the rehabilitation and recycling of The Cannery in San Francisco, a restoration of three buildings on the Quad at Stanford University, a 300,000-foot warehouse for Far West Laboratory, and a large new marine aquarium in Monterey, California.

Davis has taught at San Francisco State, UCLA, and the University of California at Berkeley, where he received his architecture degree and conducted his graduate studies.

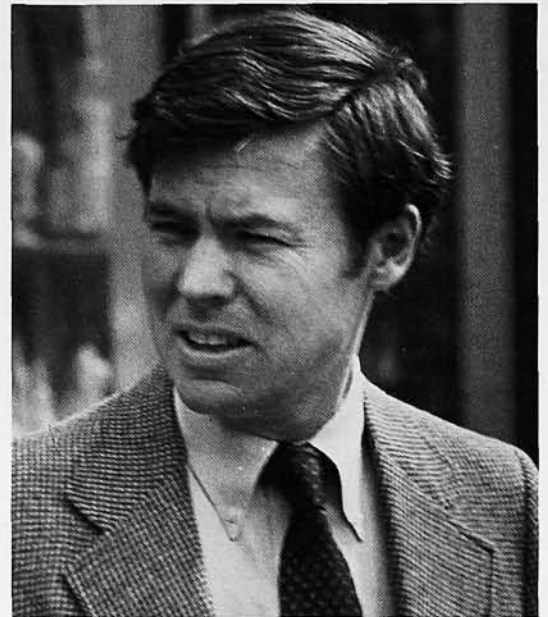
In Seattle, Davis was looking for similarities to San Francisco, and his understanding of West Coast lifestyle assisted his analysis. He looked for architectural and construction types attuned to the Northwest. In San Francisco, the number of dense high-rise residential districts is tightly restricted, and Davis feels the issues are similar in Seattle.

Because there is not much room to expand the neighborhoods, people may be forced to live downtown; but unrestricted high-rises, feels Davis, are not the answer, particularly in the Denny Regrade area. Davis stressed that his major concern is the overall form of the city, stating that the visual and density transitions from downtown to the outlying areas are crucial.

If the issue of housing is to be resolved and new neighborhoods created, he feels the present high rise zoning in the Denny Regrade should be tailored to permit density. But more midrise development should be allowed in scale with the city.

A vibrant street life is essential to comfortable downtown living. Davis was surprised that Seattle did not have more outdoor cafes and sidewalk amenities, and that downtown generally closes up at 6 p.m.

In Davis' view, the need for low-income, single room occupancy units can best be met by the rehabilitation of existing buildings, which must have creative partnerships and financing to satisfy this market. But, the pressure is on the city to decide how and where it wants to grow, and who will benefit. Money is the biggest and most common problem to other cities, but Davis sees that the system for growth and development is confused here because the roles of the city, community, and developers are not defined.



FRANK FISH, URBAN PLANNER

Frank Fish is a partner in the New York firm Buckhurst Fish Hutton Katz, which specializes in urban planning, architecture, and development advisory services. Projects include planning and design assignments in New York, Houston, Kansas City, and Pittsburgh. Plus, new community and resort studies have recently been completed in the Dominican Republic, the Phillipines, and Venezuela.

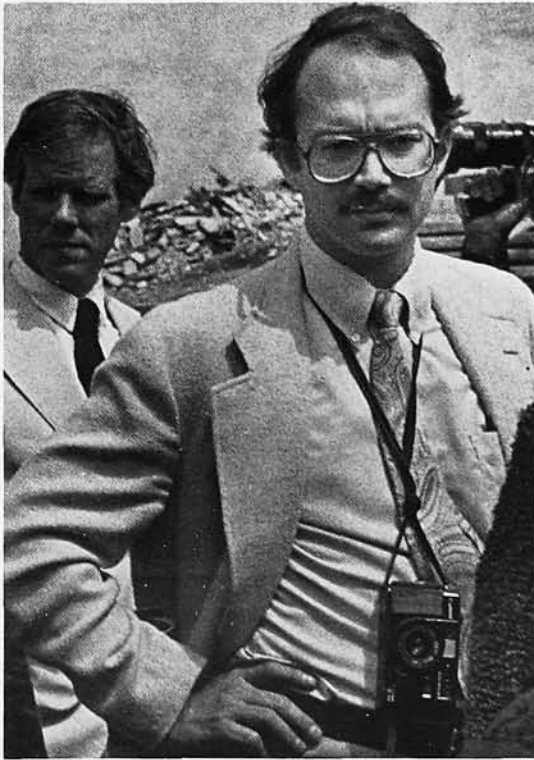
Fish is president of the New York Chapter of the American Planning Association, and is assistant professor of planning at Pratt Institute. The major focus of his experience has been in public sector policy, development controls, project implementation, and impact analysis.

Fish was surprised at the extent of development of downtown Seattle. As he began to tour the city, he had a preconceived image of a low-rise city, largely suburban city. The downtown has been built up more than he expected.

There are several common denominators that all of the better living places of the country share, says Fish. . . a sense of community, low-level but intricate neighborhoods. He feels that many people dislike New York City because it is built too high, is too dense, and is thus intimidating. Although London is comparable to New York City in size, it feels more livable to Americans, he feels, because of the commonality of the neighborhood feeling.

The essential questions, then, to be answered by any community seeking improvement, are: what do the people want of the area; what do they like? how do they want it to develop?

Fish points out that there are national forces that influence the direction that a city's development must take. Among these are historic preservation laws that favor places like Pioneer Square, which initiates a return to city living; tax-cut advantages; and the influx of people migrating to an area because of its strong economic posture, as is the case with Seattle.



JOHN HERMAN - CITIZEN ACTIVIST/LAWYER

John Herman is a partner in the law firm of Dayton, Herman, Graham & Getts, in Minneapolis. His legal experience includes work in urban redevelopment, and environmental, regulatory, and real estate law. Herman was formerly staff attorney for the Minnesota Public Interest Research Group, an organization promoting citizen access and action through public hearings, research, and lobbying. He also teaches environmental law at the University of Minnesota law school. He has represented both neighborhood groups and developers, which gives him a

valuable perspective for assessing the problems of urban development.

At Harvard Law School, Herman specialized in administrative and government regulatory law, after undergraduate studies in economics at Yale. His background includes considerable work with environmental policy and historic preservation.

In looking at both problems and potential for Seattle, John focused on the questions of financing and legal constraints. Comparing Seattle with other cities, he was surprised to find the proper tools for implementing financing of downtown housing development missing. This would be an increasing concern with the cut in federal support.

Another comparison made by Herman was that, in cities such as Minneapolis, the emphasis is on housing for families and single-parent households, whereas in Seattle, the concern seems to focus on the low-income, single-room occupant. This, he feels, is because of Seattle's location as a port-of-call and coastal city, which created this visible population along with a citizenry which can identify with them.

He also sees a gap between conceptual land use and the zoning of different downtown areas. He sees the fabric of most of the areas - Pioneer Square, the Market, and the International district - to be established; but Denny Regrade has no real definition, yet the most potential. Herman suggests that the Regrade is the one area that could have room for family housing or single-parent households in low-rise structures.

JOHN DESMOND - URBAN DESIGNER

John Desmond, FAIA, is the head of Desmond & Associates of Baton Rouge. He has won more than 30 regional and national design awards from the AIA for his work. His design work includes the Baton Rouge Civic Center, a seventy million dollar complex on the Mississippi River.

Desmond has participated in 10 R/UDAT projects over the last 10 years, and comes to Seattle with a trained eye and "miracle wrist." His illustrations and designs portray in amazing detail the layout and texture of a city and its neighborhoods.



GEORGE GRIER, SOCIOLOGIST

George Grier is a principal of the Grier Partnership of Bethesda, Maryland, a consulting firm specializing in research, data collection, survey design and management, statistical analysis, and evaluation for application to policy and program management decisions. He has served as deputy to the city administrator of Washington, D. C., and as senior staff member of the Brookings Institution.

He has specialized in analysis of economic and demographic data and design of data systems with particular concentration on policy application. He has been responsible for the direction of several major studies, and has written and published extensively.

As a partner in the Grier Partnership, he has designed and directed a number of projects for public and private clients, including several analyses of changing population patterns and trends at the national, metropolitan, city, and local levels.

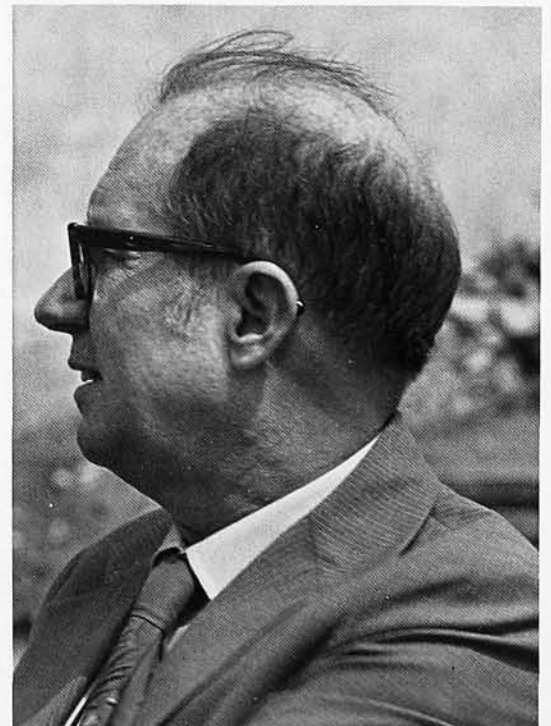
Grier received a B.A. in Psychology from the University of Pennsylvania in 1950, and an M.A. in Social Psychology, with emphasis on statistical analysis, from the same school in 1952.

Desmond has an individual approach to R/UDAT effort. He pulls back, observes, and draws. For him, drawing is a way of seeing; he does not draw what he wants to see, but what is there.

He was impressed with the orientation of the city toward the water, but fears that it could lose this special quality if a gold coast is created, where development secludes the water from the rest of the city.

Another unique quality Desmond notes about Seattle is its ability to watch itself work. The city looks down over the port and industrial areas, and they are clean, organized, and visible. The outlying residential areas look into the city and even the main transportation connections are visible so residents may watch the city function.

Desmond's classical approach emphasizes the special qualities of Seattle - the qualities that must be observed and analyzed in order to achieve and form a social and physical image for the city.



Grier sees Seattle as sharing common problems with other cities, particularly the conflict between high- and low-income housing. One problem unique to Seattle is its awareness of a lack of single-room occupancy housing. Either Seattle has a bigger SRO population than other cities, believes Grier, or the city is simply more conscious of the situation. He also found that Seattle is without slum-areas; thus, low-income citizens have nowhere else to go but downtown.

Grier was impressed with the awareness of the Seattle citizen. As an overall group, he said, Seattleites were the most organized, articulate group with which he had ever worked.

On his tour of the city, Grier paid particular attention to the number of people on the streets, and the types of people they seemed to be. He tried to discern the tourists from the residents. He looked for businesses which served special functions for downtown residents; for example, the Japanese tool store in the International District.



LEE SAMMONS -- ECONOMIST

J. Lee Sammons is Senior Vice President and Director of the Denver office of Hammer, Siler, George Associates, an economic consulting firm. His special focus is market and feasibility analysis for public and private decision-making.

Sammons has played a major role in developing housing and downtown revitalization strategies across the country, with specific analysis on housing demand, need, production capabilities, and pricing.

He is a graduate of Duke University, and a charter member of the American Institute of Certified Planners. He did his graduate studies as a Sears Fellow at the Department of City and Regional Planning at the University of North Carolina.

In Denver, Sammons is very active on civic committees and organizations dealing with zoning incentives for residential development, downtown development, and historic preservation.

Lee Sammons had no preconceptions of Seattle before coming to the city. His strongest impression was of the city's diversity--its problems, housing opportunities, population, and building forms. He was surprised by the amount of housing already existing in downtown Seattle, remarking that it is quite diversified, including both expensively- and moderately-priced units. He detected a three-way pull on the downtown housing issue, with citizens, developers, and government working in different directions.

Problems with financing are something Seattle shares with all cities of this country. Sammons feels that Seattle should not place undue emphasis on current mortgage conditions in downtown housing policy planning, suggesting that interest rates may remain high, but whatever happens, would not affect downtown's relative position.

He feels a common trend in the housing industry will be the reduction of unit size due to energy costs, change in lifestyle, and household size.

In promoting downtown living, Sammons feels that Seattle will have problems in dealing with an anti-city prejudice among the general population, particularly among suburbanites.

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Living Downtown Logo

Ellen Ziegler and Sharon Schumacher



TOOLS AND RESOURCES

RECOMMENDED READING

- Denny Regrade and Multi-Family Housing Potentials.

Published by:
Environmental Works/Community Design
Center
402 - 15th Avenue East
Seattle WA 98112 329-8300

Transportation

- Downtown Seattle Transit Alternatives. Draft Report. March 1979.
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Seattle WA 98104 447-6619

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- Goals and Policies for Regional Development. February 1977.
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Puget Sound Council of Governments
216 - 1st Avenue South
Seattle WA 98104 464-7090

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- Seattle's Downtown Housing Crisis: Proposals for Action. March 1980.
- Pike Place Market--Design Report. June 1974.
- Pike Place Market--Urban Renewal Plan. January 1974.
- Pioneer Square Profile, An Update on Redevelopment. 1980.

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City of Seattle Department of
Community Development
400 Yesler Building
Seattle WA 98104 625-4537

- Analysis of Existing Land Use Regulation in Downtown Seattle (Research Paper). February 1981.
 - Background Report of the Downtown Land Use and Transportation Project. March 1981.
 - Capital Improvement Program. January 1979.
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City of Seattle Office of Policy and
Evaluation
300 Municipal Building
Seattle WA 98104 625-4591
- The Downtown Boom. 1981.
- Published by:
Freemont Public Association
634-2222

COMMUNITY ORGANIZATION

Many committees, officials, and individuals have come forward in active support of "Living Downtown". Though not exhaustive, the following lists can be used as a guide to people wishing to get involved in the project. In addition, the Seattle AIA office will maintain current contact lists and act as a clearing house whenever possible.

- Catholic Seamen's Club--Father Dillon
- Shoreline Coalition--Benella Carminiti
- Seattle Emergency Housing
- Gray Panthers
- Council of Churches
- Seattle Transit Alliance--Steve Benn
- Institute of Business Designers--Ann Fisher
- Seattle Arts Commission--Karen Gates
- Sierra Club of Puget Sound

Geographically Based Community Groups and Government

- Pioneer Square Community Council--Art Skolnik, President
- Denny Regrade Community Council--James Jenner, President
- Common Ground--Steve Claggett
- Pike Place Market Historic Commission--John Turnbull (Staff/Resident)
- Seattle Housing Authority--Pat Chervenak
- Seattle Design Commission--Dave Hewitt or Horace Foxall or Barry Onouye
- Seattle Planning Commission--Charles Kindt
- Puget Sound Council of Governments--Max Paver or Jay Haavik
- Seattle Chamber of Commerce
- City Council Staff--Dave McCoy
- City Council--Councilman Michael Hildt
- Denny Regrade Advisory Committee--Nelleke Langhout and Janeen Smith

Community Associations

- League of Women Voters--Nancy Smith
- American Society of Landscape Architects--John Ullman
- Seattle Displacement Coalition--John Fox
- Pike Place Market Historical Commission--Mary Walker (long-time area resident in Fairmount)
- Denny Regrade Community Council/Pike Place Market Preservation and Development Authority/Fairmount Manager--Joan Paulson
- Heritage Conservation and Recreation Service (U.S.)--Allan Camp
- Historic Seattle--Al Elliott
- UFCW--Roger Yockey
- Seattle Tenants Union--Valerie O'Brien

